RESOLUTION No.

Adopt the Central City 2035 Plan Action Charts, Performance Targets and Urban Design Diagrams. (Resolution)

WHEREAS, in 1988, the Portland City Council adopted the *Central City Plan* as a long-range policy framework for managing growth in the Central City while enhancing its economic vitality and livability; and

WHEREAS, the *Central City Plan*'s Action Charts, Functional Maps and Urban Design Plans were adopted by City Council Resolution No. 34417, passed on March 24, 1988; and

WHEREAS, the Portland City Council, recognizing a need to create a new long-range plan for the Central City, passed Resolution No. 36970 on October 24, 2012 adopting the *Central City 2035 Concept Plan*, which contained a new vision statement, policy framework and urban design concepts for the Central City as a whole, as well as guidance for the development of more specific plans for the three quadrants of the Central City; and

WHEREAS, on October 25, 2012, Council passed Resolution No. 36972 adopting the *N/NE Quadrant Plan*, which provided a more detailed policy framework, urban design diagrams and implementing actions for the Lloyd and Lower Albina districts; and

WHEREAS, on March 5, 2015, Council passed Resolution No. 37115 adopting the *West Quadrant Plan*, which provided a more detailed policy framework, urban design diagrams and implementing actions for the Downtown; West End; Goose Hollow; Pearl; Old Town/Chinatown; South Waterfront; and, University/South Downtown districts; and

WHEREAS, on July 29, 2015, Council passed Resolution No. 37147 adopting the *Southeast Quadrant Plan*, which provided a more detailed policy framework, urban design diagrams and implementing actions for the Central Eastside district; and

WHEREAS, guided by the policies, urban design diagrams, code concepts and other elements of the *Concept Plan* and three quadrant plans, as well as other related studies, the Bureau of Planning and Sustainability, in collaboration with other City bureaus, developed the *Discussion Draft Central City 2035 Plan*, released for public review on February 8, 2016; and

WHEREAS, the *Proposed Draft Central City 2035 Plan* was released on June 20, 2016 for review by the public and the Portland Planning and Sustainability Commission (PSC); and

WHEREAS, The PSC conducted an extensive plan review and revision process, including two public hearings and nine work sessions, and voted on May 23, 2017 to forward their *Recommended Draft Central City 2035 Plan* to the City Council; and

WHEREAS, the *Central City 2035 Plan* provides a comprehensive land use, urban design and transportation policy and regulatory framework to guide future decision-making and public and private investment and development in the Central City; and

WHEREAS, the action charts contained in Volume 5A of the *Central City 2035 Plan*, attached as Exhibit A, describe future projects and programs that will help implement the goals and policies of the Central City 2035 Plan; and

WHEREAS, the performance targets contained in Volume 5A of the *Central City 2035 Plan* provide aspirational objectives by which to measure progress towards achieving the goals and policies of the plan; and

WHEREAS, the Urban Design Concept, Urban Design Framework, Street and Development Character Concept and District Urban Design Concept Diagrams contained in Volume 1 of the *Central City 2035 Plan*, attached as Exhibit B, provide guidance to help shape the urban form and design of the Central City; and

NOW THEREFORE, BE IT RESOLVED, that the Portland City Council adopts the Action Charts contained in Exhibit A, Volume 5A of the *Central City 2035 Plan,* as Non-Binding City Policy, and that:

a. The actions associated with the *Central City 2035 Plan* action charts are adopted by City Council as a starting place from which to develop projects and programs that will help implement the goals and policies of the plan;

b. All actions are adopted with the understanding that they may need to be adjusted or replaced with more feasible alternatives. Identification of lead and partner implementers for an action is an expression of interest and support with the understanding that circumstances may change over time and may affect implementers' ability to take action;

c. The City Council authorizes the City bureaus identified in the *Central City 2035 Plan* action charts as implementers to engage in activities aimed at implementing the projects and programs called for in the action charts;

d. The *Central City 2035 Plan* action charts replace all of the action charts of the *Central City Plan,* as amended, and all of the action charts of the N/NE, West and Southeast quadrant plans; and

BE IT FURTHER RESOLVED, that the City Council adopts the Performance Targets contained in Exhibit A, Volume 5A of the *Central City 2035 Plan,* as Non-Binding City Policy, and that:

a. The *Central City 2035 Plan* performance targets are adopted by City Council as aspirational objectives by which to measure progress towards achieving the goals and policies of the plan; and

b. The City Council directs the Bureau of Planning and Sustainability to evaluate the City's progress towards achieving the performance targets at intervals of five, ten and 15 years following adoption of the *Central City 2035 Plan,* to work with appropriate public agencies and community partners to adjust programs and projects to further progress

towards achieving the targets and to revise the targets and their methodologies, as appropriate;

c. The *Central City 2035 Plan* performance targets replace all of the performance targets of the N/NE, West and Southeast quadrant plans; and

BE IT FURTHER RESOLVED, that the City Council adopts the Urban Design Concept, Urban Design Framework, Street and Development Character Concept and District Urban Design Concept Diagrams contained in Exhibit B, Volume 1 of the *Central City 2035 Plan*, as Non-Binding City Policy; and that:

a. The *Central City 2035 Plan* urban design concepts and diagrams are adopted by City Council as guidance to help City bureaus and public and private partners prioritize investments to support the Central City's growth and shape its urban form, connectivity, development character and public spaces; and

b. The *Central City 2035 Plan* urban design concepts and diagrams replace all of the functional maps and urban design plans of the *Central City Plan*, as amended, and all of the urban design concepts and diagrams of the *Central City 2035 Concept Plan* and the N/NE, West and Southeast quadrant plans; and

BE IT FINALLY RESOLVED, that this resolution will take effect on March 1, 2018.

Passed by the Council:

Mayor Ted Wheeler
Prepared by: Nicholas Starin
Date Prepared: August 14, 2017

Mary Hull Caballero
Auditor of the City of Portland
By

Deputy

Agenda No.

RESOLUTION NO.

Title

Adopt the Central City 2035 Plan Action Charts, Performance Targets and Urban Design Diagrams. (Resolution)

INTRODUCED BY Commissioner/Auditor: **Mayor Ted Wheeler**	CLERK USE: DATE FILED _____
COMMISSIONER APPROVAL Mayor—Finance & Administration – Wheeler Position 1/Utilities - Fritz Position 2/Works - Fish Position 3/Affairs - Saltzman Position 4/Safety - Eudaly	Mary Hull Caballero Auditor of the City of Portland By: _____ Deputy **ACTION TAKEN:**
BUREAU APPROVAL Bureau: Planning and Sustainability Bureau Head: Susan Anderson	
Prepared by: Nicholas Starin Date Prepared: 8/14/17	
Impact Statement Completed ☒ Amends Budget ☐	
Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes ☐ No ☒	
City Auditor Office Approval: required for Code Ordinances	
City Attorney Approval: required for contract, code. easement, franchise, charter, Comp Plan	
Council Meeting Date **9/7/17**	

AGENDA
TIME CERTAIN ☒ **Start time: 2:00 2 of 3** **Total amount of time needed: 3 hours** **(for presentation, testimony and discussion)**
CONSENT ☐
REGULAR ☐ **Total amount of time needed: _____** **(for presentation, testimony and discussion)**

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
		YEAS	NAYS
1. Fritz	1. Fritz		
2. Fish	2. Fish		
3. Saltzman	3. Saltzman		
4. Eudaly	4. Eudaly		
Wheeler	Wheeler		

IMPACT STATEMENT

Legislation title: Adopt the Central City 2035 Plan Action Charts, Performance Targets and Urban Design Diagrams. (Resolution)

Contact name: Rachael Hoy, BPS
Contact phone: 503-823-6042
Presenter name: Rachael Hoy, BPS

Purpose of proposed legislation and background information:

The *Central City 2035 Plan* (CC2035) is the culmination of a multi-year effort to comprehensively update the *Central City Plan*, adopted in 1988. This resolution, a part of the larger CC2035 legislative package, adopts as non-binding policy the plan's action charts, performance targets and urban design diagrams. The goals, policies and implementing Zoning Code amendments are being adopted by a separate ordinance. The action charts adopted by this resolution provide a starting place from which the City and community partners may develop projects and programs to help implement the goals and policies of the plan. The performance targets provide aspirational objectives by which to measure progress towards achieving the goals and policies of the plan. Finally, the urban design diagrams provide guidance to help City bureaus and partners prioritize investments to support the Central City's growth and shape its urban form, connectivity, development character and public spaces.

Financial and budgetary impacts:

The action charts, contained in plan Volume 5A, outline a large number of ongoing programs and potential future programs and projects, with several City bureaus identified as implementers. The actions are assigned approximate timelines: ongoing; next five years; or 6 to 20 years. Most of these actions have potential budgetary implications for the City. However, this resolution does not amend the budget or appropriate funding for any of the actions. Whether and how to implement the actions is subject to future bureau work plan decisions and City Council budgetary processes.

The performance targets in plan Volume 5A are aspirational in nature. The Central City 2035 goals, policies and Zoning Code amendments, adopted by a separate ordinance, are intended to help achieve the targets. Other actions needed to help achieve the targets, some of which are listed in the action charts while others are as-yet undefined, have potential financial implications. Their budgetary impacts will be addressed at the time those actions are initiated.

The urban design diagrams in plan Volume 1 describe the desired urban form and character of the Central City. The Central City 2035 goals, policies and Zoning Code amendments, adopted by a separate ordinance, implement, in part, the urban design diagrams. In turn, the urban design diagrams are intended to help inform future actions that help implement the broader objectives of the plan. The budgetary impacts of those actions will be addressed at the time they are initiated.

Community impacts and community involvement:

The action charts, performance targets and urban design diagrams are elements of the larger *Central City 2035 Plan*. In the broadest sense, the new policy framework created by the CC2035 Plan will impact all Portlanders over time, especially those who live, work and visit the Central City. As part of the coordinated growth strategy embodied in the new *2035 Comprehensive Plan*, the *Central City 2035 Plan* will have an impact on the type, location and scale of residential and commercial development, as well as the ways that people will get around in the future. Direct impacts of the plan's proposed future actions will occur when they are implemented, for instance when new public facilities are built or new City programs are developed.

The Central City 2035 planning process has included extensive public outreach. Volume 6 of the plan summarizes public involvement for the project prior to the release of the proposed draft. It includes a public engagement summary and an outreach log of activities. The planning process brought together thousands of people at outreach events and activities. Hundreds of Portlanders provided formal testimony to the Planning and Sustainability Commission and the City Council on the various projects that guided development of the plan. See Volume 6 for a description of the public outreach and engagement completed as part of the project.

The Outreach Activities Log provides an extensive list of events held or attended, with the organizations, dates and number of people in attendance. The log shows that CC2035 public outreach included engagement with:

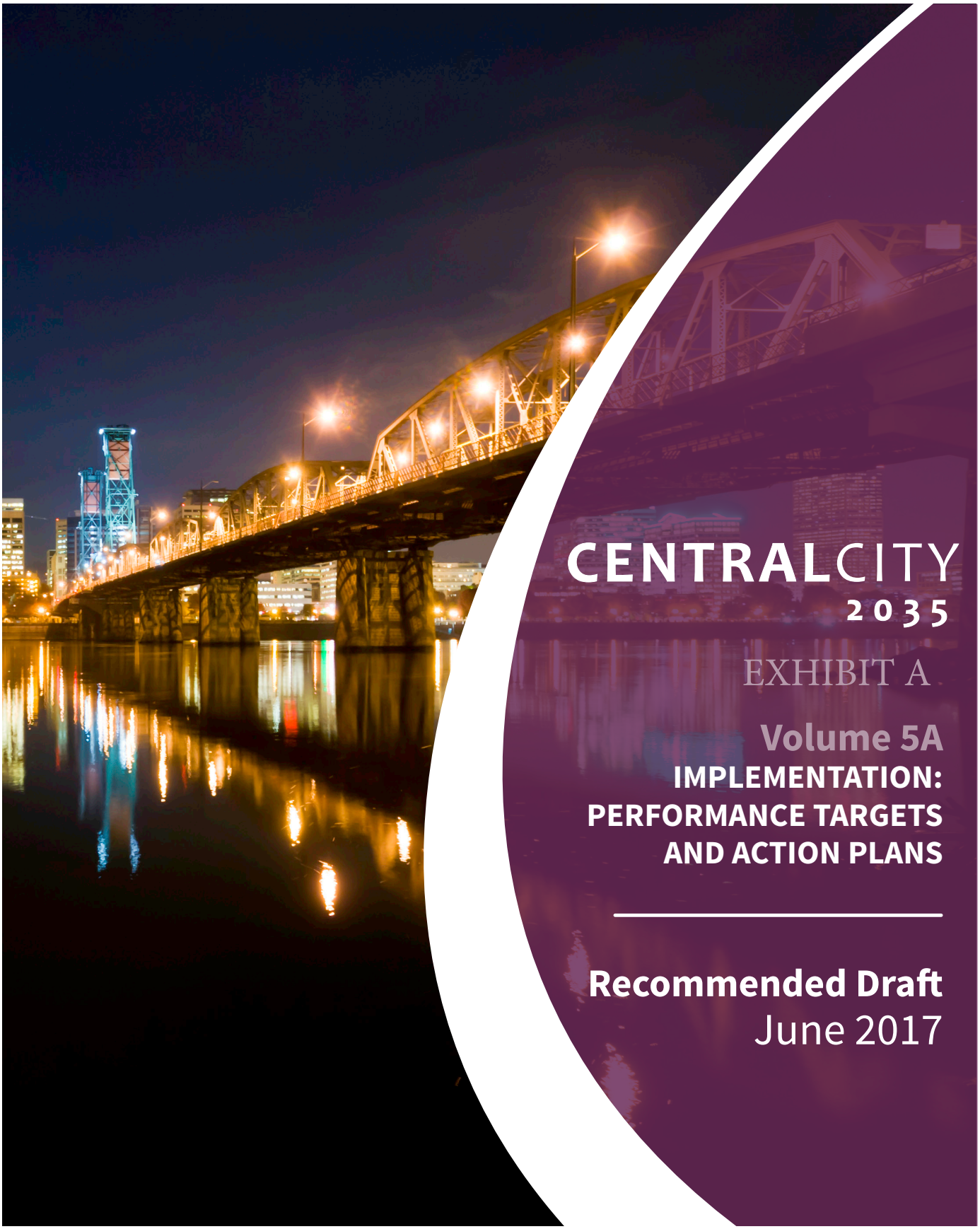
- Community and interest-based organizations, e.g. Latino Network, Upstream Public Health, Urban League of Portland, Portland Commission on Disability Accessibility and Built Environment Committee, and Diversity and Civic Leadership Group;
- Neighborhood and business groups, e.g. Old Town/Chinatown Neighborhood Association, Lloyd District Community Association, Central Eastside Industrial Council and the Portland Business Alliance;
- Property owners, institutions, businesses, nonprofits representing diverse interests such as environment, urban design and transportation modes, etc.; and
- Governments, including the Confederated Tribes of the Grande Ronde, and public agencies such as the Oregon Department of Transportation, Portland Public Schools and TriMet.

Budgetary Impact Worksheet

Does this action change appropriations?

☐ **YES**: Please complete the information below.
X **NO**: Skip this section

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount



CENTRALCITY 2035

EXHIBIT A

Volume 5A
IMPLEMENTATION: PERFORMANCE TARGETS AND ACTION PLANS

Recommended Draft
June 2017

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

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La Oficina de Planificación y Sostenibilidad se compromete a proporcionar un acceso equitativo a la información y audiencias. Si necesita acomodación especial, interpretación o traducción, por favor llame al 503-823-7700, al TTY al 503-823-6868 o al Servicio de Retransmisión de Oregon al 711 dentro de las 48 horas antes del evento.

规划和可持续发展管理局致力于提供获取信息和参加听证会的平等机遇。如果您需要特殊适应性服务、口译或翻译服务，请在活动开始前48小时内致电：503-823-7700、TTY：503-823-6868 或联系俄勒冈州中继服务：711。

Cục Quy Hoạch và Bền Vững (The Bureau of Planning and Sustainability) cam kết đem lại quyền tiếp cận thông tin và xét xử công bằng. Nếu quý vị cần nhà ở đặc biệt, dịch vụ thông dịch hoặc phiên dịch, vui lòng gọi số 503-823-7700, dịch vụ TTY theo số 503-823-6868 hoặc Dịch Vụ Tiếp Âm Oregon theo số 711 trong vòng 48 giờ trước khi diễn ra sự kiện.

Управление планирования и устойчивого развития предоставляет равный доступ к информации и к проводимым слушаниям. Если Вам требуются особые условия или устный или письменный перевод, обращайтесь по номеру 503-823-7700, по телетайпу для слабослышащих 503-823-6868 или через Орегонскую службу связи Oregon Relay по номеру 711 за 48 часов до мероприятия.

Xafiiska Qorshaynta iyo Sugnaanta waxay u-heellan yihiin bixinta helitaan loo-siman yahay ee macluumaad iyo dhagaysiyada. Haddii aad u baahan tahat qabanqaabo gaar ah, afcelin ama turumaad, fadlan wac 503-823-7700, TTY-ga 503-823-6868 ama Xafiiska Gudbinta Oregon ee 711 muddo ah 48 saac gudahood kahor xafladda.

企画環境整備課（The Bureau of Planning and Sustainability）は体に障害を持つ方にも情報や公聴会のアクセスの平等化を図る事をお約束します。もし、通訳、翻訳その他特別な調整が必要な方は503-823-7700か、TTY 、 503-823-6868、又はオレゴン・リレー・サービス、711に必要時の48時間前までにお電話ください。

ທ້ອງການແຜນການ ແລະຄວາມຍືນຍົງໃຫ້ຄຳໝັ້ນສັນຍາທີ່ຈະໃຫ້ການເຂົ້າເຖິງຂໍ້ມູນ ແລະການຮັບຟັງເທົ່າທຽມກັນ. ຖ້າທ່ານຕ້ອງການຢາກໄດ້ການແນະນຳຊ່ວຍເຫຼືອພິເສດ, ການແປພາສາ ຫຼືແປເອກະສານ, ກະລຸນາໂທຫາ 503-823-7700, ໂທດ້ວຍ TTY ທີ່ເບີ 503-823-6868 ຫຼືໜ່ວຍບໍລິການຣີເລເຊີວິສຂອງຣັຖອໍຣິກອນທີ່ເບີ 711 ພາຍໃນ 48 ຊົ່ວໂມງກ່ອນເວລາທີ່ທ່ານຕ້ອງການ.

يلتزم Bureau of Planning and Sustainability (مكتب التخطيط والاستدامة) بتقديم تكافؤ الوصول إلى المعلومات وجلسات الاستماع. إذا كنتم تحتاجون إلى مواءمات خاصة أو لترجمة شفهية أو تحريرية، فيُرجى الاتصال برقم الهاتف 503-823-7700 ، أو خط TTY (الهاتف النصي) على رقم الهاتف 503-823-6868 أو خدمة مرحّل أوريغون على الرقم 711 في غضون 48 ساعة قبل موعد الحدث.

Biroul de Planificare si Dezvoltare Durabila asigura acces egal la informatii si audieri publice. Daca aveti nevoie de aranjament special, translatare sau traducere, va rugam sa sunati la 503-823-7700, la 503-823-6868 pentru persoane cu probleme de auz sau la 711 la Serviciul de Releu Oregan cu 48 de ore inainte de eveniment.

Управління планування та сталого розвитку надає рівний доступ до інформації та до слухань, які проводяться. Якщо Вам потрібні особливі умови чи усний чи письмовий переклад, звертайтесь за номером 503-823-7700, за номером телетайпу для людей з проблемами слуху 503-823-6868 або через Орегонську службу зв'язку Oregon Relay 711 за 48 годин до початку заходу.

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HOW TO TESTIFY

You may submit testimony to the Portland City Council on the Recommended Draft CC2035 Plan in any of the following ways:

By Email
Send an email to cc2035@portlandoregon.gov
Subject: CC2035 Testimony

By U.S. Mail
Portland City Council
c/o Bureau of Planning and Sustainability
1900 SW 4th Ave., Suite 7100
Portland, Oregon 97201
Attn: CC2035 Testimony

Through the Map App
To review and testify on property-specific zoning, height and FAR provisions of the Recommended Draft CC2035 Plan: www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035

To review and testify on the TSP Project List from Volume 2B: www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035TSP

To review and testify on the TSP Street Classifications from Volume 2B: www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035TSPClass

In person at the public hearing
September 7, 2017 at 2 p.m.
City Council Chambers
1221 SW 4th Avenue, Portland

(additional hearing dates may be scheduled)

Confirm hearing dates and times
Council may hear testimony on different elements of the CC2035 Plan on different dates and times. Please confirm dates and times by checking the City Council calendar one week in advance at www.portlandoregon.gov/auditor/26997.

To testify, please provide your full name and address. Testimony to City Council is considered public record. Testifiers' names, addresses and any other information included in the testimony will be posted on the website.

Review testimony as it comes in
www.portlandmaps.com/bps/testimony

For more information
- Visit project website: www.portlandoregon.gov/bps/cc2035
- Email the project team: cc2035@portlandoregon.gov
- Call the CC2035 helpline: 503-823-4286

If you need special accommodation, translation or interpretation, please call 503-823-4086 at least 48 hours before the hearing.

Para obtener más información, por favor llame al 503-823-4286.

如需更多資訊，請致電：503-823-4286。

За дополнительной информацией обращайтесь по номеру 503-823-4286.

Để biết thêm thông tin, vui lòng gọi 503-823-4286.

Wixii macluumaad dheeraad ah, fadlan wac 503-823-4286

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Traducción o interpretación	Chuyển Ngữ hoặc Phiên Dịch	翻译或传译	Письменный или устный перевод	Traducere sau Interpretare
ترجمة تحريرية أو شفهية:	Письмовий або усний переклад	翻訳または通訳	Turjumida ama Fasiraadda	ການແປພາສາ ຫຼື ການອະທິບາຍ

503-823-7700

ACKNOWLEDGEMENTS

This plan is the culmination of work over the past five years on the Central City Concept Plan, three quadrant plans (North/Northeast Quadrant Plan, West Quadrant Plan, Southeast Quadrant Plan), Natural and Scenic Resources protection plans, and the Bonus and Transfer Study. Many thanks to the thousands of stakeholders who participated in those processes and whose contributions helped to shape this plan.

Portland City Council

Ted Wheeler, Mayor

Chloe Eudaly, Commissioner

Nick Fish, Commissioner

Amanda Fritz, Commissioner

Dan Saltzman, Commissioner

Portland Planning and Sustainability Commission

Katherine Schultz (Chair)

André Baugh (Vice Chair)

Chris Smith (Vice Chair)

Jeff Bachrach

Mike Houck

Katie Larsell

Gary Oxman

Michelle Rudd

Eli Spevak

Teresa St Martin

Margaret Tallmadge

Special thanks to the current and former PSC members who chaired Central City Plan committees: Don Hanson, Katherine Schultz and Michelle Rudd.

Bureau of Planning and Sustainability
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Bureau of Planning and Sustainability

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Joe Zehnder, Chief Planner

Sallie Edmunds, Central City,
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Mindy Brooks, City Planner II, Project Manager,
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Previous BPS Staff

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Bureau of Transportation: Art Pearce, Mauricio Leclerc, Grant Morehead, Judith Gray, Arnoud Van Sisseren, Zef Wagner, Francesca Patricolo, Peter Hurley, Erin Aigner

Prosper Portland: Geraldene Moyle, Lisa Abuaf, Sarah Harpole, Shelly Haack, Peter Englander, Lew Bowers, Irene Bowers

Bureau of Parks and Recreation: Brett Horner, Sarah Coates–Huggins, Maya Agarwal, Allan Schmidt, Emily Roth, Jenn Cairo

Bureau of Development Services: Kara Fioravanti, Tim Heron, Kim Tallant, Susan Ellis, Stacy Castleberry

Bureau of Environmental Services: Kaitlin Lovell, Paul Ketcham, Amy Chomowicz, Alice Coker, Marie Walkiewicz, Amber Clayton, Matt Burlin and Stephen Himes

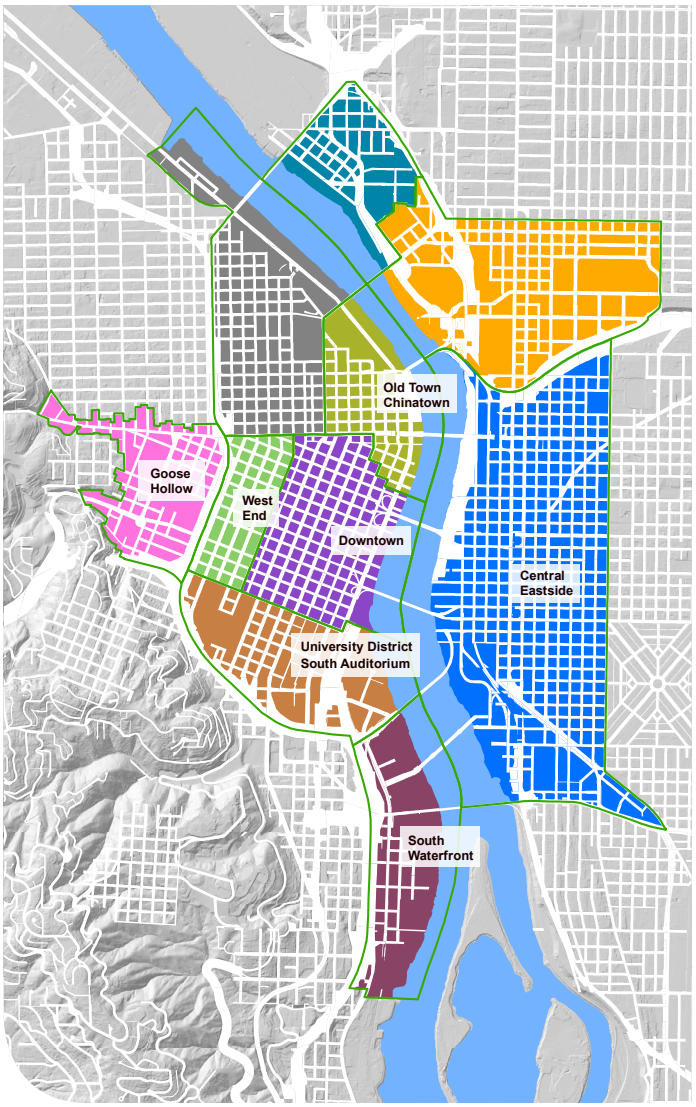
Portland Housing Bureau: Kurt Kreager, Javier Mena, Matthew Tschabold, Kim McCarty, Barbara Shaw, David Sheern

Consultants

Various consultants contributed to the development of the Central City Concept Plan, three quadrant plans (North/Northeast Quadrant Plan, West Quadrant Plan, Southeast Quadrant Plan), Natural and Scenic Resources inventories, and the Bonus and Transfer Study. We are grateful for their technical assistance and for helping facilitate our advisory committee and public events.

Funding

Funding for this project was provided by the City of Portland, the Portland Development Commission and Metro.







View from Washington Park, 1912

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South Auditorium Urban Renewal Area, 1964

A. Central City 2035 Performance Targets

1. Introduction

The power of a plan lies in its implementation. At a basic level, implementation can be seen as the translation of an action item (which itself implements policies) into a project and the eventual completion of that project. As a long-term plan ages, it's reasonable to assume that ideas, needs and technologies will also change. As such, it's important understand the overarching aims of the plan, and evaluate what happens on-the-ground against those aims.

Several performance targets have been developed to help measure the City's progress toward achieving the aims of the CC2035 Plan. The targets are adopted through a non-binding City Council resolution. They will allow the City to adjust its course after 5, 10 or 15 years of plan implementation. For example, if we realize we're not meeting the tree canopy target, the City could choose to fund additional street tree plantings. Targets are proposed for:

- Transportation
- Jobs and Housing
- Riverbank Enhancement
- Ecoroofs
- Tree Canopy
- Public Space

While some targets are straightforward to set and measure, others such as the tree canopy and public space targets, required extensive research and represent a new standard for Portland. For the latter, this document includes the methodologies or other supporting documentation as attachments. As new technology and information develops, these methodologies should be reassessed and improved upon.

Attachments

The following attachments are provided in support of the targets in this section:

1. Riverbank Enhancement: Detailed memo from BPS staff
2. Ecoroof: Detailed memo from BES staff
3. Tree Canopy: Detailed memo from BPS staff
4. Public Space: Brief memo outlining ongoing work by staff from multiple bureaus

2. Targets

Transportation

By 2035, at least 80 percent of commute trips to and from the Central City will be by non-single occupancy vehicle (SOV).

The targets for trips by non-SOVs by subdistrict are shown below:

Subdistrict	Target
Downtown	85%
West End	85%
Goose Hollow	75%
The Pearl	80%
Old Town/Chinatown	85%
Lower Albina	55%
Lloyd	75%
Central Eastside	65%
South Waterfront	75%
University District / S. Downtown	80%

Jobs and Housing

The Central City is expected to have 174,000 jobs and 60,400 housing units by 2035. These projections and the region's urban form are guided by plans developed by the regional government, Metro. Each jurisdiction within the region, including the City of Portland, is responsible for implementing the regional growth concept in their local Comprehensive Plan. For more information, visit Metro's website: www.oregonmetro.gov.

Allocating Jobs and Housing to Areas

To help us understand what these forecasts might mean for Portland and Portland's Central City, the City uses a tool called the Buildable Lands Inventory (BLI). This tool helps the City identify the amount of development capacity that exists within a given area. Development capacity is defined as the likely number of new dwelling units or jobs that can be accommodated in the city under existing regulations, considering existing and planned infrastructure.

The recently adopted *2035 Comprehensive Plan* guides approximately 30 percent of new growth to the Central City. The BLI then identifies lands within the Central City that could potentially be developed or redeveloped should a market demand exist. Finally, the forecast numbers are allocated to different Central City districts based on how much development capacity exists in each, as determined by the BLI. More information on the BLI can be found on the project web site: https://www.portlandoregon.gov/bps/59296.

Subdistrict	Jobs		Households	
	2010	2035	2010	2035
Downtown	47,700	55,200	1,900	4,600
West End	6,900	9,900	3,400	6,800
Goose Hollow	4,800	7,300	3,500	4,900
The Pearl	10,600	14,700	5,300	11,600
Old Town/ Chinatown	5,700	8,200	2,200	3,900
Lower Albina	2,100	2,300	100	300
Lloyd	16,800	25,800	1,000	9,000
Central Eastside	16,700	25,000	1,000	7,900
South Waterfront	1,600	11,200	1,300	5,100
University District / S. Downtown	10,500	14,400	3,100	6,200
Central City Total	123,400	174,000	22,800	60,400

Riverbank Enhancement

By 2035, 12,600 linear feet of new riverbank enhancement (32% of the Central City riverfront) and the restoration of at least five riverbank restoration sites will be completed in the Central City.

The targets by ownership are shown below:

Riverbank / Ownership Type	Existing Unenhanced* (linear feet)	Enhancement Target* (linear feet)	Change
City of Portland			
Vegetated or Beach w/ slope < 30%"	3,550	2,490	+ 70%
Tom McCall Waterfront Park Seawall	5,200	200	+ 3%
Centennial Mills	690	200	+ 29%
Other Public Ownership			
Vegetated or Beach w/ slope < 30%"	5,340	3,740	+ 70%
Private Redevelopment			
Vegetated or Beach w/ slope < 30%"	4,630	4,170	+ 90%
City-Private Partnerships			
Vegetated or Beach w/ slope < 30%"	11,460	1,800	+ 16%

* These figures are only for land deemed feasible for enhancement. See Riverbank Enhancement chapter.

More information can be found in the supporting documents at the end of this section.

Ecoroofs

By 2035, there will be a total of 408 acres of ecoroofs in the Central City. Targets have not been set by subdistrict.

Priority Targets	Existing Building Acres	Redevelopment Acres	Total Acres
Highest 1% priority	23.8	4.1	27.9
Highest 5%	119.1	20.4	139.5
Highest 10%	238.3	40.8	279.1
Highest 15%	357.4	61.2	418.6
Highest 25%	595.7	102.0	697.7

More information can be found in the supporting documents at the end of this section.

Tree Canopy

Rather than develop a target, BPS developed two scenarios that could result in different tree canopy ranges. These scenarios will be discussed through the public hearings and work session process and then a final option will be selected. This approach is being used because the options result in significantly different ranges.

				Baseline Future Tree Canopy Scenario2		CC2035 Plan Scenario Results & Draft Tree Canopy Targets3	
CC Subdistrict		Subdistrict Area1 (acres)	Existing tree canopy	LOW	HIGH	LOW	HIGH
Central Eastside	acres	706	53.0	53.9	61.3	61.8	72.9
	%		7.5%	7.6%	8.7%	8.7%	10.3%
Lloyd District	acres	385	61.2	54.8	64.1	60.2	70.7
	%		15.9%	14.2%	16.6%	15.6%	18.4%
Lower Albina	acres	138	8.3	9.1	9.2	9.8	10.0
	%		6.1%	6.6%	6.7%	7.1%	7.3%
Downtown	acres	222	45.3	46.1	49.6	48.5	52.1
	%		20.4%	20.7%	22.3%	21.8%	23.4%
Goose Hollow	acres	175	36.9	32.6	36.8	34.4	38.6
	%		21.2%	18.7%	21.1%	19.7%	22.1%
Old Town/Chinatown	acres	130	21.8	21.4	23.2	22.6	24.5
	%		16.7%	16.5%	17.8%	17.4%	18.8%
Pearl District	acres	277	28.7	52.7	58.8	57.2	65.5
	%		10.4%	19.0%	21.3%	20.7%	23.7%
South Downtown/ University	acres	218	53.1	46.7	53.7	48.1	55.6
	%		24.3%	21.4%	24.6%	22.1%	25.5%
South Waterfront	acres	177	16.2	19.1	36.9	25.2	47.3
	%		9.1%	10.8%	20.8%	14.2%	26.7%
West End	acres	95	14.8	17.3	18.3	18.2	19.3
	%		15.5%	18.2%	19.2%	19.1%	20.2%
Central City Total	**acres**	**2,523**	**339.4**	**353.6**	**411.8**	**385.9**	**456.3**
	%		**13.5%**	**14.0%**	**16.3%**	**15.3%**	**18.1%**

[1] Does not include water; [2] Includes existing tree canopy; [3] Includes existing and baseline tree canopy.

More information can be found in the supporting documents at the end of this section.

Public Space

One measure of the success of the Central City is the amount of time people spend in its urban spaces. More people spending more time in the Central City reflects a certain level of comfort, interest and variety offered by the character of the public realm and the desire of Portlanders to experience it. There are a range of different types of public urban spaces in the Central City, including parks or open areas, streets or rights-of-way, reconfigured segments of streets, building setbacks and others. Inspired by efforts in the city of Copenhagen, Denmark, staff are in the process of developing a similar performance measure for the Central City – a first for Portland and a unique measure among US cities.

The methodology for this target is under development by an interagency team that includes the Bureaus of Transportation (PBOT) Planning and Sustainability (BPS) and Environmental Services (BES) as well as the Portland Parks and Recreation (PPR), among other partners.

At this point, an aspirational target has been set to increase the amount of time people spend in the Central City's public spaces by 20% by 2035.

More information can be found in the supporting documents at the end of this section.

3. Supporting Documents

Riverbank Enhancement Methodology

As part of the Central City 2035 (CC2035) plan, targets related to many topics (e.g., jobs, parking, tree canopy) are being proposed. City Council will adopt these targets by resolution and the targets will serve to help the city evaluate if the plan is being achieved as envisioned. The targets are non-binding. However, measuring how we are doing after 5, 10 or 15 years of plan implementation will help the city adjust its course. For example, the city could choose to fund additional street tree plantings in areas not meeting the tree canopy target.

A technical team with staff from Bureau of Planning and Sustainability (BPS), Bureau of Environmental Services (BES), and Portland Parks (Parks) developed an updated methodology for setting riverbank enhancement and restoration targets in the Willamette River Central Reach. The methodology was adopted by resolution in June 2015.

Definitions

Riverbank or river enhancement is a process to improve/enhance/heighten functions of *existing habitat*. Enhancement does not increase the size of a habitat area.

> For example, a site includes shallow water with no in-water structure and a river bank that has a 30% slope and vegetated with invasive plants. Enhancement actions would include installing root wads, large wood and other beneficial structure in the shallow water and revegetating the bank with a mix of native riparian plants.

Riverbank or river restoration is when habitat is re-established on a site or a portion of a site. Restoration increases the size of the habitat area or reintroduces habitat functions that are currently absent.

> For example, taking the same site as above, restoration actions would include laying back the river bank to make it less steep, moving non-habitat uses (e.g., a trial) further from the river and vegetating the bank with native plants. The size of the habitat area would be increased.

In both enhancement and restoration areas, long-term maintenance is a vital component to ensure the actions are successful.

Riverbank Enhancement Goals and Actions

The following Central City wide goals, policies and actions pertain to in-water and riverbank enhancement. There are specific district actions in some case; however, the overall intention is that riverbank enhancement occur everywhere there is an opportunity. Below are examples of CC2035 goals, policies and actions:

CC2035 Goal 4B: The Willamette River is healthy and supports fish, wildlife and people.

CC2035 Policy 4.6.b: Restore in-water, riparian and floodplain habitat that supports fish and wildlife populations at risk of becoming or are currently threatened or endangered.

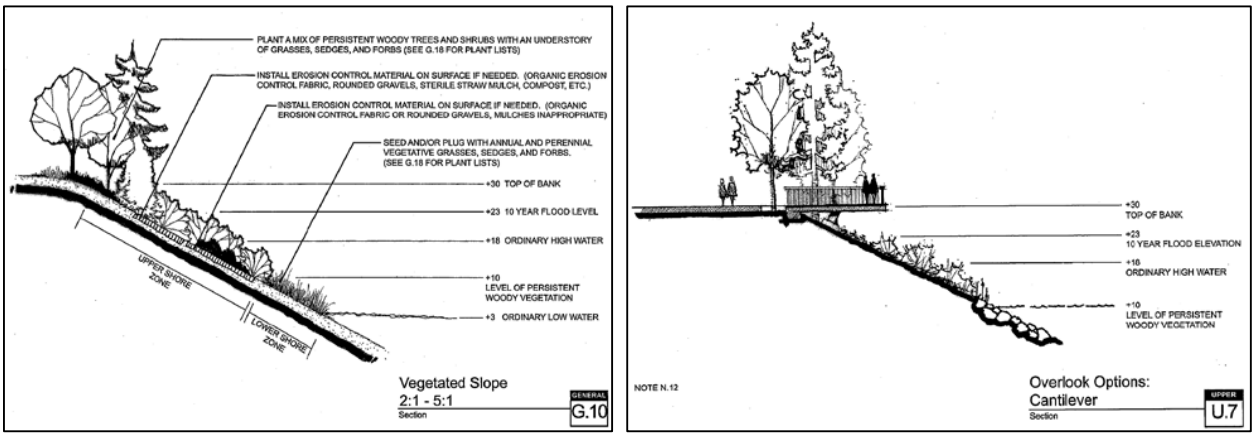
CC2035 Action WR2: Enhance and create connectivity between in-water, river bank and upland areas to maintain and improve fish and wildlife habitat.

Examples of riverbank enhancement actions include:

- Removing invasive, non-native plants and installing native or appropriate climate-adaptive vegetation. A mix of trees, shrubs and ground cover is appropriate; however, an enhancement action does not have to include large structure vegetation. For example, along the Greenway Trail there are developed viewpoints at which people can stop and enjoy views of the river, bridges and the city skyline. An enhancement action in front of a developed viewpoint could include removing Himalayan blackberries and planting native spirea, nootka rose and snow berry shrubs that will not grow tall and block the view. That said, enhancement actions that include large structure vegetation will result in additional functional improvements to the habitat. Therefore, trees should be included in enhancement areas to the maximum extent practicable.

- In some sections of riverbank, the soil type, amount of moisture and steepness of slope may make it difficult to establish vegetation. There are bioengineering techniques that could be used in these situations. Installing small terraces or planting wells creates less steep locations where soil can be brought in and then planted. These types of enhancement actions do not constitute restoration unless the overall habitat footprint is increased.

- Removing rip rap or other materials that are no long necessary to stabilize the riverbank and planting native, or appropriate climate-adaptive vegetation. Some locations along the Central Reach riverbank are less steep and include a mix of rip rap and other unconsolidated fill (e.g., broken concrete or asphalt). For a variety of reasons, that material may no longer be necessary to stabilize the riverbank and could be removed and the bank planted. Removal of the rip rap may require re-engineering or grading the riverbank. Re-engineering the riverbank does not constitute restoration unless either the overall footprint of the habitat is increased and/or a function that is not currently present at the site is re-established (e.g., flood storage).



Examples of Riverbank Enhancement Actions

Riverbank restoration includes the same actions as enhancement; however, there would be additional actions that either increase the footprint or width of the habitat area or re-establish a functions not currently present at the site. Examples of riverbank restoration actions include:

- Laying back the riverbank to reduce its steepness while simultaneously moving non-habitat uses and development further away from the river. The riverbank would also be revegetated with native or appropriate climate-adaptive vegetation. This action would increase the width of the functioning riparian area.

- Removing or breeching a levee or other flood control structure and/or removing fill to re-establish flooding within the historic floodplain of the river. Flooding contributes to a number of important riparian functions including nutrient cycling, sediment transfer, habitat creation and maintenance and water storage.

Existing Conditions

The existing riverbank conditions are presented below. The riverbank data was produced by the Bureau of Environment Services and is maintained by Bureau of Planning and Sustainability. The riverbank data is divided into these six categories:

1) Vegetated with any mix of native or non-native/invasive plants
2) Non-vegetated and stabilized with rip rap or unconsolidated fill with an estimated slope less than 30% steep
3) Non-vegetated and stabilized with rip rap or unconsolidated fill with an estimated slope 30% or greater (steeper)
4) Stabilized with pilings,
5) Stabilized with seawall
6) Beach

The following table presents the linear feet of existing riverbank by ownership of the land.

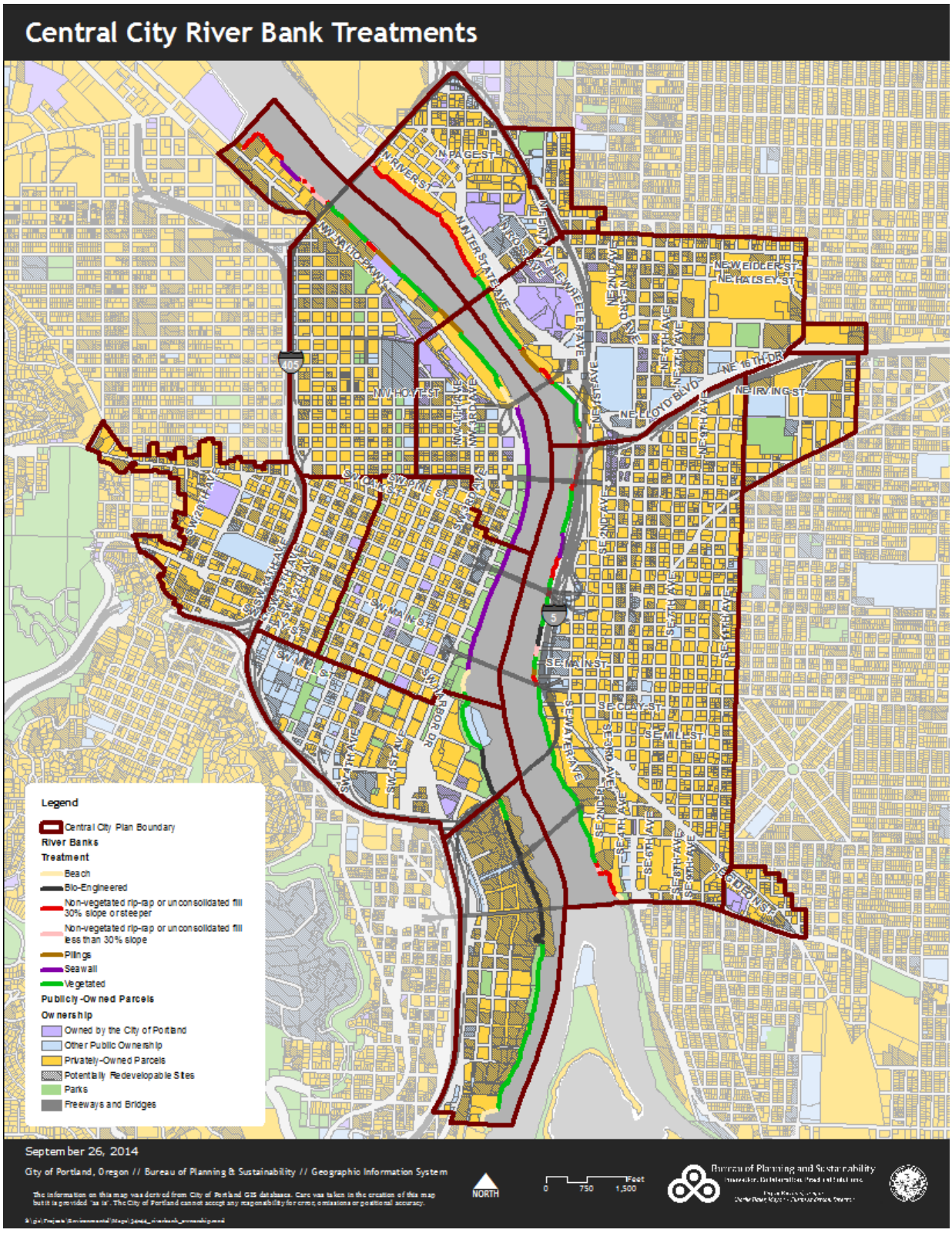
Central City Existing Riverbank Conditions (in linear feet)					
Riverbank	**Ownership**	**North/Northeast Quadrant**	**West Quadrant**	**Southeast Quadrant**	**Total**
Vegetated	Public	1,019	3,959	3,344	8,321
	Private	1,607	8,141	2,349	12,098
Beaches	Public	0	455	186	642
	Private	0	899	0	899
Non-vegetated; rip rap; unconsolidated fill less than 30% slope	Public	337	24	524	886
	Private	184	970	259	1,414
Non-vegetated; rip rap; unconsolidated fill 30% or greater slope	Public	135	0	1,527	1,663
	Private	3,224	1,186	572	4,982
Pilings	Public	0	960	159	1,119
	Private	552	545	0	1,097
Seawall	Public	0	5,193	451	5,644
	Private	0	451	0	451
Sub-Total	**Public**	1,492	10,592	6,191	18,275
	Private	5,567	12,192	3,180	20,940
Total		**7,058**	**22,785**	**9,372**	**39,215**

Of the total riverbank in the Central City, 39,270 linear feet, 53% is privately owned and 47% is owned by the City of Portland or other public entities such as Oregon Department of Transportation (ODOT). The Eastbank Esplanade, which represents nearly 6,000 linear feet of riverbank, is located almost entirely on ODOT right-of-way but is managed by Portland Parks and Recreation.

Based on the *Central City Development Capacity Study* (2011), approximately 4,960 linear feet of private property, 13% of the riverbank, is likely to redevelop by 2035.[1] The remaining 15,980 linear feet is not expected to redevelop by 2035. This is important because the Greenway requirements, such as landscaping the riverbank, apply during redevelopment; outside of redevelopment there is no requirement to enhance the riverbank.

The map on the following page shows existing riverbank conditions, the public and private ownership of land, and parcels that are likely to redevelop by 2035.

[1] Portions of South Waterfront are subject to a development agreement. As part of that agreement riverbank enhancement has already been completed and redevelopment of the parcels is underway. In addition, clean-up activities have been completed at the Zidell property. These areas are not included in the linear feet of parcels likely to redevelop by 2035.


Central City River Bank Treatments
Legend
Central City Plan Boundary
River Banks
Treatment
Beach
Bio-Engineered
Non-vegetated rip-rap or unconsolidated fill 30% slope or steeper
Non-vegetated rip-rap or unconsolidated fill less than 30% slope
Pilings
Seawall
Vegetated
Publicly-Owned Parcels
Ownership
Owned by the City of Portland
Other Public Ownership
Privately-Owned Parcels
Potentially Redevelopable Sites
Parks
Freeways and Bridges
September 26, 2014
City of Portland, Oregon // Bureau of Planning & Sustainability // Geographic Information System
NORTH
Feet
0
750
1,500
Bureau of Planning and Sustainability

Methodology

Riverbank Enhancement

In order to set a target, reasonable assumptions must be made about how much of the riverbank can be enhanced to support a mix of native vegetation by 2035. Below are assumptions regarding the types of riverbank that could be enhanced using a mix of native and appropriate climate-adaptive vegetation:

Vegetated Riverbanks

It is assumed that any riverbank with existing vegetation can be enhanced because these areas, through on-going maintenance, can support a mix of native vegetation. The underlining riverbank treatment may be riprap or other fill material.

Riverbank with an existing condition of "bioengineered" are vegetated but are assumed to have already been enhanced.

Beaches

Areas that are beach also tend to have less steep slopes, allowing for accumulation of sand and silt to maintain the beach. It is assumed that the riverbank above the beach can be enhanced to support a mix of native vegetation. Beaches also represent opportunity areas for in-water enhancement; however, in-water enhancement is not included in the target for riverbank enhancement.

Non-vegetated, Rip Rap, or Unconsolidated Fill Less than 30% Slope

It is assumed that riverbanks that are not currently vegetated, with an underlying treatment of rip rap or unconsolidated fill, and having a slope less than 30% can be enhanced. Through bioengineering and ongoing maintenance, these banks should support a mix of native vegetation.

Non-vegetated, Rip Rap, or Unconsolidated Fill 30% or Greater Slope

It is assumed that riverbanks that are not vegetated, with an underlying treatment of rip rap or unconsolidated fill, and having a slope of 30% or greater cannot support a mix of native vegetation because the soil will not retain the necessary moisture to support native species.

Pilings and Seawall

Riverbanks stabilized with pilings or seawall cannot be planted with native vegetation. However, there are innovative approaches to installing habitat along seawalls that are being tested in other locations. Such approaches include floating habitat mats and underwater planted habitat walls.

In summary, the riverbanks that are assumed to have the potential for successful enhancement actions are those that are:

1) **vegetated**
2) **beaches**
3) **non-vegetated, rip rap or unconsolidated fill with less than 30% slope, and**
4) **a few, small innovative approaches along a seawall.**

All other riverbanks types are assumed to not support enhancement actions, though restoration actions may be appropriate.

Below are assumptions about the amount of enhancement likely to occur based on property ownership. The assumptions are applied to only the riverbank types that have the potential to support enhancement actions.

Publicly Owned

Publicly owned riverbank can be enhanced. The City of Portland owns or manages parks and recreational facilities, such as the Eastbank Esplanade and Hawthorne Bowl. Other riverbank that is publically owned includes Oregon Department of Transportation, Multnomah County, Metro and public rights-of-way.

Considering the existing uses of these properties and how much land is available for habitat enhancement actions, staff assumes that:

- 70% of riverbanks owned by the City of Portland will be enhanced, and
- 70% of the riverbanks owned by other public entities will be enhanced.

There are many current and desired uses on public property including events (e.g., Blues Festival), boating (both non-motorized and motorized), swimming, sun bathing, walking and biking. Those activities can have negative impacts on habitat. There are ways to design or program a site to reduce the impacts; however, staff were conservative regarding how much area could be dedicated to habitat.

It is assumed that some habitat enhancement will occur along the Tom McCall Waterfront Park seawall. Being conservative, staff assume that 200 linear feet of enhancement will occur along some portions of the seawall.

Centennial Mills is owned by the City of Portland. Although most of the riverbank at the site is pilings or two steep for enhancement, it is assumed that if the pilings are removed, the riverbank behind the pilings would be enhanced. Staff assume that 200 linear feet of enhancement will occur at the Centennial Mills site. Additional restoration actions may also be appropriate for this site.

Privately Owned Parcels that are Likely to Redevelop

Based on the *Central City Development Capacity Study* (2011), 4,960 linear feet of private property, 13% of the riverbank, is likely to redevelop by 2035, excluding portions of South Waterfront that have already been enhanced. Of that 4,630 linear feet is currently vegetated, beach or non-vegetated, rip rap or unconsolidated fill and less than 30% slope. Staff evaluated those properties to consider the desired uses, such as connecting the Greenway Trail, and how much land may be available for habitat enhancement or restoration actions. It is assumed that 90% of the 4,630 linear feet will be enhanced by 2035.

Staff assumed that, through compliance with the Willamette Greenway Plan, the riverbanks on private property will be enhanced during redevelopment. Sites with river-dependent uses, such as a dock that is required for loading/unloading goods and services, would retain some riverbank for that purpose;

however, through redevelopment much of the riverbank would be enhanced. Sites without river-dependent uses could be fully enhanced.

Partnerships with Private Property

There are 15,980 linear feet of privately owned riverbank that are not likely to redevelop by 2035; 11,460 of which is vegetated, beach, or non-vegetated, rip rap or unconsolidated fill and less than 30% slope. The City and property owners could proactively partner to enhance the riverbanks. There are some grants available riparian enhancement. Staff assume that 1,800 linear feet of enhancement could be accomplished through partnerships with private property.

Riverbank Enhancement Targets

Based on the methodology above, including which riverbanks can support enhancement actions and assumptions about property ownership, the targets for riverbank enhancement in the Central City are:

City or Portland Ownership		
Vegetated/Beach/<30%	Total = 3,550 ln. ft.	Target = 2,490 ln. ft.
Tom McCall Waterfront Park Seawall	Total = 5,200 ln. ft.	Target = 200 ln. ft.
Centennial Mills	Total = 690 ln. ft.	Target = 200 ln. ft.
Other Public Ownership		
Vegetated/Beach/<30%	Total = 5,340 ln. ft.	Target = 3,740 ln. ft.*

*Note – This includes the Eastbank Esplanade, which is on ODOT right-of-way but managed by City of Portland.

Private Redevelopment		
Vegetated/Beach/<30%	Total = 4,630 ln. ft.	Target = 4,170 ln. ft.
City/Private Partnerships	Total = 11,460 ln. ft.	Target = 1,800 ln. ft.

Riverbank Enhancement Target = 12,600 linear feet (41% of riverbanks that meet the criteria for enhancement; 32% of all Central City riverbanks, regardless of bank type or likeliness to redevelop)

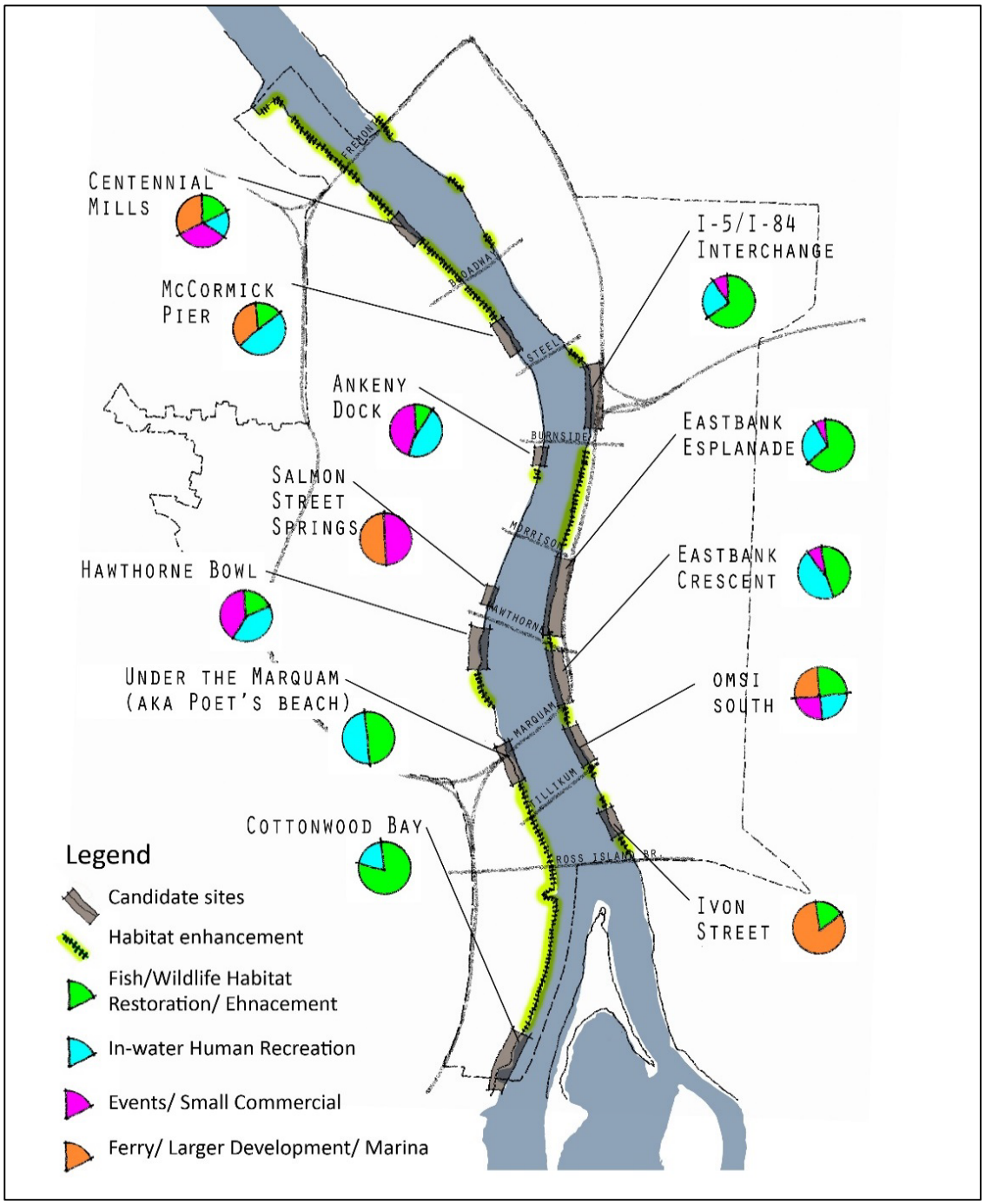
Riverbank Restoration Target

Restoring riverbanks and in-water habitat will be most successful where the existing conditions include relatively shallow water, which is critical factor for ESA-listed fish species. It would be very difficult to attempt to create a new shallow water area without the river washing it away. Within the Central Reach there are eight (8) locations with existing shallow water where restoration might occur:

- Centennial Mills
- McCormick Pier
- I-5/I-84 Interchange
- Eastbank Esplanade
- Hawthorne Bowl
- Eastbank Crescent
- Under the Marquam Bridge
- Cottonwood Bay

There are other goals and priorities for each of these sites including boating, commerce, swimming, events, etc. For restoration to be successful, public access to the restoration area must be limited, thus uses within a single site will be need to be split. In addition, a feasibility study would need to be completed to determine what restoration actions can occur or the cost to restore (note – some areas may require contamination clean-up prior to restoration). The following figure represents the overall approach of different uses at different sites across the Central Reach. The eight river and riverbank restoration opportunity areas are included, as well as other locations where riverbank enhancement or restoration could occur. (Note – Candidate sites shown in the figure are locations where multiple CC2035 goals could be met, including fish and wildlife habitat, recreation and riverfront activation.)

Portions of these restoration opportunity areas overlap with areas counted in this memo towards riverbank enhancement. If restored, the linear feet of restoration should be counted towards meeting the riverbank enhancement target.



Potential Mix of Uses along the Willamette River Central Reach

It is assumed that by 2035, at least five (5) of the eight (8) opportunity areas could be restored. The other opportunity areas could be enhanced and contribute towards meeting the enhancement target.

Riverbank Restoration Target = at least five sites

Implementation Cost Estimates

Estimating enhancement and restoration costs is difficult because each site will require different actions. Without specific project sites and knowing details about underlying soil, amount of overbuild and armoring, structures and other information, many assumptions must be made. What is presented below is intended to give a ball-park estimate regarding riverbank *enhancement* costs in the Central City. Restoration costs are not estimated here because the engineering and construction costs are too site-specific.

Some general assumptions have been made about enhancement sites in the Central City:

1. Enhancement sites would be clean or no contamination clean up would be necessary.
2. No real estate acquisition is necessary. The owner of the property would perform the enhancement work on-site.
3. No utility movement or relocation would necessary.
4. All actions will require long term managements and maintenance.

Much research has been done over the years to estimate the cost of riverbank enhancement actions. The primary source of information use here is the *River Plan/North Reach Willamette River Mitigation In-Lieu Fees Technical Report* produced by Tetra Tech, Inc. (October 2010). The in-lieu fees report evaluated three sites in the Portland Harbor and broke out costs by the actions taken to restore the site. The costs are based primarily on prior US Army Corps of Engineer or City of Portland Environmental Services and Portland Transportation projects.

Riverbank enhancement in other documents is knows as riparian enhancement. The riparian area is the land adjacent to a river, stream, drainageway or wetland. Riparian areas in the Central City include a mix of habitat types: floodplain, sparsely vegetated, grassland, shrubland (includes blackberries) and woodland. The estimated costs in the Tetra Tech memo considered all habitat within the riparian area together, which results in a wide range of costs. For example, in some cases bioengineering or grading to create terraces or planting wells would be necessary and some case not.

The total costs for enhancement actions within the riparian area for the three Portland Harbor sites researched in the Tetra Tech memo was $10 to $97 per square foot; an average of $45 per square foot.

Riparian Enhancement Cost Estimates (Tetra Tech, 2010)	
Line Item	**Average Unit Costs**
Site Preparation	$380,000 - $2.1M
Erosion Control	$3.50 / square foot
Structure Removal	$200 / ton
Grading	$35 / ton
Revegetation	$22,000 / acre
Markups	$4.6M - $16M

Long-term maintenance is also a requirement for any enhancement action to be successful. As part of the West Hayden Island project, the City of Portland Bureau of Environmental Services estimated the long-term maintenance costs for a riparian forest. The cost was based on their experience with multiple enhancement and restoration actions throughout Portland. Again, there is a mix of habitat types in the Central City, not just forest; however, this estimate provides a conservative ball-park estimate. The estimate is $230/acre;

however, the first 5 years will cost more and the out years will cost less. Maintenance is calculated for 100 years, discounted every year, and then reported in 2012 dollars.

Note, all of these estimates are per unit, such a square footage or ton. It is not possible to do a direct calculation without knowing how large each enhancement site is. Therefore, the purposes of coming up with an estimate, it is assumed that the width of any given enhancement area in the Central City is 50 feet. There are wider enhancement areas, such as the Hawthorne Bowl, and narrow enhancement areas, such as portions of the East bank Esplanade.

Using these numbers and assumptions, the range of costs to achieve the riverbank enhancement targets are:

City or Portland Ownership	Total = 144,500 sq. ft.	Initial Cost = $1.4M – $14M	Maintenance = $1M
Other Public Ownership	Total = 187,000 sq. ft.	Initial Cost = $1.9M - $18M	Maintenance = $1.1M
Private Redevelopment	Total = 207,500 sq. ft.	Initial Cost = $2.1M - $20M	Maintenance = $1.4M
City/Private Partnerships	Total = 90,000 sq. ft.	Initial Cost = $1M - $8.7M	Maintenance = $0.5M

CITY OF PORTLAND
ENVIRONMENTAL SERVICES
1120 SW Fifth Avenue, Room 1000, Portland, Oregon 97204 ▪ Nick Fish, Commissioner ▪ Michael Jordan, Director

MEMORANDUM

Date: June 17, 2015

To: BPS Central City 2035 Planning Team

From: Matt Burlin

CC: Jane Bacchieri, Paul Ketcham, Kaitlin Lovell, Dawn Uchiyama

Subject: Setting Ecoroof Targets for the Central City 2035 Plan

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As part of the Central City 2035 plan, targets related to many topics (e.g., jobs, parking, tree canopy) are being proposed. City Council will adopt these targets by resolution, and the targets will serve to help the city know if the plan is being achieved as envisioned. The targets are non-binding. However, measuring how we are doing after 5, 10 or 15 years of plan implementation will help the city adjust its course.

1. Background

Ecoroofs replace conventional roofing with a vegetated roof system that slows and retains stormwater runoff. An ecoroof consists of a layer of vegetation and growing medium on top of a synthetic, waterproof membrane. In addition to decreasing stormwater runoff, ecoroofs can insulate buildings and save energy, reduce air pollution, absorb carbon dioxide, cool urban temperatures. Ecoroofs also increase habitat for birds and pollinators and can provide much needed greenspace for people in highly urbanized areas of Portland.

In 2008, as part of the Grey to Green Initiative, Environmental Services (BES) administered a direct financial incentive to increase ecoroof implementation on non-City property. In five years, the program supported the construction of 135 ecoroofs totaling 8.37 acres. The $1.9M of incentive funding leveraged an addition $6M in private investment[1]. These construction projects created jobs and helped build capacity in the green roof industry despite slowing development trends due to the economic recession.

The ecoroof incentive is now closed; however, ecoroofs remain a tool in the stormwater management toolbox. With 12,500 acres of roof area in Portland, ecoroofs are an important tool to address stormwater system capacity issues as well as other common urban challenges associated with expansive impervious area, dense development and watershed health such as energy use, carbon dioxide, and urban heat island mitigation.

[1] Cost Analysis for the Portland Ecoroof Incentive. December 2014. http://www.portlandoregon.gov/bes/article/522382

2. Planning Context for Ecoroof Targets

Ecoroofs are a key component of green infrastructure and are referenced in several city planning documents (listed in Appendix A). As part of the CC2035, many watershed and green infrastructure elements have been converted to actions with short term and long term targets. Examples include tree canopy expansion and linear feet of riverbank enhancement.

The Stormwater Management Manual and that ecoroofs are one mechanism that can be used to meet the requirements of the manual. Within the Central City, where lot-line to lot-line development is allowed, there is often not room on a site for stormwater management and ecoroofs become the only viable options. While the focus and establishment of an ecoroof target has been driven by stormwater system needs, the outcome will help other city bureaus focused on those additional benefits of green infrastructure including the Climate Action Plan.

3. Baseline Conditions for Targets

An analysis of ecoroof potential in the Central City 2035 Plan will be limited to the opportunity for retrofits (existing building inventory) and new construction (potential for development or redevelopment).

Existing roof coverage was calculated using building data[2] via the City of Portland GIS HUB. Using these data, the total roof area for the Central City is 2,383 acres, which is % of the whole area (minus the Willamette River). Ecoroofs on existing buildings will likely have more structural and cost limitations, though a complete structural analysis is necessary to indicate potential on the site scale. This analysis assumes that all existing buildings have the potential for an ecoroof, and that site conditions will be assessed in a later exercise.

As of May 2015, there are 93 ecoroofs in the Central City totaling 13.9 acres, or roughly 0.6% of the Central City roof area.

4. Methodology

The Ecoroof Prioritization Strategy (EPS) is an existing tool, developed by BES staff, that provides a framework for selecting optimal ecoroof locations across the City of Portland. The EPS can be used to guide program outreach, policy and code development, and inform watershed and citywide planning efforts. The purpose of EPS is to develop a strategic approach to identify areas where ecoroof applications would provide the greatest benefit to Portland's storm and sewer infrastructure, watershed health, and community livability.

4.1 Process

The EPS process develops and assigns a composite value of total potential ecoroof benefit for every building and underutilized lot in the city, allowing a comparative analysis across the city, watershed, or neighborhood. For the purpose of this analysis, the process was modified to prescribe an ecoroof target in the Central City:

a. **Collect data layers that convey storm, sewer, watershed, and community livability needs.** Collect all the GIS data sets available that quantify each of the multiple benefits

[2] Metadata: http://www.portlandmaps.com/metadata/index.cfm?action=DisplayLayer&header=no&DatasetName=building_footprints_pdx

provided by ecoroofs. It's unlikely all relevant data sets exist, so this step will be continuous as more or better data is made available.

b. **Document relevance of ecoroof benefits addressing those needs.** Data sets vary in their relevance and applicability to ecoroof benefits, so the EPS documents the data source and all assumptions made for each driver.
c. **Apply value to benefits provided through ecoroof application for each driver.** The EPS applies a qualitative numeric value for each benefit provided.
d. **Calculate total potential for ecoroof application meeting all drivers for all parts of the city.** With each data set given a numeric value, they are compiled to show total benefit from all data sets for all parts of the city.
e. **Identify areas where ecoroof application would have the greatest value.** Once the data sets are compiled into a composite score, identify hot spots across the city and flag buildings and underutilized lots in those areas. The result is a comprehensive inventory of buildings city-wide that provide the greatest ecoroof potential.

4.2 Supporting Data

Ecoroof value was assessed by combining qualitative values from available data sets including combined sewer capacity risk, water quality, habitat connectivity, environmental protection zones, and urban heat island. For the purpose of this analysis, sewer and storm system needs were given a higher weight than other drivers to ensure that ecoroof targets meet stormwater and sewer system capacity goals, with value added for additional the benefits identified through the analysis. More information on supporting data can be found in Appendix B.

4.3 Identifying Target Inventory

a. **Identify existing buildings that are high targets.** The next step was to apply composite scores to all Central City buildings. The analysis identified 2,763 buildings totaling 2,383 acres (mean building size 37,509 ft²).

b. **Identify lots that are high targets and likely to be redeveloped**. The Development Capacity GIS Model[3] is a tool developed by the Bureau of Planning and Sustainability to inform the development of the Portland Plan. Using the model, it is possible to identify underutilized lots across the city that are likely to be developed or redeveloped and may be opportunities for ecoroofs. For all underutilized lots (excluding single-family residential), a composite score was calculated using the same analysis in the previous section. Within the Central City the analysis identified 1,359 lots likely to be developed totaling 408 acres (mean lot size 13,079 ft²).

c. **Preform sensitivity Analysis.** The EPS assigns priority to high value buildings and redevelopment opportunities. Using a sensitivity analysis of the highest priorities allows us to set the target at a realistic level.

[3] City of Portland Development Capacity Analysis. City of Portland Bureau of Planning and Sustainability. May 2010.

Priority Targets	Ex.Building Acres	Redevelopment Acres	Total Acres
Highest 1% priority	23.8	4.1	27.9
Highest 5%	119.1	20.4	139.5
Highest 10%	238.3	40.8	279.1
Highest 15%	357.4	61.2	418.6
Highest 25%	595.7	102.0	697.7

4.4 Additional Considerations

Developing a 2035 target should consider several factors:

- Annual ecoroof implementation to date: Since, 2004, the City of Portland has seen 19 acres of ecoroofs installed, or 1.9 acres per year. Annual implementation has increased. In the last five years, average annual ecoroof implementation was over 2.3 acres. In that same timeframe the ecoroof incentive supported an average of 1.7 acres per year.
- The recession had a huge impact on development, which affected the available opportunities for ecoroof construction. As development trends improve, we can expect opportunities to increase.
- While it's unclear if other American cities have comparable targets, a survey of green roof programs in cities like Portland may allow comparison. Green Roofs for Healthy Cities, an international trade association, summarizes annual ecoroof implementation for their North American constituents. In 2013, GRHC reported 10% growth in the green roof industry, and have reported double-digit growth every year for the last decade.[4]
- Technological advancements that expand the applicability of ecoroofs is expected. The industry is already responding to structural and economic limits to implementation. Thinner, lighter-weight, lower-cost, minimal-irrigation designs are making ecoroofs more possible on more types of buildings, and this trend is likely to continue.
- The uncertainties of climate change will mean that resources to combat warmer and wetter seasons will be more limited. Roof space may become a more important asset in managing our storm and sewer systems.
- Ecoroofs may be more applicable in areas of the Central City that expect redevelopment or present constraints for ground-level stormwater management. Further analysis of Central City quads will permit the assignment of ecoroof targets on that scale.

5. Recommended Ecoroof Targets

Evaluating existing conditions, the above considerations, and analysis through the Ecoroof Prioritization Model, the recommended overall ecoroof target for the Central City is 15% of total area or approximately 18% of existing or redeveloped roof area by 2035. This target equates to 408 acres of green roofs by 2035. Variations in district character may result in the concentration of green roof areas in certain districts. Next steps will include a finer analysis and an assessment of opportunity for and limits to implementation.

[4] 2013 Annual Green Roof Industry Survey. Green Roofs for Healthy Cities. April 2014
http://www.greenroofs.org/resources/GreenRoofIndustrySurveyReport2013.pdf

Ecoroof costs vary considerably depending on design, a building's structural capacity (for retrofits), and site conditions. As part of the Ecoroof Incentive Program (2008-2013)[5] BES conducted a cost analysis of 109 incentive projects to identify relationships to installation type, land use, size of roof, and other characteristics. The analysis found that the average cost for ecoroof construction was $10.34 per square foot. Incentive funding contributed $1.9 million and leveraged an additional $6 million for total construction costs of around $8 million from 2008 to 2015.

Total construction costs to meet 15% coverage target by 2035 would be approximately $178 million, or $8.9 million per year. This cost would be bore by private development during the construction of new buildings or reroofing of existing buildings in the Central City. However, research shows that through energy savings, improved roof durability, reduced stormwater fees, and several other benefits, the costs would be paid off in just over 6 years[6]. A more robust economic analysis is recommended to determine the true potential for ecoroofs in the Central City and the appropriate tools needed to reach 2035 targets.

[5] http://www.portlandoregon.gov/bes/article/522380

[6] The Benefits and Challenges of Green Roofs on Public and Commercial Buildings: A Report of the United States General Services Administration. May 2011
http://www.gsa.gov/portal/mediaId/158783/fileName/The_Benefits_and_Challenges_of_Green_Roofs_on_Public_and_Commercial_Buildings.action

Ecoroof Target
APPENDIX A: Supporting City Planning Documents

Portland Watershed Management Plan

The Portland Watershed Management Plan (PWMP) uses comprehensive approach to meet state and federal regulations for water quality and endangered species protection. Ecoroofs help to implement the stormwater management strategy of the PWMP.

Portland Plan

The Portland Plan, adopted in 2012, includes…

H-3 Continue to manage and invest in quality basic public services. These services include public safety, emergency services, transportation and transit, drinking water, sewer, stormwater and green infrastructure, parks and natural areas and civic buildings.

H-24 Develop the network of habitat connections, neighborhood greenways and plan for civic corridors as a spine of Portland's civic, transportation and green infrastructure systems. Enhance safety, livability and watershed health and catalyze private investment and support livability.

P-10 Continue to promote innovation in public projects related to transportation and environmental services, including the following: (1) green infrastructure approaches as part of cleaning up the Willamette River, (2) an innovative active transportation system transit, walking, use of mobility devices, biking, car and bike sharing, etc., and (3) urban parks and natural areas. These will enhance the livability of the city and give Portland a competitive advantage in retaining and attracting an educated, productive workforce.

Climate Action Plan

Central City 2035

The following Central City goals, policies and actions pertain to ecoroofs. There are specific district actions in some cases; however, the overall intention is that increasing ecoroof coverage occurs throughout the Central City.

Willamette River

Policy 45. Water Quality. Improve the quality of stormwater runoff from the street using stormwater management tools such as bioswales and street trees. Increase the use of ecoroofs, green walls and rain gardens with redevelopment.

Action WR3: Improve water quality in the Willamette River by integrating green infrastructure and urban design.

Urban Design

Policy 48. Signature open spaces. Advance the Central City's iconic interconnected system of parks, trails, and natural areas by offering a wide range of social, recreational, contemplative and respite functions to serve an increasingly diverse population of residents, workers and visitors.

Action UD1: Develop incentives to encourage publicly accessible, private plazas, ecoroofs and pocket parks as new development occurs.

Health and the Environment

Goal R: Advance the Central City as a living laboratory that demonstrates how the design and function of a dense urban center can provide equitable benefits to human health, the natural environment and the local economy.

Policy 56. Green infrastructure. Expand the use of green infrastructure, such as trees, vegetation, swales and ecoroofs, as a component of the Central City's overall infrastructure system.

Policy 59. Green Infrastructure. Increase the use of ecoroofs, vertical gardens, sustainable site development, landscaped setbacks and courtyards, living walls and other vegetated facilities to manage stormwater, improve the pedestrian environment, reduce the heat island effect, improve air and water quality and create habitat for birds and pollinators on new buildings.

Policy 61. Upland Habitat Connections. Create an upland wildlife habitat corridor using street trees, native vegetation in landscaping, public open spaces and ecoroofs that provides a connection for avian and pollinator species between the West Hills and Willamette River.

Ecoroof Target
APPENDIX B: Supporting Data

A. Storm and Sewer Infrastructure

Ecoroofs help to retain and slow stormwater runoff from roofs and thus can assist in reducing the timing and volume of stormwater managed by the storm and sewer pipe system.

1. Present Worth of Capacity Deficiency Risk - These data, shown in Figure 4-10 of the March 2012 City of Portland System Plan[7], show the geographic distribution of capacity deficiency risk within the BES service area (combined and sanitary sewer basins) in terms of 100 year present worth value. This capacity deficiency risk includes basement sewer back up risk and the risk of future CSOs.
2. Municipal Separate Storm Sewer System (MS4) Drainage sub-basins - MS4 sub-basins will generate runoff that drains into waterways. Ecoroofs on these buildings will reduce the volume of stormwater runoff from roofs, and the remaining volume will be cooler and potentially cleaner when it leaves the roof.

B. Watershed Health

Ecoroofs are part of the Stormwater Management Strategy in the Portland Watershed Management Plan to improve hydrologic function and watershed health[8]. The impervious area reduction from ecoroof installations can reduce stormwater runoff volume and reduce impacts to ecologically sensitive areas and those prone to landslide risk.

1. Habitat Connectivity - The 2011 Terrestrial Ecology Enhancement Strategy[9] (TEES) identifies ecoroofs as a tool to address barriers to or gaps in habitat connectivity. Ecoroofs provide habitat for insects and birds, and help connect habitat corridors and fill gaps. For the purpose of this analysis, all buildings within 50 feet of habitat corridors, gaps, or anchors will be valued as providing habitat benefit.
2. Environmental Zones[10] - Environmental zones protect resources and functional values that have been identified by the City as providing benefits to the public. For properties developing in an e-zone, minimal site enhancements include the removal of impervious surface and installation of native plants. For the purpose of this analysis, all surveyed buildings within 100 feet of designated environmental zones will be valued positively based on the reduction and removal of roof runoff.

C. Community Livability

Ecoroofs provide an additional suite of benefits to community livability and health, including air quality, cooling, and aesthetics. Data are limited for these drivers.

1. Urban Heat Island - Through evapotranspiration and shading of the roof membrane, ecoroofs reduce heat transfer between buildings and the atmosphere, which helps to

[7] City of Portland System Plan: Combined and Sanitary Sewer Elements: Executive Report. March 2012
[8] Actions for Watershed Health: 2005 Portland Watershed Management Plan. City of Portland Environmental Services, 2005
[9] Terrestrial Ecology Enhancement Strategy. City of Portland, Oregon. June, 2011. http://www.portlandoregon.gov/bes/article/354986
[10] Overlay Zones, BPS website. http://www.portlandoregon.gov/bps/article/64465

reduce the temperature in urban centers, particularly in dense urban areas with high impervious area and low vegetation. GIS data modeled and provided by Portland State University show that the warmest areas of Portland's heat islands are in the Central City, industrial areas, and along major arterials, and are more than 2°C warmer. For the purpose of this analysis, all surveyed buildings within these areas will be valued positively for reducing roof contribution to temperature increases.

Central City 2035 Recommended Draft – Tree Canopy Scenarios and Targets

Executive Summary

Introduction

The Recommended Draft Central City 2035 Plan presents draft tree canopy targets for the Central City as a whole and each of its subdistrict.

The draft tree canopy targets were informed through the development of two future tree canopy scenarios for the Central City. The scenarios were developed by the Bureau of Planning and Sustainability, in collaboration with staff from the Bureau of Environmental Services, Portland Parks and Recreation/Urban Forestry, and the Portland Bureau of Transportation.

- The ***Baseline Future Tree Canopy Scenario (Baseline Scenario)*** calculated the tree canopy impact of anticipated future development and investments based on current policies, regulations, and programs.

- The ***Central City 2035 Future Tree Canopy Scenario (Central City 2035 Scenario)*** estimates the impact of new policies, regulations, and investments proposed in the draft plan, or expected through implementation of the plan. Assumptions were developed to estimate the tree canopy impacts associated with:
    - Increasing tree canopy in the Green Loop and on "Flexible" streets.
    - Investment in an expanded street tree planting program.
    - Optional front building setbacks on certain streets (aka, "required building lines")
    - Incorporation of trees on buildings, including podiums, roofs, and other locations.
    - New Central City Master Plan path.
    - Several planned new parks.
    - Expanded river setback and required plantings.
    - Investments in riverbank enhancement.

The scenarios are intended to:

a. Estimate how tree canopy will change given proposed policies, regulations, investments, and anticipated future development. Separate estimates were produced for trees in public rights-of-way, tax lots and parks.
b. "Reality check" the preliminary tree canopy targets in the quadrant plans using GIS models.
c. Compare the Central City 2035 with existing policies and practices, in terms of tree canopy.
d. Respond to anticipated stakeholder questions and concerns.
e. Inform other future projects and program decisions.

Meeting the tree canopy targets

The tree canopy targets proposed in the Recommended Draft Central City 2035 Plan are based on the results of the *Central City 2035 Plan Scenario.* Staff believes that these targets are both aspirational and achievable. Meeting these targets will require significant changes in current regulations and substantial public investment above and

beyond current levels. Investments by the City in terms of regulatory implementation and enforcement, tree planting and other green infrastructure improvements will be needed to achieve the targets. It should be noted that the draft tree canopy targets are based on estimates of canopy associated with mature trees. In reality, even if all of the policies, regulations, and investments assumed for the Central City 2035 Scenario are implemented, many existing trees and trees that are planted between now and 2035 will not reach maturity until after 2035. Therefore, the tree canopy targets may not be fully met until after 2035. The sooner the policies, regulations, and investments are implemented, the more tree canopy will accrue by 2035.

Scenario Results and Recommendations

The analysis indicates that many more acres of tree canopy in the Central City will be generated between now and 2035. Still, given the size of the Central City, projected canopy increases generally translate to a modest increase in the percentage of tree canopy percentage over the area.

The analysis highlights key challenges associated with increasing Central City tree canopy, including:

- Extensive existing development in the Central City.
- Proposed zoning that continues to allow 100 percent lot coverage in much of the Central City to support housing, employment, public transit, and a quality pedestrian environment.
- Existing exemptions from Title 11 Tree Preservation and Tree Density standards in certain zones.
- Constraints on planting street trees, including physical barriers, narrow planting strips, funding limitations, and property owner resistance to planting street trees.

The Baseline Scenario estimates that Central City tree canopy will increase by 14.2 to 72.4 acres, or from roughly 13.5 percent to between 14.0 and 16.3 percent under current policies, regulations and investment levels. Projected increases are associated primarily with assumed tree canopy growth in the Pearl and South Waterfront districts where existing trees have been planted relatively recently. Other canopy gains are associated with investments in street tree planting and new parks. Tree canopy is projected to increase incrementally in most subdistricts, though the increases vary by subdistrict. In a few subdistricts, tree canopy is projected to decrease in the "Low" estimate. Only one subdistrict (Goose Hollow) is projected to decrease in the "High" canopy estimate. Variability in canopy among the Central City districts is expected to continue under the Baseline Scenario, in large part due to existing variability.

The *Central City 2035 Plan Scenario* projects an increase of 46.0 to 117.1 acres in total across the Central City, relative to existing canopy. This would increase total Central City tree canopy from the existing 13.5 percent, to between 15.3 and 18.1 percent. The scenario also demonstrates that:

- Variability in tree canopy between districts is expected to continue. Tree canopy in the Central Eastside, a district characterized by some of the lowest existing canopy levels, is expected to add an additional 8.8 to 19.9 acres over the life of the plan, representing an increase of between 1.2 and 2.8 percent. In the Pearl and South Waterfront Districts, tree canopy is projected to increase dramatically – roughly doubling or more in canopy percentage – largely as a result of the growth of existing trees. Tree canopy in subdistricts with high percentages of tree canopy, including Goose Hollow, the West End and South Downtown/University, is projected to remain generally consistent with the Baseline Scenario.

- The Central City 2035 Scenario estimates that future tree canopy will be at or above the 10 – 15 percent Central City canopy target contained in the Portland Plan. Similarly, the Central City 2035 targets would be generally consistent with those proposed in the quadrant plans. However, the canopy targets for three subdistricts – Lower Albina, South Downtown/Waterfront, and Downtown – have been lowered slightly to better account for constraints on increasing tree canopy in these areas.

- Overall, the strategies included in this analysis represent a diverse mix of proactive City investments and public-private partnerships, regulatory mechanisms, and market-based (non-regulatory) conditions. Attention and effort will be needed to ensure: 1) strategic preservation and planting of trees throughout the Central City, and 2) expanded space and subsurface soil volume to plant and establish trees, including a diversity of small, medium, and large trees. Investment in additional proactive street tree planting, streetscape improvements (e.g., Green Loop), proposed riverbank enhancements, and new parks will be critical in achieving this goals.

The future tree canopy results and proposed Central City 2035 tree canopy targets are presented on the following page.

				Baseline Future Tree Canopy Scenario[2]		CC2035 Plan Scenario Results & Draft Tree Canopy Targets[3]	
CC Subdistrict		**Subdistrict Area[1] (acres)**	**Existing tree canopy**	**LOW**	**HIGH**	**LOW**	**HIGH**
Central Eastside	acres	706	53.0	53.9	61.3	61.8	72.9
	%		*7.5%*	*7.6%*	*8.7%*	*8.7%*	*10.3%*
Lloyd District	acres	385	61.2	54.8	64.1	60.2	70.9
	%		*15.9%*	*14.2%*	*16.6%*	*15.6%*	*18.4%*
Lower Albina	acres	138	8.3	9.1	9.2	9.8	10.0
	%		*6.1%*	*6.6%*	*6.7%*	*7.1%*	*7.3%*
Downtown	acres	222	45.3	46.1	49.6	48.4	52.0
	%		*20.4%*	*20.7%*	*22.3%*	*21.8%*	*23.4%*
Goose Hollow	acres	175	36.9	32.6	36.8	34.3	38.6
	%		*21.2%*	*18.7%*	*21.1%*	*19.7%*	*22.1%*
Old Town/Chinatown	acres	130	21.8	21.4	23.2	22.6	24.5
	%		*16.7%*	*16.5%*	*17.8%*	*17.4%*	*18.8%*
Pearl District	acres	277	28.7	52.7	58.8	57.0	65.4
	%		*10.4%*	*19.0%*	*21.3%*	*20.6%*	*23.6%*
South Downtown/ University	acres	218	53.1	46.7	53.7	48.0	55.6
	%		*24.3%*	*21.4%*	*24.6%*	*22.0%*	*25.5%*
South Waterfront	acres	177	16.2	19.1	36.9	25.0	47.2
	%		*9.1%*	*10.8%*	*20.8%*	*14.1%*	*26.7%*
West End	acres	95	14.8	17.3	18.3	18.2	19.3
	%		*15.5%*	*18.2%*	*19.2%*	*19.1%*	*20.2%*
Central City Total	**acres**	***2,523***	**339.4**	**353.6**	**411.8**	**385.4**	**456.5**
	%		***13.5%***	***14.0%***	***16.3%***	***15.3%***	***18.1%***

[1] Does not include water; [2] Includes existing tree canopy; [3] Includes existing and baseline tree canopy.

Central City Tree Canopy Scenarios and Targets – Report

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III. Conclusions and Recommendations

A. Next Steps

Appendix A – Alternative Options

Appendix B – Average Street Tree Planting Spaces and Tree Sizes Per Tax Lot

I. Introduction

A. Overview

This report presents the general approach used to generate future tree canopy scenarios and proposed tree canopy targets for this Recommended Draft. The methodology, the tree canopy targets, and the report text have been refined since the Proposed Draft to incorporate a revised analysis to represent changes to the Central City Master Plan code (33.510.255) and stakeholder comments.

Several additional options were evaluated for illustrative purposes, or to inform projects outside of the Central City 2035 plan, including future updates to Title 11, Trees. These options are described in Appendix A.

B. Tree Canopy Benefits, Plans, and Policies

Tree canopy provides numerous environmental, aesthetic, public health, and economic benefits. Trees help clean and cool the air and water, contribute to the quality of neighborhoods, business districts, and pedestrian environments, and provide important habitat in the city. In *Portland's Urban Forest Canopy,* (Portland Parks and Recreation, 2007) the annual benefits of Portland's public trees are estimated, including air cleaning and carbon sequestration ($1 million), stormwater processing ($11 million), increased property resale values ($13 million), and reduced energy costs ($750,000), for an estimated total annual benefit of over $27 million. Per tree values differ based on species, size, and age of the tree, with larger trees providing more benefits. On average, one public tree in Portland will return $3.81 in environmental and aesthetic benefits for every dollar invested. Portland's public trees, including street trees and park trees, are estimated to have a replacement value of over $2.3 billion, with the replacement value of private trees estimated to be $2.6 billion.

Tree canopy targets for Portland were first established in the 2004 Urban Forestry Management Plan (UFMP). The UFMP set a 15 percent tree canopy coverage target for commercial/industrial/institutional areas. The UFMP states, "There are some areas — such as downtown commercial areas — where it may not be possible to attain this level of coverage. Other areas may be able to achieve a much higher canopy cover." The UFMP establishes a 35 percent canopy target for rights-of-way, a 35-40 percent canopy target for residential areas, and a 30 percent canopy target for parks. The UFMP does not include a citywide canopy target; however, when the targets for different development types are aggregated and applied across the entire area of the city, the average is 33 percent.

The Portland Plan, adopted in 2012, calls for tree canopy to cover at least one-third of the city, on average, by 2035. The Portland Plan also identifies measures of success, including a Central City tree canopy target of 10 – 15 percent and a minimum of 20 – 25 percent tree canopy in all residential neighborhoods. The Central City canopy target reflects the fact that the Central City is highly urbanized, with development that is commonly lot-line to lot-line. This is in contrast with residential or less intensive non-residential areas where there is often more room for trees in yards and landscaped areas.

The City's Climate Change Preparation Strategy, adopted by the City Council in 2015, also features tree preservation and planting as a tool to help meet key objectives and strategies such as decreasing the urban heat island effect and increasing the resilience of the built environment to increased winter rainfall. Actions defined in the strategy include implementing the UFMP, using trees and other green infrastructure to reduce impervious area, and maintaining tree canopy in parks.



Left: SE 2nd Avenue in the Central Eastside Industrial Subdistrict. Right: Tree canopy along SW Oak Street on the border of the Downtown and Old Town/Chinatown districts.

The following draft Central City 2035 policies establish the explicit intention to increase and improve the quality of tree canopy, or call for places and amenities that are anticipated to include tree canopy. Most of these policies were included in the Central City Concept Plan, N/NE Quadrant Plan, West Quadrant Plan, and/or SE Quadrant Plan. Some have been revised since. Note: This is not an exhaustive list of all relevant policies in the Recommended Draft.

1. Central City-wide policies

Policy2.1 Complete neighborhoods.

Policy 3.6 Street diversity.

Policy 3.7 Streetscape.

Policy 4.2 Willamette River recreation.

Policy 4.6 Watershed health and native species recovery.

a. Watershed Health.

d. Stormwater Management.

e. Riverbank enhancement targets.

Policy4.11 Low impact development.

Policy 5.2 Central, connected Willamette River.

Policy 5.5 Large site development.

Policy 5.10 Street hierarchy and development character.

Policy 5.12 “Green Loop” concept.

Policy 5.17 Open space network.

Policy 6.2 Climate change resilience.

b. Heat island.

c. Fish and wildlife habitat.

Policy 6.3 Multiple functions.

Policy 6.4 Green infrastructure.

Policy 6.8 Upland habitat connections.

Policy 6.9 Strategic tree canopy enhancement.

a. Tree priorities.

b. Tree Diversity.

c. Heritage trees.

d. Tree Canopy.

Policy 6.10 Effective tree planting.

a. Tree size.

b. Soil volume.

c. Tree accommodation.

d. Innovative design.

Policy 6.12 City investment in street trees.

a. Multiple benefits.

b. Maintenance.

2. Central City district-specific policies

Policy 3.CE-3 Green Streets.

Policy 5.UD-3 Montgomery Green Street.

Policy 4.DT-1b Governor Tom McCall Waterfront Park – Watershed health and native species recovery.

Policy 5.GH-2 Natural features.

Policy 5.GH-4 Open space network.

Policy 5.PL-4 Open space network.

Policy 5.LD-5 Open space network.

Policy 6.LD-2 Sullivan's Gulch.

Policy 6.CE-1 Freight-compatible green infrastructure.

Policy 6.CE-2 Strategic tree canopy enhancement.

C. Stakeholder Input and Preliminary Tree Canopy Targets

Community stakeholders expressed a range of viewpoints relating to trees in the Central City during the quadrant planning efforts. Some stakeholders supported ambitious targets that call for significant increases in Central City tree canopy and the benefits it provides, including air cooling, stormwater management, aesthetic beauty, improved pedestrian environment, and habitat for birds and pollinators. Others expressed concern about potential constraints and conflicts between land uses and trees, such as impacts on freight movement and visibility and obscuring storefronts and signs.

The Portland City Council endorsed preliminary "potential tree canopy" targets developed in conjunction with the North/Northeast, West, and Southeast quadrant plans. Those preliminary tree canopy targets reflected 2007 Metro vegetation data for existing tree canopy. However, the tree canopy targets in the quadrant plans were developed using a largely qualitative assessment of potential future tree canopy. A key assumption during quadrant planning was that future tree canopy would come primarily from additional trees in Central City rights-of-way (ROW). Those analyses relied on the 2004 UFMP targets, particularly the 35 percent ROW tree canopy target, to derive the preliminary tree canopy targets. The quadrant plans also included a draft methodology to guide additional refinements to the canopy targets prior to adoption of the Central City 2035 Plan.

In response to those preliminary targets some stakeholders requested a more rigorous, in-depth analysis to confirm that the targets are appropriate and feasible, and to be clearer about how and where Central City tree canopy would change in the future.

Since adoption of the quadrant plans, the Bureau of Planning and Sustainability (BPS) has worked with Portland Parks and Recreation (PP&R), the Bureau of Environmental Services (BES), and the Portland Bureau of Transportation (PBOT) to develop a more rigorous methodology for producing Central City future tree canopy scenarios and targets. The scenarios estimated how different policy, regulatory, and investment choices may affect tree canopy, including those in the draft Central City 2035 Plan.

The future tree canopy scenarios informed the development of the draft canopy targets in this plan. The methodology used aims to understand existing conditions and establish aspirational but attainable targets. The scenarios are meant to reflect both constraints and conflicts that may limit tree canopy as well as opportunities to expand canopy, including several ambitious strategies that would require significant investment.

During public review of the Proposed Draft, several stakeholders commented on the tree canopy target report, including staff from City bureaus and several community members. Comments ranged from specific suggested edits to broad policy issues and concerns. Examples include concern regarding the canopy impact of recent City restrictions on planting street trees in narrow planting strips, required landscaped setbacks, interest in innovative street and development design to preserve large healthy trees and incorporate new trees – especially in Central City Master Plan areas, and ensuring adequate monitoring of progress toward canopy targets over time. Questions were also raised about proposed policies to ensure adequate sub-surface soil volume for newly planted trees. There is increasing concern about the impact of underground vaults and voids that encroach into the sidewalk corridor on capacity for new street trees.

One overarching question has been whether the Central City 2035 Tree Canopy Targets are aspirational, or whether they rely on current conditions or the status quo. Some felt the canopy targets should be based on the amount of canopy needed to attain specific benefits or ecosystem services. In response, it is important to emphasize that the Central City 2035 Tree Canopy Targets represent substantial changes from current conditions. Meeting these targets will require significant changes in current regulations and substantial public investment above and beyond current levels. The first step toward meeting the targets will be adoption of the Central City 2035 Plan. However, it will also take continued long-term investment in regulatory implementation and enforcement, tree planting and other green infrastructure improvements to achieve the projected tree canopy "lift."

Further, the canopy targets are intended to be aspirational, practical, and achievable, within the context of the Central City 2035 Plan. The canopy targets were not developed to provide tree-related benefits "in a vacuum." Rather, the targets are intended to support, integrate and balance multiple citywide and Central City-specific goals and policies by employing a suite of creative, forward-thinking land use and infrastructure planning based approaches.

The City should continue to explore creative ways to add canopy so that optimal canopy levels can be met, potentially exceeding what is targeted in this plan. The existing Urban Forestry Management Plan will be updated by Parks and Recreation in the next several years and will explore ways to achieve appropriate canopy in the Central City and throughout the rest of the city. Tree canopy will continue to serve an important function in addressing pressing issues like climate change, heat island effect, and air pollution.

In the future, if new goals are established for tree canopy to achieve specific benefits in the city, these targets could be revisited. However, tools that go beyond the Central City 2035 Plan purview will likely be needed to further enhance tree canopy.

The plan has been updated to address a number of comments received. Some comments may also be addressed in the future when the Central City Design Guidelines are updated. The approach taken to develop the scenarios and targets is described in the next section of this report.

II. Analysis

A. General Approach, Key Assumptions, and Scenario Concepts

As noted above, the Recommended Draft presents future tree canopy scenarios that have been developed to estimate how different policy, regulatory and investment options would affect tree canopy in the Central City. The analysis produced a "Baseline" scenario and a "Central City 2035 Plan" scenario, and associated canopy targets for each. The scenarios are intended to:

- Estimate how tree canopy will change given different policies, regulations, and investments, as well as anticipated future development.
- Use GIS and a rigorous modeling approach to provide a clear and reasonable rationale for tree canopy targets and "reality check" preliminary tree canopy targets produced during quadrant planning.
- Allow a comparison between current policies and practices and the Central City 2035 Plan, in terms of tree canopy.
- Provide information in response to anticipated stakeholder questions and concerns.
- Inform other future projects and program decisions.

Several additional options outside the Central City 2035 Plan were evaluated that are not included in the proposed tree canopy target package. These strategies, including in Appendix A, are intended to be illustrative and/or to inform future projects, such as updates to Title 11, Trees.

Given the diverse landscape and land uses in the Central City, future tree canopy was estimated for each subdistrict within the Central City. Estimates were produced for trees in public rights-of-way, tax lots and parks. Scenarios reflect the following key data and analysis tools:

- Existing tree canopy data. The 2007 vegetation data used to develop the preliminary tree canopy targets in the Discussion Draft have been replaced with 2014 LiDAR vegetation data in this draft. This greatly improves the accuracy of information on existing tree canopy.
- Field survey data relating to tree planting spaces along Central City rights-of-way.
- GIS modeling to estimate changes in tree canopy associated with assumed future:
    - Proactive tree planting projects on Central City rights-of-way.
    - Development and redevelopment. This includes changes in tree canopy on tax lots and along rights-of-way.
    - Proactive riverbank enhancements.
- Tree canopy assumptions for existing and planned parks and public spaces in the Central City.

Although some key assumptions vary between the scenarios, several fundamental tenets apply across the scenarios, including:

- Tree canopy estimates developed for the scenarios represent anticipated canopy when trees reach full maturity. It is assumed that the policies, regulations, and investments included in the

scenarios are in effect or take place within the 20-year Central City 2035 Plan timeframe. However, not all existing or future trees will reach maturity within that timeframe. Given the variability and uncertainty associated with when new trees have been or will be planted, which species of trees have been or will be planted, and how long it takes for trees to mature, it is not feasible to estimate how much canopy will actually exist in the Central City in 2035. In addition, tree canopy is affected by tree mortality, due to natural attrition, vandalism, impacts from cars and trucks, etc. For example, if an older, larger ROW or landscape tree dies and is replaced promptly, as required by code, with a younger, smaller tree, there will be a lag time until mature canopy is reached again. Therefore, the results of the future tree canopy scenarios reflect a longer timeframe than the Central City 2035 Plan. That said, the sooner enhanced regulations and investments are implemented, the more canopy will be established by 2035, and the sooner the City will reach its long-term mature canopy goals.

- Assumptions underlying the scenarios are applied generally at the Central City subdistrict scale, and do not, except in limited instances, apply to individual sites.

- Although each scenario estimates future tree canopy associated with trees planted in rights-of-way, on tax lots, and in parks and open spaces, it is understood that the canopy associated with these trees may cover a mix of these property types. Therefore, the results of the scenarios are more robust when aggregated across these property types and presented at subdistrict levels

- It is assumed that trees planted along rights-of-way are comprised of the largest tree species allowed given the width of the planting strip.

- It is recognized that existing and future trees will grow and die and be replaced in a "dynamic equilibrium." Therefore, it is assumed that existing tree canopy remains constant except where changes are modeled to reflect impacts on tree canopy as a result of development and redevelopment, proactive investments in street tree planting, or management of public parks. It is also assumed that trees planted in the future on streets or sites will be replaced in a timely manner if they are severely damaged or die. The tree canopy estimates do not reflect potential attrition.

- Per the Portland Parks and Recreation Urban Forestry Street Tree Planting Standards (updated February 2016), planting spaces must be equal to or greater than three feet wide to accommodate a small street tree. Additionally, for those areas along the sidewalk requiring concrete cutouts, the minimum cutout size is four feet. Therefore, planting spaces that do not meet these standards have been removed from the estimates of ROW planting spaces provided below.

- It is assumed that development and redevelopment in the Central City through 2035 will take place on vacant and under-utilized sites identified in the Recommended Buildable Lands Inventory (BLI).





Left: Recently planted street trees; Right: More mature street trees.

"Baseline" Future Tree Canopy Scenario

The Baseline Future Tree Canopy Scenario (Baseline Scenario) is intended to reflect future canopy in the Central City if existing policies, regulations, and investment levels were maintained to the year 2035.

Baseline Scenario components for trees in rights-of-way include:

a. New street trees associated with anticipated new development on Central City vacant and underutilized sites identified in the Buildable Lands Inventory. The analysis also reflects current streetscape and street tree planting policies (e.g., minimum pedestrian through-zone, furnishing zone width, sidewalk dedication requirements, etc.).

b. Street tree growth in recently developed/redeveloped areas, specifically the Pearl District and South Waterfront, which contain a large number of recently planted street trees. In these areas, the GIS existing tree canopy layer does not represent expected future canopy and additional modeling has been done to project future canopy when street trees reach full maturity. It is understood that all subdistricts contain some proportion of recently-planted trees but the Pearl District and South Waterfront are characterized by a comparatively large amount of recently-planted trees that must be specifically accounted for.

c. Continuation of periodic, proactive City street tree planting projects. The City currently offers to plant street trees free of cost based on property owner agreement to accept and maintain the trees.

Baseline Scenario components associated with trees on tax lots include:

d. Changes in tree canopy associated with future development sites in the Central City. Again these sites would include vacant and underutilized sites identified in the BLI. The analysis reflects current zoning code (Title 33) and tree code (Title 11) allowances and requirements (e.g., building coverage, landscaping, and tree planting/density). It should be noted that development may result in net tree canopy increases or decreases.

e. Trees on new buildings. Placing trees on buildings to provide on-site amenities for building users is becoming more common in some urban areas. Trees can be installed on shared areas atop podiums and on rooftops, providing building occupants with additional access to shade and green spaces, and other ecosystem service benefits. A number of projects in Portland have incorporated trees on buildings and the Baseline Scenario recognizes this growing trend by including an estimate of trees placed on buildings as part of future development/redevelopment within the Central City.

f. Optional front building setbacks for new development (aka "Required Building Lines"). The current zoning code (Title 33) includes provisions allowing building setbacks along primary lot frontages when lots are developed or redeveloped. In zones that currently allow lot-line-to-lot-line development, setbacks would provide more space for street trees to grow larger. Setbacks may also provide room for additional trees to be planted within the setback itself. In these cases, encouraging the incorporation of adequate subsurface soil volume will facilitate planting of larger trees and healthy tree growth over time.

The Baseline Scenario also includes estimated future canopy associated with management of existing public parks and public spaces:

g. Baseline tree canopy in existing parks and public spaces. Portland Parks and Recreation (PP&R) has produced preferred canopy ranges for City-managed parks and public spaces in the Central City. The preferred canopy ranges reflect consideration of current and desired park uses, maintenance, and security issues, along with goals for improved tree canopy quantity and quality.

Central City 2035 Plan Future Tree Canopy Scenario

The tree canopy targets proposed in this draft are based on the *Central City 2035 Plan Future Tree Canopy Scenario* (Central City 2035 Scenario).

The Central City 2035 Scenario incorporates the same basic components as the Baseline Scenario. However, assumptions were changed to reflect proposed or otherwise anticipated changes in existing policies, regulations, and investments associated with adoption and implementation of the Central City 2035 Plan.

Central City 2035 Plan Scenario components for trees in rights-of-way include:

a. Streetscape improvements for the Green Loop. The Green Loop is envisioned as a 6-mile signature linear park and active transportation path that will bring new life and energy to the Central City.

The Green Loop concept will promote more walking, biking, rolling, jogging and public transit trips, contributing to a smaller city-wide carbon footprint.

b. Flexible Street Design. An intentional street hierarchy, including "Retail/Commercial," "Boulevard," and "Flexible" street types, is one of six "big ideas" for Central City 2035 that informed development of the plan's goals, policies and implementing actions. The Recommended Draft Policy 5.10 calls to "establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible." The flexible street designation is intended for low volume, low speed quiet streets where visible green features, including larger canopy/spreading trees, are encouraged. The intention of both the Green Loop and flexible streets is to create a safer, greener environment for bicyclists and pedestrians. This may include physical separation of travel modes, unique street furnishings, connected canopy, and other innovative design elements that provide safe and attractive pedestrian, jogging and bicycle connections.

c. Investment in street tree planting. Increased investment, over and above Baseline Scenario levels, is needed to help meet a broad range of Citywide and Central City-specific goals and policies proposed in the Central City 2035 Plan. It is envisioned that the City would invest additional resources to offer trees free of charge to willing property owners on a more frequent basis than assumed for the Baseline Scenario. For this scenario it is assumed that property owners would continue to be responsible for tree maintenance.

Central City 2035 Plan Scenario components associated with trees on tax lots include:

d. Optional landscaped building setback streets. The Recommended Draft includes new landscaped setback streets under the Required Building Lines section. Along these streets, optional setbacks must be landscaped. The intention is to incorporate more trees within the setback itself. Landscaped setbacks may also provide an opportunity to use root channels, structural systems, or other methods to supplement the volume of soil available to street trees by connecting them to the additional soil volume under the setback. Additional soil volume allows for planting of larger trees and improved tree health over time.

e. Additional trees on new buildings. Policies in the Central City 2035 Plan support the inclusion of trees on buildings, in addition to those at grade and in the right-of-way. Therefore, an increase in the amount of trees placed on buildings has been assumed as a result of the plan. The Central City 2035 Plan is assumed to double the tree canopy provided on buildings, when compared to the Baseline Scenario.

f. Central City Master Plan Areas. The Recommended Draft includes a required master plan process on master plan areas identified in Map 510-19. This process will also be an option available for development on sites at least 160,000 square feet in size. The master plan approach is intended to promote innovative site designs, including a dynamic public realm with parks and open spaces, pedestrian walkways, plazas, private streets, and trees, while also providing greater efficiency and flexibility for the property owner during the development process.

The Central City 2035 Scenario also includes estimated future canopy associated with new public parks and public spaces:

g. Planned Central City parks and public spaces. The Central City 2035 planning process has identified a number of parks that are anticipated to be developed during the planning horizon. These parks have not yet been master planned, but are expected in this analysis to provide opportunities for additional tree canopy, per Parks and Recreation estimates.

Other components of the Central City 2035 Plan Scenario include:

h. Expanded Willamette River setback. The Recommended Draft includes an expanded river setback to improve the quality and functionality of river access and natural resource protection. Planting requirements will be updated and will result in additional tree canopy.

i. Riverbank enhancements. Riverbank enhancement targets were approved through the quadrant planning process. Future enhancements are envisioned as a combination of projects on City and other publicly-owned property, as well as public/private partnerships to enhance privately-owned property.

B. Methodology and Results

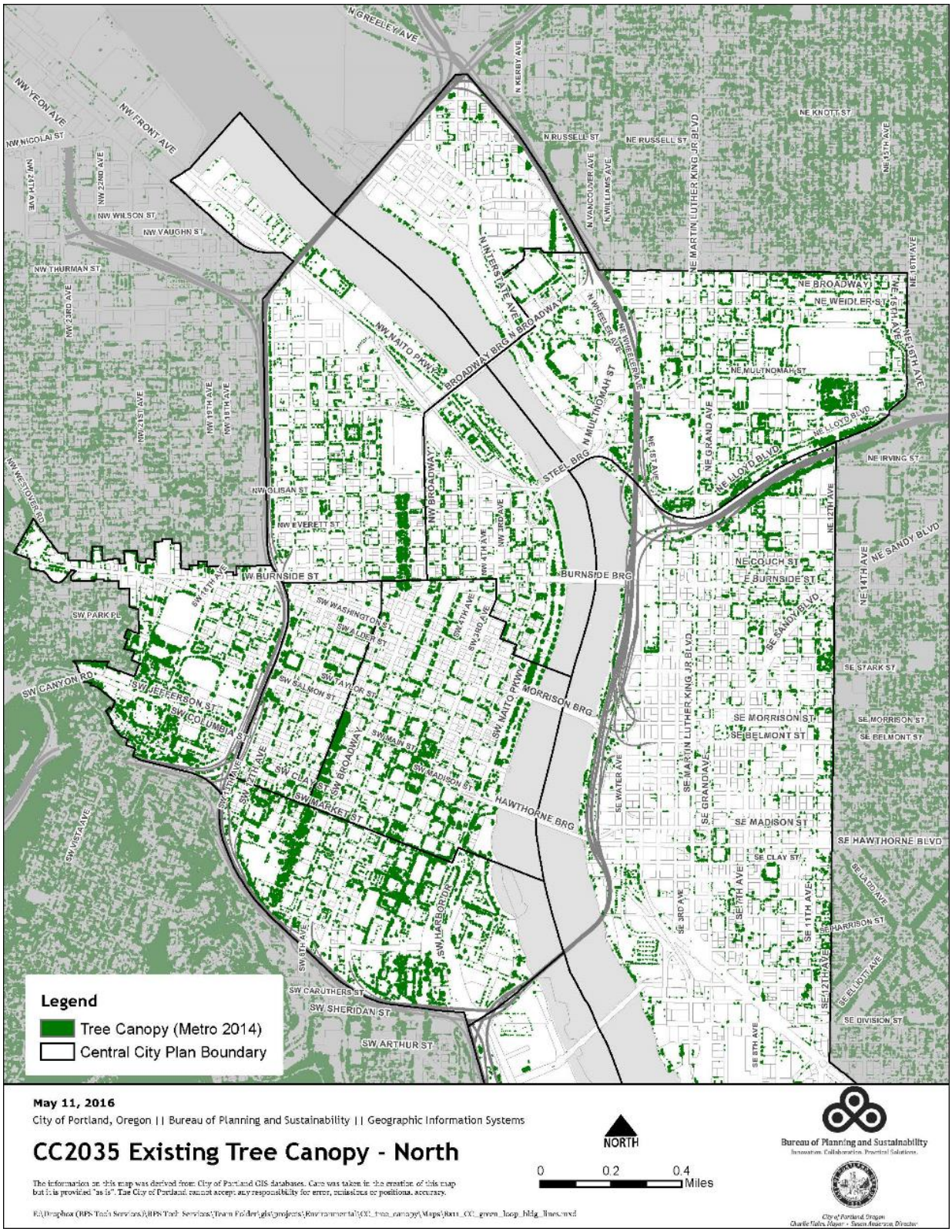
1. Baseline Future Tree Canopy Scenario

The Baseline Scenario provides a snapshot of what canopy might look like across the Central City if existing policies, regulations, and levels of investment were to persist through 2035. The Baseline Scenario reflects existing tree canopy and models anticipated changes in tree canopy in rights-of-way, on tax lots, and in parks/open spaces. It is assumed that anticipated future growth, development, and investment will play out in accordance with current policies and regulations (e.g., land use, zoning, sidewalk widths and street dedications) and programmatic practices (public investment in tree planting).

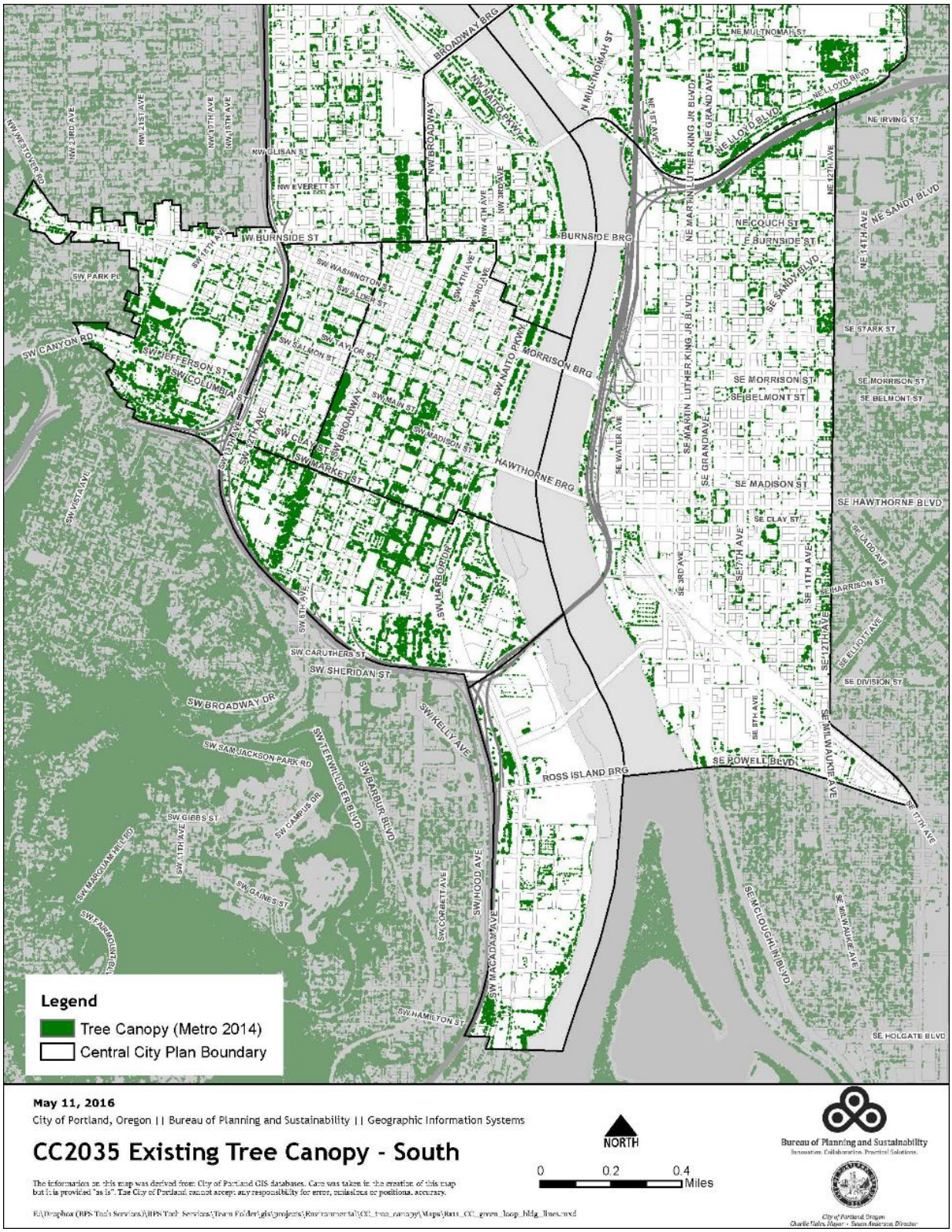
For the Baseline Scenario future tree canopy is estimated by adding or subtracting projected future canopy changes relative to existing tree canopy.

Existing tree canopy coverage was estimated using 2014 LiDAR data. Estimates have been created for: 1) Total existing tree canopy, by zone, by Central City subdistrict (excludes water), and 2) Existing tree canopy on lots designated as vacant or underutilized in the City of Portland's Draft Buildable Lands Inventory (BLI). Total existing tree canopy maps are presented below in TC-Figure 1 and TC-Figure 2.

TC-Figure 1. Central City Existing Tree Canopy – North



TC-Figure 2. Central City Existing Tree Canopy – South



As noted above, vegetation data used to develop the preliminary tree canopy targets in the Discussion Draft have been updated with 2014 LiDAR vegetation data. This update greatly improves the accuracy of information on existing tree canopy as a result of the significantly higher resolution of the 2014 LiDAR data, when compared to the 2007 data used in the Discussion Draft. As a result of this greater resolution, a larger proportion of Central City trees were captured in the analysis. The 2014 data consistently captures smaller and individual trees, whereas 2007 data primarily recognized only medium and large trees, or collections of trees.

The approaches used to estimate Baseline Scenario future tree canopy cover within rights-of-way (ROW), on tax lots, and in parks and public spaces are described below.

a. Baseline right-of-way tree canopy

This portion of the analysis involved estimating the expected increase in street trees as a result of existing policies and regulations. For the purposes of this analysis, it is assumed in most instances that existing street tree canopy will remain constant, recognizing that existing street trees will grow, die, and be replanted in a dynamic equilibrium. However, in the Pearl and South Waterfront subdistricts, which have recently undergone extensive redevelopment, street trees are still small and are expected to grow over time. For these subdistricts the baseline scenario incorporates estimates of future street tree canopy when trees are fully grown. This "tree canopy capacity" estimate is based on the existing planting spaces and planting strip codes referenced in the next section. Modeled ROW canopy capacity replaces existing ROW canopy in these subdistricts.

As noted above, it is understood that many ROW trees will not reach full maturity by 2035 and this mature canopy capacity extends beyond the 20-year plan timeframe.

i) ROW tree data

BES provided data on existing street trees and potential street tree planting spaces in the Central City for use in this analysis. The BES street tree survey, conducted between 2010 and 2014, identifies the number of planting spaces with existing trees and the number of potential planting spaces by street address (see TC-Table 1).

TC-Table 1. Existing and Potential ROW Planting Spaces by Subdistrict

Geography	Area (acres)[1]	Existing (Planted) ROW Planting Spaces	Potential ROW Planting Spaces, Total	Potential ROW Planting Spaces, w/o A & B Strips[2]	Total ROW Planting Spaces	Existing Stocking Level[3]
Central Eastside	706	2,071	2,167	1,354	3,425	60%
Lloyd District	385	1,600	516	474	2,074	77%
Lower Albina	138	141	187	126	267	53%
Downtown	222	1,748	579	510	2,258	77%
Goose Hollow	175	793	375	325	1,118	71%
Old Town/Chinatown	130	939	184	152	1, 091	86%
Pearl District	277	1,795	482	380	2,175	83%
South Downtown/University	218	915	81	76	991	92%
South Waterfront	177	483	155	116	599	81%
West End	95	639	355	319	958	67%
Central City Total	***2,523***	***11,124***	***5,081***	***3,912***	***15,036***	***74%***

[1] Does not include water.

[2] Note: The Urban Forestry Program recently changed the City's planting standards such that planting in spaces less than 3' wide ("A strips") or in spaces less than 4' wide that would require a concrete cutout ("B strips") is no longer allowed. Accordingly, potential planting spaces in A strips and in B strips that need a cutout are not included. In addition, because the data were collected by address rather than at block scale, the identified planting spaces may overestimate actual spaces.

[3] Based on data collected between 2010 and 2014.

The BES survey assigns planting strip codes that reflect planting strip width and the presence or absence of overhead high voltage wires. Planting strip codes are associated with different tree size categories (small, medium, or large) that are appropriate to plant in that space. The canopy areas associated with small, medium, and large trees (shown in TC-Table 2) are based on categories provided by Portland Parks and Recreation, Urban Forestry program.

These three tree size categories are a proxy for the more diverse range of tree shapes and sizes that exist currently and will be planted in the future. The BES survey also denotes planting strips and sidewalk corridors that are too narrow for potential tree plantings. These records were assigned no potential future tree plantings in this analysis.

This information is summarized in TC-Table 2.

TC-Table 2. Planting Strip Codes and Tree Size

Planting Strip Code[1]	Planting Strip Width[1]	High-Voltage Overhead Wires[1]	Potential Tree Size[2]	Potential Tree Canopy Diameter[2]	Potential Tree Canopy Area (sq. ft.)
A	2.3-2.9’	with or without	No Tree	0	0
B	3.0-3.9’ – concrete cutout needed	with or without	No Tree	0	0
B	3.0-3.9’ – concrete cutout not needed	with or without	Small	20’	314
C	4.0-5.9’	without	Medium	40’	1,256
D	4.0-5.9’	with			
F	6’ and greater	with			
E	6.0-8.4’	without	Large	60’	2,826
G	8.5’ and greater	without			
X	<2.3’ OR sidewalk corridor <8.5’	with or without	No Tree	0	0
MS	Based on average planting strip code[3]				
U/UC	Unspecified	Unspecified	Based on average tree size by subdistrict[4]		

[1] BES, Planting Strip Guide for Inspectors 2014.

[2] Urban Forestry, Street Tree Inventory Data Available Site Codes; City of Portland Urban Forestry Street Tree Planting Standards (updated Feb 10, 2016); Urban Forestry, personal communication.

[3] MS code indicated an address with more than two frontages; an A-X planting strip code was assigned to each frontage and listed in a notes column during data collection. This analysis used the average tree size based on the A-G codes across all frontages.

[4] U/UC code indicated an unimproved site without or with a curb. This analysis assumed the average tree size based on the average planting strip width by subdistrict.

BPS conducted additional analyses to fill in data gaps for portions of the Central City 2035 planning area that BES did not canvass during the survey (approx. 9.4 percent of total addresses), or portions where BES did canvas but did not note planting strip width. Where BES did not canvas, BPS applied the average tree sizes and average number of existing and potential tree planting spaces per tax lot for each base zone to estimate the number of planting spaces. This information is presented in Appendix B at the end of this document.

ii) Baseline right-of-way tree canopy associated with development and redevelopment

Estimating how ROW tree canopy might change with anticipated development and redevelopment in the Central City was based on information from the City’s recently updated BLI. The BLI identifies vacant and underutilized lots where development or redevelopment is expected to occur between now and 2035. TC-Table 3 shows the estimated number of existing street trees and potential planting spaces associated with the vacant and underutilized BLI sites. It is interesting to note that the potential ROW planting spaces associated with these BLI sites represents approximately 33 percent of the total potential planting sites in the Central City.

TC-Table 3. Existing and Potential Planting Spaces Associated with BLI Sites, by Subdistrict

Geography	Subdistrict Area (acres)	BLI Sites Area (acres)	Existing (Planted) Planting Spaces Abutting BLI Sites	Potential Planting Spaces Abutting BLI Sites	Total Planting Spaces Abutting BLI Sites	Total Potential ROW Planting Spaces	BLI Potential Planting Spaces as % of Total Potential ROW Planting Spaces
Central Eastside	706	110	434	447	881	1,354	33%
Lloyd District	385	77	505	198	703	474	42%
Lower Albina	138	3	13	25	38	126	20%
Downtown	222	21	207	99	306	510	19%
Goose Hollow	175	24	194	127	321	325	39%
Old Town/ Chinatown	130	19	203	29	232	152	19%
Pearl District	277	67	250	166	416	380	44%
South Downtown/ University	218	37	225	48	273	76	63%
South Waterfront	177	91	152	54	206	116	47%
West End	95	13	110	109	219	319	34%
Central City Total	***2523***	***461***	***2293***	***1302***	***3595***	***3,912***	***33%***

For the Baseline Scenario, it is assumed that the existing street trees associated with BLI-designated vacant and underutilized sites in the Central City will be retained or replaced. It is also assumed that 70 percent of the potential planting spaces associated with Central City BLI-designated vacant and underutilized sites, when they are developed, will be planted with trees according to the adjacent planting strip category. It is further assumed that properties with "A strips" or "B strips" requiring cutouts will be upgraded through development so that they are wide enough to accommodate a tree.

Only 70 percent of the potential planting spaces associated with BLI sites were assumed to be planted due to the variety conflicts and constraints that affect street tree planting. A 30 percent constraint was applied to account for known and potential constraints to street tree planting and root growth. A key constraint is the impact of underground vaults and voids. Other constraints include driveways and curb cuts, conflicts with other sidewalk furnishings, existing water facilities (mains, meters, and hydrants), and conflicts with trees on freight streets. Some of these constraints can be addressed, at least in part, through effective planning and design but, in general, they represent a challenge to street tree planting on development sites. This constraint is also intended to help account for potential over-estimates in the BES ROW tree planting space survey data, as noted in TC-Table 1.

To inform development of the 30 percent constraint BPS evaluated the extent of sub-surface encroachment associated with vaults and voids, using GIS data layers for tax lots and vaults and voids. This analysis involved generating hypothetical average sidewalk corridor widths by subdistrict. Estimated existing encroachments between underground vaults and sidewalk corridors vary by

subdistrict, and range from 0 to 32 percent. This included an assumed 5-foot buffer around existing vaults and voids. It is not possible to determine the extent to which these existing encroachments affect potential tree planting spaces as the data does not include specific locational information for the potential tree planting spaces. It is also not possible to predict future encroachments associated with new vaults and voids. However, based on anecdotal information from PBOT staff, vaults are an increasingly-common barrier to planting street trees, as utility infrastructure is more frequently placed in the right-of-way to serve denser mixed-use development.

In addition to the 30 percent constraint described above, the street tree canopy estimates have been further adjusted to reflect constraints associated with buildings that abut the sidewalk corridor. Existing base zones throughout much of the Central City allow 100 percent building coverage (i.e. lot-line to lot-line). These zones generally do not require landscaping except where a property abuts a residential zone. Buildings constructed up to the sidewalk typically keep the street trees from growing to their full capacity. For purposes of this analysis, ROW tree canopy estimates have been reduced by 20 percent for medium trees and 30 percent for large trees located in specified zones. These adjustments were derived assuming a typical 12-foot-wide sidewalk corridor and calculating the appropriate canopy reduction in the area of a circle/circle segment.



Street trees abutting lot-line-to-lot-line development.

b. Baseline investments in street tree planting

The Baseline Scenario reflects an assumption that the City will continue a proactive level of investment in street tree planting in the Central City between now and 2035. It is assumed that the City will periodically offer trees to be planted free of cost, at the adjacent property owner's discretion. And, per current city policy, the ongoing maintenance for the tree is the responsibility of the adjacent property owner.

The additional increment of tree canopy associated with this proactive investment in street tree planting reflects response rates to recent BES planting efforts in the Central Eastside. For the Baseline Scenario it is assumed that the City will invest in one additional planting initiative or project, per Central City subdistrict, over the Central City 2035 planning horizon. This assumption takes into consideration the number of subdistricts in the Central City and that City-sponsored street tree planting projects will also be taking place outside the Central City during the same time period.

It is further assumed that each planting project will involve reaching out to property owners and offering to provide and plant trees at no cost during two consecutive years. Based on the recent planting effort in the Central Eastside, it is expected that each project would result in planting a total of 20 percent of the potential planting spaces over the two year period, on average, for each subdistrict. This analysis does not include potential planting spaces abutting BLI lots, which were accounted for in section b. ii, above.

Based on recent Urban Forestry Program policy, potential planting spaces less than three feet wide ("A strips") as well as potential cutouts less than four feet wide ("B cutouts") were not included in this analysis.[1] It should be noted that the data indicates front strip/space width, side strip/space width, and whether or not concrete removal is needed; it does not, however, differentiate whether the concrete removal is required on the front, side, or both. For the purposes of this analysis, all potential spaces less than four feet wide (B) with a "yes" in the concrete removal required column were removed. This may be an overestimate of actual B cutout spaces.

Staff conducted a preliminary estimate of planting and establishment costs associated with continuing current street tree planting efforts. Based on recent contractor estimates provided by BES staff, assuming 20 percent of the potential planting spaces associated with non-BLI lots are planted with trees, the cost of procuring, planting and servicing trees during a three-year establishment period would be approximately $648,585, or roughly $1,242 per tree. This includes labor, materials, soil amendment, tree stock, root barrier, and concrete cut costs (including the cut itself, the permit, and concrete disposal costs).

c. Baseline tax lot tree canopy

For the Baseline Scenario, existing canopy on tax lots is assumed to remain constant in "dynamic equilibrium," except for tree canopy on Central City BLI-designated vacant and underutilized sites. These sites are expected to develop or redevelop during the Central City 2035 planning horizon, which will affect tree canopy on tax lots as well as in the ROW.

Low and high estimates of potential future tree canopy on BLI sites after development were produced for each base zone within the different Central City subdistricts. Estimates reflect the area of these sites and existing zoning (Title 33) and Title 11 tree density (planting) standards. Existing tree canopy on BLI sites was subtracted from the modeled low and high range estimates by subdistrict to estimate the incremental future change in tree canopy associated with anticipated future development and redevelopment.

[1] To account for A and B cutout potential planting spaces associated with properties that have more than two sides (given an "MS" code), an equal distribution of potential planting spaces was assumed for each side. For MS coded properties that lacked planting strip codes, the average percent of A and B cutout spaces was applied. These estimated MS A and B cutout potential planting spaces were removed from the analysis.

For BLI vacant and underutilized parcels that are zoned CX, EX, IG1, or IH, the low potential canopy estimate is zero, as these zones have no minimum landscaping requirement and allow a maximum building coverage of 100 percent (see TC-Table 4 below). In addition, Title 11 Tree Preservation and Tree Density (planting) standards do not apply in these zones. The high estimates reflect average existing tree canopy on fully developed (non-BLI) sites in these zones. The high estimate assumes tree canopy could be maintained through a combination of voluntary tree preservation and planting as sites develop or redevelop.

TC-Table 4. Existing Zoning and Tree Standards, by Zone

Zone	Total Area of BLI Sites (acres)	Area as % of Total BLI Sites	Max Building Coverage Limit (Title 33)	Min Landscaped Area (Title 33)	Min Landscaping Abutting R Zoned Lot (Title 33)	Min Building Setback – Street Lot Line (Title 33)	Max Building Setback – Transit Street or Ped District (Title 33)	Tree Density (Planting) Standard (Title 11)
CX	249.7	54.21%	No limit	None	5 ft. at L3	0	10 ft.	Exempt
EX	77.9	16.91%	100% of site area	None	5 ft. at L3	0	10 ft.	Exempt
IG1	76.4	16.58%	100% of site area	None	5 ft. at L3	0	None	Exempt
RX	24.4	5.29%	100% of site area	None		0	10 ft.	20%
IH	9.8	2.13%	100% of site area	None	10 ft. at L3	5 ft.	None	Exempt
EG2	9.3	2.03%	85% of site area	15% of site area	10 ft. at L3	25 ft.	None	10% (industrial) 15% (commercial)
EG1	5.7	1.24%	85% of site area	15% of site area	5 ft. at L3	5 ft.	10 ft.	10% (industrial) 15% (commercial)
RH	4.4	0.96%	85% of site area	15% of site area		0	20 ft.	20%
R1	2.4	0.51%	60% of site area	20% of site area		3 ft.	20 ft.	20%
CG	0.7	0.15%	85% of site area	15% of site area	5 ft. at L3	0	10 ft.	15%

The low and high tax lot canopy estimates for each of these zones were adjusted to account for zoning provisions that require a minimum landscaped area along the tax lot abutment with residential parcels. The landscaping standard abutting residential is L3, which requires one large tree per 30 linear feet, one medium tree per 22 linear feet, or one small tree per 15 linear feet. It is assumed that canopy covers 100 percent of the required landscaped area along the abutting residential tax lot. This increment is incorporated into the low and high estimates for each tax lot.

For BLI-designated vacant and underutilized parcels that are zoned EG1 and EG2, the low baseline future tree canopy estimate is 10 percent of the total tax parcel area and the high estimate is 15 percent. This reflects the existing 85 percent maximum building coverage and 15 percent minimum landscaping requirements in the Zoning Code for EG1 and EG2 zones. The City's L1 landscaping standard applies in these zones and establishes tree planting requirements based on the width of the landscaped area and tree size. Tree canopy coverage will vary depending on the width of landscaped area, with a higher percentage of canopy cover for narrower landscaped areas. These assumptions also reflect Title 11 Tree Density standards which require 10 percent minimum future tree area for industrial sites and 15 percent for commercial/retail/office/mixed use development or a fee in lieu of planting. Revenues from these fees go to the City's Tree Fund which the City uses to plant trees within the same watershed where development took place. It is assumed that trees preserved to meet Title 11 Tree Preservation Standards would contribute to meeting Tree Density standards as well.

For BLI parcels that are zoned RX, R1, and RH, the low baseline future tree canopy estimate is 10 percent of the tax lot area and the high estimate is 20 percent of the tax lot area or the average existing tree canopy on fully developed (non BLI) sites in these zones, whichever is greater. This reflects the existing 20 percent minimum landscaping requirement for R1 and 15 percent minimum landscaping requirement for RH. The City's L1 landscape requirements also apply in the R1 and RH zones. In addition, the Title 11 tree density standard requires a 20 percent minimum future canopy coverage for sites in multi-family residential zones or payment of a fee in lieu of planting to the City's Tree Fund. The low baseline estimate reflects an assumption that many developers may choose to pay a fee in lieu of meeting density standards given relatively small sites and block sizes and relatively high property values.

In addition to the base zone-specific landscaping requirements, the Zoning Code also requires that development projects on sites with river frontage meet specific planting requirements within the existing 25-foot Willamette River setback. An additional 25 feet of river frontage serves as a proxy for the area between ordinary high water and top of bank. This is added to the 25-foot river setback area for a total of 50 feet of river frontage that is assumed for BLI-designated Central City lots abutting the Willamette River.

An additional increment of tree canopy was estimated for the river frontage on BLI-designated vacant and underutilized tax lots along the Willamette River that are not owned by Portland Parks and Recreation (PP&R-owned lots will be addressed below). This tree canopy is included in the low and high baseline future tree canopy estimates. For the low estimate, the tree canopy increment is assumed to be 40 percent of the area within the riverbank and river setback. For the high estimate, the increment is assumed to be 80 percent of the area within the riverbank and setback. This canopy range is based on the current river setback landscaping standard of one tree for every 20 feet of river frontage, acknowledging that, in many cases, trees will be clustered or a view corridor will need to be maintained. Existing tree canopy is subtracted from these amounts to calculate the incremental change associated with development or redevelopment. River setback landscaping requirements are in addition to any landscape requirements of other chapters of Title 33.

d. Trees on buildings

Throughout most of the Central City, it is challenging to incorporate trees on development sites given the density of development, zoning that allows 100 percent building coverage, and relatively small city blocks.

That said, it is becoming more common for new projects to incorporate trees on buildings. Trees can be incorporated into shared areas atop podiums, on rooftops, and on balconies. A number of recent projects in the Central City have incorporated trees on buildings and it is important to recognize this growing trend. Therefore, an estimate of trees placed on buildings in future projects was incorporated into the Baseline Scenario.

In determining this estimate, it was assumed that Central City non-Open Space BLI vacant and underutilized sites of at least 0.45 acres (i.e., half a typical downtown block) would be most likely to provide adequate podium and/or roof area to accommodate trees. All BLI sites at least 0.45 acres in size were identified and aggregated to determine the total area by subdistrict. Given that not all new buildings will incorporate trees it was assumed that a fraction of the area of the eligible sites would be available to incorporate trees on to new buildings (20 percent of area of non-industrial eligible parcels and 10 percent of the area of eligible industrial parcels, due to their unique project needs and design) The percentage was applied to the aggregate land areas, rather than individual parcels, to account for the fact that it is not possible to know which specific parcels will incorporate trees on buildings.

Using the parcel area estimates, the estimate of actual tree canopy was then calculated. As a first step an estimated 85 percent building coverage was applied to the parcel area to represent an expected amount of roof area. Based on the estimated building coverage, a Baseline tree canopy estimate was calculated. The Baseline Scenario assumed 5 percent tree canopy coverage on buildings, once these trees reach maturity.

e. Optional front building setbacks for new development

Current Title 33 Required Building Line standards allow buildings to be set back up to 12 feet from the street lot line for 75 percent of the lot line. In other words, the Required Building Line standards define the parameters for optional building setbacks on development sites. In all of the Central City, the code requires the optional setback to serve as an extension of the sidewalk. Within the South Waterfront Subdistrict, Title 33 allows an applicant to decide if the optional setback will serve as an extension of the sidewalk or be landscaped according to the L2 landscape standard. The Required Building Line standards are silent on the function of an optional setback for some parts of the Central City, such as industrial zones.

It is expected that most property owners and developers would not choose a setback given impacts on developable area and Portland's relatively small city blocks (200 feet x 200 feet). For the purpose of this exercise, it is assumed that 25 percent of new BLI developments would include a front setback. It is also assumed that constraints associated with vaults and voids and other physical impediments to street tree planting will continue to play a role in these areas.

An optional setback, whether an extension of the sidewalk or vegetated, would increase the space available for street tree canopy. Specific assumptions regarding street tree canopy include the following:

- 25 percent of the small potential planting spaces associated with the primary frontage of BLI sites, by subdistrict, would be able to accommodate medium trees. This would likely require the use of modular suspended pavement systems or structural soils to increase soil volume in narrow planting spaces.
- 25 percent of the medium potential planting spaces associated with the primary frontage of BLI sites in zones allowing 100 percent maximum building coverage and that have no landscaping

requirements, by subdistrict, will regain the 20 percent canopy constraint subtracted in the "Baseline right-of-way tree canopy associated with development and redevelopment" analysis discussed in section b, ii above.

- 25 percent of the large potential planting spaces associated with the primary frontage of BLI sites in zones that allow 100 percent maximum building coverage and that have no landscaping requirements, by subdistrict, will regain 20 percent of the 30 percent canopy constraint subtracted in the "Baseline right-of-way tree canopy associated with development and redevelopment" analysis discussed in section b, ii above.
- The 30 percent constraint on planting due to vaults/voids and other constraints still applies.

Given the constraints on planting trees on Central City streets and tax lots, establishing tools and approaches to encourage expanded subsurface soil volumes is recommended. This will also be important for trees planted in setbacks that are required to serve as an extension of the sidewalk. This issue is addressed further in the Central City 2035 Plan future tree canopy scenario.

An optional setback would allow for additional tree canopy within the setback itself. For 25 percent of the BLI lots in each subdistrict, it is assumed that:

- A setback would be incorporated into future development on one frontage of the property, and
- One small tree would be planted within the setback for each of those sites. To account for both the extension of sidewalk and the landscaped setback options in the South Waterfront subdistrict, it was assumed that two small trees would be planted within the setback for each BLI site in the South Waterfront subdistrict.

It should be noted that the number of trees in the setback area may be more or less in certain areas or zones within the Central City. For example, the setback area in industrial zones is often used for storage and loading and may be less likely to have a tree.

f. Baseline tree canopy in existing parks and public spaces

To develop tree canopy estimates for existing City public parks and public spaces, Portland Parks and Recreation (PP&R) analyzed existing tree canopy and developed tree canopy ranges for 2035.

PP&R's Planning, Urban Forestry, Zone, and City Nature East staff conducted a tabletop exercise, using Google Maps (and Street View), Bing, City of Portland GIS data, and current canopy cover data in Central City parks. Staff viewed images of each existing Central City park and property boundaries, examined existing canopy cover at each Central City park, and discussed existing and future tree health/species mix, maintenance issues, programming issues, and unresolved issues from various perspectives.

From this exercise PP&R staff developed low and high estimates of future tree canopy cover for each existing Central City park. The results of this exercise are robust in that they reflect diverse professional opinions and perspectives among the PP&R program staff.

PP&R staff adjusted the future canopy estimates slightly between the Discussion Draft and the Proposed Draft to account for changes in existing canopy identified in the 2014 LiDAR data.

PP&R future canopy estimates are presented in TC-Table 5.

TC-Table 5. Baseline Future Tree Canopy Estimates for Existing PP&R Parks/Open Spaces

Central City Subdistrict	Existing Park Area (acres)	Existing Park Canopy - 2014 (acres)	Baseline Future Canopy – LOW (acres)	Baseline Future Canopy – HIGH (acres)	Difference between LOW and Existing (acres)	Difference between HIGH and Existing (acres)
Central Eastside	9.09	2.1	2.47	3.00	0.37	0. 90
Lloyd District	4.54	3.43	2.72	3.33	-0.71	-0.10
Lower Albina	0.00	0.00	0.00	0.00	0.00	0.00
Downtown	23.12	8.95	8.60	11.18	-0.35	2.23
Goose Hollow	0.00	0.00	0.00	0.00	0.00	0.00
Old Town/Chinatown	11.02	3.87	4.07	4.78	0.19	0.91
Pearl District	8.14	2.57	2.93	3.53	0.36	0.96
South Downtown/University	17.58	7.61	8.44	9.69	0.84	2.08
South Waterfront	6.62	0.77	1.81	2.14	1.05	1.37
West End	0.00	0.00	0.00	0.00	0.00	0.00
Central City Total	***80.11***	***29.31***	***31.05***	***37.65***	***1.74***	***8.34***

For most Central City subdistricts, future canopy estimates would maintain or increase tree canopy. For a couple of subdistricts, the projected future canopy would result in a reduction in existing tree canopy. For these subdistricts PP&R identified parks with existing canopy levels that are higher than optimal to meet park use and management objectives. PP&R projected that future canopy levels in these subdistricts could be lower than existing levels.

It should be noted that potential specific tree-related plans or actions in Central City parks would be part of larger master planning efforts and will need to be considered carefully, with input from different PP&R program staff, other bureaus, and other stakeholders.

g. Baseline Scenario - Results

The Baseline Scenario projects an incremental increase in tree canopy across the Central City of 14 to 72.4 acres (an additional 0.5 to 2.8 percent), compared to existing tree canopy. Future canopy in the Baseline Scenario is projected to reach 14 to 16.3 percent. Tree canopy is also projected to increase incrementally in most subdistricts, though the increases vary by subdistrict. In a few subdistricts, tree canopy is projected to decrease in the "Low" estimate. Only one subdistrict (Goose Hollow) is projected to decrease in the "High" canopy estimate.

The Baseline Scenario illustrates that much of the projected future tree canopy exists today and that substantial variability in the tree canopy across Central City subdistricts is expected to continue. A few subdistricts would continue to have less than ten percent tree canopy into the future, while others are projected to contain over twenty percent canopy coverage by 2035 given anticipated future growth under current regulations and programs.

Lower Albina is currently characterized by the lowest percentage and amount of tree canopy of any subdistrict and would be expected to continue to be so in both the Low and High Baseline estimates. The Central Eastside is by far the largest subdistrict, however it has the second lowest percentage of tree canopy in the Central City. In contrast, Goose Hollow, Downtown, and South Downtown/University subdistricts together are roughly equivalent in area to the Central Eastside Subdistrict and are characterized by roughly three times the tree canopy (in terms of percentage). A relatively large increase in tree canopy is projected for the Central Eastside, but the increase still represents a relatively small portion of this sizeable subdistrict.

The largest projected increases in tree canopy are associated with street tree growth that was estimated for the recently redeveloped Pearl District and the South Waterfront subdistricts. The next largest projected increase in tree canopy is associated with street trees planted in conjunction with development. Encouraging the provision of increased subsurface soil volumes for trees in conjunction with new development coverage would support this estimated additional canopy increment.

Tree canopy in most existing parks is projected to be maintained or to increase. Tree canopy in some parks may be reduced in the future, as demonstrated by the negative values in the "Low" estimate for parks in two subdistricts in TC-Table 6 below. Although existing parks are expected to maintain a relatively high percentage of tree canopy, parks make up a relatively small proportion of the total area of the Central City and its subdistricts.

The most substantial loss of tree canopy was projected for trees on tax lots expected to develop, as shown in the "Low" BLI canopy estimate. Tax lot tree canopy losses were projected for most Central City subdistricts. The largest losses in tree canopy in both BLI canopy estimates are projected for the Lloyd District, South Downtown/University, and Goose Hollow subdistricts. This projection reflects current zoning and Title 11 regulations, which allow lot-line-to-lot-line development and do not apply landscaping, tree preservation, or tree density (planting) requirements in zones comprising much of the Central City. Optional setbacks and trees on buildings are projected to add a small amount of tree canopy in the Baseline scenario. Additional tree growth in rights-of-way by expanded setbacks, trees on tax lots within the set back, and trees placed on buildings (e.g. podiums, rooftops, etc.) are each expected to add approximately two acres in the Central City.

TC-Table 6 presents the results of the Baseline Future Tree Canopy Scenario analyses.

TC-Table 6. Baseline Future Tree Canopy Scenario

				PROJECTED CHANGES IN TREE CANOPY (from existing canopy)										BASELINE FUTURE TREE CANOPY SCENARIO			
				ROW				BLI TAX LOTS				EXISTING PARKS		TOTAL				
Central City District	District Area[1] (acres)	Existing Canopy (2014) (acres)	Existing Tree Canopy as Percent of Total District	Investment: Street Tree Planting[2] (acres)	Districts with Recently Planted Street Trees (acres)	Street Trees Associated with New Development[3] (acres)	Optional Setbacks - Additional ROW Canopy (acres)	Optional Setbacks - Trees in Setback (acres)	Trees on Buildings (acres)	LOW[4] (acres)	HIGH[4] (acres)	LOW[5] (acres)	HIGH[5] (acres)	Total Canopy Change - LOW (acres)	Total Canopy Change - HIGH (acres)	Baseline Tree Canopy - LOW (acres)	Baseline Tree Canopy - HIGH (acres)	Baseline Tree Canopy - LOW (% of District Area)	Baseline Tree Canopy - HIGH (% of District Area)
Central Eastside	706	53.0	7.5%	1.6		2.6	1.0	0.4	0.2	-5.4	1.5	0.4	0.9	0.8	8.2	53.9	61.3	7.6%	8.7%
Lloyd District	385	61.2	15.9%	1.2		2.7	0.2	0.3	0.5	-10.6	-2.0	-0.7	-0.1	-6.4	2.9	54.8	64.1	14.2%	16.6%
Lower Albina	138	8.3	6.1%	0.4		0.4	0.0	0.0	0.0	-0.2	0.0	0.0	0.0	0.7	0.9	9.1	9.2	6.6%	6.7%
Downtown	222	45.3	20.4%	2.0		1.4	0.1	0.1	0.1	-2.5	-1.6	-0.3	2.2	0.8	4.3	46.1	49.6	20.7%	22.3%
Goose Hollow	175	36.9	21.2%	0.5		0.7	0.4	0.2	0.1	-6.3	-2.1	0.0	0.0	-4.3	-0.1	32.6	36.8	18.7%	21.1%
Old Town/Chinatown	130	21.8	16.7%	0.6		0.3	0.0	0.1	0.1	-1.7	-0.7	0.2	0.9	-0.4	1.4	21.4	23.2	16.5%	17.8%
Pearl District	277	28.7	10.4%	1.2	21.7	2.0	0.2	0.2	0.5	-2.2	3.4	0.4	1.0	24.0	30.1	52.7	58.8	19.0%	21.3%
South Downtown/University	218	53.1	24.3%	0.1		0.7	0.0	0.2	0.2	-8.5	-2.7	0.8	2.1	-6.4	0.6	46.7	53.7	21.4%	24.6%
South Waterfront	177	16.2	9.1%	0.3	4.3	0.5	0.0	0.2	0.7	-4.2	13.2	1.0	1.4	2.9	20.7	19.1	36.9	10.8%	20.8%
West End	95	14.8	15.5%	1.1		1.6	0.1	0.1	0.0	-0.4	0.6	0.0	0.0	2.5	3.6	17.3	18.3	18.2%	19.2%
Central City Total	***2,523***	***339.4***	***13.5%***	***9.1***	***26.1***	***13.0***	***2.1***	***1.9***	***2.4***	***-42.0***	***9.7***	***1.7***	***8.3***	***14.2***	***72.5***	***353.6***	***411.8***	***14.0%***	***16.3%***

1 Water not included

2 Additional canopy associated with city investment in street tree planting. The model assumes 20% of potential planting spaces in the ROW (not adjacent to BLI sites) would be planted by 2035 as a result of proactive city investment.

3 Additional canopy due to planting potential ROW planting spaces associated with development/redevelopment (BLI sites).

4 BLI tax lot analysis reflects canopy impact from zoning, landscape requirements, and landscaping the river setback.

5 Reflects PP&R preferred future tree canopy ranges for existing PP&R managed parks.

2. Central City 2035 Plan Future Tree Canopy Scenario and Tree Canopy Targets - Methodology and Results

The Central City 2035 Plan Future Tree Canopy Scenario (Central City 2035 Scenario) builds on the Baseline Scenario described above. Assumptions have been added or revised to reflect changes in policies, regulations, and levels of investment that are contained or called for in this Recommended Draft. Tree canopy projections from the Baseline Scenario serve as the starting point for the Central City 2035 Scenario; additional increments of canopy change were modeled as follows.

a. Streetscape improvements for the Green Loop

The Recommended Draft policies call for development of the Green Loop as a signature set of pedestrian and bicycle pathways and connections between public spaces, parks and the river. Development of the Green Loop will require substantial City investment in street tree planting and innovative streetscape improvements that will generate tree canopy along its alignment. Improvements could include planted medians and bulb-outs, lane or street conversions, and removal of pavement and tree planting along streets that are excessively wide or that have underutilized pockets (e.g., SE 7th Avenue and SE Washington Street). In addition to substantial City investment, development of the Green Loop is expected to be catalyzed through major development projects (e.g., the U.S. Postal Service site), major infrastructure projects (e.g., the NE 7th/8th Avenue I-84 bicycle and pedestrian bridge), and regional grants for multi-modal transportation.

To model anticipated increase in tree canopy associated with the Green Loop, it was assumed that 70 percent of the potential planting spaces along the Green Loop frontages associated with non-BLI lots would be planted during the Central City 2035 planning horizon. This reflects the 30 percent constraint applied in the Baseline Scenario, which is intended to account for an array of physical constraints on street tree planting. It was also assumed that trees would be planted in potential planting spaces along four of the east-west connector streets within the Central City boundary: SW Salmon Street, NW Flanders Street, SE Salmon Street, and NE Multnomah Street. In areas with multiple alignment options, average canopy capacity across all options was used.

Tree sizes and resulting canopy area were assigned based on planter strip size. Potential planting spaces that are less than three feet wide and those less than four feet wide that would require cutouts were not included in the analysis. Similar to the Baseline Scenario, the additional 20 percent canopy reduction for medium trees and 30 percent canopy reduction for large trees was applied in zones that allow lot-line to lot-line development. It should be noted that the Green Loop tree canopy modeling was based on a preliminary concept and is subject to change.

In addition to canopy associated with planting street trees in potential planting spaces along the Green Loop alignment, this scenario component assumes implementation of innovative street designs envisioned as part of the Green Loop and “street hierarchy & development character” concepts outlined in Volume 1 of the Recommended Draft (shown in TC-Figure 3 and TC-Figure 4). The street hierarchy and development character concept is intended to be more intentional about street character and includes a “Flexible Street” designation, where visible green features, including larger canopy/spreading trees, are

encouraged. The intention of both the Green Loop and Flexible Streets designation is to create a safer, greener environment for bicyclists and pedestrians.

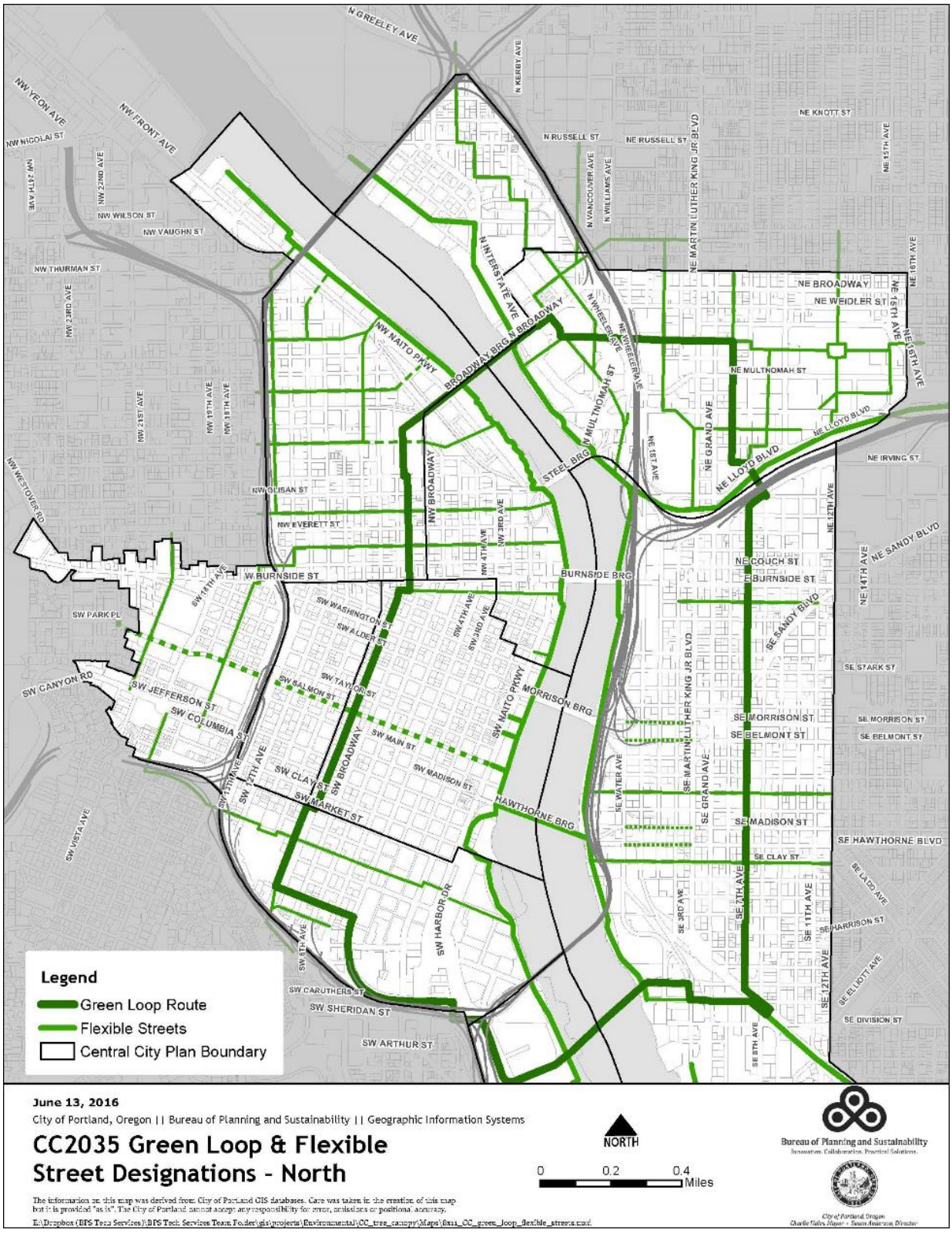
Central City 2035 policies further support these concepts and the accommodation of more trees. Policy 5.12, the Green Loop concept, calls for "innovative, park-like pedestrian environments and wildlife habitat connections" while Policy 6.10.c, Effective tree planting – Tree accommodation, encourages "wider sidewalk corridor furnishing zones and other right-of-way design elements (e.g., medians, bulb-outs) to facilitate planting and accommodation of larger canopy tree species."

Innovative street design actions might include closing off certain intersections that cross the Green Loop, allowing a large tree to be planted in the ROW; the addition of mid-block bulb-outs where larger trees could be planted; the removal of a parking lane and expansion of the sidewalk to allow for a double row of street trees; the addition of a planted median; or other innovative street designs that increase canopy.

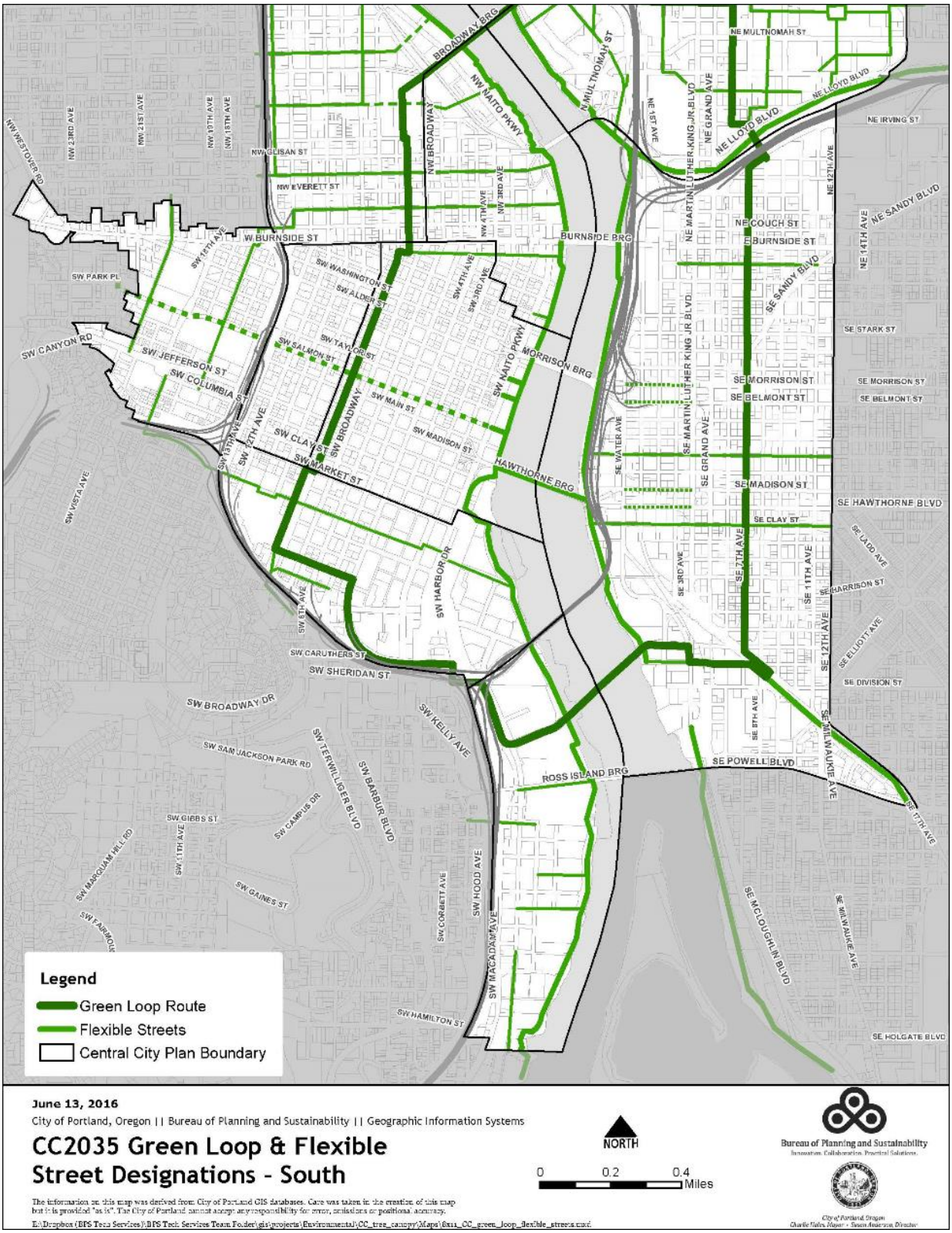
For this analysis, staff calculated the number of designated Flexible Street blocks along the Green Loop alignment, including seven east-west Flexible Street connectors (NW Flanders Street, SW Oak Street, SW Salmon Street, SW Montgomery Street, SE Ankeny Street, SE Salmon Street, and SE Clay Street), by subdistrict. The analysis excluded bridges and unbuilt connections along the Green Loop (e.g. the proposed bike/ped bridge over I-84). Average block area was then calculated by subdistrict, using the standard Central City block length of 200 feet multiplied by the standard ROW width of 60 feet.

It is not expected that every block of the Green Loop or flexible street connectors will include innovative street design elements between now and 2035. The sequencing of innovative street design related projects is likely to focus improvements in certain locations rather than distributing improvements throughout the Green Loop. As a result, some blocks likely won't include new treatments for some time, while other blocks could receive fairly heavy design treatments. For purposes of this analysis, staff assumed an additional 20 percent of canopy area on half of the Green Loop and associated Flexible Street connector blocks, on average. This is roughly the canopy equivalent of adding two medium sized trees to half of the Green Loop/flexible connector blocks, or one medium sized tree to all of them.

TC-Figure 3. Central City 2035 Green Loop and Flexible Street Designations – North



TC-Figure 4. Central City 2035 Green Loop and Flexible Street Designations – South



b. Flexible street design

As noted above, Recommended Draft Policy 5.10 calls to "establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible." In addition to the flexible streets associated with the Green Loop, the Central City 2035 Plan's proposed street hierarchy and development character concept includes a number of other streets with a "flexible" designation. Flexible streets outside the Green Loop alignment account for just over half of the total flexible streets in the Central City. In some districts, such as Central Eastside and Downtown, the majority of flexible streets are associated with the Green Loop. However, in other districts, such as the Lloyd and the Pearl, the Green Loop flexible streets only account for a small portion of the total in the district.

Staff used the same approach to model canopy on these other flexible streets as was used for the Green Loop analysis (see section a., above). Like the Green Loop, improvements on flexible streets will require significant public investment and will likely be catalyzed by future private development and/or other infrastructure improvements.

c. Investment in street tree planting

The Central City 2035 Plan includes multiple goals and policies supporting increased tree canopy, quality pedestrian environments, and the Green Loop, as listed earlier in this report.

Additional City investment in street tree planting, over and above the Baseline Scenario, will be needed to implement these policies effectively. For this scenario it is assumed that the City will sponsor two, two-year street tree planting projects in each subdistrict by 2035, instead of the one tree planting project that was assumed for the Baseline Scenario. Like the Baseline Scenario, it is assumed that maintenance of future ROW trees will remain the responsibility of the adjacent property owner. For the Baseline Scenario it was assumed, based on previous City-sponsored tree planting projects, that one two-year planting project would fill 20 percent of the potential planting spaces with new trees. However, for this additional planting project, it is assumed that trees will be planted in 10 percent of the remaining potential planting spaces associated with non-BLI lots over the second two-year period. The shift from 20 percent to 10 percent during the second two-year planting project is intended to reflect diminishing returns noted with previous City planting efforts. As in the Baseline Scenario, potential planting spaces that are less than three feet wide and those less than four feet wide that would require cutouts were not included in the analysis.

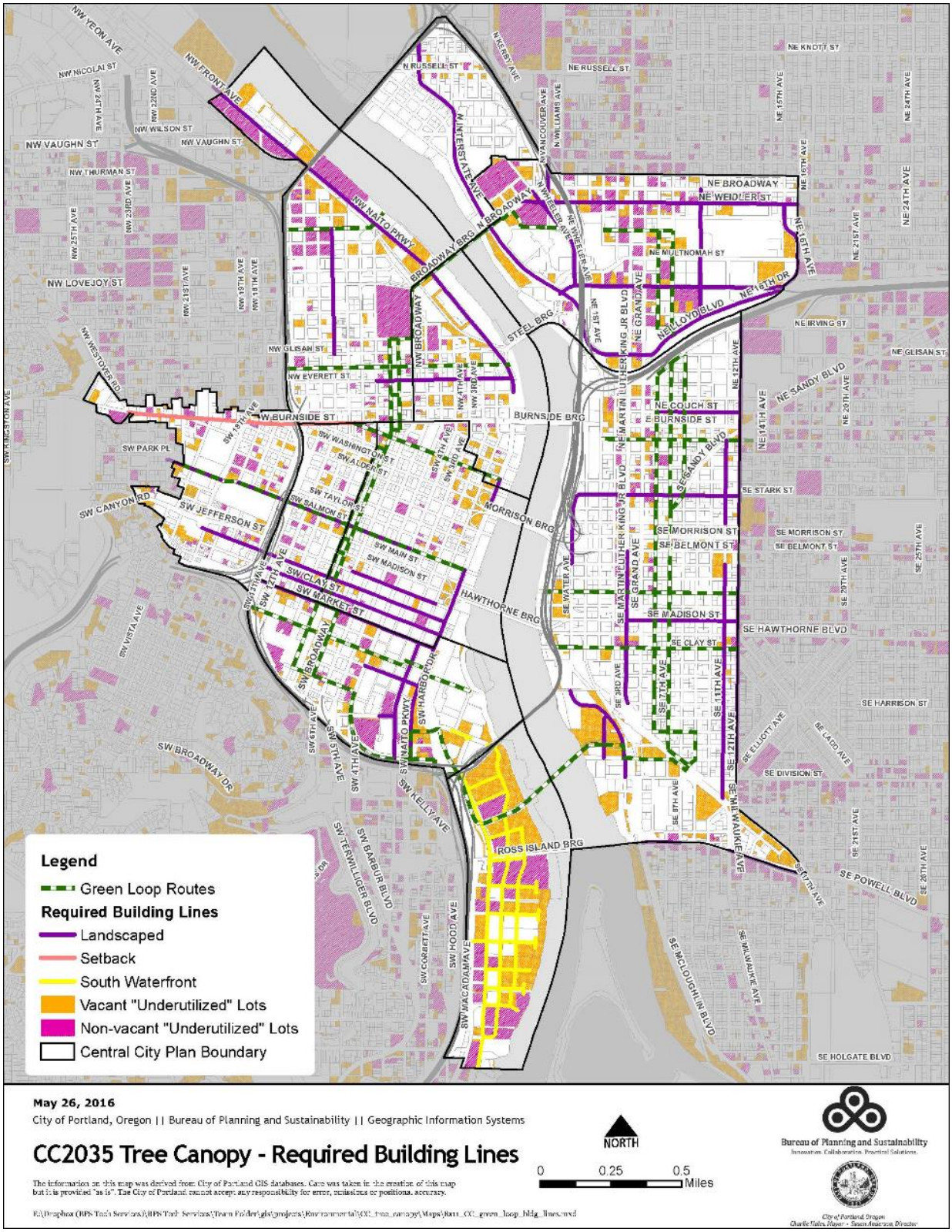
Staff conducted a preliminary analysis of planting and establishment costs associated with increased City investment in Central City street trees. Based on information provided by BES staff, it is estimated that a second planting project in which 10 percent of the potential planting spaces associated with non-BLI lots are planted would cost an additional $259,434 above the Baseline Scenario cost estimate, for a total of $908,019. This total includes the cost of procuring, planting, and a three-year establishment period for those trees, incorporating labor, materials, soil amendment, root barrier, tree stock, and concrete cut costs (including cut, permit, and concrete removal).

d. Optional Landscaped Building Setback Streets

The Recommended Draft includes revisions to the required building line standards. The revisions are intended to reflect the Street and Development Character concept from the quadrant plans. The major change is that on certain Central City streets, a front building setback, if chosen by the developer, must be landscaped. A new landscape standard for the setback area has been developed as a part of the Recommended Draft. The standard requires trees to be planted in the setback when a 12-foot setback is utilized. This requirement is incorporated into the methodology described below.

TC-Figure 5 below shows the Required Building Lines streets designated in the Recommended Draft code amendments and map. In the figure, landscape setback streets are identified.

TC-Figure 5. Central City Tree Canopy – Required Building Lines



Under the Baseline Scenario, it was assumed that 25 percent of new BLI developments would include a front setback, resulting in increased canopy from both ROW trees as well as potential new trees planted in the setback area. The Baseline Scenario further assumed that, for 25 percent of the BLI lots in each subdistrict, one small tree would be planted within the setback for each of those sites. For the Central City 2035 Scenario, it was assumed that, along the new landscaped streets, three small trees would be planted within the setback. Thus, the Central City 2035 Scenario estimated an additional two small trees within the optional setbacks along landscaped streets, when compared to the Baseline Scenario.

As mentioned in the optional front building setbacks section in the Baseline Scenario (Section 1, e), given the constraints on planting trees in the Central City, it is important to establish tools and approaches to ensure adequate subsurface soil volumes are provided in these setbacks to allow for medium and large trees to be planted and for improved tree health. The Recommended Draft includes a draft policy to encourage provision of adequate subsurface soil volumes especially for trees planted in conjunction with new development and infrastructure improvements. It is appropriate to focus this policy and associated implementing tools on development situations where extensive site grading is occurring and where the cost of materials and installation should be small when compared to total project costs.



Combination of street trees and trees planted in a building setback along SW Harrison Street.

e. Trees on buildings

The Baselines Scenario recognizes the growing trend of placing trees on buildings. The Central City 2035 Plan policies and implementing actions will directly and indirectly encourage innovative design approaches that are expected to increase the number of trees placed on buildings.

To account for these factors, Central City 2035 Scenario includes an additional increment of tree canopy from trees on buildings. The Central City 2035 Scenario utilizes the same methodology described in the

Baseline Scenario but increases the assumed tree canopy coverage on buildings from 5 percent to 10 percent.

f. Central City Master Plan areas

In support of Recommended Draft policies relating to large site development and the public realm, the Recommended Draft code includes a new Central City Master Plan process that would be required for master plan areas designated on Map 510-19 and optional for non-industrial, non-open space BLI sites that are at least 160,000 square feet in size. The minimum site area required to be eligible for the optional Master Plan process has been increased from the 80,000 square feet threshold in the Proposed Draft.

The master plan path provides developers of larger sites more flexibility and promotes innovative and sustainable site design, including identification of building locations, open space features, land uses, and phasing of development. Master plans will support functional connections with adjacent and nearby uses and infrastructure and the creation of dynamic public realms that include parks and open spaces, plazas, pedestrian walkways, trees, and other open space amenities.

A general approach was taken to estimate potential tree canopy across five of the six potential master plan areas that have been identified thus far. Tree canopy was estimated for the U.S. Postal Service based on more specific development plans for that site and is included in the Central City 2035 Scenario's planned parks analysis (see Subsection g, below). Tree canopy on the remaining five sites was modeled as follows. Per the master plan code language, 20 percent of the area of master plan areas would be devoted to the public realm, which could be comprised of park-like open spaces, pedestrian walkways, plazas, and/or private streets. Of the public realm, at least 50 percent or 20,000 square feet, whichever is greater, must be in the form of parks or plazas. An expected tree canopy range was then calculated for the public realm per the master plan tree density standard, which requires a minimum of one tree per 1,000 square feet if only small trees are planted or one tree per 3,000 square feet if medium or large trees will be planted.

The same approach was taken to model potential tree canopy for other Central City sites at least 160,000 sq. ft. in size. However, since the Master Plan approach is optional for these sites, it was assumed that only 25 percent would opt to apply for a master plan. Also, a number of the 160,000 sq. ft. or greater BLI sites in South Waterfront include river frontage and portions of the planned South Waterfront Greenway Trail extensions. Future tree canopy associated with the South Waterfront Greenway Trail extensions was modeled under the planned parks section (see Subsection g, below), so the area of these extensions was removed from the total area of 160,000 sq. ft. or greater sites in South Waterfront. Potential future tree canopy was modeled on the remaining area.

Since all of the master plan areas and potential 160,000 sq. ft. or greater sites are BLI sites, existing tree canopy was already subtracted as part of the Baseline Scenario calculations. Thus, this analysis calculates the incremental change associated with required and optional master plan area. The master plan assumptions are based on a preliminary concept and are subject to change.

g. Planned Central City parks and public spaces

Policies in the Recommended Draft call for expanding the Central City parks and open spaces system and acquiring new parks. During the Central City quadrant planning processes, a number of potential new parks and public spaces were identified, such as the South Waterfront Greenway north and south reach extensions, the PNCA and U.S. Postal Service north park blocks, and a series of new parks organized along an improved NE Clackamas Street.

For potential new parks in the Central City, Portland Parks and Recreation staff recommended applying the average of the range of preferred future canopy estimates developed for existing parks in the Baseline Scenario. This approaches recognizes that determining desirable and feasible tree canopy levels for future parks will require robust planning processes and consideration of factors that are not known at this time, such as desired park uses, landscape objectives, etc.

When PP&R acquires or redevelops park land in the Central City, incorporation of trees, along with other park needs, will be considered via a master planning process. In the meantime, for the purposes of this analysis, the average low and high preferred tree canopy ranges that PP&R prepared for existing Central City parks were applied to estimate future tree canopy for anticipated future Central City parks, based on anticipated future park area. The analysis for planned future parks included both PP&R-managed as well as other future potential private and/or other publicly managed parks.

Because specific locations are not yet known for many of these parks, it was not possible to subtract all existing canopy to estimate the net change in tree canopy. Thus, the overall increment of change modeled for planned parks may be an overestimate. In cases where a more specific location was known, such as the South Waterfront Greenway extensions and the Sullivan's Gulch Trail, existing canopy was removed.

For the South Waterfront Greenway extensions, it was also necessary to account for tree canopy modeling already done for this area – specifically, tree canopy associated with an expanded river setback on BLI sites between the Marquam Bridge and SW Gibbs Street for the north extension and SW Lane Street and the Central City boundary at SW Hamilton Court for the south extension. The river setback analysis modeled incremental canopy change for a 50-foot setback plus a 25-foot proxy for the area between ordinary high and top-of-bank. For the future park analysis, an additional increment of canopy was added to the river setback analysis, assuming an additional 25-foot-wide area along the length of the Greenway Trail expansion.

h. Expanded Willamette River setback

An expanded river setback (currently referred to as the Greenway Setback) is proposed in the Recommended Draft code. Expanding the setback from 25 feet to 50 feet, as recommended, would support numerous City policies calling for improved access to and along the river and for improved protection and enhancement of riparian ecological functions.

The 40 to 80 percent future tree canopy coverage range applied in the Baseline Scenario is applied to the 25-foot proxy for the riverbank plus the 50-foot setback area on BLI vacant and under-utilized sites with Willamette River frontage.

i. Riverbank enhancements

The riverbank enhancement targets contained in Volume 5 are intended to improve fish and wildlife habitat, as well as overall riparian function along the Willamette River. These enhancements are assumed to occur on sites not identified as likely to develop (i.e., non-BLI lots). The proposed riverbank enhancement targets and associated tree canopy assumptions are as follows:

- City-owned and other publicly owned land not identified in the BLI: The recommended targets call for 70 percent of the linear feet of vegetated riverbank to be enhanced. Multiplying by 75 feet (which represents the 50 foot proposed setback area plus the 25-foot proxy between ordinary high and top-of-bank) gives the area of riverbank to be enhanced. Similar to the Baseline Scenario, the 40-80 percent future tree canopy coverage assumption is applied to estimate tree canopy in the river setback area. Existing canopy on City or other publicly-owned vegetated banks is subtracted from modeled low and high range estimates to calculate the incremental change.

- City/private partnerships on non-BLI sites: The recommended targets call for 1,800 linear feet of privately owned vegetated riverbank to be enhanced. It is assumed that these 1,800 linear feet will be distributed proportionally based on the percent of privately-owned vegetated riverbank contained in each subdistrict. The privately-owned linear feet estimate is multiplied by 75 feet to calculate the total enhancement area and then the 40-80 percent future tree canopy coverage is applied within that area.

  Specific locations of the 1,800 linear feet of enhancement generated by city/private partnerships are not known, so it is not possible to subtract existing tree canopy from the proposed enhancement area. However, the Central City 2035 Plan includes a new River Open Space Bonus which would allow property developers to choose to increase their setback width in exchange for increased FAR. The increased setback would have to be landscaped. For the purposes of this analysis, it was assumed that the existing tree canopy and any potential new canopy from the river open space bonus would be roughly equivalent and therefore no reduction in tree canopy has been made for existing trees in this enhancement area.

j. Central City 2035 Plan Scenario results and draft tree canopy targets

The future tree canopy estimates for the Central City 2035 Plan scenario are presented below and proposed as the Central City 2035 Plan tree canopy targets.

The targets represent a considerable increase in canopy relative to existing canopy, and compared to the Baseline Scenario as well. Under the Central City 2035 plan, tree canopy is projected to increase by 46.0 to 117.1 acres in total across the Central City relative to existing canopy (339.4 acres). This is equivalent to the area of between 50 to 128 downtown city blocks and represents an increase from 13.5 percent to as high as 18.1 percent Central City-wide.

The Central City 2035 Scenario also projects an increase of 31.8 to 44.7 acres in overall tree canopy, relative to the Baseline Scenario. This corresponds to an additional 1.3 to 4.1 percent increase in tree canopy. The total future canopy under the Central City 2035 Plan is projected to reach between 15.3 and 18.1 percent.

Variability in tree canopy by subdistrict is projected to continue under the Central City 2035 Plan. In the Central Eastside subdistrict tree canopy is projected to increase by between nine and twenty acres. This represents a minimum sixteen percent increase from existing conditions, bringing that subdistrict to between 8.7 and 10.3 percent tree canopy in the future. On the other hand, tree canopy in subdistricts with higher existing percentages, including Goose Hollow, the West End and South Downtown/ University, is projected to remain relatively constant or increase slightly compared to existing canopy.

In the Central City 2035 Plan Scenario, tree canopy in the Lloyd District is projected to increase five to seven acres, or about 1.4 to 1.8 percent, when compared to the Baseline Scenario. This would bring total tree canopy in the Lloyd subdistrict to between 15.and 18.4 percent. An additional 5.9 to 10.3 acres of future tree canopy, or 3.3 to 5.9 percent, is projected for the South Waterfront subdistrict in the Central City 2035 Plan. This would bring total tree canopy in the subdistrict to between 14.1 and 26.7 percent. In other subdistricts, increases in canopy vary, ranging from about one to five additional acres in each subdistrict. Projected future tree canopy in the Lower Albina subdistrict is expected to increase by less than one percent. As a result, its future tree canopy percentage continues to be the lowest in this scenario, at 7.1 to 7.3 percent.

Approximately 10 to 13 acres of tree canopy is projected to be generated in conjunction with new development. This increase reflects the combined effect of the proposed expanded river setback and various City development-related code requirements for trees on ROW and tax lots. This increase also reflects assumed additional tree canopy associated with optional building setbacks and trees on buildings. Encouraging and providing incentives to maximum subsurface soil volumes in conjunction with development will support the incorporation of larger, healthier site trees and street trees.

Investments associated with future City street tree planting projects along with streetscape improvements along the Green Loop and as a part of flexible street design are projected to increase tree canopy by 16.3 acres. Almost 13 acres of this additional canopy is associated with assumed street tree investments along the Green Loop and in Flexible streets. Investments in riverbank enhancement to meet Central City 2035 targets is projected to generate an additional 3 to 7. 5 canopy acres. While investment in new parks is projected to generate 2.6 to 7.6 more acres of canopy.

Overall, the strategies included in this analysis represent a diverse mix of proactive City investments and public-private partnerships, regulatory mechanisms, and market-based (non-regulatory) conditions. This combination of future actions provides a unique opportunity to create a unique tree canopy fabric throughout the Central City. City investments and public-private partnerships are projected to increase tree canopy between 22.0 and 31.4 acres, or between approximately 69 and 70 percent of the projected canopy increase. Tree canopy increases resulting from new codes and requirements would be expected to increase tree canopy by 7.5 to 10.9 acres, or between 23.6 and 24.4 percent of the projected low and high canopy increase, respectively. The remainder of the estimated canopy increase is expected to be associated with trees on new buildings. Incorporation of trees on buildings is expected to result from both market demand and encouragement by the City as a part of plan implementation.

This mix of actions demonstrates the critical role the City will play – and substantial investment needed – to reach the Central City 2035 Plan tree canopy targets.

TC-Table 7 presents the results of the Central City 2035 Scenario analyses and associated tree canopy targets.

TC-Table 7. Central City 2035 Plan Scenario

				PROJECTED CHANGES IN TREE CANOPY (from Baseline Scenario)														CC2035 PLAN FUTURE TREE CANOPY			
				ROW			TAX LOTS						PARKS		OTHER		TOTAL					
Central City District	District Area[1] (acres)	Baseline Canopy - LOW[2] (acres)	Baseline Canopy - HIGH[2] (acres)	Investment: Street Tree Planting[3] (acres)	Investment: Green Loop[4] (acres)	Investment: Flexible Street Design (acres)	Optional Front Setbacks - Landscaped Streets[5] (acres)	Master Plan and Large Development Sites - LOW[6] (acres)	Master Plan and Large Development Sites - HIGH[6] (acres)	Increased River Setback - LOW[7] (acres)	Increased River Setback - HIGH[7] (acres)	Trees on Buildings (acres)	Investment: New Parks - LOW[8] (acres)	Investment: New Parks - HIGH[8] (acres)	Investment: Riverbank Enhancement - LOW[9] (acres)	Investment: Riverbank Enhancement - HIGH[9] (acres)	Total Canopy Change - LOW (acres)	Total Canopy Change - HIGH (acres)	CC2035 Tree Canopy - LOW (acres)	CC2035 Tree Canopy - HIGH (acres)	CC2035 Tree Canopy - LOW (% of District)	CC2035 Tree Canopy - HIGH (% of District)
Central Eastside	706	53.9	61.3	0.6	2.5	0.3	0.2	1.5	1.7	0.3	0.5	0.2	0.4	1.8	1.8	3.9	7.9	11.8	61.8	73.1	8.7%	10.3%
Lloyd District	385	54.8	64.1	0.5	0.7	1.8	0.2	1.2	1.4	0.0	0.0	0.5	0.4	1.5	0.2	0.3	5.4	6.8	60.2	70.9	15.6%	18.4%
Lower Albina	138	9.1	9.2	0.2	0.0	0.4	0.0	0.1	0.1	0.0	0.0	0.0	0.0	0.0	0.1	0.1	0.7	0.8	9.8	10.0	7.1%	7.3%
Downtown	222	46.1	49.6	0.8	1.2	0.2	0.1	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.0	0.1	2.4	2.5	48.4	52.0	21.8%	23.4%
Goose Hollow	175	32.6	36.8	0.2	0.2	0.6	0.0	0.6	0.7	0.0	0.0	0.1	0.0	0.0	0.0	0.0	1.7	1.8	34.3	38.6	19.7%	22.1%
Old Town/Chinatown	130	21.4	23.2	0.2	0.3	0.4	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.2	0.3	1.2	1.3	22.6	24.5	17.4%	18.8%
Pearl District	277	52.7	58.8	0.5	0.7	1.4	0.1	0.1	0.1	0.6	1.1	0.5	0.4	1.6	0.3	0.6	4.4	6.5	57.0	65.4	20.6%	23.6%
South Downtown/University	218	46.7	53.7	0.1	0.9	0.3	0.1	0.1	0.1	0.0	0.0	0.2	0.0	0.0	-0.3	0.2	1.4	1.9	48.0	55.6	22.0%	25.5%
South Waterfront	177	19.1	36.9	0.1	0.2	0.3	0.0	0.4	0.4	1.9	3.9	0.7	1.5	2.7	0.8	1.9	5.9	10.3	25.0	47.2	14.1%	26.7%
West End	95	17.3	18.3	0.5	0.3	0.0	0.1	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.9	0.9	18.2	19.3	19.1%	20.2%
Central City Total	***2,523***	***353.6***	***411.8***	***3.6***	***7.0***	***5.7***	***0.9***	***3.8***	***4.5***	***2.8***	***5.5***	***2.4***	***2.6***	***7.6***	***3.0***	***7.5***	***31.8***	***44.7***	***385.4***	***456.5***	***15.3%***	***18.1%***

1 Water not included.
2 Includes existing tree canopy.
3 Additional canopy resulting from a second 2-year city street tree planting effort - an additional 10% of remaining potential planting spaces planted (not adjacent to BLI sites).
4 The Green Loop investment includes proactively planting 70% of potential planting spaces (non-BLI) along the Green Loop and four major east-west connectors, plus additional canopy due to innovative street design along the Green Loop and seven east-west connectors.
5 Optional setback associated with new (re)development (BLI sites). Increment of change based on new landscaped streets in CC2035 Plan; assumes two additional small trees in setback area on landscaped streets (baseline assumed one).
6 Includes canopy estimate on required master plan sites plus 25% of non-industrial BLI sites >160,000 square feet.
7 Additional canopy from increasing river setback from 25' to 50'. Also includes area between ordinary high water and top of bank, using 25 feet as a proxy.
8 Includes anticipated future parks (PP&R-managed and other). Note: Because specific locations/boundaries of planned parks are not known, existing canopy has not been subtracted from many of the planned parks. Thus, these numbers may overestimate canopy associated with new parks.
9 Additional canopy based on the 2035 riverbank enhancement targets. Includes canopy within 75' landward from ordinary high water.

The tree canopy estimates calculated for the Central City 2035 Plan Scenario are proposed to serve as the updated draft tree canopy targets for the Central City. These targets are aspirational and will be challenging to meet. However, they are achievable with effective implementation of the proposed package of regulatory changes and investments.

As demonstrated in TC-Table 8, the targets resulting from Central City 2035 Plan Scenario analysis are generally in line with preliminary tree canopy targets developed as a part of the quadrant plans. Overall, the potential tree canopy range for the Central City is generally consistent with the original targets. However, individual subdistricts vary in their consistency with the quadrant plan targets. Only the Old Town/Chinatown subdistrict Central City 2035 Plan target significantly exceeds the original target in the West Quadrant Plan. The Lower Albina, South Downtown/University, and Downtown subdistrict targets are lower than originally targeted during the West Quadrant planning effort. Central City 2035 Plan targets for all other subdistricts are generally consistent with the quadrant plan targets.

TC-Table 8. Comparison of Preliminary Tree Canopy Targets in Quadrant Plans and Central City 2035 Tree Canopy Targets

Geography	Quadrant Tree Canopy Targets (%)	Central City 2035 Tree Canopy Targets (%)
Central Eastside	10	8.7 – 10.3
Lloyd District	18	15.6 – 18.4
Lower Albina	10	7.1 – 7.3
Downtown	25	21.8 – 23.4
Goose Hollow	20	19.7 – 22.1
Old Town/Chinatown	10	17.4 – 18.8
Pearl District	20	20.6 – 23.6
South Downtown/University	30	22.0 – 25.5
South Waterfront	20	14.1 – 26.7
West End	20	19.1 – 20.2
Central City Totals	***17***	***15.3 – 18.1***

III. Conclusions and Recommendations

This analysis indicates that future tree canopy in the Central City is anticipated to increase and that the Recommended Draft Central City 2035 Plan will result in substantial increases in tree canopy over time. Furthermore, the analysis demonstrates that the approaches included in the Central City 2035 Plan Scenario are likely to enable the Central City as a whole to reach the preliminary tree canopy targets estimated in the quadrant plans.

Reaching these targets will be challenging but they are achievable. A mix of tools will be needed. Recommended Central City 2035 policies and regulations will increase the amount of trees to be preserved or planted in conjunction with new development (e.g., river setback, landscaping, street trees, optional building setbacks, master plan areas). Substantial investment will be needed to fund proactive street tree planting, streetscape improvements (e.g., Green Loop and flexible streets), proposed riverbank enhancements, and new parks. In addition, tools are needed to ensure that, whenever possible, adequate sub-surface soil volumes are provided for future trees planted in tax lots, rights-of-way, and parks, particularly trees planted in conjunction with development or major infrastructure projects. Specific requirements aimed at increasing the provision of adequate subsurface soil volumes in conjunction with development and major infrastructure projects should be considered as a mechanism to facilitate the planting of medium or large trees. This could greatly increase tree canopy at maturity. This is especially important given planting constraints in the Central City.

With the intensity of development increasing in the Central City, the desire of developers to place building utility infrastructure (vaults/voids) in the ROW is becoming increasingly common, limiting the ability to provide multiple street trees along these blocks. This represents an area where competing City priorities intersect. As the Central City continues to grow over the life of the plan, ensuring provision of tree canopy will be critical. City staff should work to find creative solutions that balance the needs of more intense development with the provision of street trees.

Additionally, to better position the City to achieve the Central City 2035 Plan targets, incentives for the preservation of existing healthy, non-nuisance trees should also be considered. Creative design approaches aimed at preserving existing trees, especially medium and large, healthy trees, should be strongly encouraged. Medium and large trees provide substantial ecosystem services that will take many years to replace after tree removal, even if a new tree is planted in its place. This issue is likely to be addressed as a part of a future review of Title 11, Trees.

TC-Table 9 compares future tree canopy scenario results with existing tree canopy, and presents the proposed Central City 2035 tree canopy targets.

TC-Table 9. Central City Tree Canopy Scenario Results and Draft Tree Canopy Targets

				Baseline Future Tree Canopy Scenario[2]		CC2035 Plan Scenario & Draft Tree Canopy Targets[3]	
CC Subdistrict		**Subdistrict Area[1] (acres)**	**Existing tree canopy**	**LOW**	**HIGH**	**LOW**	**HIGH**
Central Eastside	acres	706	53.0	53.9	61.3	61.8	72.9
	%		*7.5%*	*7.6%*	*8.7%*	*8.7%*	*10.3%*
Lloyd District	acres	385	61.2	54.8	64.1	60.2	70.9
	%		*15.9%*	*14.2%*	*16.6%*	*15.6%*	*18.4%*
Lower Albina	acres	138	8.3	9.1	9.2	9.8	10.0
	%		*6.1%*	*6.6%*	*6.7%*	*7.1%*	*7.3%*
Downtown	acres	222	45.3	46.1	49.6	48.4	52.0
	%		*20.4%*	*20.7%*	*22.3%*	*21.8%*	*23.4%*
Goose Hollow	acres	175	36.9	32.6	36.8	34.3	38.6
	%		*21.2%*	*18.7%*	*21.1%*	*19.7%*	*22.1%*
Old Town/Chinatown	acres	130	21.8	21.4	23.2	22.6	24.5
	%		*16.7%*	*16.5%*	*17.8%*	*17.4%*	*18.8%*
Pearl District	acres	277	28.7	52.7	58.8	57.0	65.4
	%		*10.4%*	*19.0%*	*21.3%*	*20.6%*	*23.6%*
South Downtown/University	acres	218	53.1	46.7	53.7	48.0	55.6
	%		*24.3%*	*21.4%*	*24.6%*	*22.0%*	*25.5%*
South Waterfront	acres	177	16.2	19.1	36.9	25.0	47.2
	%		*9.1%*	*10.8%*	*20.8%*	*14.1%*	*26.7%*
West End	acres	95	14.8	17.3	18.3	18.2	19.3
	%		*15.5%*	*18.2%*	*19.2%*	*19.1%*	*20.2%*
Central City Total	**acres**	***2,523***	**339.4**	**353.6**	**411.8**	**385.4**	**456.5**
	%		***13.5%***	***14.0%***	***16.3%***	***15.3%***	***18.1%***

[1] Does not include water; [2] Includes existing tree canopy; [3] Includes existing and baseline tree canopy.

Appendix A. Alternative Options

In addition to the Baseline and Central City 2035 Plan scenarios, staff considered additional options to increase tree canopy that are not included in the Central City 2035 Scenario or the draft tree canopy targets.

These options are intended to be illustrative, providing information that will help respond to community interests or questions. These options are also intended to help inform potential future program decisions and planning efforts, including City street tree planting programs and updates to Title 11, Trees.

1. More parks and open spaces

It is plausible, if not likely, that over 20 years the Central City will accrue parks and open spaces beyond those called for in the Central City 2035 Plan. Such new parks and open spaces could be City owned or managed, or they could be privately owned or owned by another public agency.

However, any additional park-like open spaces would likely be modest in scale given high land values and competition for land in the Central City.

For this option, Portland Parks and Recreation staff recommended assuming an additional six acres of parks. It was assumed that these six acres of parks will be distributed proportionally across each of the subdistricts. Anticipated tree canopy was then calculated for each subdistrict using averages of PP&R's low and high preferred canopy ranges.

2. More investment in street trees

The Baseline and Central City 2035 Plan scenarios modeled expected increases in tree canopy associated with one and two two-year City-sponsored tree planting projects, respectively. Based on data collected by BES, the first of these two-year plantings could be expected to result in a 20 percent increase in the number of trees planted on non-BLI lots while the second was expected to result in a 10 percent increase.

This option estimates the maximum amount of additional street tree canopy that could be provided along rights-of-way were the City to undertake a more ambitious Central City street-tree planting program. Given planting constraints discussed earlier in the report, it is assumed that 70 percent of the potential ROW planting spaces could be planted by 2035 (100 percent minus the 30 percent planting constraint described in the scenario analysis above). Combined with existing trees this would total approximately 13,863 trees with a 92 percent future stocking level.

Planting 70 percent of the potential ROW planting spaces in the Central City would require additional funding and investment. However, based on past experience, it would also be challenging to plant this many trees given property owner resistance to planting trees. BES has documented that the responsibility and cost to maintain street trees is one of the main reasons that property owners choose not to plant additional street trees. If the City were to assume increased responsibility for the planting, establishment, and maintenance of street trees it is anticipated that property owners would be more receptive to new

street trees. In addition, the City would have a basis to plant trees without requiring prior property owner approval.

Based on information provided by staff from BES and PP&R, the cost of planting and establishing trees in 70 percent of the potential planting spaces associated with non-BLI lots would be $2,270,048. This is a $1,362,029 increase over the costs associated with the Central City 2035 Scenario. Planting and establishment costs include labor, materials, soil amendment, root barrier, tree stock, and concrete cut costs (including cut, permit, and concrete removal). Potential planting spaces that are less than three feet wide and those less than four feet wide that would require cutouts were not included in the analysis.

If the City were to assume responsibility for the expanded maintenance of existing and future street trees in the Central City (e.g., tree assessment and pruning), the annual cost is estimated to be $788,000 per year, assuming 70 percent of the potential spaces are planted (including those associated with both BLI and non-BLI sites).

3. Required building setbacks

The Central City 2035 Plan Scenario estimated changes in tree canopy associated with anticipated optional front building setbacks on future development sites. The plan would allow but not require front building setbacks in certain zones. This would provide flexibility while also supporting policies calling for active streetscapes and first floor uses.

Stakeholders have expressed interest in how additional setbacks or other tools could increase tree canopy on private property. This section describes three options developed to assess the tree canopy impact of requiring (rather than allowing) setbacks in the Central City. This evaluation is intended to be illustrative only, given that requiring setbacks would conflict with many Central City goals and policies.

The first option modeled changes in tree canopy assuming setbacks are required only along the Green Loop alignment, including the four primary east-west connections, and along all streets that would be required to do a landscaped setback under the proposed optional setback plan. The section of the Green Loop between SW Salmon Street and W Burnside Street was excluded from this analysis because it is the most urban section of the Green Loop and is less likely to include a setback.

Changes in canopy were modeled for both right-of-way trees and potential new trees within the setback area itself. For the Central City 2035 Plan Scenario it was assumed that with an optional setback code provision, 25 percent of the BLI-designated vacant and underutilized lots and BLI sites along the Green Loop would develop with setbacks. It was also assumed that for lots with setbacks, small potential front planting spaces could accommodate medium trees. A third assumption was that for lots developed with setbacks tree canopy of medium and large trees would no longer be as constrained by buildings. In other words, the 20 percent canopy reduction on medium trees and 20 of the 30 percent canopy reduction on large trees applied in zones allowing lot-line to lot-line development are eliminated and this canopy is regained (see Central City 2035 Scenario discussion above for more information).

For this “required setback” option, it was assumed that all of the BLI-designated vacant and underutilized sites along the Green Loop, four primary east-west connections, and streets where setbacks would need to be landscaped per the draft code would have a setback along the primary frontage. The 30 percent

overall constraint is still applied so that 70 percent of the potential ROW planting spaces associated with BLI sites are assumed to be planted in conjunction with future development. To estimate additional canopy within the setback it was assumed that there would be three small trees per BLI site.

The second option modeled anticipated changes in canopy if front setbacks were required for BLI-designated vacant and underutilized sites along all streets except those in industrial zones. In the third option, setback requirements would apply to all BLI sites in the Central City. Again, changes in canopy were modeled for both right-of-way trees and potential new trees within the setback area itself. The 30 percent overall constraint was applied so that 70 percent of the potential ROW planting spaces associated with BLI sites are assumed to be planted in conjunction with future development.

For these latter two options, tree canopy within the setback was estimated assuming one additional small tree per BLI site. This estimate is more conservative to reflect the likelihood that fewer trees would be planted outside the Green Loop and landscaped setback designated streets, particularly in industrial areas.

4. Apply Title 11 Tree Preservation and/or Tree Density (Planting) Standards in Zones that are Currently Exempt

Title 11 Tree Preservation and Tree Density Standards do not currently apply to industrial, commercial and employment zones that have no existing Title 33 landscaping requirements (IH, IG1, EX, CX, CS, and CM). These zones comprise a majority of the Central City area. The Title 11 Tree Preservation Standards also do not apply to developments with existing or proposed building coverage of 85 percent or more. For the Baseline and Central City 2035 scenarios it was therefore assumed that future development on BLI-designated vacant and underutilized lots in these zones could result in no (zero) tree canopy on the development sites. The zero tree canopy result is represented in the “low” estimates for these scenarios.

These exemptions were established in part because they were adopted when the City lacked a current Economic Opportunities Analysis and was therefore unable to fully examine and determine if additional tree regulations would affect employment land supply. The City has since produced a new Economic Opportunities Analysis that will allow this evaluation to take place.

The purpose of this option is to assess how tree canopy could change if the Title 11 Tree Preservation and/or Tree Density exemptions were eliminated. This was modeled as follows.

- For IG1 and IH, the new low canopy estimate is assumed to be five percent of the total area of BLI sites by subdistrict. This is based on the existing ten percent tree density standard that currently applies in other industrial zones. It is also assumed that any existing trees that are preserved would count toward the tree density requirement. The ten percent was lowered to five percent since applicants may choose to pay the fee in lieu of tree preservation and planting. Both five percent and ten percent were modeled and are incorporated into the summary table low and high, respectively.

- For CX and EX, the new low canopy estimate is assumed to be ten percent. This is based on the existing 15 percent minimum tree density standard that applies in other commercial zones. It is

also assumed that existing trees that are preserved would count toward the tree density requirement. The 15 percent was lowered to ten percent since applicants could choose to pay a fee in lieu of tree preservation and planting. Both ten percent and 15 percent were modeled and are incorporated into the summary table low and high, respectively.

One way to increase the benefit of applying the Tree Preservation and Tree Density standards in the Central City would be to require that fees-in-lieu be used to plant trees only in the Central City. This would provide additional revenue for the City to plant trees in the Central City or potentially to help pay for proactive riverbank enhancement.

5. Additional options to increase right-of-way tree canopy

The Central City 2035 Scenario incorporated various assumptions for trees in rights-of-way (ROW). Additional discussion of options to improve ROW tree canopy could address targeted planting of large trees, street bump outs, street diets, or replacing a traffic lane with a treed median, etc. on a larger subset of streets than just the flexible streets. Potential limitations on the placement of new vaults/voids under the sidewalk corridor would reduce constraints on street tree planting. In addition, the City could evaluate requiring ROW dedications to increase the width of the sidewalk corridor and facilitate tree planting and/or planting of larger trees. This would require examination of nexus and proportionality between new development/redevelopment and furnishing zone sidewalk dedications to provide more space for trees. (Note: These options were not modeled and are therefore not addressed in the results section below.)

Results

Of the alternative options considered, the largest projected tree canopy increases are associated with application of Title 11 Tree Preservation and Tree Density Standards in zones that are currently exempt from these standards. As demonstrated in TC-Table A-1 and TC-Table A-2, this change is projected to generate an additional 33 to 54 acres of tree canopy, or 1.3 to 2.1 percent across the Central City. Applying these standards would require amending Title 11 and an analysis of potential impacts on employment land supply in accordance with the City's Economic Opportunities Analysis. It is recommended that the exemptions from these standards be evaluated thoroughly during the next comprehensive update of Title 11, Trees. The impacts of revising or eliminating the exemptions should be considered, including tree canopy benefits and impacts on development potential and cost, housing affordability and other City goals and policies.

The next largest projected increase in tree canopy is associated with additional investment in street tree planting. This option is also projected to have significant future public costs associated with planting and maintaining the street trees. An ambitious planting project accompanied by public investment in street tree maintenance could add roughly 19 acres (0.8 percent) of tree canopy across the Central City. Such a project could make a big impact in terms of stormwater management, urban heat island, improved pedestrian experience, and other considerations. However, this option would also have significant public costs and would require a change in City policy, which currently assigns the responsibility of street tree maintenance to adjacent property owners. Committing City resources to maintain street trees in the

Central City also raises equity issues, such as whether those public dollars could be better spent to maintain street trees or provide other services in parts of the City with historically underserved or under-represented communities.

Additional front building setbacks or other tools to increase tree canopy on tax lots could provide some additional tree canopy; however, requiring building setbacks in the Central City would conflict with other Central City goals and policies. If front setbacks were required only along the Green Loop and associated connectors and streets, an additional 3.3 acres (0.13 percent) of tree canopy is estimated. If front setbacks were also required along streets in either non-industrial zones or along all other Central City streets, an additional 12.4 (0.1 percent) to 14.3 acres (0.5 percent), respectively, would be expected. This increase would come from street trees that can grow larger as well as trees planted in the setback itself.

The potential benefits of additional parks within the Central City were also investigated. Investments in new public or private parks, or park-like open spaces, are projected to increase Central City tree canopy by approximately 2 to 3 acres, or roughly 0.1 percent.

TC-Table A-1 and TC-Table A-2 present the results of the alternative options described in this section, alongside a comparison of existing tree canopy and Baseline and Central City 2035 scenarios.

TC-Table A-1. Alternative Future Tree Canopy Options (presented in acres)

							PROJECTED INCREMENTAL CHANGES IN TREE CANOPY (from CC2035 Scenario)										
							ROW				TAX LOTS					PARKS	
CC District	District Area[1] (acres)	Existing Canopy (2014) (acres)	Baseline Total Tree Canopy Acreage - LOW[2]	Baseline Total Tree Canopy Acreage - HIGH[2]	2035 Total Tree Canopy Acreage - LOW[3]	2035 Total Tree Canopy Acreage - HIGH[3]	Investment: Street Tree Planting[4] (acres)	Required Setbacks - Specified Streets and Green Loop - ROW Canopy[5] (acres)	Required Setbacks - All Streets Except Industrial- ROW Canopy[6] (acres)	Required Setbacks - All Streets - ROW Canopy[7] (acres)	Required Setbacks - Specified Streets and Green Loop - Setback Canopy[8] (acres)	Required Setbacks - All Streets Except Industrial - Setback Canopy[6] (acres)	Required Setbacks - All Streets - Setback Canopy[7] (acres)	Tree Density Standards in All Zones - LOW[9] (acres)	Tree Density Standards in All Zones - HIGH[10] (acres)	Investment: New Parks (additional) - LOW[11] (acres)	Investment: New Parks (additional) - HIGH[11] (acres)
Central Eastside	706	53.0	53.9	61.3	61.8	72.9	3.4	1.1	2.0	3.4	0.4	0.7	1.0	5.7	10.5	0.8	0.9
Lloyd District	385	61.2	54.8	64.1	60.2	70.7	2.5	0.0	0.9	0.9	0.3	0.7	0.7	6.9	10.6	0.6	0.7
Lower Albina	138	8.3	9.1	9.2	9.8	10.0	0.9	0.1	0.1	0.1	0.0	0.1	0.1	0.2	0.3	0.2	0.2
Downtown	222	45.3	46.1	49.6	48.5	52.1	4.2	0.1	0.6	0.6	0.1	0.4	0.4	2.0	3.0	0.1	0.2
Goose Hollow	175	36.9	32.6	36.8	34.4	38.6	1.1	0.0	1.6	1.6	0.1	0.5	0.5	1.3	2.0	0.1	0.1
Old Town/Chinatown	130	21.8	21.4	23.2	22.6	24.5	1.2	0.0	0.2	0.2	0.0	0.3	0.3	1.9	2.8	0.1	0.1
Pearl District	277	28.7	52.7	58.8	57.2	65.5	2.4	0.1	1.3	1.5	0.2	0.5	0.5	5.0	8.1	0.2	0.2
South Downtown/University	218	53.1	46.7	53.7	48.1	55.6	0.3	0.1	0.3	0.3	0.3	0.3	0.3	3.0	4.6	0.1	0.2
South Waterfront	177	16.2	19.1	36.9	25.2	47.3	0.6	0.0	0.6	0.6	0.0	0.2	0.2	7.0	11.5	0.1	0.1
West End	95	14.8	17.3	18.3	18.2	19.3	2.4	0.1	0.7	0.7	0.2	0.4	0.4	0.5	0.7	0.1	0.1
Central City Total	***2,523***	***339.4***	***353.6***	***411.8***	***385.9***	***456.8***	***19.0***	***1.6***	***8.3***	***9.8***	***1.7***	***4.1***	***4.5***	***33.4***	***54.1***	***2.3***	***2.8***

1 Water not included.
2 Includes existing tree canopy.
3 Includes existing and baseline tree canopy.
4 This is an incremental increase in tree canopy after the two modeled street tree investments (20% in baseline, plus another 10% of that in 2035). This brings the total percent of non-BLI potential planting spaces planted up to 70%.
5 This is an incremental increase in canopy if front setbacks were required on the Green Loop and streets where a setback would need to be landscaped (per Required Building Lines code). The assumptions are that small trees along these streets could be replaced with medium trees, and that medium trees would regain the 20% and large trees would regain 20 of the 30% lost due to buildings coming up to the lot line.
6 Required setbacks on all streets except industrial zones. Assumption of 10 foot setback for ROW calculations and 1 tree per non-OS BLI lot for tax lot calculations.
7 Required setbacks on all streets in all zones. Assumption of 10 foot setback for ROW calculations and 1 tree per non-OS BLI lot for tax lot calculations.
8 Required setbacks on the Green Loop and streets where a setback would need to be landscaped would also result in increased canopy within the setback itself. This assumes canopy associated with 3 small trees per BLI tax lot.
9 In zones with 100% building coverage and no landscaping requirements (CX, EX, IG1, and IH), the original calculations for canopy on BLI tax lots used zero as the minimum end of the range. This brings the minimum up to 5% for industrial and 10% for CX and EX to account for pay-in-lieu (reduces the minimum standard by 5%). Previous low range calculated on tax lots was subtracted to yield incremental increase.
10 In zones with 100% building coverage and no landscaping requirements (CX, EX, IG1, and IH), the original calculations for canopy on BLI tax lots used zero as the minimum end of the range. This brings the minimum up to 10% for industrial and 15% for CX and EX. Previous low range calculated on tax lots was subtracted to yield incremental increase.
11 An aspirational assumption of two additional acres of new parks per quad was used. New park acreage was proportionally allotted to districts within each quad based on area. PP&R's preferred Central City low and high canopy ranges were applied.

TC-Table A-2. Alternative Future Tree Canopy Options (presented as percent of district area)

							PROJECTED INCREMENTAL CHANGES IN TREE CANOPY (from CC2035 Scenario)										
							ROW				TAX LOTS					PARKS	
CC District	District Area[1] (acres)	Existing Canopy (2014)	Baseline Total Tree Canopy - LOW[2]	Baseline Total Tree Canopy - HIGH[2]	2035 Total Tree Canopy - LOW[3]	2035 Total Tree Canopy - HIGH[3]	Investment: Street Tree Planting[4]	Required Setbacks - Specified Streets and Green Loop - ROW Canopy[5]	Required Setbacks - All Streets Except Industrial- ROW Canopy[6]	Required Setbacks - All Streets - ROW Canopy[7]	Required Setbacks - Specified Streets and Green Loop - Setback Canopy[8]	Required Setbacks - All Streets Except Industrial - Setback Canopy[6]	Required Setbacks - All Streets - Setback Canopy[7]	Tree Density Standards in All Zones - LOW[9]	Tree Density Standards in All Zones - HIGH[10]	Investment: New Parks (additional) - LOW[11]	Investment: New Parks (additional) - HIGH[11]
Central Eastside	706	7.5%	7.6%	8.7%	8.7%	10.3%	0.5%	0.16%	0.29%	0.48%	0.06%	0.09%	0.15%	0.8%	1.5%	0.11%	0.13%
Lloyd District	385	15.9%	14.2%	16.6%	15.6%	18.4%	0.7%	0.01%	0.23%	0.23%	0.09%	0.18%	0.18%	1.8%	2.8%	0.15%	0.18%
Lower Albina	138	6.1%	6.6%	6.7%	7.1%	7.3%	0.6%	0.04%	0.10%	0.08%	0.03%	0.04%	0.06%	0.1%	0.2%	0.15%	0.18%
Downtown	222	20.4%	20.7%	22.3%	21.8%	23.4%	1.9%	0.06%	0.25%	0.25%	0.06%	0.19%	0.19%	0.9%	1.3%	0.06%	0.07%
Goose Hollow	175	21.2%	18.7%	21.1%	19.7%	22.1%	0.6%	0.00%	0.93%	0.93%	0.05%	0.28%	0.28%	0.7%	1.2%	0.06%	0.07%
Old Town/Chinatown	130	16.7%	16.5%	17.8%	17.4%	18.8%	1.0%	0.00%	0.13%	0.13%	0.03%	0.21%	0.21%	1.5%	2.2%	0.06%	0.07%
Pearl District	277	10.4%	19.0%	21.3%	20.7%	23.7%	0.9%	0.03%	0.47%	0.55%	0.08%	0.17%	0.18%	1.8%	2.9%	0.06%	0.07%
South Downtown/University	218	24.3%	21.4%	24.6%	22.1%	25.5%	0.1%	0.03%	0.12%	0.12%	0.12%	0.16%	0.16%	1.4%	2.1%	0.06%	0.07%
South Waterfront	177	9.1%	10.8%	20.8%	14.2%	26.7%	0.3%	0.00%	0.32%	0.32%	0.00%	0.12%	0.12%	3.9%	6.5%	0.06%	0.07%
West End	95	15.5%	18.2%	19.2%	19.1%	20.2%	2.5%	0.11%	0.75%	0.75%	0.17%	0.47%	0.47%	0.5%	0.7%	0.06%	0.07%
Central City Total	***2,523***	***13.5%***	***14.0%***	***16.3%***	***15.3%***	***18.1%***	***0.8%***	***0.06%***	***0.33%***	***0.39%***	***0.07%***	***0.16%***	***0.18%***	***1.3%***	***2.1%***	***0.09%***	***0.11%***

1 Water not included.
2 Includes existing tree canopy.
3 Includes existing and baseline tree canopy.
4 This is an incremental increase in tree canopy after the two modeled street tree investments (20% in baseline, plus another 10% of that in 2035). This brings the total percent of non-BLI potential planting spaces planted up to 70%.
5 This is an incremental increase in canopy if front setbacks were required on the Green Loop and streets where a setback would need to be landscaped (per Required Building Lines code). The assumptions are that small trees along these streets could be replaced with medium trees, and that medium trees would regain the 20% and large trees would regain 20 of the 30% lost due to buildings coming up to the lot line.
6 Required setbacks on all streets except industrial zones. Assumption of 10 foot setback for ROW calculations and 1 tree per non-OS BLI lot for tax lot calculations.
7 Required setbacks on all streets in all zones. Assumption of 10 foot setback for ROW calculations and 1 tree per non-OS BLI lot for tax lot calculations.
8 Required setbacks on the Green Loop and streets where a setback would need to be landscaped would also result in increased canopy within the setback itself. This assumes canopy associated with 3 small trees per BLI tax lot.
9 In zones with 100% building coverage and no landscaping requirements (CX, EX, IG1, and IH), the original calculations for canopy on BLI tax lots used zero as the minimum end of the range. This brings the minimum up to 5% for industrial and 10% for CX and EX to account for pay-in-lieu (reduces the minimum standard by 5%). Previous low range calculated on tax lots was subtracted to yield incremental increase.
10 In zones with 100% building coverage and no landscaping requirements (CX, EX, IG1, and IH), the original calculations for canopy on BLI tax lots used zero as the minimum end of the range. This brings the minimum up to 10% for industrial and 15% for CX and EX. Previous low range calculated on tax lots was subtracted to yield incremental increase.
11 An aspirational assumption of two additional acres of new parks per quad was used. New park acreage was proportionally allotted to districts within each quad based on area. PP&R's preferred Central City low and high canopy ranges were applied.

Appendix B. Average Street Tree Planting Spaces and Tree Sizes per Tax Lot

Subdistrict	Zone	Average Existing Trees Per Tax Lot	Average Potential Trees Per Tax Lot	Average Tree Size
CENTRAL EASTSIDE	CG	2	0	Small
CENTRAL EASTSIDE	EG1	1	1	Small
CENTRAL EASTSIDE	EG2	5	0	Small
CENTRAL EASTSIDE	EX	2	2	Small
CENTRAL EASTSIDE	IG1	2	2	Small
CENTRAL EASTSIDE	IH	0	1	Small
CENTRAL EASTSIDE	R1	1	1	Small
CENTRAL EASTSIDE	RX	2	1	Small
DOWNTOWN	CX	5	2	Medium
DOWNTOWN	OS	10	6	Medium
DOWNTOWN	RX	3	1	Medium
GOOSE HOLLOW	CX	3	1	Small
GOOSE HOLLOW	OS	22	12	Small
GOOSE HOLLOW	R1	1	1	Small
GOOSE HOLLOW	R2	0	0	Small
GOOSE HOLLOW	RH	3	3	Small
GOOSE HOLLOW	RX	5	1	Small
LLOYD DISTRICT	CX	7	2	Medium
LLOYD DISTRICT	EG1	0	7	Medium
LLOYD DISTRICT	IG1	1	2	Medium
LLOYD DISTRICT	OS	14	7	Medium
LLOYD DISTRICT	RH	2	1	Medium
LLOYD DISTRICT	RX	5	3	Medium
LOWER ALBINA	EX	2	1	Medium
LOWER ALBINA	IG1	1	2	Medium
LOWER ALBINA	IH	0	0	Medium
OLD TOWN / CHINATOWN	CX	5	1	Medium
OLD TOWN / CHINATOWN	RX	13	0	Medium
PEARL DISTRICT	CX	2	2	Medium
PEARL DISTRICT	EX	6	1	Medium
PEARL DISTRICT	IH	2	8	Medium
PEARL DISTRICT	OS	19	3	Medium
PEARL DISTRICT	RX	7	0	Medium
SOUTH DOWNTOWN/UNIVERSITY	CX	6	0	Medium
SOUTH DOWNTOWN/UNIVERSITY	OS	2	2	Medium
SOUTH DOWNTOWN/UNIVERSITY	RX	5	1	Medium
SOUTH WATERFRONT	CX	9	3	Medium
WEST END	CX	5	2	Medium
WEST END	EX	1	1	Medium
WEST END	RX	3	1	Medium

Central City Public Space Performance Target

By 2035, people will spend 20% more time in the Central City's public spaces.

INTRODUCTION

The Central City includes Portland's most urban and active spaces, ranging from Pioneer Courthouse Square to the Transit Mall to the Lloyd District. There are a range of different types of public urban spaces in the Central City, including parks or open areas, streets or rights-of-way, reconfigured segments of streets, building setbacks and others. The success of the Central City can be measured by the amount of time people spend in the Central City's urban spaces. More people spending more time in the Central City reflects a certain level of comfort, interest and variety offered by the character of the public realm and the desire of Portlanders to experience it.

Encouraging more Portlanders to spend more time in public spaces would also have transportation system benefits. Employees who choose to meet friends after work at a new park or go for an evening jog along an interesting path through the city reduce the demand on the surrounding street system during the peak rush hour, improving traffic flow.

Measuring the success of any part of the central city is complicated and requires a number of different types of analysis. Some components have data that is relatively easy to collect and calculate (e.g. jobs per acre, dollars spent in restaurants, Hotel occupancy) while others (amount of actual time people spend in parks) can be more difficult. It should be noted that the character of the public realm is profoundly affected by the adjacent building edges and functions, and so the use of the words "public realm" or "urban spaces" here is typically inclusive of the ground floor conditions of adjacent structures.

This target supports multiple goals and policies from the Central City 2035 Plan, calling for the creation of urban spaces that contribute to distinctive experiences in the Central City.

These goals and policies include:

REGIONAL CENTER

Goal 1.D The experience of the Central City's urban character and livability make it the leading location in the region for business and commercial activity and an attractive location for new development.

TRANSPORTATION

Policy 3.6 **Street Diversity.** Differentiate the character of key streets to offer a diversity of urban experiences and connections, reflect the character of unique districts and expand open space and recreation functions in the right-of-way where possible.

WILLAMETTE RIVER

Policy 4.1 **Portland's commons.** Promote improvements and activities on the riverfront and in the Willamette River to strengthen the physical, visual, and cultural connections between the river and the rest of the Central City. Increase public awareness of the river's historical, economic and ecological importance.

Policy 4.2 **Willamette River recreation.** Provide for safe, enjoyable and valuable active and passive recreational experiences for all users on, along and in the river. Enhance the interconnected system of parks, trails, docks, natural areas and destinations adjacent to and within the river.

URBAN DESIGN

Goal 5.C The Central City's public realm is characterized by human-scaled accessible streets, connections, parks, open space, and recreation opportunities that offer a range of different experiences for public interaction.

Policy 5.8 **Public realm.** Enhance the character and function of the public realm through design standards, guidelines, amenities and land uses that activate the pedestrian environment and encourage community gathering.

Policy 5.10 **Street hierarchy and development character.** Establish a more intentional street hierarchy with a greater diversity of street characters, distinguishing three main types: retail/commercial, boulevard and flexible.

Policy 5.12 **"Green Loop" concept.** Create a "Green Loop" that connects east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations, tree canopy, innovative, park-like pedestrian environments, and wildlife habitat connections. Enhance connections to the "Green Loop" alignment on key corridors throughout the Central City to improve access, create activity nodes and support neighborhood attractions and economic development.

Policy 5.16 **Signature open spaces.** Enhance the Central City's iconic interconnected system of parks, trails, and natural areas by offering a wide range of social, recreational, contemplative, respite and ecological functions to serve an increasingly diverse population of residents, workers and visitors.

Policy 5.17 **Open space network.** Beyond signature open spaces, acquire new parks and open spaces and expand opportunities in existing parks and open spaces to meet the needs of Central City residents, workers and visitors for both passive and active recreation, especially in areas zoned for high density, mixed use development. Enhance the network by improving connections among parks, open spaces, and the riverfront. Encourage the provision of publicly accessible private plazas and pocket parks with new development.

EXISTING CONDITIONS

Data covering a range of public realm elements will be collected and analyzed to determine a "baseline" case. Subsequent to establishment of the baseline dataset, new additions or alterations as developed by projects can be recorded and collated. Examples of data that could be collected include:

Transportation

- Linear feet of separated bicycle facilities
- Linear feet of multi-use paths
- Amount (sf) sidewalk
- Linear feet of reclaimed ROW for public use
- On-street parking utilization

Parks/open space

- Amount (acres) of parks/open space

Buildings

- Linear feet of "retail storefront" building edge type
- Amount (sf or acres) of outdoor café seating area
- Hours of operation for retail businesses along "retail streets"

Collecting data on the numbers of people using a control set of public spaces will be necessary to measure and meet this target. The control set of spaces will include a yet-to-be-determined collection of streets, pathways, plazas, seating areas, parks or other open spaces. Data collection will need to be accomplished over a period of time, or a number of hours, to track use of public spaces and the amount of time spent in them.

In addition, a recurring survey could query Portlanders as to their use of public spaces in the Central City and the longevity of their stay(s) in them. The survey results would augment data collection numbers recorded in the preceding paragraph.

METHODOLOGY

The methodology for this target is under development by an interagency team that includes the Bureaus of Transportation (PBOT) Planning and Sustainability (BPS) and Environmental Services (BES) as well as the Portland Parks and Recreation (PPR), among other partners.

TARGET

By 2035, people will spend 20% more time in the Central City's public spaces.

B. Work Plans/Action Charts

1. Introduction

The following action charts describe projects, programs and other activities that City bureaus, agency partners, community organizations and others will undertake to implement the goals and policies of the CC2035 Plan. The action charts are adopted by City Council Resolution with the understanding that they are starting places and that some actions will need to be refined, amended or replaced over time.

Chart Order

The action charts are grouped by 4 categories of lead implementer: 1) City bureaus; 2) Other government entities; 3) other groups; and 4) the private sector. Within each of these groups, the actions are ordered alphabetically by bureau or group name. If an action has more than one lead implementer it will be listed in the chart for each of the leads.

Action Identifier

Actions are identified using the first two columns of each table: Geography and Code. **The Geography column** will list "Citywide," "Central City" or one of ten subdistricts:

Central Eastside	Downtown
Goose Hollow	Lloyd
Lower Albina	Old Town/Chinatown
The Pearl	University District/South Downtown
South Waterfront	West End

The Code column provides the action's unique identifier. Each code begins with two letters, which correspond to the policy area most closely related to the action. These six policy areas, and their corresponding letter code, are as follows:

- **EN** Health & Environment
- **HN** Housing and Neighborhoods
- **RC** Regional Center
- **TR** Transportation
- **WR** Willamette River
- **UD** Urban Design

The policy area code for each action is followed by a number. The numbering of actions does not in any way correlate to importance or a priority ranking system. Note that this numbering system is different from what was used in the quadrant plans and earlier drafts of the CC2035 Plan. New numbers will be assigned once the action charts are finalized through the City Council adoption process.

Some codes are followed by an asterisk (*), indicating that additional information on that action can be found in Section 3 Additional Details, following the action charts.

Timeline

Each action identifies a proposed implementation timeline: Ongoing, Next 5 years, and 6 – 20 years.

Implementers

Each action identifies one or more lead and partner implementers. Implementers include:

AHC	Architectural Heritage Center
BDS	Portland Bureau of Development Services
BES	Portland Bureau of Environmental Services
BPS	Portland Bureau of Planning and Sustainability
CEIC	Central Eastside Industrial Council
City Attorney	Portland City Attorney
County	Multnomah County
DEQ	Oregon Department of Environmental Quality
DNA	Downtown Neighborhood Association
DSL	Oregon Department of State Lands
ENA	Eliot Neighborhood Association
GHFL	Goose Hollow Foothills League
Go Lloyd	Go Lloyd Transportation Management Association
LDCA	Lloyd District Community Association
LED	Lloyd EcoDistrict
Metro	Metro (regional government)
NWDA	Northwest District Association
NOAA	National Oceanic and Atmospheric Administration
ODOT	Oregon Department of Transportation
OHSU	Oregon Health and Science University
OMF	Portland Office of Management and Finance
OMSI	Oregon Museum of Science and Industry
ONI	Portland Office of Neighborhood Involvement
OTCTCA	Old Town/Chinatown Community Association
OTHG	Old Town Heritage Group
PBA	Portland Business Alliance
PBEM	Portland Bureau of Emergency Management
PBOT	Portland Bureau of Transportation
PDNA	Pearl District Neighborhood Association
PFR	Portland Fire and Rescue
PHB	Portland Housing Bureau
PPB	Portland Police Bureau
Prosper	Prosper Portland (formerly the Portland Development Commission)
PPR	Portland Parks and Recreation
PPS	Portland Public Schools
PSU	Portland State University
PWB	Portland Water Bureau
Private	Private sector
RACC	Regional Arts and Culture Council
SPNA	South Portland Neighborhood Association
Travel	Travel Portland (destination marketing organization)
TriMet	TriMet (regional transit)
UPRR	Union Pacific Railroad
USACE	United States Army Corps of Engineers
VOZ	VOZ Workers' Rights Education Project

1. Action Charts by Lead Implementer

City Bureaus and Offices

Portland Bureau of Development Services (BDS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Citywide	EN9*	Amend the flood-related regulations and other guidelines to, a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain; b) avoid, minimize and mitigate the impacts of such development on floodplain functions; and, c) comply with updated NFIP requirements.	X			**BDS, BPS, BES**	
Citywide	TR118*	Adopt and implement a proposed administrative rule that establishes a formula for determining rough proportionality for major public trail exactions from specific proposed developments.	X			**BDS**	PBOT, PPR, City Attorney
Central City	HN44	Establish and maintain a publicly accessible system to track and report on housing diversity and development in the Central City. The system must capture the number and type of all housing units created, the percent that are affordable and at what percent of MFI. Use this data to produce an annual report to the Planning and Sustainability Commission and Portland City Council.	X			**BDS, PHB, BPS**	
Central City	RC2	As development occurs and density increases, ensure that new construction and rehabilitation projects include both early warning systems (e.g., alarms and CO detectors) and fire protection equipment. Fire sprinklers help minimize the size, reducing the spread, therefore reducing the loss of life.			X	**BDS, PFR**	
Central Eastside	RC4*	Review and consider amendments to building code requirements applicable to non-industrial development along the IG1/EXd Interface throughout the district.	X			**BDS**	BPS
Downtown	EN22	Locate all new, significant development west of Naito Pkwy outside of the floodplain.			X	**BDS, BPS**	Private
Old Town/Chinatown	RC55	Consider revising seismic regulations to allow for more incremental upgrades.	X			**BDS, PBEM**	

Portland Bureau of Emergency Management (PBEM)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	RC1	Consider requiring development projects that include public investment, pre-development and development assistance to include some level of seismic upgrading.	X			**PBEM, BPS**	Prosper
Old Town/Chinatown	RC55	Consider revising seismic regulations to allow for more incremental upgrades.	X			**PBEM, BDS**	

Portland Bureau of Environmental Services (BES)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Citywide	EN8*	Work with FEMA to update the Willamette River Flood Insurance Rate Map (FIRM) to meet any updated National Flood Insurance Program (NFIP) requirements that are issued in response to the NOAA Fisheries biological opinion.	X			**BES, BPS**	BES, BDS
Citywide	EN9*	Amend the flood-related regulations and other guidelines to, a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain; b) avoid, minimize and mitigate the impacts of such development on floodplain functions; and, c) comply with updated NFIP requirements.	X			**BES, BPS, BDS**	
Citywide	EN51*	Evaluate the potential for the establishment of a “mitigation bank” to offset future development in the 100-year floodplain.	X		X	**BES, BPS**	BDS
Central City	EN3	Identify tree preservation and planting opportunities and implement strategies (e.g., street tree planting and maintenance programs) that meet multiple objectives, including reducing urban heat island, improving local air quality, intercepting rainfall to reduce stormwater runoff and providing habitat.			X	**BES**	BPS, PPR, BDS, PBOT, PWB, Prosper
Central City	EN5	Implement projects that increase habitat in public rights-of-ways and development.			X	**BES, PBOT**	PPR

Portland Bureau of Environmental Services (BES)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	EN6	Develop a program to encourage solar energy on existing rooftops, including in combination with ecoroofs.	X			**BES, BPS**	
Central City	EN7	Improve water quality in the Willamette River by integrating green infrastructure with streetscape improvements in areas served by the separated storm system.		X		**BES**	PBOT, BPS, PPR
Central City	EN12	Develop strategies to increase the amount of green-infrastructure in areas served by the combined sewer system that have a risk of sewer backups.	X			**BES**	
Central City	EN14	Evaluate options to increase property owner interest in street tree planting, including potential public assistance with tree pruning or other tree-related maintenance.	X			**BES, PPR**	PBOT, BPS
Central City	EN53	Research the use of ecoroofs on wood frame buildings. Include an analysis of design considerations, structural requirements and construction costs relative to other construction types.	X			**BES**	
Central City	EN54	As part of the next revision of the Stormwater Management Manual, evaluate the potential stormwater management effectiveness of "green" roof features (e.g. roof gardens and vegetated landscaped and grassy areas) that do not meet the current ecoroof requirements.	X			**BES**	
Central City	TR6	Coordinate system planning efforts among city bureaus and potential private investors for green infrastructure improvements.			X	**BES, PBOT**	BPS
Central City	WR2	Enhance and create connectivity between in-water, river bank and upland areas to maintain and improve fish and wildlife habitat.			X	**BES, BPS, PPR**	Private
Central City	WR6*	Develop a strategy to address impacts on habitat and fish and wildlife within the Ross Island complex and Holgate Channel as part of River Plan/South Reach.	X			**BES, BPS**	PPR, State & Federal Agencies, Private
Central City	WR7*	Develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach.	X			**BES, BPS**	PPR, State & Federal Agencies, Private
Central Eastside	WR11*	Partner with property owners and other stakeholders to seek funding and implement the concept plan for the Eastbank Crescent for fish and wildlife habitat, along with boating, swimming, educational opportunities, and enhanced greenway trail.			X	**BES, BPS, PPR, Prosper**	OMSI, Private

Portland Bureau of Environmental Services (BES)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	WR12	Explore concepts and partnerships to enhance fish and wildlife habitat along the Eastbank Esplanade between the Morrison and Hawthorne Bridges.			X	**BES, BPS, PPR**	Prosper, ODOT
Downtown	EN17	Improve in-water habitat at Hawthorne Bowl designing a restoration project that creates a separate fish habitat area from swimming and recreational areas.		X		**BES, PPR**	
Goose Hollow	UD32	Reduce the impacts to neighbors from I-405 noise and air pollution by installing green walls on new/redeveloped buildings and street trees where appropriate.		X		**BES, BPS**	
Pearl	UD60	Integrate habitat, including rerouting and daylighting the end of Tanner Creek to create in-water and riparian habitat into development.		X		**BES**	Prosper
University District/ South Downtown	UD64	Support further enhancements of the SW Montgomery Green Street.			X	**BES, BPS**	PPR, PBOT
West End	UD79	Reduce the impacts to neighbors from I-405 noise and air pollution by installing green walls on new/redeveloped buildings and street trees where appropriate.		X		**BES, BPS**	

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Citywide	EN8*	Work with FEMA to update the Willamette River Flood Insurance Rate Map (FIRM) to meet any updated National Flood Insurance Program (NFIP) requirements that are issued in response to the NOAA Fisheries biological opinion.	X			**BPS, BES**	
Citywide	EN9*	Amend the flood-related regulations and other guidelines to, a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain; b) avoid, minimize and mitigate the impacts of such development on floodplain functions; and, c) comply with updated NFIP requirements.	X			**BPS, BES, BDS**	

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Citywide	EN51*	Evaluate the potential for the establishment of a “mitigation bank” to offset future development in the 100-year floodplain.	X		X	**BPS, BES**	BDS
Citywide	EN55	Pursue new regulatory tools that would encourage or require large multi-family and commercial development projects to include EV-ready conduit and electrical capacity for electric vehicles when parking is provided.	X			**BPS**	
Central City	EN1	Develop new regulatory and incentive tools to increase the use of green building technologies and innovative stormwater management techniques (e.g., ecoroofs, green walls, trees on private property, impervious surface standards), renewable energy and energy efficiency in both new development and rehabilitations.	X			**BPS**	BES, PPR
Central City	EN6	Develop a program to encourage solar energy on existing rooftops, including in combination with ecoroofs.	X			**BPS, BES**	
Central City	EN10	Explore opportunities for new multi-family and commercial development to create provisions for community gardens and food gardening.			X	**BPS**	Private
Central City	EN11	Explore opportunities for new multi-family and commercial property developments to consider building designs that allow for the capturing and reuse of water.			X	**BPS**	Private
Central City	EN13	Consider a “Dark Skies” initiative and identify best practices to reduce the impacts of nighttime lighting and sky glare on human health and well-being, wildlife and energy consumption.	X			**BPS**	PBOT, BES
Central City	EN15	Analyze options to apply Title 11 Tree Preservation Standards and Tree Density Standards in commercial, employment, and industrial zones that are currently exempt from the standards. Consider benefits associated with additional tree canopy and impacts on development potential, housing affordability and other city goals and policies.	X			**BPS**	BES, BDS, PPR
Central City	EN36	Evaluate progress toward tree canopy targets by assessing existing tree canopy every five years and monitoring change in total canopy over time. Revisit tree canopy targets, as necessary.			X	**BPS**	BES, PPR
Central City	EN41	Study the impacts of building glass reflectivity and identify tools to limit highly reflective glass in order to reduce the urban heat island effect and negative impacts on humans and wildlife.	X			**BPS**	BES, BDS

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	HN3	Develop a strategy for accommodating food cart pods as infill development displaces them.	X			**BPS**	PPR, Private
Central City	HN40	Support PPS in the development of new Pre-K through 12th grade school facilities to serve the significant growth of families with children living in the Central City.	X			**BPS**	PPS, Prosper
Central City	HN43	Encourage the development of affordable family housing projects with two-bedroom units or larger that are compatible with the needs of families with children at all income levels.			X	**BPS, PHB**	Prosper, Private
Central City	HN44	Establish and maintain a publicly accessible system to track and report on housing diversity and development in the Central City. The system must capture the number and type of all housing units created, the percent that are affordable and at what percent of MFI. Use this data to produce an annual report to the Planning and Sustainability Commission and Portland City Council.	X			**BPS, PHB, BDS**	
Central City	RC1	Consider requiring development projects that include public investment, pre-development and development assistance to include some level of seismic upgrading.	X			**BPS, PBEM**	Prosper
Central City	TR4	Explore funding mechanisms, phasing and the implementation of river transit in Central City.		X		**BPS, PBOT**	Private
Central City	UD1*	Update the Central City Fundamental Design Guidelines to reflect the urban design goals and policies of the CC2035 Plan.	X			**BPS**	
Central City	UD2	Advocate for the passage of a state historic rehabilitation tax credit.			X	**BPS**	Non-profit, Private
Central City	UD3	Develop a strategy to implement the “Green Loop” through the Central City.	X			**BPS**	PBOT, PPR, BES
Central City	UD4*	Update the Historic Resources Inventory for the Central City, prioritizing the West End and Goose Hollow.	X			**BPS**	
Central City	UD86	Consider incentives to encourage the provision of open space, including public open space, publicly-accessible private open space with new residential and mixed use development, and pocket parks.	X			**BPS**	

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	UD88	Develop an integrated strategy to implement the Street and Development Character concept, to include direction for street trees, streetscape design and relationships of adjacent buildings, among others.	X			**BPS**	BES, PPR, PBOT, BDS
Central City	WR2	Enhance and create connectivity between in-water, river bank and upland areas to maintain and improve fish and wildlife habitat.			X	**BPS, BES, PPR**	
Central City	WR3	Continue to periodically convene a Central Reach Working Group that includes NGOs, civil society groups, neighborhood associations to serve as a sounding board for staff on the development of river-related policies and implementation actions for the Central Reach of the Willamette River.			X	**BPS**	BES, PPR, BDS, Prosper, PBOT
Central City	WR6*	Develop a strategy to address impacts on habitat and fish and wildlife within the Ross Island complex and Holgate Channel as part of River Plan/South Reach.	X			**BPS, BES**	PPR, State & Federal Agencies, Private
Central City	WR7*	Develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach.	X			**BPS, BES**	PPR, State & Federal Agencies, Private
Central Eastside	RC3*	Review and consider amendments to development standards and design guidelines applicable to development along the IG1/EXd Interface throughout the district.	X			**BPS**	BDS
Central Eastside	TR12	Coordinate planning and implementation of green infrastructure and active transportation improvements on east-west streets and the “Green Loop”.		X		**BPS**	PBOT, BES
Central Eastside	TR32	Require identification of how lighting within public realm and ground floor programming will be designed to create a safe and attractive environment for pedestrians through the day and night with an emphasis on hours of transit service as part of new Master Plan provisions for OMSI and Clinton Station areas.	X			**BPS**	PBOT, Private
Central Eastside	UD10*	Explore opportunities to create publicly accessible open space and recreational opportunities on public and private land throughout the Central Eastside.	X			**BPS, PPR, Private**	

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	UD15	Develop a strategy to incorporate green-infrastructure, furnishings, wayfinding tools, and other elements to draw people to the river on key east-west routes leading to the Willamette River.	X			**BPS**	PBOT, BES
Central Eastside	UD16*	Explore a Green Loop alignment in the Central Eastside based on its ability to meet criteria developed for the district. Conduct analysis to identify potential route alignments and impacts to freight operations.	X			**BPS**	PBOT
Central Eastside	UD8	Update existing East Portland Grand Avenue Historic Design Guidelines.		X		**BPS**	BDS
Central Eastside	UD9	Update development regulations to support the Ground Floor Character Concept, including active use requirements and design guidelines.	X			**BPS**	
Central Eastside	UD11*	Develop an urban design concept and implementation strategy to enhance the role, use, and character of the historic main streets under the Morrison, Belmont, Madison, and Hawthorne Street viaducts, and the area under I-5.	X			**BPS, PBOT**	Prosper
Central Eastside	UD87	Update the existing Central Eastside Design Guidelines and adopt new guidelines specific to the OMSI and Clinton station areas, mixed-use development along the IG1/EX interface, and recognition of the historic Morrison and Belmont main streets.	X			**BPS**	
Central Eastside	WR9	Within the Willamette Greenway, but outside the Greenway setback, allow small commercial uses along or near the riverfront including food kiosks, bicycle and boat rentals and other retail that support an active riverfront in the Central Eastside.			X	**BPS**	PPR
Central Eastside	WR10	Increase the width of the greenway trail including possible separation of bicyclists and pedestrians especially north of the Tilikum Bridge area by OMSI as redevelopment happens.			X	**BPS**	PPR, PBOT
Central Eastside	WR11*	Partner with property owners and other stakeholders to seek funding and implement the concept plan for the Eastbank Crescent for fish and wildlife habitat, along with boating, swimming, educational opportunities, and enhanced greenway trail.			X	**BPS, PPR, Prosper, BES**	OMSI, Private
Central Eastside	WR12	Explore concepts and partnerships to enhance fish and wildlife habitat along the Eastbank Esplanade between the Morrison and Hawthorne Bridges.			X	**BPS, BES, PPR**	Prosper, ODOT

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	EN22	Locate all new, significant development west of Naito Pkwy outside of the floodplain.			X	**BPS, BDS**	Private
Downtown	EN18	Consider seasonal restrictions on human activity in-water around the Hawthorne Bowl to minimize the impacts of boating and swimming on juvenile fish migration, if such activity is shown to create undesirable impacts.	X			**BPS**	PPR, BES, DSL, USACE, NOAA, Marine Board
Downtown	EN19	Evaluate the feasibility of adding deep-water mooring structures at Hawthorne Bowl to reduce the impacts of boating and swimming on juvenile fish migration as part of an overall plan for the Hawthorne Bowl.	X			**BPS**	PPR, BES, DSL, USACE, NOAA, Marine Board
Downtown	HN46	Provide incentives to increase residential development along SW Naito Parkway and the South Park Blocks.	X			**BPS**	PHB
Downtown	RC26	Study and revise, as needed, zoning regulations to allow overnight mooring for commercial boats/ships in Waterfront Park.	X			**BPS, PPR**	DSL
Downtown	RC20	Study the feasibility of accommodating regional cruise ship docking facilities along the seawall.	X			**BPS, PPR, Private**	
Downtown	RC18	Implement incentives that encourage new development, including targeted clusters of commercial development, in the Naito Parkway area.	X			**BPS, Prosper**	
Downtown	RC24	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 3rd and SW Alder. Provide public parking; add mixed use development including improved retail.		X		**BPS, PBOT, Prosper**	
Downtown	RC17	Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead that connect to the river.	X			**BPS, Private, PBOT, PPR, Prosper, County**	
Downtown	RC83	Develop regulatory and financial incentives to encourage new office development and businesses.	X			**BPS**	Prosper

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	TR41	Study the feasibility of installing new or repurposing existing docks to accommodate commercial and recreational boating and river transit.	X			**BPS**	PPR, PBOT, Prosper, Private
Downtown	UD17	Implement the Park Avenue Urban Design Vision (2004).			X	**BPS**	PBOT, PPR
Downtown	UD27	Develop a set of special design guidelines and streetscape improvements for the Cultural District.		X		**BPS**	PBOT, PPR, Private
Downtown	UD24*	Study the feasibility of creating an urban civic space at the intersection of West Burnside and Broadway.	X			**BPS**	Prosper, PBOT, PPR
Goose Hollow	EN24	Encourage and promote an environmental "high performance area" on the redeveloped Lincoln High School site through incentives, public-private partnerships and/or master planning.			X	**BPS, PPS**	Prosper
Goose Hollow	HN13	Develop and implement a strategy to encourage main street-friendly streetscape and stormwater management improvements on SW Jefferson Street. Explore the feasibility of burying utilities as part of improvements and planting additional trees.	X			**BPS, PBOT**	BES, PGE, Private
Goose Hollow	RC29	Prepare a strategy to strengthen Retail Core connections on SW Yamhill between the West End and SW 18th; and to activate Salmon with additional retail.	X			**BPS, Prosper**	
Goose Hollow	RC28	Work with developers and existing property owners (e.g., The Oregonian, TriMet) in the Hollow to encourage redevelopment in line with district goals.			X	**BPS, Prosper, Private**	
Goose Hollow	RC31	Explore opportunities for activating the Providence Park street perimeter, particularly S.W. 18th, when events are not taking place.	X			**BPS, Private**	
Goose Hollow	UD32	Reduce the impacts to neighbors from I-405 noise and air pollution by installing green walls on new/redeveloped buildings and street trees where appropriate.		X		**BPS, BES**	
Goose Hollow	UD33	Develop a Neighborhood Park Strategy for the district that will accommodate projected residential and job density increases.		X		**BPS, PPR**	Private
Goose Hollow	UD35	Study the feasibility of moving or updating the PGE substation at SW 17th and Columbia to decrease its footprint, creating opportunities for development or park space.		X		**BPS, Private**	

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	EN27	Develop and implement a tree planting strategy for the Lloyd District. The strategy should identify available planting locations including streets and underutilized space within public rights-of-way.		X		**BPS, PPR**	UF, BES, BPS, PBOT, PWB, Private
Lloyd	EN25	Explore approaches to improve the environmental performance of the district. Possible tools include technical assistance and incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, connections to district energy, and reduced nighttime lighting. Seattle's "Green Factor" is an example of flexible regulations geared toward green infrastructure.	X			**BPS**	BDS, BES, LED
Lloyd	EN30	Coordinate capital improvements and "green systems" planning with the work of the Lloyd EcoDistrict.			X	**BPS**	LED
Lloyd	HN18	Address potential displacement of residents and businesses in the Lloyd District and in adjacent at risk neighborhoods, such as Eliot, through citywide programs developed as part of the Comprehensive Plan. Potential programs include housing and small business assistance programs targeted for areas at risk for displacement.			X	**BPS**	PHB, Prosper, POE
Lloyd	HN38	Identify a site for a future grocery store to directly serve residents and workers in the district.	X			**BPS, Prosper**	Private
Lloyd	TR74	Explore water transportation options, including a Willamette River water taxi, and investigate the feasibility of a landing in the Lloyd District. Such a landing should include a safe and direct pedestrian connection to the Convention Center and the Rose Quarter.		X		**BPS**	PBOT, PPR, Private
Lloyd	UD40*	Update the Lloyd District's 1991 design guidelines: Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan to reflect the district concept.	X			**BPS**	BDS, BES, PBOT, Prosper
Lloyd	UD44	Work with property owners and developers to further the development of NE 7th and NE Multnomah as district retail/commercial streets.			X	**BPS**	Prosper

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	UD42*	Work with the property owner/developer of the "Thunderbird" site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. See related action TR72.	X			**BPS**	PPR, BPS, ODOT, Private
Lloyd	UD39	Explore development of an implementation plan for establishing public parks, plazas and open spaces consistent with the district concept diagram and policies. Seek to time the development of the signature open space system on or near Clackamas concurrent with significant residential development in the district as they are proposed. If implementation of the parks plan will require new regulatory or incentive tools, BPS or another agency will lead the implementation plan process.	X			**BPS, PPR**	Prosper
Lloyd	RC19	Consider incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	X			**BPS, Prosper**	
Lower Albina	EN34	Target outreach to industrial businesses regarding sustainable business practices.			X	**BPS**	
Lower Albina	EN33	Explore approaches to improve the environmental performance of the industrial district. Possible tools include incentives for green infrastructure, energy retrofits, high performance new construction, renewable energy systems, and connections to district energy		X		**BPS**	BDS, BES
Lower Albina	EN32	Develop and implement a strategy to install community gathering spaces, trees, and other green infrastructure in existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses. Also ensure that improvements help implement the City's equity goals and strategies, especially as they relate to the history of impacts to Portland's African-American community.		X		**BPS**	PPR, UF, BES, PBOT, PWB, ODOT, Private
Lower Albina	RC38	Identify potential brownfield sites and identify clean-up and redevelopment strategies to bring them back into economic use.	X			**BPS**	Prosper, BES, Private

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lower Albina	RC82	Consider zoning provisions for the IG1 zone east of the Union Pacific railroad alignment that allow compatible office-like uses, similar to the Industrial Office allowances in the Central Eastside. Implementation of these provisions should be accompanied by a Lower Albina parking strategy that explores on- and off-street parking strategies for workers and visitors.		X		**BPS, PBOT**	
Lower Albina	UD49*	Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks.			X	**BPS**	AHC, SHPO, ENA
Lower Albina	UD46*	Improve the design review approval criteria used for development proposals within the Russell Street Conservation District and design overlay zone within Lower Albina.	X			**BPS**	BDS
Old Town/Chinatown	HN19	Provide a housing tax abatement program for OT/CT.			X	**BPS, PHB**	County
Old Town/Chinatown	HN20	Encourage social service providers to locate queuing indoors.			X	**BPS**	PHB, County
Old Town/Chinatown	HN21	Encourage social service providers to locate retail uses on the ground floor with services above.			X	**BPS**	PHB, County
Old Town/Chinatown	HN47	Develop incentives that encourage new housing in the Naito Parkway/riverfront area.	X			**BPS, Prosper**	
Old Town/Chinatown	RC52	Develop and implement strategies, e.g. good neighbor agreements, to mitigate negative impacts of nightlife uses.			X	**BPS**	Prosper
Old Town/Chinatown	TR89	Improve access through the US Postal Service site to Union Station as it redevelops.		X		**BPS**	PBOT, Prosper
Old Town/Chinatown	UD54	Review and revise as appropriate the 4th Ave. “Bright Lights District” provisions of the Central City Fundamental Design Guidelines.	X			**BPS**	
Old Town/Chinatown	UD52	Update the National Register nomination for the New Chinatown/Japantown historic district. Review and revise as appropriate district boundaries, period and areas of significance, and list of contributing properties.		X		**BPS**	OTCTCA
Old Town/Chinatown	UD56	Explore opportunities for direct access to the Willamette River, (e.g. a beach), near the Steel Bridge.		X		**BPS**	PPR, Private, HAP, PWA
Old Town/Chinatown	UD84	Evaluate options for preserving public views of the White Stag sign from the Burnside Bridge and Eastbank Esplanade.		X		**BPS**	PPR

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Pearl	EN39	Recognize the Brewery Blocks as a "high performance area" and encourage new adjacent development to build on the existing district energy system.			X	**BPS**	
Pearl	EN40	Encourage and promote an environmental "high performance area" on the redeveloped US Postal Service site through incentives, public-private partnerships and/or master planning.	X			**BPS**	Prosper, BES
Pearl	HN24	Develop a new K-8 public school to serve the district.			X	**BPS**	Prosper, PPS, Private
Pearl	RC66	Explore the possibility of building a public boat house.	X			**BPS**	PPR, Private
University District/ South Downtown	HN27	Identify opportunities for locating a new public school within the district, particularly an elementary school and/or middle school.		X		**BPS, PPS**	PSU
University District/ South Downtown	HN26	Develop a district retail strategy.	X			**BPS, PSU, PBA, Prosper, Private**	
University District/ South Downtown	HN39	Identify a site for a future grocery store to directly serve residents and workers in the district.	X			**BPS, Prosper**	Private
University District/ South Downtown	RC67	Develop incentives to foster partnerships between PSU and private development.	X			**BPS**	PSU, Prosper, Private
University District/ South Downtown	TR108	Implement the "Green Loop" Concept through the district, connecting the Tilikum Crossing Bridge to the South Park Blocks, and locations further north as well as improved opportunities for habitat movement.	X			**BPS**	PBOT, PPR, BES
University District/ South Downtown	TR70	Develop and implement a new design for the Willamette Greenway Trail through the RiverPlace development that improves safe pedestrian and bicycle access and reduces conflicts with RiverPlace visitors. Until such improvements are constructed, bicycle access through the area will be re-routed to local streets to reduce conflicts at RiverPlace		X		**BPS, PBOT**	PPR
University District/ South Downtown	UD64	Support further enhancements of the SW Montgomery Green Street.			X	**BPS, BES**	PPR, PBOT

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
University District/ South Downtown	UD69	Complete a Development Opportunity Strategy for the remnant properties on SW Naito/Harbor Drive.	X			**BPS**	Prosper
University District/ South Downtown	UD65*	Review and update South Auditorium Plan District development standards and guidelines, specifically those related to landscaping and setback requirements.	X			**BPS**	Prosper, BDS
University District/ South Downtown	UD61	Develop a district open space strategy that emphasizes ways to better use and access existing space while exploring opportunities for new spaces (e.g., potential freeway caps, "Green Loop")	X			**BPS**	PPR
University District/ South Downtown	UD68	Collaborate with PSU on historic preservation efforts.			X	**BPS, PSU**	SHPO
South Waterfront	EN46	Explore district energy opportunities in the northern half of district and consider how such systems might be connected to the southern half of the district.			X	**BPS**	
South Waterfront	EN47	Promote low-impact development strategies that minimize impervious areas, use multi-objective stormwater management systems, create water-quality friendly streets and parking lots and enhance natural area revegetation.			X	**BPS, Prosper**	BES, PBOT
West End	EN49	Encourage the continued improvement and expansion of the Brewery Blocks' district energy system, along with other opportunities for locally produced distributed energy, e.g., solar, wind, combined heat and power, sewer heat recovery and geothermal exchange.			X	**BPS**	
West End	HN34	Explore opportunities for shared community use of PSU and Lincoln HS recreational facilities.	X			**BPS**	PPR, PSU, PPS
West End	RC81	Develop a package of streetscape improvements for the cultural district to enhance the pedestrian experience between attractions including OHS, the Art Museum and the Arlene Schnitzer Concert Hall.		X		**BPS, PBOT, PPR, Private**	
West End	RC80	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 10th and Yamhill, including improved ground-floor retail presence.	X			**BPS, PBOT, Prosper, OMF, Private, DNA**	

Portland Bureau of Planning and Sustainability (BPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
West End	UD78*	Review and revise as appropriate the two National Register Multiple Property Documentation forms for Downtown development to encompass a broader range of potential historic resources in the West End.	X			**BPS**	
West End	UD79	Reduce the impacts to neighbors from I-405 noise and air pollution by installing green walls on new/redeveloped buildings and street trees where appropriate.		X		**BPS, BES**	
West End	UD81	Develop a set of special design guidelines and streetscape improvements for the Cultural District.	X			**BPS**	PBOT
West End	UD83	Develop and implement a strategy to encourage main-street friendly streetscape and green infrastructure improvements on SW Jefferson Street.	X			**BPS, PBOT**	BES

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Citywide	TR119	Explore tools and strategies to reduce development-related vehicle trip and parking impacts. These could include Transportation Demand Management, parking management, or other strategies, to be implemented in partnership with new or existing developments.			X	**PBOT**	BPS, BDS
Central City	EN5	Implement projects that increase habitat in public rights-of-ways and development.			X	**PBOT, BES**	PPR
Central City	HN4	Improve safety through programming and CPTED (Crime Prevention Through Environmental Design) improvements, including better street lighting.			X	**PBOT, ONI, PPR, PPB**	Private
Central City	TR1	Pursue streetscape projects that enhance walking, urban greenery, community uses of the right-of-way and place-making.			X	**PBOT**	BES, BPS
Central City	TR2	Improve bicycle and pedestrian access and connectivity throughout and complement access to transit and Bike Share systems.	X		X	**PBOT**	

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	TR3	As the bicycle network improves, expand the area of the Central City in which bicyclists are not allowed to ride on the sidewalk.			X	**PBOT**	
Central City	TR4	Explore funding mechanisms, phasing and the implementation of river transit in Central City.		X		**PBOT, BPS**	Private
Central City	TR6	Coordinate system planning efforts among city bureaus and potential private investors for green infrastructure improvements.			X	**PBOT, BES**	
Central City	TR77	Monitor the effectiveness of maximum parking ratios in meeting CC2035 transportation and land use goals and summarize key findings and recommendations every seven years.			X	**PBOT**	BPS
Central City	UD5	Pursue public-private partnerships to provide publically accessible restrooms at locations near transit stations, the Willamette Greenway, public parks, plazas, and open space features.			X	**PBOT, PPR**	TriMet, BPS, Prosper, Private
Central City	WR1	Improve the Willamette Greenway Trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river.			X	**PBOT, PPR**	
Central Eastside	TR15	Improve access for cyclists traveling west from the Central Eastside to the Burnside and Morrison Bridges.	X			**PBOT**	
Central Eastside	TR18	Analyze loading needs and develop new loading guidelines.	X			**PBOT**	
Central Eastside	TR19	Explore ways to adopt the Ground Floor Edge Concept, including three street types: retail, boulevard and flexible. Create design standards that result in more practical building designs in transition areas between different base zones. This may include updates to the Transportation System Plan Street Design Classifications.	X			**PBOT**	
Central Eastside	TR21	Include an analysis of the feasibility for river transit service in the 2016-2018 update to the Regional Transportation Plan.	X			**PBOT**	Metro
Central Eastside	TR22	Establish criteria for further deployment of parking meters in the district and establish pricing for parking necessary to facilitate future structured parking facilities.			X	**PBOT**	Private
Central Eastside	TR23	Conduct a study every 2 years to ensure parking capacity is meeting needs as the district continues to grow and evolve. This would include studying opportunities for the provision of structured parking.			X	**PBOT**	

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	TR24	Identify opportunities to creatively use public rights-of-way to meet open space, recreation and retail needs, especially along designated green or flexible streets.			X	**PBOT, PPR**	
Central Eastside	TR25	Study feasibility of realigning the Morrison Bridge off ramp to MLK to allow for through eastbound traffic on Yamhill.	X			**PBOT, County**	Prosper
Central Eastside	TR26	Update Transportation System Plan functional classifications by reclassifying SE Martin Luther King, Jr. Blvd., SE Grand Ave., SE Stark St., SE Morrison St., SE Belmont St., SE Division Pl., and SE Water Ave. to Priority Truck Streets. Reclassify NE Davis, SE Sandy and SE 7th Ave to Major Truck Streets. All other streets in the CEID would remain Freight District Streets.	X			**PBOT**	
Central Eastside	TR27	Remove left turn from westbound SE Clay St onto southbound SE MLK Blvd and direct traffic to SE Mill St to reduce backups on Clay.	X			**PBOT**	
Central Eastside	TR29	Explore the feasibility of implementing a Railroad Quiet Zone along SE 1st Ave.	X			**PBOT**	Prosper, Private
Central Eastside	TR33	Pursue redevelopment of the Clinton Station pedestrian overpass bridge linking the Clinton Station with the Hosford-Abernethy Neighborhood to the northeast.	X			**PBOT, TriMet**	
Central Eastside	TR34	Seek vacation of ODOT easements impacting potential development sites in the OMSI Station Area established to develop the Mt. Hood Freeway.			X	**PBOT, ODOT**	Prosper, BPS
Central Eastside	TR8*	Alleviate congestion and improve freight, auto and non-auto mobility and accessibility by installing traffic control devices on Sandy at Ankeny St., MLK at Ankeny St., on MLK/Grand at Salmon St., on Water Ave at the I-5 off ramp.	X			**PBOT**	Prosper
Central Eastside	TR36	Study the potential for shuttle bus service along SE Water Avenue.	X			**PBOT, TriMet**	Metro (TPAC)
Central Eastside	TR37	Pursue funding and implementation of north-south and east-west bicycle routes adopted by the Bicycle Master Plan and identified by the Transportation System Plan to ensure cyclists commuting to and through the district have a diversity of safe and recognizable routes to access the Central Eastside. Pursue implementation actions that enhance the safety of cyclists but that do not conflict with efficient freight mobility.			X	**PBOT**	

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	TR9*	Create a one-way couplet on Yamhill/Taylor to alleviate congestion at signalized intersections.	X			**PBOT**	Prosper
Central Eastside	TR10*	Enhance existing east-west pedestrian and bicycle access by installing traffic signals or other traffic control devices at key crossings of 11th/12th such as Ankeny St., Salmon St., Clay St., and Harrison St.	X			**PBOT**	Prosper
Central Eastside	TR11	Consider pedestrian and bicycle access between Grand/MLK and the Tilikum Crossing in the vicinity of the streetcar bridge.		X		**PBOT**	Prosper
Central Eastside	TR13	Improve auto/freight access to the district from Powell Blvd through protected turns between the Ross Island Bridge and Milwaukie subject to ODOT approval.	X			**PBOT, Prosper**	TriMet, ODOT
Central Eastside	TR14	Build a bicycle/pedestrian bridge that connects the Central Eastside to the Lloyd District across I-84.	X			**PBOT**	Prosper
Central Eastside	UD11*	Develop an urban design concept and implementation strategy to enhance the role, use, and character of the historic main streets under the Morrison, Belmont, Madison, and Hawthorne Street viaducts, and the area under I-5.	X			**PBOT, BPS**	Prosper
Downtown	RC24	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 3rd and SW Alder. Provide public parking; add mixed use development including improved retail.		X		**PBOT, Prosper, BPS**	
Downtown	RC17	Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead that connect to the river.	X			**PBOT, Private, PPR, BPS, Prosper, County**	
Downtown	TR42*	Enhance West Burnside to improve streetscape quality, multimodal access, and bicycle and pedestrian safety.	X	X		**PBOT**	
Downtown	TR47	Develop a strategy for maintaining large passenger vehicle (e.g., tour bus, school bus) access to area attractions as other redevelopment occurs.	X			**PBOT**	
Downtown	TR49	Study the feasibility of partial to full closure and public use of segments of Naito Parkway during evenings and on weekends.	X			**PBOT**	
Downtown	TR50	Study ways to improve multimodal accessibility at the Morrison and Hawthorne bridges	X			**PBOT**	

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	TR38	Study and address pedestrian connectivity issues at the base of the Morrison Bridge. (see also action TR50)	X			**PBOT**	BPS, MC
Downtown	TR48	Develop a parking strategy that promotes multiple use and the sharing of existing resources.	X			**PBOT**	BPS, Prosper
Downtown	TR44	Implement the "Green Loop" Concept through the district connecting the South and North Park Blocks and creating wildlife habitats between the Willamette River, park blocks and the West Hills.	X			**PBOT**	BPS, PPR
Downtown	TR45	Explore opportunities for consolidating and/or redeveloping Burnside's "jug handles" (triangular shaped spaces) into public spaces.		X		**PBOT**	BPS, Private
Downtown	TR39	Develop and implement changes to bicycle and pedestrian circulation on Naito Parkway and the Waterfront Park Greenway Trail to reduce conflicts and improve safety and access.	X			**PBOT**	PPR
Downtown	TR46	Identify opportunities to creatively use public rights-of-way to meet open space, recreation and retail needs, especially along designated flexible streets.			X	**PBOT**	PPR
Downtown	TR43	Implement a Bike Share program with Downtown as its core that includes numerous rental locations and complements transit.	X			**PBOT**	Private
Downtown	UD25	Improve Salmon Street with active transportation, landscaping and green infrastructure facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette.		X		**PBOT**	BES, BPS
Downtown	UD26	Develop SW Ankeny as a great pedestrian street.	X			**PBOT**	BPS, Private
Goose Hollow	EN23	Incorporate native vegetation within existing public open spaces including Collins Circle, Firefighters Park and the stadium plazas, and with redevelopment of the Lincoln High School site.		X		**PBOT**	PPS
Goose Hollow	HN13	Develop and implement a strategy to encourage main street-friendly streetscape and stormwater management improvements on SW Jefferson Street. Explore the feasibility of burying utilities as part of improvements and planting additional trees.	X			**PBOT, BPS**	BES, PGE, Private
Goose Hollow	TR52	Improve bicycle and pedestrian infrastructure and safety on I-405 overpasses and at Collins Circle.	X			**PBOT**	

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Goose Hollow	TR53*	Improve West Burnside streetscape quality; multimodal access; and bicycle and pedestrian problem areas, particularly at SW Vista, Providence Park access areas and by I-405.	X			**PBOT**	
Goose Hollow	TR59	Explore traffic calming opportunities for SW 20th. Incorporate pedestrian and bicycle-oriented features where feasible.	X			**PBOT**	
Goose Hollow	TR60	Renovate the Vista Bridge.		X		**PBOT**	
Goose Hollow	TR54	Complete a local circulation study for Goose Hollow that explores possible changes to street operations and configurations including one-way vs. two-way streets east of SW 18th, including Jefferson and Columbia; enhanced transit, bicycle facilities and on-street parking to help meet district goals.	X			**PBOT**	BPS
Goose Hollow	TR55	Improve bicycle and pedestrian connectivity throughout the district, including new connections on SW 16th through the LHS site.	X			**PBOT, PPS**	
Goose Hollow	TR58	Develop and implement a district parking strategy that promotes multiple-use and shared parking resources in the district.	X			**PBOT**	Private
Goose Hollow	TR56	Determine the feasibility of adding new light rail station(s) on the Blue/Red line near SW 14th or 15th Avenue as development density increases in the Hollow.		X		**PBOT, TriMet**	
Goose Hollow	UD36	Improve Salmon Street with active transportation, landscaping and green infrastructure facilities to better connect Washington Park to the South Park Blocks and the Willamette River and improve the quality of water discharged into the Willamette.		X		**PBOT**	BES, BPS
Goose Hollow	UD34*	Improve Collins Circle and Firefighters Park to make these public spaces more accessible and engaging for the community.		X		**PBOT**	PPR, BPS, Private
Goose Hollow	UD85	Improve Collins Circle by increasing usable public space, adding amenities such as seating, improving pedestrian connectivity and enhancing the view of the Vista Bridge.	X			**PBOT**	TriMet, PPR
Goose Hollow	RC32	At viewpoint SW07 identified in the Scenic Resources Inventory (BPS), develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.	X			**PBOT**	BPS
Lloyd	EN28	Develop a multi-objective management strategy for enhancing Sullivan's Gulch that includes trail development, removal of invasive species and revegetation.	X			**PBOT, PPR**	BES, BPS, Private, ODOT, Railroad

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	EN31*	Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate.			X	**PBOT**	ODOT, Prosper
Lloyd	TR65	Review the 1996 *Broadway-Weidler Corridor Plan* to identify any needed updates to implement the N/NE Quadrant Plan, as well as the stretch of the corridor east of 16th to the Hollywood area. Implement the plan emphasizing pedestrian safety projects, installation of traffic signals and maintenance of parking supply.	X			**PBOT**	
Lloyd	TR62	Update the *Lloyd District Standard Plans and Details within the Right-of-Way* document to implement the Street and Development Character Concept for the district (see Appendix A, Map A3).	X			**PBOT**	BPS, BES, PPR, UF, PWB
Lloyd	TR69*	Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5.		X		**PBOT**	BPS, Prosper, ODOT, LED, Private
Lloyd	TR68*	Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside.		X		**PBOT**	ODOT
Lloyd	TR66	Install electric vehicle charging stations in the Lloyd District.	X			**PBOT**	Prosper
Lloyd	TR63	Study and install additional signalized pedestrian crossings, on-street parking, and reduced speed traffic progression on Martin Luther King, Jr. Blvd. and Grand Avenue.	X			**PBOT**	TMA
Lloyd	TR75	Expand the Central City wayfinding system in the Lloyd District to include river destinations and other local and regional attractions, as opportunities arise to add or replace signage.			X	**PBOT**	PPR, Private
Lloyd	TR76	Continue City of Portland partnership with the TMA (TMA) to encourage workers and residents to use transit and active transportation modes.			X	**PBOT**	TMA
Lloyd	TR61*	Develop and revise parking management strategies.	X			**PBOT**	TMA, Private
Lloyd	TR87	Implement the Sullivan's Gulch Trail Concept Plan per City Council Resolution No. 36947.		X		**PBOT, PPR**	Private, ODOT, UPRR

Portland Bureau of Transportation (PBOT)							
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Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	TR120	As part of the implementation of the Broadway/Weidler I-5 Interchange Plan (TSP Projects #20119, #20120, #20121), the following conditions are placed on the City's participation. City of Portland support for the project is: 1. Contingent on the project containing all elements identified in the Facility Plan, in particular the local surface transportation elements such as the lids over the freeway, a future east-west pedestrian and bicycle bridge in the vicinity of Clackamas St., and new bridge connections that include high quality pedestrian and bicycle facilities and improved signalized crossings. 2. Conditioned on the development of a City Council supported equity strategy addressing issues related to the Broadway/Weidler I-5 Interchange project specifically – including, historically African American community impacts, low-income housing solutions and MWESB community benefits. 3. Transparency and public discussion about the City of Portland's funding sources and tradeoffs is essential. City funding will be limited to multimodal aspects of the project and to funding sources that do not reduce planned investments to fund transportation improvements in support of Vision Zero and safety and livability investments in East Portland. 4. ODOT and PBOT are encouraged to evaluate congestion pricing and TDM options to mitigate for climate impacts.	X			**PBOT**	BPS
Lloyd	UD43	Enhance the pedestrian and cycling environment under the I-5 Freeway at NE Lloyd Blvd and Multnomah, Holladay and Oregon Streets.		X		**PBOT**	TriMet, ODOT, TMA
Lloyd	RC36	At viewpoint NE01 identified in the Scenic Resources Inventory (BPS), construct a viewing area, including a belvedere with bench and marker, on the new bike/pedestrian I84 overpass at NE 7th. The view is of downtown Portland. The viewing area should be separated from lanes of travel.	X			**PBOT**	BPS, ODOT, UPRR
Lower Albina	TR79	Rebuild N River Street from the Tillamook overpass to Essex Street.		X		**PBOT**	

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Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lower Albina	TR81	Enhance and maintain streets in working condition to facilitate access and circulation in the district.			X	**PBOT**	
Lower Albina	TR78*	Develop a street design plan for the "the Strand" and alternative routes to provide a lower stress connection between N. Russell Street and the Rose Quarter.	X			**PBOT**	BPS
Lower Albina	TR80	Study the need for pedestrian improvements to facilitate employee access to transit on Russell, Interstate and Broadway/Weidler.		X		**PBOT**	TriMet
Lower Albina	RC82	Consider zoning provisions for the IG1 zone east of the Union Pacific railroad alignment that allow compatible office-like uses, similar to the Industrial Office allowances in the Central Eastside. Implementation of these provisions should be accompanied by a Lower Albina parking strategy that explores on- and off-street parking strategies for workers and visitors.		X		**BPS, PBOT**	
Lower Albina	UD48	Improve the character of N Russell under the I-5 freeway. Consider lighting improvements, public art, sustainable landscaping and stormwater management, and screening of adjacent publically-owned storage yards.		X		**PBOT**	ODOT
Lower Albina	UD50	Improve the appearance of publically-owned storage yards located under and adjacent to the I-5 and I-405 freeways.	X			**PBOT**	ODOT
Old Town/Chinatown	EN35	Complete a green connection between the North Park Blocks and the Willamette River, potentially to include street trees, stormwater planters, ecoroofs, and native plants in public open spaces.		X		**PBOT**	BES, PPR
Old Town/Chinatown	RC44*	Develop and implement an on- and off-street parking strategy for OT/CT that encourages the redevelopment of surface parking lots, sharing of parking stalls and maintains sufficient parking to meet the districts' present and future needs.	X			**PBOT**	BPS, Prosper
Old Town/Chinatown	RC58	Pursue development of one or more new shared parking structures to serve various users in the district and replace lost parking as surface lots redevelop.	X			**PBOT, Prosper**	

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Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/Chinatown	TR83	Prepare a local circulation study for the area north of Burnside. Consider street configurations including travel directions, travel lanes, traffic control, bicycle access and parking, and transit mobility and circulation. Address barriers created by NW Broadway, W Burnside, NW Naito Parkway, the Steel Bridge ramps, Waterfront Park and the railroad tracks.	X			**PBOT**	
Old Town/Chinatown	TR86	Improve bicycle and pedestrian connectivity and safety throughout the district, including Davis and Flanders as primary east-west bicycle routes and to the Steel and Burnside Bridges.			X	**PBOT**	
Old Town/Chinatown	TR88*	Implement projects to improve pedestrian safety, multi-modal connectivity, and development conditions along West Burnside.	X	X		**PBOT**	
Old Town/Chinatown	TR84	Study possible reconfiguration of the Steel Bridge ramps and the rail line to improve pedestrian and bike access to/along the greenway trail, NW Flanders and McCormick Pier and create new development opportunities.	X			**PBOT, Prosper**	PPR, BPS, ODOT, UPRR, TriMet
Old Town/Chinatown	TR85	Improve connections between interurban buses and trains and between interurban and local transit. Consider relocation of interurban bus services closer to Union Station.		X		**PBOT, Prosper**	Greyhound
Old Town/Chinatown	UD51	Connect OT/CT to the "Green Loop" with pedestrian and design improvements to NW Davis and Flanders.		X		**PBOT**	
Pearl	TR90	Implement the *Pearl District Access and Circulation Plan* (Adopted by Portland City Council, June 13, 2012)	X			**PBOT**	
Pearl	TR94	Improve bike/pedestrian access to/from Centennial Mills including greenway trail continuity as outlined in the *Centennial Mills Framework Plan* (adopted by Portland City Council, Fall 2006)	X			**PBOT**	
Pearl	TR97*	Enhance West Burnside to improve streetscape quality; multimodal access; and bicycle and pedestrian safety.	X	X		**PBOT**	
Pearl	TR98	Improve NW 15th north of NW Flanders as a bicycle and pedestrian route.	X			**PBOT**	
Pearl	TR99	Implement the "Green Loop" through the district, connecting the North Park Blocks to the Willamette River as well as improved opportunities for wildlife movement; and improve connections to the Broadway Bridge.		X		**PBOT**	BPS, PPR

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Pearl	TR91	Improve pedestrian and bicycle connections over I-405 at Everett, Glisan and Couch.	X			**PBOT**	ODOT
Pearl	TR92	Develop a bike/pedestrian bridge connecting NW Flanders over I-405.	X			**PBOT**	ODOT
Pearl	TR96	Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills over Naito Parkway and explore a possible bridge that extends NW 13th to the River. Explore feasibility of connecting this future bridge to the Broadway Bridge to directly connect cyclists to the Marshall bikeway and pedestrians to Naito Parkway.		X		**PBOT**	Prosper, BPS, PPR, Private
University District/ South Downtown	TR107	Enhance pedestrian and bicycle connections to RiverPlace Marina and the Willamette River at key locations, especially Lincoln, Harrison, and Montgomery Streets.			X	**PBOT**	
University District/ South Downtown	TR102	Monitor progress on Southwest Corridor High Capacity Transit planning and advocate for district goals.			X	**PBOT**	BPS
University District/ South Downtown	TR104*	Complete a study that explores long-term reconfigurations of local and regional connections on and around I-405 between the Ross Island Bridge and Sunset Highway interchanges.	X			**PBOT, ODOT**	BPS
University District/ South Downtown	TR101	Implement recommendations from the *North Macadam Transportation Development Strategy (2009) and South Portland Circulation Study (2001).*			X	**PBOT**	Prosper
University District/ South Downtown	TR100	Complete a PSU area access and circulation study that includes multimodal improvements including pedestrian safety; campus loading; drop offs; parking; and bicycle access to and from the campus to adjacent areas, South Waterfront, Goose Hollow and South Portland.	X			**PBOT**	PSU
University District/ South Downtown	TR103	Implement near-term I-405 Crossing Multimodal Improvements, especially at SW 1st Avenue/Naito Parkway, SW 4th Avenue, SW 6th Avenue and Terwilliger/Park.	X			**PBOT**	TriMet, ODOT
University District/ South Downtown	TR105	Develop a long-term parking strategy for PSU including on- and off-street parking resources.	X			**PBOT, PSU**	

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
University District/ South Downtown	TR70	Develop and implement a new design for the Willamette Greenway Trail through the RiverPlace development that improves safe pedestrian and bicycle access and reduces conflicts with RiverPlace visitors. Until such improvements are constructed, bicycle access through the area will be re-routed to local streets to reduce conflicts at RiverPlace		X		**PBOT, BPS**	PPR
University District/ South Downtown	RC69	At viewpoint SW24 identified in the *Scenic Resources Inventory* (BPS), add a bench and an information plaque that identifies area mountains and visually prominent buildings and structures.	X			**PBOT**	BPS
South Waterfront	EN45	Encourage planting of native vegetation and trees in right-of-way.			X	**PBOT, Prosper**	
South Waterfront	TR109	Implement the *South Waterfront District Street Plan, Criteria and Standards (2009)*			X	**PBOT**	
South Waterfront	TR110	Review, update and implement recommendations from the *North Macadam Transportation Development Strategy (2009) (includes earlier South Portland Circulation Study Recommendations)*			X	**PBOT**	Prosper
South Waterfront	TR111	Develop a phased development parking strategy to meet district goals for all parking types including office, retail, university, residential and visitor spaces. Explore multi-use and shared parking opportunities.	X			**PBOT**	Prosper, OMSI
South Waterfront	TR113	Extend Streetcar service to the south to John's Landing or beyond.		X		**PBOT**	Streetcar
South Waterfront	TR112	Coordinate transportation improvements in South Waterfront with regional transportation efforts such as the Southwest Corridor High Capacity Transit, Willamette Greenway Trail and the South Portland Circulation Study.	X			**PBOT**	TriMet
South Waterfront	UD74	Develop green connections at regular intervals extending from the river west into the district as a means for providing pedestrian linkages, multi-objective stormwater management opportunities and reinforcing the presence of the river and riverfront in the district.	X			**PBOT, Prosper, Private**	BPS, BES
West End	HN36	Explore options for additional public restroom facilities.	X			**PBOT, PWB, PPB**	

Portland Bureau of Transportation (PBOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
West End	RC81	Develop a package of streetscape improvements for the cultural district to enhance the pedestrian experience between attractions including OHS, the Art Museum and the Arlene Schnitzer Concert Hall.		X		**PBOT, BPS, PPR, Private**	
West End	RC80	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 10th and Yamhill, including improved ground-floor retail presence.	X			**PBOT, Prosper, BPS, OMF, Private, DNA**	
West End	TR115	Improve bicycle and pedestrian safety and access into and out of the district, particularly on and around W Burnside and I-405 crossings and ramps.	X			**PBOT**	
West End	TR116	Develop and implement a parking strategy for the West End that encourages the redevelopment of surface parking lots, sharing of parking stalls and maintains sufficient parking to meet the districts' present and future needs.	X			**PBOT**	BPS, Private
West End	TR117	Work with area property owners, the Portland Art Museum and churches to develop a strategy to accommodate institutional parking needs, including weekend and evening church parking and allow shared use of church parking facilities during other hours.	X			**PBOT**	BPS, Private
West End	UD77	Improve Salmon Street as a unique east-west connection linking Washington Park to the Willamette River with active transportation, landscaping and green infrastructure facilities. Encourage additional, activating retail.		X		**PBOT**	BES, BPS
West End	UD83	Develop and implement a strategy to encourage main-street friendly streetscape and green infrastructure improvements on SW Jefferson Street.	X			**PBOT, BPS**	BES
West End	UD82	Explore opportunities for consolidating and/or redeveloping Burnside's "jug handles" into public spaces.		X		**PBOT**	BPS

Portland Fire and Rescue (PFR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	RC2	As development occurs and density increases, ensure that new construction and rehabilitation projects include both early warning systems (e.g., alarms and CO detectors) and fire protection equipment. Fire sprinklers help minimize fire size and spread, therefore reducing the loss of life from fire.			X	**PFR, BDS**	

Portland Housing Bureau (PHB)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	HN45	Create tools to help bridge the minority homeownership gap in the Central City.			X	**PHB**	
Central City	HN43	Encourage the development of affordable family housing projects with two-bedroom units or larger that are compatible with the needs of families with children at all income levels.			X	**PHB, BPS**	Prosper, Private
Central City	HN44	Establish and maintain a publicly accessible system to track and report on housing diversity and development in the Central City. The system must capture the number and type of all housing units created, the percent that are affordable and at what percent of MFI. Use this data to produce an annual report to the Planning and Sustainability Commission and Portland City Council.	X			**PHB, BDS, BPS**	
Central Eastside	HN7	Update the Central City Housing Inventory by 2016 and conduct periodic updates on a regular basis.			X	**PHB**	BPS
Central Eastside	HN9	Develop a sustainable source(s) of funding to create and preserve affordable housing throughout the Central City that aligns with geographic scope and time horizon of the City's affordable housing goals.	X		X	**PHB**	BPS
Lloyd	HN16	Support connections between district employers and employee housing within the district through employer-assisted housing programs and coordinated mixed-use development, particularly employer-assisted housing for service-level workers employed within the district.	X			**PHB**	Private

Portland Housing Bureau (PHB)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/Chinatown	HN19	Provide a housing tax abatement program for OT/CT.			X	**PHB, BPS**	County
West End	HN32*	Develop and implement an affordable housing strategy for the West End that preserves or replaces existing affordable housing, including buildings that are privately owned.				**PHB**	BPS

Portland Office of Management and Finance (OMF)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	EN21	Incorporate plans to remove a portion of the seawall at Tom McCall Waterfront Park (not in the vicinity of Ankeny Street Pump Station) to provide river access, improved flood management and habitat enhancement into the WPMP update.		X		**OMF, PPR**	BES, NOAA, USACE, DSL
Downtown	RC21	Maintain Portland'5 Centers for the Arts as the leading regional performing arts venue.			X	**OMF, Metro, Private**	
Goose Hollow	RC30	Encourage the City, neighborhood associations and stadium operators to support a broader range of uses/events at Providence Park in future Good Neighbor Agreement updates.	X			**OMF, GHFL, NWDA, Private**	
West End	RC80	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 10th and Yamhill, including improved ground-floor retail presence.	X			**OMF, PBOT, Prosper, BPS, Private, DNA**	

Portland Office of Neighborhood Involvement (ONI)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	HN1	Support improved communication and cooperation between social service providers and surrounding neighborhoods concerning livability challenges for all. At a minimum, encourage social service providers to enter into Good Neighbor Agreements.			X	**ONI**	PHB, County, Private
Central City	HN4	Improve safety through programming and CPTED (Crime Prevention Through Environmental Design) improvements, including better street lighting.			X	**ONI, PPR, PBOT, PPB**	Private
Old Town/Chinatown	HN22	Establish a working committee of the Police Bureau, Office of Neighborhood Involvement's Crime Prevention Coordinator, Clean & Safe, OT/CT Community Association, social service providers, and others to implement a comprehensive set of neighborhood policing actions.	X			**ONI**	PPB, OTCTCA

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	EN4	Encourage the planting of street trees in front of residential and mixed use buildings and around surface parking lots.	X			**PPR**	Private
Central City	EN14	Evaluate options to increase property owner interest in street tree planting, including potential public assistance with tree pruning or other tree-related maintenance.	X			**PPR, BES**	PBOT, BPS
Central City	HN4	Improve safety through programming and CPTED (Crime Prevention Through Environmental Design) improvements, including better street lighting.			X	**PPR, ONI, PBOT, PPB**	Private
Central City	HN41	Develop a community center that offers access to a range of services for residents of all ages and abilities in the Central City	X			**PPR**	
Central City	HN42	When public parks are created and upgraded in the Central City, explore opportunities to include recreation facilities and play grounds to promote active living and human health.			X	**PPR**	

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	UD5	Pursue public-private partnerships to provide publically accessible restrooms at locations near transit stations, the Willamette Greenway, public parks, plazas, and open space features.			X	**PPR, PBOT**	TriMet, BPS, Prosper, Private
Central City	UD7	Identify remnant parcels or portions of publicly owned right-of-way (City, County, and State owned lands) that could be used for publicly accessible parks, open space, recreation opportunities and stormwater management.			X	**PPR**	**BES, PBOT, County, State**
Central City	WR1	Improve the Willamette Greenway Trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and provide access to the river.			X	**PPR, PBOT**	
Central City	WR2	Enhance and create connectivity between in-water, river bank and upland areas to maintain and improve fish and wildlife habitat.			X	**PPR, BES, BPS**	
Central City	WR4	Increase the efficient use of existing docks and river access points to avoid and minimize environmental impacts.			X	**PPR**	PBOT, Prosper, Private
Central City	WR5	Pursue locating and installing art, play areas, signage and attractions along the riverfront to showcase the river's past and present.			X	**PPR, RACC**	Public, Private
Central City	WR8	Expand opportunities for safe swimming in the Willamette River in the Central City in places where conflicts with natural resource protection and enhancement can be avoided or minimized.			X	**PPR**	BES, Private
Central Eastside	TR16	Improve connections between the Springwater Corridor Trail and the Greenway Trail/Eastbank Esplanade.			X	**PPR**	PBOT
Central Eastside	TR17	Develop and implement strategies to reduce bicycle and pedestrian conflicts as needed along the Willamette Greenway Trail and the Eastbank Esplanade.			X	**PPR**	PBOT, Private
Central Eastside	TR24	Identify opportunities to creatively use public rights-of-way to meet open space, recreation and retail needs, especially along designated green or flexible streets.			X	**PPR, PBOT**	
Central Eastside	UD10*	Explore opportunities to create publicly accessible open space and recreational opportunities on public and private land throughout the Central Eastside.	X			**PPR, BPS, Private**	

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	UD12	Develop a districtwide strategy, including opportunities for public-private partnerships, that addresses the need for new open spaces, connections and access to existing open spaces and other amenities as residential and employment densities grow over time.			X	**PPR**	BPS, PBOT, Prosper, BES, State
Central Eastside	UD13	Increase public parks, open space, and recreation opportunities in the district to meet Portland Parks and Recreation level of service targets. Look for opportunities to acquire and develop additional open spaces leveraging public-private partnerships.			X	**PPR, Private**	
Central Eastside	WR11*	Partner with property owners and other stakeholders to seek funding and implement the concept plan for the Eastbank Crescent for fish and wildlife habitat, along with boating, swimming, educational opportunities, and enhanced greenway trail.			X	**PPR, BPS, Prosper, BES**	OMSI, Private
Central Eastside	WR12	Explore concepts and partnerships to enhance fish and wildlife habitat along the Eastbank Esplanade between the Morrison and Hawthorne Bridges.			X	**PPR, BES, BPS**	Prosper, ODOT
Central Eastside	RC13	At viewpoint SE08 identified in the *Scenic Resources Inventory* (BPS), develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR**	BPS
Central Eastside	RC14	At viewpoint SE09 identified in the *Scenic Resources Inventory* (BPS), develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR**	BPS
Central Eastside	RC15	At viewpoint SE10 identified in the *Scenic Resources Inventory* (BPS), develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR**	BPS
Central Eastside	RC16	At viewpoint SE13 identified in the *Scenic Resources Inventory* (BPS), develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.	X			**PPR, Private**	BPS
Downtown	EN20	Develop a strategy for inventorying, removing and replacing trees in the South Park Blocks to eliminate safety hazards while maintaining or enhancing canopy coverage and habitat.	X			**PPR**	
Downtown	EN16	Improve habitat by strategically incorporating native plants and trees in Tom McCall Waterfront Park.		X		**PPR**	BES
Downtown	EN17	Improve in-water habitat at Hawthorne Bowl designing a restoration project that creates a separate fish habitat area from swimming and recreational areas.		X		**PPR, BES**	

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	EN21	Incorporate plans to remove a portion of the seawall at Tom McCall Waterfront Park (not in the vicinity of Ankeny Street Pump Station) to provide river access, improved flood management and habitat enhancement into the WPMP update.		X		**PPR, OMF**	BES, NOAA, USACE, DSL
Downtown	HN11	Provide and maintain safe public restrooms at convenient locations throughout the district.			X	**PPR**	PPB, PWB, PBOT, Private
Downtown	HN2	Encourage the development of a dog park to serve Downtown residents.		X		**PPR**	**Private**
Downtown	RC26	Study and revise, as needed, zoning regulations to allow overnight mooring for commercial boats/ships in Waterfront Park.	X			**PPR, BPS**	**DSL**
Downtown	RC20	Study the feasibility of accommodating regional cruise ship docking facilities along the seawall.	X			**PPR, BPS, Private**	
Downtown	RC22	Actively program a variety of public events and activities throughout the year in Pioneer Square and at key locations in Waterfront Park like Ankeny Plaza, Salmon Springs, the Hawthorne Bowl and along the seawall. Encourage development of small retail uses, like kiosks, within Waterfront Park.			X	**PPR, Private**	
Downtown	RC17	Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead that connect to the river.	X			**PPR, Private, PBOT, BPS, Prosper, County**	
Downtown	RC25	Promote the Downtown area, Willamette River and Waterfront Park through media and other campaigns.			X	**PPR, Private, Travel, Prosper, TriMet**	
Downtown	UD18	Review and update the Waterfront Park Master Plan to enhance activities, amenities, and open spaces in the park and into the river. As part of the effort, develop a plan for the Hawthorne Bowl that addresses habitat enhancements, swimming, boating, special events and related amenities.		X		**PPR**	BPS

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	UD19	Develop a plan to improve the Hawthorne Bowl area of Waterfront Park to enhance accessibility in the park and into the river and better meet the needs of event goers, river users and habitat.	X			**PPR**	BPS, BES, State & Federal Agencies
Downtown	UD28	Rehabilitate/redesign O'Bryant Square. Explore design and management alternatives for developing the space as a signature stop on the "Green Loop."		X		**PPR**	BPS, Private
Downtown	UD21	Explore options for adjusting the duration, layout and frequency of large park events to allow for other types of park activities, in order to maximize public access, use and enjoyment of Waterfront Park.			X	**PPR**	Private
Downtown	UD22	Coordinate with maritime-related organizations and interests to increase maritime attractions and events at Tom McCall Waterfront Park.			X	**PPR, Private**	
Downtown	UD23	Obtain Historic Designation for South Park Blocks; develop a strategy for maintenance and operations to be completed by 2023.		X		**PPR**	Private
Downtown	UD20	Explore options for creating visual cues, such as art installments, that can be seen down street corridors and attract people from the district to Waterfront Park as part of the Waterfront Park Master Plan update.		X		**PPR**	RACC, PBOT
Downtown	RC27	At viewpoint SW17 identified in the *Scenic Resources Inventory* (BPS), relocate one telescope to the center of the seating area and add an informational marker about the view of Mt Hood.	X			**PPR**	BPS
Goose Hollow	UD33	Develop a Neighborhood Park Strategy for the district that will accommodate projected residential and job density increases.		X		**PPR, BPS**	Private
Lloyd	EN27	Develop and implement a tree planting strategy for the Lloyd District. The strategy should identify available planting locations including streets and underutilized space within public rights-of-way.		X		**PPR, BPS**	UF, BES, BPS, PBOT, PWB, Private
Lloyd	EN28	Develop a multi-objective management strategy for enhancing Sullivan's Gulch that includes trail development, removal of invasive species and revegetation.	X			**PPR, PBOT**	BES, BPS, Private, ODOT, Railroad
Lloyd	HN14	Improve the function and safety of Holladay Park through programming that increases its use and CPTED (Crime Prevention Through Environmental Design) improvements.	X			**PPR**	LBID, Private

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	UD39	Explore development of an implementation plan for establishing public parks, plazas and open spaces consistent with the district concept diagram and policies. Seek to time the development of the signature open space system on or near Clackamas concurrent with significant residential development in the district as they are proposed. If implementation of the parks plan will require new regulatory or incentive tools, BPS or another agency will lead the implementation plan process.	X			**PPR, BPS**	Prosper
Lloyd	RC37	At viewpoint NE08 identified in the *Scenic Resources Inventory* (BPS), develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR**	BPS
Lloyd	TR87	Implement the Sullivan's Gulch Trail Concept Plan per City Council Resolution No. 36947.		X		**PPR, PBOT**	Private, ODOT, UPRR
Lower Albina	UD47	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.		X		**PPR, RACC, ODOT**	BES
Lower Albina	RC40	At viewpoint NO2 identified in the *Scenic Resources Inventory* (BPS), develop a viewing area including a bench and an information marker	X			**PPR**	BPS
Lower Albina	RC41	At viewpoint NO4 identified in the Scenic Resources Inventory (BPS), develop a viewing area including a bench and an information marker	X			**PPR**	BPS
Lower Albina	RC42	When the Greenway Trail is developed, determine the best location for a formal viewing area with a view of the Willamette River, Central City Skyline and West Hills. This corresponds to viewpoint N14 identified in the *Scenic Resources Inventory* (BPS). Develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPS, Private**	BPS
Old Town/Chinatown	RC60	Develop strategies for activating the Saturday Market shelter in Waterfront Park and Ankeny Square with new small businesses, events and regular programming throughout the year.			X	**PPR**	OTCTCA, Private

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/Chinatown	UD55	Improve and enhance boater access to/from the Willamette River and Waterfront Park by improving Ankeny Dock or possibly moving it to a nearby location and reactivating it for commercial, transportation and recreational use.		X		**PPR**	Federal and State Agencies
Pearl	TR95	Improve the greenway trail to facilitate continuity for bike and pedestrian access, reduce user conflicts and improve access to and into the river.		X		**PPR**	PBOT, Prosper
Pearl	EN38	Strategically install native vegetation and trees within public open spaces, including the North Park Blocks.			X	**PPR**	
Pearl	UD58	Develop a new public park or plaza on the block between NW Glisan and NW Hoyt and NW 8th and NW Park.		X		**PPR**	Prosper, PPS, PNCA, Private
Pearl	UD59	Develop a strategy/plan to renovate the North Park Blocks to better meet community goals.		X		**PPR**	BPS
University District/ South Downtown	EN42	Improve the dock at RiverPlace Marina to provide for increased boating use by motorized and non-motorized crafts, while also reducing impacts to salmon.		X		**PPR**	BPS, BES, Private, PWA
University District/ South Downtown	UD63	Develop a strategy/plan to renovate the PSU-managed section of the South Park Blocks.	X			**PPR, PSU**	
South Waterfront	EN45	Encourage planting of native vegetation and trees in right-of-way.			X	**PPR, PBOT**	
South Waterfront	TR114	Complete the greenway trail connecting it with the rest of the 40-Mile Loop Trail. Where feasible, explore opportunities for completing the trail prior to development rather than waiting for it to be completed with development.		X		**PPR, Prosper**	BPS, Private
South Waterfront	UD73	Pursue a large park facility to provide active recreational opportunities for the district and surrounding area, in a location that has a physical and visual connection to the river.		X		**PPR**	BPS, Prosper, Private
South Waterfront	UD71	Integrate elements that reflect the district's history, including Portland's maritime history, into the development of the greenway and parks. Encourage the development of river-related public art, as well as cultural and ecological displays and attractions to connect people with the river.			X	**PPR**	BPS, Private

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
South Waterfront	UD75	Explore opportunities to make South Waterfront Greenway improvements, especially trail and dock improvements, in the near term and possibly in advance of development that would typically trigger such improvements.			X	**PPR**	Prosper, BPS
South Waterfront	UD76	Explore opportunities to provide amenities for boaters such as light watercraft storage and parking to coincide with installation of a new dock.			X	**PPR**	SPNA, Private
South Waterfront	UD70	Develop signature public art that supports the branding of the district as the cornerstone of the Innovation Quadrant.		X		**PPR, RACC**	Private
South Waterfront	RC73	When the Greenway Trail is developed, develop a viewing area at viewpoint SW42 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR, Private**	BPS
South Waterfront	RC74	When the Greenway Trail is developed, develop a viewing area at viewpoint SW44 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR, Private**	BPS
South Waterfront	RC75	When the Greenway Trail is developed, develop a viewing area at viewpoint SW48 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR, Private**	BPS
South Waterfront	RC76	When the Greenway Trail is developed, develop a viewing area at viewpoint SW52 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR, Private**	BPS
South Waterfront	RC77	When the Greenway Trail is developed, develop a viewing area at viewpoint SW59 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR, Private**	BPS
South Waterfront	RC78	When the Greenway Trail is developed, develop a viewing area at viewpoint SW71 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**PPR, Private**	BPS

Portland Parks and Recreation (PPR)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
West End	RC81	Develop a package of streetscape improvements for the cultural district to enhance the pedestrian experience between attractions including OHS, the Art Museum and the Arlene Schnitzer Concert Hall.		X		**PPR, PBOT, BPS, Private**	
West End	HN6	Encourage the development of a dog park to serve West End residents.		X		**PPR**	**Private**

Portland Police Bureau (PPB)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	HN4	Improve safety through programming and CPTED (Crime Prevention Through Environmental Design) improvements, including better street lighting.			X	**PPB, ONI, PPR, PBOT**	Private
West End	HN36	Explore options for additional public restroom facilities.	X			**PPB, PBOT, PWB**	

Portland Water Bureau (PWB)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
West End	HN36	Explore options for additional public restroom facilities.	X			**PWB, PBOT, PPB**	

Prosper Portland (formerly Portland Development Commission)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	RC5	Continue efforts and initiatives within the Central City to organize and locate day laborer services, such as VOZ, that provide safe places for worker rights, education, and outreach and that protect the rights of laborers.	X			**Prosper, VOZ**	
Central Eastside	RC6	Initiate catalytic redevelopment projects along the Portland-Milwaukie light rail alignment to complement institutional growth and employment in research and development and other high tech industrial sectors.	X			**Prosper**	Private
Central Eastside	RC7	Support the growth and expansion of the Innovation Quadrant and economic opportunities associated with the growth of major institutions (such as OMSI, OHSU, PCC, and PSU), with an emphasis on partnerships and collaborations that facilitate economic development that supports the quadrant and city as a whole.			X	**Prosper**	BPS, Institutions
Central Eastside	RC8	Align public sector programs, financing tools, and physical assets to leverage city-wide innovation priorities such as the Innovation Quadrant, OHSU's Knight Cancer Challenge, and emerging cross-sector opportunities like "Internet of Things" and Health Technology.			X	**Prosper**	Institutions, Private
Central Eastside	RC9	Address skill gaps within high-growth, high-demand occupations and support individual career development. Form partnerships between CES employers and institutions such as CEIC, PCC, and PPS to provide/support on the job training for new employees and training for incumbent workers to advance to higher skilled, higher wage jobs.			X	**Prosper**	CEIC, OMSI, PPS, PCC, CEIC
Central Eastside	RC11	Study the feasibility and strategy for creating a new business improvement district for the Central Eastside.	X			**Prosper, CEIC**	
Central Eastside	RC12	Use best practices research to develop new strategies to create affordable space for craft manufacturers and new businesses in Portland.			X	**Prosper**	BPS, CEIC, Private
Central Eastside	TR7*	Explore tools that developers can use to pay for the construction of centralized structured parking where projects cannot feasibly provide on-site parking.	X			**Prosper**	BPS, PBOT
Central Eastside	TR28*	Establish wayfinding system for district that directs preferred routes for specific modes.	X			**Prosper**	PBOT

Prosper Portland (formerly Portland Development Commission)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	TR31	Develop a district parking facility at ODOT Blocks, if demand and financial support for project exists.	X			**Prosper**	
Central Eastside	TR13	Improve auto/freight access to the district from Powell Blvd through protected turns between the Ross Island Bridge and Milwaukie subject to ODOT approval.	X			**Prosper, PBOT**	TriMet, ODOT
Central Eastside	UD14	Identify and pursue opportunities to create publicly accessible riverfront parks, open space, and recreation opportunities and east-west access ways as part of the redevelopment of the ODOT Blocks located west of SE Water Avenue.			X	**Prosper**	PPR, PBOT, BPS
Central Eastside	WR11*	Partner with property owners and other stakeholders to seek funding and implement the concept plan for the Eastbank Crescent for fish and wildlife habitat, along with boating, swimming, educational opportunities, and enhanced greenway trail.			X	**Prosper, BPS, PPR, BES**	
Downtown	RC24	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 3rd and SW Alder. Provide public parking; add mixed use development including improved retail.		X		**Prosper, PBOT, BPS**	
Downtown	RC18	Implement incentives that encourage new development, including targeted clusters of commercial development, in the Naito Parkway area.	X			**Prosper, BPS**	
Downtown	RC17	Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead that connect to the river.	X			**Prosper, Private, PBOT, PPR, BPS, County**	
Downtown	RC25	Promote the Downtown area, Willamette River and Waterfront Park through media and other campaigns.			X	**Prosper, Private, Travel, PPR, TriMet**	
Goose Hollow	RC29	Prepare a strategy to strengthen Retail Core connections on SW Yamhill between the West End and SW 18th; and to activate Salmon with additional retail.	X			**Prosper, BPS**	
Goose Hollow	RC28	Work with developers and existing property owners (e.g., The Oregonian, TriMet) in the Hollow to encourage redevelopment in line with district goals.			X	**Prosper, BPS, Private**	

Prosper Portland (formerly Portland Development Commission)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	EN26	Investigate opportunities for serving the PPS Blanchard site with district energy.	X			**Prosper**	BPS, PPS
Lloyd	HN38	Identify a site for a future grocery store to directly serve residents and workers in the district.	X			**Prosper, BPS**	Private
Lloyd	RC33	Develop a strategy to promote the development of new hotels and the improvement of existing hotels in the vicinity of the Oregon Convention Center.	X			**Prosper**	BPS, Private
Lloyd	RC34	Pursue development on publically owned sites in and around the Rose Quarter through public-private partnerships.			X	**Prosper**	Private
Lloyd	RC19	Consider incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	X			**Prosper, BPS**	
Lower Albina	RC39	Assist small businesses and property owners through storefront grants, Development Opportunity Services grants, loans for tenant improvements, start-up and equipment, and other programs.			X	**Prosper**	
Old Town/Chinatown	HN47	Develop incentives that encourage new housing in the Naito Parkway/riverfront area.	X			**Prosper, BPS**	
Old Town/Chinatown	RC54	Explore the development of new and enhance existing financial tools to help fund seismic upgrades to the district's historic buildings.	X			**Prosper**	BPS
Old Town/Chinatown	RC45	Support continued project and development opportunities and help fund development gaps that can bring transformative development on large opportunity sites.			X	**Prosper**	
Old Town/Chinatown	RC49	Identify financing and business strategies to renovate and seismically upgrade Union Station and maximize the potential of the station and adjacent parcels.	X			**Prosper**	
Old Town/Chinatown	RC53	Pursue investment partnerships for seismic upgrading and other real estate development.	X			**Prosper**	
Old Town/Chinatown	RC56	Provide predevelopment funds and technical assistance to enable property owners to complete full due diligence on underutilized properties.			X	**Prosper**	

Prosper Portland (formerly Portland Development Commission)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/Chinatown	RC57	Implement incentives that encourage new development in the Naito Parkway/riverfront area including targeted clusters of commercial uses as identified in the Old Town/Chinatown Five Year Action Plan.	X			**Prosper**	
Old Town/Chinatown	RC43*	Implement the Old Town/Chinatown Five Year Action Plan.	X			**Prosper**	City
Old Town/Chinatown	RC47	Actively pursue developers for City and Prosper Portland-owned properties, including Block 8, Block 25, Block A&N and Block R.	X			**Prosper**	
Old Town/Chinatown	RC51	Establish a district management entity to coordinate public space and event programming, fundraising efforts and district branding and promotion.	X			**Prosper**	OTCTCA
Old Town/Chinatown	RC58	Pursue development of one or more new shared parking structures to serve various users in the district and replace lost parking as surface lots redevelop.	X			**Prosper, PBOT**	
Old Town/Chinatown	RC48	Explore the potential redevelopment of the Greyhound Terminal site by continuing to pursue moving bus operations onto Block Y.	X			**Prosper**	Private
Old Town/Chinatown	TR84	Study possible reconfiguration of the Steel Bridge ramps and the rail line to improve pedestrian and bike access to/along the greenway trail, NW Flanders and McCormick Pier and create new development opportunities.	X			**Prosper, PBOT**	PPR, BPS, ODOT, UPRR, TriMet
Old Town/Chinatown	TR85	Improve connections between interurban buses and trains and between interurban and local transit. Consider relocation of interurban bus services closer to Union Station.		X		**Prosper, PBOT**	Greyhound
Pearl	EN37	Restore riparian and shallow water habitat to improve conditions for fish and wildlife at Centennial Mills.	X			**Prosper, Private**	BES, PPR
Pearl	RC62	Relocate the US Post Office and redevelop the site with a wide mix of urban uses including employment.		X		**Prosper**	Private
Pearl	RC63	Redevelop the Centennial Mills site to meet public goals including commercial uses, greenway trail continuity, and public access to the river as outlined in the Centennial Mills Framework Plan (adopted by Portland City Council, Fall 2006).	X			**Prosper**	Private

Prosper Portland (formerly Portland Development Commission)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
University District/ South Downtown	HN26	Develop a district retail strategy.	X			**Prosper, BPS, PSU, PBA, Private**	
University District/ South Downtown	HN39	Identify a site for a future grocery store to directly serve residents and workers in the district.	X			**Prosper, BPS**	Private
South Waterfront	EN47	Promote low-impact development strategies that minimize impervious areas, use multi-objective stormwater management systems, create water-quality friendly streets and parking lots and enhance natural area revegetation.			x	**Prosper, BPS**	BES, PBOT
South Waterfront	EN48	Implement the Zidell Development Agreement which calls for Willamette River Greenway improvements.		X		**Prosper**	PPR
South Waterfront	RC71	Encourage partnerships between the area's educational/research institutions and private business.			X	**Prosper, OHSU**	OMSI, PSU, Private
South Waterfront	RC70	Promote public investments that leverage investments in traded-sector and other relevant businesses in the district, bring wealth into the region and create family-wage jobs.			X	**Prosper**	BPS, PBOT
South Waterfront	RC72	Develop telecommunications and other infrastructure needed to ensure that South Waterfront is a competitive location for science and high technology jobs.	X			**Prosper, Private**	
South Waterfront	TR114	Complete the greenway trail connecting it with the rest of the 40-Mile Loop Trail. Where feasible, explore opportunities for completing the trail prior to development rather than waiting for it to be completed with development.		X		**Prosper, PPR**	BPS, Private
South Waterfront	UD72	Explore potential for a major high-density mixed-use development at the Zidell site that brings together a variety of uses and activities, increases human access to/from the river and celebrates its maritime past.	X			**Prosper**	BPS, Private
South Waterfront	UD74	Develop green connections at regular intervals extending from the river west into the district as a means for providing pedestrian linkages, multi-objective stormwater management opportunities and reinforcing the presence of the river and riverfront in the district.	X			**Prosper, PBOT, Private**	BES, BPS

Prosper Portland (formerly Portland Development Commission)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
West End	RC80	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 10th and Yamhill, including improved ground-floor retail presence.	X			**Prosper, PBOT, BPS, OMF, Private, DNA**	
West End	RC79	Implement the Downtown Retail Strategy in the West End.			X	**Prosper, PBA**	

Other Government Entities

Metro							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	RC21	Maintain Portland'5 Centers for the Arts as the leading regional performing arts venue.			X	**Metro, OMF, Private**	

Multnomah County (County)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	TR30	Improve pedestrian and bicycle connections from the Morrison and Burnside Bridges to the Eastbank Esplanade to make it safer, accessible and more direct.		X		**County**	BPS, Parks, PBOT
Central Eastside	TR25	Study feasibility of realigning the Morrison Bridge off ramp to MLK to allow for through eastbound traffic on Yamhill.	X			**County, PBOT**	Prosper

Multnomah County (County)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	RC17	Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead that connect to the river.	X			**County, Private, PBOT, PPR, BPS, Prosper**	

Oregon Department of Environmental Quality (DEQ)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	EN2	Continue to monitor air quality and ambient air temperature and develop strategies to reduce people's vulnerability to air pollution and urban heat island effects.			X	**DEQ**	

Oregon Department of Transportation (ODOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	HN5	For residential areas, explore options to mitigate noise and air pollution from surrounding large transportation infrastructure.	X			**ODOT**	PBOT, BPS
Central Eastside	TR34	Seek vacation of ODOT easements impacting potential development sites in the OMSI Station Area established to develop the Mt. Hood Freeway.			X	**ODOT, PBOT**	Prosper, BPS
Central Eastside	WR15	Study the feasibility of building a long-term structure for the Portland Boathouse within the ODOT easement adjacent to the Willamette River.	X			**ODOT**	Prosper, BPS, PPR, Private
Lloyd	TR67*	Implement the I-5 Broadway/Weidler Interchange Plan improvements.	X			**ODOT**	PBOT

Oregon Department of Transportation (ODOT)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	TR72*	Work with property owners to confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site. See action UD42.		X		**ODOT**	UPRR, Private, BPS
Lower Albina	TR82*	Implement the I-5 Broadway/Weidler Interchange Plan Improvements, including the proposed Hancock overcrossing, to improve regional and local freight access.		X		**ODOT**	PBOT
Lower Albina	UD47	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.		X		**ODOT, PPR, RACC**	BES
University District/ South Downtown	TR104*	Complete a study that explores long-term reconfigurations of local and regional connections on and around I-405 between the Ross Island Bridge and Sunset Highway interchanges.	X			**ODOT, PBOT**	BPS
South Waterfront	EN44	Develop strategies for addressing environmental challenges including, but not limited to, soil contamination and freeway noise.	X			**ODOT**	PBOT
West End	EN50	Identify tree and shrub preservation and planting opportunities and implementation strategies along I-405, including improving vine coverage of canyon walls, with an emphasis on native species, where appropriate.		X		**ODOT, Private**	PBOT, BES, PPR

TriMet							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	TR33	Pursue redevelopment of the Clinton Station pedestrian overpass bridge linking the Clinton Station with the Hosford-Abernethy Neighborhood to the northeast.	X			**TriMet, PBOT**	
Central Eastside	TR35	Study the potential to better link the Clinton and OMSI Station Areas with LRT stations in the Lloyd District and Rose Quarter.	X			**TriMet**	PBOT, TPAC

TriMet							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	TR36	Study the potential for shuttle bus service along SE Water Avenue.	X			**TriMet, PBOT**	TPAC
Downtown	RC25	Promote the Downtown area, Willamette River and Waterfront Park through media and other campaigns.			X	**TriMet, Private, Travel, PPR, Prosper**	
Downtown	TR40	Study potential improvements to public transportation services along Naito Parkway and the riverfront as development density and activity increases over time.		X		**TriMet**	PBOT
Goose Hollow	TR56	Determine the feasibility of adding new light rail station(s) on the Blue/Red line near SW 14th or 15th Avenue as development density increases in the Hollow.		X		**TriMet, PBOT**	
Goose Hollow	TR57	Establish a west-side commuter bike hub at the Goose Hollow/SW Jefferson MAX station, accommodating the needs of transit riders transferring to or from bicycles at this location.		X		**TriMet**	PBOT, Private
Lloyd	TR71	Study the feasibility of adding a new light rail station on the Yellow line near Dixon to serve the N Broadway area and PPS Blanchard site.		X		**TriMet**	PBOT, BPS
Lloyd	TR73*	Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplanade, and development opportunities		X		**TriMet**	TMA, PBOT, BPS, Private
Pearl	TR93	Enhance existing service to meet demand and support the desired expansion of transit service to rapidly developing areas in the North Pearl and NW Portland.			X	**TriMet**	PBOT, Streetcar
University District/ South Downtown	TR106	Study the feasibility of consolidating routes and stops on fewer corridors by placing bus lines onto the southern end of the Transit Mall and on SW Lincoln and Naito Parkway.	X			**TriMet**	PBOT

Other

Architectural Heritage Center (AHC)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lower Albina	UD45*	Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory.	X			**AHC**	BPS

Central Eastside Industrial Council (CEIC)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	RC11	Study the feasibility and strategy for creating a new business improvement district for the Central Eastside.	X			**CEIC, Prosper**	

Downtown Neighborhood Association (DNA)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
West End	RC80	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 10th and Yamhill, including improved ground-floor retail presence.	X			**DNA, PBOT, Prosper, BPS, OMF, Private**	

Go Lloyd							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	TR64	Implement streetscape and circulation changes for Multnomah Street to facilitate a “retail/commercial street” environment.	X			**Go Lloyd**	PBOT

Goose Hollow Foothills League (GHFL)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Goose Hollow	HN12	Identify sites for community building activities and pursue projects and activities such as weekend markets, cultural programming and public art.			X	**GHFL**	City
Goose Hollow	RC30	Encourage the City, neighborhood associations and stadium operators to support a broader range of uses/events at Providence Park in future Good Neighbor Agreement updates.	X			**GHFL, OMF, NWDA, Private**	
Goose Hollow	UD38	Add appropriate trees to the list of designated heritage trees.			X	**GHFL**	PPR, Private

Lloyd District Community Association (LDCA)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	HN15	Identify sites for community building activities and pursue projects and activities that support community building, such as weekend markets, cultural programming in parks and public art.	X			**LDCA**	TMA, LED, City
Lloyd	UD41	Create and promote a strategy to activate public open space, rights-of-way and surface parking lots during off hours to bring in new people, interests and energy to the district.	X			**LDCA**	LED, TMA, Private, PPR, PBOT, BPS, Prosper

Lloyd EcoDistrict							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Lloyd	EN29	Continue to support the Lloyd EcoDistrict work program.			X	**LED**	City
Lloyd	RC35	Market the Lloyd District as a leader in sustainable development and business practices.			X	**LED**	Prosper, BPS, Private

Northwest District Association (NWDA)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Goose Hollow	RC30	Encourage the City, neighborhood associations and stadium operators to support a broader range of uses/events at Providence Park in future Good Neighbor Agreement updates.	X			**NWDA, OMF, GHFL, Private**	

Old Town Heritage Group (OTHG)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/Chinatown	RC50	Explore the creation of a multicultural museum complex in Chinatown.		X		**OTHG**	OTCTCA

Old Town/Chinatown Community Association (OTCTCA)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/Chinatown	RC59	Create an Old Town Night Market and encourage a variety of evening cultural events to broaden the array of nighttime attractions in the district		X		**OTCTCA**	Private
Old Town/Chinatown	RC46	Implement the OT/CT Retail Program in coordination with cluster industry presence in the district.			X	**OTCTCA, PBA**	Prosper

Oregon Health and Science University (OHSU)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
South Waterfront	RC71	Encourage partnerships between the area's educational/research institutions and private business.			X	**OHSU, Prosper**	OMSI, PSU, Private

Pearl District Neighborhood Association (PDNA)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Pearl	HN23	Encourage the development of a new publicly accessible neighborhood facility in the Pearl District to foster community interaction and exchange.		X		**PDNA, Private**	PPR, BPS

Portland Business Alliance (PBA)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	HN10	Support the Clean & Safe Program and other programs that increase safety and provide a welcoming atmosphere for visitors and residents.			X	**PBA**	Private, PPB, PPR
Old Town/Chinatown	RC46	Implement the OT/CT Retail Program in coordination with cluster industry presence in the district.			X	**PBA, OTCTCA**	Prosper
Pearl	RC65	Develop a coordinated district retail strategy that includes expansion of the Retail Core north to NW Glisan Street.	X			**PBA**	BPS, PDBA
University District/ South Downtown	HN26	Develop a district retail strategy.	X			**PBA, Private, BPS, PSU, Prosper**	
West End	RC79	Implement the Downtown Retail Strategy in the West End.			X	**PBA, Prosper**	

Portland Public Schools (PPS)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Goose Hollow	EN24	Encourage and promote an environmental "high performance area" on the redeveloped LHS site through incentives, public-private partnerships and/or master planning.			X	**PPS, BPS**	Prosper
Goose Hollow	TR55	Improve bicycle and pedestrian connectivity throughout the district, including new connections on SW 16th through the LHS site.	X			**PPS, PBOT**	
Lloyd District	HN17	Monitor residential population growth and the related school needs of the district. Encourage space for early education programs in new development.			X	**PPS**	BPS
University District/ South Downtown	HN27	Identify opportunities for locating a new public school within the district, particularly an elementary school and/or middle school.		X		**PPS, BPS**	PSU

Portland State University (PSU)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
University District/ South Downtown	EN43	Encourage the continued improvement and expansion of PSU's district energy system			X	**PSU**	BPS
University District/ South Downtown	HN26	Develop a district retail strategy.	X			**PSU, Private, BPS, PBA, Prosper**	
University District/ South Downtown	TR105	Develop a long-term parking strategy for PSU including on- and off-street parking resources.	X			**PSU, PBOT**	
University District/ South Downtown	UD63	Develop a strategy/plan to renovate the PSU-managed section of the South Park Blocks.	X			**PSU, PPR**	
University District/ South Downtown	UD67	Activate SW Broadway with ground floor retail and other active uses.			X	**PSU**	Private
University District/ South Downtown	UD68	Collaborate with PSU on historic preservation efforts.			X	**PSU, BPS**	SHPO

Regional Arts and Culture Council (RACC)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	WR5	Pursue locating and installing art, play areas, signage and attractions along the riverfront to showcase the river's past and present.			X	**RACC, PPR**	Public, Private
Central City	UD6	Encourage the development of public art in the Central City, as well as cultural and ecological displays and attractions.			X	**RACC**	BES, Private
Downtown	UD29	Develop a Downtown Public Art Walking Tour.	X			**RACC**	BPS, Private
Goose Hollow	UD37	Prepare a strategy to mitigate the impact of blank walls on the pedestrian environment.	X			**RACC**	BPS, GHFL, Private
Lower Albina	UD47	Improve the character and activate the area under the Fremont Bridge ramps. Consider active recreation, public art, sustainable landscaping and stormwater management, and improved parking facilities.		X		**RACC, PPR, ODOT**	BES

Regional Arts and Culture Council (RACC)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/Chinatown	UD57	Create a visible and branded Fountain Walk along SW Ankeny St., linking existing fountains and a potential new feature near the car-free segment of Ankeny.		X		**RACC, Private**	PBOT
Old Town/Chinatown	UD53	Install art and educational displays that highlight Native American and maritime history in the district and Waterfront Park.			X	**RACC**	Private, PPR
South Waterfront	UD70	Develop signature public art that supports the branding of the district as the cornerstone of the Innovation Quadrant.		X		**RACC, PPR**	Private

South Portland Neighborhood Association (SPNA)							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
South Waterfront	HN29	Encourage the development of a new publicly accessible neighborhood facility in South Waterfront to foster community interaction and exchange.		X		**SPNA, Private**	PPR
South Waterfront	HN30	Identify sites for community building activities and pursue projects and activities such as weekend markets and cultural programming.	X			**SPNA**	Private, PPR

Travel Portland							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	RC23	Encourage the location of tourist services in the Pioneer Courthouse Square area and at Waterfront Park.			X	**Travel, Private**	PPR, PBA
Downtown	RC25	Promote the Downtown area, Willamette River and Waterfront Park through media and other campaigns.			X	**Travel, Private, PPR, Prosper, TriMet**	

VOZ Workers' Rights Education Project							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	RC5	Continue efforts and initiatives within the Central City to organize and locate day laborer services, such as VOZ, that provide safe places for worker rights, education, and outreach and that protect the rights of laborers.	X			**VOZ, Prosper**	

Private

Private							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central City	HN31	Develop daycare facilities for children.	X			**Private**	
Central City	TR5	Explore and encourage use of green passenger vessel technologies including low impact and restorative propulsion for river transit and other passenger vessels.		X		**Private**	PBOT, BPS
Central Eastside	HN8	Explore opportunities for new publicly accessible parks and recreation facilities that foster community interaction and exchange.			X	**Private**	PPR, BPS
Central Eastside	RC10	Identify and support opportunities and partnerships to bring major riverfront uses and attractions to the Southeast Quadrant.			X	**Private**	BPS, Prosper, PBOT
Central Eastside	RC16	At viewpoint SE13 identified in the *Scenic Resources Inventory* (BPS), develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.	X			**Private, PPR**	BPS
Central Eastside	TR20	Support the creation of a privately operated river transit operation in the Central Eastside.	X			**Private**	BPS, PBOT, Metro
Central Eastside	UD10*	Explore opportunities to create publicly accessible open space and recreational opportunities on public and private land throughout the Central Eastside.	X			**Private, PPR, BPS**	

Private							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Central Eastside	UD13	Increase public parks, open space, and recreation opportunities in the district to meet Portland Parks and Recreation level of service targets. Look for opportunities to acquire and develop additional open spaces leveraging public-private partnerships.			X	**Private, PPR**	
Central Eastside	WR13	Encourage more year round events and activities around the Madison Dock plaza and OMSI riverfront areas.			X	**Private**	PPR, Public
Central Eastside	WR14	Continue to enhance the riverfront greenway trail and open space system in the Central Eastside by providing amenities such as light water craft storage, bicycle parking, and public restrooms.			X	**Private**	PPR, PBOT
Downtown	RC17	Encourage redevelopment with key public attractions and mixed uses at the Morrison Bridgehead that connect to the river.	X			**Private, BPS, PBOT, PPR, Prosper, County**	
Downtown	RC20	Study the feasibility of accommodating regional cruise ship docking facilities along the seawall.	X			**Private, BPS, PPR,**	
Downtown	RC21	Maintain Portland'5 Centers for the Arts as the leading regional performing arts venue.			X	**Private, OMF, Metro**	
Downtown	RC22	Actively program a variety of public events and activities throughout the year in Pioneer Square and at key locations in Waterfront Park like Ankeny Plaza, Salmon Springs, the Hawthorne Bowl and along the seawall. Encourage development of small retail uses, like kiosks, within Waterfront Park.			X	**Private, PPR**	
Downtown	RC23	Encourage the location of tourist services in the Pioneer Courthouse Square area and at Waterfront Park.			X	**Private, Travel**	PPR, PBA
Downtown	RC25	Promote the Downtown area, Willamette River and Waterfront Park through media and other campaigns.			X	**Private, Travel, PPR, Prosper, TriMet**	

Private							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Downtown	TR51	Explore funding mechanisms, phasing and the implementation of river transit in Downtown.		X		**Private**	PBOT, BPS, State & Federal Agencies
Downtown	UD22	Coordinate with maritime-related organizations and interests to increase maritime attractions and events at Tom McCall Waterfront Park.			X	**Private, PPR**	PWA
Downtown	UD30	Incrementally improve building faces along the Transit Mall with active uses, windows, doors, landscaping, art, and amenities to enhance the pedestrian and transit rider experience.			X	**Private**	Prosper
Goose Hollow	RC28	Work with developers and existing property owners (e.g., The Oregonian, TriMet) in the Hollow to encourage redevelopment in line with district goals.			X	**Private, BPS, Prosper**	
Goose Hollow	RC31	Explore opportunities for activating the Providence Park street perimeter, particularly S.W. 18th, when events are not taking place.	X			**Private, BPS**	
Goose Hollow	RC30	Encourage the City, neighborhood associations and stadium operators to support a broader range of uses/events at Providence Park in future Good Neighbor Agreement updates.	X			**Private, OMF, GHFL, NWDA**	
Goose Hollow	UD35	Study the feasibility of moving or updating the PGE substation at SW 17th and Columbia to decrease its footprint, creating opportunities for development or park space.		X		**Private, BPS**	
Goose Hollow	UD31	Connect Goose Hollow with the West End and Downtown by capping I-405. Potential locations include: W Burnside, SW Yamhill/Morrison, SW Salmon/Main and SW Jefferson/Columbia. The caps could support retail or open space. As capping occurs, improve the pedestrian environment on SW 13th and 14th to support cap access and development.		X		**Private**	BPS, ODOT, PBOT
Lower Albina	RC42	When the Greenway Trail is developed, determine the best location for a formal viewing area with a view of the Willamette River, Central City Skyline and West Hills. This corresponds to viewpoint N14 identified in the *Scenic Resources Inventory* (BPS). Develop a viewing area with space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**Private, PPS**	BPS

Private							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
Old Town/ Chinatown	RC61	Investigate the relocation of the Jantzen Beach Carousel to a site within the Central City.	X			**Private**	Prosper, BPS, PPR
Old Town/ Chinatown	UD57	Create a visible and branded Fountain Walk along SW Ankeny St., linking existing fountains and a potential new feature near the car-free segment of Ankeny.		X		**Private, RACC**	PBOT
Pearl	EN37	Restore riparian and shallow water habitat to improve conditions for fish and wildlife at Centennial Mills.	X			**Private, Prosper**	BES, PPR
Pearl	HN23	Encourage the development of a new publicly accessible neighborhood facility in the Pearl District to foster community interaction and exchange.		X		**Private, PDNA**	PPR, BPS
Pearl	RC64	Encourage improvements at Centennial Mills to bring more boaters and visitors to the riverfront/Naito Parkway area supporting current and new businesses.	X			**Private**	BPS, Prosper, PWA
University District/ South Downtown	HN26	Develop a district retail strategy.	X			**Private, BPS, PSU, PBA, Prosper**	
University District/ South Downtown	RC68	Improve RiverPlace Marina to bring more boaters and visitors to the area while minimizing impacts to fish.		X		**Private**	PPR, PWA
University District/ South Downtown	UD66	Connect South Downtown with South Portland by capping I-405 between SW 1st and SW 3rd, and improving the connections to Terwilliger from the South Park Blocks.		X		**Private**	BPS, ODOT
University District/ South Downtown	UD62	Promote new low-impact water-related recreation activities near the Marquam Bridge.	X			**Private**	PPR, BPS
South Waterfront	HN28	Identify a site for a future grocery store to directly serve residents and workers in the district.	X			**Private**	Prosper, BPS
South Waterfront	HN29	Encourage the development of a new publicly accessible neighborhood facility in South Waterfront to foster community interaction and exchange.		X		**Private, SPNA**	PPR
South Waterfront	RC72	Develop telecommunications and other infrastructure needed to ensure that South Waterfront is a competitive location for science and high technology jobs.	X			**Prosper, Private**	

Private							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
South Waterfront	RC73	When the Greenway Trail is developed, develop a viewing area at viewpoint SW42 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**Private, PPR**	BPS
South Waterfront	RC74	When the Greenway Trail is developed, develop a viewing area at viewpoint SW44 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**Private, PPR**	BPS
South Waterfront	RC75	When the Greenway Trail is developed, develop a viewing area at viewpoint SW48 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**Private, PPR**	BPS
South Waterfront	RC76	When the Greenway Trail is developed, develop a viewing area at viewpoint SW52 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**Private, PPR**	BPS
South Waterfront	RC77	When the Greenway Trail is developed, develop a viewing area at viewpoint SW59 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**Private, PPR**	BPS
South Waterfront	RC78	When the Greenway Trail is developed, develop a viewing area at viewpoint SW71 identified in the *Scenic Resources Inventory* (BPS). Include space for people to move out of the flow of traffic and add a bench and an informational marker.		X		**Private, PPR**	BPS
South Waterfront	UD74	Develop green connections at regular intervals extending from the river west into the district as a means for providing pedestrian linkages, multi-objective stormwater management opportunities and reinforcing the presence of the river and riverfront in the district.	X			**Private, Prosper, PBOT**	BES, BPS
West End	EN50	Identify tree and shrub preservation and planting opportunities and implementation strategies along I-405, including improving vine coverage of canyon walls, with an emphasis on native species, where appropriate.		X		**Private, ODOT**	PBOT, BES, PPR
West End	HN33	Identify opportunities for new playgrounds and other recreational facilities for children.	X			**Private**	PPR

Private							
Action Identifier		**Implementation Actions**	**Timeline**			**Implementers**	
Geography	**Code**	**Action**	**Next 5 years**	**6-20 years**	**Ongoing**	**Lead**	**Partner**
West End	HN35	Explore options for a new publicly accessible neighborhood facility that fosters community interaction and exchange for West End residents.		X		**Private**	PPR, BPS
West End	RC81	Develop a package of streetscape improvements for the cultural district to enhance the pedestrian experience between attractions including OHS, the Art Museum and the Arlene Schnitzer Concert Hall.		X		**Private, PBOT, BPS, PPR,**	
West End	RC80	Explore options for redeveloping the site occupied by the City-owned parking garage at SW 10th and Yamhill, including improved ground-floor retail presence.	X			**Private, PBOT, Prosper, BPS, OMF, DNA**	
West End	UD80	Allow private development to connect the West End to Goose Hollow by capping I-405. Potential locations for the freeway cap include: W Burnside, SW Yamhill/Morrison, SW Salmon/Main and SW Jefferson/Columbia. If capping occurs, identify opportunities to improve the pedestrian environment with tree canopy on SW 13th and SW 14th avenues.		X		**Private**	PPR, BPS, ODOT, PBOT

3. Additional Information for Actions Marked with an Asterisk (*)

This section contains additional information on all of the above actions marked with an asterisk (*). Some of these actions require elaboration on the technical, policy or implementation details. Others were identified during the Quadrant planning process as addressing prominent issues or concerns for many of the stakeholders involved.

The information below has for the most part been drawn directly from the various Central City2035 Quadrant Plans. The actions are listed below in alphabetical order by policy area. As noted earlier, the action codes have changed from those listed in the quadrant plans and Discussion Draft CC2035 Plan.

Health and Environment Actions (EN):

EN8 Work with FEMA to update the Willamette River Flood Insurance Rate Map (FIRM) to meet any updated National Flood Insurance Program (NFIP) requirements that are issued in response to the NOAA Fisheries biological opinion. **Lead Implementers: BES & BPS; Timeline: Next 5 years.**

EN9 Amend the flood related regulations and other guidelines to, a) help prevent or minimize the risk of flood damage to new, redeveloped and rehabilitated buildings located in the 100-year floodplain; b) avoid, minimize and mitigate the impacts of such development on floodplain functions; and, c) comply with updated NFIP requirements. **Lead Implementers: BES, BDS & BPS; Timeline: Next 5 years.**

EN51 Evaluate the potential for the establishment of a "mitigation bank" to offset future development in the 100-year floodplain. **Lead Implementers: BES & BPS; Timeline: Next 5 years/ongoing.**

Floodplain Management

Due to the release in April of 2016 of a NOAA-Fisheries biological opinion on the effects on endangered and threatened species of FEMA's National Flood Insurance Program (NFIP) in Oregon, the City's floodplain development requirements may need to be updated. Clarifications from and coordination with FEMA and NOAA-Fisheries will be needed to fully understand the steps necessary to comply with any NFIP requirements FEMA adopts in response to the biological opinion.

Actions EN12, EN13, and EN52 summarize key elements of the City of Portland's work plan for addressing possible FEMA requirements stemming from the biological opinion.

Flooding in Portland

Regionally situated in the Lower Columbia River Basin, the Willamette River Basin drains an 11,500 square mile watershed located between the Cascade Mountains to the east and the Coast Range to the west. The flows in the Willamette River are highest between December and February.

Flow patterns in both the Willamette and Columbia basins have been dramatically altered over time, largely due to dam and reservoir operations. Following floods in 1943 and 1945, the U.S. Army Corps of Engineers constructed 13 reservoirs, 11 of which have flood control functions. Operation of the reservoirs reduces winter peak flows in the Willamette River by as much as 30 to 50 percent, and augments summer flows to approximately double historical low-flow levels.
However, flooding still occurs. Very notable river floods in the Central City include:

- **1964:** Record-breaking precipitation on top of snow in the Cascades caused a December flood event that resulted in bridge failures and road and train closures. The lower deck of the Steel Bridge was underwater and logs and debris severely damaged the Hawthorne Bridge.
- **1996:** Flooding resulted from heavy snowfall followed by warm temperatures and four days of heavy rain across a large area of Oregon, Washington and Idaho. The Willamette River nearly crested the downtown seawall.

During these events many roads were closed due to water and landslides and the flood caused millions of dollars in damages. Climate change may exacerbate the frequency and duration of precipitation events and risk of riverine flooding due to warmer, wetter winters. In addition, the Willamette and Columbia Rivers are tidally influenced, so sea level rise may affect flooding as well.

FEMA/NOAA-Fisheries National Flood Insurance Program (NFIP) Biological Opinion

After a number of years working with the Federal Emergency Management Agency (FEMA), the National Oceanic and Atmospheric Administration Fisheries Service (NOAA-Fisheries) issued a biological opinion in April of 2016 related to reducing impacts of FEMA's National Flood Insurance Program (NFIP) in Oregon. The biological opinion provides a reasonable and prudent alternative (RPA) to FEMA to reduce the NFIP's impacts on Endangered Species Act (ESA)-listed species. The RPA identifies six "elements" to achieve three goals: (1) update existing maps to more accurately identify the current floodplains of relevant rivers and streams; (2) modify NFIP development and mitigation criteria to more effectively discourage floodplain development and, when appropriate, reduce the impacts of redevelopment and development in floodplains; and (3) strengthen accountability and tracking of implementation.

The six elements of the RPA include both interim and long-term, permanent measures to minimize the identified impacts of the NFIP. In the short term (implemented by March 15, 2018, at the latest), NOAA-Fisheries directs FEMA to do the following:

- Increase development mitigation to a level greater than "balanced cut-and-fill" (where an equal volume of material must be removed to match the volume of fill added as a part of site development);
- Modify tree density standards for areas in the "riparian buffer zone" (defined as 170 feet or less from the ordinary high water mark), or RBZ, and, to a lesser degree, those properties within the FEMA 100-year floodplain but beyond the RBZ; and
- Establish regulations to mitigate the impact of new impervious surfaces (including roofs, driveways, sidewalks, roads, etc.).

In the long term, according to NOAA-Fisheries, additional modifications to the NFIP regulations will be needed. For example, development within "high hazard areas" will not be allowed, except for water-dependent uses, open space, habitat restoration, recreational uses, and bioengineered bank protection. Creation of new parcels completely within the 100-year floodplain will also not be allowed and, in those cases where a lot partially or completely in the floodplain is to be developed, the footprint of new

structures must be limited to 10 percent or less of the lot. Mitigation of any new impervious surfaces will also be required. Other changes to the NFIP requirements are still to be confirmed by FEMA.

To provide for the necessary mitigation to offset future development in the FEMA floodplain, the development of a "mitigation bank" is an option identified in the biological opinion. The Environmental Protection Agency (EPA) defines a mitigation bank as "a wetland, stream, or other aquatic resource area that has been restored, established, enhanced, or (in certain circumstances) preserved for the purpose of providing compensation for unavoidable impacts to aquatic resources." Research will be needed to identify implementation strategies available to the City and/or its partners, if it is deemed a viable option for complying with NFIP requirements.

To support the possible interim and long-term changes to NFIP requirements, FEMA's mapping processes may need to be revisited and new Flood Insurance Rate Maps (FIRM) developed. NOAA-Fisheries provided specific guidance to FEMA on appropriate mapping protocols and models to be used to ensure an accurate determination of flood risk moving forward. FEMA will now be required to map flood-related erosion hazard zones, including channel migration zones (CMZ), high hazard areas, and the "Area of Future Conditions Flood Hazard" (AFCFH), which depicts flood hazard projections for the year 2050 given potential climate changes. FEMA's mapping efforts must also address floodplains behind all non-accredited levees and the "residual flood hazard" behind FEMA-accredited levees. City staff will coordinate with and assist FEMA and the Oregon Department of Land Conservation and Development (DLCD) as needed during the preparation of these updated maps.

FEMA and the DLCD are currently working to develop direction to local governments on planning for and implementing necessary NFIP changes in response to the RPA directives. This detailed guidance is expected to be available in the fall of 2016. Once that guidance is available, City staff will determine the updates needed to floodplain development regulations throughout the city, and in the Central City 2035 Plan specifically (as necessary), to ensure compliance with any updated NFIP regulations.

EN31 Design infrastructure, such as the proposed Clackamas I-5 overcrossing and street improvements to accommodate district energy infrastructure where appropriate. **Lead Implementer: PBOT; Timeline: Ongoing.**

As of June 2012, the City of Portland, the Portland Development Commission, and the Portland Trailblazers are currently in the design process to develop an initial district energy node. Corix Utilities was selected to plan a phased Rose Quarter Shared Thermal Energy System (district energy). In its first phase, the system will provide heating and cooling services to the Rose Garden Arena and Veterans Memorial Coliseum. These services would be extended to the Oregon Convention Center in the second phase through underground piping. In the third phase, the system will expand east toward the Lloyd Center providing heating and cooling services through a network of pipe infrastructure. For this expansion to the greater Lloyd District, crossing I-5 poses a significant challenge that could be resolved by a Clackamas pedestrian/bike overcrossing. Connection to the Rose Quarter Shared Thermal Energy System would contribute to the redevelopment of Clackamas as a high performing green street. Additional district energy and water opportunities in the Lloyd District are also under consideration and could complement the Rose Quarter system.

EN51 Evaluate the potential for the establishment of a "mitigation bank" to offset future development in the 100-year floodplain. **Lead Implementer: BES & bps; Timeline: Next 5 years/Ongoing.**
See explanation above with Actions EN8 and EN9.

Regional Center Health & Environment Actions (RC):

RC3: Review and consider amendments to development standards and design guidelines applicable to development along the IG1/EXd interface throughout the district. **Lead Implementer: BPS; Timeline: Next 5 years.**

RC4: Review and consider amendments to building code requirements applicable to non-industrial development along the IG1/EXd Interface throughout the district. **Lead Implementer: BDS; Timeline: Next 5 years.**

Mixed-Use / Industrial Lands Interface

Although housing and higher density retail and commercial office uses have been allowed along several major corridors in the district for the last 25-years, only recently have these allowances been utilized for new development. For instance, in 2010 there were approximately 960 housing units in the entire district. In 2014, over 1,400 new housing units were either being developed or in early planning and design stage. Most of this development is either along the interface between the IG1 and EX zoned areas, or within a single block of this interface.

Stakeholders have asked that new tools be prepared to ensure that new mixed-use development is aware of the potential impacts and characteristics of locating close to industrial operations, and that new regulations, standards, and guidelines be developed to ensure potential conflicts between non-compatible land uses are mitigated or eliminated. Thus, the SE Quadrant Plan proposes the following actions to address these concerns:

Development Standards and Design Guidelines

The development standards and design guidelines for new uses and buildings in the IG1 zone differ from than those applicable to the EX zone. This is because the IG1 standards are intended to shape low-density light industrial uses, whereas the EX standards are intended to guide the development of high-density mixed-use development.

However, a series of potential problems arise when the boundary between these two zones occurs down the middle of the street (or right-of-way) and development applicable to one set of standards faces directly on development applicable to a different set of standards and expectations. Although these conditions have long existed in the Central Eastside, not until recently have these tensions been realized. Action RC3 has been included in the CC2035 Plan in response to these existing conditions.

Action RC3 proposes to further analyze of how development standards and design guidelines associated with parking, loading, sidewalks, active ground floor uses, building setbacks, and other provisions typically applied on development in the EX zone should potentially be modified to reduce or remove impacts on adjacent development located in the IG1 zone.

Potential Building Code Amendments

The Stakeholder Advisory Committee has stressed the importance of protecting industrial operations in the district from complaints originating from new residential and office development. Although the disclosure statement discussed above can help with this, there may be ways to change how new development is constructed to prevent impacts from being felt in the first place. The SE Quadrant Plan proposes a study of potential building code amendments that focus on the potential to require a higher level of sound insulation for new residential developments within 1,000 feet of the industrial uses. Action RC4 has been added to the Central City2035 Plan in order to accomplish these aims.

There is a similar requirement for residential structures near the Portland Airport as well as more recent code language (still in draft form, not adopted) for this type of requirement in the St. Johns, Cathedral Park area adjacent to industrial operations. Additional requirements for sound insulation for new construction has the potential to increase cost of construction, however the benefits to residents and/or employees in these buildings, protecting them impacts from noise, may help reduce the possible conflicts between industrial operations and other uses. This research and consultation with the building code staff at BDS will be performed in the next and final stage of the development of the Central City 2035 Plan.

RC43 Implement the Old Town/Chinatown Five Year Action Plan. **Lead Implementer: Prosper Portland; Timeline: Next 5 years.**

The Portland Development Commission's draft Old Town/Chinatown Five Year Action Plan outlines a series of near term actions intended to create a vibrant, economically healthy neighborhood. The plan centers around three main objectives: 1) neighborhood investment, 2) business vitality, and 3) district livability. Its action agenda identifies resources that Prosper Portland and the City can bring to bear to achieve these objectives, but also recognizes the importance of district champions and long-term self-sufficiency. Identified actions include:

1. Neighborhood Investment
    - 1.1 Facilitate rehabilitation and development of privately-owned properties
    - 1.2 Promote development and/or occupancy of Prosper Portland-controlled properties
    - 1.3 Invest in strategic infrastructure and connectivity improvements, including structured parking to serve the district
    - 1.4 Strategically invest affordable housing resources in Portland Housing Bureau portfolio
    - 1.5 Sponsor a "best practices" tour with key property owners and firms to highlight exemplary development models and tenant spaces
2. Business Vitality
    - 2.1 Expand and enhance street-level uses within the district through partnerships and investment
    - 2.2 Foster a supportive environment for startup businesses
    - 2.3 Invest in Cluster Industry supportive initiatives

2.4 Engage educational institutions in opportunities for partnership, program support and expansion

3. District Livability

3.1 Identify strategic safety initiatives and/or improvements

3.2 Establish District Manager position to support district management and public space programming efforts

3.3 Establish district collateral for use by Prosper Portland and community partners

3.4 Honor and enhance the district's multi-ethnic history

In addition, the action plan includes a recommended tool kit that City bureaus can use to further the plan's objectives. These include, among others, proposals for waivers of system development charges for workforce housing projects, changes to the MULTE tax abatement program, and new development assistance services.

RC44 Develop and implement an on- and off-street parking strategy for Old Town/Chinatown that encourages the redevelopment of surface parking lots, sharing of parking stalls and maintains sufficient parking to meet the districts' present and future needs. **Lead Implementer: PBOT; Timeline: Next 5 years.**

Most of the buildings in Old Town/Chinatown were built before or during the streetcar era and rely on the area's existing surface parking lots and on-street parking. At the same time, stakeholders have consistently expressed the desire for infill development on the district's surface lots to bring additional activity and vitality to the area. However, future development on surface lots could potentially further reduce the supply of parking to serve the district's historic buildings. A comprehensive strategy is needed to both encourage infill development and maintain a supply of parking that meets the needs of existing buildings and future development.

A number of approaches have been suggested for further exploration as part of a parking strategy for Old Town/Chinatown. Some, but not all of the tools that could potentially be used include:

- Allow and promote the sharing of existing and future parking stalls between multiple buildings and uses
- Develop one or more publicly-owned parking structures to serve the district
- Provide public subsidies to support construction of parking facilities in new development that could serve nearby buildings
- Allow and encourage the use of existing underutilized or new structured parking facilities just outside the district by businesses and buildings within the district

RC46 Study preservation zoning transfer incentives that would allow additional height for new construction on the non-contributing (non-historic) Block 33 property in exchange for

preservation/rehabilitation of contributing historic properties in the New Chinatown/Japantown Historic District. A project that uses the preservation incentive could potentially build up to a maximum of 150'. Implement this incentive following the update of the historic district nomination and the development of new, culturally sensitive design guidelines and development standards. **Lead Implementer: BPS; Timeline: Next 5 years.**

This potential zoning incentive is intended to encourage new development on Block 33 in New Chinatown/Japantown Historic District, which could add vitality and catalyze additional investment in the district. Concerns regarding the scale and design of new infill development will be addressed through the development of new historic design guidelines and development standards, such as building wall step-back requirements along NW 4th Ave., that will help integrate new development with the historic character of the district.

Transportation Health & Environment Actions (TR):

TR7 Explore tools that developers can use to pay for the construction of centralized structured parking where projects cannot feasibly provide on-site parking. **Lead Implementer: Prosper Portland; Timeline: Next 5 years.**

Incentives to Create Off-Street Parking

Many of the older multi-story industrial buildings in the Central Eastside were built prior to the automobile age, and those that were built since have minimal parking. Although the proposed expansion of the Employment Opportunity Subarea would increase the amount of the development allowed on any site, the cost of providing off-street structured parking as part of new development will be constrained by the high cost of providing structured parking. Also, because poor soil conditions will often require structured parking to be developed above-grade in this district, FAR that otherwise would be used to create employment space would be used to creating parking. Action TR7 has been included in the CC2035 Plan in order to study the potential to create incentives for the private sector to increase the supply of off-street parking in the district.

TR8 Alleviate congestion and improve freight, auto and non-auto mobility and accessibility by installing traffic control devices on Sandy at Ankeny St., MLK at Ankeny St., on MLK/Grand at Salmon St., and on Water Ave. at the I-5 off ramp. **Lead Implementer: PBOT; Timeline: Next 5 years.**

TR9 Create one-way couplets on Stark/Washington and Yamhill/Tayler to alleviate congestion at signalized intersections. **Lead Implementer: PBOT; Timeline: Next 5 years.**

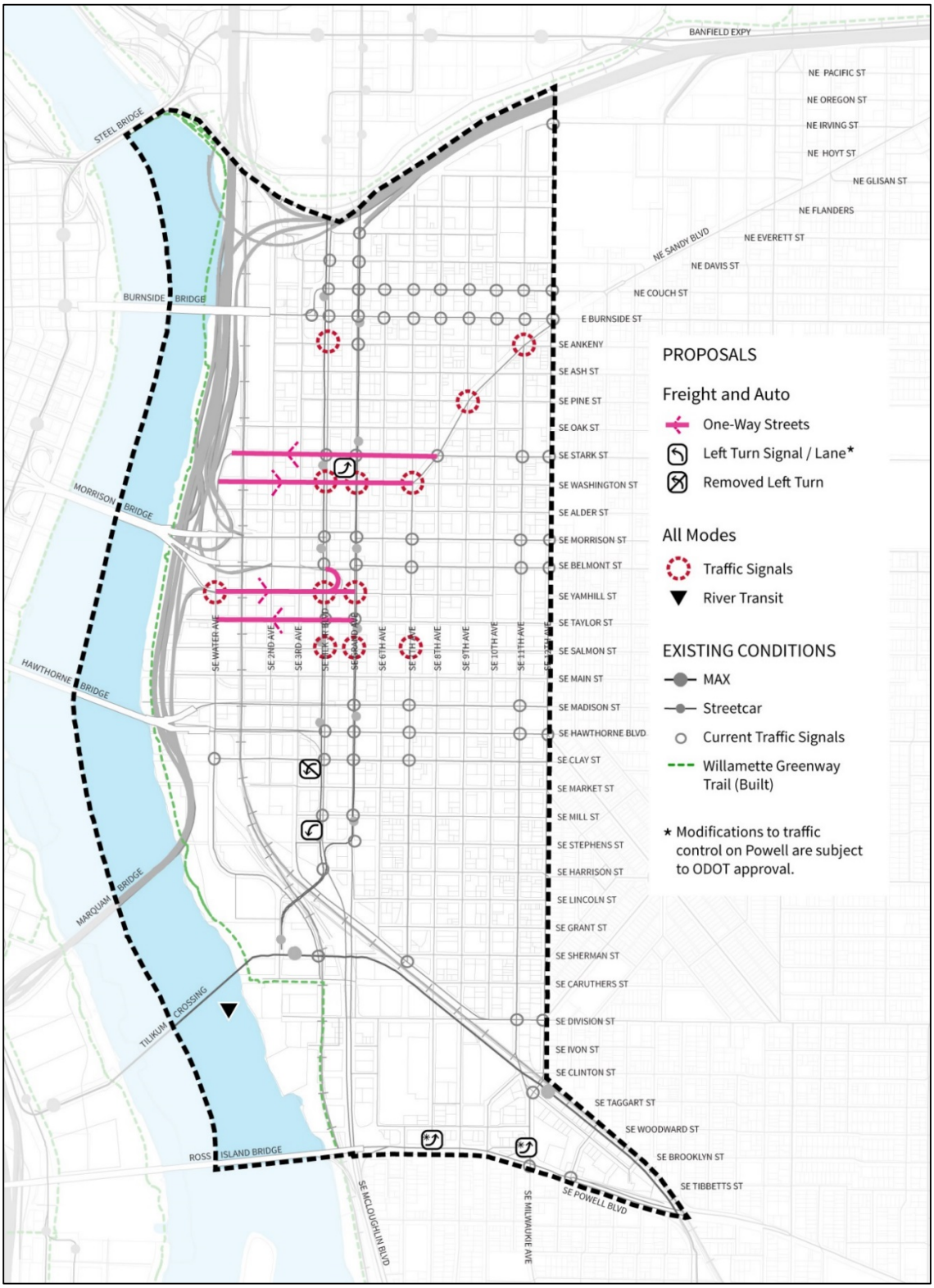
Freight Mobility

The Central Eastside is designated as a Freight District, meaning the transportation system supporting the district is intended to provide for safe and convenient truck mobility, access to industrial businesses and allow for high levels of truck traffic and to accommodate the needs of intermodal freight movement. The City's Transportation System Plan (TSP) further notes that Freight Streets should be designed to facilitate the movement of all truck types and over-dimensional loads, as practicable.

However, there are unique challenges to managing the district for freight. For instance, the Central Eastside is located in the center of the Portland metropolitan region and is directly between inner eastside neighborhoods where many people live and the Central Business District where many people work. Thus, a high number of multi-modal trips are made daily through the district. Further, in the late 1800's the district was developed as a 200' by 200' grid pattern. This pattern is not typical of most modern freight districts and can constrain the movement of large trucks. Lastly, because there are very few signalized intersections on the heaviest traveled north-south thoroughfares through the district, freight and other modes are forced to collect at the few intersections that allow east-west travel through the district. This impacts freight mobility significantly. In response to these existing conditions, Actions TR8 and TR9 have been included in the CC2035 Plan.

The map on the following page depicts these freight and auto circulation improvements.

Map 3-1: Freight and Auto Circulation Improvements



TR10 Enhance existing east-west bikeways by installing traffic signals or other traffic control devices at key crossings of 11th/12th such as Ankeny St., Salmon St., Clay St., and Harrison St. **Lead Implementer: PBOT; Timeline: Next 5 years.**

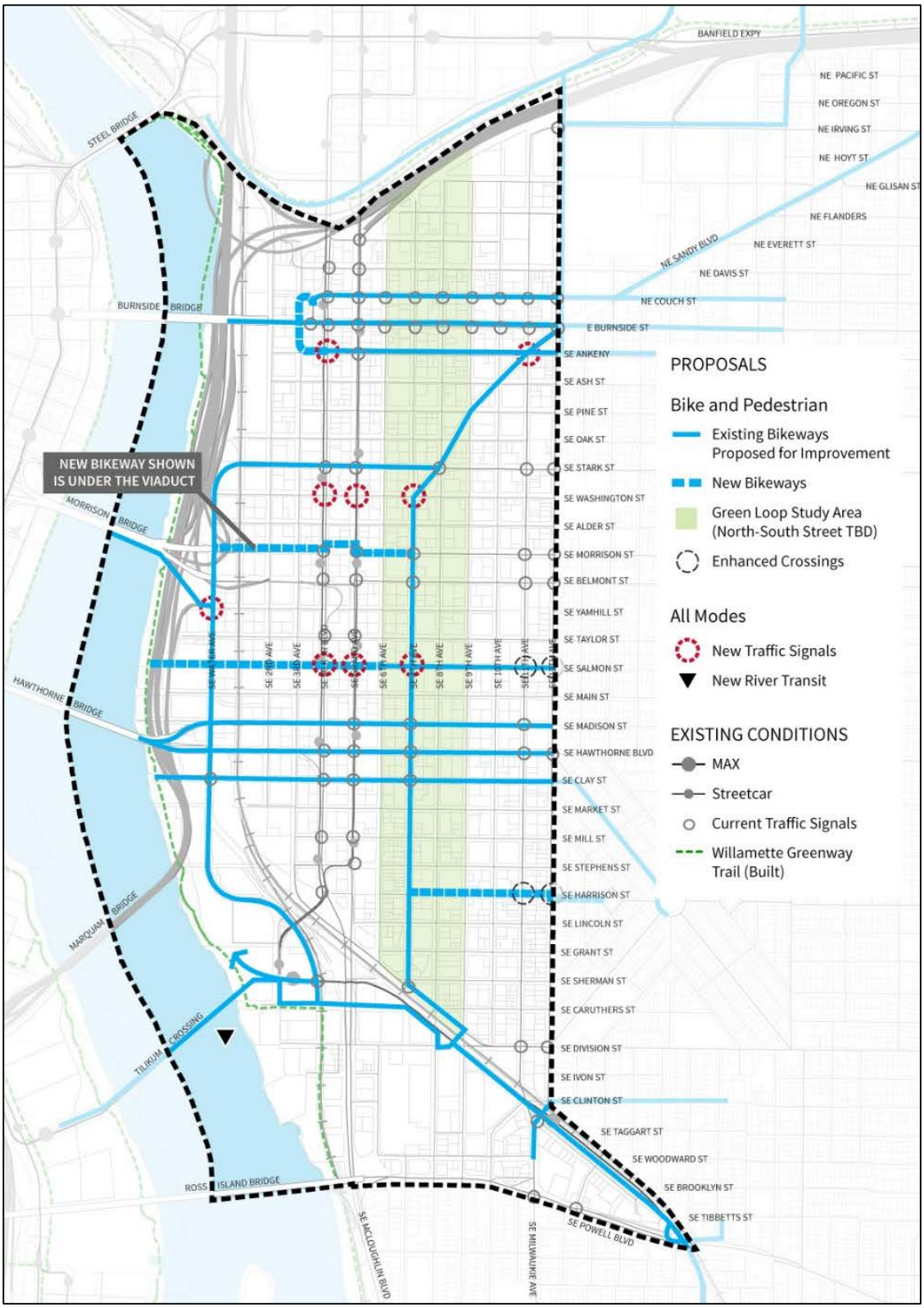
TR28 Establish a wayfinding system for district that directs preferred routes for specific modes. **Lead Implementer: Prosper Portland; Timeline: Next 5 years.**

Active Transportation Options: The Central Eastside is located in the middle of the commute route for thousands of Central City workers and many Central Eastside employees commute by bike. However, a lack of clearly defined routes, identified by bike supportive infrastructure and signage, results in many cyclists dispersing on multiple routes through the district. This increases conflicts with freight activities and raises significant safety concerns for cyclists. During the development of the SE Quadrant Plan stakeholders identified four east-west bicycle and pedestrian routes that should be improved to incent cyclists to stay on these routes as a means to reduce conflicts with other modes, especially freight:

- Salmon Street. This designated bikeway provides the only direct connection between Mt. Tabor and the Eastbank Esplanade. Adding signalization on Salmon at key intersections (12th, 11th, 7th, Grand and MLK) will provide protected crossings for bicyclists and pedestrians at streets with high traffic volumes, reinforce the role of Salmon as a major bike route, and provide a more predictable route for all road users.
- Harrison Street. Many stakeholders have expressed concern about the lack of signals on 11th/12th between Hawthorne and Division. A new signal at Harrison would be about halfway between Clay and Division, while serving to slow traffic through this exclusively residential area.
- Clay Street. This east-west bikeway connects Ladd's Addition to destinations such as the PCC CLIMB Center, RiverEast Center, and the Eastbank Esplanade. Recent stormwater-related improvements including swales, benches, new street trees, and small plazas have resulted in Clay becoming an important pedestrian route through the district as well. New bicycle and pedestrian signals at 11th and 12th, possibly rectangular rapid flashing beacons, would improve the safety for those crossing these busy streets.
- Ankeny Street. Ankeny is an east-west bikeway that does not have a good connection to the Burnside Bridge. A new signal at MLK would provide a protected crossing, and minor access improvements between 3rd and Couch would provide a direct connection to the Burnside Bridge.

In addition to the improvements listed above, the implementation of new wayfinding tools, including signage, was suggests a necessary means to better direct all modes to key attractions and preferred routes for different travel modes. The CC2035 Plan includes Actions TR10 and TR28 in response to these suggestions. The map on the following page illustrates some of the improvements suggested by these actions.

Map 3-2: Non-Auto Circulation Improvements



TR42 Enhance West Burnside to improve streetscape quality, multimodal access, and bicycle and pedestrian safety. **Lead Implementer: PBOT; Timeline: Next 5 years and 6-20 years.**

West Burnside is an important access point into the Central City. It serves thousands of motor vehicles, pedestrians and several TriMet bus lines. Burnside's design emphasizes through movement of vehicles, which create challenges in terms of multimodal accessibility into its adjacent Central City districts. For one, Burnside provides very limited opportunities for left turns to access into Downtown, West End, Old Town, Pearl District, Goose Hollow and NW Portland. In addition, many intersections are hard for pedestrians and cyclists to cross and a large number of blocks have substandard sidewalks. On street parking is very limited. The Burnside corridor has historically been identified as having a large number of crashes and fatalities.

West Burnside from NW 2nd Avenue to NW 23rd Avenue has been extensively analyzed. A 10-year, highly visible public process recommended that West Burnside be improved to provide for better sidewalks, more on-street parking, and better crossings and access to adjacent areas, among other things. A couplet design using NW Couch Street was recommended from NW 2nd Avenue to NW 15th Avenue.

City Council twice adopted the plan (lastly in 2007) and directed City bureaus to make all street designation adjustments and technical amendments required. Council also directed PBOT to identify and implement as soon as possible appropriate and viable interim pedestrian safety improvements for the most dangerous parts of Burnside.

Finally, Council also directed PBOT to develop and bring back to Council 35% (percentage of work completion) engineering designs for the adopted couplet design as well as a Burnside-only less expensive design option. The Council resolution also instructed that the couplet not be built without streetcar and that the streetcar couplet be integrated into the Central City Plan.

Due to the inability to secure financing for the couplet as well as political opposition to changes to NW Couch in the Brewery Blocks, City Council never was presented with the 35% design of the Burnside/Couch couplet design or of the Burnside-only alternative.

Action TR42 recommends the continued implementation of short and longer term improvements for the Burnside/Couch corridor as directed by City Council in the stated time horizon.

TR53 Improve West Burnside streetscape quality; multimodal access; and bicycle and pedestrian problem areas, particularly at SW Vista, Providence Park access areas and by I-405. **Lead Implementer: PBOT; Timeline: Next 5 years and 6-20 years.**

See explanation details of action TR42.

TR61 Develop and revise parking management strategies. **Lead Implementer: PBOT; Timeline: Next 5 years.**

Parking policy is a key component of a successful high density urban area. In the Central City, parking policy serves many purposes. It includes managing the supply of parking to encourage non-auto trips,

managing congestion, supporting retail uses, protecting livability, addressing air quality issues, supporting growth in the Central City and protecting historic buildings from underuse and demolition. As the Central City parking policy is updated as part of Central City 2035, the City will address the following in relation (though not exclusively) to the Lloyd District:

- Incentivizing mixed use development through the provision of shared parking facilities.
- Promoting the use of transit and active transportation modes by reducing the amount of parking spaces per capita in the district over time.
- Maintaining and enhancing parking to serve retail focused areas and streets.
- Addressing event parking issues through flexible options such as the use of variable pricing and event parking management. An example of this is the current parking plan for Providence Park during Portland Timbers games.

TR67 Implement the I-5 Broadway-Weidler Interchange Plan improvements. **Lead Implementer: ODOT; Timeline: Next 5 years.**

See Appendix C: I-5 Facility Plan in the N/NE Quadrant Plan, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering. (Available at https://www.portlandoregon.gov/bps/60195).

TR68 Implement a 7th Ave pedestrian/bike bridge over I-84 connecting to either 7th or 8th in the Central Eastside. **Lead Implementer: PBOT; Timeline: 6-20 years.**

The Lloyd District is surrounded in the south and west by natural and manmade barriers. To the south there is Sullivan's Gulch, the active Union Pacific line, the light rail line and the I-84 freeway separating Lloyd from the Central Eastside.



Conceptual rendering looking east from Lloyd Blvd showing a potential design option for the 7th Avenue pedestrian/bicycle bridge. This rendering shows existing bike lanes on Lloyd Blvd. It does not depict the proposed Sullivan's Gulch Trail.

Three bridges connect these two areas: the overpasses at MLK and Grand and the 12th Avenue bridge. These bridges serve the needs of all modes, concentrating high numbers of vehicles with transit lines, trucks, pedestrians and cyclists. The Grand and MLK overpasses are loud and have substandard sidewalks and fast moving vehicles. Conflicts between vehicle and pedestrian needs are most present at Grand and Everett, where there is an on-ramp onto I-84 with a free right turn for vehicles. Pedestrian crossing is not allowed at this leg of the intersection.

There are no bicycle lanes on the MLK and Grand bridges. Streetcar tracks have been installed as part of the Streetcar Loop project, which precludes adding bike lanes adjacent to the curbs. The 12th avenue Bridge has recently received bicycle infrastructure improvements; however, the 12th Avenue bridge is located too far east to serve most travelers to and through the district.

These factors support the need for an additional crossing to serve pedestrians and cyclists with a safe and convenient new connection with direct access to the heart of the Lloyd District. Given the presence of existing bicycle lanes on NE 7th in the Lloyd District and of a building in good condition at the end of NE 9th in the Central Eastside that would need to be demolished to provide a 9th Avenue to 9th Avenue connection, the best alternative routes are from NE 7th in the Lloyd District to either 7th or 8th (shortest distance) in the Central Eastside.

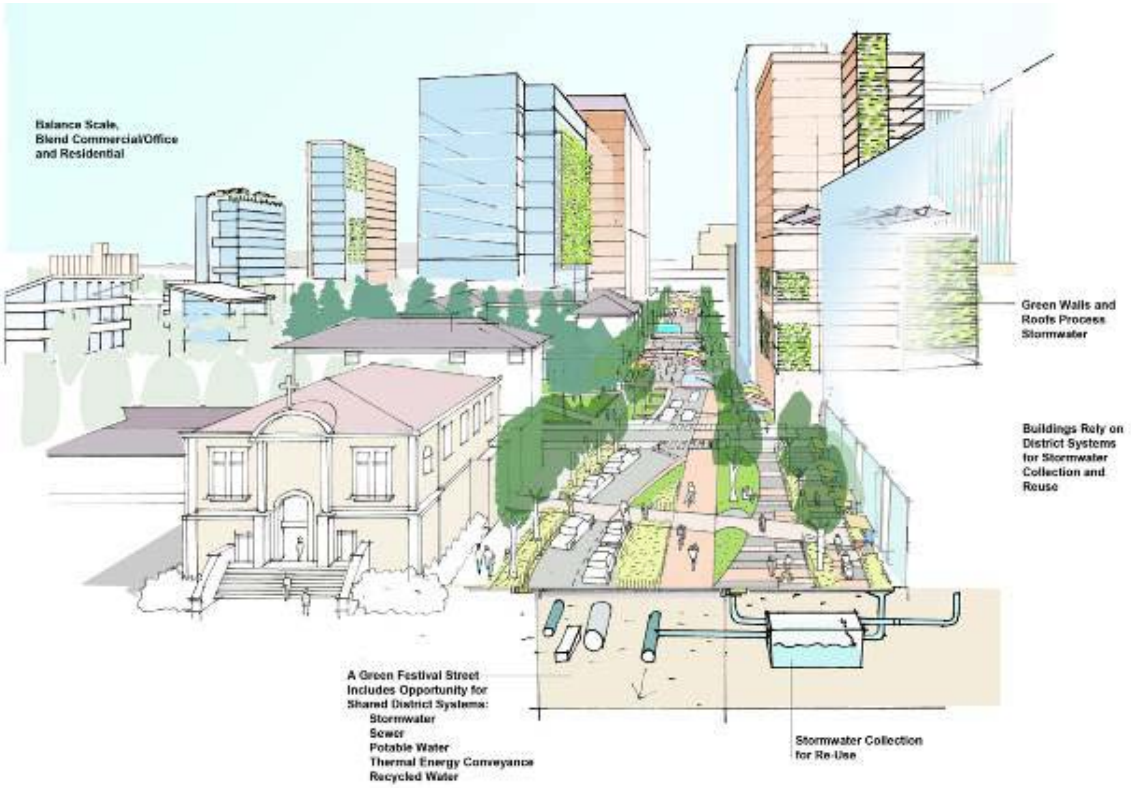
TR69 Develop a strategy for the Clackamas Flexible Street and private development extending from the Rose Quarter to NE 9th Avenue via a new pedestrian/bicycle bridge over I-5. **Lead Implementer: PBOT; Timeline: 6-20 years.**

The concept for a Clackamas Flexible Street would create an intimate urban street that provides for a safe and pleasant place for people to gather, play, and socialize. The street would provide for slow local vehicle access, bicycle access, and street amenities geared toward improving the pedestrian experience and creating a district amenity. This project should showcase the Lloyd EcoDistrict as a sustainable district that would include district energy infrastructure, enhanced tree canopy, improved stormwater strategies and green building technologies. The project should be a public-private partnership effort that leverages public infrastructure investments to obtain private investments in high-density, mixed-use development that contribute to the goal of creating an urban neighborhood in the Central Lloyd area.

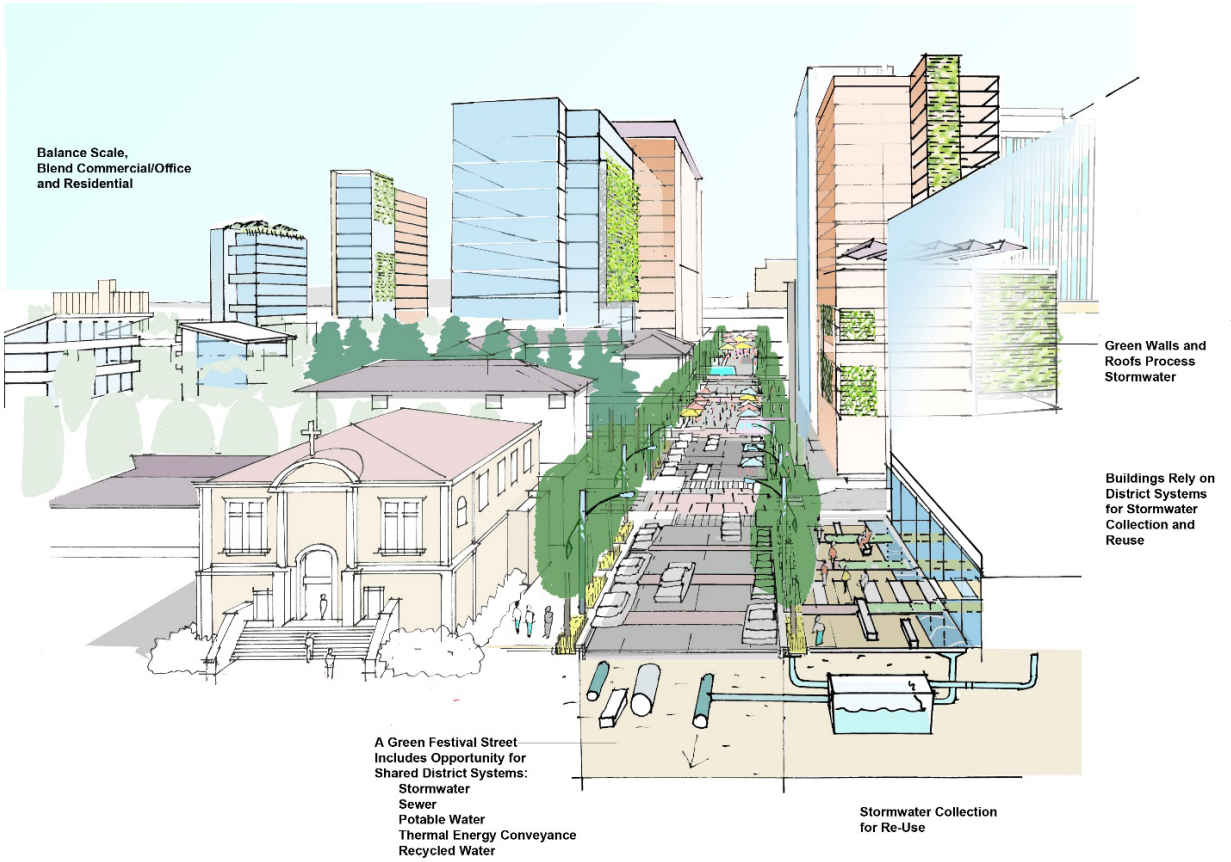
Development agreements may be part of this project's implementation program and should address public investments, private development, and sustainable design elements.

Additional plan elements that would increase the positive impact of the Clackamas Flexible Street include the parks and open space strategy called for in action UD5 and the proposed Clackamas Pedestrian and Bicycle I-5 Overcrossing included in the I-5 Broadway/Weider Interchange Improvements Facility Plan (See action TR67) that would link NE Clackamas Street with the Rose Quarter and potentially to the Willamette River. The Clackamas Flexible Street Project can occur separately from the bridge project.

The conceptual renderings below show two possible ways that Clackamas Street could be improved. There will be a future process to engage property owners and other stakeholders on design alternatives, access and parking needs.



Conceptual rendering of the Clackamas Flexible Street with a unique design and shared district systems.



Conceptual rendering of Clackamas Street as a festival street and with a decorative paving treatment.

TR72 Confirm the benefits and feasibility of straightening the "s-curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site. **Lead Implementer: ODOT; Timeline: 6-20 years.**

Currently, the "Thunderbird" site is separated from the riverbank by the Union Pacific Railroad mainline tracks. The tracks currently have a series of sharp curves around the Louis Dreyfus grain elevators near the Steel Bridge that dramatically slow train traffic. There may be mutual gain in a scenario that straightens the curves by placing the tracks in a trench or tunnel closer to Interstate Avenue. This would speed train traffic, reducing rail system congestion around the Steel Bridge. Relocating the train tracks would also open up the opportunity for public access to the riverbank at the Thunderbird site while still preserving some development potential. See action UD42 for a conceptual illustration of the site with trenched railroad tracks.

TR73 Work with TriMet to improve the Steel Bridgehead and Rose Quarter Transit Center area to improve transit, local circulation, access to the Eastbank Esplanade, and development opportunities **Lead Implementer: TriMet; Timeline: 6-20 years**.

The present configuration of the Rose Quarter Transit Center (RQTC) is an evolution from a simple bus transfer center recommended by the City of Portland's Industrial Access Study in the late 1970's to a

major transit center for light rail and buses and a multi-modal hub to accommodate the spectators attending events at the Rose Quarter. The Interstate MAX Project was the most recent project to reconfigure the transit center.

With the construction of the Interstate MAX Project, City and TriMet staff acknowledged that the at-grade transit center was an interim solution and that a longer term solution would likely be needed in the future. In particular, as a transportation hub, the signal system would not have sufficient capacity to accommodate anticipated long-term growth in demand by any mode - light rail, bus and vehicle traffic, pedestrians, and bicyclists.

A key challenge for the RQTC also has been the need to better activate the center itself. This is particularly an issue as it relates to public safety. The current arrangement of the transit center and local streets inhibits development opportunities that would help activate the area.

The goals of this future work include exploring alternative configurations of street and rail infrastructure that:

- Improve the quality, safety and experience of the public realm, particularly for pedestrians, bicyclists and transit users.
- Improve transit capacity, readability, reliability and safety of the area – for MAX light rail and bus, as necessary.
- Improve development potential, creating developable parcels in the area of reasonable size and with good access and visibility.
- Increase access to and through the area – for vehicles, bikes and pedestrians.

In order to facilitate future reconfiguration of street and lot patterns near the transit center and improve the area's development potential, the plan recommends rezoning 3.3 acres of land west of the transit center from General Industrial 1 (IG1g) to Central Commercial (CXdg), as shown on the map below. The existing River General (g) overlay zone would remain. Approximately 93 percent of the area is in public rights-of-way. Most of the area is not currently developable but some of the land west of North Interstate could potentially be used for small or interim uses prior to a major reconfiguration of the area. Central Commercial zoning with the Design (d) overlay that matches the surrounding zoning will facilitate future development that takes advantage of regional transit access and supports the plan's vision of a highly urban and vital Lloyd District.

Map 3-3: Rose Quarter Transit Center Area Existing and Proposed Zoning



TR78 Develop a street design plan for the "the Strand" and alternative routes to provide a lower-stress connection between N. Russell Street and the Rose Quarter. **Lead Implementer: PBOT; Timeline: Next 5 years.**

The Lower Albina district concept calls for “the Strand”, which would provide a supplementary north-south, lower-stress connection between Lower Albina’s Russell Street commercial area and the Rose Quarter to the south and the Mississippi main street to the north. The Strand was developed as part of the Land Use Charrette for the N/NE Quadrant Plan held in February 2011.

Today, N Interstate Avenue is the main connection, but it is a high volume traffic street and has narrow sidewalks and an unpleasant pedestrian environment. The Strand is envisioned as a wayfinding system that is compatible with the industrial activities that take place in the southern portion of the Lower Albina’s industrial district. Potential design features of the Strand could include pedestrian and bicycle enhancements, such as continuous sidewalks and/or pavement markings that do not conflict with industrial operations. It could also celebrate the industrial heritage of the district through public art, murals and historical markers along its path. Possible elements of the wayfinding system could include signage, special street paving and art.

The route identified for the Strand generally runs in the north-south direction and zig-zags through the district on existing streets (see map B5). The one exception is a segment between N Page and N Thompson Streets, where the route would need to cross private property via an easement or acquired right-of-way. This private segment presents an additional challenge due to the grade.

The Strand should be pursued as a preliminary streetscape project to determine its feasibility and cost. The study should consider non-traditional streetscape treatments that integrate with the industrial character of the area and examine other possible routes that would provide the same benefit of a lower-stress connection through the district.



Map 3-4: Proposed Strand Alignment



Conceptual rendering of the Strand in Lower Albina. Art murals and special paving provide a wayfinding system through the district.

TR82 Implement the I-5 Broadway/Weidler Plan improvements, including the proposed Hancock overcrossing, to improve regional and local freight access. **Lead Implementer: ODOT; Timeline: 6-20 years.**

See Appendix C: I-5 Facility Plan in the N/NE Quadrant Plan, for a complete description of anticipated interchange improvements and implementation issues to be addressed in the next steps of project design and engineering. (Available at https://www.portlandoregon.gov/bps/60195).

TR88 Implement projects to improve pedestrian safety, multi-modal connectivity, and development conditions along W Burnside. **Lead Implementer: PBOT; Timeline: Next 5 years and 6-20 years.**

See explanation details of action TR42.

TR97 Enhance West Burnside to improve streetscape quality; multimodal access; and bicycle and pedestrian safety. **Lead Implementer: PBOT; Timeline: Next 5 years and 6-20 years.**

See explanation details of action TR42.

TR104 Complete a study that explores long-term reconfigurations of local and regional connections on and around I-405 between the Ross Island Bridge and Sunset Highway interchanges. **Lead Implementers: PBOT & ODOT; Timeline: Next 5 years.**

The completion of I-405 in 1973 dramatically changed traffic patterns in the area. On the upside, the added capacity facilitated the closure of Harbor Drive (99W) and replacement with what is now Naito Parkway and Tom McCall Waterfront Park, and provided an alternative to SW Market and SW Clay Streets to connect to US26.

However, the new freeway configurations created a significant barrier between the downtown and PSU area north of the freeway and the South Portland hills, particularly for pedestrians and cyclists. Growth in traffic in the following decades has also exposed the limitations in the freeway design, leading to congestion, short weaves and overreliance on local (and previously local) streets to carry regional traffic. Today, and for the foreseeable future, this stretch of the freeway experiences considerable safety and access issues for all modes, in the freeway mainline as well as at ramps, interchanges and overpasses. ODOT identifies this stretch of the freeway system as being in the top tier in terms of number and severity of crashes.

This action item calls for a joint study by ODOT and City agencies to study short- and long-term design solutions to improve freeway operations and access into the Central City, OHSU, the Portland VA Medical Center and South Portland by all modes, redistribute regional traffic onto regional facilities, and provide opportunities to humanize and reclaim freeway land (via, for example, capping of portions of the freeway or by street network redesign) for redevelopment, open space or other active uses.

TR118 Adopt and implement a proposed administrative rule that establishes a clear and objective formula for determining rough proportionality for major public trail exactions from specific proposed developments. **Lead Implementer: BDS; Timeline: Next 5 years.**

This action proposes the adoption and implementation of a rule that details how to calculate the scale of impact from a development on the major public trail system. It helps to ensure that the trail improvements required from a developer as part of a land use review or building permit approval are roughly proportional to the impacts of the proposed development. Below is a copy of the proposed draft rule.

City of Portland
Bureau of Development Services

1900 SW Fourth Avenue, Suite 5000
Portland, OR 97201
Telephone: (503) 823-7300 Fax: (503) 823-3018

Draft: PROPOSED RULE

DATE

RELATING TO
Title 33.272 Major Public Trails

FOR INFORMATION CONTACT
_____

TOPIC: Determination of Rough Proportionality for Major Public Trail Requirements

AUTHORITY:
The Bureau of Development Services (BDS) has the authority for application, implementation and enforcement of the provisions of Planning and Zoning Regulations, Title 33. Under Section 3.30.040 A, the Director of BDS has the authority to adopt written policies and procedures for the enforcement of applicable Code provisions and laws.

Section 33.272.020.A of Title 33 (Zoning Code) authorizes the Bureau of Development Services to develop and maintain Administrative Rules establishing a formula for making a determination of rough proportionality.

CITATION:
3.30.010 Duties of the Bureau of Development Services.

The Bureau of Development Services shall be responsible for:

B. The application and enforcement of the provisions of Planning and Zoning Regulations, Title 33 as delegated by the Director of the Bureau of Planning and Sustainability.

EFFECTIVE DATE_____: _____

Paul L. Scarlett, Director

Administrative Rule

Determination of Rough Proportionality for Major Public Trail Requirements

I. Purpose and Intent

This rule describes a formula that the Bureau of Development Services will use to make a determination of rough proportionality in the application of Chapter 33.272, Major Public Trails. The intent of the formula is to detail the impact on the trail system from a specific proposed development to the size and extent of the required trail improvement.

II. Background

The zoning code requirements in Chapter 33.272, prompt City staff to ask an applicant in a land use review or a building permit process to grant an easement that is related to (roughly proportional to) the impact of the applicant's development. Granting of an easement will be required when an applicant for new development on property that has a major public trail designation on the Official Zoning Maps, and that will increase the use of the existing trail facilities or increase the need for new trail facilities. The City of Portland desires to formalize a methodology that it uses to determine rough proportionality. The standards of this Administrative Rule determine the easement area required and construction required for the major public trail.

III. Process for Assessing Rough Proportionality

The following steps will be used to evaluate development proposals on properties that include a major public trail designation on the Official Zoning Maps. The steps will result in a determination of whether meeting the major public trail standards is roughly proportional to the impact of proposed development.

1) Determine the Impact

The impact of a proposed development on the major public trail system is the percentage of total bicyclist and pedestrian trips along a trail segment that will be generated as a result of a proposed development. This number is determined by dividing the number of trips to and from the site that will be made by bicyclists and pedestrians (**A**) by the total bike/pedestrian trips using the segment (**B**).

Formula: A / B = Percent of Impact (I)

A equals: The total number of expected daily trips to and from the site (based on data from the ITE Manual) multiplied by the percentage of those trips that are expected to be made by bicyclists and pedestrians (based on data from the most recent Oregon Household Activity Survey).[1]

B equals: The estimated number of daily bicyclist/pedestrian trips projected to use the major public trail system segment (based on City trail survey data).[2]

2) Determine the Percent of Easement Area

The percent of easement area is the percentage of average bicycle and pedestrian trip length that the length of the trail designation on the development site represents. The trail designation is represented by the trail stars on the Official Zoning Maps. The percent of easement area is determined by dividing the length of

major public trail designation on the site (**C**) by the weighted average length of bicyclist and pedestrian trips (**D**)[3].

Formula: C / D = Percent of Easement Area (E)

Example (steps 1 and 2): Fictional development on a site in South Waterfront—(1) 211 residential units, (2) a 5,000 square foot health club, and (3) a 5,000 square foot restaurant.

Impact (I):
(A) = 493 total average daily bicyclist/pedestrian trips based on rates listed in Attachment A, Rough Proportionality Formula Total Trips Table.

(1) 1.40 x 211= 295
(2) 6.92 x 15= 104
(3) 18.89 x 5 = 94

(B) = 1500 average daily trips along the trail segment, based on Attachment B, Bicyclist/Pedestrian Daily Trips Map (the segment is in the Central City)

(I) = 0.328 (493/1500: proposal represents 32.8% of bicyclist/pedestrian trips within the segment)

Exaction (E):
(C) = 650' (length of trail designation on the site)
(D) = 5800' (weighted average distance of bicyclist and pedestrian trips)
(E) = **0.112** (650/5800; the trail on the site is 11.2% of the trail segment)

3) Determine Proportionality

The finding of rough proportionality is determined by dividing the Percent of Impact (I) by the Percent of Easement Area (E). The extent of major public trail improvements that will be required as a result of a proposed development is based on the resulting Percent of Relative Impact, as indicated in the table below.

Formula: I / E = Relative Impact

Relative Impact		**Result**
If the Relative Impact is .66 or greater,	→	Meeting the trail requirements is roughly proportional. All trail requirements must be met.
If the Relative Impact is less than .66, but greater than .33,	→	Granting an easement for the trail is roughly proportional, but construction of the trail is not roughly proportional. Major public trail easement required, but construction of the trail is not required.
If the Relative Impact is .33 or less,	→	Meeting the trail requirements is not proportional. Project is not required to meet trail requirements.

Example (step 3): Fictional development on a site in South Waterfront – 211 multi-family residential units, 15,000 square feet of health club and 5,000 square feet of a restaurant.

(I) = .328
(E) = .112

The impact number is greater than the exaction number. In this case, granting an easement and building the trail is roughly proportional.

IV. Disputes

The applicant may dispute the number used for the total number of average daily bicyclist and pedestrian trips to and from the site, as determined above in section III.1), Determine the Impact. The applicant is required to provide an alternate rate study that documents the anticipated number of daily bicycle and pedestrian trips to and from the site, based on local data and conditions. Based on the technical information provided by the applicant, the Portland Bureau of Transportation Bureau Director or designee will make a determination of the total number of average daily bicyclist/pedestrian trips to and from the site.

The applicant may not dispute other aspects of the rough proportionality determination.

V. Appendix

Attachment A Rough Proportionality Formula Total Trips Table
Attachment B Bicyclist and Pedestrian Daily Trips Map

[1] For the rough proportionality formula, the percentage of trips expected to be made by bicyclists and pedestrians will be set at **21%** of the total number of daily trips to and from a site. This is based on Portland-specific data from the most recent Oregon Household Activity Survey.

[2] The number of bicyclist/pedestrian trips within the public trail system is estimated to be **1500** daily within the Central City and inner southeast and inner northeast neighborhoods. The number of bicyclist/pedestrian trips within the public trail system is estimated to be **750** daily in the outer neighborhoods. These estimates are based on daily bicyclist traffic counts conducted between 2001 and 2007 at multiple locations along the Willamette River Greenway, the Eastbank Esplanade and the Springwater Corridor. The estimates are also informed by Metro bicyclist and pedestrian trail counts data for locations in Portland.

[3] The average length of bicyclist and pedestrian trips is 5,800 feet based on Portland-specific data from the Oregon Household Activity Survey. The formula for calculating average trip length includes weighting bicyclist and pedestrian trip lengths by their relative proportions. Since 15% of all trips are pedestrian trips and 6% of all trips are bicyclist trips, pedestrian trips are weighted 2.5 times bicyclist trips (15/6 = 2.5). The average Portland pedestrian trip length is .45 miles and the average Portland bicyclist trip length is 2.72 miles. The average bicyclist/pedestrian trip length is calculated below:

> Average length of Portland pedestrian trips x (% of pedestrian trips/% of total bicyclist + pedestrian trips)
> +
> (Average length of Portland bicyclist trips x (% of bicyclist trips/% of total bicyclist + pedestrian trips).
>
> .45 miles x (15/21) + 2.72 x (6/21) = 1.09857 miles/5800 feet.

Attachment A
Rough Proportionality Formula
Total Trips Table

Note that general category rates should only be used if specific categories do not apply. Also, square feet of specific development is calculated as net square feet.

Use		Units	Average Weekday Trips (ITE)	Average Daily Bike/Ped Trips[3]	Notes
Residential Categories					
	Household Living (General)	per Dwelling		2.00	
210	Single Family Residential (1-3 units)	per Dwelling	9.52	2.00	
220	Multi-Family Residential (4 or more units)	per Dwelling	6.65	1.40	
251	Senior Housing (retirement apartment)	per Dwelling	3.68	0.77	
210	Accessory Dwelling Unit (rate is .5 of 210 – single family)	per ADU	4.8	1.01	
230	Rowhouse/Condo/Townhouse	per Dwelling	5.81	1.22	
	Group Living (General)	per Bed		0.42	
253	Assisted Living/Congregate Care	per Bed	2.02	0.42	
620	Nursing Home	per Bed	3.26	0.68	
Commercial Categories					
	Retail Sales and Service (General)	per 1,000 sq. ft.			Applicant will submit a rate, PBOT will evaluate
911	Bank	per 1,000 sq. ft.	12.13[4]	2.55	See endnote. Peak-hour rate shown--No weekday rate in ITE
310	Hotel/Motel	per Room	8.92	1.87	
443	Movie Theatre	per Screen	220	46.2	
492	Health Club	per 1,000 sq. ft.	32.93	6.92	
931	Restaurant	per 1,000 sq. ft.	89.95	18.89	
934	Drive-Through Restaurant	per 1,000 sq. ft.	496.12	104.19	

[3] Estimated at 21% of Average Weekday Trips generated unless otherwise noted—rate from the Oregon Household Activity Survey.
[4] Peak hour trip generation rate shown here—no Average Weekday Trip generation rate available in ITE Trip Generation Handbook, 9th Edition

Use		Units	Average Weekday Trips (ITE)	Average Daily Bike/Ped Trips[3]	Notes
820	Shopping Center	per 1,000 sq. ft.	42.70	8.97	
850	Supermarket	per 1,000 sq. ft.	102.24	21.47	
851	Convenience Store (stand-alone)	per 1,000 sq. ft.	737.99	154.98	
815	Discount/Department Store	per 1,000 sq. ft.	57.24	12.02	
841	Car Sales New/Used	per establishment[5]	21.14	1.00	See endnote
732	Post Office	per 1,000 sq. ft.	108.19	22.72	
710	Office (General) and Industrial Office	per 1,000 sq. ft.	11.03	2.32	
720	Medical Office/Clinic	per 1,000 sq. ft.	36.13	7.59	
	Quick Vehicle Servicing (General)	per establishment[5]		1.00	See endnote
944	Service Station	per establishment[5]	168.56	1.00	See endnote
947	Carwash (stand-alone)	per establishment[5]	108.00	1.00	See endnote
942	Vehicle Repair	per establishment[5]	4.01	1.00	See endnote; no weekday rate in ITE
	Commercial Parking	per long-term bike parking space		1.00	Per 33.266, Table 266-6[6]
151	Self-Service Storage	per 1,000 sq. ft.	2.50	0.525	
	Commercial Outdoor Recreation (General)	per acre		1.15, or per CU requirements	
480	Amusement Park	per acre	75.76	15.91	
481	Zoo	per acre	114.88	24.12	
420	Marina	per Berth	2.96	0.62	
	Major Event Entertainment (General) • If use includes seating (i.e. stadium) • If use does not include seating (i.e. fairgrounds) • If use subject to Conditional Use Review	per seat per acre		• .03 per seat • .33 per acre • per CU requirements	
452-454	Racetracks	per seat	0.61	.03	Horse Racetrack
460	Arena	per acre	33.33	.33	
Industrial Categories					
	Industrial (General)	per 1,000 sq. ft.		1.43	

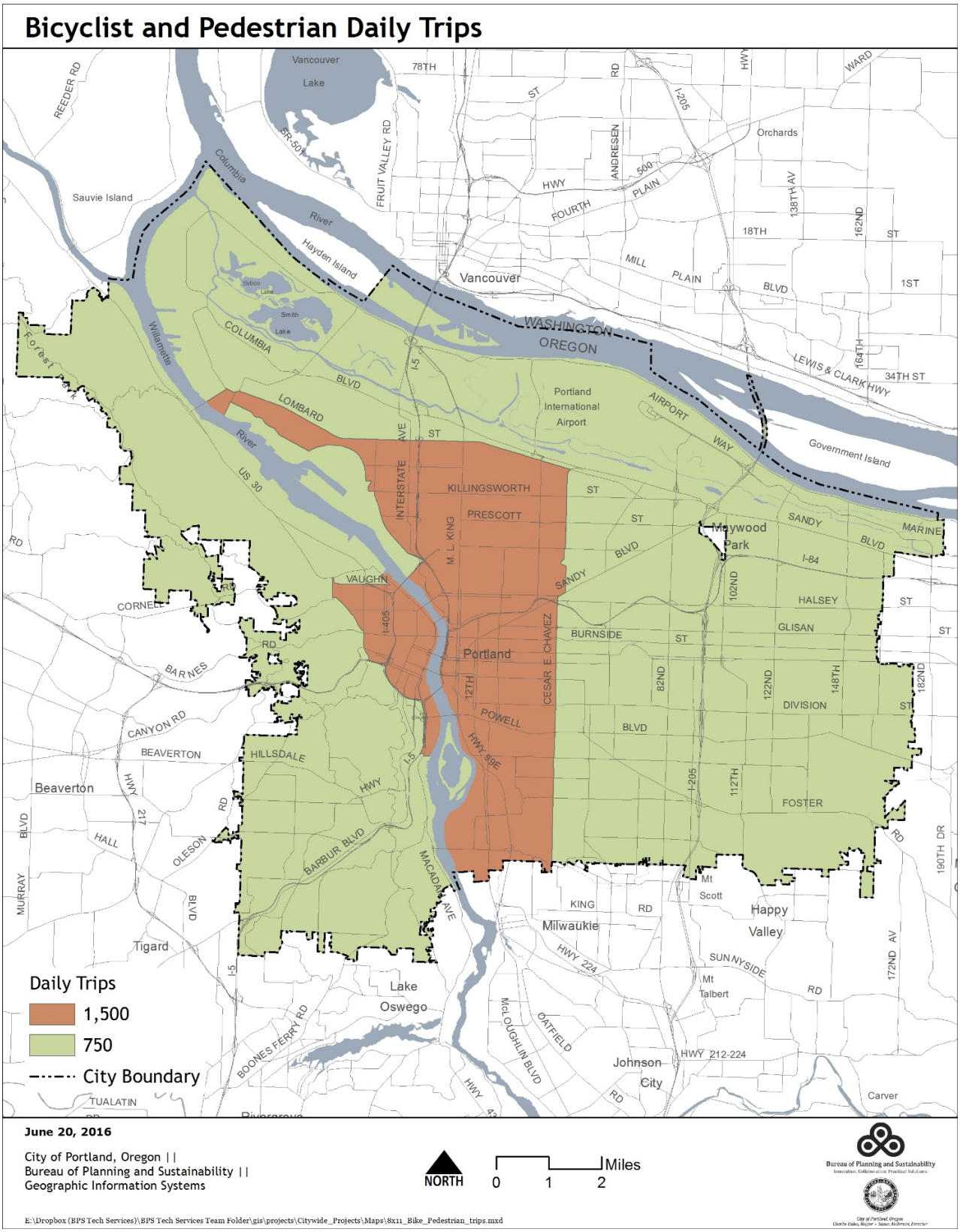
[5] This use has a disproportionately high number of auto trips, therefore the rate is not based on the ITE Manual, but on best professional judgment of 1 bike/ped visit per day.
[6] Assumes that all long-term bike parkers arrive and leave during peak hours and that no pedestrian trips are generated.

Use		Units	Average Weekday Trips (ITE)	Average Daily Bike/Ped Trips[3]	Notes
130	Manufacturing and Production	per 1,000 sq. ft.	6.83	1.43	
150	Warehouse and Freight Movement	per 1,000 sq. ft.	3.56	0.75	
30	Truck Terminal	per truck berth[5]	6.79	1.00	See endnote
130	Industrial Service	per 1,000 sq. ft.			Industrial service not in ITE. Not in SDC table
	Railroad Yards			Exempt	Not in SDC table
	Waste-Related			Exempt	Not in SDC table
Institutional Categories					
	Institutional (General)	per 1,000 sq. ft.		.73	Peak rate
	Basic Utility			Exempt	Not in SDC table
	Community Service (General)			.73	
435	Community Center	per 1,000 sq. ft.	1.99	0.42	
590	Library	per 1,000 sq. ft.	56.24	11.81	
411	Parks and Open Areas	per Acre	1.89	0.95[7]	See endnote
520/530	Schools K-12 (average of 520/530)	per Student	1.50	0.32	
550	Colleges	per Student	1.71	0.36[8]	See endnote
610	Medical Centers	per 1,000 sq. ft.	13.22	2.78	
560	Religious Institutions	per 1,000 sq. ft.	9.11	1.91	
565	Daycare	Per 1,000 sq. ft.	74.06	15.55	
Other Categories					
	Agriculture			Exempt	Not in SDC table
	Aviation and Surface Passenger Terminals			Per CU requirements	Not in SDC table

[7] Parks and Open Areas by nature have a disproportionately high number of bicyclists and pedestrians. The bike/ped rate has been adjusted to be equal to half of the total Average Weekday Trips generated.
[8] Colleges have a disproportionately high number of students who walk or ride bikes. The bike/ped rate has been adjusted to be equal to half of the total Average Weekday Trips generated.

Use		Units	Average Weekday Trips (ITE)	Average Daily Bike/Ped Trips[3]	Notes
571	Detention Facilities	per Bed	0.10	Per CU requirements	Not in SDC table
	Mining			Exempt	Not in SDC table
	Radio Frequency Transmission Facilities			Exempt	Not in SDC table
	Rail Lines and Utility Corridors			Exempt	Not in SDC table

ATTACHMENT B



Urban Design Actions (UD):

UD1 Update the Central City Fundamental Design Guidelines to reflect the urban design goals and policies of the CC2035 Plan. **Lead Implementer: BPS; Timeline Next 5 Years.**

The Central City Fundamental Design Guidelines provide the foundational set of design guidelines used in Central City design review. The fundamental design guideline document includes a tripartite framework of the following headings: Portland Personality, Pedestrian Emphasis and Project Design. In addition, the guideline document includes four "special areas" design guidelines, one each for the Broadway and Chinatown "Bright Lights" districts, one for the South Waterfront Area (now RiverPlace) and one for the Park Blocks. Under separate covers, five sets of district design guidelines – and a handful of historic district design guidelines – nest within these 33 fundamental design guidelines.

In 2001, the fundamental design guidelines were refreshed and all narrative was reformatted in a new layout to include some background text updates, more explanation of the design review process and the incorporation of several photographic examples for each guideline. For the most part, the original content was not altered. The process to update the Central City Fundamental Design Guidelines, responding to new design direction from the Central City 2035 Plan and to reducing redundancies, will be the first comprehensive content update since their creation.

Guidance from DOZA

The Design Overlay Zone Assessment project (DOZA) is assessing the performance of the design review process citywide, including the Central City. The project deliverable is a set of recommendations for improving the process, determining applicability of the criteria, and clarifying the tools. DOZA will include specific guidance for design review in the Central City and strategies for how to improve the guidelines used in the process. Initial recommendations were published in January 2017.

Reducing Redundancies and Incorporating District and Willamette River Design Guidelines

There are 33 fundamental design guidelines under the Central City Fundamentals. Within this set, there are redundancies among design guidelines. For example, "A5 Enhance, Embellish and Identify Areas" has very similar design direction to "C4 Complement the Context of Existing Buildings." Reducing the number of redundant design guidelines should yield a more focused set of design criteria.

Currently, there are district design guideline documents for five Central City districts. Of the five, two (Pearl and South Waterfront) have been updated from their original forms and three remain as originally adopted, which precedes the update to the fundamentals. The districts with guidelines are:

- Goose Hollow, 1996
- South Waterfront, 2010
- Pearl, 2008
- Lloyd, 1993
- Central Eastside, 1991

Three districts do not have separate district design guidelines: Downtown, West End and University/South Downtown. All of the Old Town/Chinatown district is in one of either the

Skidmore/Old Town or New China/Japantown Historic Districts, each with their own sets of design guidelines (design guidelines for New China/Japantown Historic District currently in development). Lower Albina is mainly an industrial district and therefore does not have design guidelines, but guidelines for the Russell Street Conservation District are found in the Community Design Guidelines document.

Because some of the district guidelines have been updated recently, they have more contemporary design guidelines that may warrant inclusion in an updated set of fundamentals. As the Central City Fundamental Design Guidelines are updated, discussion of the districts at the same time could reconfirm what guidelines are worthy of application across the Central City as well as clarify the specific design differences among the districts. Reducing redundancies between the fundamental design guidelines and those in the district documents would yield a shorter set of design guidelines to address and administer, distilling the characteristics and design outcomes that make each district unique. Integrating the district design guidelines into an updated set of fundamentals would reduce confusion on the part of applicants trying to understand which design guidelines are applicable where.

With the adoption of the CC2035 Plan, properties within the Willamette River Greenway in the Central City (Central Reach) will no longer be required to go through Greenway Review, with its associated design guidelines. Development proposals will go through Design Review (and River Review, as appropriate). It is important that the update to the Central City Fundamental Guidelines include clearer references to the Willamette River and appropriate design direction from the Willamette River Design Guidelines.

Addressing New Design Topics

Portland's Central City has changed dramatically since the early 1990s. While many of the design issues covered by the fundamentals remain important, many new topics have emerged that require design guidance. Current fundamental design guidelines do not adequately address these topics or provide clear guidance for applicants or the review bodies to design and/or assess building proposals.

Some of these topics include:

- Development Character along streets that have been defined as: Retail/Commercial, Boulevard, and Flexible
- Landscaped building setbacks
- Residential edge designs at the ground floors of buildings
- Descriptions of design intent for elements at specific locations from Central City 2035 Plan urban design diagrams and maps – gateways, key intersections, etc.
- Bird (and other wildlife) safe design – exploring window and building façade treatments that are responsive to native species of wildlife and their natural movement patterns
- Integration of "green" or sustainable building features such as solar panels, stormwater management facilities or wind turbines, and consistency with the city's green building policies
- Consideration of wind (or other environmentally-generated factors) mitigation strategies on building designs
- Location of building bulk on parcels adjacent to the Park Blocks
- Desire for ground floor windows and active uses facing parks and open spaces
- Crime Prevention Through Environmental Design (CPTED) principles
- Relationship of development to the Willamette River

UD4 Update the Historic Resources Inventory for the Central City, prioritizing the West End and Goose Hollow. **Lead Implementer: BPS; Timeline: Next 5 years.**

See discussion under UD79, below.

UD10 Explore opportunities to create publicly accessible open space and recreational opportunities on public and private land throughout the Central Eastside. **Lead Implementers: BPS, PPR and Private; Timeline: Next 5 years.**

Incent Creation of Publicly Accessible Parks, Open Space, and Recreation Opportunities

Because the Central Eastside is park-deficient there is significant interest from district residents and businesses alike to see more parks, open space, and recreation opportunities established as the district grows. There have been recent discussions among city bureaus and members of the Pelett Family, a long standing property owner in the district, about creating new open space amenities on sites they own.

Specifically, this family has approached the City about converting a quarter block parcel on the northwestern corner of Block 84 (parcels 1 and 2) between SE 3rd Ave, MLK, SE Alder St, and SE Morrison St to publicly accessible open space. This part of the Central Eastside has been identified by Portland Parks and Recreation as park deficient. This area is also within an EXd zoned mixed-use corridor where the highest residential and commercial office densities are already allowed. Therefore, it is likely there will be an increased demand for parks, open space, and recreation opportunities.

In response, the CC2035 Plan includes Action UD10.

As an aspect of this action, City bureaus will provide information and assistance to the Pelett Family to establish a privately owned public space, connect them with relevant organizations, and potentially use a Development Opportunity Study (DOS) coordinated by the Portland Development Commission. Such an open space would require careful programming to ensure safety and access is maintained during the day and early evening hours. City access to the big pipe shaft must be maintained, but the City should work with the Pelett Family and other partners on identifying creative solutions that meet the needs of park users, property owners, as well as City infrastructure maintenance.

UD11 Develop an urban design concept and implementation strategy to enhance the role, use and character of the historic main streets under the Morrison, Belmont, Madison, and Hawthorne St. viaducts, and the area under I-5. **Lead Implementers: BPS and PBOT; Timeline: Next 5 years.**

Enhance Space under Viaducts

Significant portions of the area west of 3rd Avenue are hidden under the viaducts connecting MLK and Grand to the Hawthorne and Morrison bridges and carrying I-5 along the waterfront. Stakeholders often consider these spaces unsafe barriers between more active spaces. These areas are dark, feel isolated,

and often attract homeless camping and pan handling activities. Local businesses complain that the character of these places make customers and employees want to avoid them, and businesses that are large enough to have main entrances on adjacent streets often reorient towards these streets, abandoning grand entrances that once fronted the Morrison and Hawthorne main streets that lead down to the Willamette River.

During the development of the SE Quadrant Plan, stakeholders such as the Portland Landmarks Commission, Bosco-Mulligan Foundation, and the Pellet Family who own City Liquidators and other properties under the Morrison Viaduct, became interested in the concept of improving these street environments under the viaducts by hosting nighttime markets that showcase locally produced goods, allowing for outdoor restaurant seating, and bring the community of makers and doers together in a shared space that showcase the products produced in the Central Eastside.

These strategies could also include infrastructure improvements such as new sidewalks, stormwater treatment, lighting, signage and other wayfinding tools such as pavement markings, and potentially removable bollards that restrict vehicle access during events. These elements could be publicly funded, but should be tied to investments by property owners of existing and new buildings. Such buildings could open onto these spaces with active ground floor uses, and activity that "spills" into the shared space for events. The rehabilitation of under-utilized multi-story buildings along the viaducts, including the restoration of facades and main entrances of some of the grandest buildings, would help to reactivate these streets.



Former John Deere Headquarters, now Portland Storage building under the Morrison Bridge viaduct.

Similarly, the area under I-5 is often considered underutilized because it provides only a small amount of parking in an area that many feel should provide more park-like amenities or river-related recreation opportunities. The area under I-5 represents a tremendous open space and recreation opportunity along the riverfront that could connect the district to the Willamette River through more active uses.

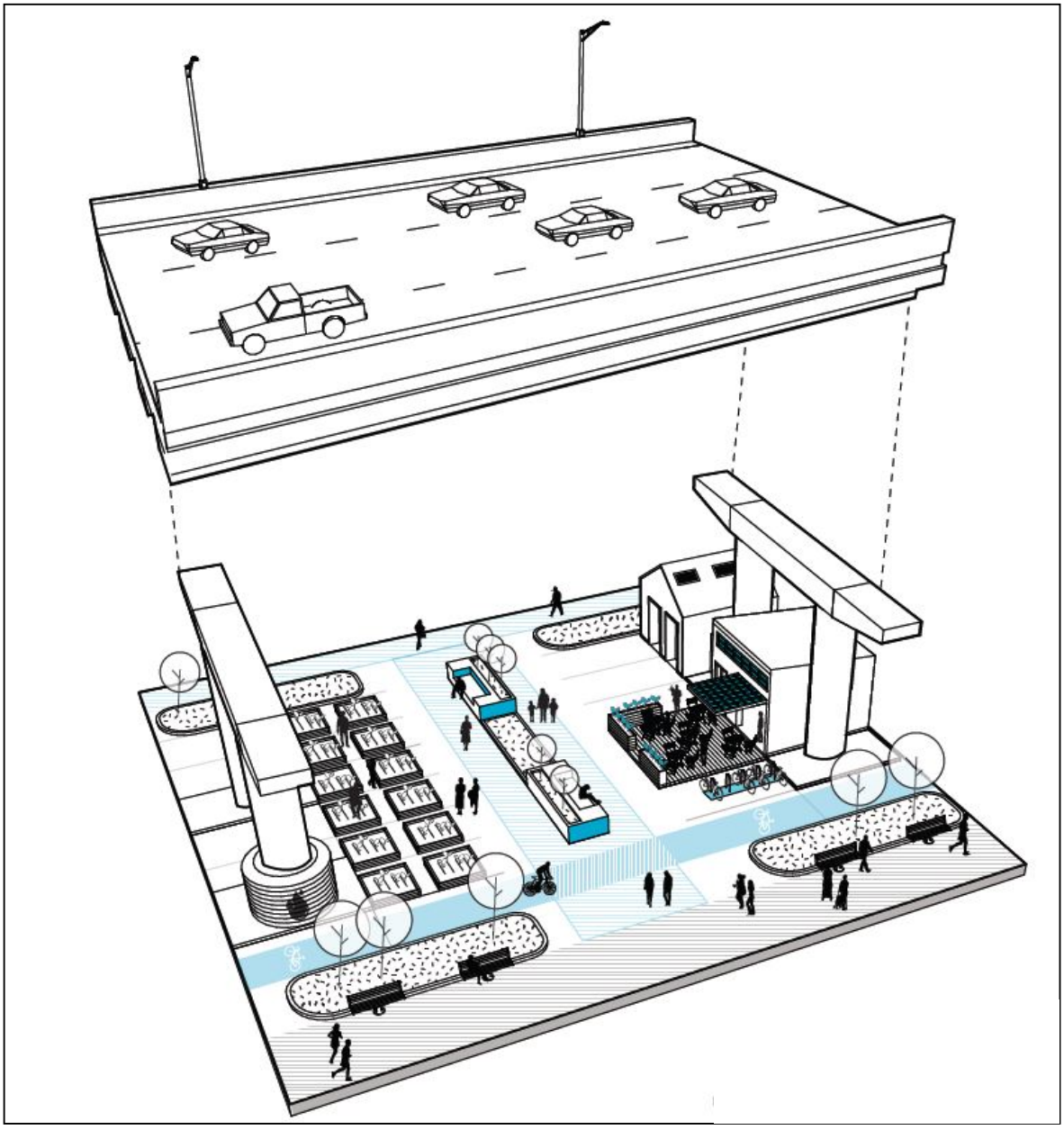


Illustration showing activity under the area under the I-5 viaduct using small and inexpensive modular structures. By Chris Kline, School of Architecture, Portland State University.

UD16 Explore a Green Loop alignment in the Central Eastside based on its ability to meet criteria developed for the district. Conduct analysis to identify potential route alignments and impacts to freight operations. **Lead Implementer: BPS; Timeline: Next 5 years.**

Green Loop

The Central City 2035 Concept Plan approved by City Council in 2012 included the proposal for a new pedestrian and bicycle loop referred to as the "Green Loop" that would connect existing attractions, open space amenities and districts with a continuous comfortable bicycle and pedestrian pathway. The

need for such infrastructure is likely to increase in the decades ahead as projected development in the Central City and the surrounding region take place.

The Central Eastside has long been at the center of citywide and regional growth and is predicted to add 9,000 new jobs and 3,500 new households by 2035. Furthermore, it lies between two bridges: the Tilikum Crossing Bridge, scheduled to open in September 2015 connecting it to OHSU and South Waterfront, and the new pedestrian/bicycle bridge over I-84, identified on PBOT's Transportation System Plan (TSP) which will connect it to the Lloyd District.

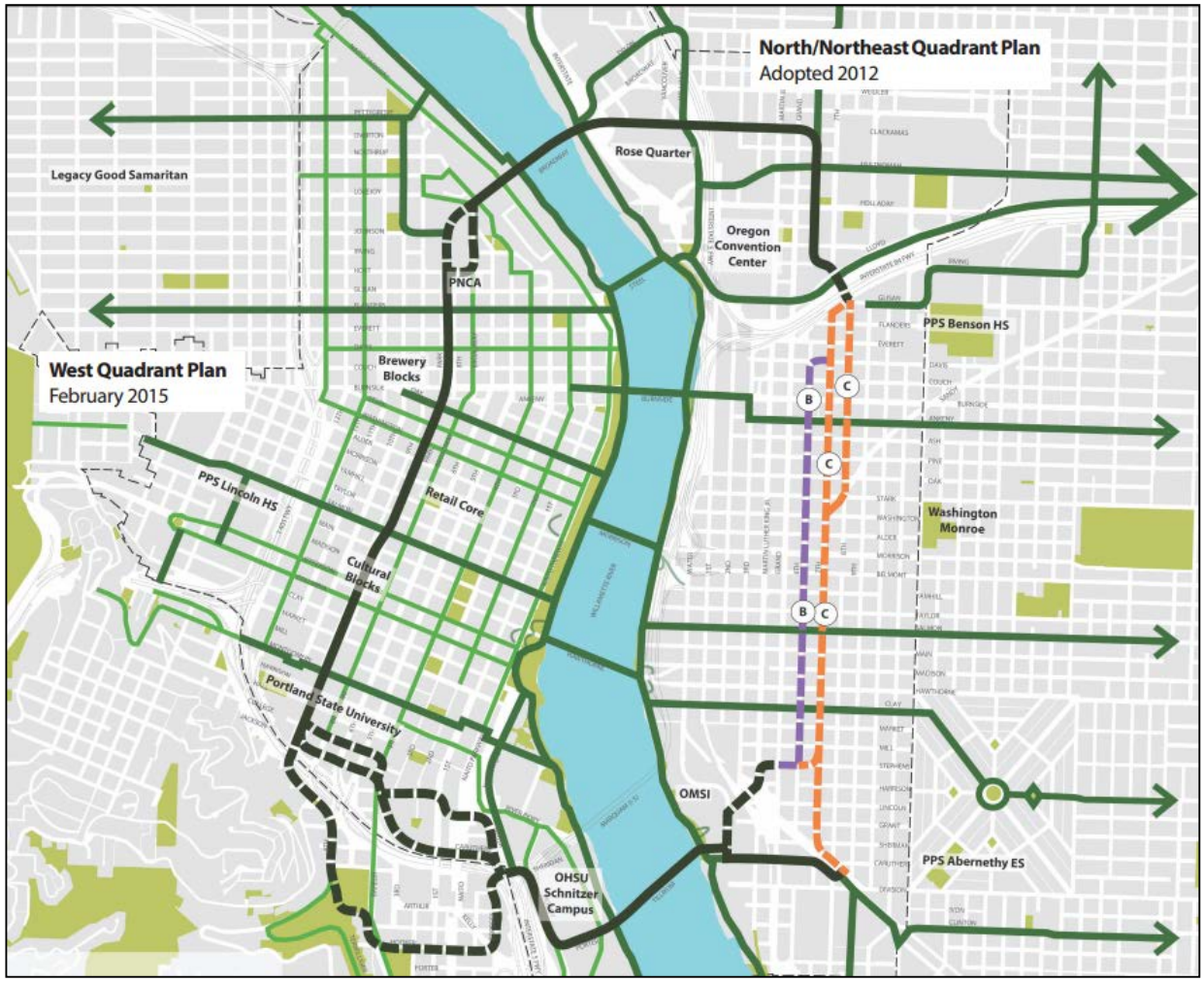


Staff rendering depicting a potential Green Loop on SE 7th Ave.

With more people working and living in the Central Eastside and increased access to adjacent areas, there will be further demands for its roads. While the Portland Plan and other City of Portland goals seek to meet growing demands by increasing the share of those using active transportation, the lack of clear routes with good infrastructure and wayfinding today results in cyclists dispersing throughout the district once they enter from surrounding areas. This causes conflicts between cyclists and freight operations and raises significant safety concerns.

This action would require the study of potential Green Loop alignments that could serve as a north-south spine to the existing east-west bikeways into and through the district, while providing open space, recreation opportunities and pedestrian amenities for employees and residents. Improving active transportation options is essential to maintaining the district's freight movement and other core functions. The Green Loop will help channel cyclists onto one path, reducing dispersion and increasing predictability for all modes.

The Green Loop and proposals to improve and concentrate existing east-west bicycle routes are practical solutions to respond to ever-increasing demand. They are based on a strategy developed with the SE Quadrant SAC's Transportation Working Group that seeks to identify existing priority freight routes that could be further enhanced for trucks through new signals, one-way streets, and signage; and improve a small number of lower priority streets to make them attractive for pedestrian and bicycle movement in the district. The strategy would focus seating and other furnishings, tree canopy or stormwater treatment on these streets where they will have the least impact on freight.



Map 3-5: Green Loop Routes Proposed for Further Study

A preferred route through the Central Eastside has not been identified because additional analysis and outreach to district stakeholders will be required. However, to ensure the Green Loop will be sensitive to the unique functions and role the Central Eastside plays as an industrial/employment district, the following evaluation criteria are proposed to be used to identify the best route the loop might take as it transverses north-south through the district between the new Tilikum Crossing and a new pedestrian/bike bridge proposed to connect the Central Eastside and Lloyd Districts over Interstate 84.

The route for the Green Loop in the Central Eastside will be based on evaluating different options against criteria identified through the SE Quadrant Plan process:

- Avoid Freight Impacts: Freight movement may be impacted by the loss of travel lanes, reduced lane widths and potential loading conflicts with bicycles. Analysis will prioritize alignments with the least negative impact to freight. Where cycle-tracks cross driveways used by businesses, design elements will be included such as colored and textured surfaces, signage, and maintaining sight triangles.
- Facilitate 2-Way Cycle Track: When fully built out, the Green Loop concept envisions physically separated paths to minimize conflicts between cyclists, pedestrians and freight vehicles.
- Adequate Right-of-Way: The right-of-way required to meet these needs can be accommodated by taking up a large portion of a narrow street or a smaller portion of a wide street. Pros and cons for each approach will be considered.
- Proximity to Retail, Commercial, and Residential Development: In the Central Eastside, many stakeholders have expressed that proximity to Grand and MLK and other mixed-use zoned areas is desired over an alignment that diverts cyclists through industrial areas.
- Open Space Opportunities: Where available, stakeholders have made it clear that areas adjacent to the Green Loop should accommodate pedestrians and bicyclists with amenities such as gathering spaces and seating. Throughout the SE Quadrant planning process, participants preferred that these opportunities be within the mixed-use areas of the district.
- Ease of Implementation: The Green Loop will likely be implemented in steps. Therefore, the ability for a street to accommodate bicycles more readily and the direct benefit for pedestrians as the project is built out over time should be considered as alignment options are studied.
- Directness: The Green Loop in the Central Eastside must connect the future pedestrian/bicycle bridge over I-84 to the new Tilikum Crossing Bridge in the most direct and flat route possible so that cyclists will choose it over other streets. The number of turns and grade changes the route requires will be considered.

UD24 Study the feasibility of creating an urban civic space at the intersection of West Burnside and Broadway. **Lead Implementer: BPS; Timeline: Next 5 years.**

The idea for this action came from West Quadrant Plan Charrette work done in June, 2013. Many cities have a signature civic space at "Main and Main," the intersection at which the major east-west and north-south thoroughfares intersect. In Portland, this key intersection could be considered Broadway and Burnside.

Aside from the area's high visibility, the Central City's differently-aligned grids meet at Burnside, creating a dynamic area with different street configurations, irregular lots and a unique feel. In the heart of downtown's core, the area could additionally connect to activity in Waterfront Park and Saturday Market along a unique, pedestrian-oriented SW Ankeny. See the concept diagram in Chapter 1, The Big Ideas.

UD34 Improve Collins Circle and Firefighters Park to make these public spaces more accessible and engaging for the community. **Lead Implementer: PBOT; Timeline: 6-20 years.**

Both Collins Circle and Firefighters Park are located in the public right-of-way and are owned by the City of Portland. Collins Circle contains a rock sculpture by Japanese American landscape architect Robert

Murase; Firefighters Park contains the David Campbell Memorial, built in memory of the Portland Fire Chief killed in the line of duty in 1911.

Both areas are difficult to access and provide little opportunity for active use or community gathering. Neighbors have expressed further concern that the height of the Murase sculpture, in combination with the intersection configuration at SW Jefferson Street and 18th Avenue, results in poor visibility, creating a safety hazard for pedestrians and cyclists.

A study of potential improvement opportunities could look at items such as:

a. design and landscaping changes within each park to create more usable open space.
b. traffic calming efforts in the surrounding area to slow traffic near the parks.
c. changes to intersection configurations, including potential street segment closures, to improve access and multimodal safety.

UD40 Update the Lloyd District's 1991 design guidelines: Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan to reflect the district concept. **Lead Implementer: BPS; Timeline: Next 5 years.**

The Special Design Guidelines for the Design Zone of the Lloyd District of the Central City Plan is recommended to be amended to reflect the design direction described in the district plan's urban design concept and supporting information. The existing document will be extensively revised and updated to feature new formatting, new illustrative examples of how to meet the guidelines and a new structure based on the Central City Fundamental Design Guidelines. New design issues to be addressed by the guidelines will include different street and development characters; providing design direction for gateways; incorporating/integrating green elements in site and building designs; and transitions to adjacent neighborhoods.

The "Street & Development Character" concept (see Appendix A of N/NE Quadrant Plan. Available at https://www.portlandoregon.gov/bps/60195) describes more intentional direction for the different streets in the Lloyd District. The concept proposes changes in both the street design standards as well as the adjacent building edges. The concept proposes three different types of street characters: retail/commercial, boulevard and flexible. New content in the design guidelines will address building edges of proposals along the different street types, illustrated with examples of desired building edge responses for each of the different street types. In addition, as some of the flexible network moves through private property, new design guidelines will speak to the character and orientation of new connections through these large blocks. More information is also available in a separate report: N/NE Quadrant Plan: Street and Development Character Concept (2012).

The Lloyd District includes a number of entry points or "gateway" locations, illustrated on Map A4 in Appendix A of the N/NE Quadrant Plan. The updated design guidelines will describe more clearly the City's intentions for the desired experience at each gateway, and how new development can support the targeted character. While many of the gateways will be reinforced by buildings that are taller than the surrounding context to emphasize the civic significance of these places, others may feature special landscaping or trees, unique works of public art, and/or combinations of the above.

New design guidelines will address the incorporation of "green" site and/or building elements. These elements could include, but are not limited to, native vegetation, bird-friendly design approaches for

larger buildings, providing setback space for trees, building orientation to maximize solar performance, energy production systems and stormwater management facilities. The content of these design guidelines would be developed in coordination with the Lloyd Ecodistrict planning and infrastructure implementation efforts.

In addition to maximum floor area ratio (FAR) and height regulations that limit building form(s), new design guideline content will address desired transitions from the Lloyd District to adjacent neighborhoods including Eliot and Irvington. The guidelines will be crafted to speak to the unique characteristics of the edges along each of these neighborhoods, and how new development proposals should respond accordingly. Design issues described by the guidelines, with narrative and illustrative examples, will range from site/building patterns, façade articulation, attention to detail, quality of construction, and potential building step-downs to existing historically, culturally or architecturally significant resources. In addition, existing guidelines that address specific locations in the district, such as the Broadway/Weidler corridor, would be updated to reflect the Irvington Historic District designation and boundary change. Language in the guidelines would provide clearer direction for design compatibility with adjacent contributing properties.

UD42 Work with the property owner/developer of the "Thunderbird" site to craft a development agreement that incorporates public open space and the greenway trail on the riverfront. **Lead Implementer: BPS; Timeline: Next 5 years.**

On the Thunderbird site located between the Veterans' Memorial Coliseum and the Willamette River additional height above the 100' current maximum would be allowed in exchange for providing public open space – preferably in front of the Coliseum. In exchange for providing significant public open space, buildings would be allowed to be up to 250'. The existing floor area ratio (FAR) would remain at 4:1, therefore the total amount of development potential on the site would remain the same.



Thunderbird site with full build-out of existing current maximum height (100') and 4:1 FAR. Conceptual rendering only.



Thunderbird site with buildout to ~250' and 4:1 FAR, incorporating a new waterfront open space. The railroad tracks have been moved to accommodate riverfront access and increase rail efficiency in this conceptual rendering.

As described in Action TR72, one option being considered in this area is the relocation of the Union Pacific railroad tracks to improve freight and passenger rail operations. It will be important to work with ODOT rail and Union Pacific to ensure that any plans developed for rail relocation maintain access, the development potential of the site and provide park and riverbank enhancement opportunities.

UD45 Prepare a National Register of Historic Places Multiple Property Documentation form for African-American historic resources based on the Cornerstones of Community inventory. **Lead Implementer: AHC; Timeline: Next 5 years.**

In 1998, the Bosco-Milligan Foundation (Architectural Heritage Center) completed "Cornerstones of Community," a historical context statement and inventory of over 3,000 properties associated with African-American history in Portland. In 2010, as part of the N/NE Quadrant Plan process, Bosco-Milligan updated the inventory, reflecting recent demolitions, correcting information, and converting the data so that it may be used in computer-based Geographic Information Systems. The context statement and updated inventory are powerful preservation planning tools that can assist in public education and historic preservation efforts in the N/NE Quadrant and through-out the city. They can serve as the basis for the development of a Multiple Property Documentation (MPD) form for African-American historic resources in Portland. Such an MPD would provide contextual information about the African-American community and evaluation criteria that would assist property owners who wish to list their historic properties in the National Register of Historic Places.

UD46 Improve the design review approval criteria used for development proposals within the Russell Street Conversion District and design overlay zone within Lower Albina. **Lead Implementer: BPS; Timeline: Next 5 years.**

The Community Design Guidelines are currently used as the approval criteria for historic design reviews in the Russell Street Conservation District. This is the only situation in the Central City where the Central City Fundamental Design Guidelines are not used as historic design review criteria (in some cases, other criteria are used in addition to the Central City Fundamentals). In addition, Lower Albina is the only Central City area outside of the downtown core that lacks a district-specific set of design guidelines. In the area east of the conservation district proposed for EXd zoning, the Central City Fundamentals are the approval criteria. This results in a situation where different criteria are used in directly abutting areas that have similar characteristics

In general, the Community Design Guidelines were intended to be used in areas outside the Central City and may not be the most appropriate criteria in a Central City conservation district. Options to consider include: developing a new set of sub-district design guidelines for Lower Albina that would speak to the characteristics of the Russell Street area specifically; amending the Central City Fundamentals and applying them within the conservation district; or amending current language in the Community Design Guidelines to better address the character of the conservation district.

UD49 Encourage and assist Lower Albina property owners to nominate their historic properties for designation as landmarks. **Lead Implementer: BPS; Timeline: Ongoing.**

Two sources of information can assist Lower Albina property owners to list their properties in the National Register of Historic Places. The existing Multiple Property Documentation (MPD) form "Historic

and Architectural Properties in the Eliot Neighborhood" provides historical context and evaluation criteria for historic resources within the Eliot Neighborhood, including Lower Albina. The MPD reduces the National Register documentation requirements for properties that meet the criteria laid out in the MPD. This document is available from the Bureau of Planning and Sustainability.

Another helpful source is the historic resources inventory completed for the Albina Community Plan. This multi-volume set completed in the mid-1990s updated information in the City's 1984 adopted Historic Resources Inventory. It contains information on hundreds of historic properties in N and NE Portland, including the Lower Albina area. The inventory is housed at the Bureau of Planning and Sustainability.

UD66 Review and update South Auditorium plan district development standards and guidelines, specifically those related to landscaping and setback requirements. **Lead Implementer: BPS; Timeline: Next 5 years.**

The South Auditorium area is a unique part of the Central City. Once home to generations of Portland's Jewish and Italian immigrant communities, over 100 acres of the South Portland neighborhood was largely razed in the 1960s and subsequently redeveloped as part of the Portland's first urban renewal area. The area's large-scale residential and commercial buildings, generally set-back on large lots, are organized around a leafy open-space and pedestrian mall system designed by nationally recognized landscape architect Lawrence Halprin. The open space and pedestrian way sequence was listed recently in the National Register of Historic Places. The area's distinctly mid-century modernist cityscape stands in contrast to the more traditional, fine-grained urban fabric of other parts of the greater downtown area.

In order to protect its character defining features, the South Auditorium plan district, part of which overlaps with the Central City plan district, contains development standards intended to preserve landscaped areas, building setbacks and tree canopy. Floor area (FAR) standards are specified as well. The overlap between the two plan districts creates the potential for inconsistencies in the area's regulatory framework. The development standards in the plan district will be reviewed and revised as appropriate, and possibly integrated into the Central City plan district. New standards intended to extend the pedestrian way system where it remains incomplete will also be considered. In addition, design guidelines specific to the South Auditorium area may be developed as part of the update of the Central City Fundamental Design Guidelines.

UD79 Review and revise as appropriate two National Register Multiple Property Documentation forms for Downtown development to encompass a broader range of potential historic resources in the West End. **Lead Implementer: BPS; Timeline: Next 5 years.**

The West End is one of the most architecturally diverse parts of the Central City, with a range of building ages, styles, scales and uses. These range from Victorian houses and mid-sized streetcar-era apartments to taller residential and mixed-use buildings. Tables A1 and A2 show the range of building ages and scales.

The West End has 36 designated historic landmarks (see Table A3 and Map 3-6); most of these properties are listed in the National Register. Historic landmarks are protected by zoning code provisions

that require historic design review for major exterior alterations. Demolition requests for National Register properties must be approved by City Council. Unlike some parts of the Central City such as Old Town and the Pearl District, there are no designated historic districts. The City's Historic Resources Inventory includes 75 ranked properties in the West End, including the designated historic landmarks (see Table A3 and Map 3-6). The inventory was completed in 1984 and is now quite out of date. A number of buildings listed in the inventory have likely been demolished and some have been altered since 1984.

CC2035 West End policies call for retaining the distinctive urban character of the district by encouraging the preservation and rehabilitation of existing buildings and historic resources that represent a wide range of architectural styles, scales and eras. Implementation action UD79 will help achieve these policies.

Action UD79 calls for reviewing and revising the two National Register Multiple Property Documentation (MPD) forms that were previously prepared for downtown Portland. Multiple Property Documentation forms are umbrella documents that establish the historical context and evaluation criteria that facilitate the listing of historic properties in the National Register.

Two existing MPDs cover the West End: Historic Resources in Downtown Portland, Oregon, 1906-1914 and Historic Resources in Downtown Portland, Oregon, 1915-1931. They present the history of downtown development from 1906 to 1931 (the post Lewis and Clark Exposition development "boom") and describe associated property types that are potentially eligible for listing, including office buildings, hotels, retail stores and apartment buildings.

Table A1: West End Buildings–Year Built

Year Built	Number
Pre-1900	12
1901-1930	93
1931-1960	21
1961-Present	32
Unknown	2
Total	160

Table A2: West End Buildings – Stories

Stories	Number
1-6	135
7-12	17
13-27	6
Unknown	3
Total	160

Table A3: West End Historic Resources

Type	Number
National Register Properties	30
Local Landmarks	6
Total Landmarks	36
Ranked HRI Properties	75
Parcels	207

Note: Most local landmarks and National Register properties are also included in the HRI. Many of the National Register properties are also local landmarks.

Following, or in conjunction with, development of an updated inventory of historic resources in the West End, these MPDs could be amended to encompass a broader range of potential historic resources in the district, for instance by expanding the period of significance or historical context statement, adding new property types, or revising the registration requirements.

Map 3-6: West End historic resources.



Willamette River Actions (WR):

WR6 Develop a strategy to address impacts on habitat and fish and wildlife within the Ross Island complex and Holgate Channel as part of River Plan/South Reach. **Lead Implementers: BES & PBOT; Timeline: Next 5 years.**

Issues

1. The problem: Boating, camping and other activities including excessive noise, are negatively impacting fish and wildlife habitat especially on publicly owned property and the Ross Island Lagoon. This situation is in part due to a larger issue related to homelessness. It will worsen if intervention is not taken as human access on the Willamette River is increasing.
2. Short term enforcement: Enforcement is hindered by multiple ownerships (Ross Island Sand and Gravel, City of Portland, Port of Portland, Department of State Lands), jurisdictions (US Coast Guard, State of Oregon, Multnomah County and City of Portland) and a lack of consistent regulations and enforcement.
3. Long Term management: There is no long-term management plan for the Ross Island, as part of the Ross Island-Holgate Channel-Oaks Bottom Complex. The City anticipates long-term management of the island when it has full ownership over it or when a long-term management plan has been completed and funding is available for resource management.
4. Property acquisition or donation: Large portion of the island is in private control and is used as a sorting operation. Also, the Port's property is not developed. Restoration and management will best be accomplished when under one public ownership.

Possible Solutions

<u>Enforcement</u>

1. Convene property owners and jurisdictional representatives to identify short and long term actions to address enforcement. Potential actions already identified include:
    - **a.** Petition the DSL Director and Land Board to prohibit Ross Island area camping/trespassing on lands governed by DSL and along the banks of the Willamette River from downtown to the Oaks Bottom Wildlife Refuge.
    - **b.** Review, develop and enact if necessary, policies and rules regarding human activity in the Ross Island area, e.g. noise abatement through an update to the *Willamette Greenway Plan*.
    - **c.** Identify actions that Ross Island Sand and Gravel and the Port of Portland can take to address the issue on their lands.

<u>Long term management and Property Acquisition/Donation</u>

2. Fund the development of a Natural Resources Management Plan for the Ross Island-Holgate Channel-Oaks Bottom Complex. The plan should be a multi-property owner plan that is developed when funds and staffing resources become available. If the other property owners are not willing or able to participate, it will be done when more of the island is under City ownership. It would include actions to maintain and restore the island and clarify public access use and restrictions. Portland Parks and Recreation staff are developing a schedule for completion of natural resource management plans and this area is part of the discussion.

3. Portland Parks and Recreation is exploring with the Port of Portland, a donation of the Port's property to the City.

Environmental Conditions

Ross Island, the main island of a four-island cluster (includes Hardtack, East Island and Toe Island) and is part of the Ross Island-Holgate Channel-Oaks Bottom Wildlife Refuge complex.
The Holgate Channel provides quality shallow water habitat for migrating and resident fish including seven federally listed endangered or threatened fish species and is used by at least 50 species of migratory (e.g., Osprey) and resident birds (e.g., eagles and herons). The majority of Holgate Channel is designated No Wake, from the tip of Ross Island to the northern entry into and including the lagoon, by the Oregon State Marine Board.
The City's Natural Resources Inventory Update (2012) showed a good portion of the island has high ranking resources (City of Portland and Port of Portland owned properties).
All of the island is within the 100 year flood plain and 1996 flood inundation area.

Recreation

This is a popular destination for boaters to view natural resources including wildlife and/or visit the island's beach and upland areas. Most are daytime visitors, but increasingly, the number of boaters are coming to the island to camp. Some of these campers may be homeless. Overnight camping, fires or access to City property is not allowed without prior approval. Signage on the shoreline communicates this information.

Ownership & Land Uses

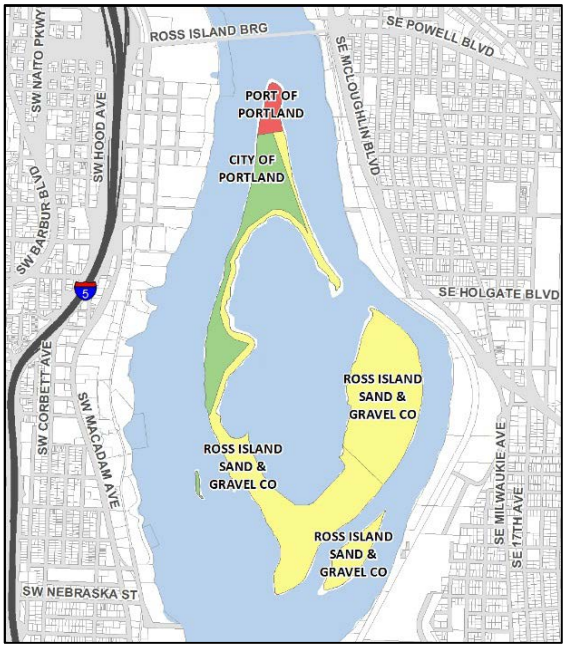
Ross Island Sand and Gravel owns Hardtack and East Island, for a total 50.7 acres of which 47 acres is above Ordinary High Water (OHW). Mined extensively until 2001. Timber logging took place.

Port of Portland owns 4.7 acres at the northern tip of which 2.6 acres is above OHW.

City of Portland owns 29 acres all of which is above OHW (donated by RISC in 2007 for a natural area) including Toe Island.

Zoning for island cluster is Open Space with River Natural and River Water Quality Overlay zones.

Map 3-7: Ross Island Property Ownership



Jurisdictions

Portland Parks and Recreation manages city-owned property on Ross Island. The City of Portland provides emergency fire and rescue response, and assists with law enforcement.

Multnomah County provides river patrol including emergency response, boat safety inspections and education.

The Oregon Department of State Lands (DSL) has jurisdiction over the beach areas that are below Ordinary High Water (OHW) and allows overnight camping for up to 30 days.

The Oregon State Marine Board establishes statewide boating regulations and funds/contracts with law enforcement such as with Multnomah County River Patrol. They also establish area for No Wake zones.

The US Coast Guard provides search and rescue and homeland security.

Additionally, a number of federal and state regulatory agencies have permitting and monitoring responsibilities depending on the activity being conducted.

Activities and Coordination

Between 1992 and 1998 the Port of Portland received state and federal authorization to bury contaminated dredge materials from the Portland shipyard and Port terminals in the Ross Island Lagoon. A subsequent study to determine the environmental impacts of this action was completed in 1998 after a gravel mining shovel breached one of the containment cells.

This contamination has been addressed through a remediation plan between RISC, the Port, the State Department of Environmental Quality (DEQ). The desired clean-up is completed and long-term monitoring and maintenance will continue.

WR7 Develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach. **Lead Implementers: BPS & BES; Timeline: Next 5 years.**

Riverbank and in-water restoration

Restoring riverbanks and in-water habitat will be most successful where the existing conditions include relatively shallow water, which is critical factor for ESA-listed fish species. It would be very difficult to attempt to create a new shallow water areas without the river washing it away. There are seven (7) locations in the Central City with existing shallow water where restoration might occur:

- Centennial Mills
- McCormick Pier
- I-5/I-84 Interchange
- Eastbank Esplanade
- Hawthorne Bowl
- Eastbank Crescent
- Cottonwood Bay

There are other goals and priorities for each of these sites including boating, commerce, swimming, events, etc. For restoration to be successful, public access to the restoration area must be limited, thus uses within a site will be need to be split. In addition, no feasibility study has been completed to determine what restoration actions can occur or the cost to restore (note – some areas may require

contamination clean-up prior to restoration). For all of these reasons, the riverbank restoration target is at least five (5) shallow water areas restored by 2035.

Determining the implementation tools and priority locations for enhancement and restoration will take additional planning, and this is the impetus for the inclusion of Action WR7 in the CC2035 Plan.

WR11 Partner with property owners and other stakeholders to seek funding and implement the concept plan for the Eastbank Crescent for fish and wildlife habitat, along with boating, swimming, educational opportunities, and enhanced greenway trail. **Lead Implementers: BPS, BES, PPR & Prosper; Timeline: Ongoing.**

The Eastbank Crescent is located on the east bank of the Willamette River and stretches from under the Hawthorne Bridge to the Marquam Bridge. This location has existing shallow water and riverbank habitat and is identified as one of seven potential restoration and enhancement sites in the Central City. This location also has existing recreational activities including the Holman Dock, which is leased by the Portland Boathouse for use by multiple racing and paddling clubs, and popular with sunbathers. It also includes the emergent beach just south of the Hawthorne Bridge, which is used for access into the river, and the Greenway Trail and Eastbank Esplanade, which is a heavily used section of the trail for commuting. In addition, the Portland Boathouse has a limited term lease for use of the Holman Dock and multiple rowing clubs as well as boat rental outfits operate out of the boathouse.

The goals for the Eastbank Crescent are to restore fish and wildlife habitat, improve public access into the Willamette River, reduce user conflicts along the Greenway Trail and create an area for learning about the river.

For all of these uses to be successful, the area must be strategically designed. Design considerations include:

1 Lay back the riverbank upstream of the dock to reduce the steepness and create more shallow water habitat;

2 Revegetate the riverbank with native plants and root wads and install driftwood in the shallow water.
3 Direct active public uses downstream and away from shallow and riverbank restoration;
4 Maintain viewpoints and additional access to the edges of the restoration area to facilitate education.
5 Replace the existing Holman Dock with a more stable structure with improved access for boat launchers.
6 Provide safe public access into the river for swimmers.
7 Redesign the Greenway Trail to reduce conflicts between cyclists and pedestrians.

WHAT'S IN THE **CENTRAL CITY 2035 PLAN?**

Volume 1: Goals and Policies

Volume 2A: Zoning Code and Map Amendments

- Part 1: Central City Plan District
- Part 2: Willamette River and Trails
- Part 3: Environmental and Scenic

Volume 2B: Transportation System Plan Amendments

Volume 3A: Scenic Resources Protection Plan

- Part 1: Summary, Results and Implementation
- Part 2: Scenic Resources Inventory
- Part 3: Economic, Social, Environmental and Energy Analysis

Volume 3B: Willamette River Central Reach Natural Resources Protection Plan

Volume 4: Background Materials

Volume 5A: Implementation - Performance Targets and Action Plans

Volume 5B: Implementation - The Green Loop

Volume 6: Public Involvement

RESOLUTION No.

Adopt the Central City 2035 Plan Green Loop Concept Report. (Resolution)

WHEREAS, on October 24, 2012 the Portland City Council passed Resolution No. 36970 adopting the *Central City 2035 Concept Plan*, which provided a broad policy framework and urban design direction for the Central City, including a proposal for a new pedestrian and bicycle loop offering quieter, more protected walking and bicycling facilities around a set of inner streets and open space connections; and

WHEREAS, on October 25, 2012, Council passed Resolution No. 36972 adopting the *N/NE Quadrant Plan*, which called for a new street hierarchy system, new bridge connections across the I-5 and I-84 Freeways, and a new east-west open space spine running roughly along NE Clackamas Street; and

WHEREAS, on March 5, 2015, Council passed Resolution No. 37115 adopting the *West Quadrant Plan*, which called for the design and development of the Green Loop, a linear park that will link the Central City's districts; and

WHEREAS, on July 29, 2015, Council passed Resolution No. 37147 adopting the *Southeast Quadrant Plan*, which called for the creation of the Green Loop to intuitively and safely link the Tilikum Crossing and the future Sullivan's Gulch pedestrian/bicycle bridge; and

WHEREAS, the *Central City 2035 Plan* builds upon the *Central City 2035 Concept Plan* and three quadrant plans and provides a comprehensive land use, urban design and transportation policy and regulatory framework to guide future decision-making and public and private investment and development in the Central City; and

WHEREAS, the Green Loop is a major organizing feature of the *Central City 2035 Plan*'s urban design concepts and diagrams; and

WHEREAS, *Central City 2035 Plan* Policy 5.12 calls for the creation of the Green Loop to connect east and west side neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations, tree canopy, innovative, park-like pedestrian environments, and wildlife habitat connections and also calls for enhancing connections to the Green Loop on key corridors to improve access, create activity nodes and support neighborhood attractions and economic development; and

WHEREAS, there has been considerable public support for the Green Loop across a broad range of stakeholders, and numerous individuals, businesses and community organizations have directly engaged with the concept at public events, conferences, celebrations and gatherings; and

WHEREAS, the Green Loop will be a central hub of a citywide system of City Greenways called for in the *2035 Comprehensive Plan* that link centers, open spaces and similar community circuits, such as the Lents Green Ring; and

WHEREAS, the creation of the Green Loop will improve health outcomes, support business districts, expand inclusive access to regional destinations and support community development objectives and the growth of Portland's Central City; and

WHEREAS, on May 23, 2017, the Portland Planning and Sustainability Commission recommended that the Portland City Council adopt the *Central City 2035 Plan*, including Volume 5B, Implementation: Green Loop ("Green Loop Concept Report"), attached as Exhibit A;

NOW THEREFORE, BE IT RESOLVED, that the Portland City Council adopts Exhibit A, the Green Loop Concept Report, as Non-Binding City Policy and a starting point for more detailed design and engineering; and

BE IT FURTHER RESOLVED that the City Council authorizes the Bureau of Planning and Sustainability (BPS) and other City bureaus to further develop the alignment, key connections, design character and engineering of the Green Loop; and

BE IT FURTHER RESOLVED that City Bureaus and other public agencies with major capital improvement projects along the Green Loop alignment will integrate Green Loop facilities into project planning, design and construction; and

BE IT FURTEHER RESOLVED that BPS and other City bureaus are authorized to work with community partners to explore the formation of a governance structure to lead the design, engineering, construction, fundraising, programming and ongoing management of the Green Loop and its associated facilities; and

BE IT FINALLY RESOLVED, that this resolution will take effect on March 1, 2018

Passed by the Council:

Mayor Ted Wheeler
Prepared by: Mark Raggett
Date Prepared: August 14, 2017

Mary Hull Caballero
Auditor of the City of Portland
By

Deputy

Agenda No.

RESOLUTION NO.

Title

Adopt the Central City 2035 Plan Green Loop Concept Report. (Resolution)

INTRODUCED BY Commissioner/Auditor: **Mayor Ted Wheeler**	CLERK USE: DATE FILED _____
COMMISSIONER APPROVAL Mayor—Finance & Administration – Wheeler Position 1/Utilities - Fritz Position 2/Works - Fish Position 3/Affairs - Saltzman Position 4/Safety - Eudaly	Mary Hull Caballero Auditor of the City of Portland By: _____ Deputy **ACTION TAKEN:**
BUREAU APPROVAL Bureau: Planning and Sustainability Bureau Head: Susan Anderson	
Prepared by: Mark Raggett Date Prepared: 8/14/17	
Impact Statement Completed ☒ Amends Budget ☐	
Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes ☐ No ☒	
City Auditor Office Approval: required for Code Ordinances	
City Attorney Approval: required for contract, code. easement, franchise, charter, Comp Plan	
Council Meeting Date **9/7/17**	

AGENDA
TIME CERTAIN ☒ **Start time: 2:00 3 of 3** **Total amount of time needed: 3 hours** **(for presentation, testimony and discussion)**
CONSENT ☐
REGULAR ☐ **Total amount of time needed: _____** **(for presentation, testimony and discussion)**

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:		
		YEAS	NAYS
1. Fritz	1. Fritz		
2. Fish	2. Fish		
3. Saltzman	3. Saltzman		
4. Eudaly	4. Eudaly		
Wheeler	Wheeler		

IMPACT STATEMENT

Legislation title: Adopt the Central City 2035 Plan Green Loop Concept Report. (Resolution)

Contact name: Mark Raggett, BPS
Contact phone: 503-823-6030
Presenter name: Rachael Hoy, BPS

Purpose of proposed legislation and background information:

The *Central City 2035 Plan* (CC2035) is the culmination of a multi-year effort to comprehensively update the 1988 *Central City Plan*. This resolution, a part of the larger CC2035 legislative package, adopts as non-binding policy the Green Loop Concept Report. One of the plan's "Big Ideas," the Green Loop will connect Central City neighborhoods to open spaces and the Willamette River, with high quality bicycle accommodations, tree canopy, innovative, park-like pedestrian environments, and wildlife habitat connections. The concept report also calls for enhancing connections to the Green Loop on key corridors to improve access, create activity nodes and support neighborhood attractions and economic development. The concept report is starting point for more detailed future design and engineering.

Financial and budgetary impacts:

This resolution does not amend the budget or appropriate funding. Full implementation of the Green Loop will require project-specific funding implemented over a series of years. While specific funding has not been identified at the current time, anticipated funding sources include some combination of City financing, state and federal grants and private philanthropy. Council action will be required in the future to amend the budget and appropriate funding.

Some initial elements of the Green Loop are included in the *Transportation System Plan* project list amendments adopted with the *Central City 2035 Plan* ordinance, including the Sullivan's Crossing Pedestrian/Bicycle Bridge (20077), the South Park Blocks Bikeway (20129) and the Broadway/Weidler Interchange project (20119, 20120, 20121).

Community impacts and community involvement:

The Green Loop Concept Report is an element of the larger *Central City 2035 Plan*. In the broadest sense, the new policy framework created by the CC2035 Plan will impact all Portlanders over time, especially those who live, work and visit the Central City. Although the concept report itself will have minimal direct community impacts, to the extent that it furthers the implementation of bicycle and pedestrian facilities and other public realm improvements envisioned in the report, it will help improve access to the Central City's neighborhoods and improve their livability and economic vitality. Because the Green Loop is intended to provide quieter and protected bicycle facilities, it will improve accessibility for "interested but concerned" bicyclists, such as children and older adults, who might not otherwise choose to ride

in the Central City. In turn, the Green Loop is expected to encourage a broader spectrum of Portlanders to take advantage of the services and amenities of the region's core.

In its transmittal letter to City Council, the Planning and Sustainability Commission found that the Green Loop represents a "shrewd growth strategy. It will allow us to keep moving people and commerce in and out of the city core while building a web of connectivity throughout the city. It leverages existing and planned investments already on the books and string them together into a cohesive expression of green sustainable infrastructure."

The Central City 2035 planning process has included extensive public outreach. Volume 6 of the plan summarizes public involvement for the project prior to the release of the proposed draft. It includes a public engagement summary and an outreach log of activities. The planning process brought together thousands of people at outreach events and activities. Hundreds of Portlanders provided formal testimony to the Planning and Sustainability Commission and the City Council on the various projects that guided development of the plan. See Volume 6 for a description of the public outreach and engagement completed as part of the project.

The Outreach Activities Log provides an extensive list of events held or attended, with the organizations, dates and number of people in attendance. The log shows that CC2035 public outreach included engagement with:

- Community and interest-based organizations, e.g. Latino Network, Upstream Public Health, Urban League of Portland, Portland Commission on Disability Accessibility and Built Environment Committee, and Diversity and Civic Leadership Group;
- Neighborhood and business groups, e.g. Old Town/Chinatown Neighborhood Association, Lloyd District Community Association, Central Eastside Industrial Council and the Portland Business Alliance;
- Property owners, institutions, businesses, nonprofits representing diverse interests such as environment, urban design and transportation modes, etc.; and
- Governments, including the Confederated Tribes of the Grande Ronde, and public agencies such as the Oregon Department of Transportation, Portland Public Schools and TriMet.

In addition, a number of Green Loop specific outreach activities were undertaken, including the Oregon Active Transportation Summit (April 2014); Village Building Convergence (April 2015); New Partners for Smart Growth Conference (February 2016); Design Week Portland (April 2016); Activate the Block with Portland Northwest College of Art (May 2016); Oregon Walkways: Connect the Park Blocks (August 2016); and Design Week Portland (April 2017).

Throughout the CC2035 planning process, the Green Loop concept has been widely supported in the community. Testimony in favor of the concept report is expected from a number of individuals, community organizations and businesses. A few community members, including one Planning and Sustainability Commission member have expressed some reservations, concluding that it primarily benefits the Central City rather than other deserving neighborhoods, particularly those that have been historically underserved. Some testimony to this effect is anticipated.

Budgetary Impact Worksheet

Does this action change appropriations?

☐ **YES**: Please complete the information below.

X **NO**: Skip this section

Fund	Fund Center	Commitment Item	Functional Area	Funded Program	Grant	Sponsored Program	Amount



CENTRALCITY 2035

EXHIBIT A

Volume 5B
IMPLEMENTATION: THE GREEN LOOP

Recommended Draft
June 2017

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, interpretation or translation, please call 503-823-7700, the TTY at 503-823-6868 or the Oregon Relay Service at 711 within 48 hours prior to the event.

La Oficina de Planificación y Sostenibilidad se compromete a proporcionar un acceso equitativo a la información y audiencias. Si necesita acomodación especial, interpretación o traducción, por favor llame al 503-823-7700, al TTY al 503-823-6868 o al Servicio de Retransmisión de Oregon al 711 dentro de las 48 horas antes del evento.

规划和可持续发展管理局致力于提供获取信息和参加听证会的平等机遇。如果您需要特殊适应性服务、口译或翻译服务，请在活动开始前48小时内致电：503-823-7700、TTY：503-823-6868 或联系俄勒冈州中继服务：711。

Cục Quy Hoạch và Bền Vững (The Bureau of Planning and Sustainability) cam kết đem lại quyền tiếp cận thông tin và xét xử công bằng. Nếu quý vị cần nhà ở đặc biệt, dịch vụ thông dịch hoặc phiên dịch, vui lòng gọi số 503-823-7700, dịch vụ TTY theo số 503-823-6868 hoặc Dịch Vụ Tiếp Âm Oregon theo số 711 trong vòng 48 giờ trước khi diễn ra sự kiện.

Управление планирования и устойчивого развития предоставляет равный доступ к информации и к проводимым слушаниям. Если Вам требуются особые условия или устный или письменный перевод, обращайтесь по номеру 503-823-7700, по телетайпу для слабослышащих 503-823-6868 или через Орегонскую службу связи Oregon Relay по номеру 711 за 48 часов до мероприятия.

Xafiiska Qorshaynta iyo Sugnaanta waxay u-heellan yihiin bixinta helitaan loo-siman yahay ee macluumaad iyo dhagaysiyada. Haddii aad u baahan tahat qabanqaabo gaar ah, afcelin ama turumaad, fadlan wac 503-823-7700, TTY-ga 503-823-6868 ama Xafiiska Gudbinta Oregon ee 711 muddo ah 48 saac gudahood kahor xafladda.

企画環境整備課（The Bureau of Planning and Sustainability）は体に障害を持つ方にも情報や公聴会のアクセスの平等化を図る事をお約束します。もし、通訳、翻訳その他特別な調整が必要な方は503-823-7700か、TTY 、 503-823-6868、又はオレゴン・リレー・サービス、711に必要時の48時間前までにお電話ください。

ຫ້ອງການແຜນການ ແລະຄວາມຍືນຍົງໃຫ້ຄຳໝັ້ນສັນຍາທີ່ຈະໃຫ້ການເຂົ້າເຖິງຂໍ້ມູນ ແລະການຮັບຟັງເທົ່າທຽມກັນ. ຖ້າທ່ານຕ້ອງການຢາກໄດ້ການແນະນຳຊ່ວຍເຫຼືອພິເສດ, ການແປພາສາ ຫຼືແປເອກະສານ, ກະລຸນາໂທຫາ 503-823-7700, ໂທດ້ວຍ TTY ທີ່ເບີ 503-823-6868 ຫຼືໜ່ວຍບໍລິການຣີເລເຊີວິສຂອງຣັຖອໍຣິກອນທີ່ເບີ 711 ພາຍໃນ 48 ຊົ່ວໂມງກ່ອນເວລາທີ່ທ່ານຕ້ອງການ.

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HOW TO TESTIFY

You may submit testimony to the Portland City Council on the Recommended Draft CC2035 Plan in any of the following ways:

By Email
Send an email to cc2035@portlandoregon.gov
Subject: CC2035 Testimony

By U.S. Mail
Portland City Council
c/o Bureau of Planning and Sustainability
1900 SW 4th Ave., Suite 7100
Portland, Oregon 97201
Attn: CC2035 Testimony

Through the Map App
To review and testify on property-specific zoning, height and FAR provisions of the Recommended Draft CC2035 Plan: www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035

To review and testify on the TSP Project List from Volume 2B: www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035TSP

To review and testify on the TSP Street Classifications from Volume 2B: www.portlandmaps.com/bps/mapapp/maps.html#mapTheme=cc2035TSPClass

In person at the public hearing
September 7, 2017 at 2 p.m.
City Council Chambers
1221 SW 4th Avenue, Portland

(additional hearing dates may be scheduled)

Confirm hearing dates and times
Council may hear testimony on different elements of the CC2035 Plan on different dates and times. Please confirm dates and times by checking the City Council calendar one week in advance at www.portlandoregon.gov/auditor/26997.

To testify, please provide your full name and address. Testimony to City Council is considered public record. Testifiers' names, addresses and any other information included in the testimony will be posted on the website.

Review testimony as it comes in
www.portlandmaps.com/bps/testimony

For more information
- Visit project website: www.portlandoregon.gov/bps/cc2035
- Email the project team: cc2035@portlandoregon.gov
- Call the CC2035 helpline: 503-823-4286

If you need special accommodation, translation or interpretation, please call 503-823-4086 at least 48 hours before the hearing.

Para obtener más información, por favor llame al 503-823-4286.

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За дополнительной информацией обращайтесь по номеру 503-823-4286.

Để biết thêm thông tin, vui lòng gọi 503-823-4286.

Wixii macluumaad dheeraad ah, fadlan wac 503-823-4286

Call the helpline at 503-823-4286 for more information.

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ترجمة تحريرية أو شفهية:	Письмовий або усний переклад	翻訳または通訳	Turjumida ama Fasiraadda	ການແປພາສາ ຫຼື ການອະທິບາຍ

503-823-7700

ACKNOWLEDGEMENTS

This plan is the culmination of work over the past five years on the Central City Concept Plan, three quadrant plans (North/Northeast Quadrant Plan, West Quadrant Plan, Southeast Quadrant Plan), Natural and Scenic Resources protection plans, and the Bonus and Transfer Study. Many thanks to the thousands of stakeholders who participated in those processes and whose contributions helped to shape this plan.

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Nick Fish, Commissioner

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Eli Spevak

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Margaret Tallmadge

Special thanks to the current and former PSC members who chaired Central City Plan committees: Don Hanson, Katherine Schultz and Michelle Rudd.

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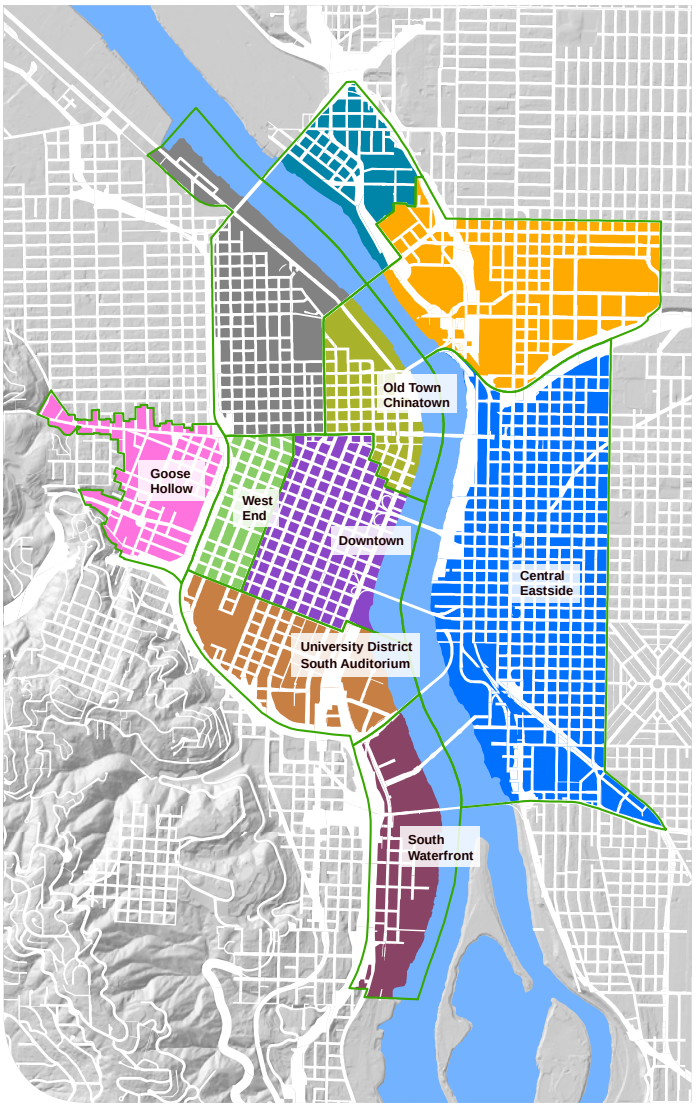
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Consultants

Various consultants contributed to the development of the Central City Concept Plan, three quadrant plans (North/Northeast Quadrant Plan, West Quadrant Plan, Southeast Quadrant Plan), Natural and Scenic Resources inventories, and the Bonus and Transfer Study. We are grateful for their technical assistance and for helping facilitate our advisory committee and public events.

Funding

Funding for this project was provided by the City of Portland, the Portland Development Commission and Metro.







Girls sledding in the Park Blocks, 1890

THE 'GREEN LOOP'

A 21ST CENTURY PUBLIC WORKS PROJECT FOR PORTLAND

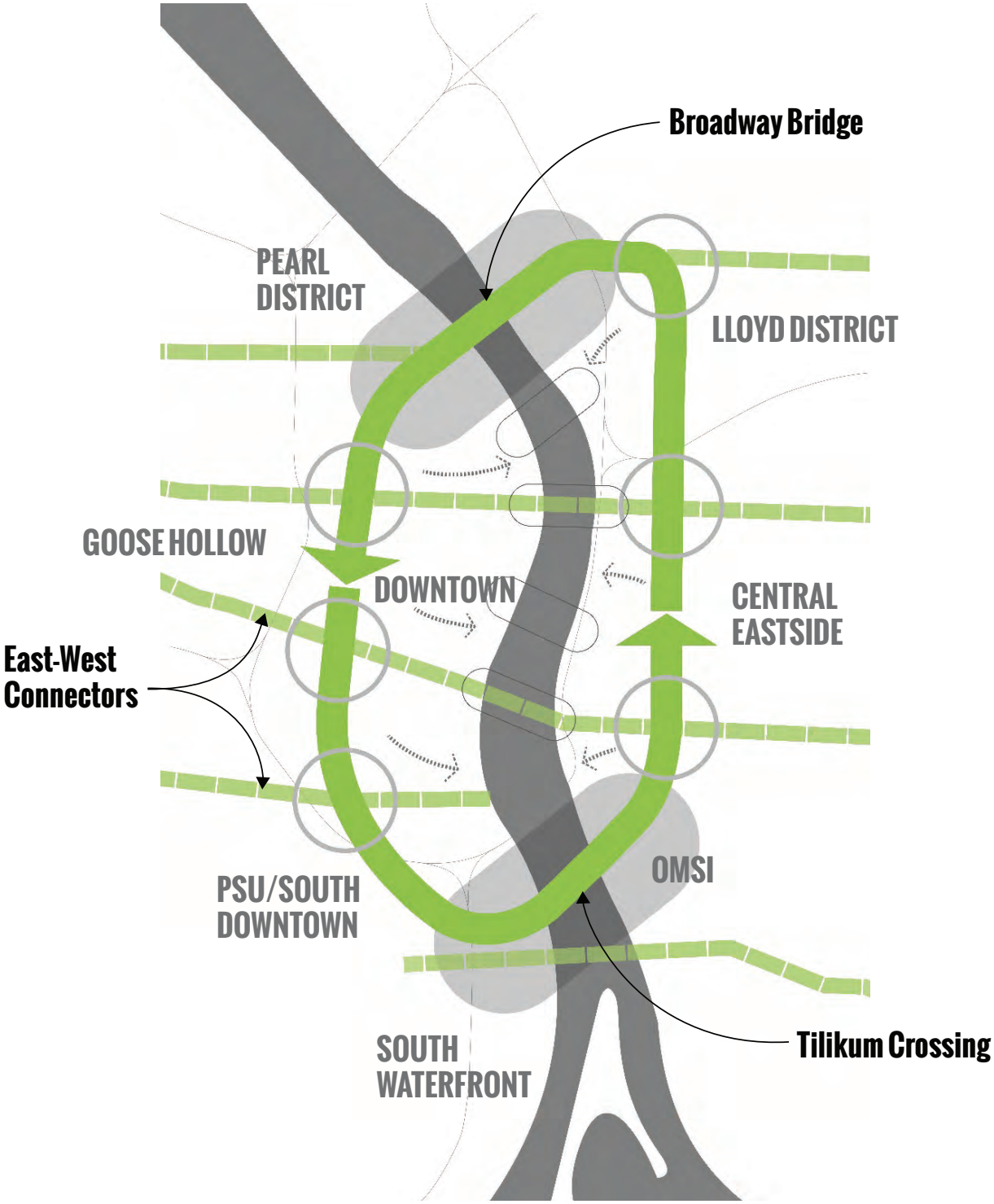


CENTRAL CITY 2035

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City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

URBAN DESIGN STUDIO


Broadway Bridge
PEARL DISTRICT
LLOYD DISTRICT
GOOSE HOLLOW
DOWNTOWN
CENTRAL EASTSIDE
East-West Connectors
PSU/SOUTH DOWNTOWN
OMSI
SOUTH WATERFRONT
Tilikum Crossing

THE GREEN LOOP CONCEPT IS A SIX MILE LINEAR PARK THAT INVITES RESIDENTS, EMPLOYEES, AND VISITORS TO EXPERIENCE PORTLAND'S CENTRAL CITY IN AN ENTIRELY NEW WAY.

The Green Loop concept emerged as part of the Central City 2035 Plan, a partnership between the Bureau of Planning and Sustainability, Portland Parks and Recreation, Portland Bureau of Transportation and the Bureau of Environmental Services.

22534

THE GREEN LOOP

THE CONCEPT IS...





Envisioned as an easy and smooth pathway through the Central City's parks and open spaces, the "Green Loop" is a six mile linear park that invites residents, employees and visitors to experience Portland's urban core in an entirely new way.

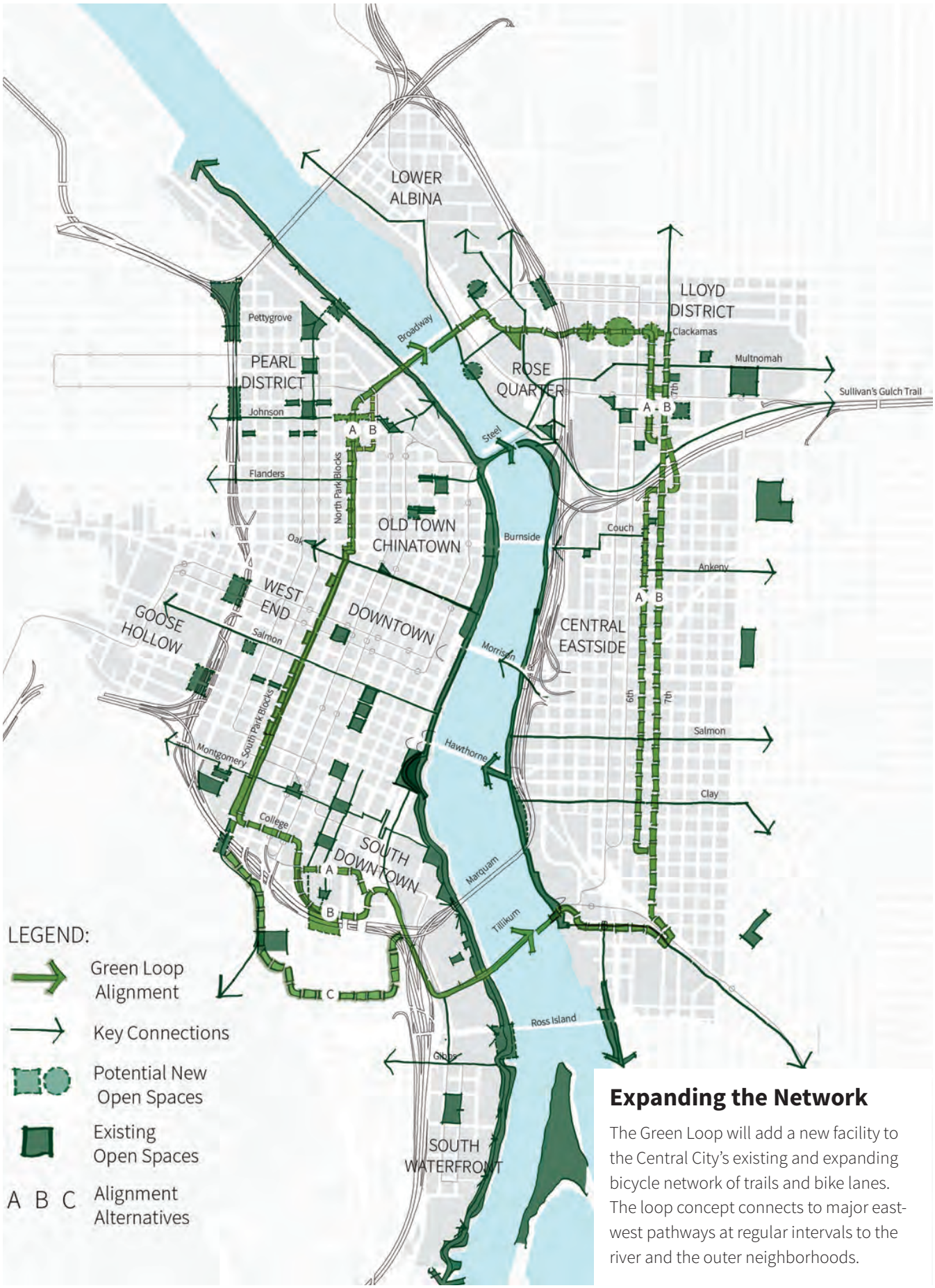
The path invites people to take a break from work, walk, run or ride among trees and in beautiful parks, enjoy restaurants and shops, or just breathe fresh air and get some exercise. On both sides of the river, people can see, touch and learn about cutting-edge technologies and fabrications, new street design, high performance buildings and experience civic works of art. For many, the Loop will become part of their regular commute from home to work in the Central City.

A signature 21st century place, completely unique to Portland and open to all, this "Central Path" embodies community aspirations to be a greener, healthier and more sustainable city. It reflects the best of Portland: people being active, living, working and visiting in the Central City, enjoying parks, trees and gardens, spending time at food carts, coffee bars, and riding bikes.

It will be our "Urban Promenade," promoting walking, jogging, biking and connecting people to light rail and streetcar as ways to get to hard-to-reach places. It will be an amenity that draws people from around the region to a different kind of recreational destination, an urban trek through the city — safe, green, active, vibrant and fun for all ages and abilities.

This "Way Around" takes advantage of existing public rights-of-way and proposes to bring new life and energy to connecting the Park Blocks, Tillikum Crossing, the Central Eastside and the Lloyd District to the Central Business District. A relatively low cost opportunity; it increases efficiency and expands access to many of the Central City's most distinctive places.

It is the next big idea in a list of innovative and collaborative successes; places that include Tom McCall Waterfront Park, Pioneer Courthouse Square and the Portland Transit Mall. Someday soon, it could well stand as the latest in a long history of wonderful examples of this community's ability to work together to bring big ideas to fruition.



Expanding the Network

The Green Loop will add a new facility to the Central City's existing and expanding bicycle network of trails and bike lanes. The loop concept connects to major east-west pathways at regular intervals to the river and the outer neighborhoods.

22536

BUILDING ON SUCCESS



The Vera Katz Eastbank Esplanade

Portland is a national leader in developing a culture of walking and bicycling.

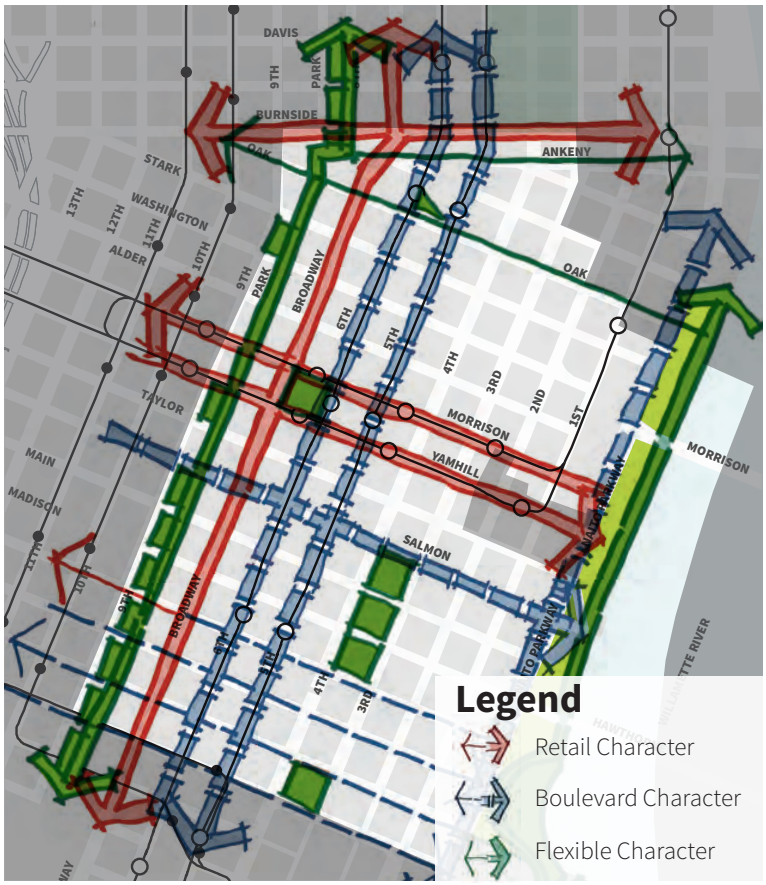
Today, Portland boasts one of the nation's highest percentage of bicycle commuters with a 7.2% work commute rate in 2015, but other American cities are catching up fast. While the Central City includes numerous streets with striped bicycle lanes, it has relatively few physically separated paths and trails, mostly found along the riverfront, blocks away from the concentration of retail, businesses, and attractions. This limits Central City ridership from a large swath of less confident cyclists who are looking for a more park-like, low stress experience. While 40% of the Central City land area is made up of streets, most look and function the same and face similar challenges to accomodate all modes of transportation. The uniformity of the streets also presents wayfinding concerns for 'interested but concerned bicyclists as well as walkers and joggers who are less confident navigating in the Central City.

Intentional Street Design

The Green Loop is part of the street hierarchy and character development concept which advocates for more diverse streets in the Central City. More intentional street design can create new urban experiences and help prioritize different functions for different streets.

Existing Separated Paths

The proposed Green Loop alignments, which will enhance and add new linear parks, will add a new system to the concentration of walkers, joggers, and bikers currently most comfortable along the riverfront, through the heart of downtown and the east side of the Central City.



Downtown District Map, Central City 2035 Plan

22537

THE GREEN LOOP IS ABOUT...

HEALTHY CONNECTED CITY

City Greenways Network

The Green Loop serves as the hub of the network, linking the city's communities safely and directly to regional attractions and destinations. The system will provide safe and attractive pedestrian, jogging and bicycle connections between natural areas, parks, neighborhoods, schools, and commercial districts. Distinctive street design, landscaping, tree plantings, and sequences of parks along the greenways extend the experience of open spaces and nature into the streets of neighborhoods.



Citywide Trail
Springwater Corridor



Raised Cycle Track and Sidewalk
NE Cully Avenue



Enhanced Greenway Corridors
NE Klickitat Street



22538

THE GREEN LOOP IS ABOUT...

ADVANCING EQUITY

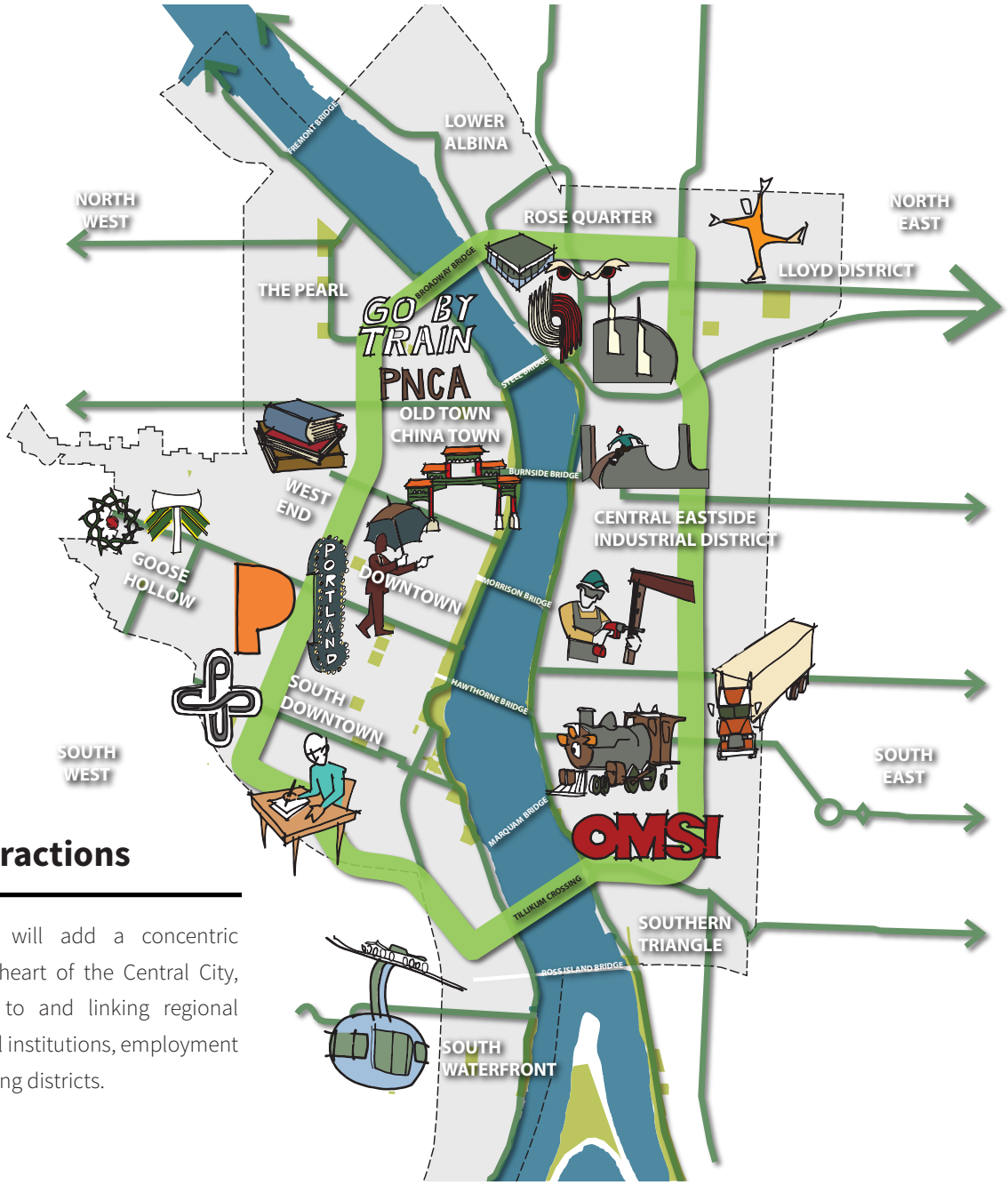
The Green Loop will increase accessibility and activity for all Portlanders.

While Portland is projected to grow substantially over the next few decades, it is safe to say that many of Portland's major public institutions, cultural attractions and regional destinations will remain in the Central City. The Green Loop will be free to use and will help Portlanders reduce transportation costs while helping to promote a healthy lifestyle. The ways that Portlanders will use the Green Loop will be as different as the people themselves.



How the Loop will Advance Equity

- Increases affordable, healthy access to Central City destinations/ attractions.
- Builds a system of facilities targeting 8-80 year old rides and accomodates all abilities.
- Provides pathways attractive to non-typical walk/bike commuters.



Linking Attractions

The Green Loop will add a concentric loop through the heart of the Central City, improving access to and linking regional attractions, cultural institutions, employment centers and shopping districts.

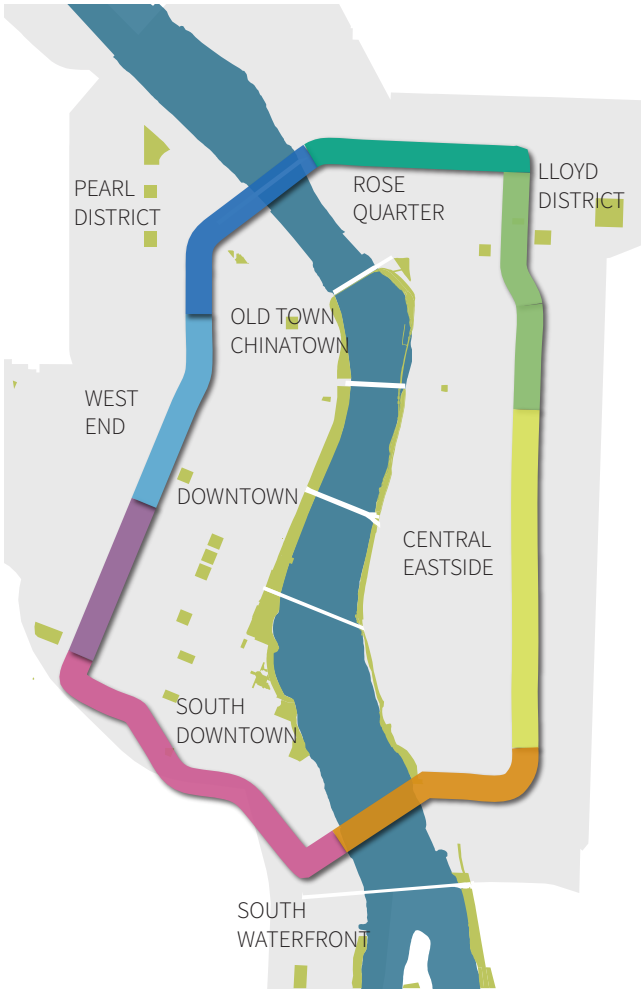
- **Supports and advances community sourced design.**
- **Linked to transit hubs for easy connections.**
- **Hub of future City Greenways system, reaching all neighborhoods of Portland.**

THE GREEN LOOP IS ABOUT...

PLACEMAKING

The Green Loop will move through the Central City districts.

The distinct identities and conditions of each district will help inform the design and placemaking strategies for the loop's different segments, creating a variety of experiences. Pathway design, furnishings and plantings will respond to local context, helping to contribute and stregthen the distinct identities of Central City's districts from the downtown retail core to the industrial eastside to the Rose Quarter.


















TOBIN








PORTLAN
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RIP CITY
1971











THE GREEN LOOP KEY OBJECTIVES







Improve Health

Promoting daily physical exercise by walking, biking or jogging into and around the Central City.

The loop concept elevates the public health of Portlanders by creating an active transportation corridor and a recreational walking and jogging route through the Central City, expanding opportunities for healthy activities to a large population of employees, visitors, and residents.

Connect and Create Parks

Developing strong connections between existing parks and creating new ones.

The Central City features a wide variety of different open spaces, ranging from historic parks to newer designs that blend the boundary between park and street space. The Green Loop is a connected park system, providing a continuous link to open spaces and within areas of the Central City that lack public open spaces, it could catalyze the creation of future open spaces and gathering areas.

Support Businesses

Bringing people closer to local businesses, employment districts, institutions and attractions.

The Green Loop works within existing infrastructure to expand transportation options for workers commuting to jobs on both sides of the Willamette River. The loop and its connections will create higher visibility for local business, stores, and shops. New examples of Portland's street furniture (benches, streetlights, water fountains, tree grates, etc.) designed and manufactured in Portland, showcase local creativity, design talent and skilled craftsmanship.







Increase Pathways

Adding safer, more intuitive park-like pedestrian pathways through the Central City.

The small blocks and numerous streets of the Central City contribute to its reputation as a highly pedestrian-friendly environment. The Green Loop will be a safe, accessible path separated from vehicular traffic that connects many places that are not currently navigable, accessible, or intuitive.

Encourage Biking

Increasing the amount of "Interested but Concerned" cyclists riding into the Central City.

The loop concept proposes a system of clear, physically separated routes that will provide potential new riders with greater comfort and access to more places. It will include strategies to reduce conflicts between cyclists and pedestrians and cars, offering greater safety. It builds on the bicycle infrastructure in place across the Central City and connects bridges.

Grow and Build Green

Providing a local response to global climate change for future generations.

Connections and public spaces along the Green Loop will feature more large canopy trees and state of the art surface stormwater management facilities. The improved landscape will increase habitat opportunities for native species of trees, birds, and pollinators, and it will encourage more active transportation, reducing auto dependence and Portland's overall carbon emissions Building and site development along the Loop will be encouraged to contribute to a 'living laboratory' that focuses on innovative ways to improve energy performance.

22544

THE GREEN LOOP DESIGN PRINCIPLES

1 Building Orientation

New development will be encouraged to orient its storefronts or building lobbies toward the Green Loop. New ground floor activity will provide greater visibility to the loop and create a safe and more vibrant environment.

2 Multi-Use Path

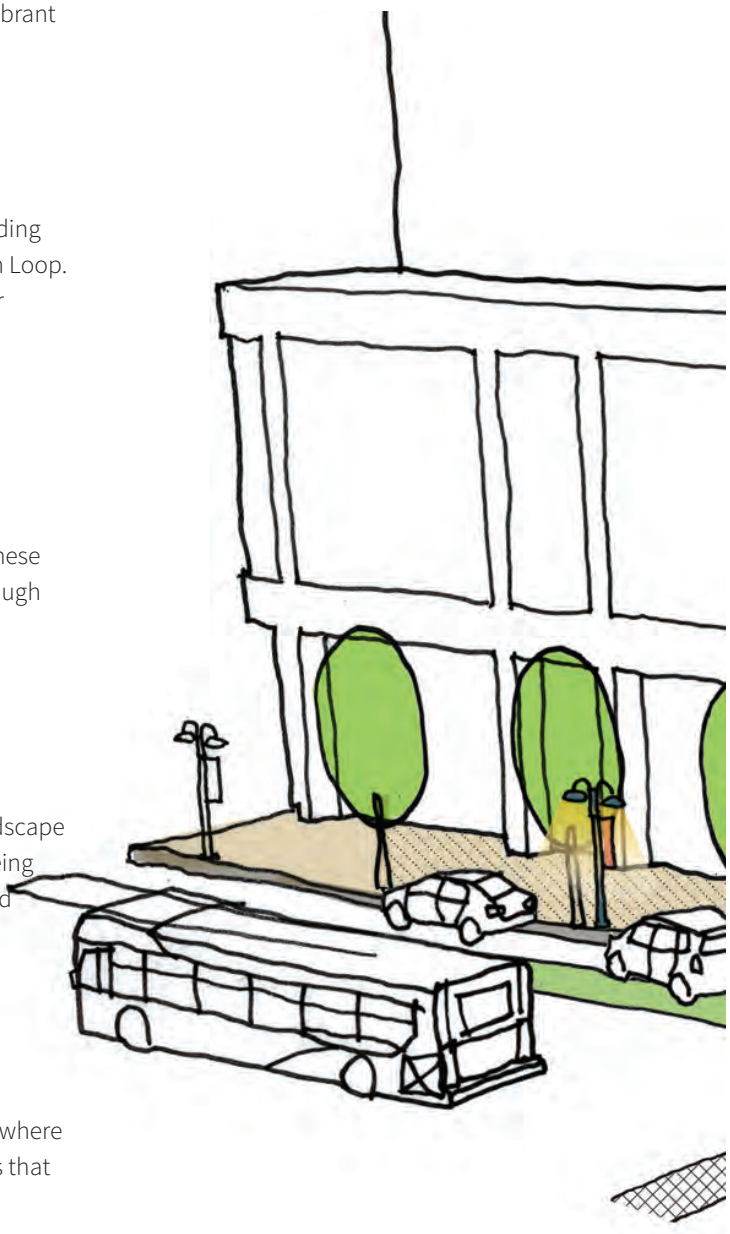
Paths that can accomodate a variety of different active uses including walking, jogging, and biking will be a defining feature of the Green Loop. Depending on the context these uses can be clustered together or separated by greenery or other features.

3 Physical Separation

The Green Loop concept includes physically separated paths to minimize conflicts between cyclists, pedestrians, and vehicles. These separated corridors will create safer, more intuitive pathways through the Central City for walkers, bikers and joggers.

4 Connected Canopy

A key wayfinding element of the Green Loop will be a distinctive approach to trees and other green features. The character of landscape plantings will vary along different segments of the Green Loop, being responsive to adjacent needs while helping to clarify the route and improve environmental performance.



5 Branding/Identity

The paths and adjacent properties will feature wayfinding and environmental design tools to help residents and visitors identify where they are while reflecting the local character of the various districts that the loop moves through.

6 Unique Street Furnishings

Street furnishings along the Green Loop will help distinguish the path, emphasizing its linear park environment and supporting activity nodes. The specific amenities and their locations will vary with right-of-way width and the adjacent ground floor uses.

22545

HOW DO YOU KNOW YOU'RE ON THE GREEN LOOP?



22546

APPENDIX





View of potential new Park Block over I-405

PRECEDENTS

Cultural Trail - Indianapolis, IN





The Indianapolis Cultural Trail is an 8 mile bike and pedestrian path in downtown Indianapolis. The goal of the trail is to connect neighborhoods, cultural districts, and entertainment amenities while serving as the downtown hub for the city's greenway system. The path has been a catalyzing agent of economic development within the city's downtown districts, providing an estimated $864.5 million dollars in economic impact and approximately 11,000 new jobs.
Source: http://www.indyculturaltrail.org/about

Vester Volgade - Copenhagen, DK





Vester Voldgade has reduced vehicle traffic and increased the boulevard atmosphere with rows of trees, new open spaces, and wide promenades, making room for pedestrians and cyclists on the former high traffic road. Four lanes have been reduced to two, and a large strip of parking spaces has been removed to accomodate seating and other furnishings. Three new squares are connected physically and visually by Vester Volgade and its rows of trees and paving, which carry through to the squares themselves.

The 606 - Chicago, Ill





The 606 Trail is a 2.7 mile recreational trail that bisects four inner city Chicago neighborhoods. Similar to New York City's High Line, the infrastructure project converted a dormant elevated freight line into a unique urban park. However, unlike the High Line, which focuses more on passive open spaces, the 606 prominent feature is a multi-use path for walkers, joggers, and cyclists. The total cost of the project was $75 million, which was predominately provided by federal government funds to reduce traffic congestion and improve air quality in cities in addition to private donors and the local city government.

Brooklyn Waterfront Greenway - Brooklyn, NY





The proposed Brooklyn Greenway will add miles of new physically separated pathways in the predominately industrial naval yards. The collaborative effort between local government and the Regional Planning Association will help residents and tourists safely connect to existing and future parks along the Brooklyn pier.

THE GREEN LOOP PRECEDENTS



























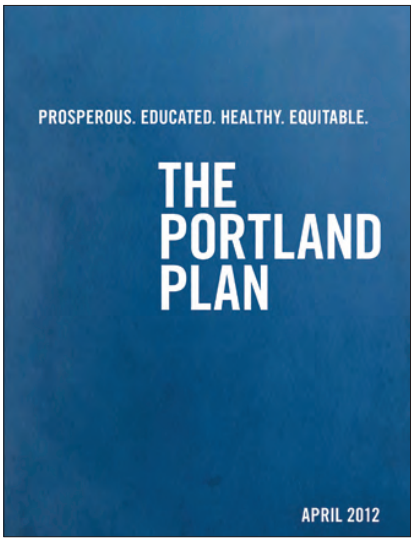





Before I die...
#BIDSAV

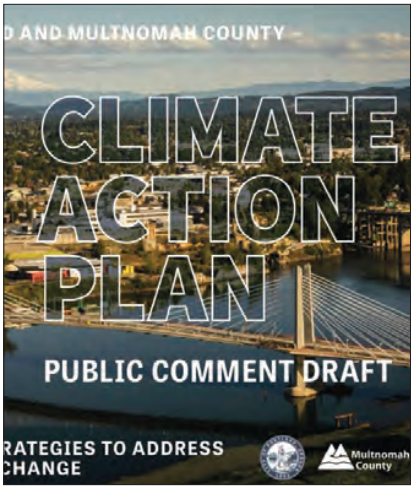






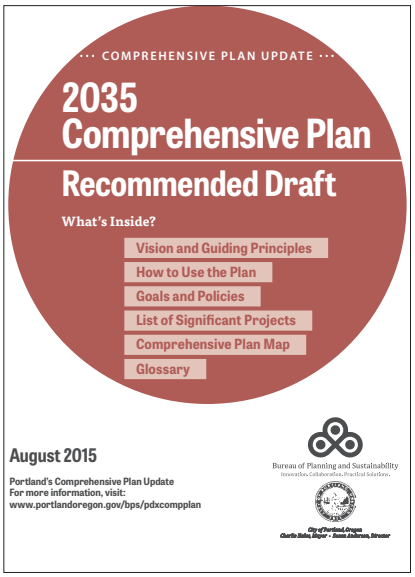
Portland Plan

The 2012 Portland Plan builds on extensive community involvement and envisions an equitable, healthy, educated and prosperous city that increases opportunities for all and includes a strategic plan of projects to help guide implementation. Its "Healthy Connected City" strategy describes a series of active neighborhoods, centers and signature natural areas, all connected by a comprehensive and diverse network of corridors and connections. The system of connections includes "greenways," a distinctive set of park-like corridors that are designed to encourage active transportation – walking, rolling, jogging and biking. These facilities offer a clear and different choice from the more urban, busy and transit-rich development corridors. They are intended to link people to parks, open spaces and natural resource areas.



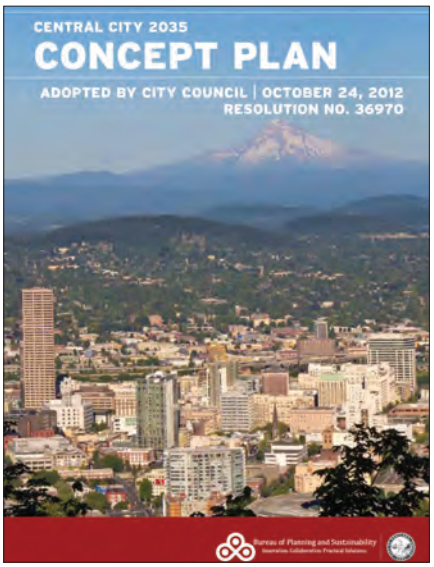
Climate Action Plan

The origins of the "green loop" concept can be traced back to larger planning initiatives that address much larger regional and societal trends and set aggressive growth and sustainability targets for the City of Portland. The 2015 Climate Action Plan set ambitious new goals for carbon and greenhouse gas reduction citywide. As transportation contributes to almost a third of the city's total generated carbon, part of the plan focuses on improvements existing movement systems and the creation of new facilities that will discourage single-occupancy auto trips. The "green loop" will create a connected system of public open spaces and connections that promote more walking, biking and transit trips, contributing to a smaller citywide carbon footprint.



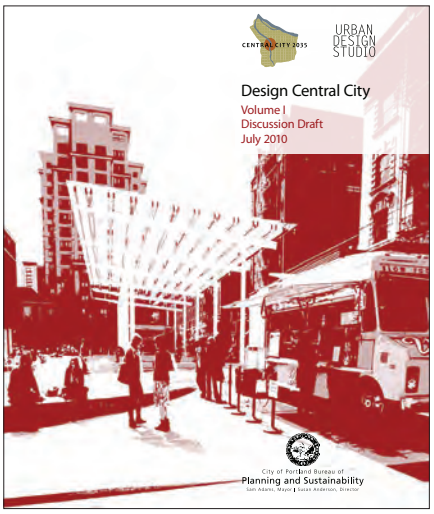
Comprehensive Plan Update

The 2035 Comprehensive Plan Update is a 20 year plan that sets the framework for the physical development of the city and will help implement the Portland Plan. Enhance Portland's public realm, integrate nature into the city, and link people, places, and wildlife through active transportation facilities, green infrastructure investments, urban tree canopy, and habitat connections.



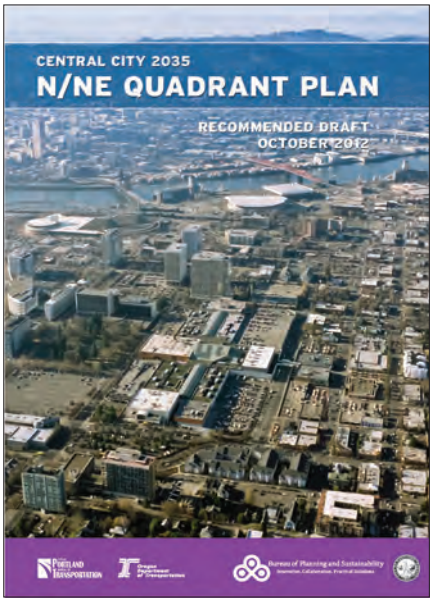
Central City 2035: Concept Plan

The specific “green loop” concept was the result of work by the urban design subcommittee of the CC2035 Concept planning process during the Spring and Summer of 2012. The urban design subcommittee included members of the steering committee, representatives from city agencies and invited design professionals. The subcommittee worked through multiple urban design alternatives, exploring and evaluating different directions, before helping to develop the proposed urban design concept diagram and framework map for the CC2035 Concept Plan.



Central City 2035: Design Central City

The background document for the Central City 2035 Concept Plan (CC2035) process, Design Central City Volume 1, identified three primary urban design issue areas in the Central City: the river, the east side and the public realm. The “public realm” section outlined issues facing the existing system of streets and parks, including active recreation space deficiencies, habitat opportunity areas, street homogeneity and unclear connectivity. These issues were tested and refined through a series of urban design workshops and stakeholder interviews, ultimately being finalized by the CC2035 advisory group in 2011.



Central City 2035: Quadrant Plans

The North/Northeast Quadrant Plan, adopted with CC2035 in the Fall of 2012, proposed a set of new street design typologies. The intent behind the proposal was to be more intentional about the relationship of land uses and the way buildings relate to the street. Called the “Street & Development Character Concept” it proposed three types of street environments: Retail/Commercial, Boulevard and Flexible. The “green loop” would be classified as signature part of the “flexible” design type, more oriented to walking and biking, inclusive of (or linking) open space opportunities, and a strong green character.

View of potential SE 6th Ave in the Central Eastside




SH2
GREEN LOOP
TO GRAND HISTORIC DISTRICT
TO OMSI

URBAN
DESIGN
STUDIO

Our mission is to advance the design quality of places citywide.

WHAT'S IN THE **CENTRAL CITY 2035 PLAN?**

Volume 1: Goals and Policies

Volume 2A: Zoning Code and Map Amendments

- Part 1: Central City Plan District
- Part 2: Willamette River and Trails
- Part 3: Environmental and Scenic

Volume 2B: Transportation System Plan Amendments

Volume 3A: Scenic Resources Protection Plan

- Part 1: Summary, Results and Implementation
- Part 2: Scenic Resources Inventory
- Part 3: Economic, Social, Environmental and Energy Analysis

Volume 3B: Willamette River Central Reach Natural Resources Protection Plan

Volume 4: Background Materials

Volume 5A: Implementation - Performance Targets and Action Plans

Volume 5B: Implementation - The Green Loop

Volume 6: Public Involvement

Portland Planning and Sustainability Commission

May 23, 2017
5:00 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach (arrived 5:35 p.m.), Andre' Baugh, Mike Houck, Gary Oxman, Katie Larsell, Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak, Maggie Tallmadge

Commissioners Absent: Teresa St Martin

City Staff Presenting: Susan Anderson, Joe Zehnder, Eric Engstrom, Ryan Curren, Sallie Edmunds, Mindy Brooks, Rachael Hoy

Other Presenters: Pam Phan, Community Alliance of Tenants; Rachael Duke, Community Partners for Affordable Housing

Vice Chair Smith called the meeting to order at 5:05 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner Spevak* noted the photos on the screen, which he took along the waterfront on his way in.
- *Commissioner Oxman* shared a few words about this being his last meeting as a member of the PSC. It's been an honor to serve on the Commission, and I appreciate the perspectives of all members. This is a model for what government service can be about. Thank you to staff for their thoughtful and high-quality work.
- *Commissioner Tallmadge* noted today is her last meeting as well. I came in without any experience in zoning and planning, but I have learned a lot from everyone. I appreciate all the staff support as well.
- *Commissioner Smith* noted that on Thursday there is a panel at PSU speaking about California's development review standards looking at reduction of VMT. I am the PSC liaison to the parking and zoning code project, and some of the big questions we're looking at is about bike parking in terms of if it's enough and if it's high enough quality to be used.
- *Commissioner Rudd*: ULI had a presentation last week about the resiliency of different cities. Portland ranks pretty well in terms of being proactive about being able to react to change. Sometimes we have a tension between community and development side, but this was a good example of people together from the development side being interested in these issues.

Director's Report

Susan Anderson

- Thank you to *Commissioner Oxman* and *Commissioner Tallmadge*, whose last PSC meeting is tonight, at least on this side of the table. She shared her appreciation for each of the commissioners and the perspectives and experience they have brought to the PSC.
- *Chair Schultz* echoed Susan's comments, particularly about *Commissioner Tallmadge's* "qualification" as a youth commissioner and that being a misnomer because of her great contributions to the PSC. Thank you so much. Having the participation of health in a planning commission setting has been phenomenal, so thank you to *Commissioner Oxman* for your thoughtfulness and thoroughness.

Consent Agenda

- Consideration of Minutes from May 9, 2017 PSC meeting.

Commissioner Smith moved to approve the Consent Agenda. *Commissioner Baugh* seconded.

The Consent Agenda was approved with an aye vote.
(Y9 — Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, Tallmadge)

SW Corridor Equitable Housing Strategy

Briefing: Eric Engstrom, Ryan Curren; Pam Phan, Community Alliance of Tenants; Rachael Duke, Community Partners for Affordable Housing

Eric introduced Rachael and Ryan. This is an overview of the project and some input for the strategy of the plan including housing targets.

Planning in this corridor has been underway for a number of years. In terms of the transit project, there are still several options for alignment and where the stations will be. This is part of a regional plan that lays out expansion of the regional transit system, and it is the final spoke out from Portland. It's now in the DEIS phase, which will lead to the LPA in 2018, which will include a specific alignment. There were a number of decisions made earlier, with light rail being the preferred mode (over bus rapid transit). If approved and funded, it would be under construction in 2020-24. So now is the time to be doing the housing planning.

The genesis of the housing strategy came from Portland Council, Metro Council and the other jurisdictions. The Portland-Tigard housing strategy is separate from the transportation project, but it's within the circle of the project.

Rachael introduced herself and the projects in the Community Partners for Affordable Housing portfolio. We know lots about the community, and we care about what happens there. I'm also on the Citizen Advisory Committee looking at the route for this transit line. We want to make sure we plan for folks who already live in the corridor and support anti-displacement initiatives. Low-income residents are spending 30 percent of income on transit, and light rail increases land value and rents rise; we need to be conscious of this as we plan.

Ryan gave an overview of the scope of the equitable housing strategy. We'll also be back in front of the PSC with the draft strategy in about 9 months. This looks at both Portland and Tigard, so both City Councils will be looking at this. It looks at the full spectrum of housing needs along the corridor, not just affordable housing.

There are 4 components of the equitable housing strategy as shown in slide 8 of the presentation. A large piece is the community partnerships. The Equity and Housing Advisory Group is core to this; their first meeting will be tomorrow.

Rachael noted the importance of two cities and two counties working to address regional housing issues. This is a great opportunity to look at this as a region. People move around the area, so having a regional strategy makes lots of sense. About 50 percent of the people along this corridor are immigrants, refugees and/or low-income.

One of the things we've noted is funding for new housing. There is a lot of naturally-occurring affordable housing along the corridor right now, so we need to preserve this and be thoughtful about creating enough choice for housing for all incomes. The market will take care of lots of this, but it won't take care of poor people.

Major issues for the housing component of the corridor planning include:

- New funding for housing
- Displacement
- Equitable housing choice
- Engaging low-income tenants and communities of color
- Place making and connection to transit

Commissioner Spevak was on the Metro group that started the Equitable Planning Grant. This was the first round they funded, and it's the only project with two jurisdictions included. I'm hopeful that when we make zoning and financial commitments both sides are set to do this. Are there any hooks on the funding sources that make sure jurisdictions follow-through?

- Eric: Typically with Metro grants you have to bring something to your City Council to adopt. Grants can be loose about what that "something" is, but the deliverable here is bringing a housing strategy that spells out how we will capitalize on the funds we are seeking to build the housing. We don't have a compact spelled out yet.

Commissioner Houck commented about Interstate Light Rail and Coalition for a Livable Future's policy work. We pushed through a Racial Impact Statement, and I'm curious if that worked as intended to address displacement and if it's something you're looking at here.

- Ryan: I don't know of that tool or impact. Our emphasis on organizational capacity building is a lesson learned from past housing strategies. For the recommendations within the strategy, we are applying an equity lens that look at explicit disparities. Along the way, the advisory group will apply this lens to the recommendations. This language could fold into a compact, but this is self-imposed accountability for both Portland and Tigard.

Commissioner Larsell noted the lessons from past planning corridor and housing work. I'll be interested in what you're using as measures of success. What will you track in terms of the changes? I'll be interested in seeing this and how it could work in East Portland as well.

- We're modeling some of the work on a project and experiences in Minneapolis. We've also learned from the Interstate Corridor light rail work.

Pam introduced herself and the work of CAT. This is the only tenant-led state-wide organizations. There are about 2000 tenant members state-wide. We've done some work already along the Southwest Corridor, most recently in Tigard. We're seeing more and more no-cause full-building evictions, so we're working with many tenants. We're excited to participate in this project to get ahead of the issues of displacement and looking at solutions for keeping people in place as development happens.

Eric shared some of the initial housing data including: current housing supply and expected 2035 housing stock; existing and 2035 housing by type by station walkshed; and annual population growth by race 2000-2015. There is not a large stock of affordable housing or use of housing vouchers in this corridor.

Commissioner Spevak: Lack of utilization of housing vouchers sometimes depends on the issue. Do you have a sense of why vouchers aren't being used?

- This is something we haven't looked into yet.
- CAT does housing voucher workshops. We are finding that most vouchers go to 97230, which has to do with affinity and where people know housing is available and they can afford. But we need to look into why.

We will set targets for the SW Corridor. Ryan shared the data from Minneapolis – St Paul's Central Corridor and their SW Corridor.

The preliminary targets include:

- Preservation
- New units

- Rental and homeownership
- By income (60% MFI or 80%?)
- 10-year timeframe (2018-2028)

Commissioner Oxman: How applicable is the Minneapolis – St Paul experience? I don't think housing has accelerated there as quickly it has here.

- Ryan: They led with preservation of affordable housing. Their ability to raise funds definitely was distinct, but their affordable housing community is similar to ours in terms of funding. In terms of land use, there were 6 cities on the corridor, which was different from here. but Tigard is a partner, and they've been stepping forward well with Portland.

Commissioner Smith: In terms of the targets, I'd say "all of the above, please". I'm curious about resources and whether we think about calibrating housing and part of the transit investment.

- Eric: We're thinking about how we can increase the funding. We know we didn't have enough in the Comp Plan to meet the identified need. We are broadening with working with other jurisdictions. We know we need to bring in regional resources. We're looking at this beyond mitigation and to diversifying housing choice.

Commissioner Tallmadge: I echo "all of the above". Plus we want to see demographic and racial preservation of the area as well.

- Eric: Yes, the question we'll ask is: "Are we successful in not seeing displacement of immigrant communities that are unique to this corridor?"

Commissioner Baugh: I support the affordable at 60 MFI as stated in the Comp Plan. This is about development. I'm worried about development outpacing housing. How do you manage the balance of housing and development within the 10-year time frame so housing isn't too expensive at the end? Finances need to be tied with housing and building the rail line together.

- Ryan: This is why we're putting in some early implementation sites. We know we can't come in the last year to build housing. Work is already being done in parallel with this strategy.
- Eric: The community intelligence on the ground is something we're working with CAT on. And with Portland Housing Bureau.

Strategy guidance (slide 28):

- Pam described the Safe Housing Project. This dealt with habitability in individual apartments.
- If anyone has thoughts about these initial strategy suggestions, please follow up with staff.

Commissioner Rudd: If light rail gets federal funding, and the EIS says loss of housing is an impact, can you use funds for mitigation and/or land the City has banked for part of the local share?

- Eric: If it's a building that is impacted in terms of the physical rail, yes. The grey area is more along the lines of land around the rail line.

Commissioner Spevak: I'd add "duration of affordability" to the targets list.

Commissioner Baugh: I'll send staff comments, but I'd also add that on Metro's website for the project, there isn't a mention of housing. They have $800k for housing, but there is nothing mentioned on their site. I'm concerned there is bifurcation. There is a bond measure coming to pay for part of this: how does it account for housing in this funding? What can Portland do to look at additional affordable housing bonuses here about inclusionary zoning? The targets must be set at a stretch, and not as a City scope. The strategy should be under implementation and spending money in 2018. Early funding is critical. Racial impact strategy in the Comp Plan should be included here as well.

- Eric: There is a tab on their website waiting to be populated with the equitable housing strategy. They just got funding for this, so it's coming soon!
- This will be presented to both City Councils as well.

Commissioner Spevak: Will this be a zoning code update?

- This is not a code project unless we find something specific that needs to be changed.

Chair Schultz: I don't disagree that 60 percent MFI needs to be the target, but I think total housing production and 80 percent helps in the discussion as well.

Central City 2035 Plan

Work Session / Recommendation: Joe Zehnder, Sallie Edmunds, Mindy Brooks, Rachael Hoy

Sallie introduced today's session and gave an overview of the agenda to get to today's PSC recommendation for the CC2035 Plan.

Floating Platforms (decision table M)
Mindy introduced the topic. In your updated memo you have the commentary for the Zoning Code. It describes the legislative intent of the standard and serves as the purpose statement. I also want to note that *Commissioner Spevak* just submitted an amendment we will discuss as well.

One concern was that floating platforms should be for recreation only. There can't be hot dog carts (or the like) on platforms. The OS zone is for recreational uses. Many uses, like residential, are not allowed in the OS. Some limited commercial uses are allowed in OS.

However, no commercial would be allowed on a floating platform because the River General Overlay requires that all uses that are not river-dependent or river-related be located 50 feet landward of the top of bank. Commercial uses would have to obtain a Greenway Goal exception from the state to be located in the river.

Another question was about who can install these platforms and if anyone just put one in. This is specified in the Zoning Code in 33.236.050.A: "the owner of the floating structure must own or lease enough of the upland lot to meet all of the applicable regulations." The OS land is primarily owned by the city. OMSI owns a little as well. So the City or OMSI could use this provision.

Commissioner Smith: The commentary serves as a purpose statement. Would someone at the BDS counter use this?

- You should be able to do a plan check without discretion around the plan standard itself. You would only look at the commentary to clarify the intent if there is a question or if you're figuring out if a review would be necessary.
- *Commissioner Houck* noted that in practice, when you bring up the purpose statement, it can be interpreted in more than one way.

There is a process in the Code to do an exception, but there is one at the state as well.

Commissioner Rudd: A hot dog stand would never get a goal exception!

Commissioner Spevak: To provide floating structures for a swimming area, it might be better to have multiple structures. So I'd propose something like: 33.475.440.N.3. Development Standards: "There are no more than 4 structures in the Central Reach at one time*; except that up to 4 structures within 300 feet of one another and with total area of 100 square feet or less shall count as a single structure*."

- Mindy: I understand the intent. We were thinking about it in terms of making sure the standard is easy and clear for BDS to implement. I thought we could allow for more than 4 structures total but decrease the size of each individual structure.
- *Commissioner Houck*: Are you talking about 20-25 structures for 4 different areas?
  Commissioner Spevak: Under the current code, you could have 12x100 feet in each area. My proposal would be a max total of 16 structures.

- *Commissioner Rudd*: Are there congestion or other issues we'd have with lots of little docks (e.g. fire boats maneuvering)?
- Mindy: This would still have to go through multiple reviews at the state and federal levels. Most of this is PP&R controlled property, so they'd undertake safety studies before placing docks all over.
- *Commission Houck*: I suppose you could argue that smaller docks would have more light penetration, so less impact on fisheries. The bigger the structure, the less likely it will be permitted.
- *Commissioner Bachrach*: What's the danger if we don't have limitations on the number of floating docks, particularly if PP&R works with the state and feds? We don't have a basis, so we're just guessing, and I'd defer.
- *Commissioner Houck*: I think we're going the right direction for having a number.
- Mindy: Shallow water areas are critical habitat, and they are where people want to swim. State and fed look at endangered species, but we look more comprehensively. We're trying to balance impact on habitat with knowing we have to look at the overall cumulative impact and/or size requirements. If people are comfortable with the general approach, you could direct staff.

Commissioner Spevak moved the language he proposed with the option for staff to clarify this language between now and when it's taken to Council. *Commissioner Houck* seconded.

Commissioner Oxman: Under this, 4800 square feet would be allotted. How many total square feet of habitat are there?

- Mindy: There is no specific data about what the threshold is overall. There is about size of structures and area you need for light penetration. The 12' width is based on this. Length is based on flexible use.

(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Schultz, Smith, Spevak, Tallmadge; N1 — Rudd,)

North Pearl Setback (decision table I)

Commissioner Rudd recused herself from this vote.

Rachael highlighted (slide 2) the existing Central city plan district code there is a provision for waterfront development in the Pearl District, specifically for the area highlighted in red in the slide. The maximum height allowed in this area is 100 feet. There is no option for bonus height.

Currently:

- The existing river setback is 25 feet. You could build a 35-foot tall building at that distance.
- If you want to build a 75-foot tall building, you need to setback one foot for every foot over 35ft in height. That would result in setting back a total of 65 feet.
- At the maximum height of 100 feet, you'd need to setback 90 feet.

This provision was put in place in 2008 as a place holder until the Central City updated river setbacks for the whole area.

Now the proposed requirement is to increase the river setback to 50 feet throughout the Central City. Buildings could develop to the full height, which is proposed to be 100 feet with an option to bonus to 250 feet.

Staff things the North Pearl regulation should be eliminated because:

- The proposed setback meets the intent of the North Pearl regulation to maintain space for the Greenway Trail and natural resource enhancement.
- The North Pearl regulation was not designed to work with the new 50-foot set back. For example, with the 50-foot setback, a 100-foot-tall building would have to set back total of 115

ft. A 250-foot-tall building would have to set back 265 feet. The sites in the North Pearl range from 200 to 300 feet (site depth is measure from top of bank).

The West Quadrant plan called for an urban riverfront with commercial spaces and high density development to bring more people, events and activities to the riverfront. We are still stepping down to the river, heights behind this are unlimited.

Commissioner Houck: I wanted to support this amendment, which will make it consistent with the 50 feet being proposed for the Central City. That said, 50 feet isn't enough to accommodate a trail and other uses including habitat but that is what is being proposed. This should be consistent throughout the Central City as is supported here.

Commissioner Spevak: There is lots of middle ground on this, and we could write that the first 25 feet has a height limit and beyond that "the sky is the limit".

We saw an issue with an existing regulation and the new provision, so this is something we know we needed to fix. We felt that the 50-foot setback is something we felt comfortable with across the Central City.

Commissioner Houck: I'm willing to support staff recommendation. But I want to note that 50 feet is not set in stone for the South or North reach, where we have more opportunities for better treatment that the river deserves.

Commissioner Baugh: Can you make the 50 feet absolute?

- Yes, but we wanted some flexibility built in. The 50 feet is from top of bank, which changes within the site. You can encroach up to 5 feet as long as you expand by the same elsewhere.

Commissioner Houck moved to support staff's recommendation. *Commissioner Smith* seconded.

(Y7 — Bachrach, Houck, Larsell, Schultz, Smith, Spevak, Tallmadge; N2 — Baugh, Oxman)

Interstate I-5 (memo J2)

Commissioner Smith: In his State of the City address, the Mayor revived the idea of burying the Eastbank Freeway. I asked staff to confirm that this was not incompatible with the Rose Quarter freeway widening project, and staff has confirmed that this was analyzed during the N/NE Quadrant process. I also reviewed the original 2005 report of the group that recommended burying the freeway. That report recommends that before any improvements are made to the freeway loop, a master plan for the whole loop should be completed. That master-planning exercise has never occurred and I'd like the record to reflect an objection that we are planning the Rose Quarter project without having done that master plan.

Green Loop Amendment

Commissioner Tallmadge: I have been receiving increasing community push-back to the Green Loop's inclusion in the Central City Plan, particularly as it relates to staff time. By including this, it detracts from investments in East Portland. So my problem is that we're including this and spending time on it instead of prioritizing and spending time on projects in East Portland. I'm amenable to discussing amendments to prioritizing as opposed to pulling it completely from CC2035.

I don't believe this will serve communities of color and low-income communities outside of the Central City. Even if the City is not committing funds at the moment, the City is committing staff time to a project that will, in all likelihood, be funded by the City at a later date and largely benefit businesses and residents in the Central City.

A truly equitable approach is to dedicate City time and money to investments on the East side (prior) coupled with anti-displacement mitigation measures and investments.

Commissioner Smith: This is similar to arguments I made about the freeway project. But the difference is that freeway is counter to many of our policies, but the Green Loop enforces many of our policies. I would be happy to make the point in our letter to Council that the benefit we're looking for with the Green Loop should be similar to others around the city.

Commissioner Baugh echoed *Commissioner Smith*'s comments. We want investment in East Portland, but the Green Loop does fit our goals here; we need to make the same investment commitments outside of the Central City as well.

Commissioner Houck: I would strongly oppose taking the Green Loop out of the plan. I think it's fine to include this commentary about it in the letter to Council about the necessity to invest in East County.

Commissioner Spevak: I would like to keep the Green Loop in. The PSU study didn't look at how much staff time is actually spent on projects. I don't know what our role on the PSC is. There may be an argument for the bureau to prioritize resources to be ahead instead of reactive. But the CC2035 Plan includes the Green Loop, and I hope we have new projects coming to support parts of the city where less affluent people live. We can also be proactive on this.

Commissioner Larsell: Some of the quotes in the report resonated with me a lot in terms of where resources are allocated and where things are built. It's a mixed picture. I want to see emphasis on the Green Loop tendrils connections out to the rest of the city.

Commissioner Rudd: More and more we are paying attention to East Portland and devoting resources there. We need to do better at publicizing the work though. For example, the work being done in Lents around the floodplain, jobs and housing is a great project. A group met with Metro COO and President on the Lents project last week. Things are happening in other areas of the city. The Green Loop is ultimately a benefit to everyone.

Commissioner Houck: A similar argument was made with the Eastbank Esplanade, which is now one of the most spectacular things we have in the city. We need to do both: work in the Central City and throughout the city. The Green Loop is an amazing urban design opportunity, but we need to make a statement that we strongly support investments throughout the city, particularly in East Portland.

Chair Schultz: Other commissioners have mostly covered things on my mind. There are individuals in the Central City who don't have what they need but do need the services here; they will benefit from the Green loop as well. And we know it is so much more successful with the connections to other areas of the city.

Commissioner Tallmadge: There is a deficit in other areas of the city that need to be emphasized. I want to ensure that including the Green Loop doesn't limit investment in other areas.

Commissioner Baugh: I've argued long and hard for investment in East Portland, particularly around transportation. What I look at for this project is that it's great for downtown; but I like to see the excitement of the design community to go to East Portland now and have a competition similar to the Green Loop project there. That type of investment shows people in East Portland about the care, time and effort we put there.

Commissioner Bachrach: Thank you for bringing this up, *Commissioner Tallmadge*. The concern about funding and prioritization isn't one we can control as a PSC. But we might have ability to weigh in on what our bureau works on and what we want to support them on in terms of new projects, etc.

- Susan: You do, and you have. The PSC has a member on BPS' Budget Advisory Committee every year. You're right that portions of the budget have been pretty fixed on what we have been

required to do. Now we might have some choices, so the PSC could have more members on the BAC, or we could bring the next year's workplan to the PSC for suggestions. PBOT, PHB and BES are also all your bureaus. So we should think about how we can include them in your work as well.

Commissioner Oxman: The thing that stood out to me in the PSU report is the perception of what the City is doing downtown and/versus not in East Portland. It indicates a real disconnect between the government and the governed. The PSC could do more intensive listening about where these feelings come from and how positive actions are not being perceived similarly in East Portland.

Chair Schultz: We will add something to the transmittal letter about equitable funding for projects throughout the city instead of pulling the Green Loop from the Central City 2035 Plan.

Vote 1: Approve the following chapters, as amended, within the Revised Proposed Draft Volume 2A2:

- 33.440 Greenway Overlay Zones.
- 33.475 River Overlay Zones.
- 33.865 River Review, and forward to City Council as part of CC2035.

Commissioner Rudd recused herself from this topic.

Commissioner Smith moved Vote 1. *Commissioner Houck* seconded.
(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Schultz, Smith, Spevak, Tallmadge)

Vote 2: Approve the following amendments:

- Riverplace FAR (Map 510-2).
- Chinatown and Riverplace height (Map 510-3).
- Master Plan code (33.510.255), and forward to City Council as part of CC2035.

Chair Schultz recused herself from this topic. *Vice Chair Smith* presided.

Commissioner Bachrach moved Vote 2. *Commissioner Baugh* seconded.
(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Smith, Spevak, Tallmadge)

Vote 3: Approve all remaining portions of Volumes 1–6, as amended that were not included in prior votes 1 and 2, direct staff to make any remaining non-substantive changes to the package, and forward to City Council as the PSC's Recommended Draft.

Commissioner Baugh moved Vote 3. *Commissioner Spevak* seconded.

Commissioner Smith: This includes the TSP project list. I continue to believe the freeway project is a major flaw. I don't want to tar any other part of the plan, so my no vote is specifically for this issue.

(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Spevak, Tallmadge; N1 — Smith)

Chair Schultz: Thank you to Sallie and all the staff. This is a tremendous project.

Letter to City Council

Sallie shared the draft outline of the PSC's letter to Council. We will add comments about the Green Loop and TSP.

Commissioner Houck: I think the set-back from the river is the largest focus of the Supported Amendments section; it's a much larger issue than the others.

Chair Schultz: Could we have an environmental section in the letter in terms of efforts throughout the area as well as ones specific to the river?

Commissioner Baugh: Is there a section we can include costs of development downtown?

- We would include this in what we have outlined as Green Building and related costs; we can edit the phrasing to encompass all costs of development.

Commissioner Spevak: What strikes me is how many people are going to be living in the Central City. The plan reflects this as a big idea of the Central City being inclusive.

Commissioner Bachrach: In terms of Inclusionary Housing, didn't we already do that as part of the amendment that Council already adopted? I just want to be sure we're not overstating this as something we've changed substantively here. When we sent our IH letter, we emphasized the need to reassess this in a year. I'd like to remind Council that we're expecting this as part of how IH is doing.

- *Chair Schultz*: I support this, but I'm not sure exactly how we'd phrase this relative to the CC2035 Plan.

Commissioner Bachrach: Regarding height in the historic district, if I were redoing it, I would want to make clear that some decisions where we agreed to lower height, it was in response to the Historic Landmarks Commission (PHLC). I want to point this out to Council.

- *Chair Schultz*: I can't say that's why I voted to lower heights, and I don't know why other members of the PSC voted how they did. Yes, PHLC provided testimony, but I'm not sure this is something we'd include.
- *Commissioner Baugh*: I wouldn't call into question the role of another commission. There is a decorum I don't want to push.
- *Commissioner Spevak*: We recognize some of the height limits are some that Council will have to resolve (something like this). We can't resolve this as the PSC.
- Joe: *Commissioner Spevak's* suggestion is the closest version to what your discussion really was. We did lower heights to a degree on the principle that it's more within a realm, and there is an important role for PHLC in terms of discretion. This is a discussion at the state level right now, too, so we might see this return to the PSC in the future.

Commissioner Houck: As *Commissioner Spevak* stated we have a huge number of people living in the Central City. It's even more important that there are parks, open space, urban tree canopy and access to amenities. We need to be careful about how we analyze the so-called negative impact on development. We routinely only look at the negative side of the ledger when it comes to negative impacts on development. We have to also include how green features increase value. People living in a denser situation need access to these things.

Adjourn

Chair Shultz adjourned the meeting at 7:55 p.m.

Submitted by Julie Ocken

Decision Table I: Miscellaneous Code and Map Amendments

This table contains recommended changes to the Pearl Subdistrict water front development provisions.

Contents of Decision Packet I:

- Decision Table I

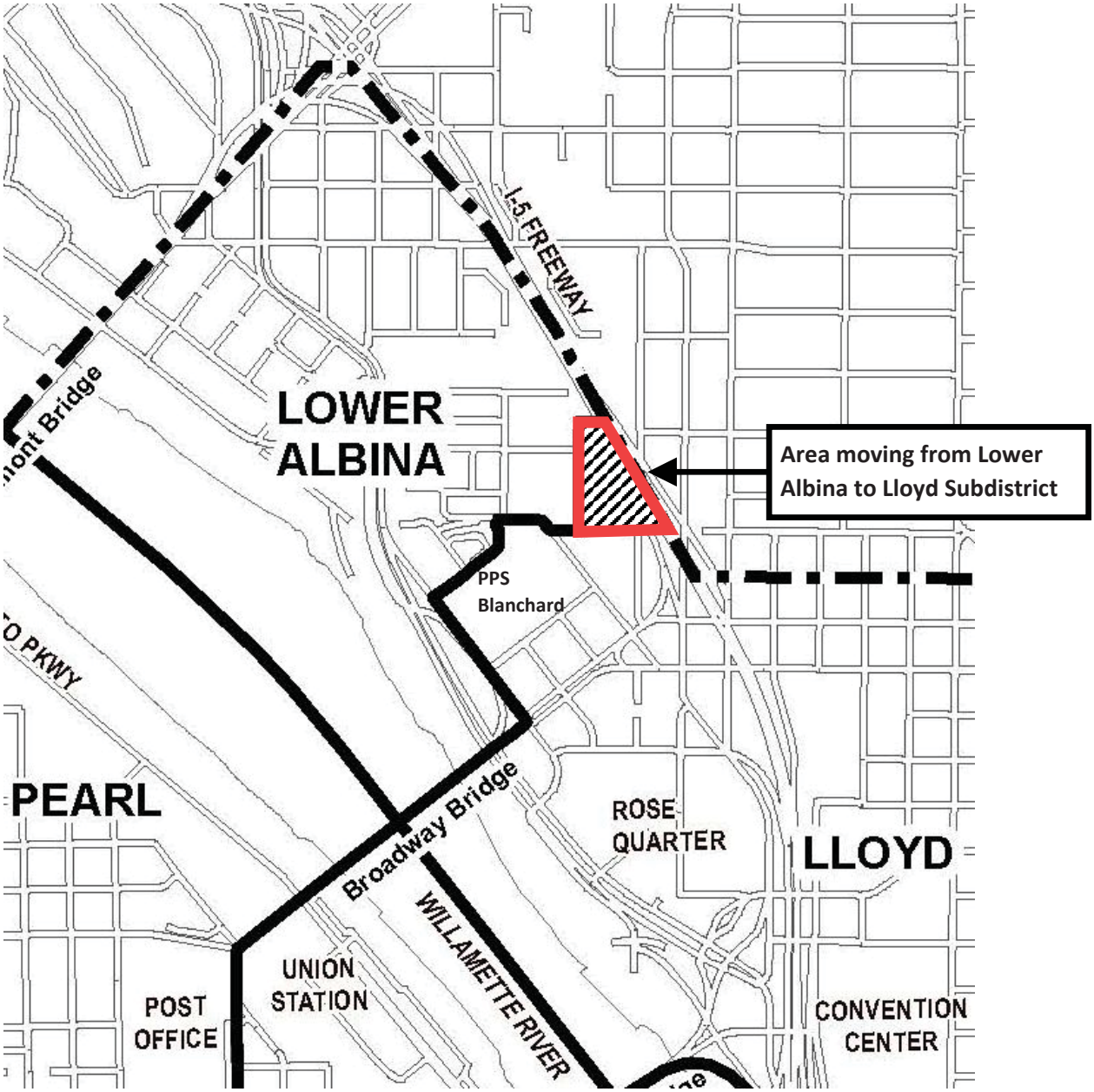
Items Marked for Discussion:

I 41

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I41	BPS Staff	Additional waterfront development standards in the Pearl Subdistrict	In the Proposed Draft there is a provision for waterfront development in the Pearl subdistrict that states that all new development that has portions of buildings over 35 ft in height must be set back from the river setback 1 foot for every 1 foot of height above 35 feet. **Reference**: 33.510.250B.3.b- Pearl subdistrict waterfront development,	Delete this provision in light of new Central City 2035 river setback of 50 ft.	**Proposed Amendment:** Amend 33.510.250.B.3.b as follows: Setbacks for all development from the Willamette River. The minimum setback for all development from the Willamette River is regulated by the River ~~Greenway~~ Overlay zones; see Chapter 33.~~440~~475. ~~In addition, buildings or portions of buildings over 35 feet in height must be set back from the Greenway river setback line 1 foot for every 1 foot of height above 35 feet.~~	The intent of the Pearl District regulation is to secure a wider setback between new development and the Willamette River. The Proposed Draft includes an increase in the river setback from the existing 25ft to the proposed 50ft. The requirement of a 50-foot setback in Central City 2035 meets the original intend of the North Pearl goal; therefore, staff proposes to delete this provision.	☒	☐ Support staff rec. ☐ Other
I42 and **Attachment I42**	BPS Staff	Subdistrict boundary adjustment	The boundary between the Lower Albina and the Lloyd subdistrictricts was adjusted to move the PPS Blanchard site from Lower Albina to Lloyd, consistent with rezoning from IG1 to EXd and application of the Central City Master Plan requirement. **Reference**: Map 510-1	A small portion of the area being rezoned to EXd with a Master Plan requirement was inadvertently left within the Lower Albina Subdistrict.	**Proposed Amendment:** Amend Central City Plan District 510 series of maps (Volume 2A1) and the urban design diagrams in Volume 1 to change the boundary between the Lower Albina and Lloyd subdistricts, as shown on Attachment I42	This corrects a mapping error. Adjusting the boundary ensures that the entire area within the Blanchard Central City Master Plan area is subject to the same CC2035 Plan policies and urban design guidelines.	☐	☐ Support staff rec. ☐ Other

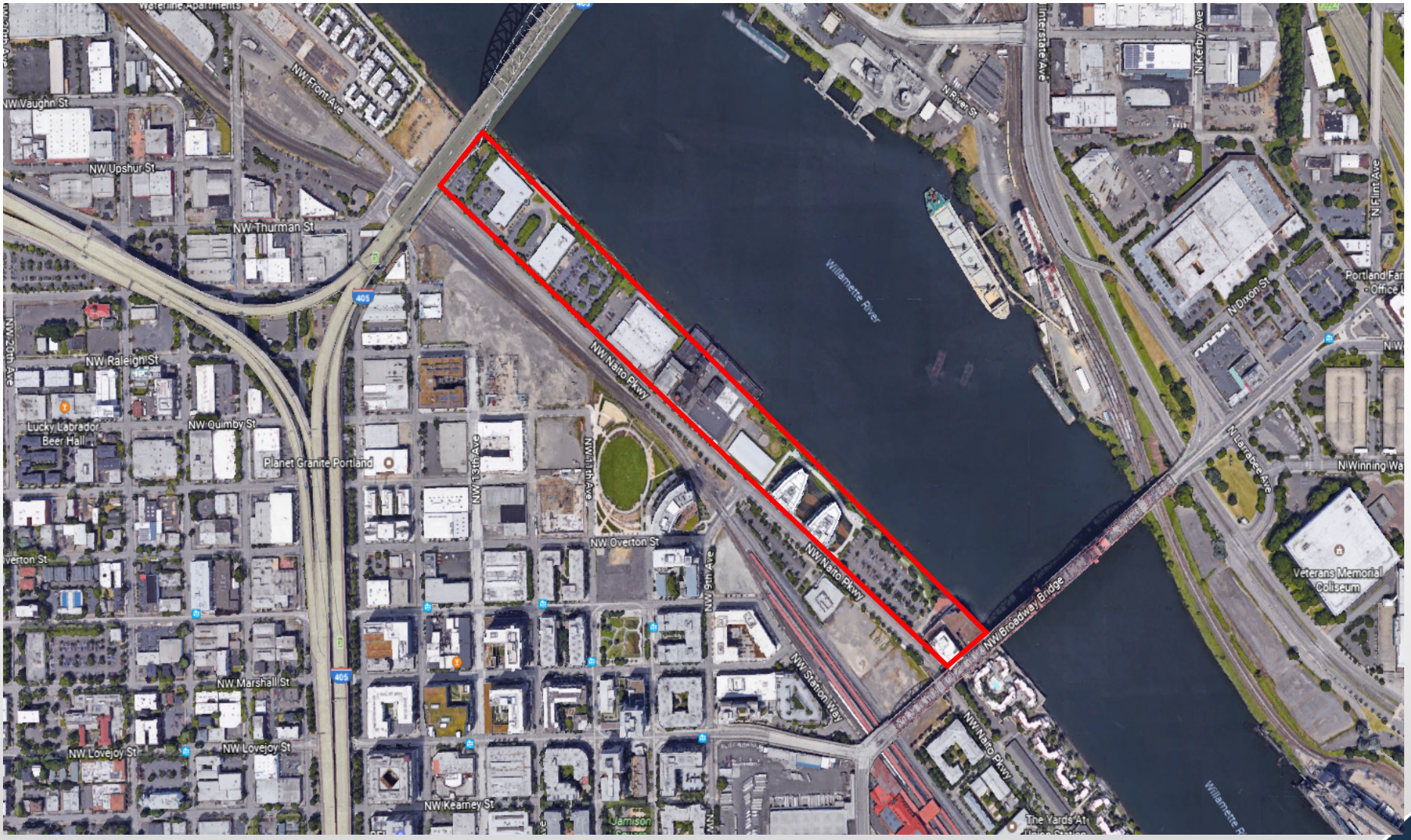
Attachment I42

Staff proposes to move the area indicated below from the Lower Albina Subdistrict to the Lloyd Subdistrict. This corrects a mapping error—the area is adjacent to the PPS Blanchard site, is being rezoned from IG1 to EXd and is within a required Central City Master Plan area.

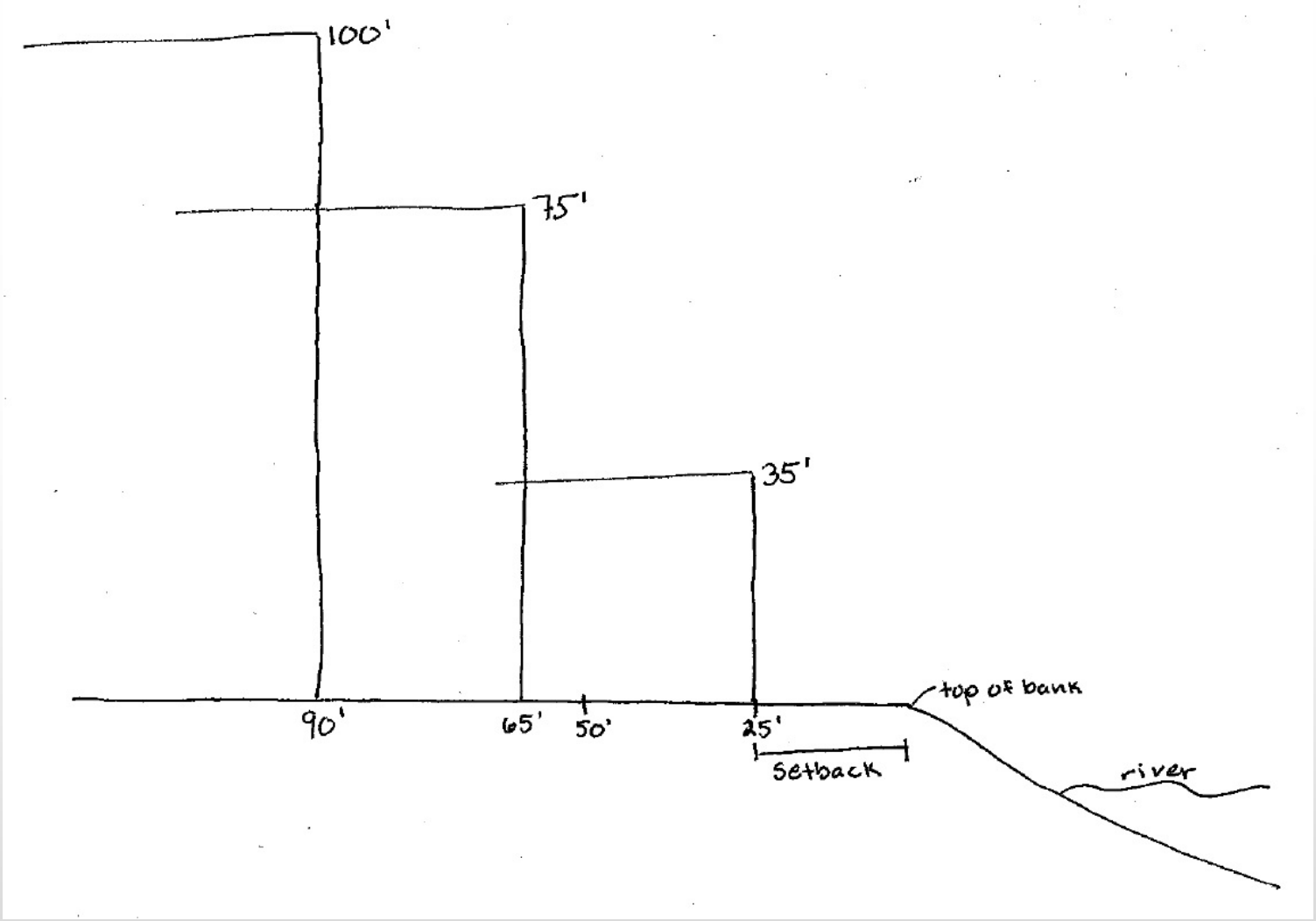



CENTRALCITY
2035
Decision Table I, Item 41
PSC Work Session 9 – 05/23/2017
Bureau of Planning and Sustainability
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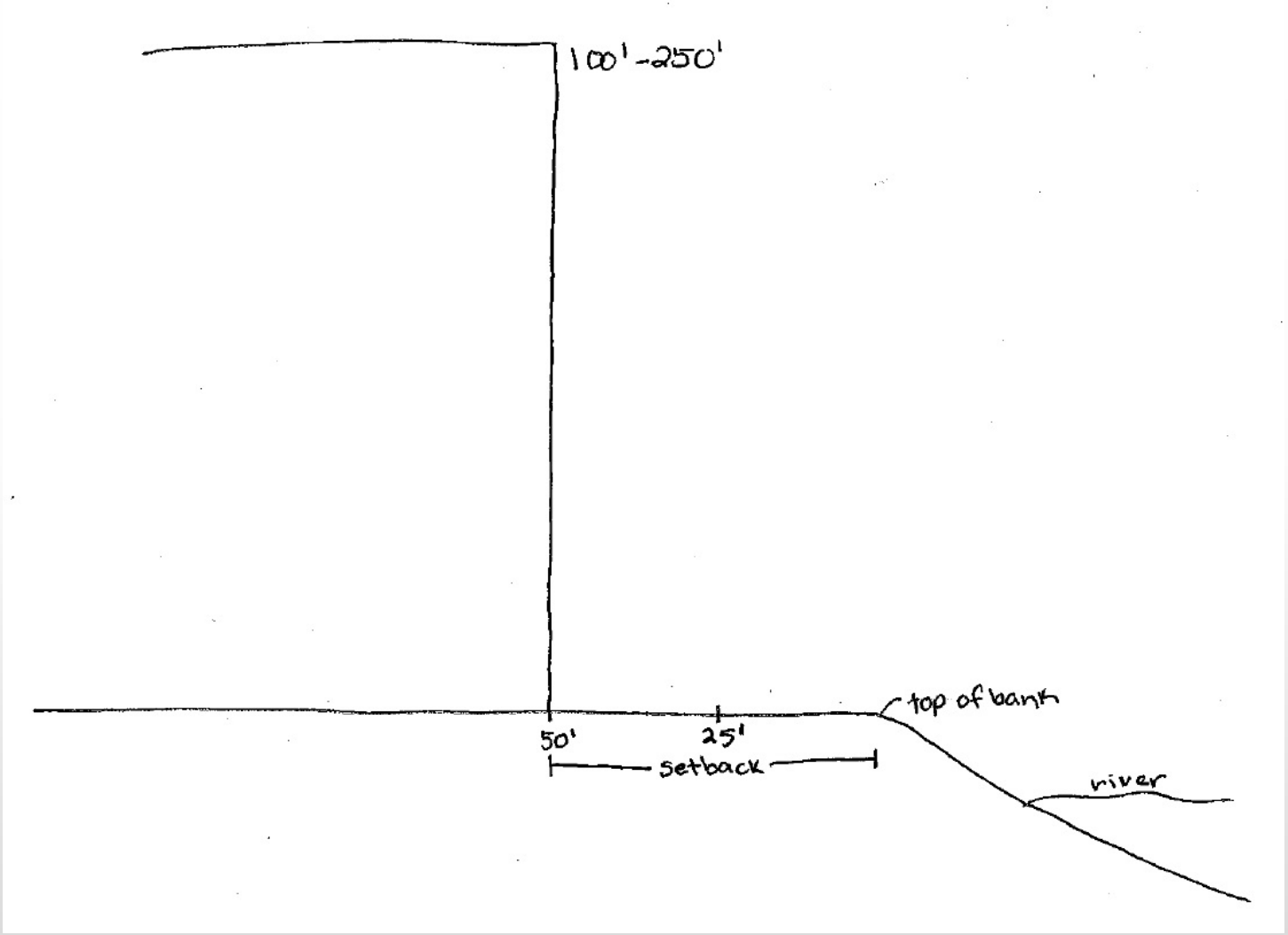
North Pearl Setback Area along the waterfront



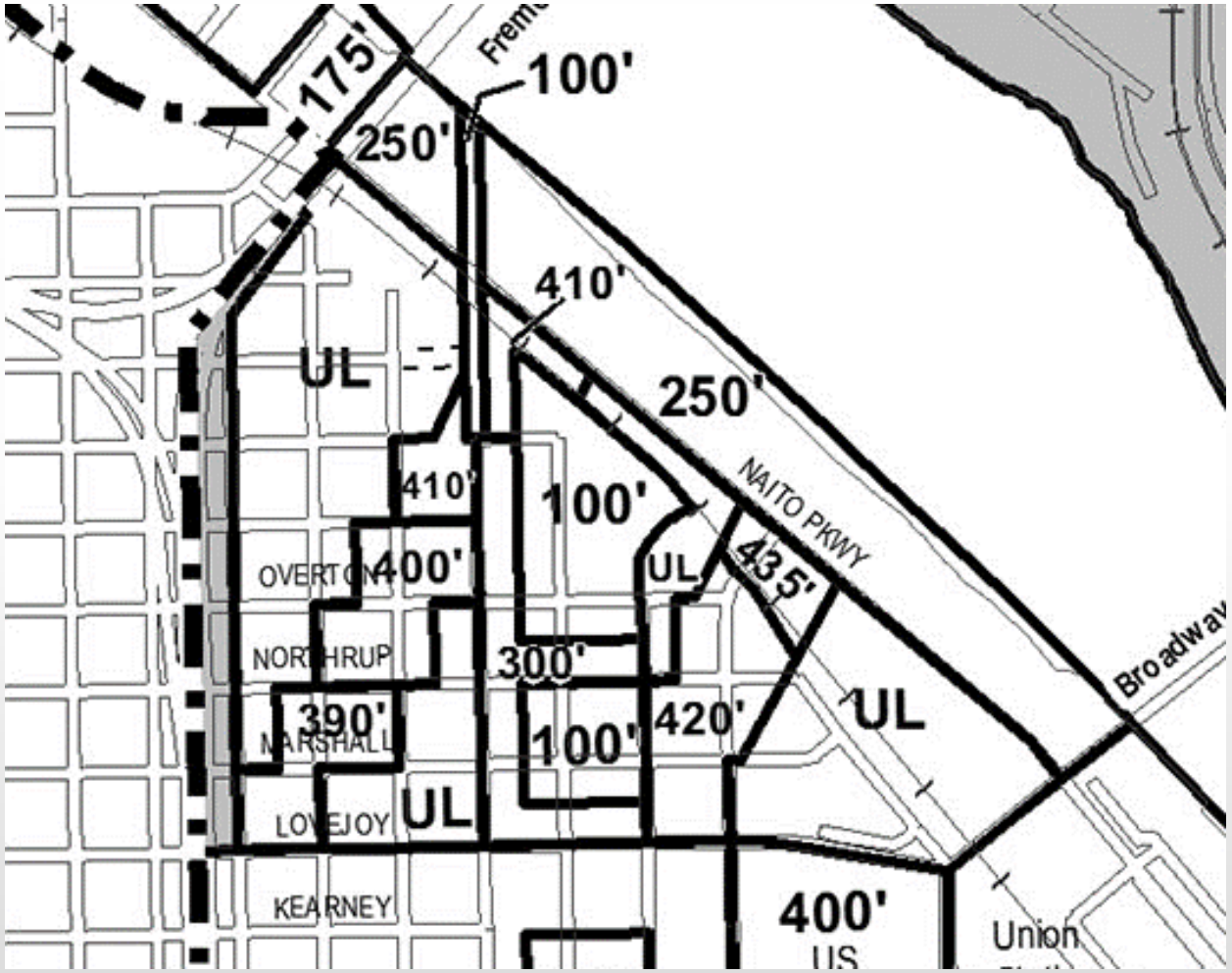
Existing North Pearl Setback



Proposed River Setback



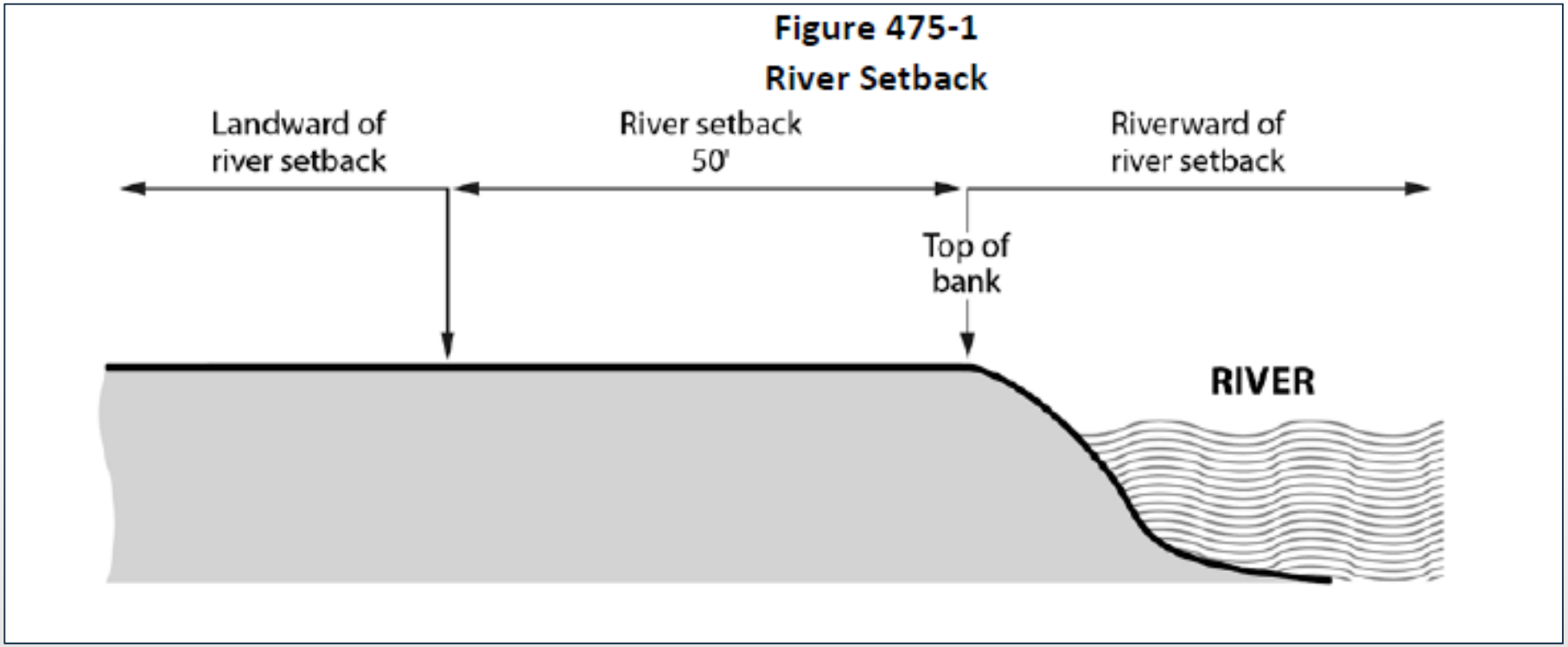
Proposed Maximum Heights



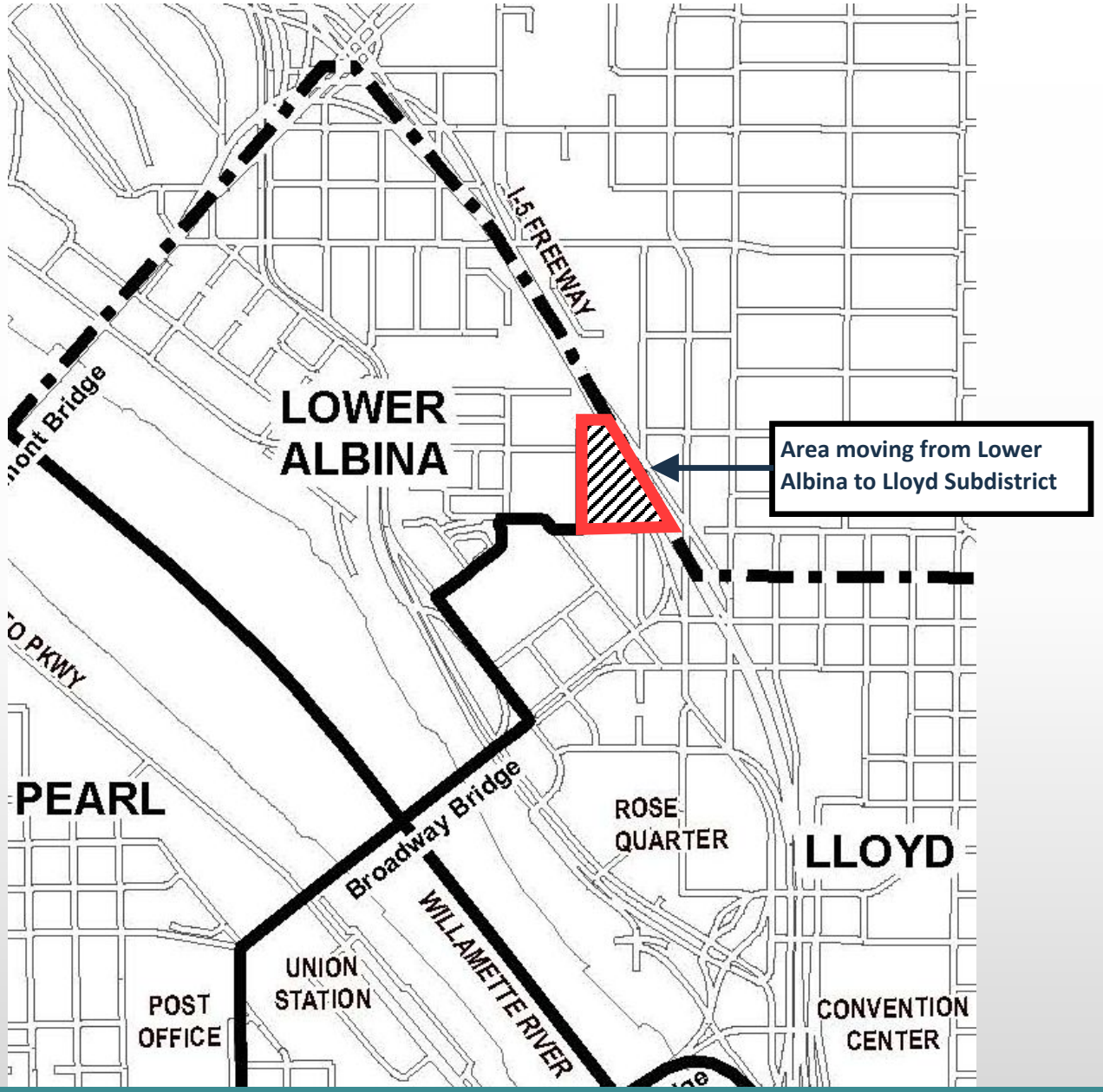
22575


NO TRESPASSING
OR LOITERING
ON THIS PROPERTY

River Setback



Change to Lloyd Subdistrict boundary



REVISED Decision Table M: Willamette River – Miscellaneous Code Amendments Part 4

This revised table contains a new standard that would allow temporary floating docks, such as a swimming platform, in the Willamette River during the summer months. This revised proposal replaces the proposed exemption that was sent to the Planning and Sustainability Commission in late March.

Contents of Decision Packet M:

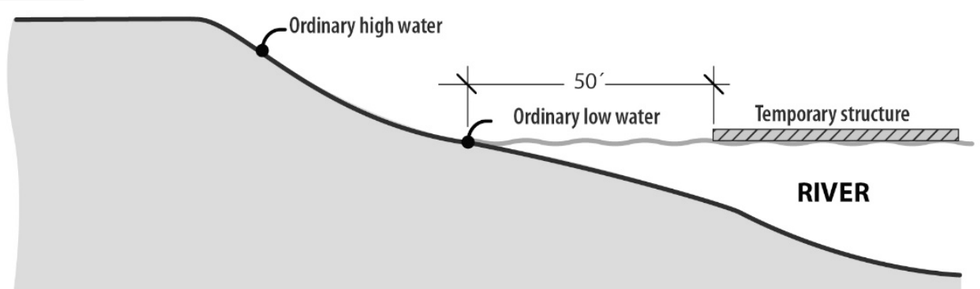
- Decision Table M
- Figure 475-4

Items Marked for Discussion:
M31

Ref #	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M31	**33.475.440**	The Proposed Draft exempts repair, maintenance and replacement of existing floating structures. It also exempts development on existing floating structures like docks and piers. But new floating structures would be required to go through River Review.	Allow temporary floating structures to be placed in the Willamette during the summer months to support water recreation.	**Commentary 33.475.440.N** The intent of this standard is to support public reactional uses within the Willamette River, including public swimming, while minimizing the impacts of structures on in-water habitat. The temporary structure must be located in an Open Space (OS) zone to ensure that it is associated with a park and open space use. The structure may be free-floating, meaning accessed by the water, with an anchor to the river bottom or it may be attached to an existing dock, pier or piling by a rope, chain or a walkway. (A walkway is considered part of the temporary structure and, in combination with the floating portion, should meet the size and location requirements.) The standard limits the impact of the structure on the natural resources by setting a maximum size for the structure, specifying the location within the waterbody and limiting the time when the structure may be in place. The width is based on minimizing impacts of the structure by allowing sunlight to penetrate the sides, which reduces impacts on native fish. The length is intended to allow multiple uses including public swimming, non-motorized boating or fishing. No portions of the structure, including any walkways, may be closer than 50 feet from the ordinary low water mark. This will minimize the impact of the structure on shallow water habitat. And the structure may only be located in the river during the in-water work period, which is July 1 and October 31, which is between peak juvenile migration seasons. The time frame that the structure may be in the river is inclusive of set up and tear down. Commercial uses that are not river-dependent or river-related and are proposed to be located on a floating structure would require a Greenway Goal exception. *[continued to next page]*	The staff recommended zoning code (page 2) is the same as was proposed at the April 11, 2017 work session. Included in this table, is the commentary that goes with the code. The commentary provides the legislative intent for the zoning code and essentially serves as a purpose statement. At the April 11, 2017 Work Session there were a number of concerns raised by Commissioners. Each is summarized below with a response. 1. <u>Floating dock should be for recreation only.</u> The proposed standard allows temporary floating structures **only** within the Open Space (OS) zone. Zoning code 33.100.010 says that the OS zone is "intended to preserve and enhance public and private open, natural, and improved park and recreational areas." Many uses, like residential, are not allowed in OS. Some uses can be conditionally allowed, like retail sales and services. 2. <u>No commercial uses on a floating dock.</u> The River General overlay zone (g) requires that all uses that are **not** river-dependent or river-related be located at least 50ft landward of the top-of-bank. Commercial uses, such as a hotdog stand, are not river-dependent or river-related and would have to obtain a Greenway Goal exception to be located on a temporary floating structure in the Willamette River. 3. <u>Who can install these?</u> Zoning code 33.236.050.A says, "the owner of the floating structure must own or lease enough of the upland lot to meet all of the applicable regulations." The OS land in the Central City is primarily in public ownership. OMSI also owns some OS land in and could use this standard, but would still have to meet all applicable requirements of the OS zone and River g overlay zone. 4. <u>Life and safety concerns.</u> Bureau of Parks and Recreation is very concerned about safety and plans to development a safety program before installation of temporary swimming platforms. For the reasons stated above and the commentary specifying legislative intent, staff do not feel a purpose statement is needed.	☒	☐ Support staff rec. ☐ Other

Ref #	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
				33.475.440 Development Standards Unless exempted by 33.475.040.B.2., the standards in this Section apply to development and exterior alterations in the River Environmental overlay zone. All of the applicable standards must be met. Modification of any of these standards requires approval through River Review. **N. Standards for placement of temporary floating structures.** The following standards apply to temporary floating structures: 1. The structure and all work necessary to install and remove the structure is allowed in the river only between July 1 and October 31; 2. The structure must be located within the OS zone; 3. There are no more than 4 structures in the Central Reach at one time; 4. The structure is free-floating or is attached to an existing dock, pier or piling. Free-floating means that the structure is anchored to the river bottom and is not accessible from the riverbank via anything other than the water; 5. The dimensions of the entire temporary floating structure must not be greater than 12 feet by 100 feet; 6. The structure has no walls and no roof; 7. The structure is at least 50 feet away from the riverbank. The 50 feet is measured horizontally from the ordinary low water mark (Figure 475-1); and 8. The hours of operation are between 6 am and 10 pm.	This is the same zoning code as was presented to PSC on April 11, 2017. While this standard sets forth limits, there are no prohibitions on the total number of structures or the size, location or duration of any structure. This standard allows up to four structures that are located more than 50 feet from ordinary low water only during the in-water work period. More than four structures, larger structures, structures with a gangway attached to the shore or structures that would be in place outside of the July 1 – October 31 timeframe would need to go through River Review. Through River Review the impacts of the structures on habitat would be considered and appropriate mitigation required.		

Figure 475-4



Outline for PSC Letter to City Council

May 23, 2017 draft

I. CC2035's Big Ideas
   a. Celebrate Portland's civic and cultural life
   b. Foster creativity and productivity
   c. Enhance the Willamette for People and Wildlife
   d. Design Streets to be Great Places
   e. Develop the next generation of Public Space: The Green Loop
   f. Increase the resiliency of the Central City

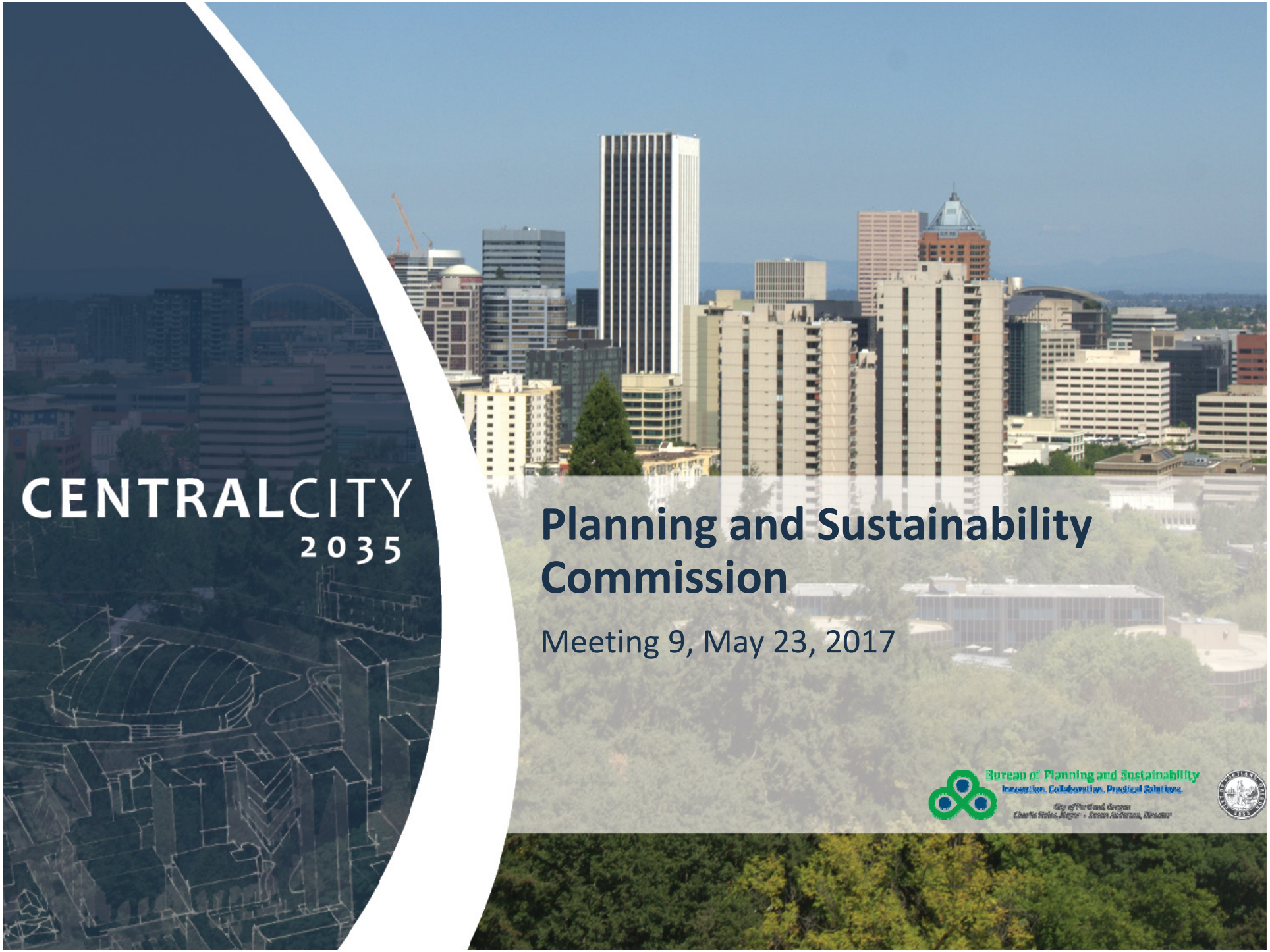
II. PSC process (one or two paragraphs)

III. PSC supported these amendments (one paragraph each)
   a. IH (followed city council lead, revised the bonus and transfer system, family friendly housing)
   b. Height + FAR (biggest city in Oregon, support increased height especially along transit corridors, active ground floor and public realm critical, bridgeheads as gateways)
   c. River (50' setback for public access and habitat, new river e, marine passenger terminal, swimming)
   d. Central Eastside (Industrial office, the maker economy)
   e. Parking (simplified, parking ratios, parking maximums support mode split targets)

IV. PSC supported these somewhat challenging amendments (one or two paragraphs each)
   a. Height in Historic Districts
   b. Green building related costs

V. PSC struggled with… (two paragraph each)
   a. Broadway Weidler
   b. Salmon Springs view point

VI. PSC encourages City Council to support the plan!


CENTRALCITY
2035
Planning and Sustainability Commission
Meeting 9, May 23, 2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

REVISED Agenda for the CC2035 Work Session

May 23, 2017

Time	Agenda Items
5 min	Introduction and review of today's process
15 min	Floating Platforms (see Decision Table M)
15 min	North Pearl Setback (See Decision Table I)
15 min	Interstate 5 (see Memo J2 and Attachment)
15 min	Green Loop Amendment
10 min	Vote 1: Approve the following chapters, as amended, within the Revised Proposed Draft Volume 2A2: 33.440 Greenway Overlay Zones, 33.475 River Overlay Zones, and 33.865 River Review, and forward to City Council as part of CC2035. (Recuse: Rudd)
10 min	Vote 2: Approve the following amendments: Riverplace FAR (Map 510-2), Chinatown and Riverplace height (Map 510-3) and Master Plan code (33.510.255), and forward to City Council as part of CC2035. (Recuse: Schultz)
20 min	Vote 3: Approve **all remaining** portions of Volumes 1 – 6, as amended, **that were not included in prior votes 1 and 2,** direct staff to make any remaining non-substantive changes to the package, and forward to City Council as the PSC's Recommended Draft. (all vote)
20 min	PSC transmittal letter to Council
-	Adjourn

Central City 2035 Votes

Vote 1: Approve the following chapters, as amended, within the Revised Proposed Draft Volume 2A2:

- 33.440 Greenway Overlay Zones,
- 33.475 River Overlay Zones, and
- 33.865 River Review, and forward to City Council as part of CC2035. (Recuse: Rudd)

Vote 2: Approve the following amendments:

- Riverplace FAR (Map 510-2),
- Chinatown and Riverplace height (Map 510-3) and
- Master Plan code (33.510.255), and forward to City Council as part of CC2035. (Recuse: Schultz)

Vote 3: Approve **all remaining** portions of Volumes 1 – 6, as amended, **that were not included in prior votes 1 and 2**,

- direct staff to make any remaining non-substantive changes to the package, and forward to City Council as the PSC's Recommended Draft. (all vote)

Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission
May 23, 2017
5:00 – 7:30 p.m.
CH2M Lincoln Room: 2020 SW 4th Ave, first floor
Portland, OR 97201

AGENDA

5:00	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
5:15	**PM**	**Consent Agenda** • Consideration of Minutes from May 9, 2017 PSC meeting
5:16	**PM**	**Southwest Corridor Equitable Housing Strategy** Briefing
6:15	**PM**	**Central City 2035 Plan** Work Session / Recommendation
7:30	**PM**	**Adjourn**

For background information, see the PSC website at www.portlandoregon.gov/bps/psc, call 503-823-7700 or email psc@portlandoregon.gov. Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30 (closed-caption)
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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503-823-7700: Traducción o interpretación | Chuyển Ngữ hoặc Phiên Dịch | 翻译或传译 | Turjumida ama Fasiraadda | Письменный или устный перевод | Traducere sau Interpretare | Письмовий або усний переклад | 翻訳または通訳 | ภาษาแปลภาษา หรือ ภาษาอะหิบาย | الترجمة التحريرية أو الشفهية | www.portlandoregon.gov/bps/71701

Bureau of Planning and Sustainability
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MEMO

DATE: May 9, 2017

TO: Planning and Sustainability Commission

FROM: Sallie Edmunds, Central City Planning Manager
Debbie Bischoff, Mindy Brooks, Troy Doss, Rachael Hoy, Nicholas Starin

CC: Susan Anderson, Director and Joe Zehnder, Chief Planner

SUBJECT: **CC2035 Vote on May 23, 2017**

Thank you for your perseverance with the CC2035 Plan. At the PSC meetings from September 2016 – April 2017, staff presented a variety of proposed amendments to you based on public testimony and PSC feedback after the public hearings held in summer 2016. At each meeting you discussed items either because a PSC member indicated that they wanted to talk about it, or staff thought that it was important to discuss with the PSC. At the conclusion of each discussion item, the PSC either supported the staff recommendation, amended it, or provided guidance for next steps. The items in the discussion tables that you did not discuss were considered tentatively approved at the end of each meeting.

Now it is time to consider the package as a whole and vote to forward it to City Council as the PSC's Recommended Draft.

To help you navigate through the materials and decisions that you tentatively made, we've provided you with a list of plan volumes and a guide to the key amendments made to each of those volumes. Appendix A and B also include a list of the PSC work sessions and the items discussed at those work sessions, and a list of the Decision Tables and associated memos submitted to the PSC.

But first, the agenda for May 23, 2017.

I. Agenda for the CC2035 Work Session

Time	Agenda Items
10 min	Introduction and review of today's process
20 min	Floating Platforms (see Decision Table M)
15 min	North Pearl Setback (See Decision Table I)
10 min	**Vote 1:** Approve the following chapters, as amended, within the Revised Proposed Draft Volume 2A2: 33.440 Greenway Overlay Zones, 33.475 River Overlay Zones, and 33.865 River Review, and forward to City Council as part of CC2035. (Recuse: Rudd)
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20 min	**Vote 3:** Approve **all remaining** portions of Volumes 1 – 6, as amended, **that were not included in prior votes 1 and 2**, direct staff to make any remaining non-substantive changes to the package, and forward to City Council as the PSC's Recommended Draft. (all vote)
20 min	PSC transmittal letter to Council
-	Adjourn

II. A Guide to the PSC's Preliminary Decisions

A. Amendments by Volume

The following volumes are part of CC2035.

Volume	Title
1	Goals and Policies
2A1	Zoning Code and Map Amendments (Central City Plan District)
2A2	Zoning Code and Map Amendments (River and Trails)
2A3	Zoning Code and Map Amendments (Environmental zones and Scenic resources) *This proposed new volume has been part of Volume 2A2. We plan to create this separate volume because these amendments will affect property owners outside of the Central City and therefore we have been advised to have this volume adopted by separate ordinance.*
2B	Transportation System Plan Amendments
3A1	Scenic Resource Protection Plan: Summary, Results and Implementation
3A2	Scenic Resource Protection Plan: Scenic Resource Inventory
3A3	Scenic Resource Protection Plan: Economic, Social, Environmental and Energy Analysis
3B	Willamette River / Central Reach Natural Resource Protection Plan
4	Background Materials
5A	Implementation: Performance Targets and Actions Plans
5B	Implementation: The Green Loop *This proposed new volume has been part of Volume 5A. We plan to create a separate volume for the Green Loop because this is a major initiative, and we want to have City Council adopt it by separate resolution.*
6	Public Involvement

The following list outlines the items that you discussed related to each volume. On May 23, we will ask the PSC to vote on all of the volumes, with the amendments, as a package.

Volume 1: Goals and Policies

This volume contains the plan's goals and policies and some of the big ideas to inspire a generation of Portlanders. The key policy amendment that PSC discussed is described below.

Family-Friendly Housing (P1)

On February 14, the PSC supported the addition of a set of policies to support family-friendly housing (P1) and related services due to the increasing numbers of children in the Central City. These policies include support for housing types that are supportive of the needs of families with children and the services such as parks, schools and community centers that are needed to sustain families in the Central City.

Volume 2A1: Zoning Code and Map Amendments: Central City Plan District

Volume 2A1 contains zoning code and maps primarily related to the Central City Plan District. The PSC discussed parts of this volume at nearly all of the work sessions. Project staff integrated the results of the PSC work sessions into what is titled *Revised Staff-Proposed Draft*. We provided you with a copy of this document and it is also posted on the BPS website. *(See also, B. Guide to Reading Volume 2A, Part 1 and 2)*

Here is a summary of the significant changes made between the Proposed Draft and the Revised Draft to this volume:

Historic Height

On September 27 the PSC discussed and supported the staff recommendation to reduce heights in the New Chinatown/Japantown, NW 13 Avenue, and Irvington Historic District from 75 – 125 feet. The PSC discussed East Portland/Grand Avenue Historic District heights again on November 16 and ultimately supported the staff recommendation to reduce some heights in the district. The ability to gain more height through bonuses was eliminated for all districts.

Scenic Height

On September 27 the PSC discussed and supported the staff recommendation for B1: View of Mt Hood from Japanese Garden and B2: View of Vista Bridge from Jefferson Street. Then on February 14, PSC revisited and affirmed their previous decision related to Vista Bridge. At the September 27 meeting, PSC also discussed B3: View of Mt Hood from Salmon Street Springs for a considerable length of time and with a 7-4 vote, the Commissioners opposed preserving the Salmon Springs view corridor. Items B4, B5, B9, B10 were also discussed and supported by the PSC.

Other Height (specific height requests)

On November 16 the PSC discussed other height requests across the Central City. The PSC supported height increased to C3: RiverPlace C23: Post Office Site. C1: Old Town-Chinatown and C2: Pearl District height increase requests resulted in maintaining staff recommendation for base height but added bonus height to these areas. C32: Park Blocks resulted in a recommendation for a shadow study requirement (new Map 510-11) along the east side of the Park Blocks to allow for

morning sun and a 12-foot setback to provide more light and air around the park. A new map 510-22 was developed to show the area where this applies.

Other discussions of C8: West End, C15: Lloyd Edge, and C6: Bridgeheads resulted in the PSC maintaining staff recommendations.

The results of all of the height discussions resulted in amendments to Map 510-3, Base Heights, and Map 510-4, Bonus Heights.

Miscellaneous Code and Map Amendments
On November 16 PSC approved Item L1, which updated Map 510-17 to show the expanded light rail system and areas where vehicle repair and vehicle sales and leasing uses are restricted. This includes light rail stations in the Central Eastside including OMSI and Clinton station areas.

On January 10, the PSC discussed Items I27 and I28, which would allow a limited amount of Retail Sales and Service uses on sites zoned Open Space (OS) in the Central City, including Governor Tom McCall Waterfront Park.

On January 10 the PSC considered adding to the list of items that cannot be considered an active use behind Ground Floor Windows (items I4 and I5). PSC tentatively approved allowing windows into bicycle parking areas for up to 25 percent of the requirement. PSC also approved I20 requiring 60 percent ground floor window coverage on facades facing parks and open areas. A new Map 510-8 Ground Floor Windows has been created to reflect these updates.

Green Building
The PSC discussed green building elements during several of their meetings. On January 10 they tentatively approved E1, requiring that developers register with one of several organizations for certification as a low-carbon building. On January 24, they tentatively approved E3 Bird Safe Glazing, which set a 30 percent glazing threshold for projects to comply with the regulations and a list of options for glazing patterns and techniques for application. The PSC also approved E5, the ecoroof recommendation with an expanded purpose statement and exempted the top roofs of parking garages.

FAR/Zoning
On November 16, the PSC discussed items D3, D4 and D5, height and FAR increase requests in the SE 11 and 12 area of the Central Eastside. The PSC was supportive of staff's proposal to rezone these properties from IG1 to EX and to increase the allowed bonus heights to 60 feet.

On January 10, the PSC supported staff recommendations for items K3, K4, and K5 to increase the FAR limit in parts of the University District/South Downtown area, including along the southern extension of the transit mall (from 6 to 1 to 9 to 1), the Lincoln Station area (from 2 to 1 to 6 to 1). The PSC set FAR limits in the West End at 8 to 1. On March 14 PSC supported increases in FAR in accordance with the staff recommendation for part of RiverPlace (from 4 to 1 to 5 to 1) (item I35); as well as portions of the North Pearl District, generally from 4 to 1 to 5 to 1 (item I34). PSC approved the staff recommendation to maintain zoning changes proposed in L1-L7. Map 510-2 Maximum Floor Area Ratios and the Proposed Zoning Maps reflect these changes.

Bonuses and Transfers
In early 2017, the City Council approved a package of amendments to support the provision of affordable housing in Portland that resulted in the need for several technical amendments to the Central City code to make it consistent with the newly adopted Inclusionary Housing Program. The PSC approved those items I30 and I31 on March 14.

On April 11, PSC also tentatively approved item I32 that modified how the affordable housing bonus would be calculated. This amendment added that one square foot of bonus is earned for each net building square foot up to the 3 to 1 FAR maximum for the site.

The PSC also supported item I40, exempting K-12 public and private schools from the master plan process.

Parking
On November 16, the PSC discussed and supported a major rewrite to the parking code. This included F1, an update to the parking ratios that set parking maximums in the Central City from 0.5/1000 square feet to 2/1000 square feet depending on the land use and location.

Volume 2A2: Zoning Code and Map Amendments: River, Scenic and Trails

Volume 2A2 contains zoning code and maps primarily related to the Willamette river, scenic overlay zones and major public trails. The PSC discussed the parts of this volume that relate to the river and trails on November 16, January 10, February 14, and April 11. Project staff integrated the results of the PSC work sessions into what is titled *Revised Staff-Proposed Draft*. We provided you with a copy of this document and it is also posted on the BPS website. *(See also, B. Guide to Reading Volume 2A, Part 1 and 2)*

Here is a summary of some of the significant changes made between the Proposed Draft and the Revised Draft:

River Setback
On November 16, the PSC discussed and supported item G2 to expand the river setback from 25 feet to 50 feet from top-of-bank. The purpose is to protect natural resources and to allow sufficient space for public recreation. River-dependent and river-related uses would still be allowed within the river setback.

Marine Terminals and Docks
On January 10, the PSC supported item M9 and H6 to allow up to 5,000 square feet of development of river-related marine passenger terminal uses within the river setback and supported item H5 to modify the river-related code definition for a marine passenger terminal. The PSC also accepted revisions to the purpose statement for this code regulation.

Landscaping Standards
On November 16, the PSC supported item G4 related to landscaping in the River General overlay zone and the relationship to the River Environmental overlay zone. This included a

recommendation to require replacement of trees 1.5 inches or larger in diameter and to allow mitigation and tree planting required for impacts to the River Environmental overlay zone to be counted towards the landscaping standards.

Maintenance of Replacement of Existing Structures
On January 10, the PSC discussed and supported item M1 allowing maintenance and replacement of existing structures both above and below the ordinary high water mark. Alterations that expand the footprint or change the location of the footprint would not be exempt from the zoning code and would need to meet standards or go through River Review.

Floating Docks
On April 11, staff proposed a new standard to allow new floating structures for seasonal recreation use in the Central Reach. PSC support the standards, which limit impacts on fish habitat by requiring new structures to be located more than 50 feet from the ordinary low water mark in order to limit impacts on shallow water habitat; limiting the number and size of structures; and requiring that the structures only be in the river during the in-water work period. PSC voiced concern about privatization of these structures so staff is returning on May 23 with more information.

View Corridors in Environmental Overlay Zones
On November 16, PSC discussed and supported item G4 to allow removal of trees and vegetation within designated view corridors in the River Environmental overlay zone in the Central City as well as item G5 to allow removal of trees through a standard in the Conservation and Protection overlay zones in the rest of the city. Trees removed must be replaced outside of the view corridor and the disturbance area must be replanted with ground cover (shrubs may be included but are not required).

Volume 2B: Transportation System Plan Amendments

Volume 2B contains transportation-related amendments to Portland's Comprehensive Plan and Transportation System Plan, including policies, street classifications, and lists of major projects and studies. It also includes information about the designation of the Central City as a Multimodal Mixed-Use Area (MMA) with the Oregon Department of Transportation.

On January 10, the PSC discussed and supported a number of amendments to the Major Projects List, which includes $47 million in new projects for the Central City (constrained list). The PSC also expressed support for amendments to the Street Classifications, primarily the bicycle classifications.

On February 28, the PSC discussed the Broadway/Weidler Interchange Project. While they supported its inclusion in the TSP, that support was contingent on the inclusion of:

- the local surface improvements, including enhanced bicycle and pedestrian connections,
- development of an equity strategy to address impacts to the African-American community,
- low income housing solutions,
- MWESB benefits,

- limiting City funding to multimodal project elements and funding sources that do not reduce investments supporting Vision Zero,
- livability in East Portland, and
- encouraging ODOT and PBOT to evaluate congestion pricing and TDM options.

Volume 3: Scenic Resources

The three parts of Volume 3A are focused on Scenic Resources.

Volume 3A, Part 1: Summary, Results and Implementation
Part 1 summarizes the Central City Scenic Resources Inventory (CCSRI) and Central City Scenic Resources Economic, Social, Environmental and Energy Analysis (ESEE) methodologies and results; describes the policy priorities for the resources; provides an at-a-glance summary of the resource protection decisions; and updates portions of the city-wide *Scenic Resources Protection Plan* (1991), scenic overlay zones and zoning code, and the building heights that are applied through the land use review and building permit processes.

Volume 3A, Part 2: Scenic Resources Inventory
The CCSRI is an inventory of all existing scenic resources in the Central City and viewpoints within the viewpoints boundary. The inventory includes detailed descriptions, scores and rankings, photos, and maps of the resources.

Volume 3A, Part 3: Economic, Social, Environmental and Energy Analysis
The ESEE evaluates the impacts of protecting (or not) the scenic resources. A decision for each resource is made whether to protect the resource and prohibit or limit impacts, such as buildings or trees, from blocking or reducing the scenic qualities of the view or to not protect the resource and allow impacts.

Amendments to Volume 3A1, 3A2, 3A3 are referenced above in the discussion of 2A2, Scenic Heights.

Volume 3B Willamette River Natural Resource Protection Plan

Volume 3B contains the *Willamette River Central Reach Natural Resource Protection Plan*. The Protection Plan includes an updated inventory of natural resources and an evaluation of trade-offs of protecting significant natural resources. The Protection Plan results in recommendations of when to limit or strictly limit conflicting uses within natural resource areas.

On November 16 the PSC discussed Item G11 and supported the updates to the *Willamette River Central Reach Natural Resources Protection Plan*. The recommendations include applying overlay zoning to the river, streams, vegetated flood areas, contiguously vegetated riparian areas and land within at least 50 of the water bodies.

Volume 4 Background Materials

This volume contains background materials for CC2035.

Volume 5: Implementation: Performance Targets and Actions Plans

This volume contains performance targets related to transportation, jobs and housing, riverbank enhancement, ecoroofs, tree canopy and public space. These targets will help measure the City's progress toward achieving the aims of the CC2035 Plan. The Action Plans describe future projects and programs by City Bureaus and others that will implement the goals of the plan. While there were many amendments to this Volume, two key items are especially worthy of mention.

Broadway/Weidler Interchange Project

The PSC voted to support an amendment to the Transportation System Plan to include the Broadway/Weidler Interchange Project with conditions that are described under 2B.

Collins Circle

The PSC also voted to support a new viewpoint of Vista Bridge on Jefferson Street at Collins Circle and recommended that it provide increased usable public space, amenities such as seating, improving pedestrian connectivity.

Volume 6: Public Involvement

This volume contains background on all of the public involvement activities that went in to the development of the CC2035 Plan up to the publication of the Proposed Draft. The only amendment that was made to this volume is to update the table on page 33 to include a summary of a West Quadrant Plan disclosure that was provided during the public hearing process.

B. Guide to Reading Volume 2A, Part 1 and 2

To help PSC quickly find the amendments made to the Proposed Draft, the amendments are shown in the following ways:

- **Existing zoning code sections:** Language proposed for addition is underlined and language proposed for deletion is shown in ~~strikethrough~~. PSC amendments and minor edits made by staff are highlighted and underlined or ~~highlighted and shown in strikethrough~~. Minor edits include:
    - Clarifications that do not change the intent of the code
    - Corrections to references
    - Removal of duplicative language

- **New zoning code sections:** Two code chapters – 33.475, River Overlay Zones, and 33.865, River Review, are new code sections. Because all of the language is new, for ease of reading it is not underlined. PSC amendments and minor edits made by staff that added language are highlighted and underlined and amendments that deleted language are ~~highlighted and shown in strikethrough~~. (see above for definition of minor edits)

- **Existing and new zoning code sections:** Language that has been edited in a substantive way by staff and has not been previously reviewed by PSC are shown in **highlighted bold Bookman Old Style** font. Substantive edits include:
    - Code that reflects a concept approved by PSC, but for which PSC has not seen the exact code language
    - Changes to the intent of the code (these are also described in a corresponding decision table)

- **Commentary:** Commentary has been updated to reflect amendments to the Zoning Code. The edits to commentary are not underlined, shown in strikethrough or highlighted.

- **Clerical edits** are not highlighted. Clerical edits include typos, spelling or numbering errors, etc.

C. Next Steps

Proposed City Council Schedule

Mid- June	Publish Recommended Draft
July 27 + August 3	City Council Hearings
Fall 2017	City Council deliberations

Proposed Ordinances and Resolutions

Ordinance A:	Vol I, Vol 2A1, Vol 2A2, Vol 2B, 3A1, 3A2, 3A3, 3B
Ordinance B:	Vol 2A3 (33.430 Environmental Zone and 33.480 Scenic Resources amendments outside of the Central City)
Ordinance C:	New Chinatown/Japantown Historic Design Guidelines (approved by Historic Landmarks Commission on December 12)
Ordinance D:	Post Office amendments (Portions of 2A1)
Resolution A:	Performance Targets and Actions (Vol 5A)
Resolution B:	Green Loop (Vol 5B)

Attachment A: Amendment topics by PSC Work Session

Here is the list of PSC Work sessions, the general content discussed, and the Decision Tables referenced.

September 27: Building heights in historic districts (Table A) and scenic view corridors (Table B)

November 16: Additional building heights discussion (Table C), zoning along SE 11 and 12 (Table D), Willamette River-related topics (Table G and H) and parking code (Table F)

January 10: Proposed TSP street classifications and transportation projects (Table J), additional uses in the Open Space zone (Table H), specific zoning and floor area ratio (FAR) requests (Table K and L), low carbon buildings (Table E), Willamette River (Table M), trees (Table N) and other miscellaneous amendments (Table I)

January 24: Ecoroofs, bird-safe window glazing (Table E) and an analysis of the costs of CC2035 green building policies in addition to other recently adopted policies, including affordable housing (Memo O)

February 14: FAR transfers on surface parking lots (Table Q), bicycle parking as a ground floor active use (Table I), policies and actions to support family housing-related items (Table P), River Review (Table M), revisions to action plans (Table R), revisited the preliminary decision about the view of the Vista Street Bridge (Table B)

February 28: Broadway/Weidler I-5 Interchange TSP Project (Table J) and continued discussion about transferring FAR from surface parking lots (Table I)

March 14: Amendments to the bonus and transfer system in light of the new Inclusionary Housing Program (Table I), additional FAR and height amendments (Table I), and the updated master plan provision (Table I), residential FAR (Table K), and FAR (Table Q)

April 11: Continued discussion about amendments to the bonus and transfer system in light of the new Inclusionary Housing Program (Table I), new policy supporting capping over the freeway (Table P) and swimming platforms (Table M)

Attachment B. Decision Tables and Related Memos

Decision Packet	Associated Decision Tables, Memos, Maps	PSC Worksession
A. Historic Height	Table A	9/27, 11/16
B. Scenic Height	Table B, Scenic Resource Protection Plan Memo	9/27, 2/14
C. Other Height	Table C, Maps, Memo C,	11/16,
D. SE 11 and 12	Table D	11/16
E. Green Buildings	Table E, Memo	1/10, 1/24
F. Parking	Table F, Memo F	11/16
G. River-Environmental	Table G, Memo G, Memo G*,	11/16
H. River-Open Space	Table H, Memo H	11/16
I. Misc. Code Amendments	Table I, Memo I, Memo I Revised, Table I Pt 2, I Pt 3, I Pt 4	11/16, 1/10, 2/14, 3/14, 4/11, 5/23
J. TSP	Table J, Memo J, Attachments J1, J4, J5	1/10, 2/28
K. FAR	Table K, Maps,	1/10, 3/14
L. Zoning	Table L, Memo L, Maps	1/10
M. Misc. River	Table M, Memo M, Attachment, Table M Pt 3,	1/10, 2/14, 4/11, 5/23
N. Trees	Table N	1/10
O. Cost Analysis	Memo O, Attachment	1/20
P. Policies	Table P, Memo P	1/20, 2/14, 4/11,
Q. Bonus and Transfer	Table Q	1/20, 2/14, 3/14
R. Actions	Table R	1/20, 2/14



Revised Staff-Proposed Draft
May 05, 2017
Based on PSC guidance

CENTRAL CITY 2035

Volume 2A
ZONING CODE & MAP AMENDMENTS

Part 1: Central City Plan District

Proposed Draft
June 20, 2016

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

Portland's Central City 2035 Plan proposes changes to create a prosperous, healthy, equitable and resilient urban core.

For more information:

Visit the project website	www.portlandoregon.gov/bps/CC2035
Email the project team	cc2035@portlandoregon.gov
Call the helpline	503-823-4286

Para obtener más información, por favor llame al 503-823-4286.

如需更多資訊，請致電：503-823-4286。

За дополнительной информацией обращайтесь по номеру 503-823-4286.

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Guide to Reading CC2035 Plan, Volume 2A, Part 1

CC2035 Plan, Volume 2a, Part 1 contains zoning code amendments to implement the Central City plan district, Comprehensive Plan Map and Zoning Map and other related code amendments to support the policy framework of the draft *Central City 2035 Plan*. Also included are code commentary pages that help clarify the intent of the code changes and expected implementation. The document is formatted to facilitate readability; showing revised code changes on the right-hand pages and related commentary on the facing left-hand pages.

Edits to the zoning code are shown in the following ways:

- **Existing zoning code sections:** Language to be added is underlined and language to be deleted is shown in ~~strikethrough~~. PSC amendments and minor edits made by staff are highlighted and underlined or ~~highlighted and shown in strikethrough~~. Minor edits include:
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Commentary

33.510.010 Purpose: The purpose statement has been expanded and now references the Central City 2035 Plan, which will supersede the 1988 Central City Plan, the Downtown Plan, the River District Plan, the University District Plan, and the Central City Transportation Management Plan.

33.510.020 Where the regulations apply. 33.700.070E.1.a states "The regulations in a plan district supersede regulations in overlay zones, base zones, and regulations in the 600s series of chapters." It is duplicative to call out specific standards in the plan district that supercede regulations elsewhere in the code. This is already detailed in 33.700 Administration and Enforcement.

General

33.510.010 Purpose

The Central City plan district implements the Central City 2035 Plan. The regulations address the unique role the Central City plays as the region's premier center for jobs, health and human services, tourism, entertainment and urban living. The regulations encourage a high-density urban area with a broad mix of commercial, residential, industrial and institutional uses, and foster transit-supportive development, pedestrian and bicycle-friendly streets, a vibrant public realm and a healthy urban river.~~Central City Plan and other plans applicable to the Central City area. These other plans include the Downtown Plan, the River District Plan, the University District Plan, and the Central City Transportation Management Plan. The Central City plan district implements portions of these plans by adding code provisions that address special circumstances existing in the Central City area.~~

33.510.020 Where the Regulations Apply

The regulations of this chapter apply to the Central City plan district. The boundaries of the plan district and its subdistricts are shown on Map 510-1 at the end of this chapter, and on the Official Zoning Maps. ~~The plan district standards for uses, floor area ratio (FAR), height, FAR bonuses and transfers, required residential development, amount of parking, and Central City master plans control when in conflict with any base or overlay zone.~~ For other regulations, in cases of conflict the most restrictive regulation controls. The information depicted on Maps 510-1 through ~~510-7~~510-22 is part of the plan district regulations and is subject to the same amendment procedures as amendments to the text of this chapter.

33.510.030 Application of Regulations Along Proposed Rights-of-Way and Accessways

Where Maps 510-1 through 510-~~16~~22 identify a right-of-way as a "proposed right-of-way" or "proposed accessway," the location of the right-of-way or accessway on the map represents only a conceptual location. When dedicated or improved, the location of the right-of-way or accessway may vary from the conceptual location shown on these maps. Regulations of this chapter that are based on the location of a proposed right-of-way or accessway apply as follows:

A. If the right-of-way or accessway has been improved or dedicated, the regulation applies based on the actual location of the right-of-way, tract, or easement.

B. If the right-of-way or accessway has not been improved or dedicated, the regulation applies based on the location of the facility as shown on the street plan for the area that has been accepted by City Council. The street plan is maintained by the Portland Office of Transportation and is documented in the Transportation Element of Portland's Comprehensive Plan.

Commentary

33.510.100 Vehicle Repair and Vehicle Sales or Leasing

The areas where the restriction of vehicle repair use, sales and leasing apply is being expanded. Map 510-17 has been updated to reflect the areas where light rail line expansion has occurred. The intent of expanding the areas where vehicle repair use, sales and leasing uses are restricted is to avoid vehicle and light rail conflicts along the light rail alignment.

Areas identified on the new map include:

a. MAX lines where high pedestrian volume exists or is anticipated
b. Existing exclusion of the western tip of Goose Hollow;

Areas excluded:

c. Where the MAX alignment is elevated or otherwise separated from the surface street system, presenting no potential conflicts with cars or pedestrians (e.g., elevated section between South Downtown/University and South Waterfront).
d. Most of the industrial Central Eastside and all of Lower Albina.

However, there is an exception for the temporary sales or leasing of consumer vehicles in areas mapped on Map 510-17 that are permanently prohibited from vehicle sales in the vicinity of light rail stations. As an example, this provision would allow consumer vehicle sales at the Oregon Convention Center or Rose Quarter as part of a display show.

33.510.100 Vehicle Repair and Vehicle Sales or Leasing

A. Vehicle Repair uses are prohibited in the areas shown on Map 510-17.

B. The sale or leasing of consumer vehicles, including passenger vehicles, motorcycles, ~~light and medium~~ trucks, travel trailers, and other recreational vehicles, is prohibited in the areas shown on Map 510-17, with the following exceptions:

1 ~~that o~~Offices for the sale or leasing of consumer vehicles where the vehicles are displayed or stored elsewhere are allowed~~.~~; and

2. The temporary sale or leasing of consumer vehicles is allowed for up to 14 consecutive days. The time between temporary sales or leasing events must be 4 times as long as the duration of the last event.

~~**33.510.100 Vehicle Repair Uses**~~

~~Vehicle Repair uses are prohibited in the Downtown subdistrict, and in the Goose Hollow subdistrict on the portion of a site within 500 feet of a light rail alignment.~~

~~**33.510.105 Vehicle Sales or Leasing**~~

~~Sale or lease of consumer vehicles, including passenger vehicles, motorcycles, light and medium trucks, travel trailers, and other recreational vehicles., is prohibited in the portions of the Downtown and Goose Hollow subdistricts shown on Map 510-18. Offices for sale or lease of vehicles, where the vehicles are displayed or stored elsewhere, are allowed.~~

33.510.110 Mixed Use Waterfront Development

A. Purpose. The Central City 2035 Plan area fronts on portions of the working harbor. The working harbor is the area downstream from the Broadway Bridge. Sites developed for mixed use projects in residential zones along the working harbor will better implement the Central City 2035 Plan, Willamette Greenway Plan, Lower Willamette River Management Plan, and Comprehensive Plan if compatible river-dependent industrial activities are allowed as part of mixed use projects.

B. Where these regulations apply. The regulations of this section apply to portions of sites in the RX zone that are next to the Willamette River, and are downstream from the Broadway Bridge.

C. Additional uses allowed. The following uses are allowed in the nonresidential portion of a mixed use development:

1. Passenger ship docking facilities and accessory customs and cargo handling facilities; and
2. Marinas.

D. Minimum residential density. Where there are any non-residential uses on the site, minimum residential densities are one dwelling unit for each 2,000 square feet of site area.

33.510.112 Commercial Parking

Commercial Parking is subject to special regulations in Sections 33.510.261 and 33.510.262 ~~through .267~~. Visitor Parking and Undedicated General Parking, as described in Section 33.510.261 and

Commentary

33.510.113 Retail Sales And Service and Office Uses in the IG1 Zone.

The provisions of this section are moved to 33.510.119. Subparagraphs B. Historic Resources and C. Employment Opportunity Subarea have been updated.

33.510.262, are Commercial Parking. The other types of parking are accessory parking although they either ~~some of them~~ may operate as commercial parking according to 33.510.261 and 33.510.262.

~~**33.510.113 Retail Sales And Service and Office Uses in the IG1 Zone**~~

~~**A. Generally.**~~

~~1. Where these regulations apply. The regulations of this subsection apply to sites in the IG1 Zone that are not subject to Subsections B and C, below.~~

~~2. Allowed uses. One Retail Sales And Service or Office use is allowed per site. The square footage of the net building area plus the exterior display and storage area may be up to 3,000 square feet.~~

~~3. Conditional uses.~~

~~a. More than one Retail Sales And Service or Office use on a site is a conditional use.~~

~~b. Retail Sales And Service uses where the net building area plus the exterior display and storage area is more than 3,000 square feet are a conditional use. Retail Sales And Service uses where the net building area plus the exterior display and storage area is more than 25,000 square feet, or the square footage of the site area, whichever is less, are prohibited.~~

~~c. Office uses where the net building area plus the exterior display and storage area is more than 3,000 square feet are a conditional use. Office uses where the net building area is more than 60,000 square feet or the square footage of the site area, whichever is less, are prohibited.~~

~~**B. Historic resources.**~~

~~1. Where these regulations apply. The regulations of this subsection apply in the IG1 Zone to historic resources that are listed on the National Register of Historic Places or are identified as contributing to the historic significance of a Historic District or a Conservation District.~~

~~2. Allowed uses. Up to 12,000 square feet on a site may be in Retail Sales And Service or Office use. The total amount of square footage includes net building area, exterior display, and storage area of all Retail Sales And Service and Office uses on the site. More than 12,000 square feet on a site in Retail Sales And Service uses is prohibited.~~

~~3. Conditional uses. More than 12,000 square feet on a site may be in Office uses if approved through a conditional use. The total amount of square footage includes net building area, exterior display, and storage area of Office uses on the site. If there are also Retail Sales And Service uses on the site, no more than 12,000 square feet may be in Retail Sales And Service use.~~

~~***C. Central Eastside Subdistrict.***~~

~~1. Purpose. The regulations of this subsection are intended to broaden the mix of employment uses in the Central Eastside Industrial District in a manner that increases the vitality of the district without negatively impacting the viability of industrial uses and development. The additional uses allowed by the regulations are uses that build~~

Commentary

~~on the economic strengths, locational advantages and urban character of the Central Eastside.~~

~~2. Where these regulations apply. The regulations of this subsection apply to sites zoned IG1 in the Central Eastside Subdistrict that are not subject to Subsection B.~~

~~3. Allowed uses.~~

~~a. Retail Sales And Service and Traditional Office uses.~~

~~(1) Sites up to 40,000 square feet in size. The following regulations apply to Retail Sales And Service and Traditional Office uses on sites that are 40,000 square feet or less in size:~~

- ~~Up to 5,000 square feet of the net building area plus the exterior display and storage area on a site may be in Retail Sales And Service use. More than 5,000 square feet in Retail Sales And Service use on a site is prohibited.~~
- ~~Up to 5,000 square feet of net building area on a site may be in Traditional Office use. More than 5,000 square feet in Traditional Office use on a site is prohibited.~~

~~(2) Sites over 40,000 square feet in size. The following regulations apply to Retail Sales And Service and Traditional Office uses on sites that are more than 40,000 square feet in size:~~

- ~~Retail Sales and Service uses on a site are allowed but net building area plus exterior display and storage is limited to an amount equal to 12.5 percent of the total site area. More than 12.5 percent in Retail Sales And Service use is prohibited.~~
- ~~Traditional Office uses on a site are allowed but net building area is limited to an amount equal to 12.5 percent of the total site area. More than 12.5 percent in Traditional Office use is prohibited.~~

~~b. Industrial Office.~~

~~(1) Generally, Industrial Office uses are allowed but net building area plus exterior display and storage is limited to up to an amount equal to three times the square footage of the site. Unless allowed by one of the exceptions below, Industrial Office use in excess of three times the square footage of the site is prohibited.~~

~~(2) Exceptions.~~

- ~~If the site is 20,000 square feet or less is size, up to 60,000 square feet of net building area may be in an Industrial Office use. More than 60,000 square feet per site is prohibited.~~
- ~~Industrial Office uses are allowed in buildings that existed on December 21, 2016. In this case, 100 percent of the net building area may be in an Industrial Office use including floor area added inside of the building as it existed on December 21, 2016. In addition, up to 5,000 square feet of floor area added to the roof of the building as it existed on December 21, 2016 can be in Industrial Office use. Industrial Office use in more~~

Commentary

33.510.114 Exemptions for Portland State University
Portland State University's RX zoned sites have been rezoned to CX, eliminating the need for provision A. Provision B will remain.

33.510.115 Additional Uses Allowed in the Open Space Zone
During the quadrant planning processes stakeholders discussed the desire to activate the riverfront and develop multifunctional riverfront open spaces that would be a regional attraction. This is reflected in the CC2035 Plan's Willamette River Urban Design Concept, policy framework and implementation actions. Portland Parks and Recreation also expressed an interest in increasing Retail Sales and Service use allowances in the Central City, to attract and serve park and open space visitors. Examples of anticipated uses are cafes and recreational equipment rental shops. These types of uses are common in many urban parks elsewhere in the United States and abroad.

This provision allows a limited amount of retail sales and service uses on sites zoned OS in the Central City. The number of uses is not limited, but retail uses may not exceed a total net building area of 2,500 square feet on sites one acre or less. On sites greater than one acre, the total amount of Retail Sales And Service uses on the site can be no more than 5 percent of the total site area or 10,000 square feet, whichever is less. The provisions applicable to Providence Park are not changing.

The River Recreation "r" overlay zone is changing to River General overlay zone "g*" for Governor Tom McCall Waterfront Park, to allow for Retail Sales And Service uses as described without the recreation-only use requirements that come with the "r" overlay.

~~than 5,000 square feet of floor area added to the roof of the building is prohibited.~~

33.510.114 Exemptions for Portland State University

~~**A.** Development by Portland State University within the University District, is exempt from the Conditional Use requirements of Section 33.815.070, Sites with Split Zoning;~~

~~**B.**~~ Development by Portland State University within the University District/South Downtown subdistrict is exempt from the Conditional Use requirements of Chapter 33.815, Conditional Uses, in situations where a use would be allowed if it was not associated with the University. Instead, such development is subject only to the regulations of the base zone, overlay zone, and plan district.

33.510.115 Additional Uses Allowed in the Open Space Zone

A. Purpose. Additional uses are allowed on ~~certain~~sites zoned OS within the Central City plan district in recognition of the diversity of functions that Central City open spaces provide to residents and visitors. The Central City's open spaces tend to be more urban than open spaces found outside the Central City. Plazas, parks, and other improved outdoor spaces found in the Central City may be designed for a more intensive use ~~and some may be adjacent to the Willamette River, while others~~ and may include little or no green space. ~~In some cases, more intense activities are appropriate when the open space site is located near a Transit Station.~~ These open spaces may contain buildings, benches, art, coffee shops or restaurants, or other small retail shops. These uses are encouraged in ~~some~~ urban parks in the Central City to help promote downtown as a regional attraction, enhance the Central City's role in culture and entertainment, provide space for outdoor activities that are appropriate in an urban setting, and increase desirable activity within and near the open space.

Commentary

B.3.b

This provision is specifically intended to be applicable to Providence Park only, but a park as large as Governor Tom McCall Waterfront Park would also be eligible per current code. To avoid applying this provision to Governor Tom McCall Waterfront Park staff has added that sites within the River General Overlay (g*) are not eligible.

B. Additional uses allowed. ~~The following uses are allowed on sites in the OS zone that are also shown on Map 510-1011:~~

1. ~~One~~ Retail Sales and Service use~~s such as flower, food and drink stands, and other similar pedestrian-oriented uses, per site is~~ are allowed as follows:

   a. On sites that are ~~5~~ 1 acre or less in size, t~~T~~he total net building area of ~~each~~ all Retail Sales And Service~~the~~ uses on the site may be up to ~~1,000~~2,500 square feet.~~, but the total amount of all Retail Sales And Service uses on the site may not be more no larger than 5 percent of the total site area of the site.~~

   b. On sites that are more than ~~5~~ 1 acre~~s~~ in size, the total net building area of ~~each~~ all Retail Sales And Service uses on the site may be up to 10,000 square feet, or 5 percent of the total site area, whichever is less. ~~but the total amount of all Retail Sales And Service uses on the site may not be more than 10,000 square feet.~~

2. Parking that is totally below grade and existed as of February 9, 2000; and

3. The uses listed in Subparagraph B.3.a. are allowed on sites that meet the requirements of Subparagraph B.3.b. Adjustments to this paragraph are prohibited.

   a. Uses allowed:

      (1) Major Event Entertainment;

      (2) Commercial Outdoor Recreation; and

      (3) Up to 15,000 square feet of Office.

   b. Requirements for sites where uses in Subparagraph B.3.a. are proposed:

      (1) The site must be at least 5 acres in area;

      (2) The site must be within 500 feet of a Transit Station;

      (3) The site is not within the River General (g*) overlay zone;

      (~~4~~3) The standards of Chapter 33.262, Off-Site Impacts, must be met;

      (~~5~~4) The site must have an unexpired Good Neighbor Agreement that is approved by City Council as described in 33.510.115.C, below;

      (~~6~~5) The site must have a Comprehensive Transportation Management Plan that is approved by City Council as described in 33.510.115.D, below; and

      (~~7~~6) If the site is not managed by the owner, the site must have an Operating Agreement that is approved by City Council.

Commentary

No Substantive Change

C. Good Neighbor Agreement

1. Purpose. The Good Neighbor Agreement requirements provide an opportunity to consider the impacts of a Major Event Entertainment or Commercial Outdoor Recreation use on nearby residents and businesses. This is achieved by requiring owners or operators to meet with interested parties and by requiring the formulation of a written implementation program referred to as a "Good Neighbor Agreement" before a building permit is issued.

2. When a Good Neighbor Agreement is required. A Good Neighbor Agreement, approved by the City Council, is required before a building permit will be issued for sites with a Major Event Entertainment or Commercial Outdoor Recreation use. The Good Neighbor Agreement does not have to be updated before each building permit is issued, but it must be current at the time of permit issuance.

3. Required process for development and approval of a Good Neighbor Agreement. The owner or operator of the Major Event Entertainment or Commercial Outdoor Recreation use must complete the steps listed in this paragraph. For purposes of this requirement, “applicant” means the owner or operator.

   a. Develop a Draft Good Neighbor Agreement. The applicant must develop a Draft Good Neighbor Agreement that includes all of the elements listed in Paragraph C.4., below.

   b. Contact the neighbors. The applicant must contact neighboring property owners and organizations as described below:

      (1) Schedule a meeting. The applicant must schedule a meeting to discuss the draft agreement;

      (2) Mail notice of the meeting to neighbors. The applicant must mail written notice of the meeting, as specified below:
      - The notice must be mailed at least 14 days before the date of the meeting;
      - The notice must be mailed to all property owners within 1,000 feet of the site and to recognized organizations in which the site is located and recognized organizations within 1,000 feet of the site; and
      - The notice must include the date, time, and place of the meeting, and a copy of the Draft Good Neighbor Agreement.

   c. Hold the Good Neighbor Agreement meeting. Hold the meeting as described below:

      (1) Purpose of meeting. The purpose of the meeting is to provide the opportunity for all interested parties to identify concerns that should be considered through the Good Neighbor Agreement. The anticipated outcome of the meeting is an agreement between the neighbors—including residents and businesses—and the applicant as to how each issue will be considered in the Good Neighbor Agreement. However, a consensus is not required;

Commentary

33.510.115.C.3.d

Clarification has been added that the lead city agencies on the Providence Park Good Neighbor Agreement and Comprehensive Transportation Management Plan are the Office of Management and Finance and the Portland Bureau of Transportation. This is a clarification of an existing procedure, not a substantive change.

(2) Attendance by City staff. City staff may attend the meetings to offer suggestions or information, identify potential problems with the Draft Good Neighbor Agreement, or to observe. Participation by City staff in the meeting is not required and does not indicate City approval of the Good Neighbor Agreement;

(3) Additional meetings. Additional meetings may be held.

d. City Council hearing. The applicant must request a City Council hearing. The applicant must request City Council to consider both the Comprehensive Transportation Management Plan and the Good Neighbor Agreement at the same hearing. The purpose of the hearing is for Council to ensure that the applicant has taken the procedural steps required by this paragraph and has adequately addressed the elements in the Good Neighbor Agreement required by Paragraph C.4. City staff from the Office of Management and Finance and the Bureau of Transportation will provide advice to City Council. The Council may approve, approve with modifications, or reject the Good Neighbor Agreement.

At least 14 days before the hearing, the applicant must file the following materials with the City Auditor's Office:

(1) A copy of the notice of the Good Neighbor Agreement meeting mailed to neighbors as required by C.3.b.(2), above;

(2) The names and addresses of all those to whom the notice of the Good Neighbor Agreement meeting was mailed;

(3) The names and addresses of those who attended the meeting;

(4) The Draft Good Neighbor Agreement and, if different, the version of the Good Neighbor Agreement that the applicant requests Council to approve;

(5) Any other versions of the Good Neighbor Agreement which were reviewed at the meeting;

(6) A copy of the notice of City Council hearing required by C.3.e.(1), below; and

(7) The names and addresses of all those to whom the notice of City Council hearing was mailed.

e. Notice of City Council hearing. The applicant must mail written notice of the City Council hearing as specified below:

(1) The notice must be mailed to all property owners within 1,000 feet of the site, to recognized organizations in which the site is located and recognized organizations within 1,000 feet of the site, and to those who attended the Good Neighbor Agreement meeting;

(2) The notice must also be published in a recognized newspaper;

(3) The notice must be mailed at least 14 days before the hearing; and

Commentary

(4) The notice must contain at least the following information:

- The date, time, and place of the City Council hearing;
- A copy of the Good Neighbor Agreement that is filed with the City Auditor's Office, as specified in C.3.d.(4);
- The street address or other easily understood geographical reference to the property to be covered by the Good Neighbor Agreement;
- A statement that the purpose of the hearing is for Council to ensure that the applicant has taken the procedural steps required by Paragraph 33.510.115.C.3. of the Zoning Code, and has included the elements in the Good Neighbor Agreement required by Paragraph 33.510.115.C.4. of the Zoning Code;
- A statement that Council may approve, approve with modifications, or reject the Good Neighbor Agreement;
- An explanation of the local decision-making process for making this decision, as described in this section of the Zoning Code;
- An invitation to comment, in writing, on the proposal and the place, date, and time that comments are due. This date and time must be at least 14 days from the mailing date of the notice;
- A statement that all information submitted by the applicant is available for review from the City Auditor, and that copies can be obtained for a fee equal to the City's cost for providing the copies; and
- A statement that issues which may provide the basis for an appeal to the Land Use Board of Appeals must be raised before the comment period expires and that such issues must be raised with sufficient specificity to afford the City Council an opportunity to respond to the issues.

f. Notice of City Council decision. The City Auditor will file the notice of decision by the next working day after the decision is made. Within 5 days of filing the notice of decision, the City Auditor will mail a notice of the decision to all property owners within 1,000 feet of the site, to recognized organizations in which the site is located and recognized organizations within 1,000 feet of the site, and to all who testified at the Council hearing, submitted written comments, or requested such notice in writing.

4. Elements of a Good Neighbor Agreement. The Good Neighbor Agreement must consider all of the following items:

a. Event schedules, including coordination with nearby facilities to minimize impacts on the neighborhood of concurrent events;

b. Event limitations;

c. Noise management;

d. Box Office hours of operation;

e. Litter management;

f. Lighting;

Commentary

g. Communications, including a process for receiving, recording, and responding to community comments;

h. Alcohol management;

i. Security;

j. Hours of operation including those for set-up and take-down;

k. Community use of the site;

l. Motorized events;

m. Oversight committee;

n. Enforcement of the Good Neighbor Agreement;

o. Exceptions to the Good Neighbor Agreement;

p. Process and requirements for updating, amending, or terminating the Good Neighbor Agreement; and

q. Effective date, term of the agreement, and date of expiration.

D. Comprehensive Transportation Management Plan

1. Purpose. The Comprehensive Transportation Management Plan requirements provide an opportunity to consider the impacts of traffic and parking on nearby residents and businesses. This is achieved by requiring owners or operators to complete an analysis of traffic issues, suggest mitigation measures, and make the draft report available to the neighbors of the site.

2. When a Comprehensive Transportation Management Plan is required. A Comprehensive Transportation Management Plan is required before a building permit will be issued for sites with a Major Event Entertainment or Commercial Outdoor Recreation use.

3. Required process for development and approval of a Comprehensive Transportation Management Plan. The owner or operator of the Major Event Entertainment or Commercial Outdoor Recreation use must complete the steps listed in this paragraph. For purposes of this requirement, “applicant” means the owner or operator.

   a. Develop a Draft Comprehensive Transportation Management Plan. The applicant must develop a Draft Comprehensive Transportation Management Plan that includes all of the elements listed in Paragraph D.4., below.

   b. Notice of Draft Plan. The applicant must mail written notice to all property owners within 1,000 feet of the site and to recognized organizations in which the site is located and recognized organizations within 1,000 feet of the site that the Draft Comprehensive Transportation Management Plan is available.

Commentary

33.510.115.D.3.c

Clarification has been added that the lead city agencies on the Providence Park Good Neighbor Agreement and Comprehensive Transportation Management Plan are the Office of Management and Finance and the Portland Bureau of Transportation. This is a clarification of an existing procedure, not a substantive change.

c. City Council hearing. The applicant must request a City Council hearing. The Comprehensive Transportation Management Plan must be considered at a City Council hearing held to also consider the Good Neighbor Agreement. The hearing must be at least 14 days after the notice to neighbors that the Draft Comprehensive Transportation Management Plan is available, as required by Subparagraph D.3.b., above, is mailed.

The purpose of the hearing is for Council to ensure that the applicant has taken the procedural steps required by this paragraph and has adequately addressed the elements in the Comprehensive Transportation Management Plan required by Paragraph D.4. City staff from the Office of Management and Finance and the Bureau of Transportation will provide advice to City Council. The Council may approve, approve with modifications, or reject the Comprehensive Transportation Management Plan.

At least 14 days before the hearing, the applicant must file the following materials with the City Auditor's Office:

(1) A copy of the notice to neighbors that the Draft Comprehensive Transportation Management Plan is available, as required by D.3.b., above;

(2) The names and addresses of all those to whom notice that the Draft Comprehensive Transportation Management Plan is available was mailed;

(3) The Draft Comprehensive Transportation Management Plan that has been made available to the neighbors, and, if different, the version of the Comprehensive Transportation Management Plan that the applicant requests Council to approve;

(4) A copy of the notice of City Council hearing required by Subparagraph D.3.d., below; and

(5) The names and addresses of all those to whom the notice of City Council hearing was mailed.

d. Notice of City Council hearing. The applicant must mail written notice of the City Council hearing as specified below:

(1) The notice must be mailed to all property owners within 1,000 feet of the site, and to recognized organizations in which the site is located and recognized organizations within 1,000 feet of the site;

(2) The notice must also be published in a recognized newspaper;

(3) The notice must be mailed at least 14 days before the hearing; and

(4) The notice must contain at least the following information:

- The date, time, and place of the City Council hearing;
- A copy of the Comprehensive Transportation Management Plan requested to be approved by Council and filed with the City Auditor's Office, as specified in D.3.c.(3);
- The street address or other easily understood geographical reference to property to be covered by the Comprehensive Transportation Management Plan;

Commentary

- A statement that the purpose of the hearing is for Council to ensure that the applicant has taken the procedural steps required by Paragraph 33.510.115.D.3. of the Zoning Code, and has included the elements in
- the Comprehensive Transportation Management Plan required by Paragraph 33.510.115.D.4. of the Zoning Code;
- A statement that Council may approve, approve with modifications, or reject the Comprehensive Transportation Management Plan;
- An explanation of the local decision-making process for making this decision, as described in this section of the Zoning Code;
- An invitation to comment, in writing, on the proposal and the place, date, and time that comments are due. This date and time must be at least 14 days from the mailing date of the notice;
- A statement that all information submitted by the applicant is available for review, and that copies can be obtained for a fee equal to the City's cost for providing the copies; and
- A statement that issues which may provide the basis for an appeal to the Land Use Board of Appeals must be raised before the comment period expires and that such issues must be raised with sufficient specificity to afford the City Council an opportunity to respond to the issues.

e. Notice of City Council decision. The City Auditor will file the notice of decision by the next working day after the decision is made. Within 5 days of filing the notice of decision, the City Auditor will mail a notice of the decision to all property owners within 1,000 feet of the site, to all neighborhood associations and business associations within 1,000 feet of the site, and to all who testified at the Council hearing, submitted written comments, or requested such notice in writing.

4. Elements of a Comprehensive Transportation Management Plan. The Comprehensive Transportation Management Plan must consider all of the following items:

   a. Existing conditions, including traffic counts, parking availability, attendee mode splits, and site access and circulation;

   b. Impacts of anticipated Major Event Entertainment and Commercial Outdoor Recreation uses, including a parking demand analysis; and

   c. Proposed mitigation measures.

Commentary

33.510.116 Retail Sales And Service Uses for Specified Sites in the CX and EX Zones

The amended provisions will continue to apply to specific sites in the Pearl subdistrict and South Waterfront subdistricts. The OMSI and Clinton Station Areas in the Central Eastside subdistrict have been added to Map 510-12.

The existing code provision allowing up to 60,000 sq. ft. of Retail Sales and Service uses, as a conditional use, was established to reflect the block sizes and desired retail uses in South Waterfront.

The added sites: OMSI and Clinton station areas in the Central Eastside, are identified on Map 510-12. These sites maintain the 40,000 sq ft limitation with the ability to get up to 50,000 sq ft through a conditional use.

33.510.116 Retail Sales And Service Uses for Specified Sites in the CX and EX Zones

A. Purpose. Limits on the size of Retail Sales And Service uses promote neighborhood-serving commercial development and help reduce traffic congestion associated with large-scale retailers.

B. CX Zone ~~Retail Sales And Service use~~ limitation. On sites in the CX zone within the South Waterfront Subdistrict as shown on Map 510-1~~1~~2, Retail Sales And Service uses are allowed up to 40,000 square feet of net building area for each use. Retail Sales And Service uses larger than 40,000 square feet for each use are a conditional use. Retail Sales And Service uses larger than 6~~5~~0,000 square feet for each use are prohibited. This limitation does not apply to hotel uses.

C. EX Zone limitation. On sites in the EX zone within the area shown on Map 510-1~~1~~2, Retail Sales And Service uses are allowed up to 40,000 square feet of net building area for each use. Retail Sales And Service uses larger than 40,000 square feet for each use are a conditional use. Retail Sales And Service uses larger than 50,000 square feet for each use are prohibited.

Commentary

33.510.117 Retail Sales And Service and Office uses in the RX zone.
During the West Quadrant planning process, a desire was expressed to increase flexibility for a mix of uses in the RX zone, particularly to encourage ground floor commercial uses. This section has been amended to clarify and increase allowances for office and retail in the RX zone. If at least 50 percent of the ground floor is in retail sales and service or office, an additional, moderate amount of building square footage could be allowed to be in these uses – allowing for more mixed use development while maintaining residential as the dominant use and ensuring active uses on the ground floor.

D.2.a (2) Conditional Uses. Conditional use provisions have been deleted. The first conditional use provision is no longer necessary because of revisions to D.2.a.(1). With the elimination of the RX zone in the northern portion of the West End, the second conditional use provision would not apply to any RX areas in the Central City.

33.510.117 Retail Sales And Service and Office Uses in the RX Zone

A. Purpose. The provisions of this section enhance the residential character of the RX zone , improve the economic viability of residential development and promote active streetscapes by allowing commercial uses. At the same time, commercial uses are regulated to assure that residential uses are the primary use in the zone.

B. Where these regulations apply. The regulations of this section apply to sites in the RX zone~~, except in the area shown on Map 510-14, and supersede the regulations of the base zone. Sites in the area shown on Map 510-14 are subject to the regulations of Section 33.510.118, Use Regulations for Specified Sites in the West End Subarea, not those of this section~~.

The regulations of Paragraph D.2. apply to sites that are not on the Park Block frontages; the regulations of Paragraph D.3. apply to sites that are on the Park Block frontages. The South Park Block frontages are shown on Map 510-1~~3~~4.

C. Adjustments prohibited. Adjustments to the regulations of this section are prohibited.

D. Retail Sales And Service and Office uses in the RX zone.

1. Outdoor activities on all sites. All commercial uses must be conducted entirely within fully enclosed buildings. Exterior display of goods and exterior storage are not allowed. Outdoor seating for restaurants and pedestrian-oriented accessory uses, such as flower, food, or drink stands, are exempt from this requirement.

2. Sites not on Park Block frontages. On sites that are not on the South Park Block frontages, shown on Map 510-1~~3~~4, the following regulations apply:

   a. New multi-dwelling development. Retail Sales And Service or Office uses are allowed as part of a new multi-dwelling development as follows:

      (1) ~~Limited uses.~~Up to 20 percent of the net building area of a new multi-dwelling development may be in Retail Sales And Service or Office use; or

      (2) Up to 40 percent of the net building area of a new multi-dwelling development may be in Retail Sales And Service or Office use if at least 50 percent of the area of the ground floor contains Retail Sales And Service or Office uses.

      - ~~If all of the Retail Sales And Service or Office uses are on the ground floor, up to 40 percent of the net building area of a new multi-dwelling development may be in Retail Sales And Service or Office uses;~~
      - ~~If any portion of the Retail Sales And Service or Office uses is not on the ground floor, up to 20 percent of the net building area of a new multi-dwelling development may be in Retail Sales And Service or Office uses.~~

Commentary

33.510.117 Retail Sales And Service and Office uses in the RX zone.

D.2.b.(1) Conversion of existing multi-dwelling development. The RX Zone is intended to be primarily residential. The possibility of allowing up to 100 percent retail or office uses, rather than the existing 40 percent allowed today, was discussed as part of the West Quadrant planning process as a way to reduce development pressure on older residential buildings. This percentage is too high to maintain the intent of the zone. Sixty percent seems like a meaningful increase to maintain residential units in each building and support the desire for residential development in the zone.

D.2.b.(2) Existing non-residential development. the West Quadrant planning process, a desire was expressed to preserve older buildings that are not formally designated as historic, including non-residential buildings in the RX zone. This new provision allows 100 percent of existing non-residential buildings in the RX zone (e.g. meeting halls, churches, community centers and other special-purpose buildings) to be used for office and retail uses. This includes non-residential conditional uses and legal non-conforming uses. Most of these buildings are not well suited to residential use and are at risk of demolition if their current non-residential use ends or is no longer feasible. Similar provisions already exist for designated historic resources in the RH and RX zones (see 33.445.610).

D.3 Sites on Park Block frontages: Retail allowances along the Park Blocks have been updated to increase the allowance for ground floor retail and office to be consist with CC 2035 Plan policies to activate areas along the future Green Loop. A conditional use review is required if any retail or office is located above the ground floor.

~~(2) Conditional uses.~~

- ~~If any portion of the Retail Sales And Service or Office uses is not on the ground floor, more than 20 and up to 40 percent of the net building area of a new multi-dwelling development may be in Retail Sales And Service or Office uses if approved as a conditional use;~~
- ~~If the entire site is within 500 feet of a Transit Station, more than 20 and up to 50 percent of the net building area of a new multi-dwelling development may be in Retail Sales And Service or Office uses if approved as a conditional use.~~

b. Conversion of existing development.

(1) Up to 60 percent of net building area in a multi-dwelling development that existed on [insert effective date] may be converted to Retail Sales And Service and Office uses.

(2) Up to 100 percent of the net building area of any building may be converted to Retail Sales And Service and Office use if:

- A legally-established non-residential use was operating in the building on [insert effective date]; and
- The development maintains the same number of dwelling units in the building after the conversion.

~~b. Conversion of multi-dwelling development. Up to 40 percent of existing net building area in a multi-dwelling development may be converted to Retail Sales And Service and Office uses. if the following are met:~~

~~(1) All of the Retail Sales And Service or Office uses must be on the ground floor; and~~

~~(2) The conversion may not result in a net loss of the square footage in residential use, or a net loss in the number of dwelling units in the development.~~

3. Sites on South Park Block frontages. On sites that are on the Park Block frontages, shown on Map 510-1~~3~~4, the following regulations apply:

a. Up to 100 percent of the floor area of the ground floor of a building may be in Retail Sales And Service and Office use; and

b. Up to 20 percent of the net building area located somewhere other than the ground floor is allowed if approved through a Conditional Use review.

~~a. New multi-dwelling development. Up to 20 percent of the net building area of a new multi-dwelling development may be in Retail Sales And Service or Office uses if approved as a conditional use;~~

~~b. Conversion of existing multi-dwelling development. Conversion of existing multi-dwelling development to Retail Sales And Service and Office uses is prohibited.~~

Commentary

Delete: 33.510.118 Use Regulations for Specified Sites in the West End Subarea
The original *Downtown's West End Plan* (2002) created A, B, and C sites within a mapped area of the West End. The strategy for the area was to preserve RX zoning, but increase flexibility for a wider range of non-residential uses on some sites. Type C sites were the most restrictive in terms of allowances of other uses, but even these sites could accommodate a wider range of uses if certain criteria were met.

Since 2002 none of the Type C sites have redeveloped and the housing replacement provisions available for these sites have never been used. It's unclear whether this is a result of the zoning pattern or simply of the market.

During the West Quadrant planning process there was interest in allowing more flexibility in this area for non-residential uses. Some zoning in the area is being updated to CX, which will accommodate the non-residential uses, but also allow for residential uses.

~~33.510.118 Use Regulations for Specified Sites in the West End Subarea~~

~~A. Purpose.~~ ~~Provisions within this section are intended to encourage an infill pattern of development in the portion of the West End Subarea shown on Map 510-14. This infill strategy preserves the Central Residential zone while encouraging a wider range of nonresidential uses. These provisions limit redevelopment pressure on existing housing.~~

~~B. Where these regulations apply.~~ ~~The regulations of this section apply to sites in the area shown on Map 510-14, and supersede the regulations of the base zone. Minimum residential densities must be met only where specified in this section. The regulations of Subsection D. apply to Type C sites. Where the site, or a portion of the site, occupies a full block, the regulations of Subsection E. apply to the full-block portion of the site. Portions of the site that are not part of the full block must meet the regulations for sites that are less than a full block. The regulations of Subsections F., G., and H. apply where the site occupies less than one full block.~~

~~C. Adjustments prohibited.~~ ~~Adjustments to the regulations of this section are prohibited.~~

~~D. Demolition on Type C sites.~~ ~~Demolition on Type C sites as shown on Map 510-14, is subject to Subsection 33.510.242.C.~~

~~E. Full-block sites.~~ ~~Where the site, or a portion of the site, occupies a full block, at least 50 percent of all net building area on the full block portion of the site must be in Household Living uses, and the minimum residential density requirement of the RX Zone must be met. The net building area that is not in Household Living uses is regulated as specified in Subsection F., with all percentages of allowed development based on the net building area in nonresidential use, not the net building area on the block.~~

~~F. Type A sites.~~ ~~On Type A sites, as shown on Map 510-14, where the site occupies less than one full block, the following use regulations apply:~~

~~1. Household Living, Retail Sales And Service, Office, Schools, Parks And Open Areas, Colleges, Medical Centers, Religious Institutions, and Daycare Uses. Up to 100 percent of the net building area may be in Household Living, Retail Sales And Service, Office, Schools, Parks And Open Areas, Colleges, Medical Centers, Religious Institutions, and Daycare uses;~~

~~2. Group Living. Group Living for up to 15 residents is allowed. Group Living for more than 15 residents is a conditional use. See Chapter 33.239;~~

~~3. Basic Utilities and Community Service uses:~~

~~a. Up to 20 percent of the net building area may be in Basic Utilities and Community Service uses; and~~

~~b. More than 20 percent of the net building area in Basic Utilities and Community Service uses is a conditional use;~~

~~4. Radio Frequency Transmission Facilities. Some Radio Frequency Transmission Facilities are allowed by right, while others are conditional uses. See Chapter 33.274;~~

~~5. Commercial Parking is subject to Central City Parking Review;~~

~~6. Rail Lines And Utility Corridors are a conditional use;~~

Commentary

7. Uses and amounts of uses not specifically listed in this subsection are prohibited.

G. Type B sites. On Type B sites, as shown on Map 510-14, where the site occupies less than one full block, the following use regulations apply:

1. Household Living uses. Up to 100 percent of the net building area may be in Household Living uses;

2. Schools, Colleges, Medical Centers, Religious Institutions, Parks And Open Areas, and Daycare uses. Up to 100 percent of the net building area may be in Schools, Colleges, Medical Centers, Religious Institutions, Parks And Open Areas, and Daycare uses if the requirements of Subsection I. are met;

3. Group Living. Group Living for up to 15 residents is allowed. Group Living for more than 15 residents is a conditional use. See Chapter 33.239;

4. Retail Sales And Service and Office uses:

   a. Up to 125 percent of the net building area that existed on the site on January 1, 2002 may be in Retail Sales And Service or Office uses if the requirements of Paragraphs I.2. and 3. are met. The applicant must document the amount of net building area that existed on the site on January 1, 2002;

   b. More than 125 percent of the net building area that existed on the site on January 1, 2002 in Retail Sales And Service and Office uses is a conditional use, subject to the approval criteria of 33.815.122 and the requirements of Subsection I. Only the square footage above 125 percent is a conditional use, and only the square footage above 125 percent must meet the requirements of Paragraph I.1.

5. Basic Utilities and Community Service uses:

   a. Up to 20 percent of the net building area may be in Basic Utilities and Community Service uses; and

   b. More than 20 percent of the net building area in Basic Utilities and Community Service uses is a conditional use;

6. Radio Frequency Transmission Facilities. Some Radio Frequency Transmission Facilities are allowed by right, while others are conditional uses. See Chapter 33.274.

7. Commercial Parking is subject to Central City Parking Review.

8. Rail Lines And Utility Corridors are a conditional use;

9. Uses and amounts of uses not specifically listed in this subsection are prohibited.

H. Type C sites. On Type C sites, as shown on Map 510-14, where the site occupies less than one full block, the following use regulations apply:

1. Household Living, Parks And Open Areas, and Daycare uses. Up to 100 percent of the net building area may be in Household Living, Parks And Open Areas, and Daycare uses.

2. Group Living. Group Living for up to 15 residents is allowed. Group Living for more than 15 residents is a conditional use. See Chapter 33.239.

Commentary

3. Retail Sales And Service and Office uses:

a. Up to 20 percent of the net building area may be in Retail Sales And Service and Office uses;

b. More than 20 percent and up to 40 percent of the net building area in Retail Sales And Service and Office uses is a conditional use, subject to the approval criteria of 33.815.110; and

c. If all portions of the site are within 500 feet of a Transit Station, more than 20 percent and up to 50 percent of the net building area in Retail Sales And Service and Office uses is a conditional use, subject to the approval criteria of 33.815.110;

d. Up to 100 percent of the net building area may be in Retail Sales And Service or Office uses if the requirements of Subsections I. and J. are met.

4. Up to 100 percent of the net building area may be in College, Religious Institution, Medical Center, and School uses if the requirements of Subsections I. and J. are met.

5. Basic Utilities and Community Service uses:

a. Up to 20 percent of the net building area may be in Basic Utilities and Community Service uses; and

b. More than 20 percent of the net building area in Basic Utilities and Community Service uses is a conditional use;

6. Radio Frequency Transmission Facilities. Some Radio Frequency Transmission Facilities are allowed by right, while others are conditional uses. See Chapter 33.274.

7. Commercial Parking is subject to Central City Parking Review.

8. Rail Lines And Utility Corridors are a conditional use;

9. Uses and amounts of uses not specifically listed in this subsection are prohibited.

I. Development standards. The development standards of this subsection must be met when required by Subsections G. or H.

1. Mixed-use character. The following formula is used to determine the maximum square footage of nonresidential development allowed on the site:

(Residential net building area developed in the area shown on Map 510-14 since January 1, 2002) minus (Nonresidential net building area developed in the area shown on Map 510-14 since January 1, 2002) equals the maximum nonresidential net building area allowed on the site. Net building area is considered to be "developed" when an occupancy permit has been issued.

If the result of the calculation is zero or a negative number, no nonresidential net building area is allowed on the site;

2. No surface parking. Surface parking on the site is prohibited. All existing surface parking on the site must be removed as part of the proposal; and

Commentary

3. Active ground floor uses. The proposed development must meet the requirements of Section 33.510.225, Ground Floor Active Uses. Parking is not allowed in portions of a building that are required to meet this standard.

J. Housing mitigation. The standards of this subsection must be met when required by Subsection H. The applicant must mitigate for the lost housing using one of the three methods in this subsection:

1. Method 1: Replace the housing as part of the proposed development, as follows.
   a. The development proposed for the site must include at least the same number of dwelling units as existed on the site on January 1, 2002;
   b. The development proposed for the site must include at least the same amount of square footage in residential use as existed on the site on January 1, 2002; and
   c. There must be a covenant for the dwelling units and square footage used to meet this provision; the covenant must meet the requirements of Paragraph J.4.;
2. Method 2: Donate another site for residential development, as follows.
   a. The donated site must be at least 5,000 square feet in area, or at least half the size of the area of the site proposed for development, whichever is larger;
   b. The donated site must be within the Central City plan district and west of the Willamette River; and
   c. The site must be donated to the Portland Development Commission (PDC). PDC will ensure that the donated site is developed to replace both the number of dwelling units and the residential square footage lost through the proposal. PDC will also ensure that the dwelling units will be affordable to households earning less than 60 percent of median family income for the region, and that the units will remain so for at least 60 years;
3. Method 3: Ensure preservation of existing affordable housing, as follows:
   a. For each dwelling unit that existed on the site on January 1, 2002, two existing dwelling units must be preserved as specified in this paragraph;
   b. The units to be preserved must be in the West End subarea of the Downtown subdistrict; and
   c. There must be a covenant for the dwelling units used to meet this provision; the covenant must meet the requirements of Paragraph J.4.;
4. Dwelling unit preservation and affordability. Where required by this subsection, the property owner must submit a letter from the Portland Development Commission (PDC) certifying the following. The letter must be included with the development application, except for situations described in Subsection 33.510.118.D., where the letter must be included with the application for a demolition permit.
   a. That the owner has executed a covenant with the City that complies with the requirements of Section 33.700.060;
   b. That the covenant ensures that:

Commentary

33.510.119 Retail Sales And Service and Office Uses in the IG1 Zone. This section has been moved here (formerly 33.510.113) to keep the I zone Retail Sales And Service provisions together.

B. Historic Resources: This section has been revised to allow for 100% of the floor area of an eligible historic building to be in Industrial Office use (plus up to an additional 5,000 SF in a rooftop addition) in the IG1 zone. This aligns with the Employment Zoning Project revisions to 33.113.C, ensuring that historic resources have the same allowances for Industrial Offices as other existing buildings in the IG1 zone. This provision will apply in the IG1 zone in both the Central Eastside and Lower Albina.

~~(1) The dwelling units will be affordable to households earning less than 60 percent of median family income for the region, and that the units will remain so for at least 60 years; and~~

~~(2) The dwelling units will be preserved for at least 60 years.~~

33.510.119 Retail Sales And Service and Office Uses in the IG1 Zone

A. Generally.

1. ~~Where these regulations apply.~~ The regulations of this subsection apply to sites in the IG1 zone that are not subject to Subsections B. ~~and~~ or C., below.
2. Allowed uses. One Retail Sales And Service or Office use is allowed per site. The square footage of the net building area plus the exterior display and storage area may be up to 3,000 square feet.
3. Conditional uses.
   a. More than one Retail Sales And Service or Office use on a site is a conditional use.
   b. Retail Sales And Service uses where the net building area plus the exterior display and exterior storage area is more than 3,000 square feet are a conditional use. Retail Sales And Service uses where the net building area plus the exterior display and storage area is more than 25,000 square feet, or the square footage of the site area, whichever is less, are prohibited.
   c. Office uses where the net building area plus the exterior display and storage area is more than 3,000 square feet are a conditional use. Office uses where the net building area is more than 60,000 square feet or the square footage of the site area, whichever is less, are prohibited.

B. Historic resources.

1. ~~Where these regulations apply.~~ The regulations of this subsection apply in the IG1 Zone to historic resources that are listed on the National Register of Historic Places or are identified as contributing to the historic significance of a Historic District or a Conservation District.
2. Allowed uses.
   a. Retail Sales And Service and Traditional Office. Up to 12,000 square feet on a site may be in Retail Sales And Service or Traditional Office use. The total amount of square footage includes net building area, exterior display, and exterior storage

Commentary

33.510.119 Retail Sales and Service and Office Uses in the IG1 Zone

C. Central Eastside Subdistrict.

This section was adopted by City Council as part of the Comprehensive Plan Task 5 Early Implementation Project on December 21, 2016.

The use allowances in the Economic Opportunity Subarea (EOS) are expanded to the IG1 zones in the Central Eastside subdistrict. Industrial Office uses are allowed in this expanded area, and Retail Sales And Service and Traditional Offices uses are limited.

These changes were recommended in the Southeast Quadrant Plan. The changes are intended to provide a balanced approach that supports industrial retention and industrial office job growth. The EOS has been very successful at increasing employment densities, especially those in industrial office space, while retaining existing industrial operations.

These updates are intended to:

1) Foster new multi-story building construction that accommodates industrial and industrial office uses.
2) Partially meet 20-year growth-capacity needs in the updated Comprehensive Plan for the Central City Industrial area.
3) Encourage and allow the full interior of an existing building shell to be rehabilitated to allow industrial office uses.

Some buildings in the district have multiple stories that easily can be used as industrial office space, whereas some have former industrial warehouse or production space where the ceiling is very tall and additional floors could be added within the shell of the building to create industrial office space.

Further, in some cases it may be desirable for developers to add a penthouse to the roof of an existing building to serve as additional industrial office space for accessory uses to the office use. These provisions are intended to address this desire.

area of all Retail Sales And Service and Traditional Office uses on the site. More than 12,000 square feet on a site in Retail Sales And Service uses is prohibited.

b. Industrial Office. Up to 100 percent of the gross building area on a site may be in an Industrial Office use including gross building area added inside of the building as it existed on [insert effective date]. In addition, up to 5,000 square feet of floor area added to the roof of the building as it existed on [insert effective date] can be in Industrial Office use. Industrial Office use in more than 5,000 square feet of floor area added to the roof of the building is prohibited.

3. Conditional uses. More than 12,000 square feet on a site may be in Traditional Office uses if approved through a conditional use. The total amount of square footage includes net building area, exterior display, and storage area of Traditional Office uses on the site. If there are also Retail Sales And Service uses on the site, no more than 12,000 square feet may be in Retail Sales And Service use.

C. Central Eastside Subdistrict.

1. Purpose. The regulations of this subsection are intended to broaden the mix of employment uses in the Central Eastside Industrial District in a manner that increases the vitality of the district without negatively impacting the viability of industrial uses and development. The additional uses allowed by the regulations are uses that build on the economic strengths, locational advantages and urban character of the Central Eastside.

2. Where these regulations apply. The regulations of this subsection apply to sites zoned IG1 in the Central Eastside Subdistrict that are not subject to Subsection B.

3. Allowed uses.

a. Retail Sales And Service and Traditional Office uses.

(1) Sites up to 40,000 square feet in size. The following regulations apply to Retail Sales And Service and Traditional Office uses on sites that are 40,000 square feet or less in size:

- Up to 5,000 square feet of the net building area plus the exterior display and storage area on a site may be in Retail Sales And Service use. More than 5,000 square feet in Retail Sales And Service use on a site is prohibited.
- Up to 5,000 square feet of net building area on a site may be in Traditional Office use. More than 5,000 square feet in Traditional Office use on a site is prohibited.

(2) Sites over 40,000 square feet in size. The following regulations apply to Retail Sales And Service and Traditional Office uses on sites that are more than 40,000 square feet in size:

- Retail Sales and Service uses on a site are allowed but net building area plus exterior display and storage is limited to an amount equal to 12.5 percent of the total site area. More than 12.5 percent in Retail Sales And Service use is prohibited.

Commentary

Retail Sales And Service and Office Uses in the IG1 Central Eastside Subdistrict

33.510.119C.3.b.(2) bullet #3:
This provision allows an additional 1:1 FAR of industrial office space to be constructed above the 3:1 FAR maximum, when at least 33% of the ground floor of the building, but no less than 5,000 sq. ft., is dedicated to industrial use and meets certain development standards.

Additional space must be created and dedicated for Manfacturing and Production, Warehouse and Freight Movement, and Industrial Service uses in the Central Eastside Subdistrict. This provision is only applicable to IG1 zoned properties. It is intended to result in the creation of industrial flex space, space that can be used for manufacturing, warehouse and distribution, and industrial service uses, in exchange for the ability to create more industrial office space than would otherwise be allowed.

- Traditional Office uses on a site are allowed but net building area is limited to an amount equal to 12.5 percent of the total site area. More than 12.5 percent in Traditional Office use is prohibited.

b. Industrial Office.

(1) Generally, Industrial Office uses are allowed but net building area plus exterior display and storage is limited to up to an amount equal to three times the square footage of the site. Unless allowed by one of the exceptions below, Industrial Office use in excess of three times the square footage of the site is prohibited.

(2) Exceptions.

- If the site is 20,000 square feet or less is size, up to 60,000 square feet of net building area may be in an Industrial Office use. More than 60,000 square feet per site is prohibited.
- Industrial Office uses are allowed in buildings that existed on December 21, 2016. In this case, 100 percent of the net building area may be in an Industrial Office use including floor area added inside of the building as it existed on December 21, 2016. In addition, up to 5,000 square feet of floor area added to the roof of the building as it existed on December 21, 2016 can be in Industrial Office use. Industrial Office use in more than 5,000 square feet of floor area added to the roof of the building is prohibited.
- Industrial Office use is allowed with net building area plus exterior display and storage up to an amount equal to four times the total square footage of the site when all of the following are met:
  - At least 33 percent or 5,000 square feet of floor area, whichever is more, of the ground floor of the building must be for Manufacturing and Production, Warehouse and Freight Movement, or Industrial Service uses;
  - The minimum floor to ceiling height on the ground floor must be 20 feet; and
  - The ground floor must include at least one loading door or entrance that serves the industrial space. If more than one industrial space is created then each space must have at least one loading door or entrance, or must have access to a shared loading door or entrance in a common area accessible from each industrial spaces located on the ground floor.

Commentary

33.510.120 Retail Sales And Service and Office Uses in Specified Historic Resources in the IH Zone. This section has been amended to remove reference to the IG2 zone, which no longer exists in the Central City.

33.510.121 Residential Use Restrictions in the EX zone
This new provision establishes residential use restrictions in the EX zone in portions of the Lower Albina and Central Eastside subdistricts where an emphasis on employment uses is desired. These restrictions reduce the chance for conflicts between residential uses and industrial and employment uses.

Map 510-6 Special Residential Use Areas shows:

1) Residential Uses Prohibited.
   Includes IG1 (EX) land in Lower Albina and EX zoned land in the OMSI Station Area south of Caruthers and west of OR-99E, properties bounded by SE Woodward and Powell Streets to the north and south and OR-99E and SE Milwaukie Ave to the west and east.
2) Residential Uses Allowed through a Central City Master Plan.
   This includes the OMSI Station Area bounded by SE Caruthers and SE Clay St to the south and north and Water Ave/Union Pacific Rail Line/OR-99E to the east.

33.510.200-210. These sections have been reorganized as follows:
33.510.200 - Floor Area Ratios,
22.510.205 - Floor Area Bonuses and Transfer Options,
33.510.210 - Height.

Floor area bonuses and transfers have been overhauled since most of the existing bonuses and transfers are being eliminated to focus on affordable housing and historic preservation. An explanation for the elimination of bonuses and transfers can be found on the strikethrough pages that follow the proposed provisions.

33.510.200 Floor Area Ratios
A. Purpose. The purpose statement has been amended to better align with the Central City 2035 Plan's policy framework and to clarify that maximum floor area ratios (FARs) are set based on balancing several different objectives that may vary in importance in different parts of the Central City. FAR is the relationship of building floor area

33.510.11~~19~~20 Retail Sales And Service and Office Uses in Specified Historic Resources in the ~~IG2 and~~ IH Zone~~s~~

A. Where these regulations apply. The regulations of this subsection apply in the ~~IG2 and~~ IH Zone~~s~~ to historic resources that are listed on the National Register of Historic Places or to structures or objects that are identified as contributing to the historic significance of a Historic District or a Conservation District.

B. Allowed uses. Up to 12,000 square feet on a site may be in Retail Sales And Service or Office use. The total amount of square footage includes net building area, exterior display, and storage area of all Retail Sales And Service and Office uses on the site. More than 12,000 square feet on a site in Retail Sales And Service uses is prohibited.

C. Conditional uses. More than 12,000 square feet on a site may be in Office uses if approved through a conditional use. The total amount of square footage includes net building area, exterior display, and storage area of Office uses on the site. If there are also Retail Sales And Service uses on the site, no more than 12,000 square feet may be in Retail Sales And Service use.

33.510.11~~8~~21 Residential Uses in the EX zone

A. Purpose. Residential uses are restricted in portions of the EX zone in the Lower Albina and Central Eastside subdistricts in order to avoid conflicts between residential and industrial activities.

B. Residential use restrictions.

1. Residential uses are prohibited in the areas shown on Map 510-6~~that are shown as Residential uses prohibited~~.
2. Residential uses are only allowed through a Central City Master Plan in the areas shown on Map 510-6 ~~that are shown as Residential uses require a Central City Master Plan~~.

Development Standards

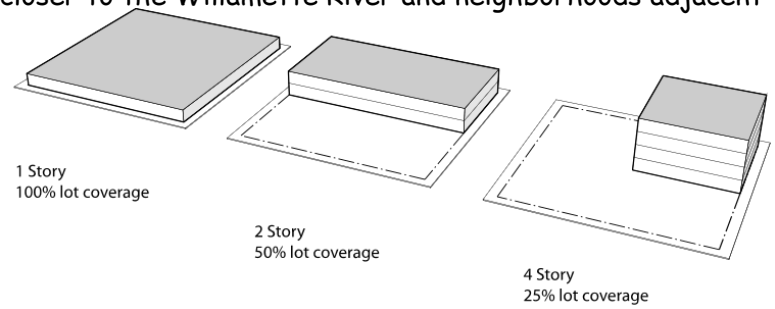
33.510.200 Floor Area Ratios

A. Purpose. Floor area ratios (FARs) ~~regulate the amount of use (the intensity) allowed on a site. FARs provide a means to match the potential amount of uses with the desired character of the area and the provision of public services. FARs~~ work with the height, setback, and building coverage standards to control the overall bulk of development. Generally, the highest FARs in Portland are applied in the Central City plan district to support its role as the region's premier center for jobs, health and human services, and urban living. The minimum FARs required in the Central City plan district are intended to ensure a minimum level of development ~~density~~ on a vacant site~~for new development~~, ensure that not all development potential is transferred off a site, and ensure redevelopment of under-utilized sites. The maximum FARs allowed in the Central City plan district balance multiple objectives of the Central City 2035 Plan including:

- Locating the largest floor area ratios along the Transit Mall and high-capacity transit lines;

Commentary

Square feet of building) to a given site area (square feet of land). FAR regulations tell you "how much" building you can create. This volume can be moved around and be shaped to create taller narrower buildings or lower wider buildings (see graphic below). The maximum FARs and heights along the Transit Mall are typically high to promote higher density development. The maximum FAR and height allowance generally step down as sites come closer to the Willamette River and neighborhoods adjacent to the Central City.



33.510.200 C.2 Minimum floor area ratio.

Minimum floor area ratios are applied across the Central City to retain acceptable density levels for new development and to promote the redevelopment of under-utilized sites, such as vacant lots, surface parking lots, and low density development with low site coverage. The minimum required density varies depending on a site's maximum FAR, shown on Map 510-2. For instance, sites with a maximum FAR allowance of 3 to 1 or less would be required to maintain and/or build to a ratio of at least 1 to 1. Sites with a maximum ratio of 9 to 1 or greater would be required to maintain and/or build to a ratio of at least 3 to 1.

33.510.200D.1-3 Limits on additional floor area

This section states that there is a 3 to 1 limit on the amount of bonus FAR a project can earn in most circumstances; however, transfers are unlimited, as long as the proposed development does not exceed maximum bonus heights shown on Map 510-4.

Paragraphs 1-3 apply to specific areas of the Central City Plan District that have different and unique FAR regulations, including the South Park Blocks and South Waterfront. There is no change for the South Park Blocks. However, in South Waterfront, the amendment is to change the FAR limit to 3 to 1, because a project that triggers inclusionary housing will automatically earn 3 to 1 bonus FAR.

The West End and North Pearl subarea provisions related to additional floor area are being eliminated. An explanation for the elimination of these can be found on the strikethrough pages that follow this section.

- Varying building bulk across the Central City;
- Generally, stepping down allowed building bulk to the Willamette River and neighborhoods adjacent to the Central City; and
- Ensuring that building bulk is compatible within historic districts.

B. Adjustments. Adjustments to floor area ratio regulations are prohibited.

C. Floor area ratio.

1. Maximum floor area ratio. The maximum floor area ratio (FAR) for sites in the Central City plan district are shown on Map 510-2. Maximum FAR can be increased on a site if FAR is transferred or earned through a bonus as allowed by 33.510.205, Floor Area Bonus and Transfer Options. Increases in FAR on a site are limited as described in Subsection D. Exemptions are in Subsection E.
2. Minimum floor area ratio. Minimum FAR is required as follows:
   a. For sites where the maximum allowed FAR before bonuses and transfers is up to 4 to 1, the minimum FAR is 1 to 1;
   b. For sites where the maximum allowed FAR before bonuses and transfers is between 5 to 1 and 8 to 1, the minimum FAR is 2 to 1; and
   c. For sites where the maximum allowed FAR before bonuses and transfers is 9 to 1 or greater, the minimum FAR is 3 to 1.

D. Limits on ~~additional~~ increased floor area. Maximum FAR can be increased on a site if FAR is transferred or bonus FAR is earned as allowed by 33.510.205, Floor Area Bonus and Transfer Options. The following limits apply to increases in FAR:

1. Unless otherwise specified in Paragraphs D.2. and~~through~~ D.34, the maximum amount of FAR that can be earned on a site through use of bonus options is 3 to 1. There is no limit on the amount of FAR that can be transferred to a site.
2. South Park Blocks frontages. Transferring floor area to sites, or portions of sites, zoned RX is prohibited within the South Park Block frontage areas shown on Map 510-14.
3. South Waterfront subdistrict. In the South Waterfront subdistrict the following applies:
   ~~a. Except as allowed under Subparagraphs D.3.b. and c., no more than 2 to 1 FAR may be earned on a site through the use of bonus options. There is no maximum to the amount of floor area that may be transferred to a site. However, the total amount of floor area on a site, including bonus floor area and transferred floor area, must not be more than 9 to 1;~~
   a~~b~~. An FAR of more than ~~2~~3 to 1 may be earned on a site through the use of bonuses if at least 1 to 1 FAR is earned on the site through the use of the open space bonus option, the open space fund bonus option, or the South Waterfront Willamette River Greenway bonus option. However, the total amount of floor area on a site, including bonus floor area and transferred floor area, must not be more than 9 to 1.

Commentary

33.510.200.D.4
The special FAR provisions in the North Pearl subarea are no longer needed because of updates to the Plan District's bonus and transfer system to integrate the new inclusionary housing code. This area now accesses the same set of bonuses and transfers as the rest of the Central City. The base FAR allowance in the area is increased from 4 to 1 to 5 to 1 to ensure density goals for this area can be met, as shown on Map 510-2.

33.510.200D.3.c.(2) A clarification has been made on the timing of required greenway floor area dedication. The portion of the South Waterfront Greenway Area that floor area is being transferred from must have been dedicated to the City ~~**since**~~ **after** September 1, 2002.

E. Exceptions.

1. Neighborhood facilities
The provisions that exempt neighborhood facilities from the calculation of maximum FAR are being expanded beyond the North Pearl to Central City-wide to address the growing need of Central City residents to have access to essential public services such as public schools, community centers, libraries and daycare. As the population within Central City neighborhoods grows and diversifies, access to these types of services will be needed by residents of all ages. The location of these services in the Central City would also serve the needs of residents in close-in neighborhoods not adequately served by such uses. While the Day care bonus is eliminated, language from the bonus provision that requires day-care facilities to be open during normal business hours at least five days each week and fifty weeks each calendar year has been added.

b~~c~~. The total floor area on a site, including bonus floor area and transferred floor area, may be more than 9 to 1 if all of the following are met:

(1) The floor area above the 9 to 1 ratio ~~must be~~ is transferred from the South Waterfront Greenway Area shown on Figure 510-3; and

(2) The portion of the South Waterfront Greenway Area that floor area is being transferred from must have been dedicated to the City after September 1, 2002.

~~4. North Pearl subarea. The following applies in the North Pearl subarea bonus options target area shown on Map 510-5:~~

~~a. An FAR increase of more than 3 to 1 may be earned on a site through the following provisions. However, the total amount of floor area on a site must not be more than 9 to 1, except as allowed under Subparagraph D.4.b.:~~

~~(1) Floor area bonuses in subsection 33.510.205 C;~~

~~(2) Transfers from the site of an historic resource meeting 33.510.205 D~~

~~b. The total floor area on a site, including bonus floor area and transferred floor area, may be more than 9 to 1 if the floor area above the 9 to 1 ratio is transferred from the site of an historic resource as specified in Subsection D.1.~~

E. Exemptions. The following are exempt from the regulations in Subsections C.:

1. Neighborhood facilities.

a. Purpose. This regulation encourages creation of facilities to serve those who live and work in the Central City. These facilities are necessary elements of a complete neighborhood.

b. Standards. Floor area used for specified neighborhood facilities is not counted towards maximum FAR for the site. The specified neighborhood facilities are public schools, public community centers, daycare facilities for children, and public libraries. To qualify for this provision, the following requirements must be met:

(1) Schools. Floor area to be used for public schools does not count towards maximum FAR for the site if the school will be operated by or for a public school district.

(2) Daycare. Floor area to be used for daycare facilities for children does not count towards maximum FAR for the site. The facility must be open at least five days each week and fifty weeks each calendar year.

(3) Libraries. Floor area to be used for public libraries does not count towards maximum FAR for the site if the library will be operated by the Multnomah County Library or does not charge membership fees.

(4) Public community centers. Floor area to be used for community centers does not count towards maximum FAR for the site. Public community centers are not for exclusive use by residents of a site and their guests.

Commentary

33.510.205 Floor Area Bonus and Transfer Options
The existing Zoning Code allows increased development potential in the Central City through the use of 19 FAR bonus options and five transfer provisions. This bonus and transfer system has been updated to eliminate most of those options and prioritize affordable housing and historic preservation. In addition, for properties along the Willamette riverfront there is a bonus option to expand riverfront open space. Bonus and transfer options are available to residential, mixed-use and commercial developments.

The adopted 2035 Comprehensive Plan acknowledges the importance of providing public and community benefits when a project receives increased FAR allowances (Policy 3.3.d). The reduction in the number of bonus and transfer options in the Central City has been done in an effort to streamline the available bonuses and transfers and align them with the current priorities of affordable housing and historic preservation.

33.510.205.B Priorities for the use of bonus and transfer options.
The bonus and transfer system is prioritized as follows. The maximum bonus FAR on most sites in the Central City is 3 to 1:

1. If inclusionary housing is triggered in the Central City, a building earns up to 3 to 1 FAR for building affordable housing.
2. If inclusionary housing is not triggered, a building may earn up to 3 to 1 through one of the following:
    - Affordable housing fund bonus,
    - Historic resource transfer , or
    - River front open space bonus (only applies to properties along the riverfront)
3. The transfer within a subdistrict may be used after 3 to 1 is earned from one of the above options, except in South Waterfront. See 33.510.205.B.2.a

(5) All facilities. All neighborhood facilities must meet the following:

- The floor area of the facility must be reserved for the exclusive use of the neighborhood facility for at least 10 years from the date a certificate of occupancy is issued for the qualifying floor area. No uses other than those listed in this subsection are allowed;
- The applicant must document that there is a binding agreement with an operator for each facility. This documentation must be submitted with the application for design review; and
- The property owner must execute a covenant with the City which is attached to and recorded with the deed of the site. The covenant must ensure that the owner will reserve the floor area as specified above. The covenant must comply with the requirements of Section 33.700.060.

2. South Waterfront subdistrict. In South Waterfront subdistrict, floor area used for automated parking is not counted towards maximum FAR for the site. The automated parking facility must rely on a mechanical system instead of a vehicle operator to transport vehicles to a storage space within the facility.

33.510.205 Floor Area Bonus and Transfer Options

A. Purpose. Floor area bonus and transfer options allow additional floor area as an incentive for certain uses and types of development that provide a public or community benefit. The bonus floor area can be gained in exchange for affordable housing or riverfront open space in new development. Transfer options can be used in exchange for historic preservation and transferring FAR within a subdistrict. In the South Waterfront subdistrict new development gains bonus floor area and height in exchange for creating open space and expanding the Willamette River Greenway within the subdistrict.

B. Priorities for the use of bonus and transfer options. ~~Except in IG1,~~ W~~w~~hen FAR will be increased using bonuses or transfers, the following regulations specify which bonus and transfer options must be used before other bonus or transfer options:

1. ~~Priorities:~~

~~a. Outside the South Waterfront subdistrict. Outside the South Waterfront subdistrict~~, Unless otherwise specified in Subparagraph B.2.~~a and b,~~ the first 3~~2~~ to 1 of any increase in FAR on a site must be earned or gained through use of one of the following options:

a. The ~~affordable~~ inclusionary housing bonus option described in Subparagraph C.2.a;

b. The ~~affordable~~ Affordable ~~housing~~ Housing Fund bonus option described in Subparagraph C.2.b.;

Commentary

33.510.205B.2 Exceptions to priorities for FAR bonuses and transfers: There are three exceptions to the priorities for use of FAR bonuses and transfers:

a. In South Waterfront if inclusionary housing is not triggered, there is no priority except for properties along the greenway. Using existing FAR in the subdistrict, especially transferring FAR off of the greenway is a priority for the subdistrict.

b. An FAR transfer based on a covenant that was recorded prior to the new code effective date may be used first for up to two years.

c. When a project has earned a bonus, but has not used all of the bonus FAR, the unused FAR may still be used in the future. This provision also clarifies that if the unused FAR is from a bonus that no longer exists in the new code, it may still be used.

c. The historic resources transfer provisions described in Paragraph D.1. ~~In this case, the sending site for the transfer must be in the Skidmore/Old Town historic district or the New Chinatown/Japantown historic district~~; or

d. The riverfront open space bonus option described in Subparagraph C.2.c.

~~b. The next 1 to 1 of any increase in FAR on a site must be earned or gained through the use of one of the following options:~~

~~(1) The affordable housing bonus option described in Subparagraph C.2.a.;~~

~~(2) The affordable housing fund bonus option described in Subparagraph C.2.b;~~

~~(3) The historic resources transfer provisions described in Paragraph D.1.; or~~

2. Exceptions. The following exceptions apply to the bonus and transfer option priorities specified in Paragraph B.1:

a. The South Waterfront subdistrict is exempt from the bonus and transfer options usage priorities specified in Paragraph B.1.~~,~~ ~~H~~however, if the site is within the Greenway bonus target area shown on Map 510-5, and the development does not trigger the requirements of 33.245, Inclusionary Housing, the South Waterfront Willamette River Greenway bonus option must be used before any other bonus. Bonus floor area of at least 7,500 square feet from the South Waterfront Willamette River Greenway bonus option must be earned before the project qualifies for other bonus options;

b. Floor area transferred legally through a covenant recorded prior to [INSERT EFFECTIVE OF THIS CODE] may be used to increase maximum FAR on a site before using one of the bonus or transfer options listed in Paragraph B.1 until [insert date that is 2 years from effective date];

c. Unused floor area earned through a bonus that no longer exists in the zoning code can be utilized on the site where it was earned before using one of the bonus or transfer options listed in Paragraph B.1.

Commentary

33.510.205.C Floor Area Bonus Options

The bonus system contains: an inclusionary housing bonus, affordable housing fund bonus, and a Riverfront open space bonus and three existing bonuses for South Waterfront. These include the open space bonus, open space fund, and the Willamette River Greenway bonus. Justification for eliminating all of the other bonuses and transfers is detailed on the pages showing the strikethrough of those bonuses and transfers.

C.2.a Inclusionary housing bonus option: This bonus will be used for developments building affordable housing on-site. The new mandatory inclusionary housing requirement is triggered when new development has 20 dwelling units or more in one building (see chapter 33.245). The inclusion rates are either 20% of the dwelling units to be affordable at 80% median family income (MFI) or 10% of the dwelling units to be affordable at 60% MFI (or pay a fee-in-lieu).

Buildings required to meet the affordable housing requirements earn bonus FAR. For each square foot of net building area, a building earns one square foot of bonus FAR up to 3 to 1. There is no restriction on how the bonus FAR may be used. The existing 3 to 1 FAR limit on floor area increases on a site remains unchanged.

C. Floor area bonus options. Additional development potential in the form of floor area is earned for a project when the project includes any of the specified features listed below. The bonus floor area amounts are additions to the maximum floor area ratios shown on Map 510-2. ~~The maximum amount of bonus floor area that a site may earn is 3:1.~~

1. General regulations.

   a. The bonus options are only allowed in situations where stated. Adjustments to the requirements or to the amount of bonus floor area earned are prohibited.

   b. Bonus FAR is only available to sites zoned RH, RX, CX, or EX, ~~or IG1~~ unless specifically stated otherwise.

   c. Projects may use more than one bonus option unless specifically stated otherwise. Bonuses may be done in conjunction with allowed transfers of floor area, however in some cases, certain bonus options must be used before other bonus options can be used or transferring can occur. See Subsection B.

   d. The maximum floor area increase that may be earned through the bonus options must be within the limits for overall floor area increases stated in 33.510.200.D.

   e. Buildings using bonus floor area must not exceed the maximum height limits shown on Map 510-3 unless eligible for bonus height.

2. Bonus floor area options.

   a. Inclusionary housing bonus option. Projects in the CX, EX and RX zones that include buildings that trigger 33.245, Inclusionary Housing, receive bonus floor area. The amount of bonus floor area earned is an amount equal to the net building area of the building that triggers 33.245, up to a maximum increase of 3 to 1 FAR on the site.

   ~~a. Affordable housing bonus option. Proposals in the CX, EX, and RX zones that include affordable housing will receive bonus floor area. Up to 3 to 1 FAR can be earned if at least 25 percent of the increased floor area is dedicated to housing affordable to those earning no more than 80 percent of the area median family income. To qualify for this bonus option, the following requirements must be met:~~

   ~~(1) The applicant must provide a letter from the Portland Housing Bureau certifying that the development meets the standards of this Paragraph and any administrative requirements. The letter is required to be submitted before a building permit can be issued for the development, but is not required in order to apply for a land use review.~~

   ~~(2) The property owner must execute a covenant with the City that complies with the requirements of Section 33.700.060. The covenant must ensure that affordable dwelling units created using this bonus will remain affordable to households meeting the income restrictions and meet the administrative requirements of the Portland Housing Bureau or qualified administrator for 60 years.~~

Commentary

33.510.205.C.2.b Affordable Housing Fund bonus option: Portland Housing Bureau calculates the fee-in-lieu amount by multiplying the gross square feet of the new development by the Fee-in-Lieu Factor (See PHB web site for the current fee schedule: https://www.portlandoregon.gov/phb/article/622918). The fee will be updated through an Administrative Rule at the Portland Housing Bureau (PHB). The Administrative Rule and PHB Fund implementation guidelines detail out how the fund is used, for example, for acquisition, rehabilitation, remodeling or construction, or a combination of all of these.

33.510.205.C.2.c Riverfront Open Space Bonus: The Willamette riverfront is the Central City's signature open space feature. This bonus maximizes its role as a public recreational amenity and habitat for fish and other wildlife. This bonus is based on one in effect in the South Waterfront subdistrict. The Riverfront Open Space bonus is only available to properties within the Riverfront Overlay Zones that have a river setback requirement on site. This is a small geography of the Central City, but critical in terms of open space. Most properties that are likely to redevelop in the Central City are actually located outside of the Riverfront Overlay Zones and would not be able to use this bonus. Therefore, the Riverfront Open Space bonus should not significantly reduce the use of the Inclusionary Housing Bonus.

Through the Riverfront Open Space bonus option an applicant could access an additional 3 square feet of bonus floor area for each square foot of dedication outside of, but adjacent to, the river setback.

33.510.205.C.2.c.(3) The hours of operation align with Portland Parks and Recreation hours of operation unless otherwise agreed upon by the terms of an easement with the City.

33.510.205.C.2.d Existing: South Waterfront Willamette River Greenway bonus option. This bonus applies in the South Waterfront subdistrict. Expanding the Greenway in this subdistrict is a priority.

b. Affordable Housing Fund bonus option. Proposals in the CX, EX, and RX ~~may~~that contribute to the Affordable Housing Fund (AHF) receive bonus floor area. Up to 3 to 1 FAR can be earned by paying into the fund. For each square foot purchased a fee must be paid to the Portland Housing Bureau (PHB). The Portland Housing Bureau collects and administers the Affordable Housing Fund, and PHB determines the fee per square foot and updates the fee at least every three years. The fee schedule is available ~~in~~ from the Bureau of Development Services. To qualify for this bonus option, the applicant must provide a letter from the PHB documenting the amount that has been contributed to the AHF. The letter is required to be submitted before a building permit can be issued for the development, but it is not required in order to apply for a land use review.

c. Riverfront open space bonus option. In the EX, CX, and RX zones the riverfront open space bonus provides an opportunity to expand publically accessible open space along the Willamette River. Proposals that provide open space adjacent to the river setback area will receive bonus floor area. For each square foot of open space provided, a bonus of 3 square feet of additional floor area is earned. To qualify for this bonus, the following requirements must be met:

(1) Location. The open space must be located outside, but adjacent to the river or greenway setback;

(2) Size and dimensions. The open space must include at least 2,500 square feet of contiguous area. Each area must be designed so that a 25 foot by 25 foot square will fit entirely within it;

(3) Ownership and use. A public access easement must be provided that allows for unrestricted public access from 5 am to 12 midnight ~~am~~ unless otherwise specified by the terms of the easement; and

(4) Maintenance. The property owner must execute a covenant with the City that ensures the preservation, maintenance and continued operation of the open space by the property owner. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the open space.

d. South Waterfront Willamette River Greenway bonus option. To complement and enhance the existing public corridor, projects along the Willamette River Greenway in the South Waterfront subdistrict that provide open space for public activity will receive bonus floor area. For each square foot of open space dedicated, a bonus of 3 square feet of additional floor area is earned. Open space that will earn bonus floor area under Subparagraph C.2.e, Open Space bonus option, may not be used to earn additional floor area under this bonus. To qualify for this bonus, the following requirements must be met:

(1) Location. The open space must abut the South Waterfront Greenway Area, as shown on Figure 510-~~2~~3;

(2) Size and dimensions. The open space must include at least 2,500 square feet of contiguous area; the north-south dimension of the area must be at least twice as long as the east-west dimension of the area;

Commentary

33.510.205.C.2.e Open Space bonus (currently only applies in South Waterfront): Research indicates that this bonus has been used three times since 2003 generating approximately $1.2 million for parks and open space projects in the subdistrict.

(3) Connection to the trail. A direct pedestrian connection must be provided between the open space and any required trail or trail easement on the site;

(4) Ownership and use. One of the following must be met:

- The open space and pedestrian connection must be dedicated to the City; or
- A public access easement must be provided that allows for public access to and use of all the open space and the pedestrian connection;

(5) Maintenance. The property owner must execute a covenant with the City that ensures the installation, preservation, maintenance, and replacement, if necessary, of the open space features. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the open space;

(6) Landscaping. The open space must be landscaped to meet the requirements of Paragraphs 33.510.253.E. 5.a.(2) and E.5.f.(5) that apply to South Waterfront Greenway subarea 3;

(7) Open space features. Public seating such as benches must be provided at a ratio of at least 5 seats per 1,000 square feet of open space; and

(8) Timing. The requirements of this paragraph must be met before an occupancy permit for any building using the bonus floor area is issued.

e. Open Space bonus option. In the South Waterfront subdistrict, proposals that provide open space that may be used by the public will receive bonus floor area. For each square foot of open space provided, a bonus of 1 square foot of additional floor area is earned. Open space that will earn bonus floor area under Subparagraph C.2.d., South Waterfront Willamette River Greenway bonus option, may not be used to earn additional floor area under this bonus. To qualify for this bonus, the following requirements must be met:

(1) Size and dimensions. The open space must include at least 2,500 square feet of contiguous area;

(2) Ownership and use. One of the following must be met:

- The open space must be dedicated to the City; or
- The property owner must record a public access easement that has been attached to the deed for the open space and allows for public access to and use of all the open space;

(3) Maintenance. The property owner must execute a covenant with the City that ensures the preservation, maintenance and continued operation of the open space by the property owner. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the open space;

(4) Parks approval. The applicant must submit with the application for land use review a letter from Portland Parks and Recreation stating that the open space features meet the requirements of the bureau, and that the space is acceptable to the bureau; and

Commentary

33.510.205.C.2.f: Open Space fund bonus
This bonus applies to South Waterfront. While records indicate it has not been used to date, in the future it could help meet the goals of providing more open space for the subdistrict.

33.510.205.C.2.g. Central Eastside subdistrict Industrial space bonus- MOVED to: 33.510.119 Retail Sales And Service and Office Uses in the IG1

This provision has been moved to the Use regulations because it provides an opportunity to earn additional FAR for industrial office uses.

33.510.205.D Floor Area Transfer Options:

Unlike the bonuses which add FAR to the overall pool of FAR available in the Central City, transfers allow a development to move FAR from one property to another, but overall there is no net increase of FAR, except in the case of the historic resource transfer described in 33.510.205.D.1. Historic resources are allowed to transfer unused FAR plus up to an additional 3 to 1 to help support historic preservation. More detail can be found below.

The single room occupancy (SRO) and Residential transfers and the transfer within a project provisions have been eliminated. The rationale for eliminating them can be found on the pages showing the strikethrough of those provisions.

Surface parking lots cannot be sending sites for FAR transfers, as a disincentive to maintaining surface parking lots in the Central City. Sites with both development and surface parking may still transfer remaining FAR off of the developed portion of site, but FAR must remain on the surface parking area for future redevelopment. Surface parking lots may be receiving sites of FAR as part of a redevelopment project.

33.510.205.D.1 Transfer of floor area from a Historic Resource

This provision allows landmarks and contributing resources in historic and conservation districts that meet seismic reinforcement standards to transfer FAR to other sites. Expanding the transfer provision throughout the Central City supports the historic preservation policies of the Central City 2035 Plan by reducing redevelopment pressure on historic resources. Requiring historic resources that send FAR to be seismically upgraded aligns with a City priority to address the public safety issues related to unreinforced masonry buildings.

(5) The bonus floor area may be used only in the South Waterfront subdistrict.

f. Open space fund bonus option. In the South Waterfront subdistrict, contributors to the South Waterfront Public Open Space Fund (SWPOSF) receive bonus floor area. For each $22.50 contributed to the SWPOSF, one square foot of bonus floor area is earned. To qualify for this bonus, the following requirements must be met:

(1) The applicant must submit with the application for land use review a letter from Portland Parks and Recreation documenting the amount that has been contributed to the SWPOSF;

(2) The bonus floor area may be used only in the South Waterfront subdistrict; and

(3) The SWPOSF is to be collected and administered by Portland Parks and Recreation. The funds collected may be used only within the South Waterfront, either for acquisition, improvement, or maintenance of public open space or for bank restoration or improvement projects along the Willamette River.

~~g. Central Eastside subdistrict industrial space bonus. In the IG1 zone in the Central Eastside subdistrict, proposals that meet the following industrial space requirements earn an additional 1 to 1 FAR for Industrial Office use:~~

~~(1) At least 33 percent or 5,000 square feet of floor area, whichever is more, of the ground floor of the building must be for Manufacturing and Production, Warehouse and Freight Movement, Wholesale Sales, or Industrial Service uses;~~

~~(2) The minimum floor to ceiling height on the ground floor must be 20 feet; and~~

~~(2) The ground floor must include at least one loading door or entrance that serves the industrial space. If more than one industrial space is created then each space must have at least one loading door or entrance, or must have access to a shared loading door or entrance in a common area accessible from each industrial spaces located on the ground floor.~~

D. Floor area transfer options. Transferring floor area from one site to another is allowed as follows. The transferred floor area is in addition to the maximum floor area ratio ~~allowed as~~ shown on Map 510-2. There is no limit on the amount of floor area that can be transferred to a site. Transferring floor area is only allowed in situations where stated. Adjustments to the floor area transfer requirements are prohibited. When FAR is transferred from one site to another, the sending site must retain an amount equal to the minimum FAR required by 33.510.200.C., or an amount equal to the total surface parking area on the site multiplied by the maximum floor area ratio allowed shown on Map 510-2, whichever is more. ~~When FAR is transferred from one site to another, the sending site must retain at least the minimum FAR required by 33.510.200.C.2. Surface parking lots are prohibited from being a sending site for an FAR transfer.~~

Commentary

The revised historic resource transfer is intended to encourage building owners to seismically retrofit their buildings. In order to use this provision, the building must be seismically updated, or the building owner may sign an agreement with the City to update their building in phases over a period of years. A phased seismic agreement is available at BDS. The city and building owner will sign the agreement to ensure that the improvements occur in a timely manner.

33.510.205.D.1.b. In addition to unused base FAR, a building owner may transfer an additional 3 to 1 FAR. Allowing the transfer of an additional 3 to 1 on top of any unused FAR serves as an additional preservation and upgrade incentive and allows larger buildings that have used most of their base FAR (and that generally have higher seismic upgrade costs) to benefit from this provision.

33.510.205.D.1.c.(2): The historic resource transfer is not available for use in South Waterfront because using existing FAR within the subdistrict is a priority, especially transferring FAR off of the greenway.

33.510.205.D.1.d.(2): The covenant for the sending site makes it subject to demolition review (locally designated landmarks and contributing properties in conservation districts are not ordinarily subject to demolition review).

33.510.205.D.1.e.(1): This exception allows historic resources to continue to be able to transfer to sites outside of the Central City, by using the existing base zone transfer provisions.

1. Transfer of floor area from a Historic Resource. The following regulations apply to transferring floor area from a Historic Resource:

   a. Purpose. This transfer option improves public safety by encouraging seismic upgrades of historic resources, and encourages the preservation of historic resources by reducing redevelopment pressure.

   b. Sites eligible to send floor area. ~~In order to send floor area, including unused floor area and an additional 3 to 1 of FAR, the site must:~~ In order to send floor area the site must meet the following requirements. Sites that are eligible to send floor area are allowed to transfer unused FAR up to the maximum FAR allowed on the site plus an additional 3 to 1:

      (1) Be in a RH, RX, CX or EX zone, and

      (2) Contain a Historic or Conservation Landmark or a contributing resource in a Historic or Conservation district for which the Bureau of Development Services verifies ~~that~~ the following:

         - If the building is classified as Risk category I or II, as defined in the Oregon Structural Specialty Code, it has been upgraded or shown to meet or exceed the American Society of Civil Engineers (ASCE) 41- BPOE improvement standard as defined in City of Portland Title 24.85;
         - If the building is classified as Risk category III or IV, as defined in the Oregon Structural Specialty Code, it has been upgraded or shown to meet or exceed the ASCE41- BPON improvement standard as defined in City of Portland Title 24.85; or
         - The owner of the landmark or contributing resource has entered into a phased seismic agreement with the City of Portland as described in Section 24.85.070.

   c. Sites eligible to receive floor area:

      (1) Must be zoned RH, RX, CX or EX; and

      (2) Must be within the Central City plan district outside of the , ~~but not within the~~ South Waterfront subdistrict.

   d. Covenants. The owners of both the sending and receiving sites must execute a covenant with the City. The covenant must meet the requirements of 33.700.060, and must be attached to and recorded with the deed. The covenants may not be revoked or rescinded. The covenants must include the following:

      (1) The covenant for each site must reflect the existing floor area on each site and the respective increase and decrease of potential floor area; and

      (2) The covenant for the sending site must state that the owner will not demolish or relocate the historic resource unless the City approves the demolition or relocation through demolition review.

   e. Exceptions.

Commentary

33.510.205.D.1.e.(2): This exception allows sites in the R1, R2 and R3 zones to continue to use the base zone provisions to transfer density.

33.510.205.D.2 Transfer of floor area within a subdistrict

This provision applies Central City-wide to all subdistricts with the exception that historic resources are not eligible to be sending sites. The intent of this exception is to make sure historic resources use the historic resource transfer described in 33.510.205.D.1.

A project is eligible to use this transfer provision only after they have earned 3 to 1 FAR on their site by providing a public benefit, following the FAR increase priorities established in 33.510.205.B. South Waterfront projects are exempt from the priorities as described in the exception language I 33.510.205.B.2.a. Projects are still capped by their ultimate height limit on Map 510-4.

The benefit of this transfer is to provide flexibility and facilitate larger buildings in some areas of the subdistricts with high density mixed use development for housing, services and amenities. These developments will support a growing population and expand activities unique to the Central City.

D.3 Transfer of floor area between University District/South Downtown and Downtown Subdistrict.
This transfer allows floor area to be transferred between the Downtown and University District/South Downtown subdistricts. The University District/South Downtown is a subdistrict composed of a portion of the previous Downtown subdistrict and the former University subarea (see Map 510-1). The transfer of FAR between these two subdistricts is important because of the large number of publically owned sites in the University District/South Downtown area where unused FAR is anticipated to be reserved for future on-site development. This makes the pool of potentially transferable FAR within the district relatively small. In addition, University District/South Downtown and Downtown are both in the same parking sector (Map 510-10) and are modeled and evaluated for parking impacts by PBOT as one sector.

(1) Sites with eligible historic resources in a RH, RX, CX or EX zone may elect to transfer floor area to a receiving site outside of the Central City plan district if they meet the standards of 33.120.205.E, 33.130.205.C or 33.140.205.C.

(2) Sites with eligible historic resources in the R1, R2 and R3 zones may transfer density if they meet the standards of 33.120.205.E.

~~f. Adjustments. Adjustments to these regulations are prohibited.~~

2. Transfer of floor area within a subdistrict. In the RX, CX, and EX zones, floor area, including bonus floor area and bonus floor area earned through a bonus that no longer exists in the zoning code, may be transferred between sites. The sites are not required to be abutting, however both the sending site and the receiving site must be located within the same subdistrict. Floor area transfers are subject to the following ~~restrictions~~requirements:

a. The sending site must not be a Historic or Conservation landmark or a contributing resource in a historic or a conservation district;

b. If bonus floor area is included in the transfer, the public benefit to be provided in exchange for the bonus floor area must be completed in advance or at the time of issuing any occupancy permit on the receiving site taking advantage of the bonus floor area; and

c. The property owner(s) must execute a covenant for both sites~~lots.~~ The covenants must comply with the regulations of 33.700.060, must be recorded with the deeds for each ~~lot~~site, and must reflect the existing floor area on each site and the respective increase and decrease of potential floor area.

3. Transfer of floor area between subdistricts. Floor area, including bonus floor area and bonus floor area earned through a bonus that no longer exists in the zoning code, may be transferred between sites in the University District/South Downtown and the Downtown subdistricts. Floor area transfers are subject to the following ~~restrictions~~ requirements:

a. The sending site must not be a Historic or Conservation landmark or a contributing resource in a historic or a conservation district;

b. If bonus floor area is included in the transfer, the public benefit to be provided in exchange for the bonus floor area must be completed in advance or at the time of issuing any occupancy permit on the receiving site taking advantage of the bonus floor area; and

c. The property owner(s) must execute a covenant for both ~~lots~~ sites. The covenants must comply with the regulations of 33.700.060, must be recorded with the deeds for each ~~lot~~ site, and must reflect the existing floor area on each site and the respective increase and decrease of potential floor area.

Commentary

33.510.210 Height

A.Purpose. This statement has been modified to better align with the policy framework of the Central City 2035 Plan and to clarify that maximum building heights are based on a balancing of several objectives that may vary in importance in different parts of the Central City. Map 510-3 Base Height shows maximum base building heights and areas eligible for bonus height increases. Map 510-4 Bonus Height, is a new map which shows the ultimate height that could be reached on a site through bonuses and transfers.

C.Base Height: The base height standard has been updated to clarify the following:

- Map 510-3 shows base heights for buildings in the Central City. The maximum height achievable through the use of bonuses and transfers is shown on a new map 510-4—this is the ultimate allowed building height. Building floor area and projections must not exceed the height on map 510-4. Adjustments are prohibited.
- Exceptions for projections above the heights shown on Map 510-3 are allowed, except in view corridors. A property owner can determine if they are in a view corridor by looking at Map 510-20. These view corridor properties will have the same height limit on Map 510-3 and Map 510-4. This will be the other indication that projections will not be allowed.
- Additional projections allowed include railings, parapets, fences and walls and mechanical screening to the allowed projections list for the Central City.

33.510.210 Height

A. Purpose. The building height standards are intended to implement and balance multiple objectives of the Central City 2035 Plan. Generally, the tallest heights in the Portland region are applied in the Central City to support its role as the region's premier center for jobs, services, and urban living. Other objectives include:

- Locating the tallest building heights along the Transit Mall and high-capacity transit lines;
- Protecting designated public views;
- Varying building height across the Central City;
- Generally, stepping down height to the Willamette River and neighborhoods adjacent to the Central City;
- Emphasizing bridgehead locations with taller buildings;
- Limiting shadows on public open spaces; and
- Ensuring building height compatibility within historic districts.

B. Adjustments. Adjustments to the height standards in this section are prohibited.

C. Base height.

1. Base heights are shown on Map 510-3. Heights greater than shown on Map 510-3 are allowed through the bonus height or height transfer options specified in Subsections D. and E.

2. Exceptions. The following are allowed to extend above the base heights shown on Map 510-20~~, and where the bonus height limit shown on Map 510-4 is the same as on Map 510-3~~. Small wind turbines area subject to the standards of Chapter 33.299:

   a. Chimneys, vents, flag poles, satellite receiving dishe~~d~~s, and other similar items that are attached to a building and have a width, depth or diameter of 5 feet or less may extend 10 feet above the base height limit, or 5 feet above the highest point of the roof, whichever is greater. If the item is ~~greater~~more than 5 feet wide, deep, or tall, it is subject to the height limit;

   b. Parapets and railings. Parapets and rooftop railings may extend 3.5 feet above the base height limit;

   c. Walls or fences located between individual rooftop decks may extend 6 feet above the base height limit if the wall or fence ~~visual screen~~ is set back at least 4 feet from the edges of the roof;

Commentary

33.510.210.D. Bonus height options

D.1 Bonus height in South Waterfront subdistrict and D.2 South Waterfront height opportunity area: There are no substantive changes to these two sections.

d. Rooftop mechanical equipment and any required screening for the mechanical equipment, and stairwell enclosures that provide rooftop access may extend above the base height limit as follows. The equipment and enclosures ~~are~~ must be set back at least 15 feet from ~~all~~roof edges on street facing facades:

(1) Elevator mechanical equipment may extend up to 16 feet above the base height limit; and

(2) Other mechanical equipment, ~~and any~~ required screening, and stairwell enclosures may extend up to 10 feet above the base height limit if the equipment or enclosures do not ~~that~~ cumulatively cover ~~no~~ more than 10 percent of the roof area~~may extend up to 10 feet above the base height limit~~;

e. Roof mounted solar panels may extend above the height limit as follows:

(1) ~~For~~ On flat roofs ~~or~~and on the horizontal portion of mansard roofs, solar panels may extend up to 5 feet above the top of the highest point of the roof; and

(2) ~~For~~ On pitched, shed, hipped or gambrel roofs, solar panels must be mounted no more than 12 inches from the surface of the roof at any point, and may not extend above the ridgeline of the roof. The 12 inches is measure~~s~~d from the upper side of the solar panel; and

~~g~~f. Antennas, power poles and public safety facilities.

D. Bonus height options. Bonus height can be achieved through the following options:

1. Bonus height in the South Waterfront subdistrict. Within the South Waterfront subdistrict, buildings ~~receive bonus height if they include bonus floor area or floor area transferred onto the site. Buildings~~ that include any floor area achieved through bonuses or from transfers onto the site earn a height bonus of 125 feet, up to a maximum building height of 250 feet. The additional height may not be applied to any portion of a building within 150 feet of the top of bank~~-~~line as shown on Map 510-21, South Waterfront ~~2002~~ Top of Bank Line. Projections above the bonus height limit are prohibited.

2. South Waterfront height opportunity area.

a. Purpose. In the core of the South Waterfront subdistrict, additional building heights may be appropriate to support the goals of the South Waterfront Plan. The regulations of this subsection are intended to:

- Support the growth of an Innovation Quadrant in the Central City;
- Provide diverse housing opportunities;
- Support the density goals of the subdistrict while ensuring quality design;
- Create additional opportunities for visual access through the subdistrict;
- Promote the development of slender towers with an east-west orientation;
- Develop an exceptional and varied skyline enhancing the district's setting against the Tualatin Hills to the west and the Cascade ~~r~~Range to the east;
- Establish and maintain a pedestrian environment with access to sunlight;

Commentary

- Contribute to the district's urban variety, adding visual interest at the pedestrian level and from vantage points outside of the district;
- Create an urban form that is visually permeable; and
- Continue to maintain all protected public views and view corridors, on the east and west side of the Willamette River, as identified in adopted plans.

b. Additional building height may be requested as a modification through design review as follows:

(1) The site must be in the South Waterfront height opportunity area shown on Map 510-16;

(2) The maximum height that may be approved is 325 feet, including projections, roof top mechanical equipment, and any other structures that project above the roof of the building;

(3) One of the following must be met:

- The average floor-to-floor height in the building ~~is~~ must be at least 16 feet and floors of the building above 75 feet ~~are~~must be 25,000 square feet in area or less; or
- Floors of the building above 75 feet ~~are~~must be 10,000 square feet in area or less;
- Adjustments to the standards of this subsubparagraph are prohibited; however, modifications through design review may be requested as follows:
  - A modification to the 25,000 square foot limitation ~~in D.2.b(3)~~ may be requested;
  - A modification to the 10,000 square foot limitation ~~in D.2.b(3)~~ may be requested if the north-south dimension of the building above 75 feet is 112 feet or less. The north-south dimension is measured as specified in 33.510.251.A.3.e. However, modifications to allow floors larger than 12,500 square feet are prohibited;

(4) The portion of the proposed building that is greater than 250 feet in height must be at least 200 feet from the portion of any other existing or approved building that is greater than 250 feet in height, and that used the provisions of this subsection to achieve additional height. Approved buildings are those with an unexpired design review approval. Adjustments to this standard are prohibited; however, modifications to the 200 foot minimum distance requirement may be requested through design review. In reviewing such a request, the review body will consider the results of the South Waterfront Public Views and Visual Permeability Assessment for the proposal;

Commentary

33.510.210.D.3 North Pearl Height Opportunity Area. The North Pearl Height Opportunity Area was originally adopted in 2008 to implement the North Pearl District Plan. These provisions were intended to allow the development of taller buildings that included a mix of land uses and programming objectives. The regulations provide that additional height beyond the maximum building heights, identified on Map 510-3, may be requested as a modification through design review. The intent was to encourage the use of family compatible housing FAR bonus and historic resource transfer provisions in the North Pearl sub area. These provisions are being eliminated to focus on affordable housing and historic preservation. The design and building massing requirements are being retained for buildings above certain heights to preserve views through the district and pedestrian access to light and air. See 33.510.210D.3.e.

(5) Where a block is less than 80,000 square feet in area, only one building on the block may use the provisions of this subsection. Where a block is at least 80,000 square feet in area but less than 120,000, only two buildings on the block may use the provisions of this subsection. Where a block is at least 120,000, only three buildings on the block may use the provisions of this subsection.

Applications for land divisions of sites that include a building that has used the provisions of this subsection must show how the land division will not move the site out of conformance with this subsection;

(6) The applicant must contribute $11.00 to the South Waterfront Public Open Space Fund (SWPOSF) for every square foot of floor area over 250 feet in height. The contribution to the SWPOSF must be made before the building permit is issued for the building. Contributions to the fund used to earn bonus floor area under 33.510.205.C.2.f, Open space fund bonus option, do not count towards meeting this requirement. Adjustments to this standard are prohibited; and

(7) The applicant must request advice from the Design Commission as described in 33.730.050.F. The design advice request must be submitted before the request for a pre-application conference. In providing their advice to the applicant, the Design Commission will consider protection and enhancement of public views from both the east and west, as identified in adopted plans; development of a diverse, varied and visually interesting skyline; and creation of a district that is visually permeable. These factors will be considered at different scales, including the site of the proposal, the site and adjacent blocks, and the subdistrict as a whole.

~~3. North Pearl height opportunity area.~~

~~a. Purpose. In the North Pearl subarea, additional building height may be appropriate to support the goals of the Central City 2035 Plan. The regulations of this subsection:~~

- ~~Encourage a varied and exceptional skyline that allows visual permeability through the district and light and air to penetrate down to the pedestrian environment;~~
- ~~Allow for the development of tall buildings when they incorporate a mix of land uses and programming objectives;~~
- ~~Encourage the use of development bonus provisions;~~

Commentary

33.510.210.D.3 Bonus height earned through a bonus or transferred FAR.
The bonus height provision is intended to require a public benefit in exchange for access to additional building height beyond the base heights shown on Map 510-3 (the public benefit priorities include creating affordable housing units, paying into an affordable housing fund and/or historic preservation). This provision is not applicable to development in the South Waterfront height opportunity area as the maximum building heights and floor area bonus and transfer provisions in these areas are crafted to address unique conditions and purposes specific to those areas.

Map 510-4, Bonus Heights, shows the ultimate height a project may earn in exchange for a public benefit. Projections (e.g. mechanical equipment, flag poles, etc.) above the height limits shown on Map 510-4 are prohibited. The maximum building height pattern has been revised to support CC2035 policy concepts, including:

- increased heights along the south transit mall;
- increases east of SW 4th Avenue, but generally respecting a gradual step down in heights approaching the river;
- increases at the bridgeheads to encourage signature developments at these locations;
- protection of existing and new view corridors; and
- reduced heights within historic districts.

To qualify for building heights greater than those shown on Map 510-3, a project must earn at least 1 to 1 of bonus or transferred FAR (see sections 33.510.205.C and 33.510.205.D), regardless of whether the FAR is used on site or not.

~~b. When increased height is allowed. In the North Pearl Height Opportunity Area maximum height can be increased as described in Subparagraphs D.3.c. through D.3.e. if:~~

~~(1) The site is in the North Pearl height opportunity area shown on Map 510-16;~~

~~(2) The floor area of the building above the maximum height limit shown on Map 510-3 is:~~

- ~~Earned through bonus FAR provisions;~~
- ~~Transferred by a Central City Master Plan; or~~
- ~~Transferred from a Historic Resource in conformance with 33.510.205.D.1.~~

~~c. Review procedure. Additional height must be approved as a modification through design review.~~

~~d. Sites located between NW Naito Parkway and the Willamette River. The maximum height on sites located entirely between NW Naito Parkway and the Willamette River may be increased to 250 feet if the building façade facing NW Naito and the Willamette Greenway is not wider than 120 feet in length. Projections above the bonus height limit are prohibited.~~

~~e. All other sites in the North Pearl Height Opportunity Area. The building heights shown on Map 510-4 may be allowed on sites that are not located between NW Naito Parkway and the Willamette River. However, if the building is proposed to be more than 175 feet tall, the maximum floor area of all floors located above 100 feet is limited to 12,500 square feet.~~

~~4~~3. Bonus height earned through an FAR bonus or transfer~~red FAR~~. Except for sites in the South Waterfront height opportunity area, ~~and sites in the North Pearl height opportunity area,~~ the bonus heights shown on Map 510-4 are allowed as follows. Projections above the height limits shown on Map 510-4 are prohibited:

a. The site must be shown on Map 510-3 as eligible for a height increase;

b. The proposal must earn an additional FAR of at least 1 to 1 through use of one of the following FAR bonus or transfer options:

(1) The ~~affordable~~ inclusionary housing bonus option of Subparagraph 33.510.205.C.2.a;

(2) The A~~a~~ffordable H~~h~~ousing F~~f~~und bonus option of Subparagraph 33.510.205.C.2.b; or

(3) The historic resource transfer of Paragraph 33.510.205.D.1.

c. ~~Proposals for more than 75 feet of bonus heightmust meet the additional approval criteria of Subparagraph D.4.e.; and~~ A proposal for more than 75 feet of bonus height on a site that is within 500 feet of a residential zone located outside of the Central City plan district will be approved if the review body finds that shadow cast by the proposed building will not have a significant negative impact on dwelling units located outside the Central City plan district in an R zone within 500 feet of the site.

Commentary

33.510.210.D.4.d Required shadow study for sites adjacent to open spaces.
This provision requires a shadow analysis if an applicant applies for additional building height designated properties south and west of open space programmed for public use, such as parks, playgrounds and plazas. Sites that require this study are shown on Map 510-4. Analysis will need to be submitted for the spring and fall equinoxes and Summer and Winter solstices. These dates are used to conduct this type of analysis because the sun is at different positions at noon on each of these dates, a time of day when these spaces are most likely to be in use and when sunlight is most accessible on a clear day. Although at certain times of the year, especially winter, weather will likely be a greater factor in the ability for sunlight to penetrate into a park, the information this analysis will provide should be helpful in identifying the locations where light and warmth may be most desirable at noon.

D.4.e Bonus height on sites within the North Pearl Height Opportunity Area.
As noted in D.3 above, most of the provisions related to the North Pearl subarea are eliminated, however, the provisions related to accessing bonus height in the North Pearl Height Opportunity Area are being retained here.

D.4.f-g This was a redundant bonus height approval criterion for view corridors. The remaining criterion to focus on impacts on residential zones outside the Central City has moved to 33.510.210.D.c.

d. Proposals for bonus height on sites shown on Map 510-4 as requiring a shadow study must provide a shadow study with the following information:~~described in Subsubparaghs D.3.d(1) and D.3.d(2):~~

(1) The shadow study must show the shadow cast by the proposed buildings or other structures every hour between sunrise and sunset on the 21st of March, June, September and December; and

(2) The shadow study must show that the shadow cast by the proposed buildings or other structures does not cover more than 50 percent of the adjacent open space at noon on March 21, June 21 and September 21, and not more than 75 percent of the adjacent open space at noon on the December 21, and 3:00 pm on March 21, June 21, and September 21. Adjacent includes open space ~~sites~~across a right-of-way from the site subject to the shadow study standard ~~requirement.~~

e. ~~Proposals for bonus~~Bonus height is allowed on sites within the North Pearl Height Opportunity Area shown on Map 510-16 ~~must meet the following~~as follows:

(1) Bonus height is allowed on sites located entirely between NW Naito Parkway and the Willamette River if building façades that face NW Naito Parkway or the Willamette Greenway are not wider than 120 feet in length; and

(2) Bonus height is allowed on sites that are not located between NW Naito Parkway and the Willamette River when one of the following are met:

- The building is not taller than 175 feet; or
- If the building is taller than 175 feet, the floors of the building above 100 feet must not be more than 12,500 square feet each.

~~e~~f. ~~Approval criteria. The following additional approval criteria apply to proposals for more than 75 feet of bonus height. The bonus height will be approved if the review body finds that all of the following have been met:~~

~~(1) The increased height will not violate an established view corridor as shown on Map 510-20; and~~

~~(2) If the site is within 500 feet of an R zone, the proposed building will not cast shadows that have significant negative impacts on dwelling units on R zoned land.~~

~~g. Approval criterion. If the site is within 500 feet of an R zone located outside the Central City plan district, proposals for more than 75 feet of bonus height will be approved if the review body finds that the proposed building will not cast shadows that have significant negative impacts on dwelling units located on the R zoned land that is outside the Central City plan district but within 500 feet of the site.~~

Commentary

33.510.210.E. Open space height transfers.

The height transfer code subsection has been modified to remove reference to the 1988 Central City Plan map and require an applicant to go through the approval process for any open space site.

Deleted provisions:

- Performance standard for sites adjacent to historic districts

- Height standard for housing on specified sites in the West End subarea

An explanation for removing these provisions can be found with the strikethrough pages for the old Height section, 33.510.205

E. Open space height transfers.

1. Purpose. These regulations provide an incentive for the creation and development of needed open space in the Central City plan district.

2. Requirements for open space areas eligible for the height transfer.

   a. The proposed open space area must be in the Central City plan district outside of the South Waterfront subdistrict. The site is subject to the review requirements stated in Paragraph E.4.

   b. The area designated for the open space must be dedicated to the City as a public park. The minimum size of the open space must be a full block at least 35,000 square feet in size. However, the open space may be 20,000 square feet in size if located along the alignment of the North Park Blocks.

   c. All park improvements must be made by the applicant prior to dedication to the City. The improvements to the park are subject to a design review using the specific area's design guidelines.

3. Amount of height potential that can be transferred. The allowed height at the proposed open space site may be transferred within the Central City plan district consistent with the limits stated below.

   a. The maximum amount of height that may be transferred is 100 feet. The transfer may only be to a site eligible for additional height as shown on Map 510-3. Increases in height that result in buildings greater than the maximum height shown on Map 510-4 are prohibited. The transferred height may not be used in addition to any bonus heights allowed by Paragraph D.4.

   b. The open space site must be dedicated to the City before the issuance of building permits for the building receiving the increased height.

4. Design Review.

   a. Procedure. The review is processed with a Type III procedure. The Parks Bureau will provide advice to the Design Commission.

   b. Approval criteria. The proposed open space site will be approved for the height transfer if the review body finds that the applicant has shown that all of the following approval criteria are met:

      (1) The proposed site will help to alleviate an area's identified projected future open space deficiency. This determination is based on such things as proximity to parks, proximity to people living or working in the Central City plan district, and how the site relates to the Central City 2035 Plan's park and open space policies;

      (2) The proposed improvements on the open space site are consistent with the design guidelines for the area; and

      (3) The Parks Bureau approves of the site.

Commentary

33.510.211 Shadow study required

This shadow study requirement applies to properties on the east side of the Park Blocks. A new map, 510-11, has been created to show the area where the provision applies. The Park Blocks are a significant Central City open space amenity and the requirement will help preserve morning sun in the park. The shadow cast by a building is analyzed at 10 am on March 21 (described in 33.510.205.D.4.d). This provision is triggered if a new structure is 100 feet or taller.

Strikethrough of existing Sections 33.510.200-210 {Floor area ratios, Height and Floor area and Height bonus options) are provided below.

An explanation of eliminated provisions can be found on the strikethrough pages.

Eliminated provision in 33.510.200 C.2

West End:

The West End special bonus target area allowed an increase from the base FAR of 6 to 1 to 9 to 1 for residential development, with an option for an additional 3 to 1 through the use of bonuses, for a maximum of 12 to 1. The CC2035 Plan establishes a base entitlement of 8 to 1, similar to the surrounding areas to the south. This area, like most other areas in the Central City, will be eligible for up to 3 to 1 in bonuses and unlimited transfers up to the Bonus Height map, 510-4.

33.510.211 Shadow Study Required

A shadow study is required for new structures that are 100 feet or more in height on sites shown on Map 510-11, and for major remodels to existing structures that increase the height of the existing structure to 100 feet or higher on sites that are shown on Map 510-11. The shadow study must show that the shadow cast by the new or remodeled structure does not cover more than 50 percent of the adjacent open space at 10 am on March 21 Adjacent includes open space located across a right-of-way from the site. Adjustments are prohibited.

~~Development Standards~~

~~33.510.200 Floor Area Ratios~~

A. ~~**Purpose.** The maximum floor area ratio (FAR) standards are intended to accomplish several purposes of the Central City Plan. These include coordinating private development with public investments in transportation systems and other infrastructure, limiting and stepping down building bulk to the Willamette River, residential neighborhoods, and historic districts. While consistent with these purposes, the floor area ratios are intended to be the largest in the Portland region.~~

~~**B. Floor area ratio standard.**~~

~~1. Generally. The maximum floor area ratios for all sites in the Central City plan district are shown on Map 510-2 at the end of this chapter. Floor area ratios greater than shown on Map 510-2 are prohibited unless allowed by Subsections C. through G., below, or by 33.510.210.~~

~~2. Goose Hollow. The minimum floor area ratio in the Goose Hollow subdistrict is 1 to 1.~~

~~3. Specified sites in the West End Subarea. In the area shown on Map 510-14, the following regulations apply:~~

~~a. Maximum. The maximum floor area ratio is 6 to 1. If at least 33 percent of floor area is in residential use, the maximum floor area ratio is 9 to 1.~~

~~b. Minimum. The minimum floor area ratio is 2 to 1.~~

~~4. South Waterfront Subdistrict. In the South Waterfront Subdistrict, floor area used for automated parking is not counted towards maximum FAR for the site. The automated parking facility must rely on a mechanical system instead of a vehicle operator to transport vehicles to a storage space within the facility.~~

~~**C. Limit on increased floor area.**~~

~~1. Generally. Except as provided under C.2.through C.5 , below, increases in FAR, whether by transfers of floor area or bonus floor area options, of more than 3 to 1 are prohibited;~~

~~2. In the portion of the West End subarea that is not shown on Map 510-14, the following applies. There is no maximum to the amount of bonus floor area that may be earned. However, the total floor area on a site, including bonus floor area and transferred floor area, may not be more than 12 to 1. Adjustments are prohibited.~~

Commentary

Delete: Transfer of floor area within a project.

In an effort to reduce transfer options and focus on the historic resource transfer, the provision is eliminated. A new transfer within a subdistrict, 33.510.205.D.2 is added.

3. South Park Blocks frontages. Transfers of floor area to RX-zoned sites on the Park Block frontages shown on Map 510-13 are prohibited. This prohibition applies to all RX-zoned sites on the Park Block frontages, including those within the West End subarea.

4. South Waterfront subdistrict. In the South Waterfront Subdistrict the following applies:

   a. Generally. Except as allowed under Subparagraphs 4.b. and c., below, no more than 2:1 FAR may be earned on a site through the use of bonuses. There is no maximum to the amount of floor area that may be transferred to a site. However, the total floor area on a site, including bonus floor area and transferred floor area, may not be more than 9 to 1, except as allowed under C.4.c, below. Adjustments to the regulations of this paragraph are prohibited.

   b. An FAR of more than 2 to 1 may be earned on a site through the use of bonuses if at least 1 to 1 FAR is earned on the site through the use of the open space bonus option, open space fund bonus option, or South Waterfront Willamette River Greenway bonus option. However, the total floor area on the site, including bonus floor area and transferred floor area, may not be more than 9 to 1.

   c. The total floor area on a site, including bonus floor area and transferred floor area, may be more than 9 to 1 if all of the following are met:

      (1) The floor area above the 9 to 1 ratio must be transferred from the South Waterfront Greenway Area; and

      (2) The portion of the South Waterfront Greenway Area that floor area is being transferred from must have been dedicated to the City since September 1, 2002.

5. North Pearl Subarea. In the North Pearl Subarea bonus options target area, shown on Map 510-4, the following applies:

   a. An FAR increase of more than 3 to 1 may be earned on a site through the following provisions. However, the total floor area on a site may not be more than 9 to 1, except as allowed under 5.b below. Adjustments to the regulations of this paragraph are prohibited:

      (1) Floor area bonuses;

      (2) Transfers from the site of an historic resource meeting Subsection H. below.

   b. The total floor area on a site, including bonus floor area and transferred floor area, may be more than 9 to 1 if the floor area above the 9 to 1 ratio is transferred from the site of an historic resource as specified in Subsection H. below.

D. Transfer of floor area within a project . In the CX and EX zones, floor area, including bonus floor area, may be transferred between abutting lots within a site or sites being developed jointly. This also applies to lots within a site which would be abutting but for a right-of-way. Floor area transfers are subject to the following restrictions:

Commentary

Delete: SRO housing transfer of floor area

This transfer provision is eliminated in an effort to reduce competition for the new inclusionary housing bonus. In the past, the transfer provisions have competed with bonus options. However, research indicates that this transfer has only been used one time since 1988.

The original intent of this transfer provision was to allow the transfer of density from sites occupied by single room occupancy housing (SROs) to encourage the development of new SROs and reduce market pressure for removal of existing SROs, which often serve as a form of affordable market-rate housing. Portland Housing Bureau has indicated that existing SROs are already largely protected so there is no need for this provision.

1. If the site is within the Downtown, South Downtown/University, or West End subdistricts as shown on Map 510-1, floor area may be transferred between abutting lots within a site or sites being developed jointly provided the lots are within the same block. Floor area transfers across rights-of-way are prohibited in the Downtown subdistrict.

2. Buildings on each site may not exceed the height limit established for that site by the regulations of this chapter;

3. If bonus floor area is included in the transfer, those facilities to be provided in exchange for the bonus floor area must be completed in advance or at the time of issuing any occupancy permit for the other lot; and

4. The property owner(s) must execute a covenant with the City which is attached to and recorded with the deed of both the lot transferring and the lot receiving the floor area reflecting the respective increase and decrease of potential floor area. The covenant must meet the requirements of 33.700.060.

E. SRO housing transfer of floor area.

1. Purpose. Transfer of floor area ratio potential from sites occupied by single room occupancy housing (SROs) is allowed in order to encourage the development of new SROs and reduce market pressure for removal of existing SROs.

2. Allowable floor area transfers.

   a. The owners of qualifying sites may sell the rights to their unused floor area potential. The rights to the floor area may be used anywhere in the Central City plan district.

   b. Floor area increases transferred to a site are limited to that allowed by Subsection C. above.

   c. The SRO property owner must execute a covenant with the City which reflects the decrease of potential floor area. The covenant must require future continuation and maintenance of the SRO housing in conformance with the standards of this subsection. The covenant must meet the requirements of 33.700.060.

3. Qualifying SRO projects and restrictions.

   a. Vacant, existing, and new SRO housing developments located in a CX or EX zone qualify for the floor area transfer. Vacant, existing, and new SRO housing developments located in the RX zone qualify for the floor area transfer if the sending and receiving sites are located in the RX zone, or if the sending site is within the RX zone and the receiving site is in the CX or EX zone. At least 60 percent of the floor area of the SRO structure must be used for housing.

   b. For existing SRO housing, the building must be in full compliance with the Oregon Structural Specialty Code (the Uniform Building Code as amended by the State of Oregon) at the time of transfer of the development rights. If not, the structure must be brought into compliance before an occupancy permit is issued for a development using the transferred floor area.

Commentary

Delete: Transfer of residential floor area.

The original intent of this transfer provision was to preserve existing housing by reducing market pressure for their removal. The market is providing significant residential development and this provision is no longer needed.

c. For proposed new SRO housing, the excess floor area rights may be transferred prior to construction if done as part of a development proposal to which the floor area is being transferred. The SRO units must receive an occupancy permit in advance of issuing an occupancy permit for any other part of the development.

d. The SRO structure may not be demolished or converted to other uses unless the number of SRO units lost will be replaced either on the site or at another location in the Central City plan district. SRO units being provided at another site must receive an occupancy permit in advance of issuing an occupancy permit for a new use on the former SRO site or issuing a demolition permit for the site. In addition, the decreased floor area potential on the SRO site continues.

F. Transfer of residential floor area.

1. Purpose. Transfer of floor area ratio potential from sites occupied by residential development is allowed in order to reduce market pressure for removal of existing housing.

2. Allowable floor area transfers.

a. The owners of qualifying sites may transfer the rights to their unused floor area potential. The rights to the floor area may be used anywhere in the Central City plan district.

b. Floor area transferred to a site is limited to that allowed by 33.510.200.C.

c. The sending residential property owner must execute a covenant with the City that reflects the decrease of potential floor area. The covenant must require future continuation and maintenance of the housing in conformance with the standards of this subsection. The covenant must meet the requirements of 33.700.060.

G. Transfer of floor area within the South Waterfront Subdistrict. In the South Waterfront Subdistrict, floor area, including bonus floor area, may be transferred between sites. The sites are not required to be abutting; however, both the sending site and the receiving site must be located within the South Waterfront Subdistrict. Floor area transfers are subject to the following:

1. Buildings on each site may not exceed the height limit established for that site by the regulations of this chapter;

2. If bonus floor area is included in the transfer, those facilities to be provided in exchange for the bonus floor area must be completed in advance or at the time of issuing any occupancy permit for buildings taking advantage of the bonus floor area; and

3. The property owners must execute a covenant with the City that is attached to and recorded with the deed of both the sending and receiving sites reflecting the respective increase and decrease of potential floor area. The covenant must meet the requirements of 33.700.060.

H. Transfer of floor area from Historic Resources in specified areas.

Commentary

1. Where these regulations apply. These regulations apply to sites located in the Pearl Development Transfer Opportunity Area on Map 510-20.

2. Sites eligible to transfer floor area. Sites eligible to transfer floor area must be located within the area shown on Map 510-20 and must contain:

   a. A landmark;

   b. A contributing resource in an Historic District; or

   c. A Rank I, II, or III resource listed in the City's Historic Resource Inventory.

3. Sites eligible to receive floor area. A site within the area shown on Map 510-20 is eligible to receive floor area from the historic resources listed above in H.2.

4. Covenants. The owners of both the sending and receiving sites must execute a covenant with the City that is attached to and recorded with the deed. The covenants may not be revoked or rescinded. The covenants must include the following:

   a. Both sites. The covenant for each site must reflect the respective increase and decrease of potential floor area. The covenant must meet the requirements of Section 33.700.060, Covenants with the City.

   b. Sending site. The covenant for the sending site must state that the owner will not demolish or relocate the historic resource unless the City approves the demolition or relocation through demolition review.

5. Exception for Landmarks. Landmarks located in the Pearl Development Transfer Opportunity Area on Map 510-20 may elect to transfer floor area to a receiving site outside of the area on Map 510-20 if they meet the standards of 33.130.205.C or 33.140.205.C.

6. Adjustments. Adjustments and modifications to these regulations are prohibited.

I. Neighborhood facilities.

1. Purpose. This regulation encourages creation of facilities to serve those who live in the Central City. These facilities are necessary elements of a neighborhood.

2. Standards. Floor area used for specified neighborhood facilities is not counted towards maximum FAR for the site. The specified neighborhood facilities are public schools, public community centers, daycare facilities for children, and public libraries. To qualify for this provision, the following requirements must be met:

   a. Schools. Floor area to be used for public schools does not count towards maximum FAR for the site if the school will be operated by or for a public school district.

   b. Daycare. Floor area to be used for daycare facilities for children does not count towards maximum FAR for the site. Applicants may choose to either earn bonus FAR under 33.510.210.C.2, or to have the daycare not counted towards maximum FAR for the site under this subsection. Both provisions may not be used on a site.

Commentary

c. Libraries. Floor area to be used for public libraries does not count towards maximum FAR for the site if the library will be operated by the Multnomah County Library or does not charge membership fees.

d. Public community centers. Floor area to be used for community centers does not count towards maximum FAR for the site. Public community centers are not for exclusive use by residents of a site and their guests.

e. All facilities. All neighborhood facilities must meet the following:

(1) The floor area of the facility must be reserved for the exclusive use of the neighborhood facility for at least 10 years from the date a certificate of occupancy is issued for the qualifying floor area. No uses other than those listed in this subsection are allowed.

(2) The applicant must document that there is a binding agreement with an operator for each facility. This documentation must be submitted with the application for design review; and

(3) The property owner must execute a covenant with the City which is attached to and recorded with the deed of the site. The covenant must ensure that the owner will reserve the floor area as specified in I.2.e(1). The covenant must comply with the requirements of Section 33.700.060.

33.510.205 Height

A. Purpose. The maximum building heights are intended to accomplish several purposes of the Central City Plan. These include protecting views, creating a step-down of building heights to the Willamette River, limiting shadows on public open spaces, ensuring building height compatibility and step downs to historical districts, and limiting shadows from new development on neighborhoods in and at the edges of the Central City.

B. The height standard. The maximum building height for all sites in the Central City plan district is shown on Map 510-3 at the end of this chapter. Heights greater than shown on Map 510-3 are prohibited unless allowed by Subsections C. through E.,G., below, or by 33.510.210.D. below.

C. Performance standard for sites adjacent to designated open spaces.

1. Eligible sites. Building heights to the south and/or west of certain areas designated Open Space on the Comprehensive Plan map may be increased above the limits specified on Map 510-3. Sites eligible for this standard are shown on Map 510-3.
2. The performance standard. Building heights may be increased if the amount of shadow cast by the proposed building on the adjacent open space will be less than or equal to the shadow that would result from an allowed building constructed to the maximum height shown on Map 510-3. The shadow from an allowed building is based on the shadow that would be cast by a structure covering the entire site at the height limit of Map 510-3. Shadows must be analyzed for noon and 3:00 p.m. on April 21 to determine compliance with this provision.
3. Limit on the height increase. Increases in height are prohibited in either of the following situations:

a. The development projects into an established view corridor, or

Commentary

Delete: Performance standard for sites adjacent to historic districts

This subsection has been deleted and Map 510-3 is amended to remove the area eligible for this provision, which allowed height increases adjacent to historic districts. BDS and applicants have found this code section very confusing and hard to implement. There is an existing step down in height adjacent to historic districts that offers a buffer to taller buildings.

b. The development does not project into an established view corridor, but results in buildings over 460 feet in height.

D. Performance standard for sites adjacent to historic districts. Building heights on blocks adjacent to the Yamhill and Skidmore Fountain/Old Town Historic Districts may be increased above the limits stated on Map 510-3. Requests for the increases are reviewed as part of the design review process.

1. The development proposal must comply with all of the following standards.

a. The site encompasses a single block that is subject to two different height limits, and the block is adjacent to but not part of a historic district.

b. The project does not include removal of any historical landmarks and no historical landmarks were cleared from the site during the 60 months prior to the date of application for the exception.

c. Historical landmarks on the site are preserved and restored as part of the proposed project.

d. A building wall, called the "street wall," must be constructed abutting the street lot line facing the historic district. Street walls must extend along the entire frontage facing the historic district. When the project's frontage on its block is larger than the historic district's frontage on the facing block, the street wall must extend 25 feet beyond the end of the historic district.

e. The street wall must be at least 30 feet in height or equal to the distance of the horizontal encroachment into the area regulated by the lower height limit, whichever is more. However, portions of the building that front the historic district may not exceed 75 feet in height within 25 feet of the street lot line.

f. The existing building wall of an historical landmark incorporated into the project is exempt from the requirements of Subparagraphs d. and e., above.

g. Portions of the structure located behind the street wall must comply with the Ground Floor Active Use standard of 33.510.225;

h. The project may not result in a building that exceeds a maximum height of 250 feet or the higher of the two height limits on the block, whichever is lower.

2. Approval of a height increase based on this subsection in no way limits the ability of the review body conducting design review to require reconfiguration of the building's design, including lowering the height of the building or reducing the amount of the increase. The review body will base its review on application of both the general design guidelines applicable to the area, and the subdistrict guidelines applicable to the adjacent historic district.

3. Adjustments to requirements and standards of this subsection are prohibited.

E. Open space height transfers.

1. Purpose. These regulations provide an incentive for the creation and development of needed open space in the Central City plan district.

Commentary

2. Requirements for open space areas eligible for the height transfer.

   a. The proposed open space area must be in the Central City plan district outside of the South Waterfront Subdistrict. If the open space is at a Proposed Open Space location, as shown on the Central City plan map, the site is eligible by right. If the site is not a Proposed Open Space location, the site is subject to the review requirements stated in Paragraph 4, below. Open space sites resulting from the North Pearl Subarea open area requirement are not eligible for the height transfer.

   b. The area designated for the open space must be dedicated to the City as a public park. The minimum size of the open space must be a full block at least 35,000 square feet in size. However, the open space may be 20,000 square feet in size if located along the alignment of the North Park Blocks.

   c. All park improvements must be made by the applicant prior to dedication to the City. The improvements to the park are subject to a major design review using the specific area's design guidelines. The Parks Bureau will provide advice to the Design Commission.

3. Amount of height potential that can be transferred. The allowed height at the proposed open space site shown on Map 510-3 may be transferred within the Central City plan district consistent with the limits stated below.

   a. The maximum amount of height that may be transferred is 100 feet. The transfer may only be to a site eligible for a height bonus as shown on Map 510-3. Increases in height that result in buildings greater than 460 feet or which are higher than an established view corridor are prohibited. The transferred height may not be used in addition to any allowed bonus heights of 33.510.210.

   b. The open space improvements must be approved and the site dedicated to the City before the issuance of building permits for the building receiving the increased height.

4. Reviews for sites not designated Proposed Open Space on the Central City plan map.

   a. Procedure. The review is processed with a Type III procedure.

   b. Approval criteria. The proposed open space site will be approved for the height transfer if the review body finds that the applicant has shown that all of the following approval criteria are met:

      (1) The proposed site will help to alleviate an area's identified projected future open space deficiency. This determination is based on such things as proximity to parks, proximity to people living or working in the Central City plan district, and how the site relates to the Central City Plan's park and open space system (covered in Policy 8 of the plan);

      (2) The proposed improvements on the open space site are consistent with the design guidelines for the area; and

      (3) The Parks Bureau approves of the site.

Commentary

Delete: Height standard for housing on specified sites in the West End subarea

This section incentivized residential development in the West End by granting additional height for residential development above the maximum building height. However, this provision contains an assumption that residential floors will always occupy the top floors of a mixed use building. In recent years, the City has seen examples (i.e., Park Avenue West) of mixed use buildings with commercial floors above residential floors. While the desire to continue incenting residential development in this area remains, earning the bonus should not be tied to the location of that development within the building.

By removing this provision, the area will be subject to the same provisions for earning additional building height as the rest of the Central City - provisions which are tied to affordable housing development and/or historic resource FAR transfers.

F. Height standard for housing on specified sites in the West End subarea. In the area shown on Map 510-14, building heights 175 feet higher than shown on Map 510-3 are allowed if all the floor area constructed above the limits shown on Map 510-3 is used exclusively for housing.

G. South Waterfront height opportunity area.

1. Purpose. In the core of the South Waterfront Subdistrict, additional building heights may be appropriate to support the goals of the South Waterfront Plan. The regulations of this subsection are intended to:
   - Support the growth of a Science & Technology Quarter in the Central City;
   - Provide diverse housing opportunities;
   - Support the density goals of the subdistrict while ensuring quality design;
   - Create additional opportunities for visual access through the subdistrict;
   - Promote the development of slender towers with an east-west orientation;
   - Develop an exceptional and varied skyline enhancing the district's setting against the Tualatin Hills to the west and the Cascade range to the east;
   - Establish and maintain a pedestrian environment with access to sunlight;
   - Contribute to the district's urban variety, adding visual interest at the pedestrian level and from vantage points outside of the district;
   - Create an urban form that is visually permeable; and
   - Continue to maintain all protected public views and view corridors, on the east and west side of the Willamette River, as identified in adopted plans.
2. Additional building height may be requested as a modification through design review as follows:
   a. The site must be in the height opportunity area shown on Map 510-16;
   b. The maximum height that may be approved is 325 feet, including projections, roof top mechanical equipment, and any other structures that project above the roof of the building;
   c. One of the following must be met:
      (1) The average floor-to-floor height in the building is at least 16 feet and floors of the building above 75 feet are 25,000 square feet in area or less; or
      (2) Floors of the building above 75 feet are 10,000 square feet in area or less;
      (3) Adjustments to the standards of this subsubparagraph are prohibited; however, modifications through design review may be requested as follows:
         - A modification to the 25,000 square foot limitation in G.2.c(1) may be requested;
         - A modification to the 10,000 square foot limitation in G.2.c(2) may be requested if the north-south dimension of the building above 75 feet is 112 feet or less. The north-south dimension is measured as specified in 33.510.252.A.3.e. However, modifications to allow floors larger than 12,500 square feet are prohibited;

Commentary

d. The portion of the proposed building that is greater than 250 feet in height must be at least 200 feet from the portion of any other existing or approved building that is greater than 250 feet in height, and that used the provisions of this subsection to achieve additional height. Approved buildings are those with an unexpired design review approval. Adjustments to this standard are prohibited; however, modifications to the 200 foot minimum distance requirement may be requested through design review. In reviewing such a request, the review body will consider the results of the South Waterfront Public Views and Visual Permeability Assessment for the proposal;

e. Where a block is less than 80,000 square feet in area, only one building on the block may use the provisions of this subsection. Where a block is at least 80,000 square feet in area but less than 120,000, only two buildings on the block may use the provisions of this subsection. Where a block is at least 120,000, only three buildings on the block may use the provisions of this subsection.

Applications for land divisions of sites that include a building that has used the provisions of this subsection must show how the land division will not move the site out of conformance with this subsection.

f. The applicant must contribute $11.00 to the South Waterfront Public Open Space Fund (SWPOSF) for every square foot of floor area over 250 feet in height. The contribution to the SWPOSF must be made before the building permit is issued for the building. Contributions to the fund used to earn bonus floor area under 33.510.210.C.18, Open space fund bonus option, do not count towards meeting this requirement. Adjustments to this standard are prohibited.

g. The applicant must request advice from the Design Commission as described in 33.730.050.F. The design advice request must be submitted before the request for a pre-application conference. In providing their advice to the applicant, the Design Commission will consider protection and enhancement of public views from both the east and west, as identified in adopted plans; development of a diverse, varied and visually interesting skyline; and creation of a district that is visually permeable. These factors will be considered at different scales, including the site of the proposal, the site and adjacent blocks, and the subdistrict as a whole.

H. North Pearl Subarea height opportunity area.

1. Purpose. In the North Pearl Subarea, additional building height may be appropriate to support the goals of the North Pearl Plan. The regulations of this subsection:
   - Promote the use of development bonus and transfer provisions to create and support a range of community amenities to serve the diversity of residents and employees in the Central City;

Commentary

- ~~Create a skyline and urban form that is visually permeable by providing visual access to locations within and beyond the subarea;~~
- ~~Encourage the development of taller buildings that may accommodate a range and diversity of land uses;~~
- ~~Result in a dynamic and varied skyline and urban form that contributes to the health, vibrancy, and livability of urban living;~~
- ~~Shape building massings that allow light and air to penetrate to the street level, enhance pedestrian scale, and create a pleasant, versatile, and active public realm; and~~
- ~~Provide flexibility to allow a range of uses and building types to be developed in a manner that fulfills the design objectives of this purpose statement.~~

~~Additionally, along the waterfront of the North Pearl Subarea the regulations of this subsection also:~~

- ~~Increase access to sunlight along the greenway and within public and private open space areas developed along the waterfront;~~
- ~~Develop a dense, active urban waterfront with a vibrant public realm;~~
- ~~Work with the open area and waterfront development provisions of the North Pearl Subarea in the creation of well designed public and private urban open space amenities;~~
- ~~Facilitate visual and physical access to and along the riverfront for all members of the public;~~
- ~~Create expanded opportunities for views of the river as viewed from Naito Parkway and Front Avenue, landward portions of the subarea, and locations west of the subdistrict; and~~
- ~~Ensure bonus height granted to sites adjacent to the Fremont Bridge does not significantly affect views of or diminish the aesthetic qualities of the bridge or its iconic stature in the Portland skyline.~~

~~2. Additional building height above the maximum height limits shown on Map 510-3 may be approved as a modification through design review if H.2.a and b are met, and either H.2.c or d. Except as specifically allowed, adjustments and modifications to this paragraph are prohibited.~~

~~a. The site must be in the height opportunity area shown on Map 510-16.~~

~~b. The floor area of the building above the maximum height limit shown on Map 510-3 must be:~~

~~(1) Earned through bonus FAR provisions;~~

~~(2) Transferred by a Central City Master Plan; or~~

~~(3) Transferred from an Historic Resource in conformance with 33.510.200.H, Transfer of floor area from a Historic Resource in specified areas.~~

Commentary

c. The regulations of this subparagraph apply to sites northeast of SW Naito Parkway. Building heights may be increased to 175 feet in the height opportunity area if the following are met:

(1) The floors of the building above 100 feet are limited to 12,500 square feet in area or less; and

(2) The length of any facade above 100 feet may not exceed 120 feet. However, a dimension of up to 150 feet may be requested as a modification through design review.

d. The regulations of this subparagraph apply to sites southwest of SW Naito Parkway. For sites in the height opportunity area where the maximum height allowed for the site by Map 510-3 is 100 feet, applicants may choose to increase height using one of the options of this subparagraph.

(1) Option One: The height may be increased to 175 feet if the length of any facade above 100 feet in height does not exceed 150 feet. However, a dimension of up to 180 feet may be requested as a modification through design review; or

(2) Option Two: There is no maximum height limit if the following are met:

- The floors of the building above 100 feet are limited to 12,500 square feet in area or less; and
- The length of any facade above 100 feet may not exceed 120 feet. However, a dimension of up to 150 feet may be requested as a modification through design review.

33.510.210 Floor Area and Height Bonus Options

A. Purpose. Floor area and height bonus options are offered as incentives to encourage facilities and amenities that implement the Central City Plan.

B. General regulations.

1. The bonus options are only allowed in situations where stated. Exceptions to the requirements and the amount of bonus floor area or height earned are prohibited.

2. Projects may use more than one bonus option unless specifically stated otherwise. Bonuses may be done in conjunction with allowed transfers of floor area.

3. The maximum floor area increase that may be earned through the bonus options must be within the limits for overall floor area increases stated in 33.510.200.C.

4. Buildings using bonus floor area must not exceed the maximum height limits shown on Map 510-3 unless eligible for bonus height.

5. Except as required by Paragraph B.6., for projects that trigger the requirements of 33.245, Inclusionary Housing, bonus floor area of at least 3 to 1 must be earned from the mandatory inclusionary housing bonus options before qualifying for other bonus or transfer options. For projects that do not trigger 33.245, Inclusionary Housing, floor area of at least 3 to 1 must be earned from the voluntary inclusionary housing bonus option or be transferred through a historic resource transfer before qualifying for other bonus or transfer options.

Commentary

33.510.210.C: Bonus floor area options

C.2 PHB recommends removing the voluntary option to build affordable units on site. Administratively this could be staff intensive to monitor 1-2 units in buildings. The preference for projects that do not trigger inclusionary housing is to pay into the affordable housing fund.

6. If any portion of the site is in the Greenway bonus target area, as shown on Map 510-4, the South Waterfront Willamette River Greenway bonus option must be used before any other bonus. Bonus floor area of at least 7,500 square feet from the South Waterfront Willamette River Greenway bonus option must be earned before the project qualifies for other bonus options.

C. Bonus floor area options. Additional development potential in the form of floor area is earned for a project when the project includes any of the specified features listed below. The bonus floor area amounts are additions to the maximum floor area ratios shown on Map 510-2.

1. Mandatory inclusionary housing. For projects in the CX, EX and RX zones that trigger the requirements of 33.245, Inclusionary Housing, an additional FAR of 3 to 1 is earned. To qualify for this bonus, the applicant must provide a letter from the Portland Housing Bureau certifying that the regulations of 33.245 have been met.

2. Voluntary inclusionary housing. Projects that voluntarily provide affordable housing earn bonus FAR as follows:

   a. An additional FAR of 3 to 1 is earned for projects that voluntarily provide affordable housing at one of the following rates. To qualify for this bonus, the applicant must provide a letter from the Portland Housing Bureau certifying that the development meets one of the standards stated above and any administrative requirements. The letter is required to be submitted before a building permit can be issued for the development, but is not required in order to apply for a land use review. The property owner must execute a covenant with the City that complies with the requirements of Section 33.700.060. The covenant must be provided prior to issuance of a building permit, and must ensure that the affordable dwelling units will remain affordable to households meeting the income restriction, and will meet the administrative requirements of the Portland Housing Bureau:

      (1) On-site affordable dwelling units. When the affordable dwelling units will be located on-site, affordable dwelling units must be provided at one of the following rates:

         - 10 percent of the total number of new dwelling units or bedrooms on the site must be affordable to those earning no more than 60 percent of the area median family income; or
         - 20 percent of the total number of new dwelling units or bedrooms on the site must be affordable to those earning no more than 80 percent of the area median family income.

Commentary

(2) Off-site affordable dwelling units in a new building. When the affordable dwelling units will be provided by constructing new dwelling units off-site, affordable dwelling units must be provided at one of the following rates. The number of affordable dwelling units required is calculated based on the total number of new dwelling units proposed to be built on the site that is taking advantage of this FAR bonus option:

- 10 percent of the total number of new dwelling units must be affordable to those earning no more than 30 percent of the area median family income; or
- 20 percent of the total number of new dwelling units must be affordable to those earning no more than 60 percent of the area median family income.

(3) Off-site affordable dwelling units in an existing building. When the affordable dwelling units will be provided by dedicating existing dwelling units that are off- site as affordable, affordable dwelling units must be provided at one of the following rates. The number of affordable dwelling units required is calculated based on the total number of new dwelling units proposed to be built on the site that is taking advantage of this FAR bonus option:

- 15 percent of the total number of new dwelling units must be affordable to those earning no more than 30 percent of the area median family income; or
- 25 percent of the total number of new dwelling units must be affordable to those earning no more than 60 percent of the area median family income.

b. Bonus FAR is allowed in exchange for payment into the Affordable Housing Fund. Up to 3 to 1 FAR can be earned by paying into the fund. For each square foot of floor area purchased a fee must be paid to the Portland Housing Bureau (PHB). The Portland Housing Bureau collects and administers the Affordable Housing Fund, determines the fee per square foot, and updates the fee at least every three years. The fee schedule is available from the Bureau of Development Services. To qualify for this bonus, the applicant must provide a letter from the Portland Housing Bureau documenting the amount that has been contributed. The letter is required to be submitted before a building permit can be issued for development, but is not required in order to apply for a land use review.

Commentary

Delete: Day Care bonus option. This bonus was intended to encourage more daycare providers in the Central City, in part to be benefit the employee recruitment process. Though numerous daycare facilities have been constructed in the Central City this bonus has only been utilized twice since 1988.

The existing pearl District Neighborhood Facilities provisions are extended to the entire Central City (see new Paragraph 33.510.200.E.1). Floor area ratio that is used for daycare facilities does not count towards the maximum FAR for the site.

Delete: Retail use bonus option. The Downtown and Central City plans both expressed clear intentions to strengthen and concentrate the downtown retail core on the east-west corridor centered on SW Morrison Street. This bonus has been used four times since 1988. Active ground floor use, required building lines and ground floor window standards require similar, but not necessarily identical space. These standards are being updated.

Delete: Rooftop gardens bonus option. This bonus was intended to limit urban heat island effect and stormwater runoff, as well as provide outdoor recreational space and air quality improvements. Research shows that it has been used three times since 1988. It is possible that it was competing with the eco-roof bonus which is less expensive and provides more bonus.

3. Day care bonus option. In the CX, EX, and RX zones outside of the South Waterfront Subdistrict, projects providing day care facilities for children receive bonus floor area. For each square foot of area developed and committed to exclusive use as a day care facility, a bonus of 3 square feet of additional floor area is earned. To qualify for this bonus, the day care facility must meet all of the following requirements:

   a. The day care facility must be used for the purpose of day care for the life of the building. The facility must be open during normal business hours at least five days each week and fifty weeks each calendar year.

   b. The day care facility must be maintained and kept in a good state of repair throughout the life of the building.

   c. The property owner must execute a covenant with the City ensuring continuation and maintenance of the day care facility by the property owner. The covenant must comply with the requirements of 33.700.060.

4. Retail use bonus option. In the retail use bonus target area, shown on Map 510-4, projects providing retail uses receive bonus floor area. To qualify for this bonus option, floor area equal to at least 1/2 of the site area must be committed to retail space. For each square foot of retail space over this amount, one additional square foot of floor area is earned. The property owner must execute a covenant with the City attached to the deed of the site ensuring continuation and maintenance of the qualifying retail spaces by the property owner. The covenant must comply with the requirements of 33.700.060.

5. Rooftop gardens option. In CX, EX, and RX zones outside of the South Waterfront Subdistrict, developments with rooftop gardens receive bonus floor area. For each square foot of rooftop garden area, a bonus of one square foot of additional floor area is earned. To qualify for this bonus option, rooftop gardens must meet all of the following requirements.

   a. The rooftop garden must cover at least 50 percent of the roof area of the building and at least 30 percent of the garden area must contain plants.

   b. The property owner must execute a covenant with the City ensuring continuation and maintenance of the rooftop garden by the property owner. The covenant must comply with the requirements of 33.700.060.

Commentary

Delete: Theaters on Broadway bonus option. The Central City Plan included policy statements to create a bright lights district along SW Broadway. The bonus was intended to encourage the concentration of new entertainment venues along this historically important avenue. Research found that this bonus was used one time in 1998.

Delete: Percent for Art bonus option. The original intent was to provide funding for the installation of public art in the Central City. Research indicates it has been used six times.

While it would not require approval by the Regional Arts and Culture Council (RACC), optional artwork is still part of the ground floor windows code provision. It allows applicants to go through the adjustment process as part of design review to meet a portion of their ground floor window requirement.

6. "Theaters on Broadway" bonus option. In the Broadway Theater bonus target area, projects providing theaters receive bonus floor area. For each square foot of floor area developed as theater, a bonus of 2 square feet of additional floor area is earned. Existing and new theaters qualify for this bonus. The Broadway Theater target area is shown on Map 510-4. To qualify for this bonus, a theater must meet all the following requirements.

   a. The theater facilities must provide seating for at least 150 people.

   b. The theater space must be used for the life of the building and at least 200 performances must be given each calendar year. Live theater performances and film exhibitions meet this requirement.

   c. The theater facilities must be maintained and kept in a good state of repair throughout the life of the building.

   d. The property owner must execute a covenant with the City ensuring compliance with these standards by the property owner. The covenant must comply with the requirements of 33.700.060.

7. "Percent for Art" bonus option. In all zones outside of the South Waterfront Subdistrict, new development or alterations to existing development which commit funds to public art receive bonus floor area. Projects which commit 1 percent of their threshold value to public art earn additional floor area equal to the size of the site. Projects committing more than 1 percent to public art earn additional floor area equal to 0.1 of the site area for each additional 0.1 percent of the project's threshold value up to a maximum total floor area increase of 2 times the site area. **For new development**, threshold value is the sum of all construction costs shown on all building permits associated with the project, including site preparation. Where some or all of the bonus floor area is being transferred, this includes costs for both the lot transferring the bonus and the site receiving the transfer of floor area. **For alterations to existing development**, the threshold value is the sum of all construction costs as defined above plus the value of existing improvements to the property, as listed in the County Assessor's records. Where some or all of the bonus floor area is being transferred, this includes costs and values for both the lot transferring the bonus and the site receiving the transfer of floor area. To qualify for this bonus, the public art must meet the following requirements.

   a. At least 25 percent of the project's public art funds must be placed in a Central City Public Art Trust fund, maintained by the Regional Arts and Culture Council. The developer may place all of the public art funds in the trust fund. The Central City Public Art Trust Fund is used to purchase and install public art only in the Central City plan district.

   b. The process and budget for selecting the artist and for selecting and installing the specific works of art to be included in the project must be approved by the Regional Arts and Culture Council. The Regional Arts and Culture Council maintains and publishes guidelines and procedures for review, selection, installation, and payment for works of art included in a project.

   c. Works of art must be approved by the Regional Arts and Culture Council.

Commentary

Delete: Water features or public fountains bonus option. The original intent of City Council was to reinforce fountains as a character-giving thematic element, building on and extending a civic tradition begun in the previous century. The bonus performs similarly to the percent for art bonus. Research indicates that this has been used two times.

d. Works of art must be placed on the outside of the building or at a location clearly visible and freely accessible to the public from the sidewalk during daylight hours. The location of each work of art will be approved by the Regional Arts and Culture Council. The Design Commission will recommend appropriate locations prior to the Regional Arts and Culture Council approval.

e. The public art may not also be used to satisfy other requirements of City, State, or Federal law.

f. The property owner must execute a covenant with the City ensuring installation, preservation, maintenance, and replacement if necessary of the public art. The covenant must comply with the requirements of 33.700.060.

8. Water features or public fountains bonus option. In CX, EX, and RX zones, projects which provide water features or public fountains as part of the development receive bonus floor area. For each 0.1 percent of their threshold value that a project commits to development of water features or public fountains, an additional floor area equal to 0.1 of the site area is earned, up to a maximum of 0.5 of the site area. **For new development**, threshold value is the sum of all construction costs shown on all building permits associated with the project, including site preparation. Where some or all of the bonus floor area is being transferred, this includes costs for both the lot transferring the bonus and the site receiving the transfer of floor area. **For alterations to existing development**, the threshold value is the sum of all construction costs as defined above plus the value of existing improvements to the property, as listed in the County Assessor's records. Where some or all of the bonus floor area is being transferred, this includes costs and values for both the lot transferring the bonus and the site receiving the transfer of floor area. To qualify for this bonus, the water feature or public fountain must meet all of the following requirements:

a. The water feature or public fountain must be located outdoors on the site or abut the site in a right-of-way, unless another site is approved by the Design Commission. It must be visible and accessible by the public from the sidewalks that provide access to the project.

b. The water feature or fountain must be designed to use water efficiently with a low water make-up rate. A method of keeping the water clean must be provided.

c. The design and location of the water feature or public fountain must be approved as part of the design review of the total project.

d. Water features and public fountains may not be counted to meet both this bonus option and the "Percent for Art" bonus option at the same time.

e. The property owner must execute a covenant with the City ensuring the preservation, maintenance, and continued operation of the water feature or public fountain by the property owner. The covenant must comply with the requirements of 33.700.060.

Commentary

Delete: Locker Room bonus option. This bonus was adopted as part of the 1996 Transportation Planning Rule Package to encourage bicycle commuting. The bonus has been used approximately nine times, and has resulted in creating a demand for such facilities in residential, office, and institutional projects. As such, there is now a reduced need to incent the development of these facilities as they are now common place in many projects.

9. Locker room bonus option. To encourage bicycling, projects in the CX and EX zones outside of the South Waterfront Subdistrict that provide locker room facilities and extra long-term bicycle parking receive bonus floor area. For each square foot of area developed and committed to locker room facilities, a bonus of 40 square feet of additional floor area is earned. To qualify for the bonus, the following must be met:

   a. The locker room facility must include showers, a dressing area, and lockers;

   b. All tenants of the building must be able to use the locker room facility; and

   c. At least 110 percent of the required long-term bicycle parking for the site must be provided and must meet the standards of 33.266.220.B., Long-term Bicycle Parking.

10. South Waterfront Willamette River Greenway bonus option. To complement and enhance the existing public corridor, projects along the Willamette River Greenway in the South Waterfront Subdistrict that provide open space for public activity will receive bonus floor area. For each square foot of open space dedicated, a bonus of three square feet of additional floor area is earned. Open space that will earn bonus floor area under 33.510.210.C.17, Open Space bonus option, may not be used to earn additional floor area under this bonus. To qualify for this bonus, the following requirements must be met:

   a. Location. The open space must abut the South Waterfront Greenway Area, as shown on Figure 510-2;

   b. Size and dimensions. The open space must include at least 2,500 square feet of contiguous area; the north-south dimension of the area must be at least twice as long as the east-west dimension of the area;

   c. Connection to the recreational trail. A direct pedestrian connection must be provided between the open space and any required recreational trail or recreational trail easement on the site;

   d. Ownership and use. One of the following must be met:

      (1) The open space and pedestrian connection must be dedicated to the City; or

      (2) A public access easement must be provided that allows for public access to and use of all the open space and the pedestrian connection.

   e. Maintenance. The property owner must execute a covenant with the City that ensures the installation, preservation, maintenance, and replacement, if necessary, of the open space features, and that meets the requirements of 33.700.060, Covenants with the City;

   f. Landscaping. The open space must be landscaped to meet the requirements of Paragraphs 33.510.253.E.2. and E.7. that apply to South Waterfront Greenway subarea 3;

   g. Open space features. Public seating such as benches must be provided at a ratio of at least 5 seats per 1,000 square feet of open space; and

Commentary

Delete: Ecoroof bonus option: The bonus option for Ecoroofs is eliminated and instead become a requirement in the Central City. The bonus, created in 2001, was largely intended to meet the same policy objectives as the rooftop garden bonus. Ecoroofs provide stormwater runoff retention, building heating/cooling efficiencies and air filtering attributes superior to rooftop gardens. In the Central City many developments build lot line to lot line making stormwater management options limited and complex. Since 2001, research indicates that approximately 35 ecoroofs have been built in the Central City as part of new development. Seventeen of these used the bonus option.

Delete: Large dwelling unit bonus option. (only applies to the West End Subarea shown previously on Map 510-14 which is eliminated)

This bonus was created in 2003. Research indicates that it has been used one time. It was created to encourage developers to create larger residential units within an area where smaller units would be more common. Larger residences, especially those with two or more bedrooms, are likely to find a market with larger households or households of middle incomes. This bonus was intended to foster two-bedroom housing units.

h. Timing. The requirements of this paragraph must be met before an occupancy permit for any building using the bonus floor area is issued.

11. Eco-roof bonus option. Eco-roofs are encouraged in the Central City because they reduce stormwater run-off, counter the increased heat of urban areas, and provide habitat for birds. An eco-roof is a rooftop stormwater facility that has been certified by the Bureau of Environmental Services (BES). Proposals that include eco-roofs receive bonus floor area. A proposal may earn bonus floor area for both the eco-roof option and the rooftop gardens option. However, the same square footage may not be counted towards both bonuses.

    a. Bonus. Proposals that include eco-roofs receive bonus floor area as follows:

        (1) Where the total area of eco-roof is at least 10 percent but less than 30 percent of the building's footprint, each square foot of eco-roof earns one square foot of additional floor area.

        (2) Where the total area of eco-roof is at least 30 percent but less than 60 percent of the building's footprint, each square foot of eco-roof earns two square feet of additional floor area.

        (3) Where the total area of eco-roof is at least 60 percent of the building's footprint, each square foot of eco-roof earns three square feet of additional floor area.

    b. Before an application for a land use review will be approved, the applicant must submit a letter from BES certifying that BES approves the eco-roof. The letter must also specify the area of the eco-roof. Final plans and specifications must be submitted with building permit applications.

    c. The property owner must execute a covenant with the City ensuring installation, preservation, maintenance, and replacement, if necessary, of the eco-roof. The covenant must comply with the requirements of 33.700.060.

12. Large dwelling unit bonus option. In the West End subarea, new development with dwelling units larger than 750 square feet receive bonus floor area. Where a dwelling unit is larger than 750 square feet, each square foot over 750 square feet earns a bonus of one square foot. For example, if a building includes one 700 square foot unit, one 900 square foot unit, and one 950 square foot unit, a bonus of 350 square feet will be earned. To qualify for this bonus option, the property owner must execute a covenant with the City ensuring that the units used for bonuses will not be reduced in size. The covenant must comply with the requirements of Section 33.700.060.

Commentary

Delete: Large household dwelling unit bonus option. (only applies in South Waterfront) The large dwelling unit bonus was created to encourage the development of larger dwelling units (3 or more bedrooms) in residential projects to support a diversity of housing types within South Waterfront. While a diversity of housing types is needed in South Waterfront the current priority Citywide is to encourage the development of more affordable housing. Research indicates that this bonus has never been used.

Delete: Middle income housing bonus option. This bonus was intended to encourage the development of housing affordable to households earning between 80 and 150 percent of Portland's median family income (MFI). In the Central City, this type of housing is not commonly provided by the market and households in this income bracket do not generally qualify for public housing subsidies. A moderate-income housing policy was included in an early draft of the West Quadrant Plan, but direction from the Planning and Sustainability Commission and the City Council was that with limited resources, the focus of all tools available to the City should be affordability, at 80% or less. Research found that this bonus has never been used.

13. ~~Large household dwelling unit bonus option. In the South Waterfront Subdistrict, new development that includes dwelling units with more than two bedrooms receives bonus floor area. To be counted towards this bonus, a bedroom must be at least 70 square feet in area, have at least one window that can be opened, have at least one closet, and be separated by walls and or doors from kitchen, bath, and garage. In addition, the bedroom may not provide the sole access to any other room except a bathroom. Each dwelling unit with more than two bedrooms receives floor area based on the number of bedrooms in excess of two bedrooms. Each additional bedroom earns 150 square feet of bonus floor area. To qualify for this bonus option, the property owner must execute a covenant with the City ensuring that the units used for bonuses will not be reduced in number of bedrooms. The covenant must comply with the requirements of Section 33.700.060.~~

14. ~~Middle-income housing bonus option. Housing for middle-income residents receives bonus floor area. For each square foot of floor area certified by the Portland Development Commission, three square feet of bonus floor area is earned. To qualify for this bonus, the proposed development must meet all of the following requirements:~~

    a. ~~The applicant must submit with the development application a letter from the Portland Development Commission (PDC) certifying that at least 30 percent of new dwelling units in the proposed development will be affordable to those earning no more than 150 percent of the area median family income;~~

    b. ~~The property owner must execute a covenant with the City that complies with the requirements of 33.700.060. This covenant must ensure that:~~

        (1) ~~Rental units used for this bonus will remain affordable to those earning no more than 150 percent of the area median family income for at least 60 years after an occupancy permit is issued; and~~

        (2) ~~Units for sale used for this bonus will be initially sold at a price that is affordable to those earning no more than 150 percent of area median family income.~~

    c. ~~Residential portions of mixed-use projects using this bonus must be completed and receive an occupancy permit in advance of or at the same time as an occupancy permit for any nonresidential portion of the project.~~

Commentary

Delete: Small development site bonus option. (only applies in the West End). This bonus option was originally adopted to encourage development on smaller sites in the West End. This was a response to the pattern of small parcels that are found within the blocks in this West End subarea where surface parking lots have been a dominant use. This bonus has not been used.

Delete: Below grade parking bonus option (only applies to the West End). Research indicates that this provision has been used three times. The original intent was to promote the conversion of surface parking lots and other underutilized properties to residential, mixed-use and commercial development. The intent to see the transition of surface parking lots is still valid. The market conditions in the West End have changed to a point where surface lots are now more valuable as redevelopment sites.

15. ~~Small development site option. In the West End subarea, developments on small development sites receive floor area bonuses. To qualify for this bonus, the development site must be 15,000 square feet or less. The development site is all of the lots, lots of record, and plots proposed for the development, including accessory uses. Lots, lots of record, and plots that are under the same ownership, and that are vacant or used for surface parking, and that abut those proposed for the development are included in the development site.~~

    ~~The amount of the bonus varies with the size of the development site, as follows:~~

    a. ~~Where the development site is up to 5,000 square feet, the FAR is increased by 1.5;~~

    b. ~~Where the development site is larger than 5,000 square feet and up to 10,000 square feet, the FAR is increased by 1.0;~~

    c. ~~Where the development site is larger than 10,000 square feet and up to 15,000 square feet, the FAR is increased by 0.5.~~

16. ~~Below-grade parking bonus option. In the West End subarea, where parking on the site is located below grade, a bonus of two additional square feet of floor area is earned for each square foot of below-grade parking. To qualify for this bonus, the following requirements must be met:~~

    a. ~~Except as allowed by Subparagraph C.15.c., all parking on the site must be below grade. This includes both commercial and accessory parking;~~

    b. ~~Where accessory parking is off-site, it must be below grade; and~~

    c. ~~One parking space per 5,000 square feet of site area may be on the ground floor of the building if both the parking spaces and any vehicles parked there are completely screened from all adjacent rights-of-way. These spaces do not qualify for bonus floor area.~~

Commentary

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17. Open Space bonus option. In the South Waterfront Subdistrict, proposals that provide open space that may be used by the public will receive bonus floor area. For each square foot of open space provided, a bonus of one square foot of additional floor area is earned. Open space that will earn bonus floor area under 33.510.210.C.9, South Waterfront Willamette River Greenway bonus option, may not be used to earn additional floor area under this bonus. To qualify for this bonus, the following requirements must be met:

    a. Size and dimensions. The open space must include at least 2,500 square feet of contiguous area;

    b. Ownership and use. One of the following must be met:

        (1) The open space must be dedicated to the City; or

        (2) A public access easement must be provided that allows for public access to and use of all the open space;

    c. Maintenance. The property owner must execute a covenant with the City that ensures the installation, preservation, maintenance, and replacement, if necessary, of the open space features, and that meets the requirements of 33.700.060, Covenants with the City;

    d. Parks approval. The applicant must submit with the application for land use review a letter from Portland Parks and Recreation stating that the open space features meet the requirements of the bureau, and that the space is acceptable to the bureau; and

    e. The bonus floor area may be used only in the South Waterfront Subdistrict.

18. Open space fund bonus option. Contributors to the South Waterfront Public Open Space Fund (SWPOSF) receive floor area bonuses. For each $22.50 contributed to the SWPOSF, one square foot of bonus floor area is earned. To qualify for this bonus, the following requirements must be met:

    a. The applicant must submit with the application for land use review a letter from Portland Parks and Recreation documenting the amount that has been contributed to the SWPOSF;

    b. The bonus floor area may be used only in the South Waterfront Subdistrict; and

    c. The SWPOSF is to be collected and administered by Portland Parks and Recreation. The funds collected may be used only within the South Waterfront Subdistrict of the Central City plan district, either for acquisition, improvement, or maintenance of public open space or for bank restoration or improvement projects along the Willamette River.

Commentary

Delete: Efficient family size unit housing bonus. (only applies to the North Pearl Subarea). The North Pearl District Plan developed the bonus to provide more diverse housing opportunities and a range of public amenities to serve the growing number of families with children that are emerging in the Pearl District. While this bonus has been used two times in the last few years, and a diversity of housing types is needed in the Pearl District, the current priority Citywide is to encourage the development of more affordable housing.

19. Efficient family size unit housing bonus option. In the North Pearl Subarea shown on Map 510-1, new development that is designed for family housing receives bonus floor area. Adjustments and modifications to these standards are prohibited.

a. Number of units. The proposal must include at least 20 efficient family size units.

b. Size and bonus. The bonus earned varies with the size of the unit, as follows:

(1) Units with three bedrooms that have no more than 1,200 square feet of floor area earn an additional 3 square feet of floor area for each square foot of area in the unit.

(2) Units with two bedrooms that have no more than 1,000 square feet of floor area earn an additional 2 square feet of floor area for each square foot of area in the unit.

c. Outdoor play area. The proposal must include an outdoor play area that is at least 1,400 square feet in area and is designed so that a 25-foot x 25-foot square will fit entirely within it. No portion of this area may be shared with any vehicle area. Outdoor play areas may be sited within plazas, courtyards, rooftop gardens, or similar open area features and may contain play equipment, sports courts, hard or soft surface areas, or other features that accommodate or facilitate play.

d. Indoor common rooms. The proposal must include at least 400 square feet of indoor occupiable common space that is provided in one or more rooms that are not used for mechanical equipment or storage. These rooms must be accessible to all residents and each room must be at least 200 square feet in area.

Commentary

D. General bonus heights. Bonus height is also earned at certain locations in addition to the bonus floor area achieved through the bonus options. Bonus height is in addition to the maximum heights of Map 510-3. Qualifying areas, shown on Map 510-3, are located such that increased height will not violate established view corridors, the preservation of the character of historical districts, the protection of public open spaces from shadow, and the preservation of the City's visual focus on important buildings (such as the Union Station Clock Tower).

The height bonus allowed is based on the floor area bonuses and transfers listed in Paragraph D.1., below. The amount of bonus height awarded is specified in Paragraphs D.2. and D.3., below.

1. The height bonus allowed is based on the following:

   a. The floor area bonus options of Subsection 33.510.210.C., above;

   b. The transfer of floor area from sites occupied by SROs, as allowed by Subsection 33.510.200.E; and

   c. The transfer of floor area from sites of Historic Landmarks, as allowed by the regulations of the base zones.

2. In areas qualifying for a height bonus, on sites up to 40,000 square feet in area, the amount of bonus height awarded is based on the following schedule:

   a. For achieving a bonus floor area ratio of at least 1 to 1, but less than 2 to 1, a height bonus of 15 feet is earned.

   b. For achieving a bonus floor area ratio of at least 2 to 1, but less than 3 to 1, a height bonus of 30 feet is earned.

   c. For achieving a bonus floor area ratio of 3 to 1, a height bonus of 45 feet is earned.

3. In areas qualifying for a height bonus, on sites larger than 40,000 square feet in area, the amount of bonus height awarded is based on the following schedule. The height bonus is applied only to the building where the bonus floor area is achieved or transferred, not to the entire site:

   a. For achieving bonus floor area of at least 40,000 square feet, but less than 80,000 square feet, a height bonus of 15 feet is earned.

   b. For achieving bonus floor area of at least 80,000 square feet, but less than 120,000 square feet, a height bonus of 30 feet is earned.

   c. For achieving bonus floor area of 120,000 square feet or more, a height bonus of 45 feet is earned.

Commentary

Delete: E. Bonus Height option for housing. This option is eliminated in order to align access to bonus height with the new bonus and transfer system in 33.510.205.

~~E. Bonus height option for housing.~~

~~1. Generally. In the bonus height areas, building heights may be allowed to be greater than shown on Map 510-3 if the bonus height is for housing. Although this subsection allows the review body to approve bonus height, the review body may also require reconfiguration of the building, including reducing its height, and may approve all, some or none of the bonus height requested, based on application of the criteria in E.4, below.~~

~~2. Standard. The maximum height bonus that may be allowed is 75 feet.~~

~~3. Relationship to Subsection D.~~

~~a. On sites shown on Map 510-3 as eligible for general and housing height bonuses, both the bonus height options of this subsection and Subsection D., above may be used. However, if both options are used, the combined bonus height may not exceed 75 feet. Bonus height in excess of the maximum allowed through Subsection D., above, must be used exclusively for housing;~~

~~b. On sites shown on Map 510-3 as eligible for housing height bonuses, only the housing height bonus of this subsection may be used.~~

~~4. Approval Criteria. The approval of the bonus height is made as part of the design review of the project. The bonus height may be approved if the review body finds that the applicant has shown that all of the following criteria have been met:~~

~~a. The increased height will not violate an established view corridor;~~

~~b. If the site is within 500 feet of an R zone, the proposed building will not cast shadows that have significant negative impacts on dwelling units in R zoned lands;~~

~~c. If the site is shown on Map 510-3 as eligible for the Open Space (OS) performance standard, the project must meet the performance standards of Subsection 33.510.205.E.;~~

~~d. If the site is on a block adjacent to the Yamhill or Skidmore Fountain/Old Town Historic Districts, the project must meet the performance standards of Subsection 33.510.205.D.;~~

~~e. The increased height will result in a project that better meets the applicable design guidelines; and~~

~~f. Approval of the increased height is consistent with the purposes stated in Subsection 33.510.205.A.~~

Commentary

Delete: Bonus height option for high ceilings in the West End. This provision has not been used according to BDS and the goal is to align access to bonus height with the new affordable housing FAR bonuses and historic resource FAR transfers.

~~**F. Bonus height option for high ceilings in the West End.** In the West End subarea, proposals where any of the residential floor-to-ceiling heights exceed 8 feet receive bonus height. Each floor that has a ceiling height of more than 8 feet may receive up to four feet of bonus height; for each foot of floor-to-ceiling height over 8 feet, an additional foot of height is allowed above that shown on Map 510-3. To be eligible for this bonus, the floors where this bonus is earned must be in residential use, and at least 75 percent of ceiling square footage must qualify for the bonus that is being sought.~~

~~For example, the height bonus for a ten story, totally residential building where 3 floors have 10-foot ceilings (3x2=6), two floors have 12-foot ceilings (2x4=8), two floors have 14-foot ceilings (2x4=8) and three floors have 8-foot ceilings (3x0=0), the height bonus allowed would be 22 feet.~~

~~**G. Bonus height in the South Waterfront Subdistrict.** Within the South Waterfront Subdistrict, buildings receive bonus height if they include bonus floor area or floor area transferred onto the site. Buildings that include any floor area achieved through bonuses or from transfers onto the site earn a height bonus of 125 feet, up to a maximum building height of 250 feet. The additional height may not be applied to any portion of a building within 150 feet of the top of bank line as shown on Map 510-17, South Waterfront 2002 Top of Bank Line.~~

Commentary

Required Building Lines
The Required Building Line standard has been updated to reflect the Street and Development Character concept from the CC2035 Plan. The intent of the "Street and Development Character" concept is to introduce a more intentional street hierarchy to the Central City's street network yielding a more diverse range of experiences. It acknowledges that the character of a street is part public right-of-way and streetscape, and part ground floor uses and design of adjacent buildings. The concept proposes three types of streets:

Retail Streets-These are busy, continuous streets with retail activity throughout the day, evenings and weekends. Ground-floor retail uses may be required or strongly encouraged.
Boulevard Streets-These streets can also be very busy – they can be the "second" street of a couplet pair or define a district edge – but they offer a greener, more landscaped character with fewer retail storefronts.
Flexible Streets-These streets have pathways and trails that are part of the pedestrian and bicycle friendly system of routes and offer quieter and "lower stress" experiences. The forms and characters of these connections can vary considerably.

This hierarchy is implemented with updates to the zoning code including required building lines, ground floor active uses, and ground floor window standards. A future update to the Central City Fundamental Design Guidelines will complement these zoning code provisions by addressing the design of adjacent building setbacks, the architectural features of the ground level of buildings and the arrangement of landscape materials in some setbacks.

B.1 The existing required building line provisions are being applied on all streets in the Central City, except as described in B.2 below. In the event that an applicant would like to set back from the street lot line then the setback area needs to be an extension of the sidewalk committed to active uses.

B.2 On these streets, landscaping is required if a setback is provided. This aligns with the boulevard streets as defined in the concept. If an applicant chooses to set-back their building, it must be set-back at least 6 feet and the area must be landscaped. If the setback is 12 feet or more, the landscaped area must contain one or more trees.

33.510.215 Required Building Lines

A. Purpose. ~~Required building lines are intended to enhance the urban quality of the Central City plan district.~~ The required building line standards ~~are intended to~~ ensure that buildings in certain parts of the Central City are built to the sidewalk's edge unless landscaping or an extension of the sidewalk is provided. The standards support the street and development character objectives of the Central City 2035 Plan by ~~help~~ creating diverse street character, promoting active uses, pedestrian movement, and opportunities for stopping and gathering. ~~based on street hierarchy. The standards support the street and development character objectives of the Central City 2035 Plan by encouraging extensions of the sidewalk that promote active uses, pedestrian movement, and opportunities for stopping and gathering on some streets.~~ Extensions of the sidewalk may incorporate trees, landscape planters, groundcover, and areas for stormwater management between the building and the sidewalk.

B. ~~Sites and development subject to the~~ Required building line standards. ~~Sites subject to this standard are shown on Map 510-6 at the end of this chapter.~~

1. General Standards. Unless otherwise specified in Paragraphs B.2. through B.~~4~~5., new development and major remodels in the RX, CX and EX zones must meet one of the following standards. Exterior walls of buildings designed to meet the requirements of this Paragraph must be at least 15 feet high measured from the finished sidewalk at the building's edge:

   a. The building must extend to the street lot line along at least 75 percent of the lot line; or

   b. The building must extend to within 12 feet of the street lot line along at least 75 percent of the length of the street lot line. The space between the building and the street lot line must be designed as an extension of the sidewalk and committed to active uses such as sidewalk cafes, vendor's stands, or developed as "stopping places."

2. Standards for site with frontage on a street shown on Map 510-7. New development and major remodels on a site with frontage on a street shown on Map 510-7 must meet one of the following standards. Exterior walls of buildings designed to meet the requirements of this Paragraph must be at least 15 feet high measured from the finished sidewalk at the building's edge:

   a. The building must extend to the street lot line along at least 75 percent of the length of the street ~~the~~ lot line; or

   b. The building must set back ~~either~~ at least 6 feet from the street lot line along at least 75 percent of the length of the street lot line. The space between the building and the street lot line must be landscaped as follows. All plants must be selected from the Portland Tree and Landscaping manual: ~~or 12 feet and must provide landscaping in the setback area as follows:~~

      (1) When the setback area is a least ~~at~~ 6 feet and less than 12 feet wide~~.~~ at least 50 percent of the setback must be landscaped with ground cover plants and shrubs;~~. All plants must be selected from the Portland Tree and Landscaping manual~~.

Commentary

Continued: Required Building Lines

B.3 These provisions apply to South Waterfront. No substantive changes have been made to this section, but some of the language is moved around to create a parallel structure with the other sections.

B.4 This is an existing provision which applies to West Burnside. The special building line provision has been moved here to keep all of the West Burnside building line provisions together.

B.5 This is a 12 foot building setback standard that applies to new development on both sides of the Park Blocks. Research of this area shows numerous existing building setbacks that range in sizes. Some of the existing setbacks are hardscaped, some landscaped, and others are a combination of the two. Setting new buildings back from the Park Blocks will help reduce shadows cast by new development on the park. Generating more light and air at the ground levels of buildings along the Park Blocks is consistent with the vision for the Green Loop, expected to be developed along the Park Blocks. The goal would be to increase opportunities for more gatherings spaces, more landscaped areas, and more space for new trees along the alignment.

(2) When the setback area is 12 feet wide or more, at least 80 percent of the setback area must be landscaped with ground cover plants and shrubs, and contain one tree per 400 square feet of the setback area. ~~as follows. All plants must be selected from the Portland Tree and Landscaping manual:~~

- ~~One tree per 400 square feet of setback area;~~
- ~~Ground cover plants and shrubs must fully cover the remainder of the setback area.~~

3. Standards for the South Waterfront subdistrict. In the South Waterfront subdistrict, new development and major remodels must meet one of the following standards. Exterior walls of buildings designed to meet the requirements of this Paragraph must be at least 15 feet high measured from the finished sidewalk at the building's edge:

a. The building must extend to the street lot line along at least 75 percent of the lot line; or

b. The building must extend to within 12 feet of the street lot line for 75 percent of the lot line, and the space between the building and the street lot line must meet one of the following:

(1) Be designed as an extension of the sidewalk and committed to active uses such as sidewalk cafes, vendor's stands, or developed as "stopping places;" or

(2) Be landscaped in one of the following ways:

- The proposed landscaping meets the L2 standard;
- The proposed landscaping meets the landscaping regulations of 33.510.253.E.7 for subarea 3 of the South Waterfront Greenway Area except that trees are not required; or
- The applicant submits with the application for a land use review a letter from the Bureau of Environmental Services stating that the landscaping meets the guidelines of the Stormwater Management Manual.

4. Standards for West Burnside. On sites with frontage on West Burnside between 10th and 21st Avenues, buildings must be set back at least ~~is a required building line located~~ 10 feet from the street lot line~~. Buildings must be built to this required building line~~ along at least 75 percent of the length of the street lot line. This standard applies to new development and major remodels. The space between the ~~required~~ building ~~line~~ and the street lot line must be designed as an extension of the sidewalk and committed to active uses such as sidewalk cafes, vendor's stands, or developed as "stopping places." Exterior walls of buildings designed to meet the requirements of this section must be at least 15 feet high measured from the finished sidewalk at the buildings edge.

5. **Standards for the Park Blocks. On sites with frontage on a street shown on Map 510-22, and on sites that are adjacent to an open area shown on Map 510-22, buildings must be set back at least 12 feet from the street or adjacent lot line along at least 75 percent of the length of the lot line. At least 50 percent of the space between the building and the street or adjacent lot line must be landscaped with ground cover plants and shrubs, and contain one tree per 400 square feet. All plants must be**

Commentary

selected from the Portland Tree and Landscaping Manual. This standard applies to new development. Exterior walls of buildings designed to meet the requirements of this Paragraph must be at least 15 feet high measured from the finished sidewalk at the building's edge.

~~**C. Special building lines.** On West Burnside between 10th and 21st Avenues, the special building line is 10 feet from the street lot line along West Burnside.~~

~~**D. Required building line standards.**~~

~~1. New development and major remodeling projects along a frontage containing a required buildings line must comply with either Subparagraphs a. or b. below , except where there is also a special building line. Exterior walls of buildings designed to meet the requirements of this paragraph must be at least 15 feet high.~~

~~a. The building must extend to the street lot line along at least 75 percent of the lot line; or~~

~~b. The building must extend to within 12 feet of the street lot line for 75 percent of the lot line. Except in the South Waterfront Subdistrict, the space between the building and the street lot line must be designed as an extension of thesidewalk and committed to active uses such as sidewalk cafes, vendor's stands, or developed as "stopping places." In the South Waterfront Subdistrict, the space between the building and the street lot line may contain landscaping if one of the following is met:~~

~~(1) The proposed landscaping must meet the L2 standard;~~

~~(2) The proposed landscaping must meet the landscaping regulations of 33.510.253.E.7. that apply to subarea 3 of the South Waterfront Greenway Area. However, trees are not required; or~~

~~(3) BES approval. The applicant must submit with the application for a land use review a letter from the Bureau of Environmental Services stating that the landscaping meets the guidelines of the Stormwater Management Manual.~~

~~2. Where a site with frontage on a required building line street also has a special building line, new development or additions of floor area to the site must comply with either Subparagraphs a. or b. below. Exterior walls of buildings designed to meet the requirements of this paragraph must be at least 15 feet high.~~

~~a. The building must extend to the special building line along at least 75 percent of the street lot line; or~~

~~b. The building must extend to within 12 feet of the special building line for 75 percent of the street lot line and the space between the building and the street lot line must be designed as an extension of the sidewalk and committed to active uses such as sidewalk cafes, vendor's stands, or developed as "stopping places."~~

Commentary

33.510.220 Ground Floor Windows

Map 510-8-Ground Floor Windows, identifies streets and open areas where 60% ground floor window coverage will be required on adjacent building facades. These streets are busy, continuous streets with retail activity throughout the day, evenings and weekends. Ground-floor retail uses will be strongly encouraged. The ground floor window requirement adjacent to open spaces will help activate the Central City's parks.

All other street frontages will be subject to a 40% window coverage requirement. This is an increase over the 25% that currently exists in the Central City. Forty percent more closely aligns with the Street and Development Character concept, supporting a more vibrant commercial core and improving the pedestrian environment by increasing the transparency of ground floor building walls.

Windows that do not meet this standard include windows into storage, vehicle parking areas, garbage and recycling and mechanical and utility areas as well as shallow display cases. Windows into bicycle parking areas are allowed for up to 25 percent of the requirement.

Ground floor residential units are not exempt from ground floor window coverage requirements but the base zone provides several options for meeting these requirements.

33.510.220 Ground Floor Windows

A. Purpose. In the Central City plan district, blank walls on the ground level of buildings are limited in order to:

- Provide a pleasant, rich, and diverse pedestrian experience by connecting activities occurring within a structure to adjacent sidewalk areas;
- Encourage continuity of retail and service uses;
- Encourage surveillance opportunities by restricting fortress-like facades at street level; and
- Avoid a monotonous pedestrian environment.
- The plan district modifications to the base zone standards for ground floor windows are intended to promote ground floor windows in a larger number of situations than in the base zones and to provide additional flexibility in meeting the standard.

B. Ground floor windows. ~~**Major remodeling projects.** In the RX, CX, and EX zones, all major remodeling projects must also meet the ground floor window standard of the base zone, or the option below.~~ The following ground floor window standards apply to new development and major remodels in the RX, CX and EX zones. To meet the standards, ground floor windows must be windows that allow views into work areas or lobbies, or be windows in pedestrian entrances~~., or be display windows set into the wall~~. Windows into storage areas, vehicle ~~or bicycle~~ parking areas, garbage and recycling areas, mechanical and utility areas and display cases attached to outside walls do not qualify. Windows into bicycle parking areas are allowed to qualify for up to 25 percent of the ground floor windows coverage requirement. The bottom of the windows of nonresidential spaces must be no more than 4 feet above the finished grade:

1. Ground level, ~~street-facing~~ facades that face a street or open area shown on Map 510-8 must have windows that cover at least 60 percent of the ground level wall area. For the purposes of this standard, ground level wall area includes all exterior wall area from 2 feet to 10 feet above the finished grade.

2. All other ground level, street-facing facades that are closer than 20 feet to a street lot line must have windows that cover at least 40 percent of the ground level wall area. For street facing facades of dwelling units the regulations of 33.130.230.D apply. The walls of a parking structure are exempt from this Paragraph if the façade is set back at least 5 feet and landscaped to the L2 standard. For the purposes of this standard, ground level wall area includes all exterior wall area from 2 feet to 10 feet above the finished grade.

~~C~~3. Optional artwork. Projects proposing to use artwork as an alternative to the ground floor window requirements may apply for this through the adjustment procedure. Projects may also apply for a modification through design review if they meet the following qualifications. Buildings having more than 50 percent of their ground level space in storage, parking, or loading areas, or in uses which by their nature are not conducive to windows (such as theaters), may be allowed to use the design review process. Artwork and displays relating to activities occurring within the building are encouraged. In these instances, the artwork will be allowed if it is found to be consistent with the purpose for the ground floor window standard.

Commentary

33.510.221 ~~Required~~ Windows Above the Ground Floor

The standard is being updated to be consistent with Ground Floor Windows Standard. Also, the street car alignment map 510-13 has been updated to show the full streetcar alignment and the code language needs to be updated as well.

33.510.223 Exterior Display and Storage

This section is being deleted because the Mixed Use Zone Project included an updated exterior display provision which will apply to the CX zone in the Central City. The adopted Mixed Use project contains the following code language:

33.130.245 Exterior display.

CM1, CM2, CM3, and CX zones. Exterior display of goods is allowed except for the display of motor vehicles, recreational vehicles, motor vehicle parts and supplies, building materials, and the display of goods associated with an industrial use.

Exterior display provisions in the EX zone (33.140.245) have been amended to reflect the same language.

33.510.221 ~~Required~~ Windows Above the Ground Floor

A. Purpose. Windows on building facades above the ground floor ensure opportunities for active uses, contribute to the skyline, and add interest to the built environment in the area near the streetcar alignment.

B. Where this regulation applies. The regulation of this section applies to sites near the streetcar alignments shown on Map 510-1~~2~~3 as follows:~~.~~

1. In the ~~River~~~~Pearl District~~Central Eastside subdistrict, the ~~regulation~~standard in Subsection C. applies to the portion of a site within 200 feet of a streetcar alignment, if the site is in the EX zone.

~~2. In the West End subdistrict, the regulation applies to the portion of a site within 200 feet of a streetcar alignment.~~

2~~3~~. In the South Waterfront ~~S~~subdistrict, the ~~regulation~~ standard in Subsection C. applies to the portion of a site within 200 feet of a streetcar alignment. The regulation also applies to the portion of a site within 200 feet of a proposed streetcar alignment, as shown on the street plan for the area that has been accepted by City Council. The street plan is maintained by the Portland Office of Transportation.

3~~2~~. In the all other subdistricts, the ~~regulation~~ standard in Subsection C. applies to the portion of a site within 200 feet of a streetcar alignment.

C. Standard. Windows must cover at least 15 percent of the area of street-facing facades above the ground level wall areas. This requirement is in addition to any required ground floor windows. Ground level wall areas include all exterior wall areas up to ~~9~~10 feet above the finished grade.

~~**33.510.223 Exterior Display and Storage**~~

~~Exterior display of goods and exterior storage are not allowed in the portions of the Downtown, West End, Old Town/Chinatown and Goose Hollow subdistricts shown on Map 510-18. Outdoor seating for restaurants and pedestrian-oriented accessory uses, such as flower, food, or drink stands, are exempt from this requirement.~~

Commentary

New: 33.510.223 Bird-Safe Exterior Glazing

The new provision responds to City Council Resolution 37034 (Oct. 2, 2013) directing City bureaus to seek opportunities to incorporate bird-friendly building design into City plans and projects, including the Comprehensive Plan, Central City 2035, and the City's Green Building Policy.

A. **Purpose.** It is estimated that up to 1 billion birds die each year from collisions with buildings in the U.S. Birds do not see or perceive clear glass as a barrier. Bird strikes can occur anywhere there is exterior clear glass, and particularly near water or vegetated habitat areas or where exterior glazing reflects vegetation, such as street trees or sky. Bird strikes have been documented in the Central City, where much of the landscape is characterized by dense development with extensive exterior glazing. Future development is likely to increase both exterior glazing and street trees that will be reflected in the glass.

B. **Development subject to this standard.** This provision applies to new development and major remodels within the Central City where an individual building façade is comprised of 30 percent or more exterior glazed surface (including glazed balconies) from the ground floor up to 60 feet. In addition, windows must be treated directly adjacent to an ecoroof, roof garden, or other vegetated or landscaped roof area; and the glazed portions of sky bridges and glass walls.

   The standards do not apply to non-multidwelling residential structures and triplexes. Historic landmarks, conservation landmarks and contributing resources in historic and conservation districts are also exempt.

C. **Bird-safe exterior glazing standards.** The highest incidence of bird-strikes occurs from the ground floor up to 60 feet, and on portions of buildings adjacent to ecoroofs. The standards apply to the glazed portions of buildings which typically pose the highest risk of bird strikes.

33.510.223 Bird-Safe Exterior Glazing

A. Purpose. The bird-safe glazing standards are intended to reduce the risk of bird-to-building collisions. The standards reduce the transparency, or reflectivity, of exterior windows and other glazed surfaces, thereby improving the visibility of exterior glazed surfaces to birds. The ~~standards address~~reduction in transparency applies to the portions of buildings that studies show are associated with the greatest occurrence of bird strikes~~within areas of the Central City where development is expected to incorporate substantial exterior glazing~~.

B. Development subject to the bird-safe exterior glazing standards. The bird-safe glazing standards apply to new buildings and major remodels. For new buildings, the standards apply per façade when the façade has **30 percent or more glazing within the first 60 feet measured from the sidewalk. For major remodels, the standards apply per facade when at least 75 percent of the façade is altered and the altered façade has 30 percent or more glazing within the first 60 feet measured from the sidewalk.** The standards do not apply to houses, attached houses, manufactured homes, accessory dwelling units, duplexes, attached duplexes, triplexes, historic landmarks, and contributing resources in historic or conservation districts.

C. Bird-safe exterior glazing standards. At least 90 percent of the windows and glazing on the following portions of each façade that is subject to the standards must have one of the bird-safe patterns listed in Subsection D. applied by using one of the application techniques listed in Subsection E.:

1. Windows and glazing, **including glazed balcony railings**, located within the first 60 feet of the building measured from the sidewalk;
2. Windows and glazing located directly adjacent to an ecoroof, roof garden, or other vegetated or landscaped roof area; and
3. The glazed portions of sky bridges and glass walls.

D. Bird-safe patterns:

1. Visible markers at least 1/8 inch wide, with a maximum spacing of 4 inches for vertical elements, or a maximum spacing of 2 inches for horizontal elements;
2. Visible markers at least 1/16 inch wide, with a maximum spacing of 2 inches in any direction; or
3. Visible marker less than 1/8 inch wide, with a maximum spacing of no more than 1/4 inch in any direction where.

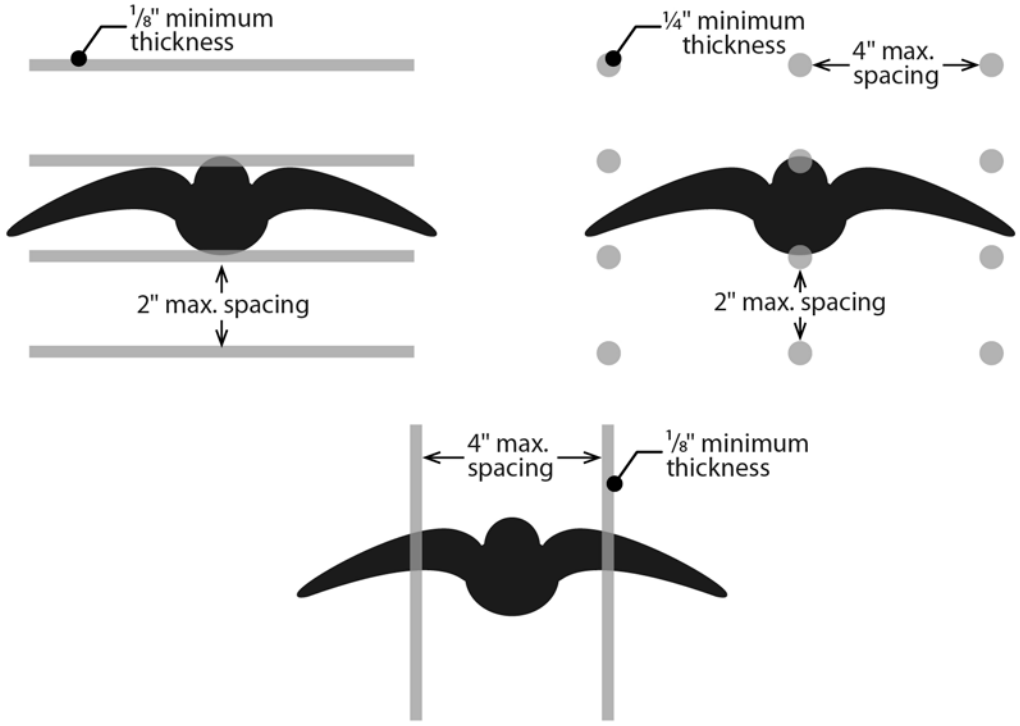
Commentary

Figure 1: Bird Safe Pattern Measurements
The dimensions prescribed in the standards 1) reflect information from studies of different window treatment options and probability of bird strikes, and 2) are intended to accommodate a range of treatment options to meet the standards.

Projects may demonstrate that they have met the standards by submitting product specification sheets and meeting the spacing requirements shown in Figure 1.

Ground floor window pattern choices are limited to fritting or etching with spacing of 4 inches for vertical elements and 2 inches for horizontal elements or by an ultra-violet treatment. This is to maintain a level of transparency and connection to the public realm.

Figure 1
Bird Safe Pattern Measurements



E. Pattern application techniques. The pattern must be applied using one of the following techniques, **except on the ground floor where the pattern must be applied by fritting or etching with spacing of 4 inches for vertical elements and 2 inches for horizontal elements, or by an ultra-violet treatment.** The manufacturer's specification sheet must be provided to verify pattern application technique:

1. The following application techniques must be applied to the outermost pane of the window or glazing:
   - a. Fritting;
   - b. Etching;
   - d. Permanent stencils or frosting;
   - f. Films; or
   - g. Ultra-violet treatment.
2. The following application techniques are external apparatus:
   - e. Screens, grilles or louvers;
   - c. Netting; or
   - h. Mullions.

Commentary

B. Where and when the standards apply. The bird-safe glazing standards apply as follows:

1. Unless exempt by Paragraph B.2., the bird-safe glazing standards in this section apply to new development on sites shown on Map 510-22, and to major remodels on sites shown on Map 510-22 that alter at least 75 percent of the building's facades;

2. Exemptions. The following are exempt from the bird-safe glazing standards:

   a. Houses, attached houses, manufactured homes, accessory dwelling units, duplexes, attached duplexes and triplexes;

   b. Multi-dwelling structures, group living structures, and single room occupancy housing where less than 30 percent of the building's façades are comprised of exterior glazed surfaces, except that the exemption does not apply to glazed balcony railings, sky bridges, atria, or free-standing glass walls; and

   c. Development on sites containing a Historic or Conservation Landmark or a contributing resource in a Historic or Conservation district.

C. Bird-safe exterior glazing standards.

1. At least 90 percent of windows on the ground floor and the next 3 floors, windows on floors located directly adjacent to an ecoroof, roof garden, or other vegetated or landscaped roof, the glazed portions of balcony railings, sky bridges, atria, and glass walls must have a pattern on the outermost surface of the glazing that has:

   a. Visible markers at least 1/8 inch wide, with a maximum spacing of 4 inches for vertical elements, or a maximum spacing of 2 inches for horizontal elements;

   b. Visible markers at least 1/16 inch wide, with a maximum spacing of 2 inches in any direction; and

   c. Spacing no more than 1/4 inch in any direction where visible markers are less than 1/8 inch wide;

   d. Circular or square markers at least 1/4 inch in diameter.

2. The pattern must be created by one of the following:

   a. Fritting;

   b. Etching;

   c. Netting;

   d. Permanent stencils or frosting;

   e. Screens, grilles or louvers;

   f. Films;

   g. Ultra-violet coating; or

   h. Mullions.

Commentary

Delete: 33.510.224 Mechanical Equipment along the Portland Streetcar Alignment
This provision dates back to when several telecom facilities were proposed in the then-industrial areas of the River District. It was put in place to prevent/limit at-grade diesel generators adjacent to sidewalks along the streetcar line.

~~33.510.224 Mechanical Equipment along the Portland Streetcar Alignment~~

~~A. Purpose.~~ ~~These regulations reduce the negative visual and noise impacts of mechanical equipment in areas that allow a mix of residential, commercial, and industrial uses to protect the residential livability, economic vitality, and appearance of these areas. They also minimize the impact of ground-level mechanical equipment along streets and other public areas.~~

~~B. Where these regulations apply.~~ ~~The regulations of this section apply to sites shown on Map 510-11.~~

~~C. Screening and enclosure.~~

~~1. If mechanical equipment is within nine feet of the grade of the adjacent sidewalk, it must be screened or enclosed as follows:~~

~~a. If the area occupied by the mechanical equipment is less than 500 square feet, the equipment must be completely screened from the sidewalk by walls, fences, or plants;~~

~~b. If the area occupied by the mechanical equipment is less than 3 percent of the site area, but it is not larger than 1,000 square feet, the equipment must be completely screened from the sidewalk by walls, fences, or plants; or~~

~~c. All other mechanical equipment must be within a building that is completely enclosed on all sides;~~

~~2. If mechanical equipment is more than nine feet above the grade of the adjacent sidewalk, the equipment must be completely screened from the sidewalk by walls, fences, or plants.~~

~~D. Noise.~~ ~~The Portland Noise Control Office regulates noise. Noise control regulations can be found in other Titles of the Portland City Code.~~

Commentary

33.510.225 Ground Floor Active Uses

A. Purpose: The purpose statement is amended to indicate that residential dwelling units are being deleted from the list of active uses and a short list of uses that are not considered active uses has been added. A standard is being added that prohibits residential dwelling units on the ground floor within the mapped area. Everywhere outside the mapped area reverts to base zone requirements for ground floor residential.

C. The standard requires that buildings are designed and constructed to accommodate uses at the time of construction as well as incorporating windows and doors at the time of development as opposed to allowing the space to be converted at a later time.

Along retail streets, the intent is to create and support retail sales and service uses with non-residential ground floor edges. Retail uses work best when they are generally continuous and are unbroken by other types of ground floor uses, most notably individual residential unit entries. Ground floor residential units would be accommodated and encouraged on the boulevard and flexible street types.

33.510.225 Ground Floor Active Uses

A. Purpose. The ground floor active use standards are intended to reinforce the continuity of pedestrian-active ground-level building uses. The standards ~~are also to~~ help maintain a healthy urban district through the interrelationship of ground-floor building occupancy and street level accessible public uses and activities, and they encourage a transit-supportive, pedestrian-oriented environment that is safe, active with uses, and comfortable for residents, visitors, and others.~~The standards are also intended to encourage a transit-supportive and pedestrian-oriented environment that is safe, active with uses, and comfortable for residents, visitors, and others.~~ Active uses include but are not limited to: lobbies, retail, ~~residential,~~ commercial, and office uses, but do not include storage, vehicle ~~and bicycle~~ parking, garbage, recycling, mechanical, or utility areas.

B. Sites and development subject to the ground floor active use standards. The ~~G~~ground floor active use standards apply to new development and major remodels on sites with frontage on a street~~areas are~~ shown on Map 510-9.~~7 at the end of this chapter. On identified sites, all new development and all major remodeling projects must meet the standard below.~~

C. Ground floor active use standards.

1. Dwelling units are prohibited on the ground floor.

2. Buildings must be designed and constructed to accommodate uses such as those listed in Subsection A.~~, above.~~ Areas designed to accommodate these uses ~~may~~must be developed at the time of construction~~., or may be designed for later conversion to active uses~~. This standard must be met along at least 50 percent of the ground floor of walls that front onto a sidewalk, plaza, or other public open space.

   Areas designed to accommodate active uses must meet the following standards:

   ~~1~~a. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;

   ~~2~~b. The area must be at least 25 feet deep, measured from the street-facing facade;

   ~~3~~c. The area may be designed to accommodate a single tenant or multiple tenants. In either case, the area must meet the standards of the Accessibility Chapter of the State of Oregon Structural Specialty Code. This code is administered by BDS; and

   4d. The street-facing facade must include windows and doors. ~~, or be structurally designed so doors and windows can be added when the space is converted to active building uses.~~

Commentary

D. Parking restriction in the South Waterfront Subdistrict.

This regulation predates the South Waterfront Plan and actually was designed to address the street and block pattern that had been adopted for the area prior to the creation of the South Waterfront Plan. At that time, the area was called the North Macadam subdistrict and the street plan proposed much larger blocks than were eventually developed within the South Waterfront subdistrict. Since the street plan developed in South Waterfront is more like the rest of the Central City than the street plan adopted for the North Macadam subdistrict, it is recommended that this regulation be deleted.

~~**D. Parking restriction in the South Waterfront Subdistrict.**~~

~~1. Purpose. The South Waterfront Subdistrict is intended to be a multi-modal, mixed-use, pedestrian-oriented neighborhood. Developments are anticipated to include larger site areas than in other parts of the Central City where ground floor active uses are applied. These larger sites afford greater flexibility in the planning and design of ground-level uses. Also, due to the larger block size, the potential impact of less-active uses, such as structured parking, along expanses of street-facing facades is greater. Disallowing parking in ground floor active use areas lessens this impact. It also encourages either the provision of active building uses at the time of initial construction or a quicker transition from less active to more active uses. This provision will encourage and maintain a pedestrian-oriented street environment of exceptional quality that is safe, active with uses, and comfortable for residents, visitors, and others moving through the subdistrict.~~

~~2. Regulation. In the South Waterfront Subdistrict, vehicle areas are not allowed in the portions of a building that are required to meet the ground floor active building uses standard of Subsection C., above.~~

~~**E. Parking restriction near a streetcar alignment.**~~

~~1. Purpose. This provision is intended to encourage a transit-supportive, pedestrian-oriented environment adjacent to a streetcar that is safe, active with uses, and comfortable for residents, visitors, and others.~~

~~2~~3. ~~Regulation. In the River District and in the West End subarea,~~ In the Pearl District and West End subdistricts, on the portion of a site within 100 feet of a streetcar alignment ~~(~~shown on Map 510-13~~2)~~, parking is not allowed in the portions of a building that ~~are required to~~ meet the ground floor active use standard of Paragraph C.2~~Subsection C., above~~.

Commentary

33.510.226 Minimum Active Floor Area

This section is being deleted because the new street and development character concept has bolstered the following other standards:

- Ground floor Active Uses (33.510.225) this standard is being applied and mapped to a much larger area downtown and now encompasses the mapped area for minimum active floor area.
- Ground Floor Windows (33.510.220)
- Required Building Lines (33.510.215)

While the Ground Floor Active Uses standard does not list all of the active uses that this provision does, the new standard does list a few options, but is not limited to those listed.

Also, this provision dates from when several telecom facilities were being proposed in the then-industrial areas of the River District. It was put in place to prevent/limit at-grade diesel generators and window-less facades that were proposed adjacent to sidewalks along the soon-to-open streetcar line. This is outdated and no longer needed and as noted above is redundant with the updates to other provisions that are being added.

~~33.510.226 Minimum Active Floor Area~~

~~A. Purpose.~~ ~~This requirement ensures that development within one block of a streetcar alignment supports City goals to decrease reliance on automobile travel and increase opportunities for housing and employment, by requiring a transit-supportive level of activity and intensity.~~

~~B. Where this regulation applies.~~ ~~The regulations of this section apply to sites shown on Map 510-7 at the end of this chapter.~~

~~C. Standard.~~ ~~On the portion of a site within 200 feet of a streetcar alignment, at least 50 percent of floor area in each building must be in one or more of the active uses listed below, where allowed by the base zone. Parking areas, both accessory and commercial, are not included in active floor area. Areas shared among the active uses listed below are included in active floor area. Areas shared by a use not listed below are not included in active floor area. Only those balconies that serve only residential uses and are at least 48 square feet in area and at least 6 feet long and 6 feet wide are included in active floor area. The active uses are:~~

~~1. Household or Group Living;~~

~~2. Retail Sales And Service;~~

~~3. Office;~~

~~4. Manufacturing And Production;~~

~~5. Industrial Service;~~

~~6. Community Service;~~

~~7. Schools;~~

~~8. Colleges;~~

~~9. Medical Centers;~~

~~10. Religious Institutions; and~~

~~11. Daycare.~~

Commentary

33.510.230 Required Residential Development Areas

C. This section has been revised to remove reference to the floor area bonus of 33.510.210.C.1, which has been deleted. The number of sites subject to this required residential provision have been reduced. This is to allow for greater development flexibility in these areas. Map 510-6 Special Residential Use Areas, has been updated to reflect this change.

D. The last sentence of this section has been deleted because none of the remaining required residential areas overlap with a required master plan site.

33.510.240 Drive-Through Facilities

The existing provision prohibits the creation of drive-through facilities in specific subdistricts of the Central City (Downtown, Goose Hollow and South Waterfront subdistricts) while continuing to allow them in the Pearl, Old Town/Chinatown, Lloyd, Lower Albina, and Central Eastside subdistricts. In these latter districts the prohibition extends only to sites within 100 feet of light rail, and 200 feet of street car alignments. The prohibition of drive-through facilities is being extended throughout the Central City. Applying these provisions in some districts, but not others, that have a similar land use direction and multimodal transit orientation (such as the Pearl and South Waterfront subdistricts) is inconsistent.

This amendment is intended to encourage a high density, pedestrian and transit oriented urban form and discourage lower-density land uses that are dependent upon queuing lanes. It would bring a more consistent approach to how such facilities are addressed Central City-wide. It would encourage redevelopment in places like the Lloyd subdistrict where a higher-density, less auto oriented urban form, less traffic congestion, and enhanced public realm is envisioned.

The regulation will create a number of non-conforming developments, but the desired outcome is to promote a dense, pedestrian- and bike-friendly urban form. In addition, this amendment is necessary for the Central City to qualify as a "Multi-modal, Mixed-Use Area" (MMA) under state regulations related to the Transportation Planning Rule (See Volume 2b).

33.510.230 Required Residential Development Areas

A. Purpose. The requirements of this section promote new housing in areas suitable and attractive for housing. The requirement is imposed as an alternative to the creation of exclusively residential zoning. This maintains development flexibility while still promoting the housing objectives of the Central City 2035 Plan.

B. Sites and development subject to the required residential standard. Sites subject to this standard are shown on Map 510-65 at the end of this chapter. On identified sites, all new development must meet the standards below.

C. Required residential standard for new development. For this standard, net site area is the total site area minus land dedicated to public rights-of-way or public open spaces, or land used for a regional public attraction such as a museum or aquarium. New development must include at least 1 dwelling unit per 2,900 square feet of net site area (15 units per acre). The floor area of the required housing units qualifies for the floor area bonus option stated in 33.510.210.C.1

D. Timing and location of the housing. Required housing must be located on the site and if developed as part of a mixed-use project must receive an occupancy permit in advance of or at the same time as an occupancy permit for nonresidential portions of the project. Exceptions to this may be approved as part of a Central City master plan. See 33.510.255, Central City Master Plans.

33.510.240 Drive-Through Facilities

Drive-through facilities are prohibited in the Central City plan district. in the Downtown, Goose Hollow, and South Waterfront Subdistricts. In the rest of the plan district, drive-through facilities are prohibited on the portion of a site within 100 feet of a light rail alignment. In the River District subdistrict, drive-through facilities are prohibited on the portion of a site within 200 feet of a streetcar alignment. This prohibition includes curb cuts and driveways used to approach and leave the drive-through facility, stacking areas for waiting vehicles, and the facility itself, such as a drive-up window or gas pump island.

Commentary

33.510.242 Demolitions

B. This provision was originally created to prevent the creation of new surface parking on the sites of demolished buildings and to ensure a minimum level of development on those sites. It is no longer needed because new surface parking is prohibited and minimum FARs will be required for new development.

C. Subsection C has been deleted because section 33.510.118 is being deleted.

33.510.243 Ecoroofs

The bonus option for Ecoroofs is being eliminated and replaced with an ecoroof requirement for buildings 20,000 square feet or greater. There are many reasons in the Central City for an applicant to pursue an ecoroof including reducing heat island effect and providing on site stormwater management for urban development. In addition, ecoroofs can make rooftops more attractive for building users and provide habitat benefits in an urban setting.

Roof area is calculated by taking the entire rooftop and subtracting areas used for

- solar panels, skylights or mechanical equipment, or
- fire and access routes ,
- parking on the top floor of structured parking.

Of the remaining roof area, 60% needs to be covered by ecoroof. The remaining 40% is available for other uses, such as community gardens or outside patios. It is important to note that solar panels are compatible with eco roofs and there are examples of the two functioning well together.

BES reviews ecoroofs at the time of land use review and at the time of building permit. During both of these review processes they issue formal comments which would need to state that BES approves of the design and function of the ecoroofs to meet the standard. If an applicant wants to use the ecoroof to meet the Stormwater Management Manual (SWMM), BES would also review against the SWMM requirements and approve the ecoroof at the time of building permit. The ecoroof alone may not be sufficient to meet the SWMM and additional stormwater management may be required.

33.510.242 Demolitions

~~**A. Landscaping.**~~ In R, C, and E zones, sites must be landscaped within 6 months of the demolition of buildings unless there is an approved development for the site. Approved development means a project approved through design review in design zones, and issuance of a building permit outside of design zones. The landscaping must meet at least the L1 standard of Chapter 33.248, Landscaping and Screening, except that no shrubs or trees are required.

~~**B. Replacement of demolished ground floor area.** In R, C, and E zones, if a building is demolished after September 1, 1994, the square footage of the ground floor of the demolished building must be replaced as follows. Adjustments to the requirement of this subsection are prohibited.~~

~~1. In the Core Area~~Parking Sector 4~~, as shown on Map 510-8~~10~~, the square footage must be replaced on the same block as the demolished building. This replacement must occur before or at the same time as any other development or redevelopment on the block, other than landscaping.~~

~~2. Outside the Core Area~~Parking Sector 4~~, as shown on Map 510-8~~10~~, the square footage must be replaced on the same site as the demolished building. This replacement must occur before or at the same time as any other development or redevelopment on the site, other than landscaping.~~

~~**C. Demolition on Type C sites.** If an applicant requests a demolition permit for a Type C site as shown on Map 510-14, and proposes development that requires compliance with Subsections 33.510.118.I. or J., a conditional use, or a Central City Parking Review (CCPR), the application for a demolition permit must include documentation that the requirements of those subsections are met, or that the required land use review has been approved.~~

33.510.243 Ecoroofs

A. Purpose. Ecoroofs provide ~~a combination of~~ multiple complementary benefits in urban areas, including stormwater management, reduction of air temperatures, mitigation of urban heat island impacts, air quality improvement, urban green spaces, and habitat for birds, plants and pollinators.

B. Ecoroof standard. In the CX, EX, RX, and IG1 zones, new buildings with a net building area of ~~at least~~ 20,000 square feet or more must have an ecoroof that meets the following standards:

1. The ecoroof must cover at least 60 percent of the building roof area. Roof area does not include:
   a. Areas covered by solar panels, skylights, stairwell enclosures, or mechanical equipment
   b. Areas used for ~~or areas used for~~ fire evacuation routes; or
   c. Areas used for parking on the top floor of structured parking.
2. The ecoroof must be approved by the Bureau of Environmental Services as meeting the Stormwater Management Manual's *Ecoroof Facility Design Criteria*.

Commentary

33.510.244 Low-Carbon Buildings. Buildings are the largest source of carbon emissions in the City of Portland. Constructing and operating buildings consumes natural resources, generates waste and releases pollutants that can harm people and the environment. Green building certifications reduce the harmful impacts of development by achieving higher average performance than buildings constructed to meet code minimums. Since 2001, most of the new construction in the Central City has pursued certification under at least one green building program. An intended outcome of the Low-Carbon Buildings Standard is to maintain a high level of green building certification in the Central City.

Acceptable green building standards and certification levels will be determined by Administrative Rules and reviewed periodically to ensure the list reflects current industry practices. Standards and certification levels may include the following third party organizations: LEED Gold, Earth Advantage Gold, Four Green Globes and Living Building Certification. Qualifying standards may be added or eliminated over time.

This standard requires evidence of registration and submittal of the project's checklist to BPS. After confirming registration and reviewing the checklist, the Bureau of Planning and Sustainability will provide the applicant and Bureau of Development Services a letter for submittal with the building permit to satisfy this standard. The standard does not require full certification because state law restricts local jurisdictions' ability to require better performance than the state building code; however, by requiring registration, BPS expects a large percentage of new construction throughout the Central City to pursue full certification.

33.510.250 Additional Standards in the Pearl Subdistrict (the North Pearl Subarea has been deleted and references to this area and any associated standards reference the new name the Pearl Subdistrict).
The Open Area Requirement provision is being deleted because these provisions were adopted in 1985 as part of the North West Triangle Plan a decade before the River District Plan and a few years before the 1988 Central City Plan. At the time, large swaths of this area were old rail yards or vacant underutilized properties. Plans at the time were considering super blocks and office campus development rather than a high-density, mixed use environment on a 200' by 200' block structure.

When the North Pearl Plan was adopted in 2008, these provisions were carried forward. Since that time most of these parcels have been developed as has the remaining right-of-way serving this area. These provisions are no longer necessary. However, since some of the waterfront areas of the Pearl Subdistrict remain undeveloped or prime for redevelopment, the standards applicable to those larger parcels should remain in place to ensure development on these large sites maintains vertical as well as horizontal, physical and visual access to the Willamette River.

33.510.244 Low-Carbon Buildings

A. Purpose. ~~The low-carbon buildings standard ensures that new buildings and additions to existing buildings are designed and constructed to meet the US Green Building Council's Leadership in Energy and Environmental Design (LEED) standards at the gold level.The benefits of meeting LEED standards include improving energy efficiency, preserving natural resources, and protecting the health of the occupants.~~ The low-carbon building standard encourages development that achieves third party green building certification. Buildings that are third party certified tend to have a lower carbon footprint and increased energy efficiency as compared to buildings that do not have green building certifications. In addition, green buildings help to preserve natural resources and protect the health of occupants.

B. Low-carbon building standard. New ~~buildings~~ development with a net building area of at least 50,000 square feet, and alterations to existing ~~buildings~~ development that increase net building area by at least 50,000 square feet must provide a letter from the Bureau of Planning and Sustainability that verifies that the project has registered ~~to earn LEED gold level certification and prepared a preliminary LEED project checklist showing which LEED credits will be pursued for the building.~~ for a green building certification program, approved by the Bureau of Planning and Sustainability, and has prepared a preliminary description of how the building can achieve the certification. The Bureau of Planning and Sustainability has the authority to create an administrative rule listing which green building certifications are approvable.

33.510.250~~1~~ Additional Standards in the ~~North~~ Pearl Subdistrict ~~Subarea~~. Sites in the ~~North~~ Pearl S~~s~~ubdistrict ~~area~~ south of the Fremont Bridge and north of NW Lovejoy Street must meet the following standards:

A. Special building height. A special building height corridor shown on Map 510-18~~19~~ is designated along NW 13th Avenue. In this corridor the portion of a building that is within 20 feet of the property line along NW 13th Avenue may be no more than 75 feet in height. Adjustments ~~and modifications~~ to this requirement are prohibited.

~~**B. Open area requirement.**~~

~~1. Purpose. The open area requirement promotes adequate amounts of light and air, year-round opportunities for outdoor active and passive recreation, visual relief from the built environment, and facilitates circulation for pedestrians to and throughout the North Pearl Subarea. The open area requirement is intended to produce open areas at a scale comparable to what large sites would have if divided by the 200 foot street grid pattern.~~

~~2. The open area requirement.~~

~~a. On sites over 40,000 square feet in the North Pearl Subarea, a minimum of 30 percent of the area over 40,000 square feet must be devoted to open area. The boundaries of the subarea are shown on Map 510-1 at the end of this chapter.~~

~~b. Sites where at least one-half the site area is in industrial use are exempt from the open area requirement. However, changes resulting in more than one-half of the site area being in non-industrial uses require compliance with the open area requirement.~~

Commentary

33.510.205. B.3.b This provision is being deleted because the new required 50 foot river setback will be implemented for new development with the Central City 2035 plan. The existing provision requires that in addition to the Greenway setback (25ft), buildings or portions of buildings over 35ft in height must be setback from the Greenway setback line 1 ft for every 1 ft of height above 35 ft. There is no prohibition on modifications or adjustments. The intent is to get a wider setback or at least get a step-back from the river. The new 50 foot setback meets this goal.

c. Open areas may include parks, plazas, covered or uncovered walkways, public fountains, and landscaped features or areas. Open areas do not include areas used for parking or loading, or landscaping within parking areas.

d. Developments which utilize the Central City master plan option may consolidate the required open area of this section and locate it within the boundary of the master plan.

C. Required open area development standards.

1. At least 50 percent of the open area must be in the form of parks or plazas, and at least 25 percent of the open area must be devoted to one plaza or space.

2. Walkways may not constitute more than 25 percent of the required open area.

3. Shadow standard. Parks and plazas must be sited so that shadows from buildings cover no more than 50 percent of a park or plaza at noon and 75 percent at 3:00 PM on April 21 of any year. Trees are not to be included in consideration of the limitation on shadows.

4. Tree standard. A minimum of one tree per 1,000 square feet of plaza or park area is required.

5. Border standard. Peripheral lines of trees, low walls, planters, or other similar treatment along the edges are required to ensure that parks and plazas have clearly defined borders.

6. Linkages. Open areas and walkways must provide safe, attractive, and convenient linkages to adjacent development and sidewalks.

7. Design quality. Open areas must be designed and constructed at a high level of quality consistent with an attractive, pleasant, and convenient environment for pedestrians.

DB. North Pearl subdistrict subarea waterfront development.

1. Purpose. These standards are intended to assureensure both frequent views of the river and physical and visual connections to the river and its river-based activities.

2. Where these standards apply. This section applies only to lands between NW Front Avenue and the Willamette River within the North Pearl subdistrict subarea.

3. Development standards.

   a. View corridors. At least 25 percent of the width of the site (as measured along NW Naito Parkway) must be maintained as a view corridor or corridors. Buildings and covered structures are not allowed in the view corridor.

   b. Setbacks for all development from the Willamette River. The minimum setback for all development from the Willamette River is regulated by the River GreenwayOverlay zones; see Chapter 33.440475. **In addition, buildings or portions of buildings over 35 feet in height must be set back from the Greenway river setback line 1 foot for every 1 foot of height above 35 feet.**

   c. Maximum building dimension. The maximum building dimension is 200 feet. This standard applies to both building length and depth.

Commentary

33.510.251 Additional Standards in the South Waterfront Subdistrict: No Substantive changes

d. Public access. As part of each development, public access for pedestrians must be available and clearly posted between NW Naito Parkway and the ~~Greenway~~ major public trail.

33.510.251~~2~~ Additional Standards in the South Waterfront Subdistrict

Sites in the South Waterfront ~~S~~subdistrict must meet the following standards.~~:~~

A. Special building height corridors and tower orientation.

1. Purpose. Special building heights along designated east-west corridors and tower orientation standards provide visual access to the Greenway from points west of the district, provide visual access to the Tualatin Hills from points east of the district, provide access to sunlight along designated streets, and encourage an urban form that is visually permeable and varied.

2. Special building heights. The portion of a building that is within 50 feet of the centerline of a street or accessway designated as a special building height corridor on Map 510-15 may be no more than 50 feet in height.

3. Maximum north-south dimension. The north-south dimension is measured as specified in Subparagraph A.3.e~~, below~~. See Figure 510-1. Adjustments to this paragraph are prohibited; however, modifications to the standards of this paragraph may be requested through design review. In reviewing such a request, the review body will consider the results of the South Waterfront Public Views and Visual Permeability Assessment for the proposal. The north-south dimensions of buildings are limited as follows:

   a. Less than 75 feet in height. For the portion of a building less than 75 feet in height, there is no limit on the north-south dimension, and no required space between buildings or portions of buildings;

   b. 75 feet in height and above. The portion of a building that is at least 75 feet in height may have a north-south dimension up to 125 feet in width;

   c. Where there is more than one building on a site there must be at least 50 feet between the portions of the buildings that are at least 75 feet in height. If there is less than 50 feet between these portions of the buildings, the north-south dimension is the total of the north-south dimension of each building and the north-south dimension of the space between them. The total may be up to 125 feet in width;

   d. Where a building has more than one element that is at least 75 feet in height, the two elements are measured and regulated as two separate buildings;

   e. Measurements for this paragraph. The measurements for the regulations of this paragraph are as follows. See Figure 510-1:

      (1) The north-south dimension of a building is measured as follows:

         - From the northernmost point of the portion of a building that is at least 75 feet in height, a line is drawn running due east-west;

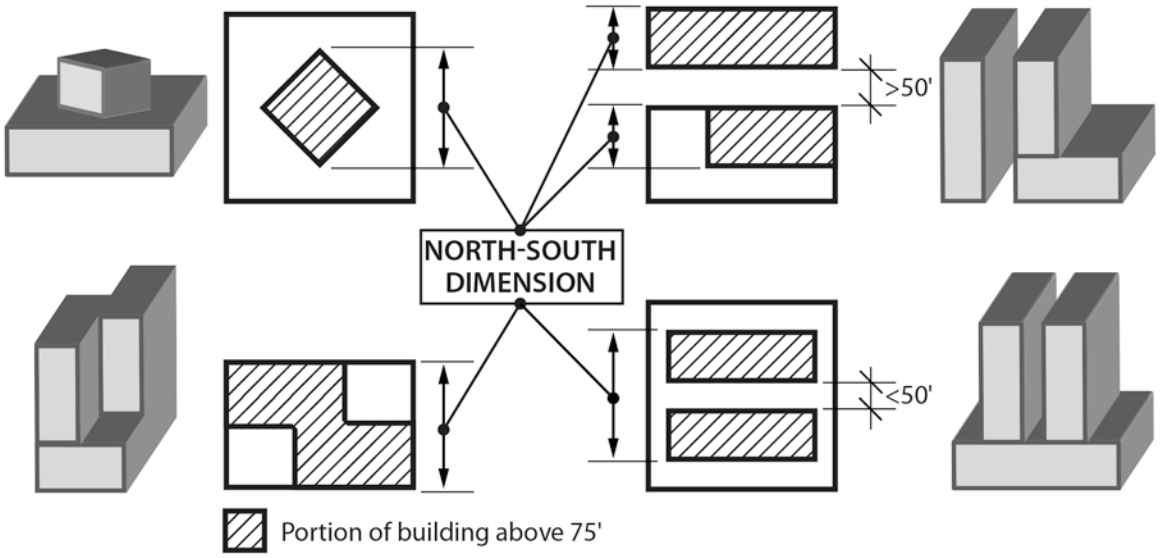
Commentary

No Substantive Changes

- From the southernmost point of the portion of a building that is at least 75 feet in height, a line is drawn running due east-west;
- A line drawn at right angles between the two east-west lines is the north-south dimension;

(2) The space between buildings on a site is measured using the east-west lines created under A.3.e.(1). A line drawn at right angles between the northern east-west line of one building and the southern east-west line of the other is the distance between the buildings.

Figure 510-~~1~~2
Measuring North-South Dimension



B. Accessways.

1. Purpose. Accessways provide physical access and connections to the Greenway for neighbors, visitors, and residents of South Waterfront who might otherwise be cut off from the Willamette River and the Greenway trail. Accessways are generally extensions of existing and planned east-west public rights-of-way, and may or may not provide vehicle access. Accessways provide safe and convenient bicycle and pedestrian connections to and from the Greenway trail. Accessways contribute to stormwater management in the subdistrict. They also provide a visual connection to the South Waterfront Greenway Area and provide a transition from the natural emphasis of the South Waterfront Greenway Area to the urban emphasis of the rest of the district.
2. Where these regulations apply. These regulations apply to development and landscaping on sites with frontage on accessways that are east of River Parkway;
3. Setback. If the accessway is 60 feet wide or less, buildings must be set back at least 30 feet from the centerline of the accessway. If the accessway is wider than 60 feet, the

Commentary

33.510.251 Additional Standards in the South Waterfront Subdistrict

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

This provision is being deleted. It requires retail sales and service uses at locations previously shown on Map 510-21 in South Waterfront.

As part of Central City 2035, Sections 33.510.215 – Required Building Lines, 33.510.220 – Ground Floor Windows, and 33.510.225 – Ground Floor Active Uses have been revised to reflect a more holistic approach that implements the Street and Development Character concept of the Central City 2035 Plan. This approach does not identify a single use as a means to activate key locations in the South Waterfront Subdistrict, but prescribes different development standards applicable to a broader array of active ground floor uses to achieve the same goal as state in the purpose statement of 33.510.252.D.

An analysis conducted by Economics Research Associates found that retail capacity for the South Waterfront district was reaching saturation and that location of retail uses needed to be more fluid and align with the evolving nature of development and densities in the district. Based on the conclusions of this analysis, these prescribed provisions for where retail should be located are being deleted.

building must meet the building line requirements of Section 33.510.215 on the accessway frontage;

4. Landscaping. The area between the building and the accessway must meet the landscaping standards of 33.510.253.E.7. that apply to subarea 3 of the South Waterfront Greenway Area. However, along accessways that are designated as special building height corridors on Map 510-15, trees are not required.

C. Locker rooms and additional bicycle parking.

1. Purpose. These standards support the transportation strategy of the South Waterfront Subdistrict by requiring amenities that support the use of alternative modes of transportation, including bicycling and walking;

2. When these regulations apply. The regulations of this subsection apply to proposals that will add at least 100,000 square feet of nonresidential floor area to a site;

3. Locker rooms. At least one locker room facility must be included in the proposal. The facility must include showers, a dressing area, and lockers. The facility must be available for use by all tenants of the building; and

4. Bicycle parking. At least 110 percent of the required long-term bicycle parking for the site must be included in the proposal. The bicycle parking must meet the standards of 33.266.220.B., Long-Term Bicycle Parking.

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

~~1. Purpose. This requirement ensures that Retail Sales And Service uses are developed at key locations throughout 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 within 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.~~

~~2. Where this regulation applies. This regulation applies to the areas shown on Map 510.21 at the end of this chapter. New development or major remodeling on the portion of a site within the areas shown on Map 510-21 must meet the standard of this subsection.~~

~~3. Standards. 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 onto a sidewalk, plaza, greenway, or other public open space. Ground level wall areas include the exterior wall areas up to 9 feet above the finished grade.~~

~~a. Areas where the corner is shown on Map 510.21. Where Map 510-21 shows that the standard must be met on a corner, the standard must be met along the length of walls extending in both directions for 25 feet. The corner may be the intersection of two streets, or the intersection of a street and the greenway,~~

~~b. Areas where a block face is shown on Map 510-21. Where Map 510-21 shows that the standard must be met on a block face, the standard must be met for at least 50 percent of the length of the block face.~~

Commentary

33.510.252 Additional Standards in the Central Eastside Subdistrict

A. Disclosure Statement. This provision and the associated Central Eastside Industrial Disclosure Statement seek to make all property buyers/owners and prospective tenants aware of the industrial character of the Central Eastside subarea. Property owners of new development with Household living, Retail Sales and Service and Office uses will be required to record the disclosure statement and provide it to all tenants. The statement must indicate that the use is located in an industrial area where impacts from industrial uses are present, such as noise, vibrations, fumes, odors, glare, traffic, and freight operations.

~~c. Areas designed to accommodate Retail Sales And Service uses must meet the following standards:~~

~~(1) The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;~~

~~(2) The area must be at least 25 feet deep, measured from the street-facing facade;~~

~~(3) The area may be designed to accommodate a single tenant or multiple tenants. In either case, the area must meet the standard of the Accessibility Chapter of the State of Oregon Structural Specialty Code. This code is administered by BDS; and~~

~~4. The street-facing facade must include windows and doors.~~

33.510.252. Additional Standards in the Central Eastside Subdistrict

The following additional standards apply in the Central Eastside subdistrict.

A. Industrial impacts disclosure statement.

1. Purpose. This requirement is intended to ensure that people who choose to live or work in the ~~industrial sanctuary in the~~ Central Eastside subdistrict are aware of the potential impacts, such as noise, vibration, odors, glare, and heavy truck traffic that stem from industrial and employment uses.

2. Disclosure statement required. Prior to the issuance of a building permit for a new ~~development~~building that will contain a Household Living, Retail Sales And Service, or Office use, ~~or~~ and for alterations to an existing ~~development~~ building that contains a Household Living, Retail Sales And Service, or Office use, the owner of the property must sign and record a copy of the City's Industrial Impacts Disclosure Statement. The statement must be recorded in the records of Multnomah County. The statement acknowledges that the property is located near industrial and employment uses, and signifies the owner's awareness of the associated nuisance impacts including noise, odor and light levels. The statement is available in the Development Services Center. After the permit ~~development~~ is finalized, the property owner must provide a copy of the disclosure statement to every tenant or buyer, and post a copy of the disclosure statement on the premises in a location that is accessible to all tenants.

Commentary

B. Noise Insulation Requirement. The Southeast Quadrant Plan identified the need to apply new standards to EX properties adjacent to IG1 zoned sites to reduce the potential for conflicts between uses. This new code section provides sound insulation standards for development in the EX zone with the goal of reducing the impact of noise from industrial operations on residents in the subdistrict.

33.510.253 Greenway Overlay Zone in South Waterfront Subdistrict
Most of this code section remains intact since a lot of planning and public involvement occurred when this code section was developed and the regulations in this section are unique to the South Waterfront Subdistrict. The changes to the Greenway Overlay Zone in South Waterfront Subdistrict are:

1. Clarifying when trail, pedestrian connection and public viewpoint regulations apply when the impacts of a proposed development on the trail system are roughly proportional to the impacts of the development;
2. Changing the terminology for public recreational trail to major public trails;
3. Revising figures to reflect updated terminology and to improve clarity; and
4. Moving Tables 510-2 through 510-4, South Waterfront Plant Lists to the sub-area section of the Portland Plant List.

The rationale for the above code amendment proposals are provided in the commentary for the appropriate code subsections that follows.

B. Noise insulation.

1. Purpose. Noise insulation is required in order to protect homes located near industrial areas from potential noise impacts generated by industrial operations.
2. Where this standard applies. The noise insulation standard applies in the EX zone to sites that have a lot line that abuts or is across the street from an IG1 zone.
3. Noise insulation standard. All new dwelling units must be constructed with sound insulation or other means to achieve a day/night average noise level of 45 dBA. An engineer registered in Oregon who is knowledgeable in acoustical engineering must certify that the building plans comply with the standard for noise insulation prior to issuance of a building permit. Garages or other attached accessory structures that do not include living space are exempt from this standard.

33.510.253 Greenway Overlay Zone in South Waterfront Subdistrict

A. Purpose. The regulations of this section:

1. Protect, conserve, enhance, and maintain the natural, scenic, historical, economic, and recreational qualities of lands along the Willamette River within the South Waterfront Subdistrict of the Central City plan district;
2. Increase public access to and along the Willamette River for the purpose of increasing recreational and transportation opportunities;
3. Support the development of the South Waterfront Subdistrict as a vibrant mixed-use neighborhood within the Central City plan district;
4. Ensure a clean and healthy river for fish, wildlife, and people;
5. Embrace the river as Portland's front yard;
6. Enhance stormwater management in the South Waterfront Subdistrict;
7. Respond to the federal Endangered Species Act and Clean Water Act; and
8. Implement the Willamette Greenway Plan and State law.

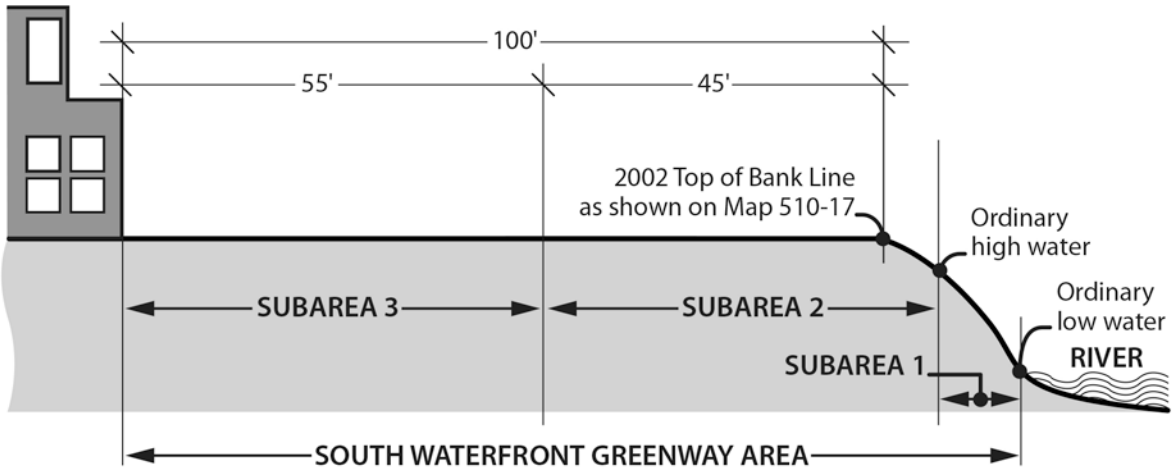
B. Relationship to other regulations. Development within the Greenway Overlay Zone in the South Waterfront Subdistrict is also subject to other regulations of the Portland City Code. Development within the Greenway Overlay Zone may also be subject to the regulations and review procedures of state and federal agencies including the Oregon division of State Lands, the National Marine Fisheries Service, the US Army Corps of Engineers, and the Oregon Department of Fish and Wildlife.

C. Where these regulations apply. The regulations of this section apply to sites within the South Waterfront Subdistrict where any portion of the site is in the Greenway Overlay Zone, shown on the Official Zoning Map.

Commentary

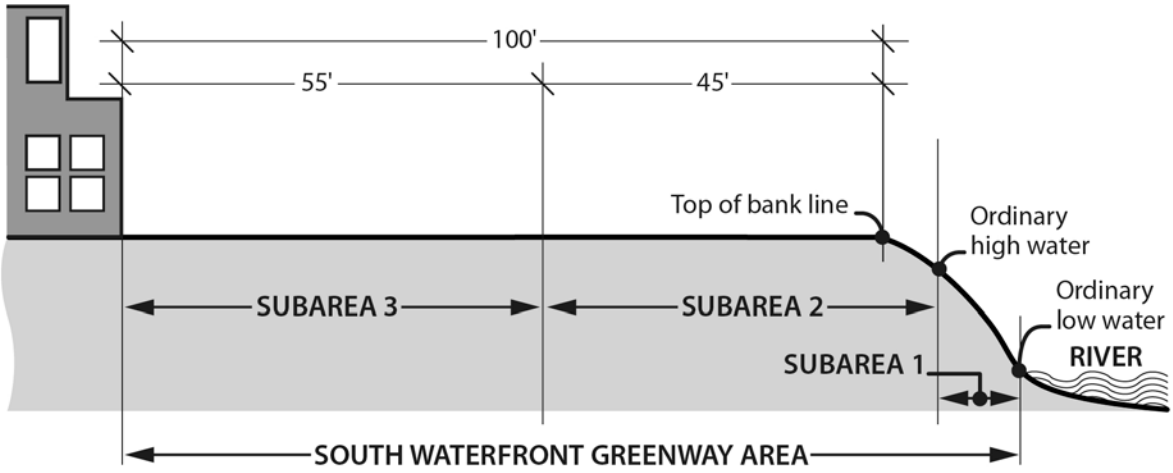
No substantive change

DELETE ~~Figure 510-2~~
South Waterfront Greenway Area and Subareas
REPLACE with Figure 510-3 below



Greenway Area = from ordinary low water to 100' from 2002 Top of Bank Line as shown on Map 510-17
Subarea 1 = from ordinary low water to ordinary high water
Subarea 2 = from ordinary high water to 45' in from 2002 Top of Bank Line as shown on Map 510-17
Subarea 3 = from 45' in from top of bank to 100' in from 2002 Top of Bank Line as shown on Map 510-17

Figure 510-3
South Waterfront Greenway Area and Subareas



Greenway Area = from ordinary low water to 100' from top of lank line
Subarea 1 = from ordinary low water to ordinary high water
Subarea 2 = from ordinary high water to 45' in from top of bank line
Subarea 3 = from 45' in from top of bank to 100' in from top of bank line

Commentary

D. Required South Waterfront Greenway improvements. Adjustments and modifications to this subsection are prohibited.

1. Required landscaping.

   a. When development on the site, or alterations to structures, the site, or rights-of-way are made, and BDS determines that the value of the proposed alterations on the site is more than $158,400, the site must be brought into conformance with the landscape requirements of Paragraph E.5.f. that apply to subareas 2 and 3 of the South Waterfront Greenway Area. The value of the alterations is based on the entire project, not individual building permits. It is the responsibility of the applicant to document the value of the required improvements.

      The following alterations and improvements do not count toward the dollar threshold of this subsection:

      (1) Alterations required by approved fire/life safety agreements;

      (2) Alterations related to the removal of existing architectural barriers, as required by the Americans with Disabilities Act, or as specified in Section 1113 of the Oregon Structural Specialty Code;

      (3) Alterations required by Chapter 24.85, Interim Seismic Design Requirements for Existing Buildings;

      (4) Improvements to on-site stormwater management facilities in conformance with Chapter 17.38, Drainage and Water Quality, and the Stormwater Management Manual; and

      (5) Improvements made to sites in order to comply with Chapter 21.35, Wellfield Protection Program, requirements.

   b. Caps on the cost of required landscaping. Required landscaping costing more than 10 percent of the value of the proposed alterations does not have to be installed. When all required landscaping is not being installed, the priority for which landscaping is to be installed is:

      (1) Trees in subarea 2;

      (2) Shrubs in subarea 2;

      (3) Ground cover in subarea 2;

      (4) Trees in subarea 3;

      (5) Shrubs in subarea 3;

      (6) Ground cover in subarea 3; and

      (7) Other required landscaping;

   c. Supplemental application requirement. Where landscaping is required by this paragraph, the applicant must submit a landscape plan to BDS that shows that the landscaping will grow to meet the landscape standards of Subparagraph E.5.f, below, within five years. The landscape plan must be certified by a licensed landscape architect, or by a qualified restoration specialist as part of a formal City

Commentary

33.510.253.D.3.

This subsection updates the terminology for trails to be consistent with amendments in 33.272, Major Public Trails. See 33.272 commentary for the rationale. This subsection also clarifies when major public trails, pedestrian connections and public viewpoints are required as part of a development proposal, also consistent with 33.272 code amendments and commentary. The language states that the improvements are required when the impacts to the major public trail system by a proposed development are roughly proportional. A clear and objective formula for determining rough proportionality is provided in the Central City 2035 Plan and identified for adoption and implementation by the Bureau of Development Services following plan adoption.

revegetation project under authority of Portland Parks and Recreation or the Bureau of Environmental Services.

2. Bank improvements. In subarea 1, when there is any regrading, bank stabilization, or other activities affecting the contours and composition of soil, the requirements of Paragraph E.5.f for subarea 1 must be met.

3. ~~Major public t~~Trail, pedestrian connections~~,~~ and public viewpoints. When development on a site, or alterations to structures, the site, or rights-of-way are made which~~that~~ add more than 50,000 square feet of floor area to the site, the applicant must meet the following standards. The major public trail, pedestrian connection and public viewpoint regulations apply when the development described above will increase the use of the major public trail system or will contribute to the need for additional major public trail facilities, and application of the regulations is determined to be roughly proportional to the impacts of the proposed development:

   ~~a. p~~Provide a public access easements that will accommodate a major public trail, pedestrian connections that meet the standards of Subparagraph c~~E~~.5.d., Major public t~~T~~rails and pedestrian connections; and Paragraph E.5.e., Public viewpoints. The square footage added to the site is calculated based on the total amount added, regardless of the amount demolished; and

   ~~b.Construct the major public trail.~~

3. Major public trail and pedestrian connections and public viewpoints. When development on a site, or alterations to structures, the site, or rights-of-way are made that add more than 50,000 square feet of floor area to the site, the applicant must provide public access easements for, and construct, the major public trail, pedestrian connections to the major public trail, and public viewpoints in accordance with Subparagraph E.5.d., and Subparagraph E.5.e. The requirement to provide an access easement for, and construct, the major public trail, pedestrian connections, and public viewpoints applies only when the development described above will increase the use of the major public trail system or will contribute to the need for additional major public trail facilities, and application of the regulations is determined to be roughly proportional to the impacts of the proposed development. The square footage added to the site is calculated based on the total amount added, regardless of the amount demolished;

4. Timing of improvements. The applicant may choose one of the following options for making the improvements required by this subsection:

   a. Option 1. Under Option 1, required improvements must be made as part of the development or alteration that triggers the required improvements;

   b. Option 2. Under Option 2, the required improvements may be deferred if the following are met:

      (1) The applicant must provide the BDS with a performance guarantee for the improvements. See 33.700.050, Performance guarantees; and

      (2) The required improvements must be constructed or installed within 4 years of issuance of the Certificate of Occupancy or within the timeline approved through a South Waterfront Greenway Review. See Chapter 33.851.

Commentary

5. Landscaping monitoring and reporting. Monitoring required landscaping is the ongoing responsibility of the property owners. If landscaping is required by the subsection, the owner must submit a report to BDS documenting that the landscape standards of Subparagraph E.5.f., below, have been met on the site The report must be submitted within 1 year of the installation date, or within the timeline approved through a South Waterfront Greenway Review. See Chapter 33.851.

E. Development standards. Generally, proposals are subject to design review. In most instances, applicants may choose between meeting development standards or going through South Waterfront greenway review. In some instances, South Waterfront greenway review is required.

1. Where these regulations apply. The regulations of this subsection apply in the South Waterfront Greenway Area as shown on Figure 510-2. The regulations apply to development and alterations to structures, sites, and rights-of-way.

2. Design review. New development, and changes to the land or structures including excavations and fills, bridges, and docks are subject to design review, unless exempted by Paragraph E.4.

3. South Waterfront greenway review. South Waterfront greenway review is required for the following:

   a. New development or exterior alterations that do not meet the standards of Paragraph E.5 and are not exempted by Paragraph E.4;

   b. New development, or changes to the land or structures, riverward of top of bank, including excavations and fills, bridges, and docks, unless exempted by Paragraph E.4.

4. Exempt from design review and South Waterfront greenway review. The following are exempt from design review and South Waterfront greenway review;

   a. Changes to the interior of a building where there are not exterior alterations;

   b. Normal maintenance and repair;

   c. Excavations and fills of less than 50 cubic yards;

   d. Dredging, channel maintenance, and the removal of gravel from the river; and

   e. Emergency procedures necessary for safety or the protection of property.

   f. The placement of up to four single piles, or two multiple-pile dolphins for each 100 feet of shoreline for an existing river-dependent or river-related use.

5. Development standards. The following development standards must be met unless the applicant chooses South Waterfront greenway review. Adjustments and modifications to these standards are prohibited.

   a. Non-landscaped area. Limiting the percentage of non-landscaped area allowed in the South Waterfront Greenway Area ensures that the area will be configured to accommodate a minimum percentage of living plant cover. Non-landscaped area includes all aboveground structures and paving materials, including permeable paving materials.

Commentary

33.510.253.E.5.d.(2)

A change in terminology is being made from public recreational trail to major public trail. There are a couple of reasons for this including:

- Trails are used for transportation purposes in addition to recreation.
- The greenway trail is identified in the recently adopted *2035 Comprehensive Plan* as a major public trail and zoning code terminology needs to be updated to reflect this new reference. This text change is also being made to other relevant code chapters and sections that use the term public recreational trail.

(1) Subareas 1 and 2. Up to 20 percent of the portion of the site in subareas 1 and 2 may be covered by non-landscaped area; however, paved surfaces that are required under the provisions of Paragraph E.5.e., Public viewpoints, are exempt from this limitation. Non-landscaped area may be no closer than 10 feet of the top of bank line as shown on Map 510-~~17~~210~~0~~, South Waterfront 2002 Top of Bank Line;

(2) Subarea 3. Up to 20 percent of the portion of the site in subarea 3 may be covered by non-landscaped area. However, required trail and pedestrian connection improvements are exempt from this limitation.

b. Buildings. Buildings are allowed within the South Waterfront Greenway Area if they meet E.5.b.(1) and (2) and either E.5.b.(3) or (4). Other buildings or portions of buildings are not allowed within the South Waterfront Greenway Area.

(1) The site meets the non-landscaped area requirements under E.5.a., above; and

(2) The building does not obstruct required pedestrian connections and trails; and

(3) The building is river-dependent or river related; or

(4) All of the floor area of the building is in Retail Sales And Service uses and the following are met:

- The building has less than 1,000 square feet of floor area;
- The building is entirely within subarea 3; and
- The building is located landward of the South Waterfront trail.

c. Fences and walls. Fences and walls are allowed in subarea 3 of the South Waterfront Greenway Area if they are no more than 3 feet in height and do not obstruct the required pedestrian connections and trails. Fences and walls are not allowed in subareas 1 and 2 of the South Waterfront Greenway Area.

d. Major public t~~T~~rails and pedestrian connections.

(1) Purpose. Major p~~P~~ublic trails provide public access to and along both sides of the Willamette River. Major p~~P~~ublic trails are one of the tools used to comply with the public access requirements of the Comprehensive Plan and the Willamette Greenway Plan. Pedestrian connections ensure that there is adequate, safe, and direct pedestrian access from the adjacent development and from the district as a whole to the major public trails.

(2) Major ~~P~~public ~~recreational~~ trails. Major ~~P~~public ~~recreational~~ trails must meet the following standards. When required by Subsection D., sites with a major public ~~recreational~~ trail symbol shown on the Official Zoning Maps must provide easements that would accommodate construction, maintenance, and public use of a major public trail that meets the following standards. See Figure 510-3.

Commentary

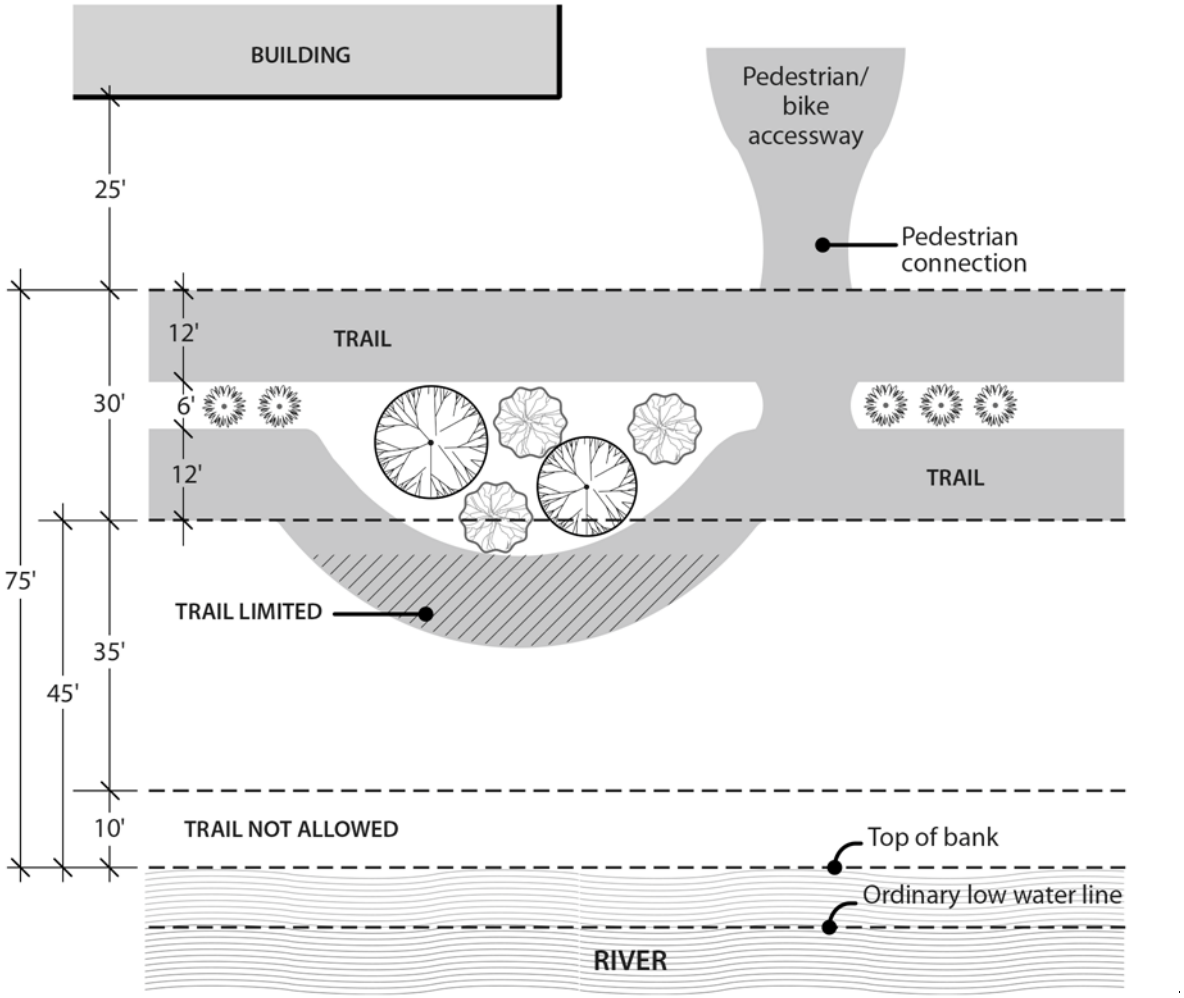
- Location. The major public trail must be located in the South Waterfront Greenway Area shown on Figure 510-2. All portions of the major public trail must be at least 10 feet and no more than 75 feet from the top of bank line as shown on Map 510-~~17~~21, South Waterfront 2002 Top of Bank Line; however, any portion of the major public trail that is within 45 feet of the top of bank line as shown on Map 510-~~17~~21, South Waterfront 2002 Top of Bank Line, is subject to the maximum non-landscaped area limitations of Subparagraph E.5.a.;
- Width. The major public trail must consist of two paths, each at least 12 feet in width;
- Landscaped median. The two paths must be separated by a landscaped median at least 6 feet wide. Landscaping within this median must meet the requirements of Paragraph E.7. The landscaping may be interrupted by ~~pedestrian~~ public access connections between the two paths;
- Use. The path closest to the river must be designated for pedestrians only. The path farthest from the river must be designated for bicycles and other non-motorized transportation modes;
- Connectivity.
  - The major public trail or major public trail easement must connect to the existing major public trails or major public trail easements on adjacent sites; and
  - The major public trail or major public trail easement must connect to the required pedestrian circulation system on the site.
- Additional standards. In addition to the standards of this subparagraph, the standards of Chapter 33.272, Major Public~~Recreational~~ Trails, must also be met.

(3) Pedestrian connections. When a major public~~ recreational~~ trail or major public trail easement is required, at least one pedestrian connection must be provided between the trail easement and any accessway that terminates on the site.

Commentary

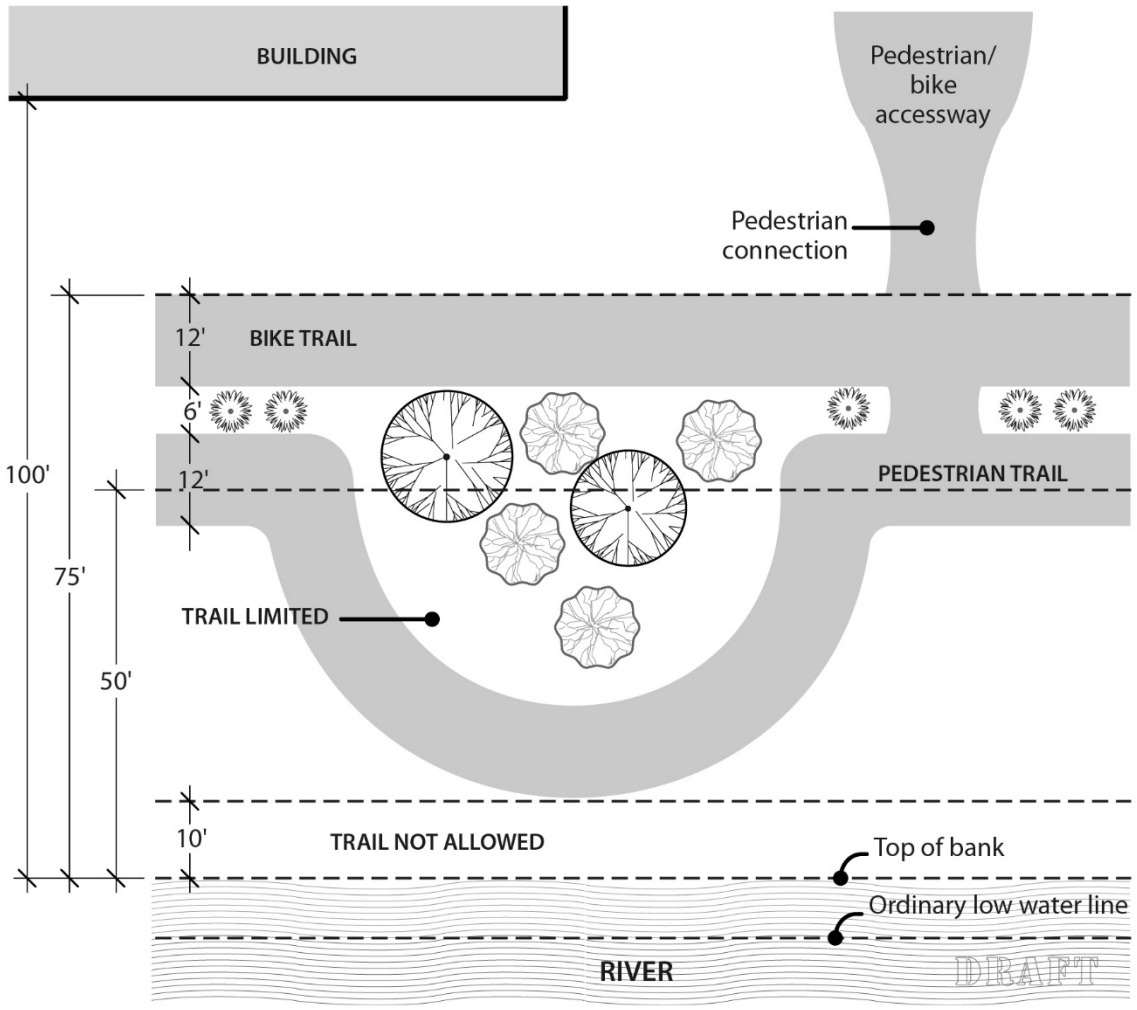
Figure 510-4 South Waterfront Greenway Trail
This figure has been updated to more clearly illustrate the code provision.

DELETE ~~Figure 510-3~~
South Waterfront Greenway Trail
REPLACE with Figure 510-4 on the next page



Commentary

Figure 510-4
South Waterfront Greenway Trail



Commentary

e. Public viewpoints.

(1) Purpose. Public viewpoints provide stopping places and clearings along the South Waterfront Greenway trail and the Willamette River where the public can view and enjoy the natural and scenic qualities of the Greenway and the river. Public viewpoints are one of the tools used to comply with the public access requirements of the Comprehensive Plan and the Willamette Greenway Plan.

(2) Viewpoint requirements. A public viewpoint must be provided on sites designated in the Central City Scenic Resources Protection Plan. ~~with a viewpoint symbol on Map 510-15~~ 480-1. ~~There are two types of viewpoints within the district:~~

- ~~Minor viewpoint. Minor viewpoints are locations along the South Waterfront Greenway trail where views of the Willamette River are provided through the use of special landscaping standards. The standards discourage plantings that will grow to block views of the river. Sites with a minor viewpoint designation shown on Map 510-15 must meet the following standards:~~
  - ~~A view corridor at least 20 feet wide must be provided and maintained between the trail and the river. See Figure 510-4;~~
  - ~~If an accessway or street that is mapped as a special building height corridor on Map 510-15 terminates on the site, the view corridor must continue the projected centerline of the accessway or street;~~
  - ~~Within the view corridor, landscaping must be no higher than 3 feet in height at maturity. The site must continue to meet the landscaping requirements of Paragraph E.5.f., below.~~
- ~~Major viewpoint. Major viewpoints are locations along the South Waterfront Greenway trail where additional space is provided to allow people to safely stop and view the Willamette River and the Greenway. Where required by Subsection D.3, s~~Sites with a ~~major~~ viewpoint designation must provide a viewpoint area that meets the following standards:
  - The viewpoint area must be at least ~~1,600~~500 square feet in area;
  - The viewpoint area must abut the Greenway trail or a ~~pedestrian~~ public access connection must be provided from the Greenway trail to the viewpoint area;
  - The viewpoint area and any ~~pedestrian~~public access connection to the viewpoint area from the Greenway trail must comply with the Use of Trail, Hours of Use, Trespass, and Trail Maintenance and Liability sections of Chapter 33.272, Major Public ~~Recreational~~ Trails;
  - Materials, benches, and lighting used in the viewpoint area must meet the requirements of the Portland Bureau of Parks and Recreation; and
  - ~~A view corridor must be provided that meets the standards of the second bullet under E.5.e(2), above.~~

Commentary

33.510.253.E.5.f.(2)
The South Waterfront Greenway Plant List included in 33.510.253 tables 510-2 through 510-4 are being removed from the zoning code and moved into the *Portland Plant List* (PPL) as an intact area-specific plant list. There already is an area-specific plant list for the Airport Subdistrict in the PPL. The South Waterfront Greenway Plant List would become the second such list.

The primary reason for this is that the PPL is periodically updated through an administrative not legislative process; which is easier to accomplish. The South Waterfront Greenway Plant List is the only specific plant list in the zoning code. Elsewhere in the city, the PPL is used when landscaping/planting is required.

An update to the PPL via an administrative rulemaking process was completed in June 2016. The BPS Director approved and signed the final decision on the update after public input was received and considered. The following language was included in the directive signed by the BPS Director:

> "Addition of the South Waterfront Greenway Native Plant List and Nuisance Plant List to the PPL Area-Specific Plant Lists upon City Council's deletion of the South Waterfront plant lists from Title 33, Portland Zoning Code (see 33.510.253, Greenway Overlay Zone in South Waterfront Subdistrict, Subsection E.5.f, Landscaping), and associated direction."

As a result of approval by the BPS Director, the South Waterfront plant lists will move to the PPL, provided the proposed code amendments in 33.510.253 are adopted by the City Council as part of the *CC2035 Plan*.

Figure 510-5 Public Viewpoint and View Corridor
This figure has been updated to illustrate more clearly how the existing regulations are implemented.

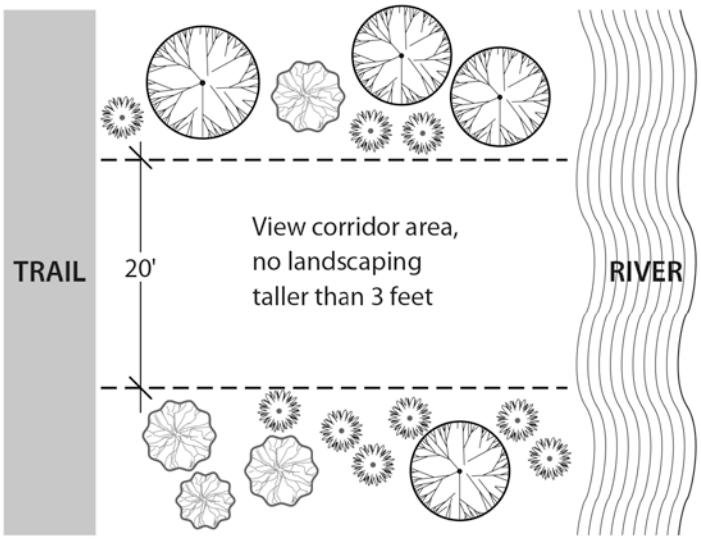
- If an accessway or street that is mapped as a special building height corridor on map 510-15 terminates on the site, the view corridor must continue the projected centerline of the accessway or street as shown in Figure 510-~~4~~ 5.

f. Landscaping.

(1) Coverage. Eighty (80) percent of the area that is not covered by buildings, trails, or other allowed non-landscaped area must be covered by shrubs or ground cover, and all trees required by this paragraph must be installed in the ground and healthy;

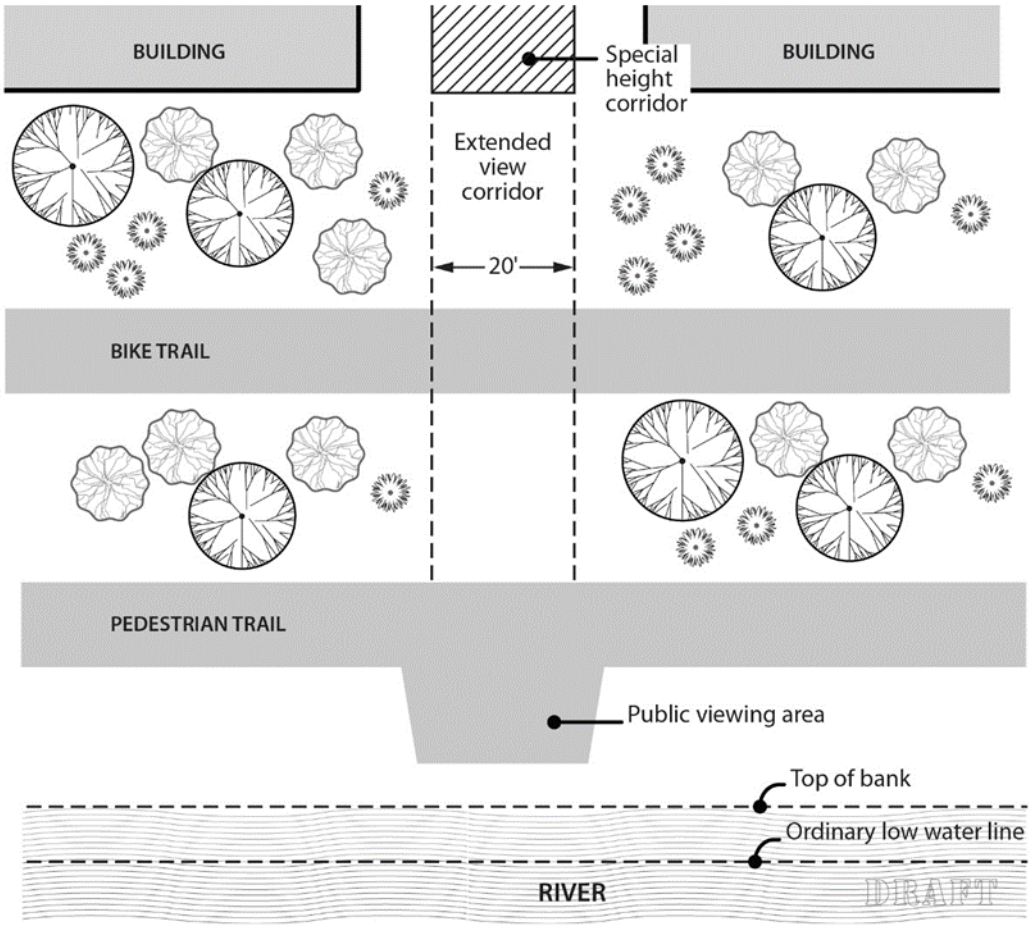
(2) Existing landscaping. Existing plants may be used to meet the standards of this paragraph, if protected and maintained during construction as specified in Section 33.248.065. However, ~~the following plants must be removed: P~~plants identified in the South Waterfront Greenway Nuisance Plants List of the Portland Plant List ~~listed as a nuisance or prohibited on the Portland Plant List;~~ must be removed. ~~Plants listed in Table 510-4, South Waterfront Greenway Nuisance Plants.~~

DELETE ~~Figure 510-4~~
Public Viewpoint and View Corridors
REPLACE with Figure 510-5 on the next page



Commentary

Figure 510-5
Public Viewpoint and View Corridor



(3) Required landscaping in subarea 1. In subarea 1, the area beginning 3 feet above the ordinary low water line must meet the following requirements:

- Shrubs. At least 80 percent of the required landscaped area must be planted in shrubs;
- Trees. Trees are not required, but are allowed;
- Ground cover. All of the required landscaped area that is not planted with shrubs or trees must be fully covered with ground cover plants;
- Plant list. Only plants listed in Table 510-2, Subarea 1 Plant List, the South Waterfront Greenway Subarea 1 Plant List of the Portland Plant List, may be planted; and
- Installation of landscaping. All planting must be of a sufficient size and number to meet the coverage standards within five years. Restoration size plant material, including bare-root, is allowed and recommended. Planting is not required to meet the size and spacing requirements of 33.248.030, Plant Materials. Planting is not allowed during the summer.

(4) Required landscaping in subarea 2. In subarea 2 the required landscaping is:

Commentary

- Shrubs. At least 80 percent of the landscaped area must be planted in shrubs;
- Trees. At least one tree must be planted for every 400 square feet of landscaped area. Trees may be clustered;
- Ground cover. All of the landscaped area that is not planted with shrubs or trees must be fully covered with ground cover plants;
- Plant list. Only plants listed in the South Waterfront Greenway Subarea 2 and 3 Plant List of the *Portland Plant List* ~~Table 510-3, Subarea 2 and 3 Plant List,~~ may be planted. At least eight different species must be planted; and
- Installation of landscaping. All planting must be of a sufficient size and number to meet the coverage standards within 5 years.
- Planting is not required to meet the size and spacing requirements of 33.248.030, Plant Materials.

(5) Required landscaping in subarea 3. In subarea 3, the required landscaping is:

- Shrubs. At least 60 percent of the landscaped area must be planted in shrubs. At least 50 percent of the shrubs used to meet this requirement must be listed in the South Waterfront Greenway Subarea 2 and 3 Plant List of the Portland Plant List; ~~on Table 510-3, Subarea 2 and 3 Plant List;~~
- Trees. At least 1 tree must be planted for every 1,000 square feet of landscaped area. At least 50 percent of the trees used to meet this requirement must be listed in the South Waterfront Greenway Subarea 2 and 3 Plant List of the Portland Plant List; ~~on Table 510-3, Subarea 2 and 3 Plant List;~~
- Ground cover. All of the landscaped area that is not planted with shrubs or trees must be fully covered with ground cover plants. At least 50 percent of the ground cover plants must be listed in the South Waterfront Greenway Subarea 2 and 3 Plant List of the Portland Plant List; ~~on Table 510-2, Subarea 2 and 3 Plant List;~~
- Plant list. Except as allowed by (1), (2) and (3), only plants ~~listed on Table 510-3, Subarea 2 and 3 Plant List,~~ listed in the South Waterfront Greenway Subarea 2 and 3 Plant List of the Portland Plant List; may be planted. The following plants are prohibited:
  - Plants ~~listed as a nuisance or prohibited on~~ included on the Nuisance Plants List or Required Eradication List of the *Portland Plant List*;
  - Plants included in the South Waterfront Greenway Nuisance Plants List of the *Portland Plant List*. ~~listed in Table 510-4, South Waterfront Greenway Nuisance Plants~~.
- Installation of landscaping. All planting must be of a sufficient size and number to meet the coverage standards within five years. Planting is not required to meet the size and spacing requirements of 33.248.030, Plant Materials.

Commentary

33.510.253.E.5.h. Exterior Lighting

The standards are intended to minimize the adverse health, safety, and livability impacts of exterior lighting on humans, fish and wildlife, including glare, light spill, and encroachment into habitat areas. The standards and exemptions are also intended to continue providing for public safety in public parks and along trails and rights of way, and to support river dependent uses. These standards are also revised for the Central City area that is within the River General (g*) overlay zone boundary as found in chapter 33.475.

This section includes general standards for directionality and shielding of exterior light fixtures that apply throughout the overlay zone. These standards will support policies calling for energy efficiency, reducing light pollution and glare, and reducing light-related hazards to birds. This section also includes standards for exterior lighting on land proximate to the Willamette River. These standards restrict the location, spacing, brightness and spectral character of lighting to reduce impacts on birds, pollinators, and other wildlife and their habitat.

g. Other development. Other development is allowed within the South Waterfront Greenway Area if it meets Subparagraphs g.(1) and (2) and either g.(3) or (4).

(1) The site meets the non-landscaped area requirements under E.2., above;

(2) The development does not obstruct required pedestrian connections and trails; and

(3) The development is located in subarea 3; or

(4) The development is river-dependent or river-related.

h. Exterior lighting.

(1) Purpose. The standards for exterior lighting are intended to:

- Avoid or minimize light glare and light spill from artificial lighting and associated negative impacts on fish and wildlife and their habitats;
- Reduce light pollution and glare impacts on residential developments;
- Maintain public safety and security along the Greenway trail, in parks, along public rights-of-way, and on piers and gangways; and
- Provide flexibility for river dependent operations associated with docks.

(2) General standards. The following standards apply to all exterior lights located within the River General ~~(g)~~ overlay zone.

- Exterior lights must not project light upward or to the side of the fixture; and
- The top and sides of all exterior light fixtures must be shielded with 100 percent opaque materials.

(3) Additional standards for areas near the Willamette River. The following standards apply to all permanent exterior lights located within and riverward of the greenway setback, and all permanent exterior lights located within 25 feet landward of the greenway setback. Exterior lights within ~~P~~public rights-of-way are exempt from ~~the standard in~~ this Subsubparagraph ~~but must meet the standards in Subsubparagraph E.5.h.(2).~~:

- Exterior lights are allowed only if the lights are for the ~~as~~ following~~s~~ use or development:
  - ~~In property owned or managed by the City of Portland Parks and Recreation~~ Park and Open Area uses;~~,~~
  - ~~In a public right-of-way,~~
  - ~~When associated with a~~The major public trail or a public viewing area; or
  - ~~When associated with a r~~River-dependent or river-related development~~;~~.

Commentary

Subarea Plant List tables have been moved to the Portland Plant List.

- Structures that support exterior light fixtures must be setback at least 5 feet from the top of bank of the Willamette River except for docks and gangways, and must be setback at least 30 feet from any other stream, drainageway, wetland or water body;
- Structures that support exterior light fixtures must be spaced at least 25 feet apart;
- Lamps must fall below 3000K or within an S/P ratio range of 1- 1.2; and
- Exterior lights must not project directly into the Willamette River.

F. Greenway goal exception. Approval of an exception to Statewide Planning Goal 15, Willamette Greenway, is required to locate development or a right-of-way that is not river-dependent or river-related within 25 feet of the top of bank. A greenway goal exception is not required to add revetments to a riverbank. The approval criteria are in Section 33.440.360, Greenway Goal Exception.

~~Table 510-2~~
~~Subarea 1 Plant List~~

~~Scientific Name~~	~~Common Name~~	~~Planting Notes~~
~~**Trees**~~		
~~Populus balsamifera var. trichoarpa~~	~~Black Cottonwood~~	~~Avoid use where falling limbs could be a safety or maintenance concern.~~
~~Fraxinus latifolia~~	~~Oregon Ash~~	~~Avoid use where falling limbs could be a safety or maintenance concern.~~
~~**Shrubs**~~		
~~Spirea douglasii~~	~~Western Spirea~~	
~~Cornus sericea spp Sericea~~	~~Red-osier Dogwood~~	
~~Rosa pisocarpa~~		
~~Salix fluviatilis~~	~~Columbia River Willow~~	
~~Salix lasiandra~~	~~Pacific Willow~~	
~~Salix sitchensis~~	~~Sitka Willow~~	
~~**Ground Cover**~~		
~~Carex obnupta~~	~~Slough Sedge~~	
~~Juncus ensifolius~~	~~Dagger-leaf Rush~~	
~~Scirpus microcarpus~~	~~Small-fruited Bullrush~~	

Commentary

Subarea Plant List tables have been moved to the Portland Plant List.

Table 510-3 Subarea 2 and 3 Plant List		
Scientific Name	Common Name	Planting Notes
Trees		
Abies grandis	Grand Fir	Avoid use where security concerns related to thick coverage are an issue.
Acer macrophyllum	Big-Leaf Maple	
Alnus rubra	Red Alder	
Arbutus menziesii	Pacific Madrone	
Crataegus douglasii	Black Hawthorn	
Crataegus suksdorfii	Black Hawthorn (upland)	Note limited availability.
Fraxinus latifolia	Oregon Ash	Avoid use where falling limbs could be a safety or maintenance concern.
Malus fusca	Western Crabapple	
Pinus ponderosa	Ponderosa Pine	
Populus balsamifera var. trichoarpa	Black Cottonwood	Avoid use where falling limbs could be a safety or maintenance concern.
Prunus emarginata	Bitter Cherry	
Pseudotsuga menziesii	Douglas Fir	
Quercus garryana	Garry Oak	
Rhamnus purshiana	Cascara	
Salix Lucida ssp. Lasiandra	Pacific Willow	
Salix rigida var. macrogemma	Rigid Willow	
Salix scouleriana	Scouler Willow	
Thuja plicata	Western Red Cedar	Avoid use of large size plant material in hot, exposed location.
Tsuga heterophylla	Western Hemlock	
Umbellularia californica	California Laurel	Use primarily in subarea 3.
Scientific Name	Common Name	Planting Notes
Shrubs		
Acer circinatum	Vine Maple	
Amelanchier alnifolia	Western Serviceberry	
Berberis aquifolium	Tall Oregongrape	
Berberis nervosa	Dull Oregongrape	
Ceanothus sanguinens	Oregon Tea-tree	
Cornus sericea spp. Sericea	Red-osier Dogwood	
Gaultheria shallon	Salal	
Holodiscus discolor	Ocean Spray	
Mahonia aquifolium	Tall Oregon Grape	
Malus fusca	Western Crabapple	
Oemleria cerasiformis	Indian Plum	
Philadelphus lewisii	Mockorange	
Physocarpus capitatus	Pacific Ninebark	
Polystichum munitum	Sword Fern	
Prunus virginiana	Common Chokecherry	
Rhamnus purshiana	Cascara Sagrada	
Ribes	Pioneer Gooseberry	Note limited availability.

Commentary

Subarea Plant List tables have been moved to the Portland Plant List.

Table 510-3 Subarea 2 and 3 Plant List		
Ribes sanguineum	Red-flowering Currant	
Rosa gymnocarpa	Baldhip Rose	
Rosa pisocarpa	Swamp Rose	
Rubus parviflorus	Thimbleberry	
Rubus spectabilis	Salmonberry	
Salix fluviatilis	Columbia River Willow	Suitable for bioengineering.
Salix sessiligolia	Soft-leafed Willow	Suitable for bioengineering.
Salix sitchensis	Sitka Willow	Suitable for bioengineering.
Salix lucida ssp. Lasiandra	Pacific Willow	Suitable for bioengineering.
Salix rigia var. macrogemma	Rigid Willow	Suitable for bioengineering.
Salix scouleriana	Scouler Willow	
Sambucus mexicana	Blue Elderberry	
Sambucus racemosa	Red Elderberry	
Spirea douglasii	Douglas Spirea	
Symphoricarpos albus	Common Snowberry	
Symphoricarpos mollis	Creeping Snowberry	
Viburnum edule	Squashberry	Note limited availability.
Ground Cover		
Achillea millefolium	Yarrow	
Aquilegia formosa	Red Columbine	
Arctostaphylos uva ursi	Kinnikinnick	
Aruncus sylvester	Goatsbeard	
Aster chilensis ssp. Hallii	Common California Aster	
Aster subspicatus	Douglas's Aster	
Athyrium filix-femina	Lady Fern	
Bromus carinatus	California Brome-grass	
Bromus sitchensis	Alaska Brome	
Calytonia perfoliata	Miner's Lettuce	
Carex obnupta	Slough Sedge	
Ground Cover		
Collinsia grandiflora	Large-flowered Blue-eyed Mary	
Collomia grandiflora	Large-flowered Collomia	
Elymus glaucus	Blue Wildrye	
Epilobium angustifolium	Fireweed	
Eriophyllum lanatum	Woolly Sunflower	
Eschscholzia californica	California Poppy	Be careful of seed source.
Festuca rubra commutata	Red Fescue	
Fragaria vesca	Wood Strawberry	
Fragaria vesca var. bracteata	Wood Strawberry	
Fragaria virginiana var platypetala	Broadpetal Strawberry	
Gilia capitata	Bluefield Gilia	
Heracleum lanatum	Cow-parsnip	
Iris tenax	Oregon Iris	
Juncus ensifolius	Dagger-leaf Rush	
Lotus purshiana	Spanish Clover	

Commentary

Subarea Plant List tables have been moved to the Portland Plant List.

~~Table 510-3~~ ~~Subarea 2 and 3 Plant List~~		
~~Lupinus latifolia~~	~~Broadleaf Lupine~~	
~~Lupinus polyphyllus~~	~~Bigleaf Lupine~~	
~~Lupinus rivularis~~	~~Stream Lupine~~	
~~Madia sativa~~	~~Chile Tarweed~~	
~~Mimulus guttatus~~	~~Yellow Monkeyflower~~	
~~Penstemon ovatus~~	~~Broad-leaved Penstemon~~	
~~Polystichum munitum~~	~~Sword fern~~	
~~Potentilla glandulosa~~	~~Sticky Cinquefoil~~	
~~Prunella vulgaris var. lanceolata~~	~~Heal-all~~	
~~Pteridium aquilinum~~	~~Bracken~~	
~~Ranunculus occidentalis~~	~~Western Buttercup~~	
~~Sidalcea campestris~~	~~Meadow Sidalcea~~	
~~Solidgo canadensis~~	~~Canada Goldenrod~~	
~~Tellima grandiflora~~	~~Fringecup~~	
~~Tolmiea menziesii~~	~~Pig-a-back~~	
~~Vancouveria hexandra~~	~~White Inside-Out Flower~~	

Commentary

Subarea Plant List tables have been moved to the Portland Plant List.

Table 510-4 South Waterfront Greenway Nuisance Plants	
Scientific Name	Common Name
Agropyron repens	Quack grass
Agrostis capillaris [A. tenuis]	Colonial bentgrass
Agrostis stolonifera [A. alba]	Creeping bentgrass
Anthoxanthum odoratum	Sweet vernalgrass
Arctium minus	Common burdock
Arrhenatherum elatius	Tall oatgrass
Borago officinalis	Borage
Bromus sps.	Annual brome grasses
Buddleia alternifolia	Fountain butterfly bush
Buddleia davidii	Butterfly bush
Centaurea cyanus	Bachelor buttons
Centaurea diffusa	Diffuse Knapweed
Centaurea maculosa	Spotted Knapweed
Centaurea pratensis	Meadow knapweed
Chrysanthemum leucanthemum	Ox-eye daisy
Chicorum intybus	Chicory
Chondrilla juncea	Rush Skeletonweed
Cyperus eragrostis	Flatsedge
Dactylis glomerata	Orchard grass
Daphne laureola	Daphne
Digitalis purpurea	Foxglove
Dipsacus sylvestris	Common teasel
Euphorbia esula	Leafy spurge
Euphorbia lathyrus	Mole plant
Festuca arundinacea	Tall fescue
Foeniculum vulgare	Fennel
Holcus lanatus	Velvet grass
Hydrilla verticillata	Hydrilla
Hypocharis radicata	Spotted cat's ear
Juncus effusus v. effuses	European Soft Rush
Lactuca muralis	Wall lettuce
Lactuca seriola	Prickly lettuce
Ligustrum spp.	Privet
Lolium multiflorum	Annual ryegrass
Lolium perenne	Perennial ryegrass
Lotus corniculatus	Bird's foot trefoil
Matricaria matricariodes	Pineappleweed
Melissa officianalis	lemon balm
Melilotus alba	Sweetclover
Parentucellia viscosa	Perentucellia
Phalaris aquatic	Harding grass
Phlem praetensis	Timothy
Poa praetensis	Kentucky bluegrass
Polygonum cuspidatum	Japanese knotweed
Polygonum polystachum	Himalayan knotweed

Commentary

Subarea Plant List tables have been moved to the Portland Plant List.

Table 510-4 South Waterfront Greenway Nuisance Plants	
Populus alba	White poplar
Prunus avium	sweet cherry
Prunus lusitanica	Portugal laurel
Prunus mahaleb	Mahaleb cherry [rootstock]
Ranunculus ficaria	
Ranunculus repens	Creeping buttercup
Robinia pseudoacacia	black locust
Rosa eglanteria	sweet briar
Rosa multiflora	Multiflora rose
Rumex acetosella	Red sorrel
Rumex crispus	Curly dock
Secale cerale	Cultivated rye
Silene alba	White campion
Sisyrimbium officinale	Hedge Mustard
Sonchus arvensis ssp. Arvensis	Perennial sowthistle
Sorbus aucuparia	European mountain ash
Taeniatherum caput-medusa	Medusahead
Tanacetum vulgare	
Ulmus pumila	Siberian elm
Verbena bonariensis	Tall verbena
Verbascum Thapsus	Mullein
Vicia villosa	Hairy vetch

Commentary

33.510.255 Central City Master Plan

The Central City Master Plan (CCMP) regulations provide a new design review tool that applies to key, large redevelopment sites shown on Map 510-19 in the Central City. In addition, the new regulations may also be used on a voluntary basis for the applicants of sites larger than 160,000 square feet in area. The master plan process will establish the building location, as well as maximum height and floor area envelopes for each building site, prior to the design or review of individual buildings. The basis for this process is to encourage the creation of a development framework for large sites that identifies future building massing, where different uses on site will be located, and how the associated open space and accessways through the site connect development on site and allow the overall site to relate to the larger surrounding urban form.

Through this process, larger site-wide urban design issues are addressed, allowing the subsequent design review of individual buildings to focus on specific issues related to materials and façade treatment, rather than height, massing, or ground floor activation. Thus, following the approval of a CCMP, it should be possible to review future development more expeditiously, as long as said development is consistent with the established parameters of the master plan.

Required Review

The following sites identified through the quadrant plan process will be required to go through a Central City Master Plan review. The provision exempts Kindergarten through 12th grade public and private school facilities from the master plan requirement. Accessory uses include play areas, cafeterias, recreational and sport facilities, athletic fields, auditoriums, and before and after school daycare.

- **Portland Public Schools' Headquarters (AKA Blanchard Site):** This is an approximately 12 acre site in the Lloyd subdistrict. The site is adjacent to industrially zoned lands in Lower Albina and has access to Portland Streetcar and bicycle infrastructure on NE Broadway.
- **OMSI Station Area:** This area is approximately 30 acres in size and contains properties held by OMSI, Portland Community College, and Portland Opera. Several lots are adjacent to light rail and streetcar stations, while others face the Willamette River.
- **Clinton Station Area:** This approximately 10 acre area contains a light rail station and is owned primarily by two property owners. The site is surrounded by a combination of low density residential and industrial uses.
- **US Postal Service Main Branch:** This 13 acre site is located at the end of the Broadway Bridge and northern terminus of the North Park Blocks. A recently adopted framework plan for the site explored extending the park blocks into the site as well as extending some of the adjacent public right-of-way through the site.

33.510.255. Central City Master Plan.

A. Purpose. The Central City master plan establishes a clear development strategy for significant redevelopment sites in the Central City. The review is intended to ensure that development on the site will positively contribute to the existing and desired urban form. The review will result in an urban design framework and site layout for the site as a whole, allowing subsequent reviews for individual buildings and other development to focus on materials and façade treatment. A Central City Master Plan is intended to result in the following urban design outcomes:

- Transit Oriented Development. A development site that has a strong orientation towards transit and multimodal transportation alternatives.
- Public Realm. A safe and vibrant public realm, supported by active ground floor uses, open space areas may include gathering spaces and passive and/or active recreation opportunities, and an internal circulation system that provides access to adjacent public rights-of-way and multimodal transportation options; and
- Building Height, Massing, and Orientation. Building bulk, height, and orientation that protects public views and preserves light and air within the public realm, and buildings and uses oriented to active public gathering spaces, including public open spaces, transit stations, and the Willamette River.

B. When a Central City Master Plan review is required.

1. Central City Master Plan review is ~~reviewed~~required for the following types of development in the areas shown on Map 510-19:
   a. New development; and
   b. Alterations to existing development that increase the floor area or exterior improvement on a site by more than 20,000 square feet.
2. Exemption. The following are exempt from Central City Master Plan review:
   a. Development associated with a School use; and
   b. Development on a lot that ~~are~~ is 40,000 square feet or less in total area.~~are exempt from Central City Master Plan review.~~ This exemption does not apply if the lot is part of a site that is more than 40,000 square feet in total area ~~to contiguous lots within the same ownership that have a total combined square footage of more than 40,000 square feet~~.

- **Lincoln High School:** This area contains Lincoln High School as well as blocks located south of the high school extending to SW Jefferson Street. The area suffers from a lack of public open space and poor access for all transportation modes. However, the western edge of the area has access to light rail service.

When a Central City master plan is allowed.
The minimum size for a master plan site is to be no less than 160,000 square feet, which is equal to four average Central City blocks. This threshold was established to ensure that the flexibility provided by these provisions is restricted to large sites capable of containing multiple buildings as well as open area amenities, such as plazas, pocket parks, or other features. This also ensures that the provisions are not used to transfer FAR from one lot to another on small sites as a means to avoid the FAR bonus and transfer provisions applicable to small sites that may consist of a limited number of lots.

Flexibility Allowed
CCMP's also provide applicants with flexibility in how FAR is transferred on site and how heights above the base heights on Map 510-3 can be achieved. Generally, the revisions to the FAR and height bonus and transfer provisions will require that prior to being able to transfer floor area from one lot to another, applicants must first earn 3 to 1 FAR through the use of inclusionary housing bonus provisions, or by transferring FAR from sites with historic resources (sites along the riverfront have an open space transfer option they may also use).

Further, the ability to develop buildings taller than the base heights shown on Map 510-3 up to the maximum bonus heights shown on Map 510-4 is contingent upon a development proposal earning at least 1:1 FAR through one of these bonus or transfer options.

However, as part of a CCMP, an applicant may transfer FAR from one lot within a site to another lot without first earning bonus FAR from the affordable housing or historic transfer provisions. Applicants may also exceed the base heights on Map 510-3 up to the maximum bonus height shown on Map 510-4 without first using these provisions.

Lastly, within a portion of the EX zoned parcels in the OMSI station area, residential uses are allowed as a conditional use, as long as such development complies with the applicable approval criteria of the CCMP.

Master Plan Area.
At a minimum, a master plan site consists of all lots in the same ownership that are adjacent to one another, including lots that would abut if not separated by public right-of-way. A master plan site may also include lots in separate ownership. However, it is not possible to establish a master plan site that excludes lots in the same ownership that are identified on Map 510-19.

C. Voluntary Central City Master Plan. An applicant may voluntarily submit for a Central City Master Plan review. The minimum size threshold for a voluntary Central City Master Plan review is ~~80,000~~ 160,000 square feet of lot area. There can be more than one lot and more than one site within the boundaries of a voluntary Central City Master Plan.

D. Flexibility allowed. An approved Central City master plan review allows additional flexibility in the following situations:

1. Floor area transfer. Floor area may be transferred among lots and sites within the master plan boundary without having to meet the prioritization in 33.510.205.B;
2. Minimum floor area. The minimum floor area ratio standard in 33.510.200.C.2 may be met for the master plan area as a whole rather than on a site by site ~~lot by lot~~ basis;
3. Bonus height. The bonus height limits shown on Map 510-4 may be achieved without having to provide the bonuses or transfers required by 33.510.210.D.34; and
4. Residential use in EX. Residential use may be allowed on the sites in the EX zone that are shown on Map 510-6 ~~that are identified~~ as allowing residential use through a Central City master plan.

E. Master plan area. ~~The boundaries of the area to be included in the Central City Master Plan must be identified.~~ The master plan must include all of the lots within the specific required master plan area shown on Map 510-19. ~~Sites must be contiguous or across a shared right-of-way. At a minimum, all areas in common ownership shown on map 510-19 must be in the master plan.~~

Commentary

F. Review Procedure

CCMPs will be reviewed by the Portland Design Commission as a Type III design review and decisions are appealable to the Portland City Council.

G. Components

Before a CCMP can be deemed complete by Design Review staff the following elements must be included with the application for a CCMP:

- **Boundaries.** A diagram/site plan identifying the boundaries of the master plan site. In addition, it is suggested that lots within the site in different ownership be identified.
- **Urban Design and Development Framework.** The framework consists of various elements that will provide the reviewing commission and staff with a clear visual understanding of the general urban form that will result, following implementation of the master plan. This framework will allow reviewers to know:
  - The location of buildings and the ultimate height and floor area envisioned for each building location (regardless of whether the entire height and floor area is utilized).
  - Where open areas will be located and integrated into the site.
  - How access onto and through the site is provided and how this internal circulation relates to adjacent rights of way and circulation patterns developed on other large sites perhaps adjacent to the site.
  - Massing diagrams, sections, sectional elevations, and perspectives necessary to provide adequate visuals of the built environment following successful implementation of the master plan.
- **Project Narrative.** A project narrative is required to describe and identify elements of the master plan that images alone may not be able to fully communicate. At a minimum, the narrative will include the following:
  - How the proposed master plan is consistent with the applicable design guidelines of the Central City Fundamental Design Guidelines and any applicable district specific design guidelines.
  - Information regarding the range and density of land uses envisioned for the site.
  - The proposed phasing for the complete implementation of the master plan.
  - If FAR is to be transferred within the site as part of the CCMP, the narrative must document sending sites and receiving sites and how much is being transferred.

F. Review procedure. A Central City Master Plan is processed through a Type III procedure.

G. Components. A Central City Master Plan must include the following components:

1. Boundaries. The boundaries of the master plan ~~boundaries~~ area must be shown on a site plan.

2. Proposed urban design and development framework. The following materials must be included in the submittal to provide clear visual information about the proposal:

   a. Site plan showing:

      (1) Location, size, and dimensions of all existing structures, and the location of all main entrances to buildings;

      (2) Location, size and dimensions of the building coverage of all proposed structures;

      (3) Description of existing and proposed land uses. The description must include information as to the general amount, type and location of all uses;

      (4) Proposed pedestrian, bicycle, and vehicle circulation system, including where each part of the proposed system connects to public rights-of-way adjacent to the master plan boundary, and transit service lines and stations within or adjacent to the master plan boundary;

      (5) Location of rights-of-way to be vacated or dedicated;

      (6) Location of bicycle and vehicle parking; and

      (7) Open areas, such as plazas, landscaped and hardscaped areas, outdoor recreation amenities, and stormwater facilities.

   b. A three dimensional massing diagram that identifies the maximum proposed building envelopes, with proposed building dimensions and height for each building, including building massing where a tower will be setback from the edge of a podium; and

   c. Sections, sectional elevations, and perspectives that illustrate the relationship of site redevelopment to the surrounding urban form in terms of building height and massing.

3. Project narrative. A narrative that describes the project, identifies how the Central City Master Plan is consistent with the applicable design guidelines ~~of the Central City Fundamental Design Guidelines~~. Specific information about the proposed range and density of land uses and the proposed phasing of development must also be included. If the proposed Central City Master Plan involves the transfer of floor area, information about the location of the receiving and sending ~~lots~~ sites, the ownership of the ~~lots~~ sites, and amount of floor area to be transferred and retained at each ~~lot~~ site must be included.

Commentary

Approval Criteria

The review of a proposed CCMP will be based on how well a project addresses the approval criteria. In all situations a proposed master plan must be found to be consistent with approval criteria addressing relevant goals and policies of the Central City Plan and the Central City Fundamental Design Guidelines.

If sites are located within the River or Industrial overlay zones, criteria addressing unique conditions of developing in those areas must be addressed. Similarly, if sites contain or are located adjacent to public parks or transit stations, the applicant must demonstrate how the proposed master plan will be oriented towards, provide access to, and create an urban form supportive of these amenities.

Lastly, in areas where housing is allowed only as a conditional use in the EX zone (currently portions of the OMSI station area), approval criteria apply that ensure that residential uses will not have an adverse impact on industrial uses and that residential uses and residents can be safely located within an area where industrial uses are allowed outright.

H. Approval Criteria. A Central City Master Plan review will be approved if the review body finds that the following approval criteria have been met. Criteria H.1 through H.6 apply to all Central City Master Plan reviews. Criteria H.7 through H.11 also apply to proposals within the EX zone identified on Map 510-6 that are identified as requiring a Central City Master Plan review for residential uses.

1. The Central City Master Plan is consistent with applicable subdistrict goals and policies of the Central City 2035 Plan;
2. The master plan demonstrates how development will comply with the Central City Master Plan chapter of the Central City Fundamental Design Guidelines, as well as any applicable design guidelines specific to the subdistrict the master plan site is located within;
3. In the River overlay zone, development on lots with river frontage must incorporate elements that activate the riverfront, such as open areas, trails, accessways, and active land uses that encourage public use and enjoyment of the riverfront;
4. The proposed uses will not have significant adverse effects on industrial firms or result in conflicts with industrial activities located within the plan boundary or within 500 feet of the plan boundary;
5. The master plan demonstrates that development within the plan boundary will establish an overall building orientation through massing, the location of entrances, and the location of ground floor uses that result in an edge that embraces adjacent public park rather than creating an abrupt edge between the plan area and parks, and ensures that development within the plan boundary will not excessively shade the adjacent park;
6. The master plan demonstrates that easy and safe access will be provided to transit stations located within or immediately adjacent to the master plan boundary, and any buildings located immediately adjacent to a transit station include ground floor uses that create an active and safe pedestrian environment throughout the day, evening, and week;
7. The proposal will not have a significant adverse effect on truck and freight movement;
8. The transportation system is capable of supporting the proposed uses in addition to the existing uses in the plan area. Evaluation factors include street capacity, level of service, connectivity, transit availability, availability of pedestrian and bicycle networks, on-street parking impacts, access restrictions, neighborhood impacts, impacts on pedestrian, bicycle, and transit circulation, and safety;
9. City-designated scenic resources are preserved;
10. Proposed residential uses are buffered from potential nuisance impacts from uses allowed by right in the zone; and
11. The master plan includes a design, landscape, and transportation plan that will limit conflicts between residential, employment, and industrial uses.

Commentary

Amendments to a CCMP

Amendments to an approved CCMP will be processed as a Type III procedure.

Duration of a CCMP

If the development approved by the CCMP has not started within 10 years of the approval of the review body, the CCMP will expire. However, once development approved by the CCMP begins, the CCMP remains in effect unless otherwise amended by subsection I.

Open Area Requirement

To ensure that a sufficient amount of open space is developed as part of large development sites, at least 20 percent of master plan areas are required to contain open areas that contain elements such as landscaping, plazas, parks, recreation amenities, or other features that provide relief from the built environment. At least 50 percent, but no more than 20,000 square feet is required to be in plaza or park space. There must be a park space that is large enough to fit a 50 by 50-foot square entirely within it. These areas should also provide opportunities for active and/or passive recreation.

A tree density standard provides projects with options to meet tree planting standards. Projects have the option of planting trees with smaller tree canopy at 1/1,000 square feet or medium to large trees at 1/3,000 square feet. This is to encourage the planting of trees with larger tree canopy as defined in the landscaping standards in 33.248.030.C.2.

I. Amendments to a Central City Master Plan. Unless specifically addressed in the approved Central City Master Plan review, an amendment to an approved master plan is required for the following changes. Amendments are processed through a Type III review:

1. Changes to the boundary of the Master Plan area;
2. Changes to the location or number of buildings;
3 Changes to the location and amount of proposed ground floor active uses;
3. Increases to an approved massing envelop; or
4. Changes to the location of a proposed public right-of-way, or to the location of a private vehicular accessway that connect to a right-of-way.

K. Duration. An approved Central City Master Plan remains in effect until development allowed by the plan has been completed, except that a Central City Master Plan expires ~~in~~ 10 years ~~of~~ from the date of the final decision if none of the approved development or approved activity has commenced.

L. Open area requirement.

1. Purpose. The open area requirements promote a site design that provides access to light and air, opportunities for outdoor activities including active and passive recreation, public gathering spaces, and visual relief from the built environment. The standards are also intended to produce open areas at a scale compatible to what large sites would have if divided by the 200 foot street grid pattern common through the Central City.
2. Amount of required open area. A minimum of 20 percent of the master plan area must be devoted to open area. Open areas may include parks, outdoor recreation amenities, plazas, public fountains, or landscaped areas. Areas used for parking, loading, and driveways do not count toward the 20 percent minimum open area requirement.
3. Required open area development standards.
   a. ~~Parks and plaza size standard.~~ At least **20,000 square feet, or** 50 percent of the required open ~~space~~ area must be designed as ~~in the form of~~ parks or plazas. **At least one of the parks or plazas must have dimensions that allows a 50 foot by 50 foot square to fit entirely within it.**
   b. ~~Accessway standard~~. Bike and pedestrian accessways may not constitute more than 25 percent of the required open space.
   c. ~~Tree density standard~~. The open space must meet one of the following tree density standards. Tree canopy sizes are defined in 33.248.030.C.2: ~~A minimum of one tree per 1,000 square feet of plaza or park area is required. Trees may include a combination of small, medium and large trees.~~
      (1) A minimum of one tree per 1,000 square feet of park or plaza area is required if all of the trees are small canopy trees; or
      (2) A minimum of one tree per 3,000 square feet of park or plaza area is required if at least one medium or large canopy tree is provided.

Commentary

d. ~~Shadow standard~~. Parks and plazas must be sited so that shadows from buildings cover no more than 50 percent of the park or plaza at noon, and no more than 75 percent at 3:00 PM on April 21st.

~~33.510.255 Central City Master Plans~~

~~A. Purpose.~~ ~~The Central City master plan adds development potential and flexibility for projects in specified areas. The additional development potential and flexibility is possible because the plan is used to demonstrate that the policy objectives of the Central City Plan and the public service needs of the area are addressed. The Central City master plan is an option; it is not a requirement. A Central City master plan may also be created through a legislative process initiated by the City.~~

~~B. Flexibility achieved.~~ ~~An approved Central City master plan allows additional flexibility in any of the following situations:~~

~~1. Allocates allowed floor area to individual development sites that will not remain in the same ownership;~~

~~2. Defers the building of any required housing; or~~

~~3. Allows the development of required housing at a location outside of the required residential development area.~~

~~C. Central City master plan contents.~~ ~~In addition to the general application requirements for land use reviews, Central City master plans must contain the information listed below, as relevant to the area and proposal.~~

~~1. Floor area ratio. The plan must show the amount of allowable floor area which is to be assigned to each lot. Floor areas greater or less than shown on Map 510-2 may be assigned on a site-specific basis. The total combined floor area for all sites in the plan area must be within the maximum allowed for the plan area before any allocations. Floor area transfers outside of a master plan area is prohibited.~~

~~2. Infrastructure capability. The adequacy of infrastructure must be addressed if there is a proposal to shift allowable floor area between separate development sites. The plan must identify and link the development of each phase of the project to the provision of services necessary to meet the infrastructure service needs of the development associated with that phase.~~

~~3. Circulation.~~

~~a. The plan must identify a clear internal circulation system that joins the surrounding street system at logical points and meets the needs of pedestrians, bicyclists, and drivers.~~

~~b. At locations adjacent to the Willamette River, the plan must include a proposal for access to the water as well as along the top of the bank.~~

~~c. The plan must identify open spaces that are convenient for use both by those living and working in the plan area and by the general public. At locations adjacent to the Willamette River, the open space areas must tie the pedestrian and bicycle circulation system to the Willamette River.~~

Commentary

4. Views. The plan must identify significant public viewpoints and significant view corridors down rights-of-way. The plan must show how the views are being protected, including in situations where there is a proposal to increase the height above the base FAR of Map 510-3 in areas eligible for ultimate height.

5. Required housing. The plan must identify the location, density, and general type of housing to be built in compliance with the required residential development standards of 33.510.230. Required housing may be deferred subject to the requirements of Subparagraph a. below. Required housing may be built outside of the required residential area subject to the requirements of Subparagraph b. below.

   a. If the required housing is not proposed to be built in advance or concurrently with other development, the plan must demonstrate that the proposed housing site is of suitable size and location, is reasonable, and is attractive for the housing. The proposed site must be reserved for housing through a concurrent application for a Comprehensive Plan map designation of Central Residential and an RX zone. The plan must identify a schedule or development phase when the required housing will be built.

   b. If the required housing is proposed for a location outside of the required residential development area, the proposed site must meet the following requirements. The site must be under the applicant's control. The site must be vacant or used for surface parking, or have improvements with an assessed value less than one-third the value of the land. The site must be within the Central City plan district and be zoned CX or EX. The proposed housing site must be of suitable size and location to be attractive for the required amount of housing. The site must be reserved for housing through a concurrent application for a Comprehensive Plan map designation of Central Residential and an RX zone.

D. Approval procedure. Central City master plans requests are processed through a Type III procedure.

E. Approval criteria. A Central City master plan application will be approved if the review body finds that the applicant has shown that all of the following approval criteria are met:

1. The proposed plan is consistent with the policy objectives of the Central City Plan;

2. The plan ensures that there will be adequate and timely infrastructure capacity for the proposed developments;

3. The plan provides for a useful and pleasant circulation system and for adequate open space within the plan boundaries;

4. Development will be placed and sized to protect significant public viewpoints and public view corridors; and

5. There are adequate assurances that required housing that is deferred or proposed for another site will be built.

F. Development in conformance with Central City master plans. Development within a Central City master plan boundary must be in full conformance with the approved plan. Review for conformance will be done as part of the design review of a specific proposal. Additional approval criteria for the design review are:

Commentary

~~1. The proposed development is consistent with and conforms to the specific Central City master plan; and~~

~~2. Any transportation, water, stormwater disposal, or wastewater disposal systems identified in the plan as necessary to serve the development are in place or will be in place when the project is ready for occupancy.~~

~~**G. Central City master plan amendments.** Amendments to an approved Central City master plan are processed through a Type II procedure. The amendment may be approved if the proposed change results in a plan which continues to meet all of the approval criteria in Subsection E., above.~~

33.510.257 Signs for Additional Uses Allowed in the Open Space Zone

The sign standards are stated in Title 32, Signs and Related Regulations.

Commentary

The Central City parking code underwent a substantial rewrite. The draft code that follows reflects a new parking code for the Central City. All the existing code sections 33.510.261-33.510.267 are deleted and replaced with new Parking and Access sections 33.510-261-33.510.263.

The new code provisions better reflect and support current and future market conditions and expected future travel patterns. The Central City Transportation Management Plan (CCTMP) was adopted in 1995 and provides the transportation policies and guidance for the administration of the zoning code regulations for off-street parking within the Central City Plan District. The CCTMP was a key element of the Statewide Implementation Plan to address high levels of carbon monoxide. Since that time much has changed. Improvements in vehicle emissions technology have greatly reduced the impact of carbon monoxide pollution in Portland. Since 1996 substantial changes have taken place in the Central City subdistricts in terms of development growth (and the character of development) and investment in transportation infrastructure (e.g., transit/rail and bike systems). The CCTMP is outdated and not suited to respond to current conditions and new challenges. The Central City 2035 Plan, along with the revisions to the Transportation System Plan (part of the Comprehensive Plan), will update and incorporate elements of the CCTMP that are still relevant, and will create new policies, zoning code language, and a transportation system project list. Thus a stand alone long-range transportation plan for the Central City is no longer needed.

33.510.261- Parking Built After [effective date of code]
Description of types of parking.
Each parking stall in the Central City has an associated parking type: growth (includes residential and hotel parking), preservation, visitor or undedicated general parking. Residential/Hotel and RX zone parking are being eliminated. Residential/Hotel will be considered growth parking and RX zone parking is going away because it only applied to existing RX parking on surface lots. There will not be any new RX zone parking, but regulations for existing parking will still apply. While a proposal may include several types of parking, each type of parking is an exclusive category. The same spaces can be more than one type of parking, if the regulations for both types are met.

B.1. Growth Parking is created in conjunction with additions of net building area gained through either new development or adding floor area to existing development. The ratios for Growth Parking are based on the needs of employees, residents and those who come to the building for other reasons, such as customers and clients. Amendments include hotel and resident parking as growth parking.

Parking and Access

33.510.261 Parking Built After [insert effective date]

A. Purpose. The parking and access regulations implement the Central City 2035 Plan and the Transportation System Plan by managing the supply of off-street parking to improve mobility, promote the use of alternative modes, support existing and new economic development, maintain air quality, and enhance the urban form of the Central City.

B. Description of types of parking. In the Central City plan district, there are three types of parking. While a proposal may include several types of parking (for example, a garage may include some Growth Parking and some Preservation Parking), each type of parking is an exclusive category. The same spaces can be more than one type of parking, such as both Growth Parking and Visitor Parking, if the regulations for both types are met.

1. Growth Parking. Growth Parking is created in conjunction with additions of net building area. Net building area is added either as part of new development or by adding floor area to existing development.

   In the case of new development, the land use or building permit for the parking must be requested by the time the foundation of the new building is complete. If the parking is requested after the foundation is complete, it will be Preservation Parking.

   In the case of additions of net building area to existing development, the land use or building permit for the parking must be requested by the time the building permit for the new net building area is issued. If it is requested after the building permit for the new net building area is issued, it will be Preservation Parking.

   The ratios for Growth Parking are based on the needs of both employees and those who come to the building for other reasons, such as customers and clients.

2. Preservation Parking. Preservation Parking is created to serve existing buildings. The ratios for Preservation Parking are based on the needs of both employees and those who come to the building for other reasons, such as customers and clients.

3. Visitor Parking. Visitor Parking is created to serve shoppers, tourists, and other such visitors who make occasional trips to the area. It is not associated with particular development.

Commentary

Continued: Description of types of parking

33.510.261.B.2. **Preservation Parking** is created to serve existing and older buildings that have little or no parking associated with them. The ratios for Preservation Parking are based on the needs of employees, residents and those who come to the building for other reasons, such as customers and clients.

33.510.261.B.3. **Visitor Parking** is created to serve shoppers, tourists, and other such visitors who make occasional trips to the area. It is not associated with particular development.

Deleted: Residential/Hotel Parking, RX zone parking and Undedicated general parking. Residential and hotel parking are changed to Growth Parking. There are maximum ratios for residential and hotel parking in Table 510-1, Maximum Parking Ratios. RX zone parking is being eliminated because changes to preservation parking include allowing residential uses to preserve entitlements to build parking in the future. New Undedicated general parking is prohibited.

33.510.261.E. Sites split by parking sector boundaries. The parking sector boundaries have been restructured and the maximum ratios within these sectors are more applicable than sites that may be split by a subdistrict.

33.510.261.F. **Growth Parking** in the Central City is for buildings that add net building area either as part of new development or by adding floor area to existing development. The following provisions will apply:

- No minimum parking requirements in the Central City to encourage the use of alternative modes and support the mode split goals for the Central City.
- Maximum ratios. Impose maximum parking ratios on all uses in the Central City to limit the growth of the parking supply and encourage the use of alternative modes to support the mode split goals for the Central City.
- Adjust parking ratios in all Central City districts outside the downtown downward to limit the growth of the parking supply and reflect investments in transit, bicycling, walking and residential infrastructure. For the entire Central City, based on development potential in the different districts, maximum ratios are lowered by about 30 percent for office/employment and residential uses compared to existing ratios.
- Adjust parking ratios for offices in a few existing downtown parking sectors upward to reflect actual demand for parking in downtown and lower others to maintain an average ratio of 1.0 per 1000 sf of net commercial space in former Downtown Sectors 1 through 6.

C. Organization of parking regulations. This subsection describes the organization of parking regulations that follow, and provides a framework for understanding. See the sections that follow for the specific regulations described below.

~~There are three different kinds of parking. These are described in Subsection B.~~ Generally, Growth Parking and Preservation Parking are allocated based on net building area of buildings or dwelling units. Visitor Parking may be located where demand is shown.

Each type of parking is regulated differently. For some types of parking, there are no limits on who may park there, even though the parking may have been created in conjunction with a particular development.

Map 510-10 shows the Central City plan district parking sectors~~labeled 1-6~~. There are maximums for parking in all of the parking sectors. In some cases, Central City Parking Review may be required, while other proposals may need adjustments.

D. Where these regulations apply. The regulations of Sections 33.510.261 apply to parking built after [insert effective date]. Where there is more than one type of parking included in a proposal, each type of parking must meet the regulations in the appropriate subsection.

E. Sites split by ~~subdistrict or~~ parking sector boundaries. ~~Where the site of a parking lot or structure is split by subdistrict or parking sector boundaries, and the regulations in the two areas differ.~~ If the site is split by parking sector ~~the boundary~~ boundaries, and the maximum ratio in the two sectors differ, ~~of a parking sector~~, the maximum ratio is based on the regulations that apply to the site of the use the parking will ~~if any~~ be serving.

F. Growth Parking. The regulations of this subsection apply to Growth Parking. Adjustments to the regulations of this subsection are prohibited.

1. When Growth Parking is allowed. Growth Parking is allowed when net building area is added to a site either as part of new development or an alteration to existing development.
2. Minimum required parking. There are no minimum parking requirements for Growth Parking.
3. Maximum allowed parking. Growth Parking is limited to the maximum ratios in Table 510-2. Where there is more than one use on a site, the amount of parking allowed is calculated based on the net building area of each use.
4. Operation. Growth Parking may be operated as either accessory or commercial parking at all times.

Commentary

Continued: 33.510.261.F. Growth Parking

- Standardize parking ratios for residential and hotels throughout the Central City while lowering their average ratios. New maximums are added where there are none currently.

- Reduce parking sectors from 26 to 6 by combining multiple parking sectors.

33.510.261.F.4. Operation: The code eliminates restrictions on accessory parking as follows: (a) in commercial, employment, mixed use and industrial zones,
(b) under a maximum ratio and (c) built in a structure.

The intent of this code change is to simplify the code by eliminating unnecessary restrictions that the City doesn't have the means to enforce. It will also allow greater efficiency in the use of the existing parking supply, to serve multiple trips to the Central City throughout the day and week, rather than exclusively requiring parking to be accessory to a specific use. This will lead to less new parking being built over time, since new development will be able to tap into existing supply before having to add new parking with new development. All new parking approved under this format will be considered Commercial Parking.

Uses	Table 510-1 Maximum Parking Ratios [1]					
	Parking Sectors					
	1 North Pearl	2 North/ Northeast	3 Goose Hollow	4 Core	5 Central Eastside	6 South Waterfront
Residential Uses	1.2	1.2	1.2	1.2	1.2	1.2
Office, Retail Sales And Service, Schools, Colleges, Daycare	1.5	1.35	1.5	1.0	2.0	2.0
~~Supermarket~~ Grocery Store	2.0	2.0	2.0	2.0	2.0	2.0
Anchor Retail [2]	1.5	1.5	1.5	1.5	1.5	1.5
Hotel/motel and meeting or conference rooms	1/room, plus 1/1,000 square feet of meeting/conference rooms.					
Manufacturing and Production, Warehouse and Freight Movement, Wholesale Sales, Industrial Service	1.0	2.0	1.0	1.0	2.0	1.0
Medical Center	1.5	1.35	1.5	1.5	2.0	2.0
Major Event Entertainment, Commercial Outdoor Recreation, Parks And Open Areas	Parking requires Central City Parking Review and must meet the Visitor parking approval criteria in 33.808.100.					
Community Service, Religious Institutions, Theaters, and all other uses	.5	.5	.5	.5	.5	.5

[1] Maximum ratios are per 1,000 square feet of net building area for non-residential/hotel uses; per dwelling unit or hotel room for residential/hotel uses

[2] Anchor retail is a single structure with more than 50,000 square feet of net building area in Retail Sales and Service uses.

Commentary

33.510.261.G. Preservation Parking has been available to existing, older commercial buildings. Generally these buildings rely on surface parking lots, most of which are Undedicated General parking. Currently these parking lots in the Core Area make up the Preservation Parking Pool. Approval of Preservation Parking in the Core has been tied to the redevelopment of the lots in the Preservation Pool. The code references an "eligibility list" that was never created, but the CCTMP administration section establishes 0.7 parking stalls per 1,000 square feet of floor area as the threshold for eligibility. Based on this, the eligibility level has been set at 0.7 ratio. Approximately 2,000 parking stalls have been built since 1996 as Preservation Parking, and approximately half of the surface parking lots in the Preservation Pool have been redeveloped during that time. The following changes to Preservation Parking include:

- Eliminate Eligibility List and Preservation Parking Pool and Reserve.
- Eligibility would be for any building with:
    1. Less than 0.70 stall/1,000 SF (commercial)
    2. 0.50 per unit (residential/hotel) or less. Currently in the Core Area, residential and hotel uses are not eligible for Preservation Parking.
- Allow parking entitlements to commercial, residential and hotel uses, capped by the maximum parking ratios when the parking is built, and only if the parking is built in a structure. The one exception will be the parking entitlement for hotel uses, where the maximum entitlement will be half the maximum allowed at the time the parking is built.
- Eligible entitlements can only be transferred within a parking sector, not between parking sectors.

G. Preservation Parking. The regulations of this subsection apply to Preservation Parking. Adjustments to this subsection are prohibited.

1. When Preservation Parking is allowed. Preservation Parking is allowed when approved through Central City Parking Review. Existing buildings with Residential or hotel uses that have 0.5 or fewer parking stalls per unit or room are eligible to apply for Preservation Parking. Other existing buildings that have fewer than 0.7 parking stalls per 1,000 square feet of net building area are eligible to apply for Preservation Parking. If the parking area is created through internal conversion of a building, by excavating under the building, or by adding gross building area to the building, the parking is regulated the same as Growth Parking.

2. Location of Preservation Parking. Preservation Parking must be built within the same parking sector as the building the parking will serve. Parking sectors are shown on Map 510-10.

3. Minimum required parking. There are no minimum parking requirements for Preservation Parking.

4. Maximum allowed parking. The maximum ratio for Preservation Parking is the same as for Growth Parking ~~shown in Table 510-2~~, except for hotels and motels ~~uses~~where the maximum ratio is one half the ratio allowed for new hotels. See Table 510-1. Where there is more than one use on a site, the amount of parking allowed is calculated based on the net building area of each use.

5. Bicycle parking. Preservation Parking facilities must provide 1 long-term bicycle parking space for every 14 motor vehicle parking spaces.

6. Required covenants. Preservation Parking requires the following covenants:

   a. Common ownership. If the parking is based on the net building area of buildings under the same ownership as the parking, the following must be met:

      (1) The owner must specify which buildings the parking is based on;

      (2) The owner must execute a covenant with the City that ensures that the parking will be primarily for those buildings for at least 10 years. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the property.

Commentary

Continued: 33.510.261.G. Preservation Parking

- All existing unbuilt "preservation" building entitlements will be recalibrated to new parking maximum ratios. If code maximums are updated in the future (e.g., through periodic review), a recalibration of entitlements would occur.
- A "receiving site" of parking entitlements, would need to meet the Ground Active Floor Uses standard (33.510.225.C) regardless of where in the Central City it is constructed (i.e., no parking allowed at the ground level).
- Retain existing requirement that Preservation Parking must be primarily available to the tenants of the Preservation building for a minimum of 10 years. Otherwise, the parking may be operated as commercial parking.

b. Different ownership. Where the parking structure is under different ownership than the buildings the parking will serve, the following must be met:

(1) ~~For initial approval, the following must be met~~ Covenant:

- There must be signed and recorded covenants between the owner of the parking and the owners of buildings for which the parking will be provided. The covenants must specify which buildings the parking is based on, and ensure that the parking will be primarily for those buildings for at least 10 years ~~be for at least 10 years~~ from the date the garage begins operation. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the property ; and
- A copy of the covenant must be provided to the Bureau of Development Services as part of the application for a building permit. ~~and~~ W~~w~~ritten documentation must be provided that shows that the changes comply with the regulations of this Chapter.

(2) Changes ~~in~~to existing covenants. Changes ~~in~~to a ~~existing~~ covenant between the owner of the parking and owners of buildings for which the parking is provided are allowed only if the regulations of this Chapter are still met. The length of the covenant~~s must~~ cannot be ~~decreased~~reduced to cover ~~less~~ fewer than ~~the initial~~ 10-years ~~period~~from the date the garage ~~begins~~began operation. The applicant must notify the Bureau of Development Services in writing of any changes to existing covenants.

(3) New covenants. A new covenant~~s~~ between the owner of the parking and the owners of buildings for which the parking will be provided ~~are~~is allowed only ~~where~~if the regulations of this Chapter are still met. The length of the covenant cannot be reduced to cover fewer than 10-years from the date the garage began operation. ~~The covenants must, at a minimum, cover the initial 10-year period from the date the garage begins operation.~~ The applicant must notify the Director of the Bureau of Transportation in writing of any new covenants.

7. Operation. Preservation Parking may be operated as either accessory or commercial parking at all times.

Commentary

33.510.261.H. Visitor Parking:

- Visitor Parking is created to serve shoppers, tourists, and other such visitors who make occasional trips to the area. It is not associated with particular development and is operated as commercial parking.
- Visitor parking facilities will be allowed to be built to serve short-term parking needs if approved through the Central City Parking Review process. This process allows demand to be measured in a manner appropriate to the specific visitor demand generator (e.g. event, cultural, retail and/or associated with significant demonstrated losses of on or off-street short-term parking).
- Operating restrictions are necessary to ensure that short-term parking is the primary use. This includes continuing to prohibit "early bird" specials and require that the sale of all day passes have a pricing structure that prioritizes short term parking needs and is consistent with established performance based parking management objectives and targets.
- In April 2016 Council directed PBOT to develop a strategy to manage on- and off-street public parking as one system, under the framework of Performance Based Parking Management (PBPM), where occupancy dictates the pricing of parking and the length of stay. The intent is that short term trips are the priority and that parking is operated consistent with established performance targets. Many of these guidelines and regulations will be housed in Titles 16 and 17. As a result some types of Visitor Parking may in the future be required to operate consistent with PBPM practices.
- Whether the City or the private sector builds and operates visitor parking, they must provide information on how the parking structure is being used to guarantee that commuter uses are not being served.

H. Visitor Parking. The regulations of this subsection apply to Visitor Parking. Adjustments of the regulations of this subsection are prohibited.

1. When Visitor Parking is allowed. Visitor Parking is allowed when approved through Central City Parking Review.

2. Minimum required parking. There are no minimum parking requirements for Visitor Parking.

3. Maximum allowed parking. There are no maximum parking ratios for Visitor Parking. The appropriate number of parking spaces allowed is determined based on a demand analysis, traffic analysis, and other considerations specified in the approval criteria for Central City Parking Review.

4. Operation. Visitor Parking is operated as commercial parking, except as follows:

   a. "Early Bird" discounts are prohibited on weekdays, and

   b. The sale of monthly permits that allow parking between 7:00 AM and 6:00 PM on weekdays is prohibited.

I. All parking built after (insert effective date). The regulations of this subsection apply to all new parking regardless of type.

1. The applicant is required to report the number of constructed parking spaces to the Director of the Bureau of Transportation within 30 days of parking operations beginning.

2. Carpool parking. The carpool regulations of this Paragraph do not apply to Residential uses or hotels~~uses:~~

   a. Five spaces or five percent of the total number of parking spaces on the site, whichever is less, must be reserved for carpool use before 9:00 AM on weekdays. More spaces may be reserved, but they are not required;

   b. The carpool spaces must be those closest to the building entrance or elevator, but not closer than the spaces for disabled parking; and

   c. Signs must be posted indicating that the spaces are reserved for carpool use before 9:00 AM on weekdays.

Commentary

33.510.261.I. All parking

I.3. Surface parking lots with new development

The development of new surface lots is prohibited except in areas zoned I (industrial zones IG1 and IH), where parking up to the maximum ratio or 20 stalls, whichever is less, will be permitted with new industrial use developments. This exception is intended to reduce overall development costs for industrial firms wishing to locate or expand in Central City industrial districts, consistent with Policy 6.37 (Industrial land) and Policy 6.38 (Industrial Sanctuaries) in the Comprehensive Plan. Given the low employment densities associated with industrial uses (about one employee per 750 sf of net development) and the need to discourage single occupancy vehicle commute trips, 20 spaces is an appropriate balance between providing parking for industrial employees and supporting high density and pedestrian-oriented urban form. This is consistent with the intent of the Mixed Use Multimodal Area designation and other Central City policies. Rehabilitated buildings that maintain their outside walls will be allowed to keep their surface parking.

3.a.(1) The new surface parking (only allowed in the I zones) will be accessory to the intended use and will not be allowed to operate commercially. This restriction is intended to provide the necessary parking for development, but discourage surface parking as a commercial activity that can generate revenue. Instead the code allows commercial parking to operate only if in a structure. This acts as an incentive to redevelopment by making structure parking potentially more attractive financially than surface parking lots.

3.b. South Waterfront surface parking

33.510.267 Parking in South Waterfront is being removed except for 33.510.267F.d(1) that allows surface parking that is operated by the City on a site that will be developed as a park in the future.

The following provisions can be removed because SOWA reached its maximum 200,000 square feet and therefore, these provisions are no longer needed:

- No more than 200,000 square feet of new surface parking area may be created in the South Waterfront Subdistrict after January 20, 2003.
- Surface parking is prohibited if it will exceed the district-wide limit. However, the following are exempt from the limitations of this subparagraph and are not counted towards the 200,000 square foot total.

I.4.Parking structures: This paragraph is being updated to reflect extensions of the transit mall.

3. Surface parking lots are prohibited except as follows:

   a. In the Central Eastside and Lower Albina subdistricts up to 20 of the maximum allowed number of parking spaces for a site may be on a surface parking lot if the following are met. Adjustments to these standards are prohibited:

      (1) The parking is accessory to a Manufacturing and Production, Wholesale Sales, Industrial Service, or Warehouse and Freight Movement use;

      (2) The parking is located in the IH or IG1 zones; and

      (3) The surface parking lot is located directly adjacent to the building in which the use exists. In this case, the parking on the surface parking lot must operate as accessory parking only and is prohibited from operating as commercial parking.

   b. In the South Waterfront subdistrict, surface parking that is operated by the City of Portland on a site that will be developed as a park in the future is allowed. The property owner must execute a covenant with the City reflecting that the future development and use of the site ~~must~~ will be a park, and the covenant must be attached to and recorded with the deed of the site. The covenant must meet the requirements of 33.700.060.

4. Parking structures. Where parking occupies more than 50 percent of the gross building area of a structure the following must be met. Adjustments to the following standards are prohibited.

   a. The structure may not be on any block bounded by both Fifth and Sixth Avenues between NW Irving and SW Jackson Streets. ~~Location on these blocks is prohibited.~~

   b. The ~~site of the~~ structure must be at least 100 feet from Fifth and Sixth Avenues between NW Glisan and SW Jackson Streets.

   c. The structure may not be on any block bounded by both SW Morrison and SW Yamhill Streets between SW First and SW Eighteenth Avenues. ~~Location on these blocks is prohibited.~~

   d. If the site is within a historic district, the building coverage of the portion of the parking structure within the district may not be larger than 20,000 square feet.

Commentary

33.510.261.4.e. The standard requires that buildings are designed and constructed to accommodate uses at the time of construction as opposed to allowing the space to be converted at a later time. This is consistent the Ground floor active use standard, 33.510.225.

e. Street-facing facades.

(1) Street facing facades in the Parking Sector 4. Within Parking Sector 4, ~~shown on Map 510-10~~ 50 percent of the street-facing facade must be ~~developed for~~ designed to accommodate Retail Sales And Service or Office uses. Areas designed to accommodate these uses ~~may~~ must be developed at the time of construction~~, or may be designed for later conversion to Retail Sales And Service or Office uses~~. The area designed to accommodate Retail Sales And Service or Office uses must meet the standards of Section 33.510.225, Ground Floor Active Uses. See Map 510-10 for parking sectors.

(2) Street-facing facades in Parking Sector 6. Within Parking Sector 6, building walls that face and are within 50 feet of streets, accessways, or the South Waterfront Greenway Area must meet one of the following standards. On sites subject to the Required Building Lines or Ground Floor Active Use standards of Section 33.510.215 and 33.510.225, only the active use standard is allowed:

- Active uses standard. Fifty percent of the street-facing facade must be ~~developed for~~ designed to accommodate Retail Sales And Service or Office uses. Areas designed to accommodate these uses ~~may~~ must be developed at the time of construction, ~~or may be designed for later conversion to Retail Sales And Service or Office uses~~. The area designed to accommodate Retail Sales And Service or Office uses must meet the standards of Section 33.510.225, Ground Floor Active Uses; or
- Landscape setback standard. The structure must be set back at least 5 feet and landscaped to at least the L3 standard of Chapter 33.248, Landscaping and Screening. If the structure complies with the landscaped setback standard, it is exempt from the ground floor windows standard of Section 33.510.220.

(3) Street-facing facades in all other parking sectors. In all other parking sectors, structures must comply with either the standards of Subsubparagraph I.4.e.(1) or the structure must be set back at least 5 feet and landscaped to at least the L3 standard of Chapter 33.248, Landscaping and Screening. If the structure complies with the landscaped setback standard, it is exempt from the ground floor windows standard of Section 33.510.220.

On sites subject to the Required Building Lines or Ground Floor Active Use standard of Sections 33.510.215 and 33.510.225, the standard of Subsubparagraph I.4.e.(1) must be met; the landscaped setback standard may not be used.

Commentary

33.510.261.I.5. Operation reports: Eliminate mandatory reporting requirements for all parking approved under a maximum ratio and in a structure. The City Parking Manager will be empowered to request information and/or access to the facility in return for the elimination of current reporting requirements.

5. Operation reports. The applicant must provide operation reports to the Director of the Bureau of Transportation upon request. The operation reports must be based on a sample of four days during every 12-month period, and must include the following information:

   a. The number of parking spaces and the amount of net building area on the site.

   b. A description of how the parking spaces were used ~~based on a 6 month average~~ in the following categories. Percentage of parking used for:

      (1) ~~Percent of monthly transactions that are~~ Short-term (less than 4 hours);

      (2) ~~Percent of monthly transactions that are~~ Long-term daily (four or more hours);

      (3) Average number of monthly permits issued (other than carpool), and

      (4) Number of signed monthly Carpool stalls in the facility.

   c. Rate schedule for:

      (1) Hourly parking;

      (2) Daily Maximum Rate;

      (3) Evening Parking;

      (4) Weekend Parking;

      (5) Monthly parking; and

      (6) Carpool parking

   d. The hours of operation on weekdays, Saturday, Sunday, and whether the facility is open during special events in the area.

6. Changes from one type of parking to another.

   a. Changes from one type of parking to another are processed as if they were new parking. For example, changing Growth Parking to Preservation Parking requires a Central City Parking Review. ~~All current regulations will apply.~~

   b. Visitor Parking must operate as Visitor Parking for at least 10 years before it may be changed to Preservation Parking. Changing Visitor Parking that has been operating for less than 10 years is prohibited.

7. Bicycle parking. Bicycle parking ~~regulations are in~~ is regulated by Chapter 33.266, Parking and Loading. For most types of development, bicycle parking requirements are based on the primary use, such as Office or Retail Sales And Service. For Commercial Parking, which includes Visitor ~~and Undedicated General~~ Parking, bicycle parking is based on the number of motor vehicle parking spaces. There are ~~special~~ additional bicycle parking requirements for Preservation Parking, see ~~as set out in~~ Paragraph G.5. ~~This regulation applies in addition to the requirements of Chapter 33.266.~~

Commentary

33.510.262 Parking Built before [insert effective date]

The intent of this code section is generally to allow existing parking to continue to operate as approved by the City at the time of the application. The primary change is that RX and Residential/Hotel are eliminated as parking types. Parking approved under these types are now converted to Growth Parking. As such, if the parking is in a structure it can now operate as commercial parking. But if the parking is on a surface lot, it maintains the operating restrictions it originally had. This will have the effect of encouraging the redevelopment of surface lots by making structured parking more attractive given that it will have fewer operating restrictions than surface lots. If surface lots were approved as Growth parking for office, then they can operate as commercial. But Growth parking for non-office, and parking approved for residential uses will only be allowed to operate as accessory. Undedicated General is all parking, other than Visitor Parking, that is not associated with a particular development.

An exception is given to the Central Eastside, where a City-led parking management program is transitioning long-term (more than 4 hours) on-street parking from a permit program that gives preference to employees and residents of the district to short-term (4 hours or less) metered parking, primarily to serve customers and visitors. Given this situation, the code allows existing off-street, surface parking that is underutilized to be used commercially to serve residents and employees of the district, by allowing monthly passes to be sold. The code does not allow the sale of hourly or daily parking given that these types of parking do not serve employees or residents well, and instead serve short-term users whose needs are being met by the City expanding the supply of on-street parking made available for short-term parking. Finally, these restrictions will also limit the attraction of using surface lots as commercial parking.

33.510.262 Parking Built before [insert effective date]

A. Purpose. With adoption of the Central City 2035 Plan in 2017, the regulations for parking in the Central City plan district were significantly revised. To simplify and streamline regulations for parking that existed when the regulations changed, operation restrictions and reporting requirements have been reduced.

The new regulations do not supersede other types of approvals such as existing Preservation Parking covenants, design review and adjustments.

B. Where these regulations apply. These regulations apply to all parking that legally existed on [insert effective date]. The regulations also apply to all parking where a complete application was received before [insert effective date], or parking that received either a land use or building permit before [insert effective date].

C. Assignment of parking types. The parking types assigned below are the same types as described in Subsection 33.510.261.B.; or if ~~you are~~ not assigned below the parking is ~~you are~~ Undedicated General. Undedicated General is all parking other than Visitor Parking, that is not associated with particular development.

1. If the parking was built as Growth Parking it continues to be Growth Parking.
2. If the parking was built as Preservation Parking it continues to be Preservation Parking.
3. If the parking was built as RX Zone Parking or Residential/Hotel Parking it is now Growth Parking.
4. If the parking was built as Visitor Parking it continues to be Visitor Parking.
5. All other parking is Undedicated General Parking.

D. Operation.

1. If the parking is in a structure:
   a. Growth and Preservation parking may operate as accessory or commercial parking.
   b. Visitor Parking is operated as commercial parking except as follows:
      (1) "Early Bird" discounts are prohibited on weekdays, and
      (2) The sale of monthly permits that allow parking between 7:00 AM and 6:00 PM on weekdays is prohibited.
   c. Undedicated General Parking is subject to all previous conditions of approval.

Commentary

33.510.262.E.6 This makes explicit that expansion of existing surface parking lots is prohibited.

2. If the parking is on a surface parking lot:

a. Growth Parking:

(1) Unless specified in Subsubparagraph D.2.a.(2), Growth Parking may operate as accessory or commercial parking. In the Central Eastside subdistrict, growth parking that operates as commercial parking is subject to the following limitations:

- Monthly permits are only allowed for residents and employees of the subdistrict;
- Hourly and daily parking is prohibited; and
- Operation as commercial parking facility must be approved by the Portland Bureau of Transportation.

(2) Growth Parking that was operating as RX Zone Parking on [insert effective date] must operate as accessory to a Residential use.

b. Preservation Parking may operate as accessory or commercial parking. In the Central Eastside subdistrict, Preservation parking that operates as commercial parking is subject to the following limitations:

(1) Monthly permits are only allowed for residents and employees of the subdistrict;

(2) Hourly and daily parking is prohibited; and

(3) Operation as commercial parking facility must be approved by the Portland Bureau of Transportation.

c. Undedicated General Parking. The operation of Undedicated General Parking is subject to all previous conditions of approval.

E. **Changes.** Changes to parking regulated by this Section are regulated as follows.

1. Changes that would be prohibited if requested for new parking are prohibited.

2. Changes from one type of parking to Visitor Parking or changes from Visitor Parking to Preservation or Growth requires a Central City Parking Review.

3. Changes in conditions of approval requires Central City Parking Review.

4. An increase in the number of spaces for all other parking types is subject to the regulations of Section 33.510.261.

5. An increase in the number of spaces for Undedicated General Parking is prohibited.

6. An increase in site area devoted to surface parking is prohibited.

Commentary

33.510.263 Parking and loading access: The regulations of this section apply to parking and loading access restrictions for all parking built before and after the effective date of this code.

The intent of this section is to guide the location of driveways for site development to avoid potential conflicts with other functions of the network and maximize the efficiency of the transportation system.

The restricted streets are detailed in the code section and the existing map is deleted. The section is broken down into streets where parking access is:

- "prohibited" unless it is the only frontage for the site, in which case it is not allowed but an adjustment may be requested, and
- "not allowed," where an adjustment may be requested.
- All other streets access is "allowed."

33.510.263 Parking and Loading Access.

The regulations of this section apply to all parking and loading access.

A. Purpose. The purpose of the parking and loading access regulations is to ensure the safety of pedestrians, bicyclists, and motorists, to avoid significant adverse impact on transit operations, and to ensure that the transportation system functions efficiently. The regulations require that the access to parking and loading areas be designed so that motor vehicles can enter and exit the parking facility without being required to cross the tracks of a light rail or streetcar alignment. Parking access shall be designed to avoid adverse impacts on operation and safety of pedestrian, bicycle, or motor vehicle circulation, and shall not preclude the future construction of facilities such as protected bikeways. A driveway is not automatically considered such an impact. On blocks where transit stations are located, the pedestrian environment on both sides of the streets will be considered and protected.

B. Parking and loading access standards.

1. Motor vehicle access to or from any parking area, ~~or~~ loading area, or parking structure is prohibited on or along the following streets unless ~~it~~ the street listed is the site's only frontage, in which case ~~it requires an adjustment~~ access is not allowed:

   a On Fifth and Sixth Avenues between NW Irving and SW Jackson Streets;

   c. On SW Park between SW Jackson Street and SW Salmon Street;

   d. On NW Park Avenue and NW 8th Avenue between W. Burnside and NW Lovejoy Street;

   e. On SW Morrison and SW Yamhill Streets between SW First and SW Eighteenth Avenues; and

   f. On 1st Ave between NW Davis Street and SW Morrison Street.

   g. Motor vehicle access to or from any parking area or structure is prohibited along any site frontage that abuts a street with a light rail or street car alignment in it unless entering and exiting the parking area or structure does not result in any motor vehicle travelling onto or across the light rail or streetcar alignment, in which case the access is allowed.

2. Unless addressed by Paragraph B.1., motor vehicle access to any parking area, loading area, or parking structure is not allowed in the following situations: ~~requires an adjustment:~~

   a. To or from any of the following streets:

      (1) Major City bikeway;

      (2) Major City Traffic Street;

      (3) Major Truck Street; and

      (4) Major Transit Priority Street.

Commentary

This is a substantially revised Central City parking code. Only the amended code is included in the draft.

b. To or from any parking area or structure when the access will cause or allow a vehicle to travel onto or across a light rail or street car alignment anywhere within 75 feet of the parking access measured from the property line.

3. All other streets. Motor vehicle access to any parking area, loading area, or parking structures is allowed.

DELETE: existing code sections 33.510.261-33.510.267

(Amended by: Ord. No. 165376, effective 5/29/92; Ord. No. 166313, effective 4/9/93; Ord. No. 166702, effective 7/30/93; Ord. No. 167189, effective 1/14/94; Ord. No. 167515, effective 3/30/94; Ord. No. 167464, effective 4/15/94; Ord. No. 167650, effective 6/10/94; Ord. No. 169535, effective 1/8/95; Ord. No. 168702, effective 7/1/95; Ord. No. 169535, effective 1/8/96; Ord. No. 169699, effective 2/7/96; Ord. No. 170704, effective 1/1/97; Ord. No. 171219, effective 7/1/97; Ord. No. 171522, effective 9/19/97; Ord. No. 171648, effective 10/8/97; Ord. No. 172040, effective 3/13/98; Ord. No. 173259, effective 5/14/99; Ord. No. 174160, effective 2/9/00; Ord. No. 174263, effective 4/15/00; Ord. No. 174980, effective 11/20/00; Ord. No. 175163, effective 1/1/01; Ord. No. 175204, effective 3/1/01; Ord. No. 175294, effective 3/2/01; Ord. No. 175837, effective 9/7/01; Ord. No. 175877, effective 9/21/01; Ord. No. 175966, effective 10/26/01; Ord. Nos. 176024 and 176193, effective 2/1/02; Ord. No. 176469, effective 7/1/02; Ord. No. 177028, effective 12/14/02; Ord. No. 177082, effective 1/20/03; Ord. No. 177422, effective 6/7/03; Ord. No. 177920, effective 11/8/03; Ord. No. 178172, effective 3/5/04; Ord. No. 178425, effective 5/20/04; Ord. No. 178509, effective 7/16/04; Ord. No. 178832, effective 10/21/04; Ord. No. 179084, effective 3/26/05; Ord. No. 179092, effective 4/1/05; Ord. No. 179925, effective 3/17/06; Ord. No. 179980, effective 4/22/06; Ord. No. 180619, effective 12/22/06; Ord. No. 180667, effective 1/12/07; Ord. No. 181357, effective 11/9/07; Ord. No. 182319, effective 12/5/08Ord. No. 182429, effective 1/16/09, Ord. No. 183517, effective 3/5/10; Ord. No. 183269, effective 10/21/09; Ord. No. 183518, effective 03/05/10; Ord. No. 183598, effective 4/24/10; Ord. No. 185915, effective 5/1/13; Ord. No. 186639, effective 7/11/14.) Ord. Nos. 187216 and 187217, effective 7/24/15.)

Commentary

Map 510-1 Central City Plan District and Subdistricts
The Central City Plan District boundary has been expanded to include the new Clinton MAX light rail station area between Milwaukie Blvd, Powell Blvd and the Union Pacific Rail Line at the eastern edge of the Central Eastside because of anticipated increased urban development.

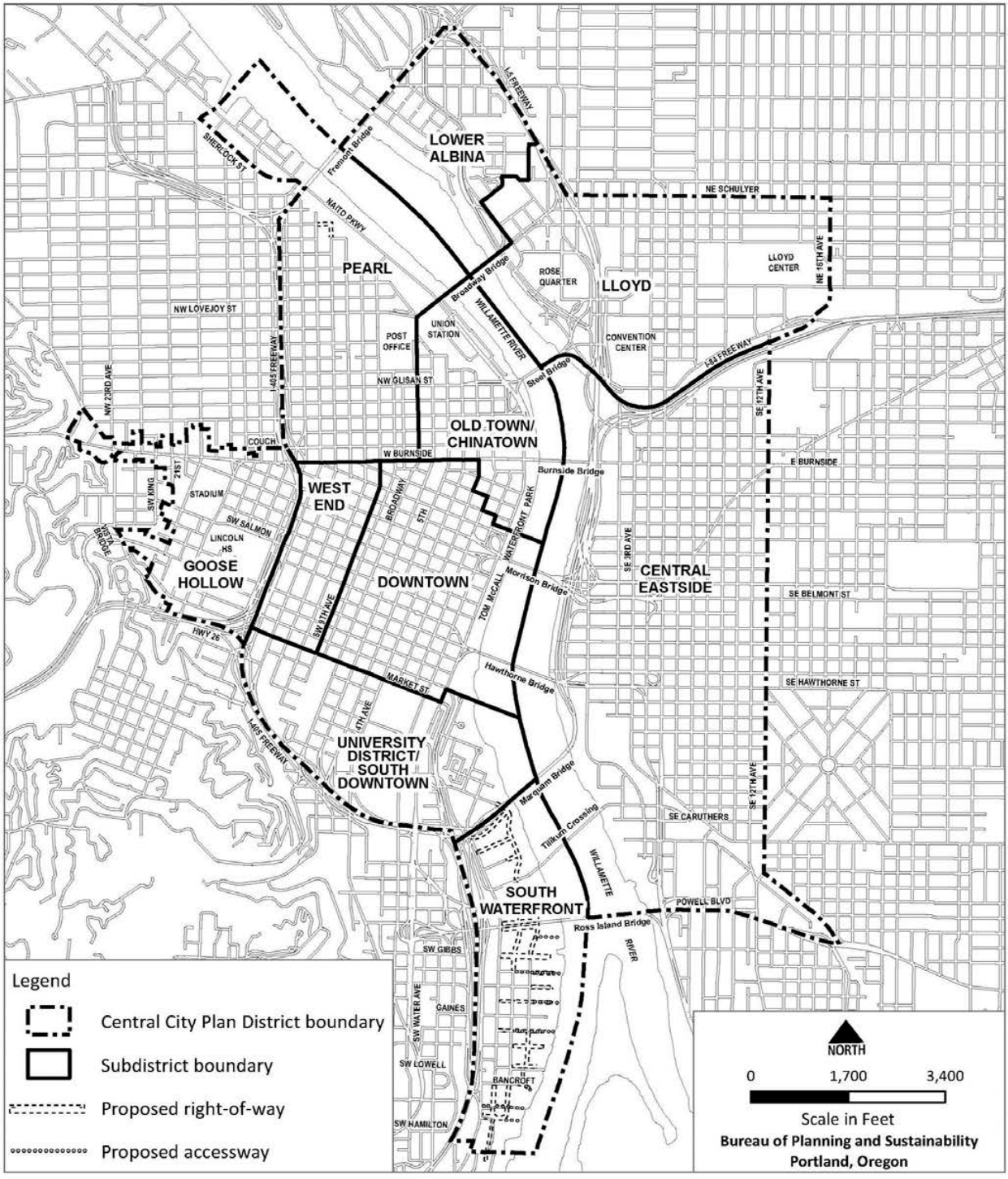
Subdistrict boundaries have been updated to be consistent with the CC2035 Plan policies and code provisions:

- The West End subarea is now a subdistrict;
- The River District is replaced by the Pearl and Old Town/Chinatown subdistricts (Old Town/Chinatown includes a small part of the former Downtown subdistrict);
- The Downtown subdistrict is now smaller (with the creation of the West End subdistrict and creation of the Old Town/Chinatown and University District/South Downtown subdistricts);
- The Employment Opportunity subarea (EOS) and North Pearl subarea have been removed;
- A small portion of the Lloyd District near the Willamette River is moved to the Central Eastside subdistrict;
- A portion of the Lower Albina subdistrict near the PPS Blanchard Building is moved to the Lloyd District; and
- Some minor boundary updates are made to reduce the number of tax lots split by boundaries.

Revised Proposed Central City Plan District and Subdistricts

Map 510-1

Map Revised Xxxxx, 201X



Commentary

Map 510-2 Maximum Floor Area Ratios

Map 510-2 Maximum Floor Area Ratios (FAR) shows the amount of floor area allowed by right (i.e. prior to the use of bonuses or transfers).

The following highlights changes made to support additional development potential at key locations:

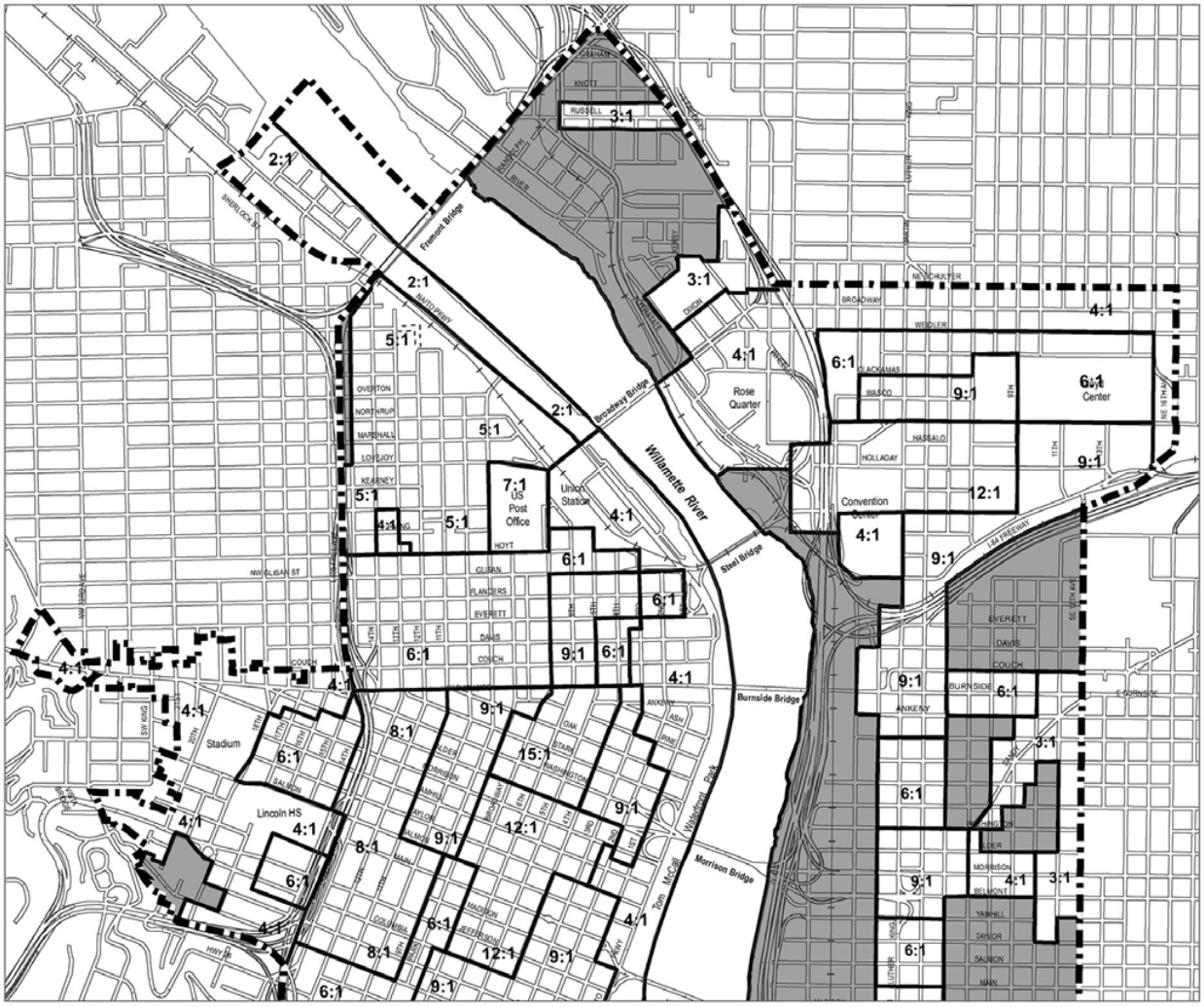
- FAR limits are increased in parts of the University District/South Downtown area, including along the southern extension of the transit mall (6 to 1 to 9 to 1), the Lincoln Station area (2:1 to 6:1), and a part of RiverPlace (4 to 1 to 5 to 1);
- FAR limits are increased in portions of the North Pearl District, generally going from 4 to 1 to 5 to 1;
- FAR limits in the northern portion of the West End are set at 8 to 1 where they were previously 6 to 1 with an allowance for up 9 to 1 for residential development; and
- FAR limits are revised for a few large sites in the Central City:
    - The USPS site in the Pearl subdistrict increases from 4 to 1 to 7 to 1 consistent with the Broadway Corridor Framework Plan (2015); and
    - Areas near OMSI MAX light rail station that are rezoned to EX are set at 2 to 1 north of SE Caruthers Street and 3 to 1 to the south.

Revised Proposed Maximum Floor Area Ratios

Map 510-2

Map 1 of 2

Map Revised Xxxx XX, 201X



Legend

- Central City Plan District boundary
- Maximum FAR area boundary
- Area where floor area ratio (FAR) is determined by base zone
- Proposed right-of-way
- Proposed accessway

X:Y Maximum FAR

X = Gross square foot of building

Y = Square foot of site

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

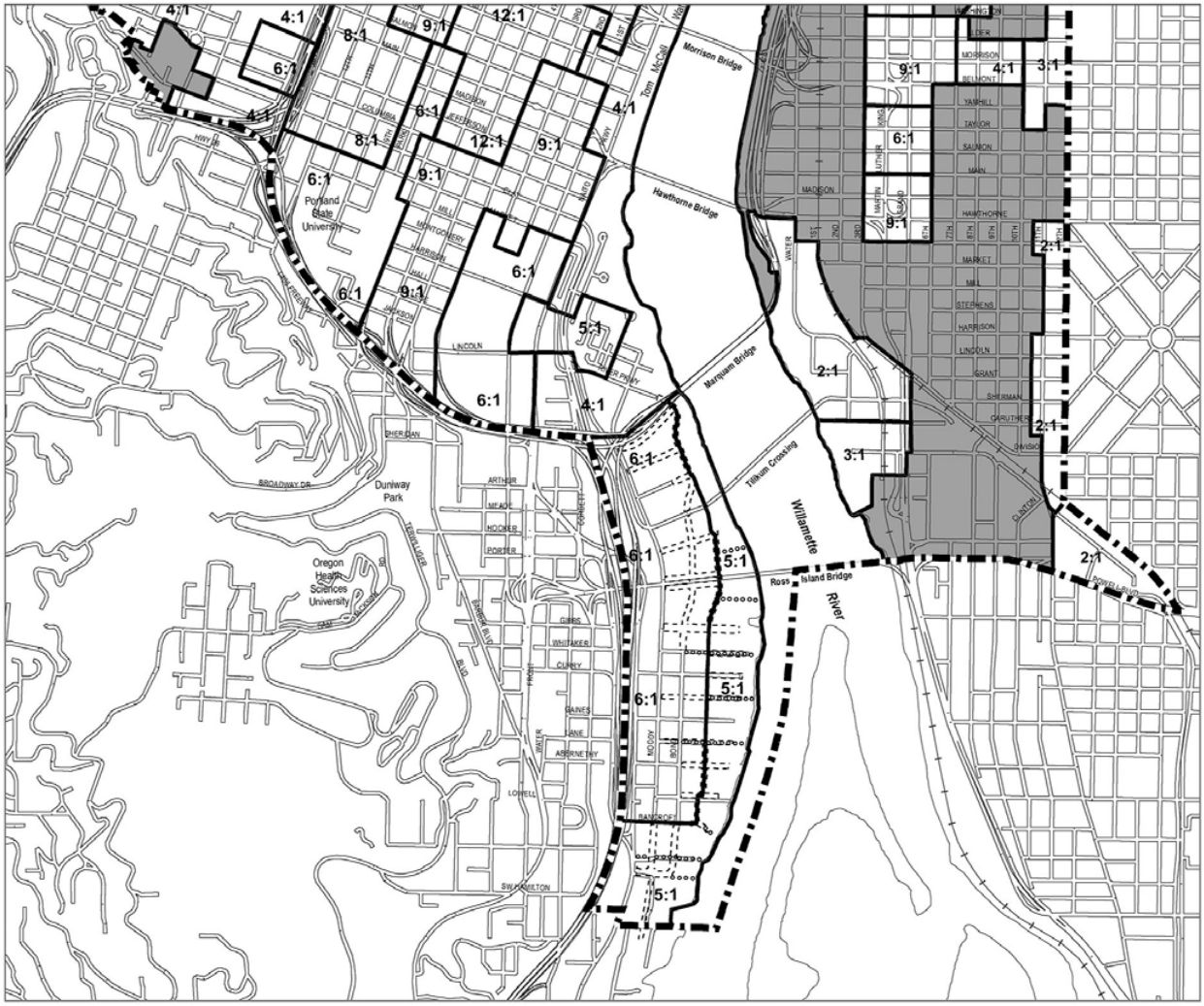
Commentary

Revised Proposed Maximum Floor Area Ratios

Map 510-2

Map 2 of 2

Map Revised Xxxx XX, 201X



Legend

- Central City Plan District boundary
- Maximum FAR area boundary
- Area where floor area ratio (FAR) is determined by base zone
- Proposed right-of-way
- Proposed accessway

X:Y Maximum FAR

X = Gross square foot of building

Y = Square foot of site

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-3 Base Heights
Maximum building heights are now depicted with two maps:

- Map **510-3 Base Height** (previously Maximum Height) shows maximum height allowed by right with hatching in areas where height increases through bonuses or transfers are possible.
- A new **Map 510-4 Bonus Height** shows the ultimate height possible through the use of bonuses and transfers. Areas where height bonuses are not allowed show the same maximum height on both maps

The "Open Space performance standard" feature has been moved from Map 510-3 to Map 510-4 and is now called "Areas where a shadow analysis is required."

The following base height changes have been made.

Height and the Central City Scenic Resources Protection Plan Update
The Central City 2035 Plan also includes an update to the Central City Scenic Resources Protection Plan and height limits have been updated to reflect this work. A number of publicly accessible views have been identified and protected by moderating height allowances within designated view corridors. The Central City Scenic Resources Protection Plan includes more information about these changes.

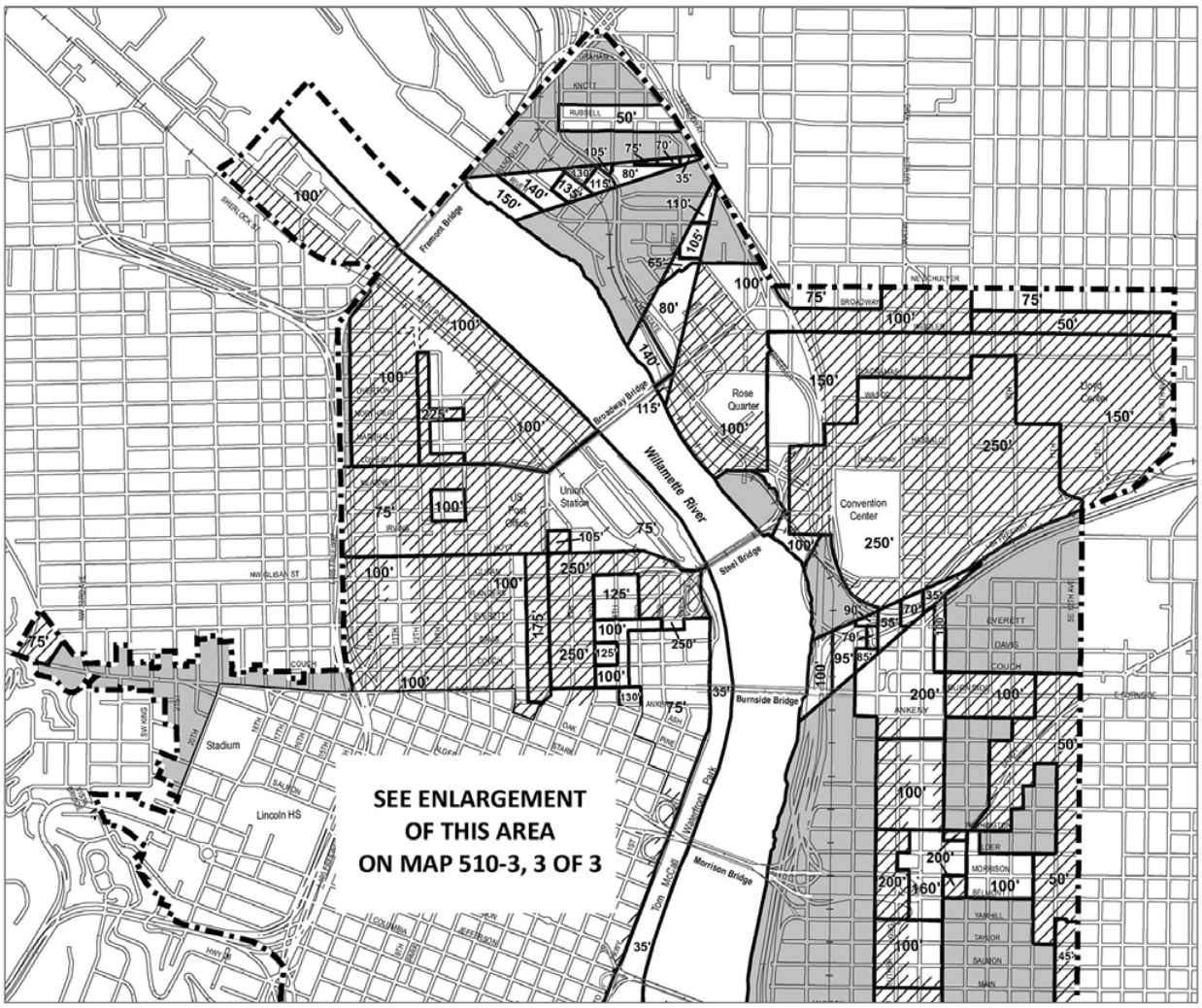
Height in Historic Districts
To help preserve the character and scale of historic districts building heights have been reduced in most historic districts and the option of using height bonuses removed. In some cases, including the New Chinatown/Japantown and East Portland/Grand Avenue historic districts, the existing maximum building heights were set prior to the establishment of the historic districts; the new reduced maximum heights are more appropriate given the districts' historic status. The ability to gain additional FAR is retained in historic districts, but bonus FAR will have to be used within the new height limits.

Revised Proposed Base Heights

Map 510-3

Map 1 of 3

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- X' — Base building height
- Areas where height is determined by base zone
- Area eligible for height increase
- Base height limit of 75' for first 125 feet from top of bank
- Proposed right-of-way
- Proposed accessways

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

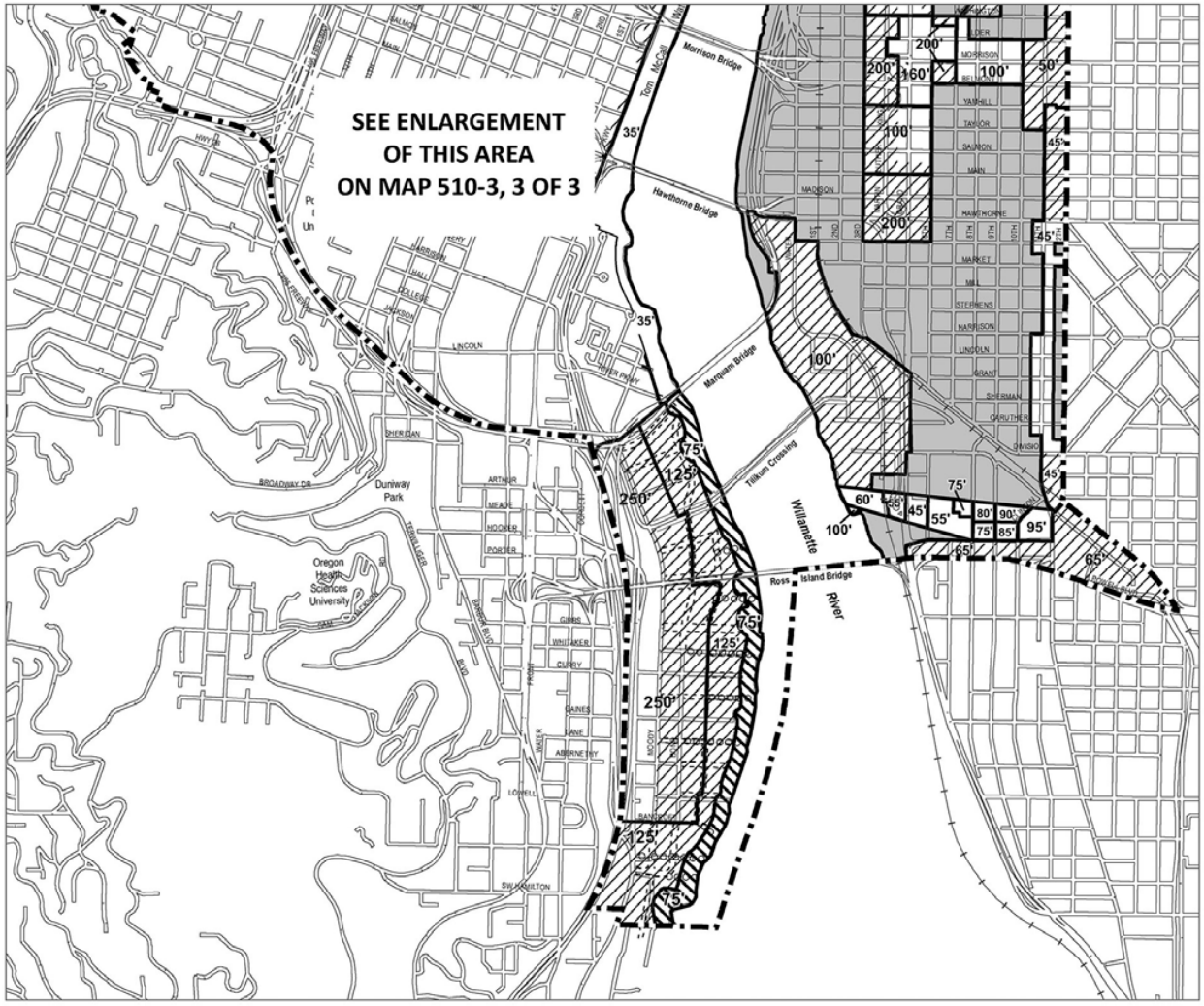
Commentary

Revised Proposed Base Heights

Map 510-3

Map 2 of 3

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- X' Base building height
- Areas where height is determined by base zone
- Area eligible for height increase
- Base height limit of 75' for first 125 feet from top of bank
- Proposed right-of-way
- Proposed accessways

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

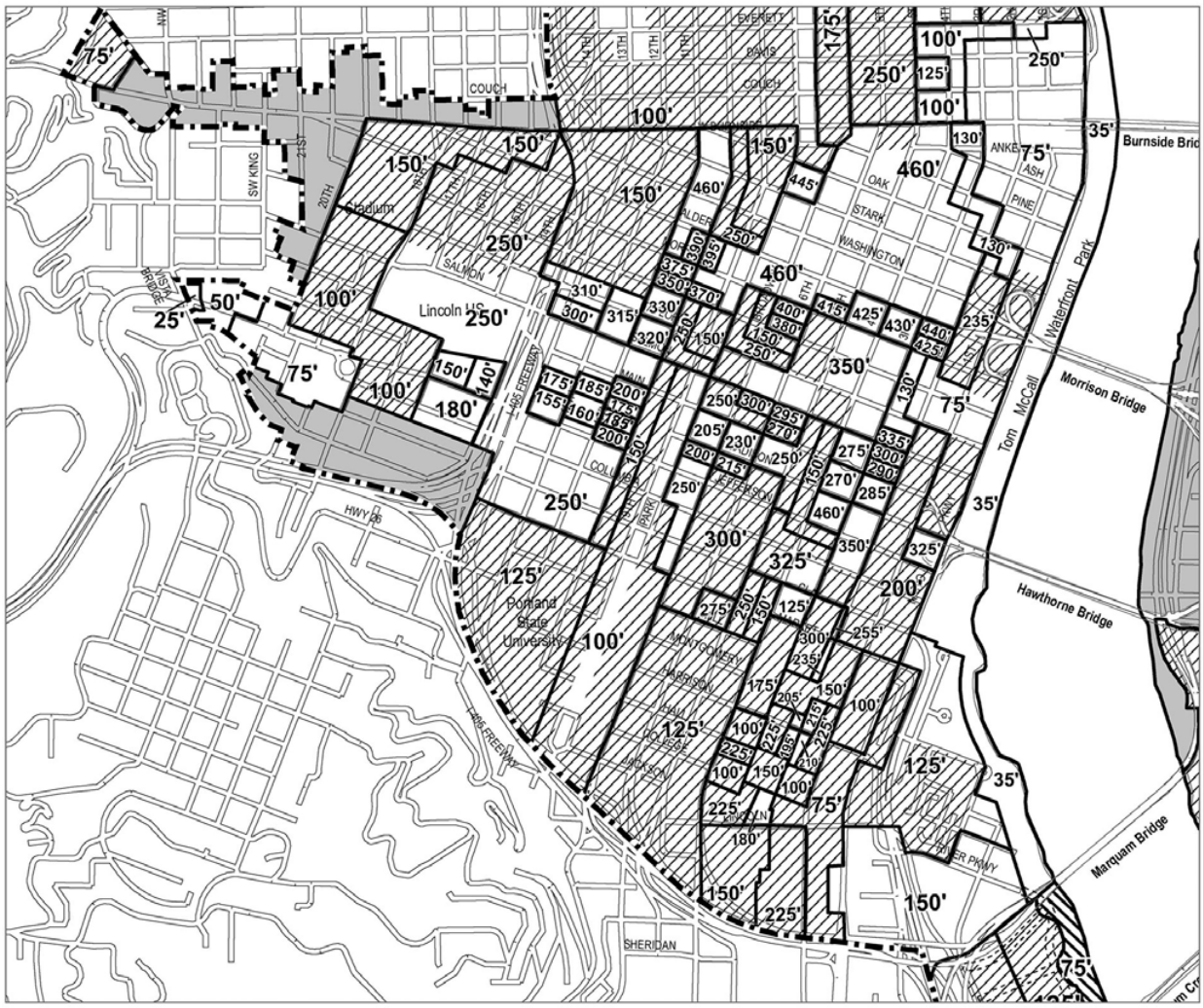
Commentary

Revised Proposed Base Heights

Map 510-3

Map 3 of 3

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- X' Base building height
- Areas where height is determined by base zone
- Area eligible for height increase
- Base height limit of 75' for first 125 feet from top of bank
- Proposed right-of-way
- Proposed accessways

NORTH

0 1,000 2,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

New: Map 510-4 Bonus Heights
This new map includes the ultimate building height allowed, including height earned through use of bonuses and transfers.

The "Open space performance standard" feature from existing Map 510-3 has been moved to this map and is now called "Areas where a shadow analysis is required." The area subject to this requirement has increased. It now generally covers the complete blocks to the south, southwest and west of most public open spaces.

Please refer to the code language and commentary in Section 33.510.210 for more details.

Revised Proposed Bonus Heights

Map 510-4

Map 1 of 3

Map Revised Xxxxx XX, 201X



Bureau of Planning and Sustainability
Portland, Oregon

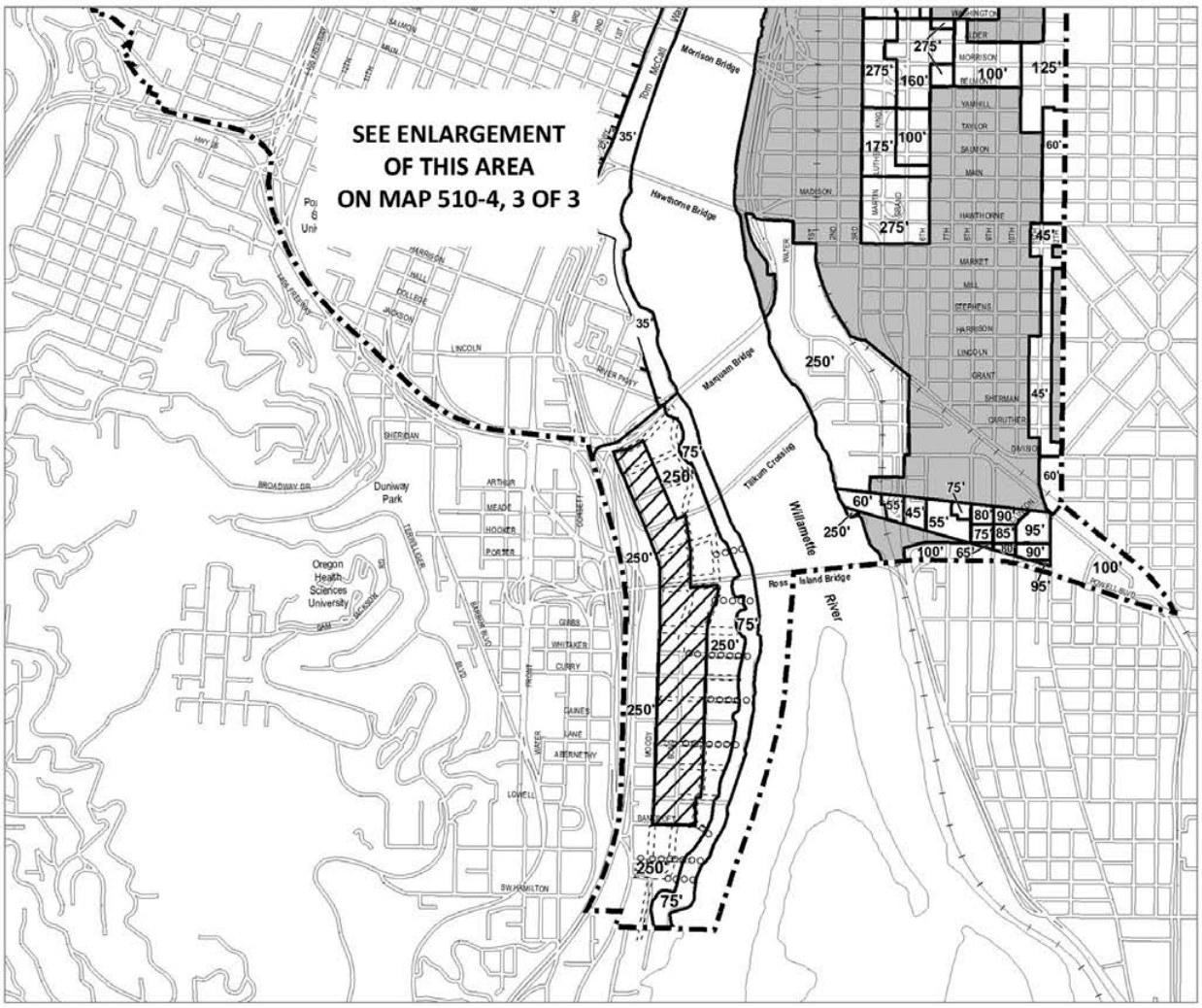
Commentary

Revised Proposed Bonus Heights

Map 510-4

Map 2 of 3

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- X' — Maximum bonus height
- Areas where height is determined by base zone
- Proposed right-of-way
- Proposed accessways
- Areas where a shadow analysis is required
- UL — Unlimited height allowed
- Area eligible for additonal height under 33.510.210.D.2

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

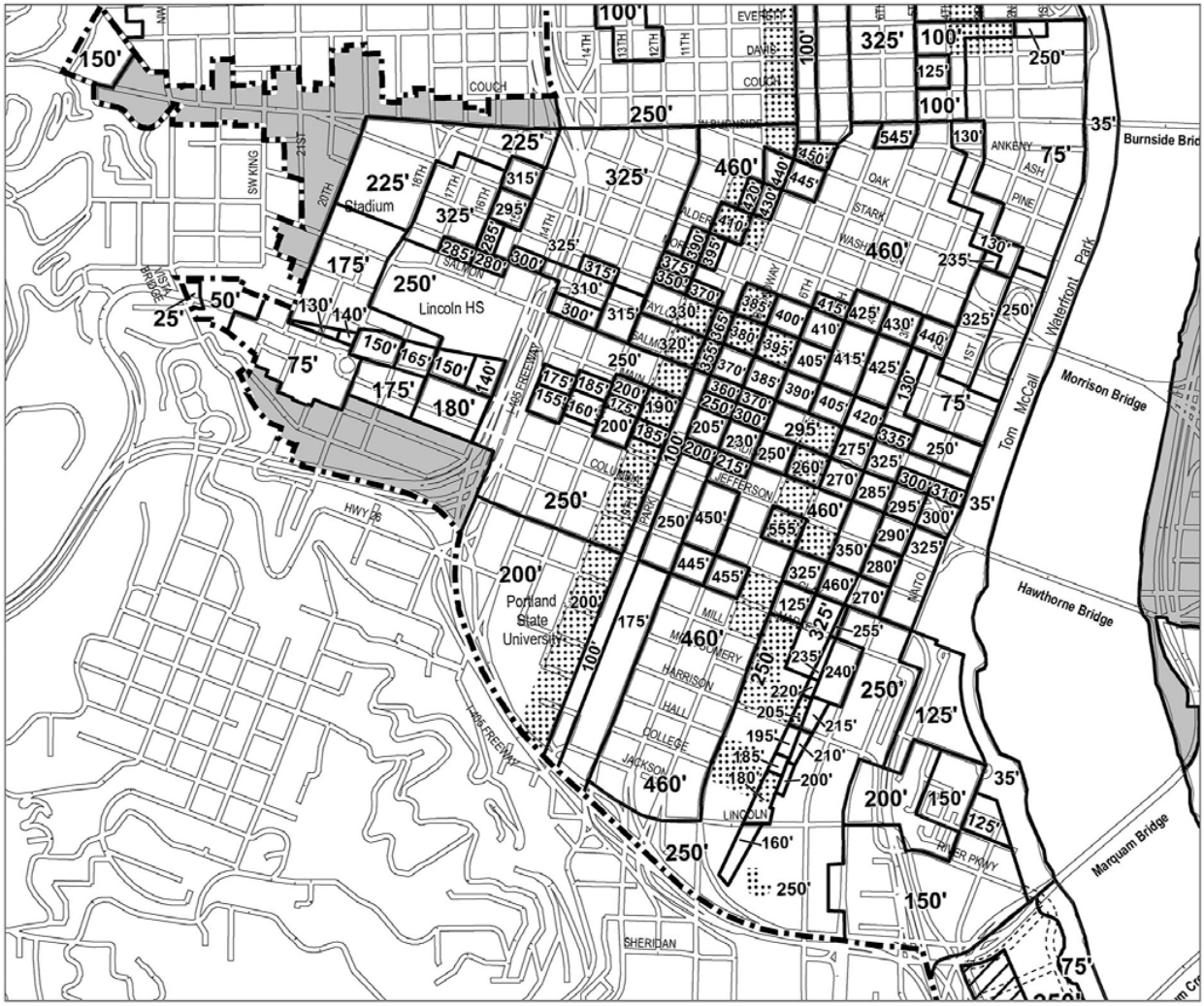
Commentary

Revised Proposed Bonus Heights

Map 510-4

Map 3 of 3

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- X' — Maximum bonus height
- Areas where height is determined by base zone
- Proposed right-of-way
- Proposed accessways
- Areas where a shadow analysis is required
- UL — Unlimited height allowed
- Area eligible for additonal height under 33.510.210.D.2

NORTH

0 1,000 2,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

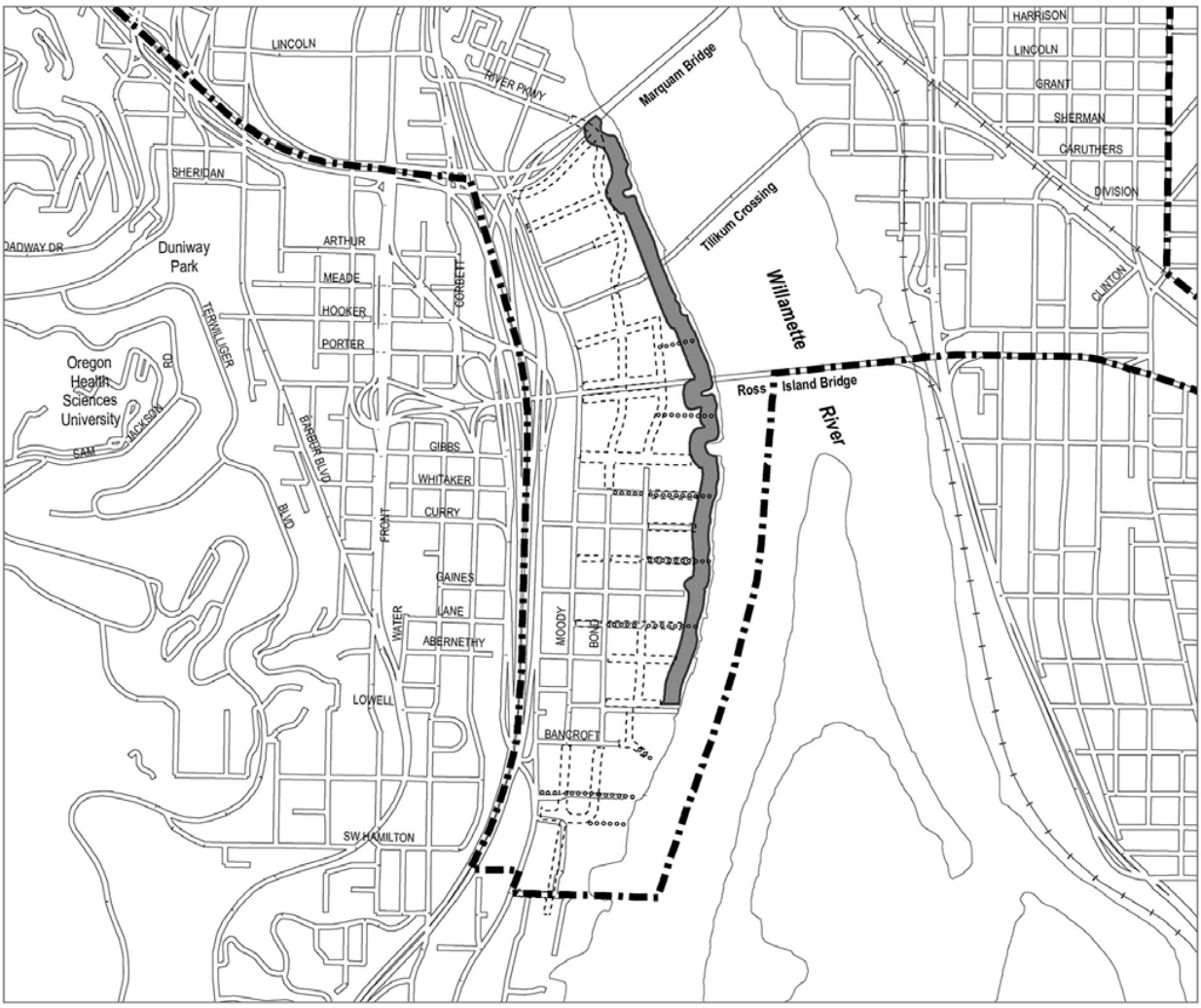
Map 510-5 Greenway Bonus Target Area (previously 510-5 Bonus Option Target Areas)

Most existing bonuses have been eliminated in order to prioritize affordable houisng. and therefore the bonus target areas related to residential, retail, theaters have been removed from this map. Also,the North Pearl subarea bonus target area has been elminated because that area will access the same bonuses and transfers as the rest of Central City primarily focusing on affordable housing and historic preservation. The exception is the Greenway bonus target area in the South Waterfront subdistrict is remaining. This target area encourages a wider setback from the Willamete River for public recreation and natural resources protection and enhancement.

Revised Proposed Greenway Bonus Target Area

Map 510-5

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Greenway bonus target area extends 150' back from top of bank
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,000 2,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-6 Special Residential Use Areas (Previously Map 510-5 Required Residential Development Areas)

Required Residential Development Areas
The required residential provision has been removed from portions of Goose Hollow, the Lloyd District and University District/South Downtown, to allow greater development flexibility in those area.

Other Residential Use Restrictions Added
The following regulations on residential uses were added to the map to promote employment uses and minimize land use conflicts:

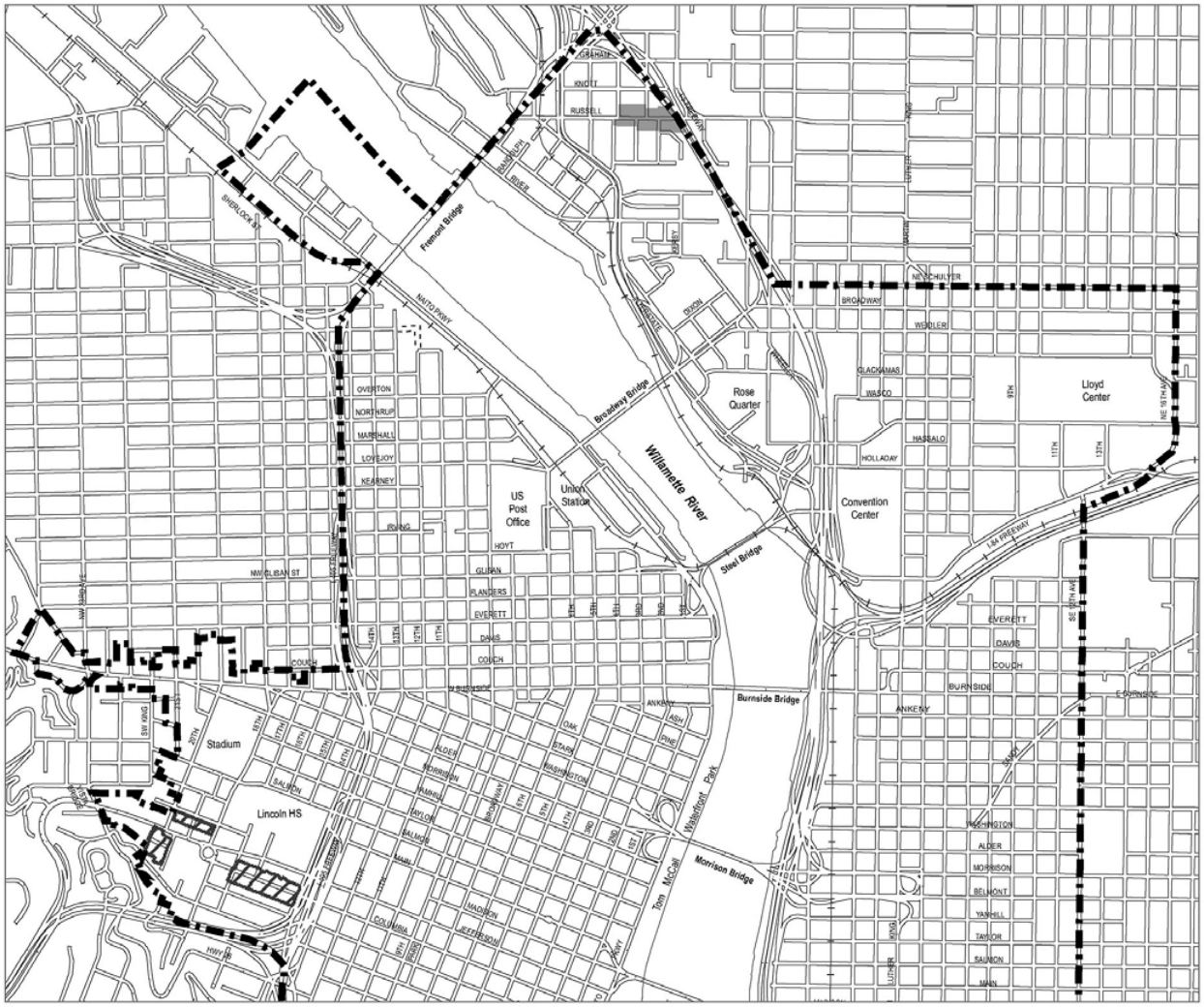
- "Residential uses prohibited" is applied to an area receiving an EX Comprehensive Plan designation in Lower Albina to prohibit residential uses when the area is rezoned to EX;
- "Residential uses prohibited" is applied to a portion of the area receiving EXd zoning in the Central Eastside; and
- "Residential uses require a Central City Master Plan" is applied to an area north of the new OMSI MAX light rail station that was previously designated EG.

Revised Proposed Special Residential Use Areas

Map 510-6

Map 1 of 2

Map Revised Xxxxx XX, 201X


Fremont Bridge
Broadway Bridge
Steel Bridge
Burnside Bridge
Morrison Bridge
Tom McCall Waterfront Park
Willamette River
Rose Quarter
Lloyd Center
Convention Center
US Post Office
Union Station
Stadium
Lincoln HS
NW GLISAN ST
BURNSIDE
COUCH
DAVIS
EVERETT
FLANDERS
GLISAN
HOYT
IRVING
OVERTON
NORTHRUP
MARSHALL
LOVEJOY
KEARNEY
ANKENY
OAK
STARK
WASHINGTON
ALDER
MORRISON
YAMHILL
TAYLOR
SALMON
MAIN
MADISON
JEFFERSON
COLUMBIA
BROADWAY
WEIDLER
HOLLADAY
HASSALO
GLISAN
WASCO
I-84 FREEWAY
NE 7TH AVE
NE 9TH AVE
NE 11TH AVE
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NE 16TH AVE
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NE 21ST AVE
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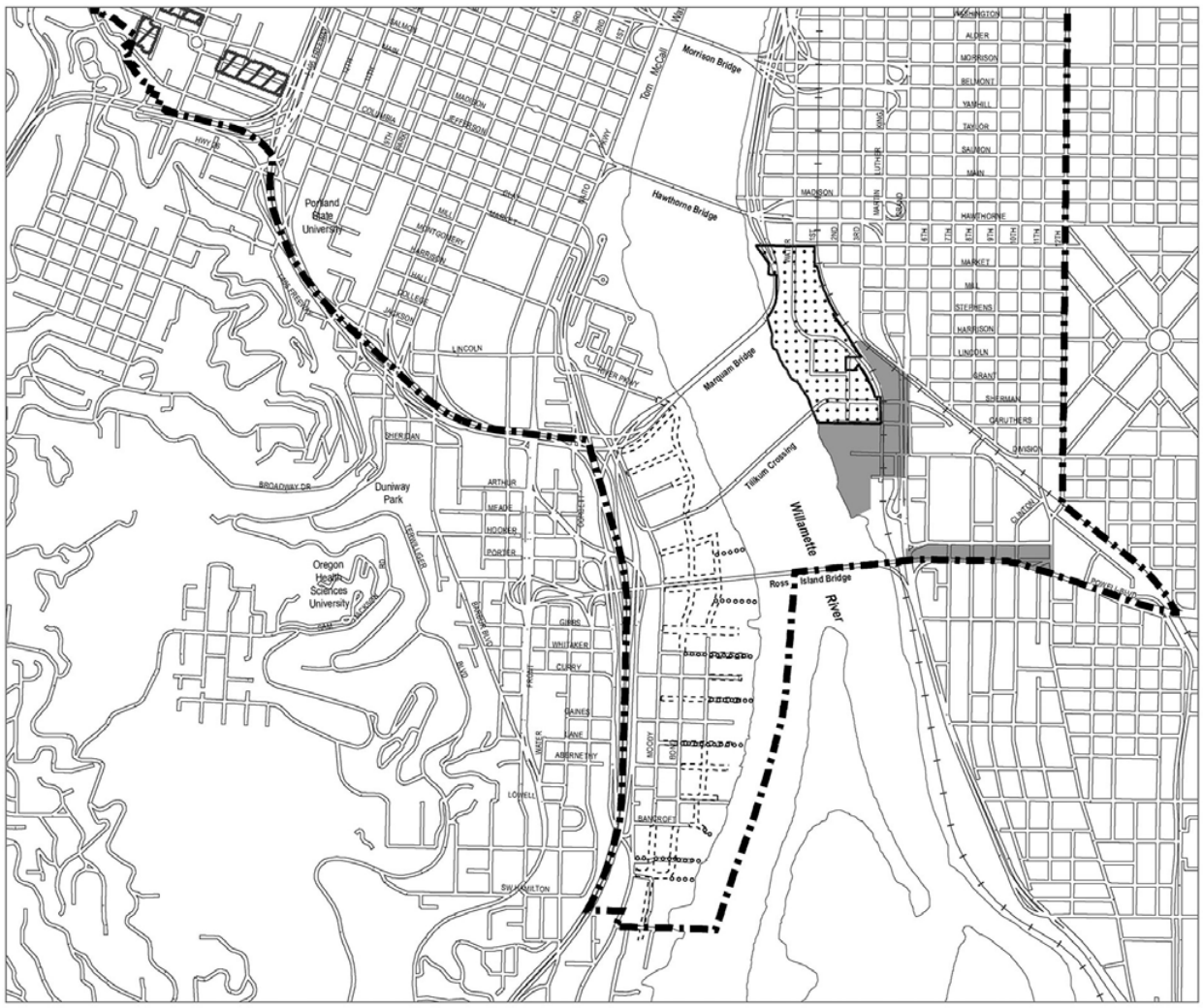
Commentary

Revised Proposed Special Residential Use Areas

Map 510-6

Map 2 of 2

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- Required residential development area
- Residential uses prohibited
- Residential uses require a Central City Master Plan
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-7 Required Building Lines (Previously Map 510-6)
Required Building Lines help implement the CC2035 Street and Development Character concept. The landscaping standards option implements the concept of "Boulevard Streets" and requires some landscaping if a project is set back from the street lot line. See commentary for section 33.510.215 for more information.

Revised Proposed Required Building Lines

Map 510-7

Map 1 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Landscaping standards option
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

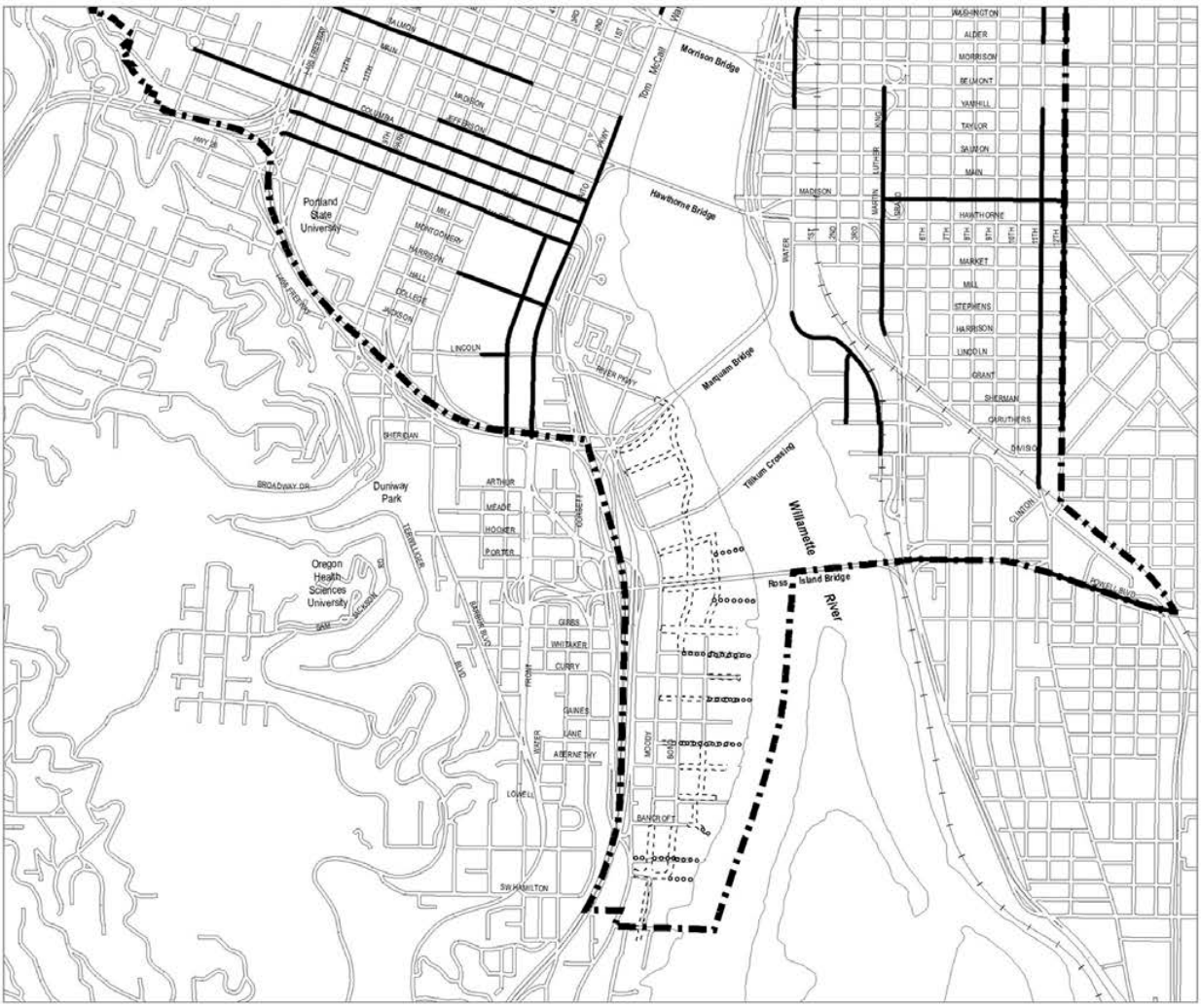
Commentary

Revised Proposed Required Building Lines

Map 510-7

Map 2 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Landscaping standards option
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

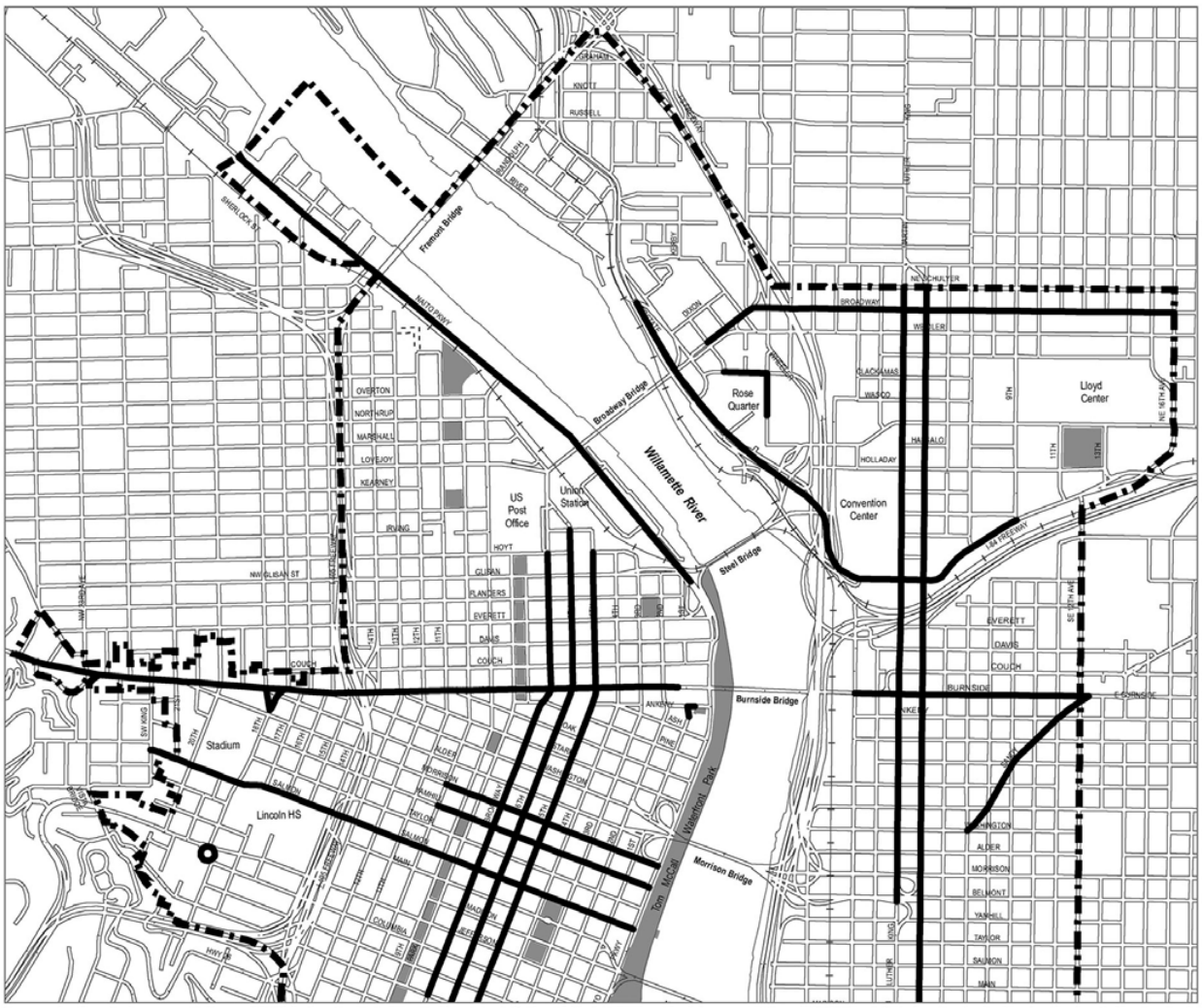
New: Map 510-8 Ground Floor Windows
This is a new map that identifies frontages where higher levels of glazing are required based on the CC2035 Street and Development Character concept and the location of open spaces and parks. This map shows areas where buildings must have 60% glazing. All other street frontages are required to have 40% glazing.

Revised Proposed Ground Floor Windows

Map 510-8

Map 1 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Street facing facade; 60% ground floor window requirement
- Open area facing facade; 60% ground floor window requirement.
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

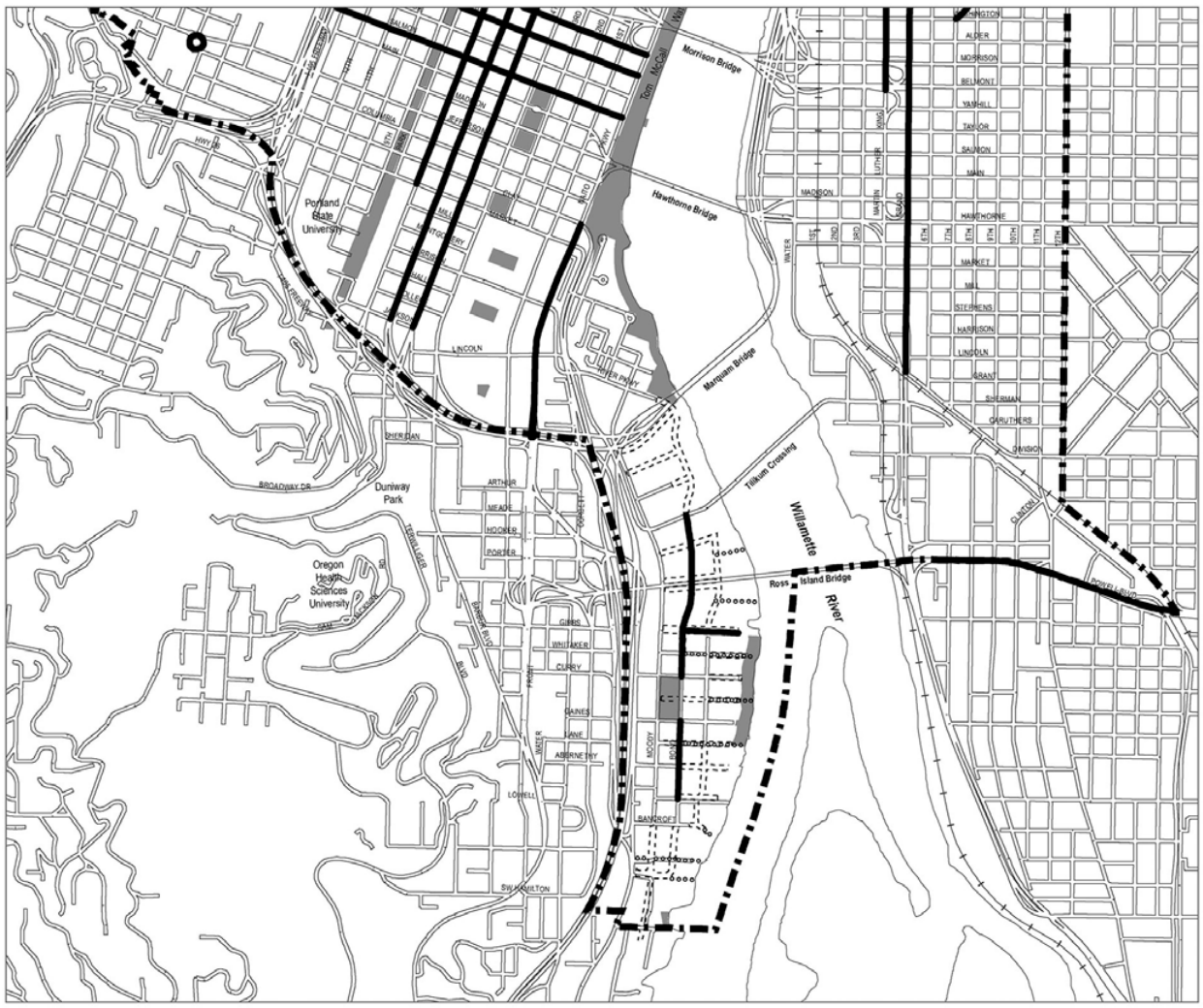
Commentary

Revised Proposed Ground Floor Windows

Map 510-8

Map 2 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Street facing facade; 60% ground floor window requirement
- Open area facing facade; 60% ground floor window requirement.
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-9 Ground Floor Active Use Areas (Previously Map 510-7 Active Use Areas)
The area with ground floor active use requirements has been updated to incorporate Retail Street designations from the CC2035 Street and Development Character Concept, where vibrant and active streetscapes are encouraged.

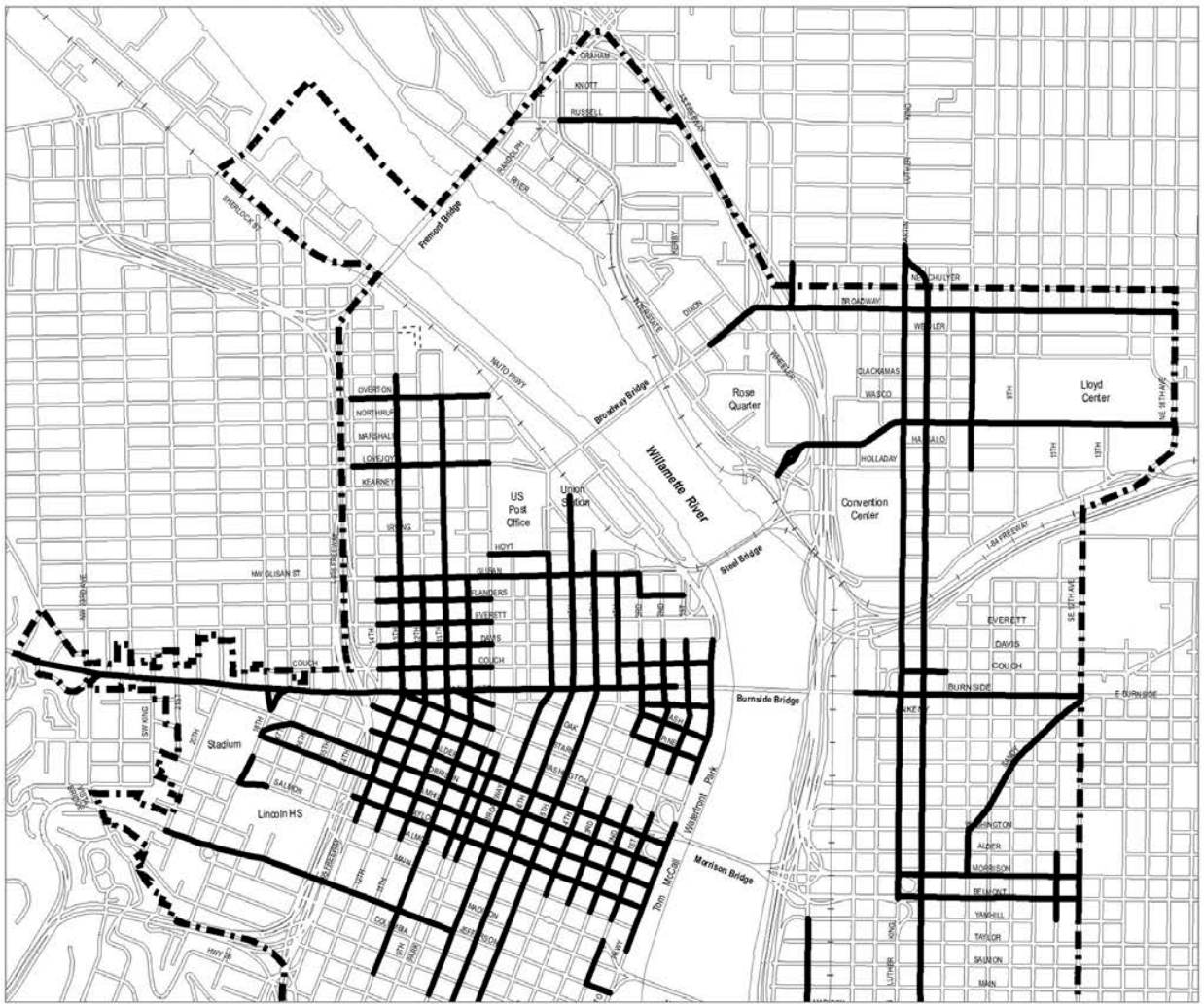
The area showing where the Minimum Active Floor Area requirement applies has been removed from the map because this provision is deleted. See the commentary for section 33.510.226.

Proposed Ground Floor Active Use Areas

Map 510-9

Map 1 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Required ground floor active uses
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

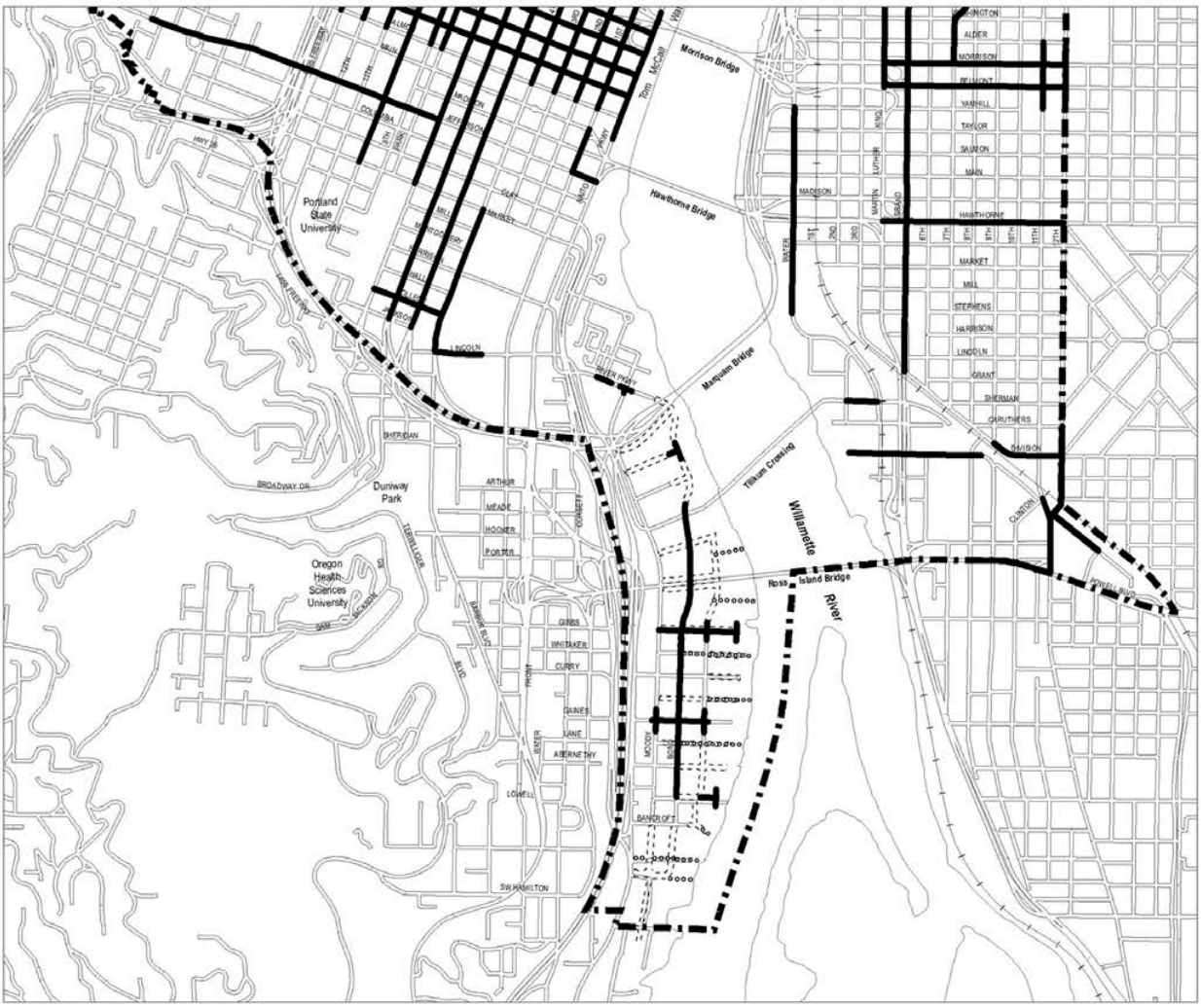
Commentary

Proposed Ground Floor Active Use Areas

Map 510-9

Map 2 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Required ground floor active uses
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

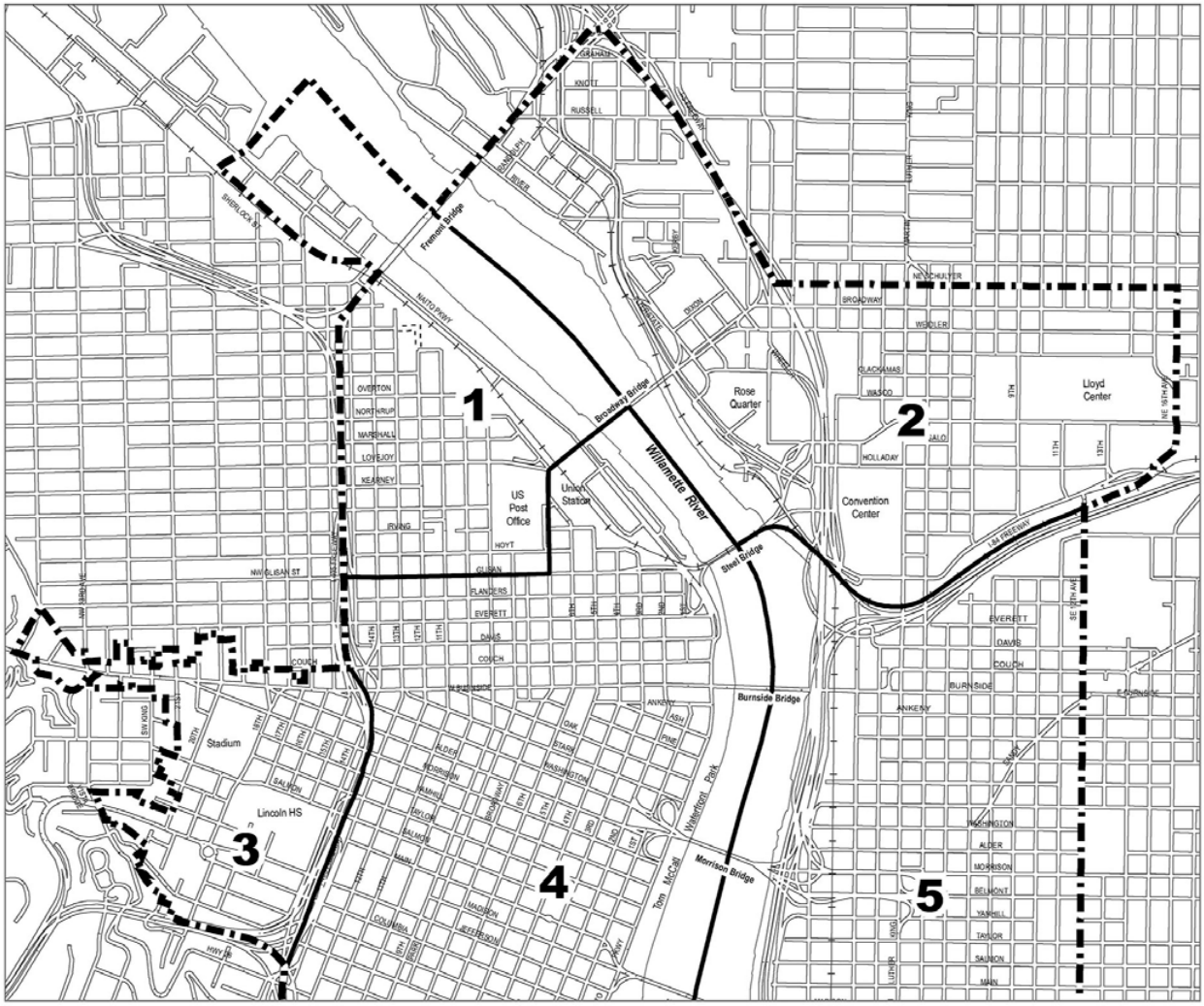
Map 510-10 Parking Sectors (Previously 510-8 Core and Parking Sectors)
The number of sectors is reduced from 26 to 6 to better match Central City subdistrict geographies.

Revised Proposed Parking Sectors

Map 510-10

Map 1 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Sector boundary
- Proposed right-of-way
- Proposed accessway

Bureau of Planning and Sustainability
Portland, Oregon

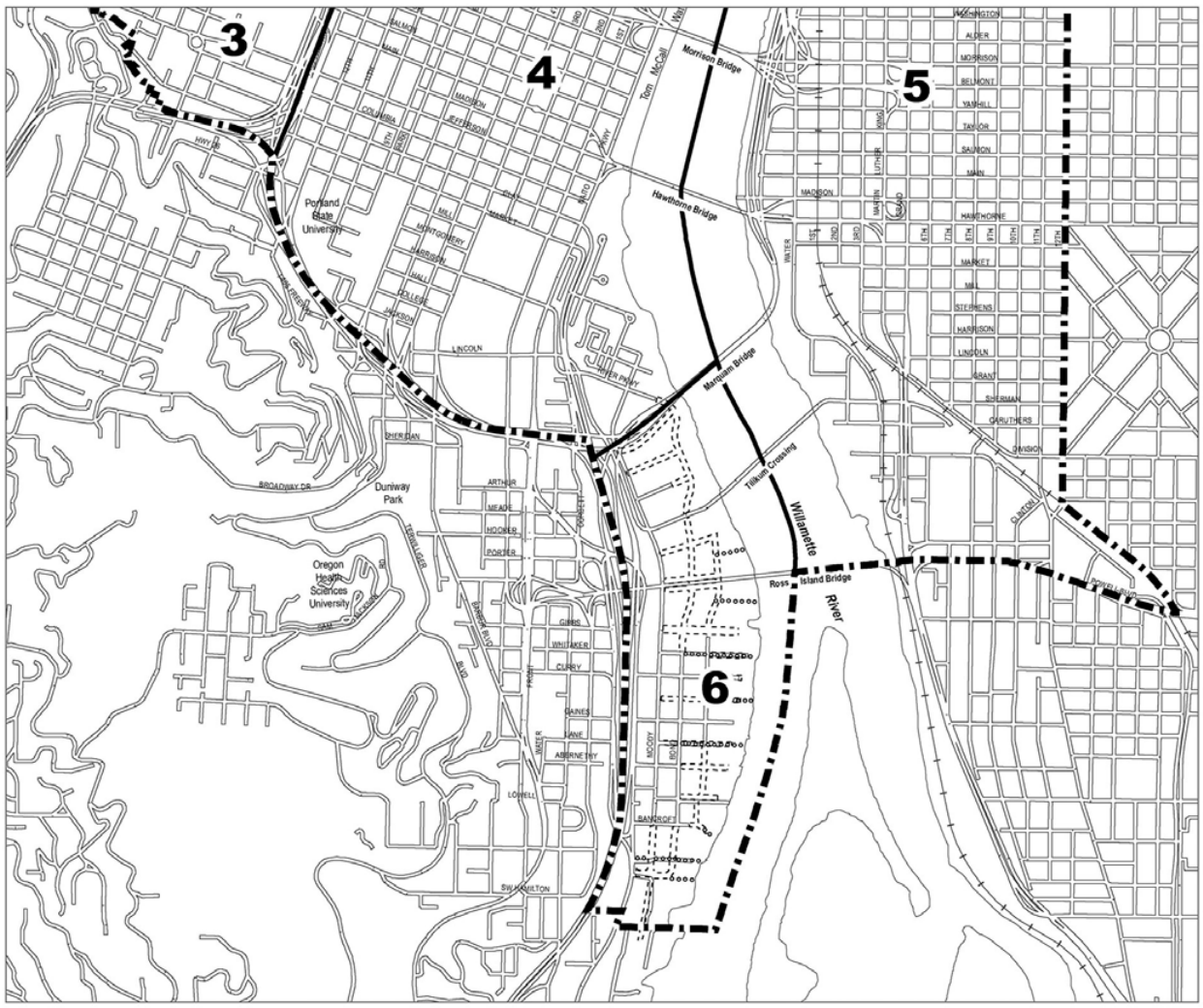
Commentary

Revised Proposed Parking Sectors

Map 510-10

Map 2 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Sector boundary
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

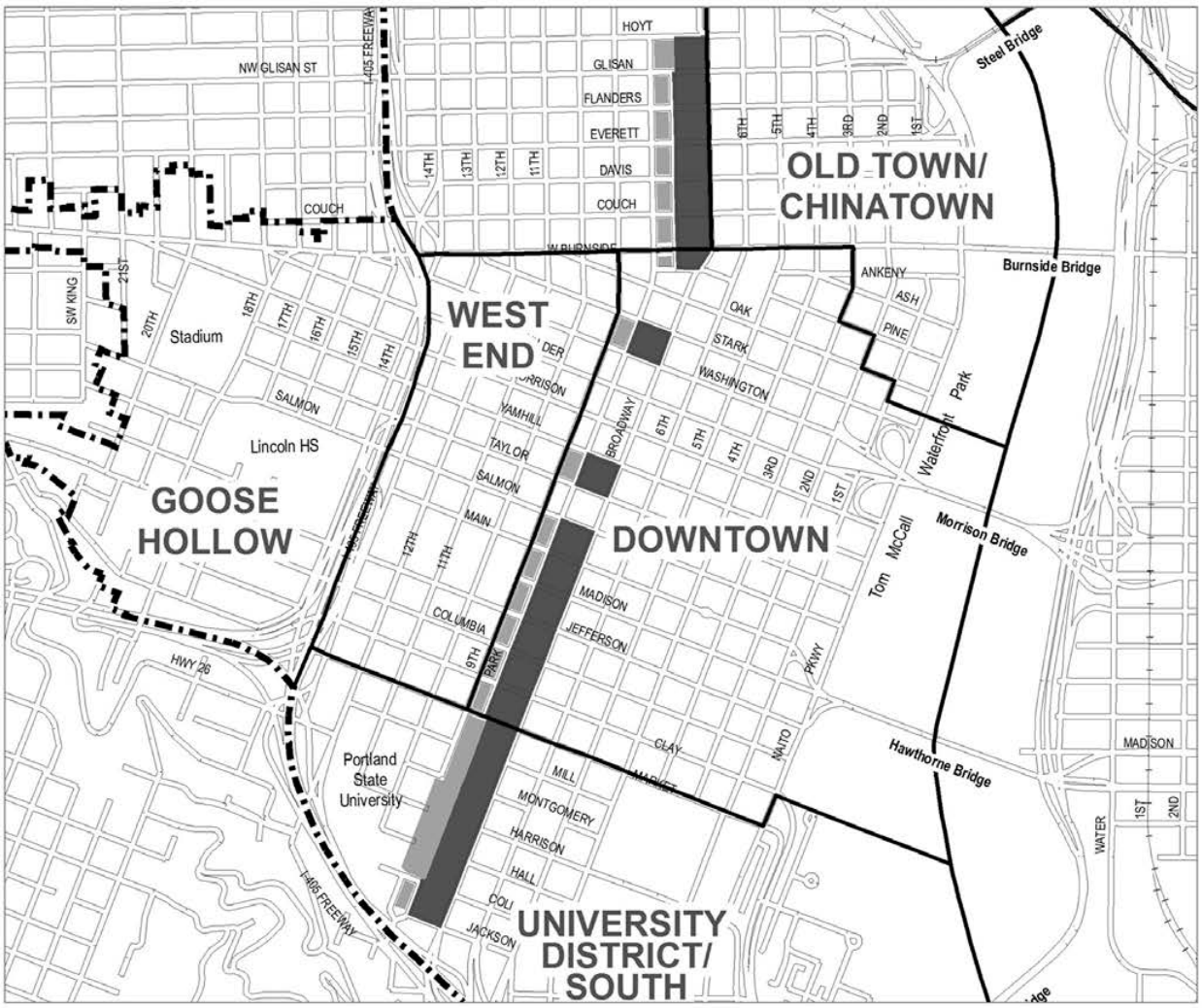
Commentary

Map 510-11 Required Shadow Study Areas (new)
This map shows areas to the east of the Park Blocks where shadow studies are required for buildings 100 feet or more in height, in order to help ensure morning sunlight in the park.

Revised Proposed Required Shadow Study Areas

Map 510-11

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Subdistrict boundary
- Area where shadow study required
- Open Space
- Proposed right-of-way
- Proposed accessway

NORTH

0 900 1,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-12 Retail Sales and Services Limited (Previously Map 510-11 Special Areas)

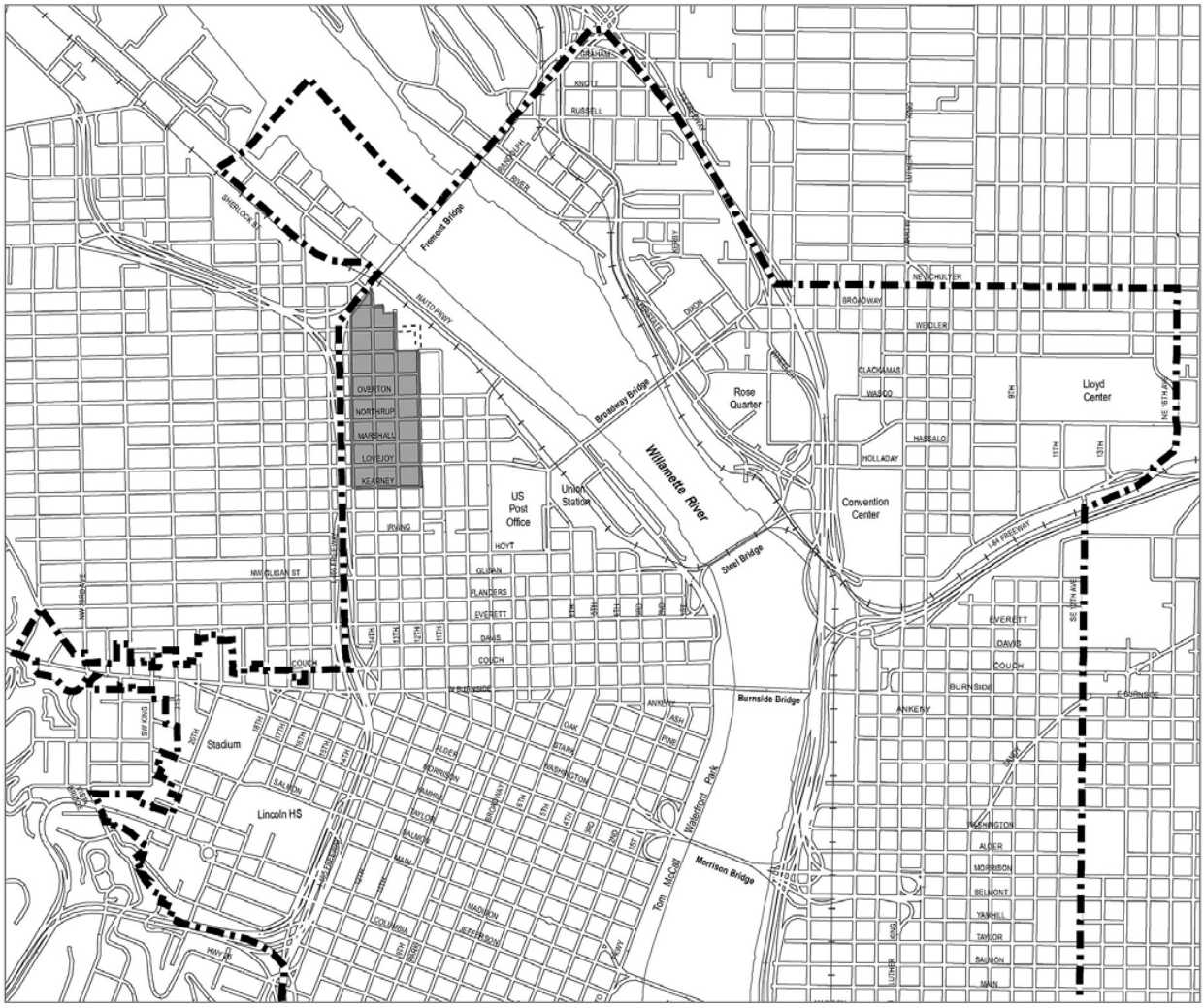
Retail limitations are added to portions of the Central Eastside where new EXd zoning is applied, in order to encourage high employment density uses. Areas where mechanical equipment must be screened have been removed, because 33.510.224 Mechanical Equipment along the Portland Streetcar Alignment has been deleted. This provision was put in place to prevent at-grade diesel generators adjacent to sidewalks along the streetcar line. This provision is outdated and no longer needed.

Revised Proposed Retail Sales and Services Limited

Map 510-12

Map 1 of 2

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- Areas where size of retail sales and service uses is limited
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

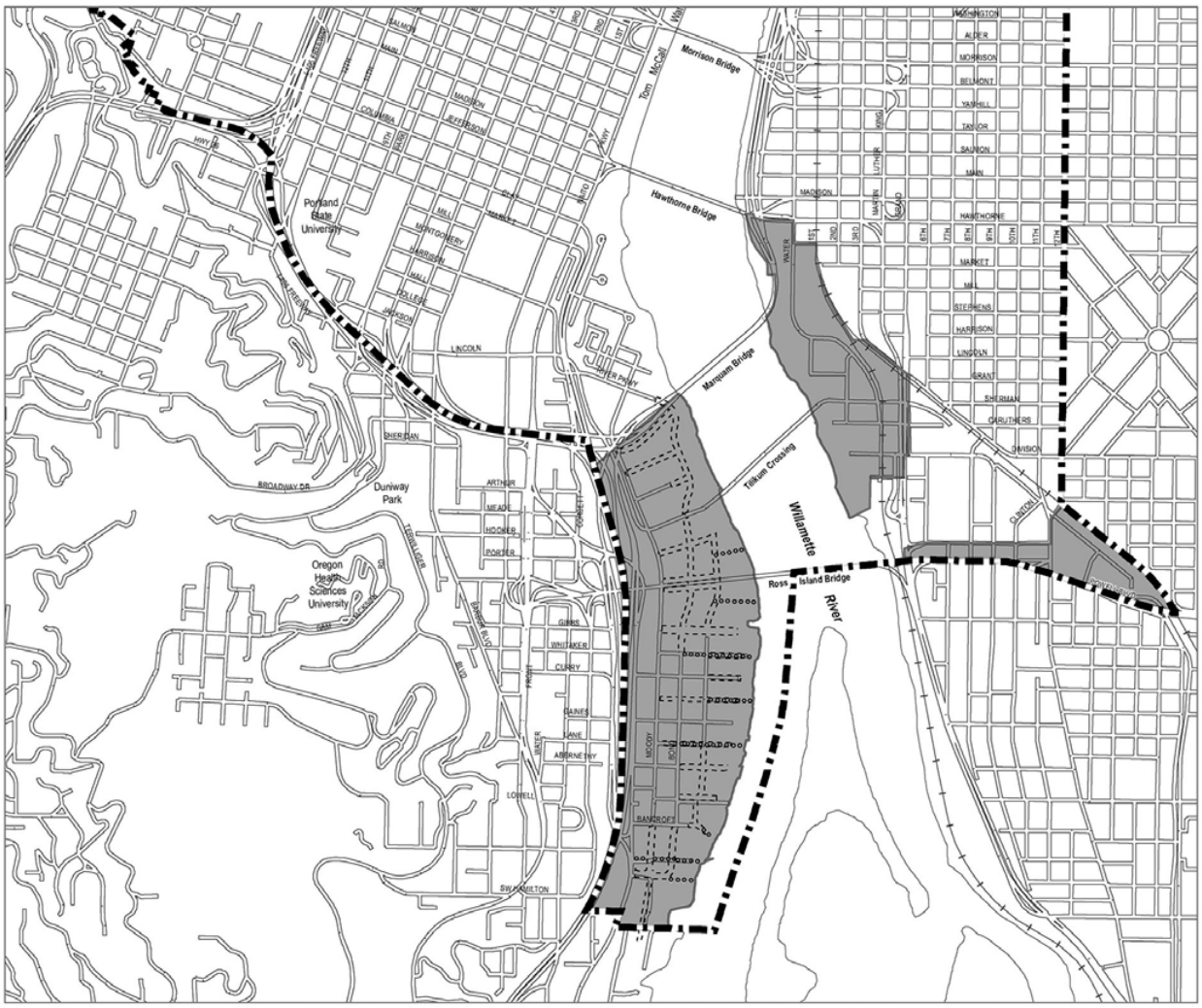
Commentary

Revised Proposed Retail Sales and Services Limited

Map 510-12

Map 2 of 2

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- Areas where size of retail sales and service uses is limited
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

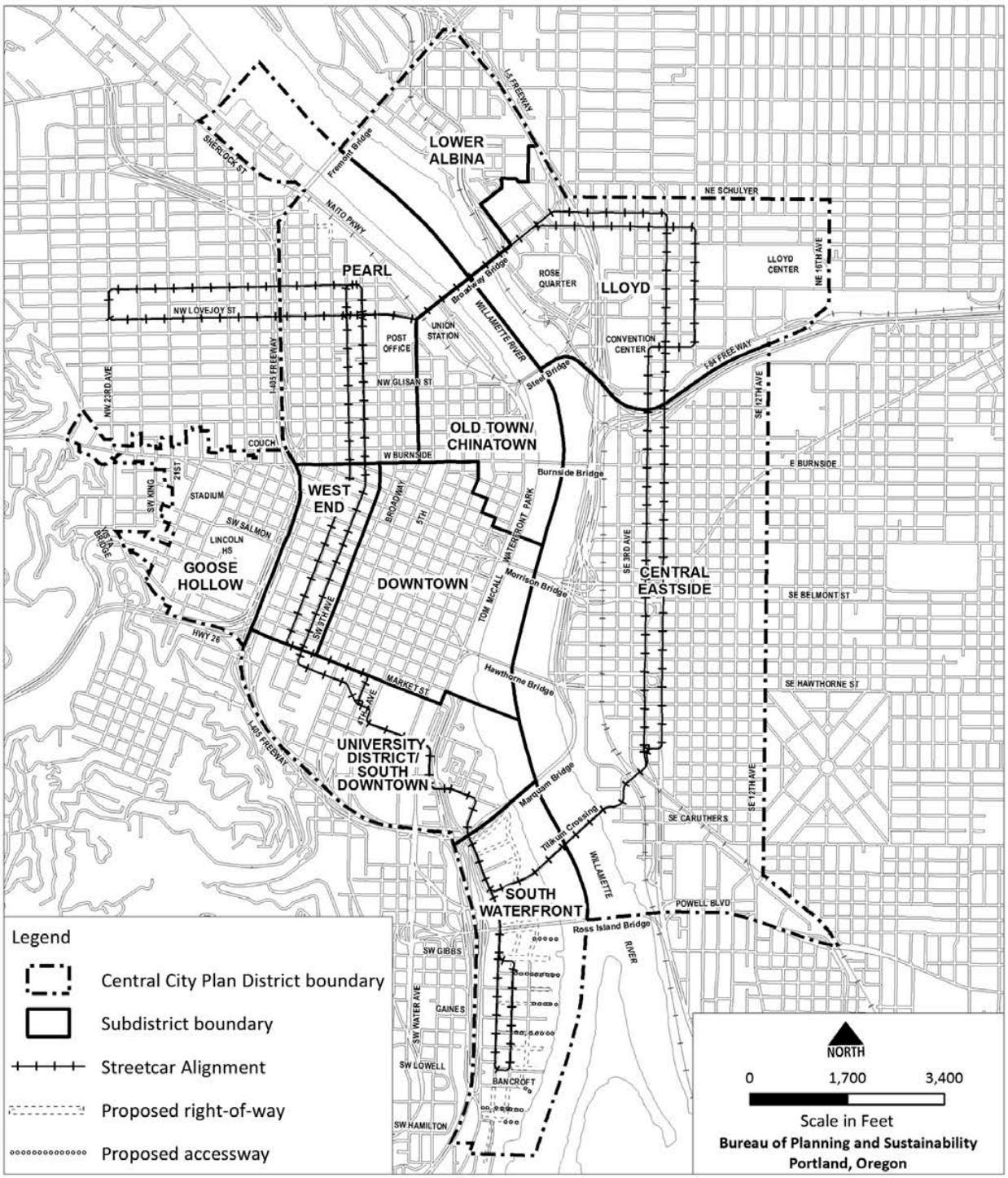
Commentary

Map 510-13 Streetcar Alignment (Previously Map 510-12)
This map is updated to include the east side streetcar line extension.

Revised Proposed Streetcar Alignment

Map 510-13

Map Revised Xxxxx XX, 201X



Commentary

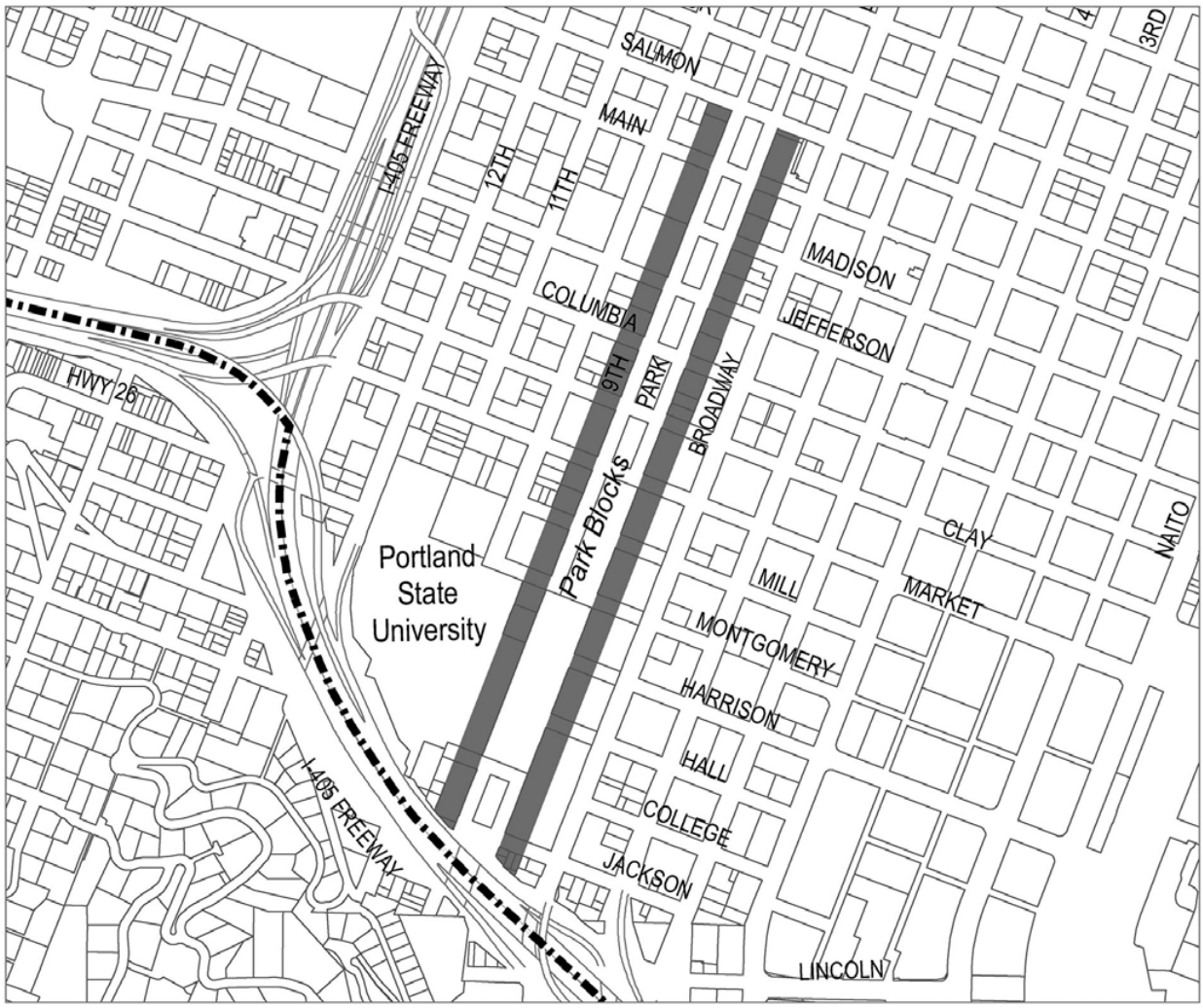
Map 510-14 South Park Block Frontages (Previously Map 510-13 Park Block Frontages)

There are no substantive changes to this map.

Revised Proposed South Park Blocks Frontages

Map 510-14

Map Revised Xxxxx XX, 2015



Legend

Central City Plan District Boundary

Park block frontage

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

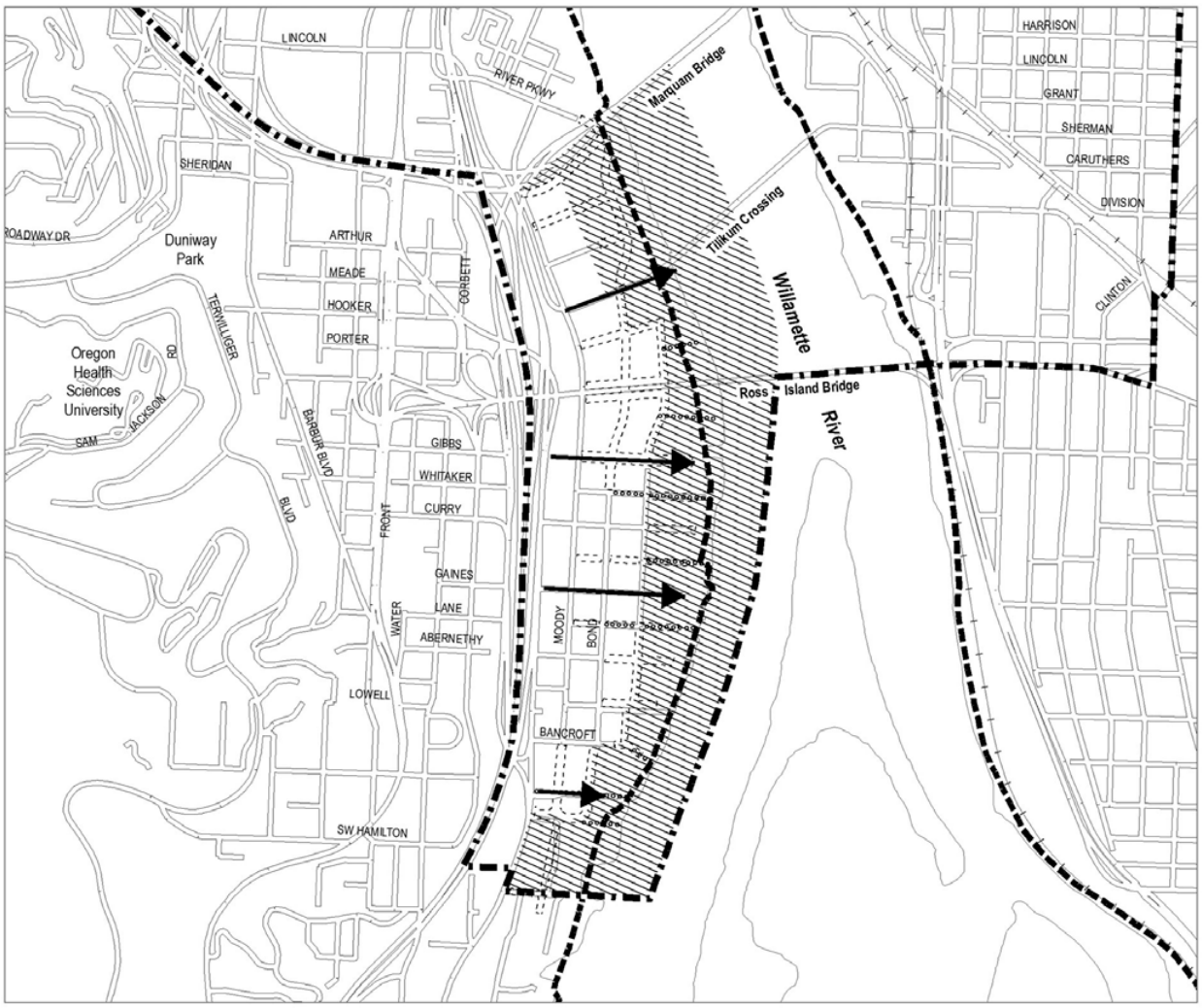
Commentary

Map 510-15 South Waterfront Greenway Public Access Map
Major and Minor viewpoints are moved from this map to maps in Zoning Code chapter 33.480 Scenic Resources, where the applicaple regulations are located.

Revised Proposed South Waterfront Greenway Public Access

Map 510-15

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Special building height corridor
- Primary Greenway Trail
- "g" River General overlay
- Proposed right-of-way
- Proposed accessway

NORTH

0 900 1,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-16 North Pearl Height Opportunity Area and South Waterfront Height Opportunity Area

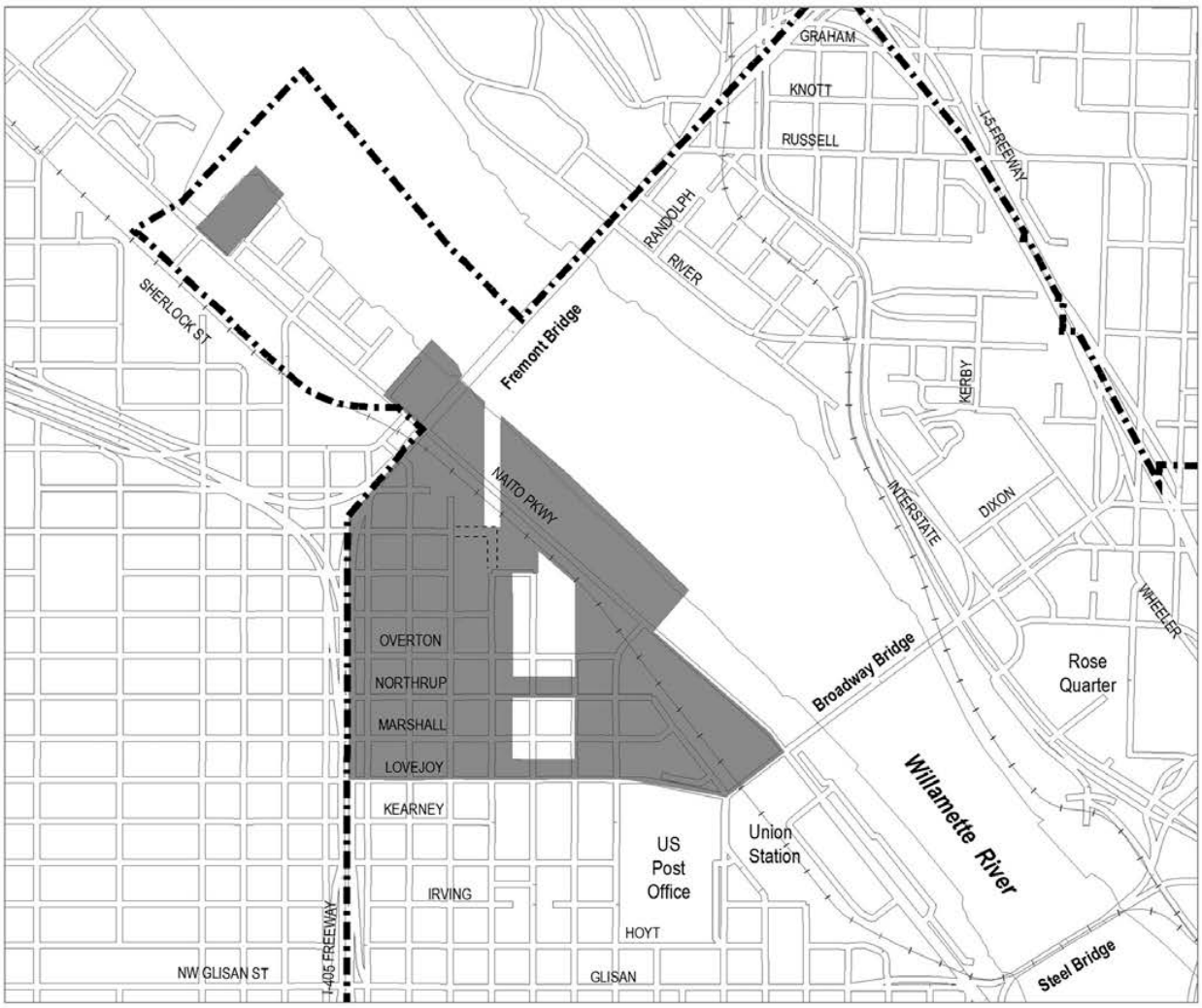
There sre no substantive changes to this map.

Revised Proposed North Pearl Height Opportunity Area

Map 510-16

Map 1 of 2

Map Revised Xxxxx X 201X



Legend

- Central City Plan District boundary
- Area eligible for additonal height
- Proposed right-of-way
- Proposed accessway

NORTH

0 700 1,400

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

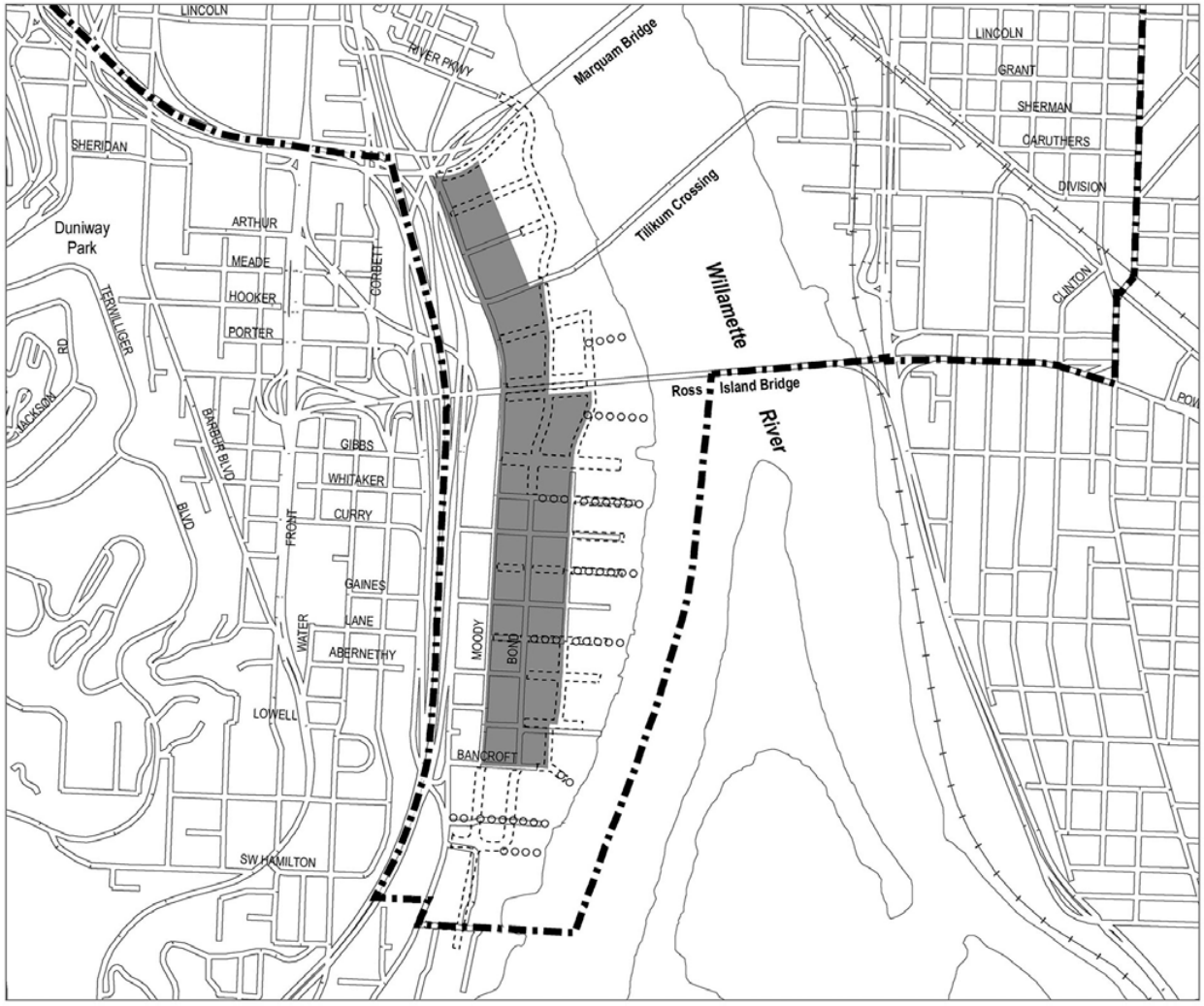
Commentary

Revsed Proposed South Waterfront Height Opportunity Area

Map 510-16

Map 2 of 2

Map Revised Xxxxx X 201X



Legend

- Central City Plan District boundary
- Area eligible for additonal height
- Proposed right-of-way
- Proposed accessway

NORTH

0 900 1,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-17 Area Where Vehicle Repair and Vehicle Sales and Leasing Uses are Restricted (Previously Map 510-18 Area Where Vehicle Sales and Leasing, and Exterior Display and Storage are Restricted)

This map has been updated to generally prohibit vehicle repair and vehicle sales and leasing uses within 500 feet of MAX light rail lines. Specifically, the identified area on the map:

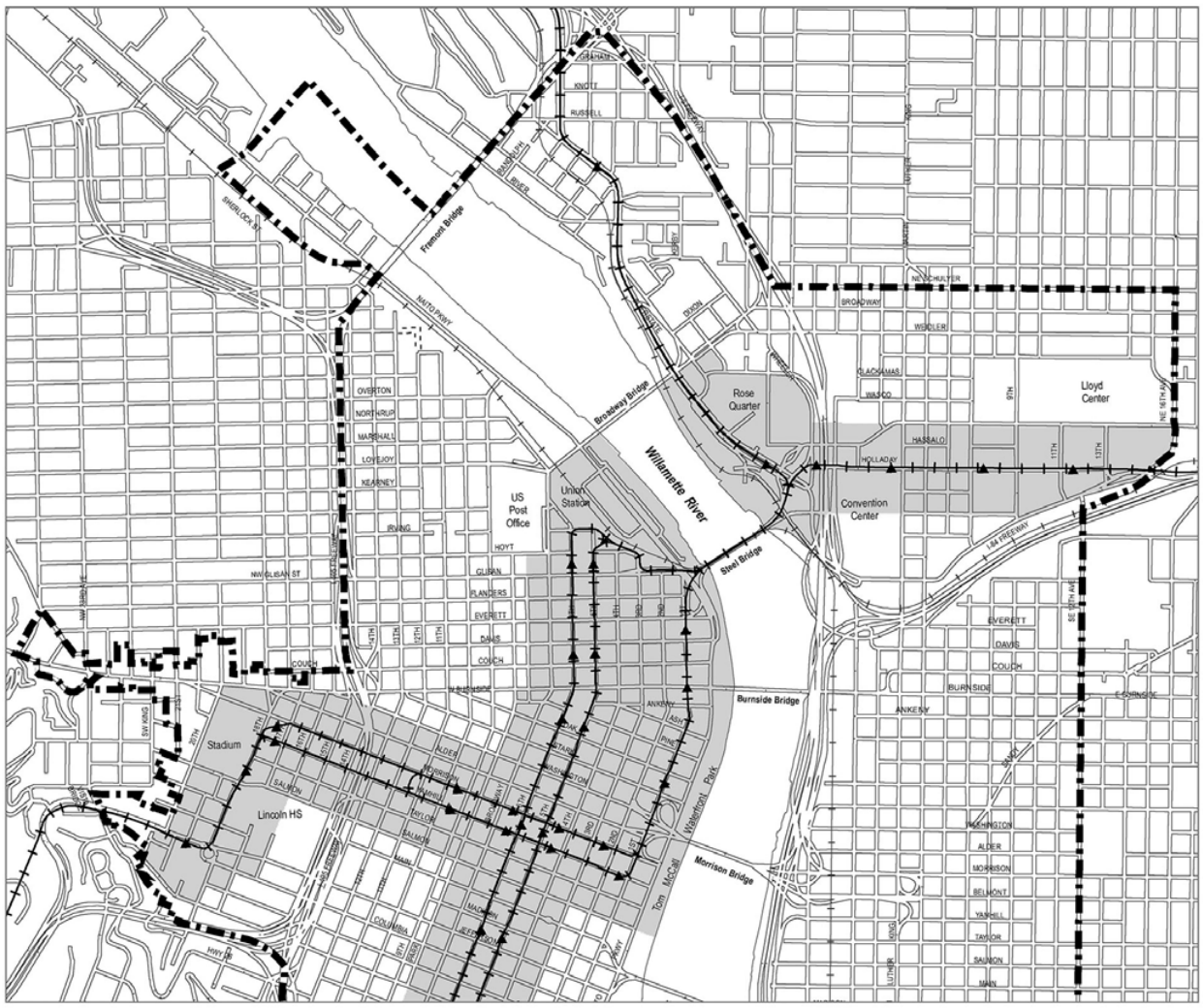
- Reflects areas near MAX lines where high pedestrian volumes exist or are anticipated;
- Continues to reflect the existing exclusion of the western tip of Goose Hollow along Canyon Rd.;
- Excludes areas where the MAX alignment is elevated or otherwise separated from the surface street system, presenting no potential conflicts with cars or pedestrians (e.g., elevated section between South Downtown/University and South Waterfront); and
- Excludes most of the predominately industrial Central Eastside and all of Lower Albina

Revised Proposed Area Where Vehicle Repair and Vehicle Sales and Leasing Uses are Restricted

Map 510-17

Map 1 of 2

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- Area where restrictions apply
- MAX Light Rail line and stops
- Proposed right-of-way
- Proposed accessways

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

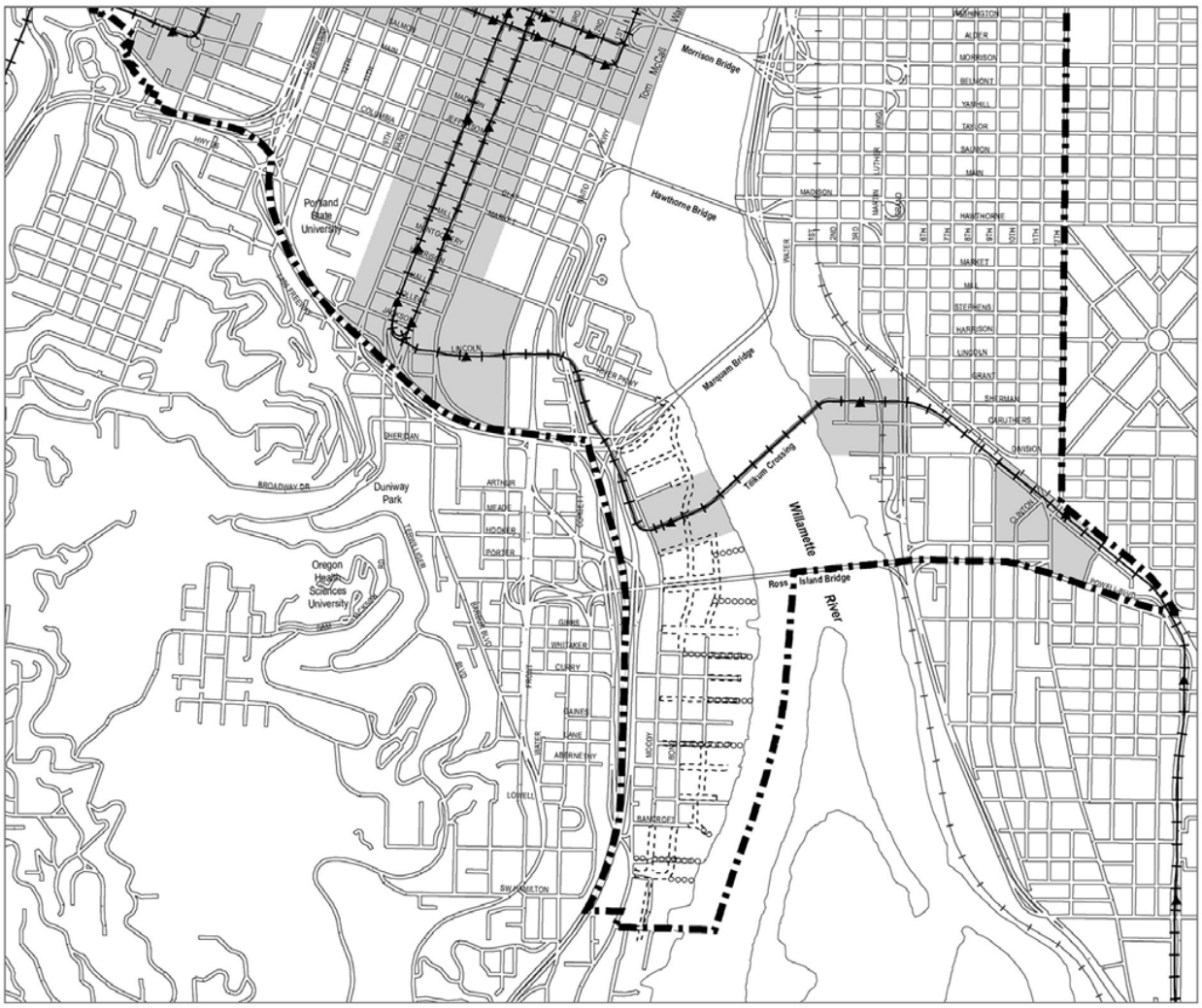
Commentary

Revised Proposed Area Where Vehicle Repair and Vehicle Sales and Leasing Uses are Restricted

Map 510-17

Map 2 of 2

Map Revised Xxxxx XX, 201X



Legend

- Central City Plan District boundary
- Area where restrictions apply
- MAX Light Rail line and stops
- Proposed right-of-way
- Proposed accessways

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

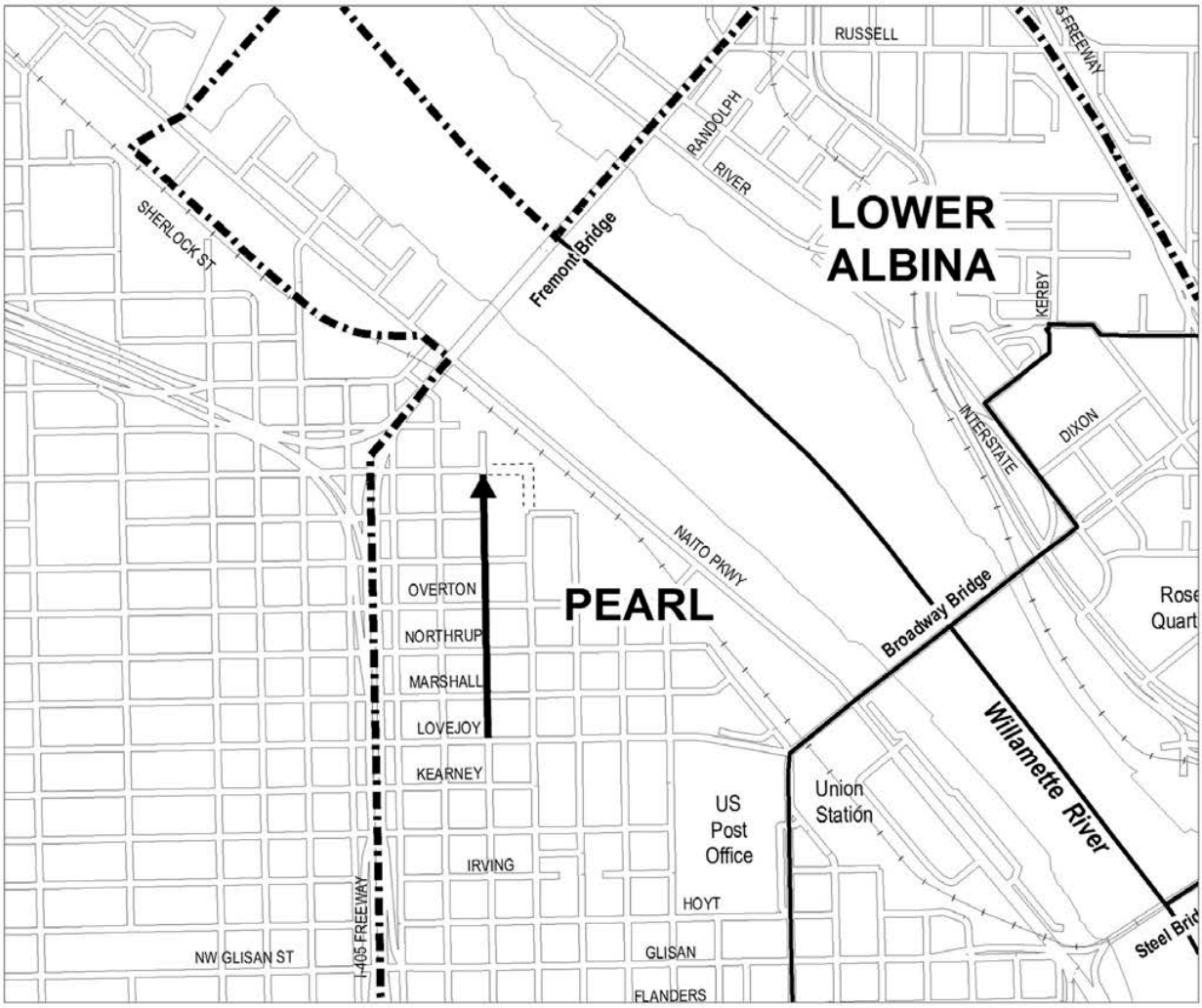
Map 510-18 Pearl District Special Building Height Corridor (Previously Map 510-19)

The North Pearl Subarea is deleted from the map because the related code provisions have been deleted.

Revised Proposed Pearl District Special Building Height Corridor

Map 510-18

Map Revised Xxxxx X, 201x



Legend

- Central City Plan District boundary
- Subdistrict Boundary
- Subarea boundary
- Special building height corridor
- Proposed right-of-way

NORTH

0 700 1,400

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 510-19 Required Central City Master Plan Areas (New)
This map shows areas where Central City Master Plans are required.

For more information, please refer to section: 33.510.255 Central City Master Plan.

Revised Proposed Required Central City Master Plan Areas

Map 510-19

Map 1 of 2

Map Revised Xxxxx XX 201X



Legend

- Central City Plan District boundary
- Required Central City Master Plan areas
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

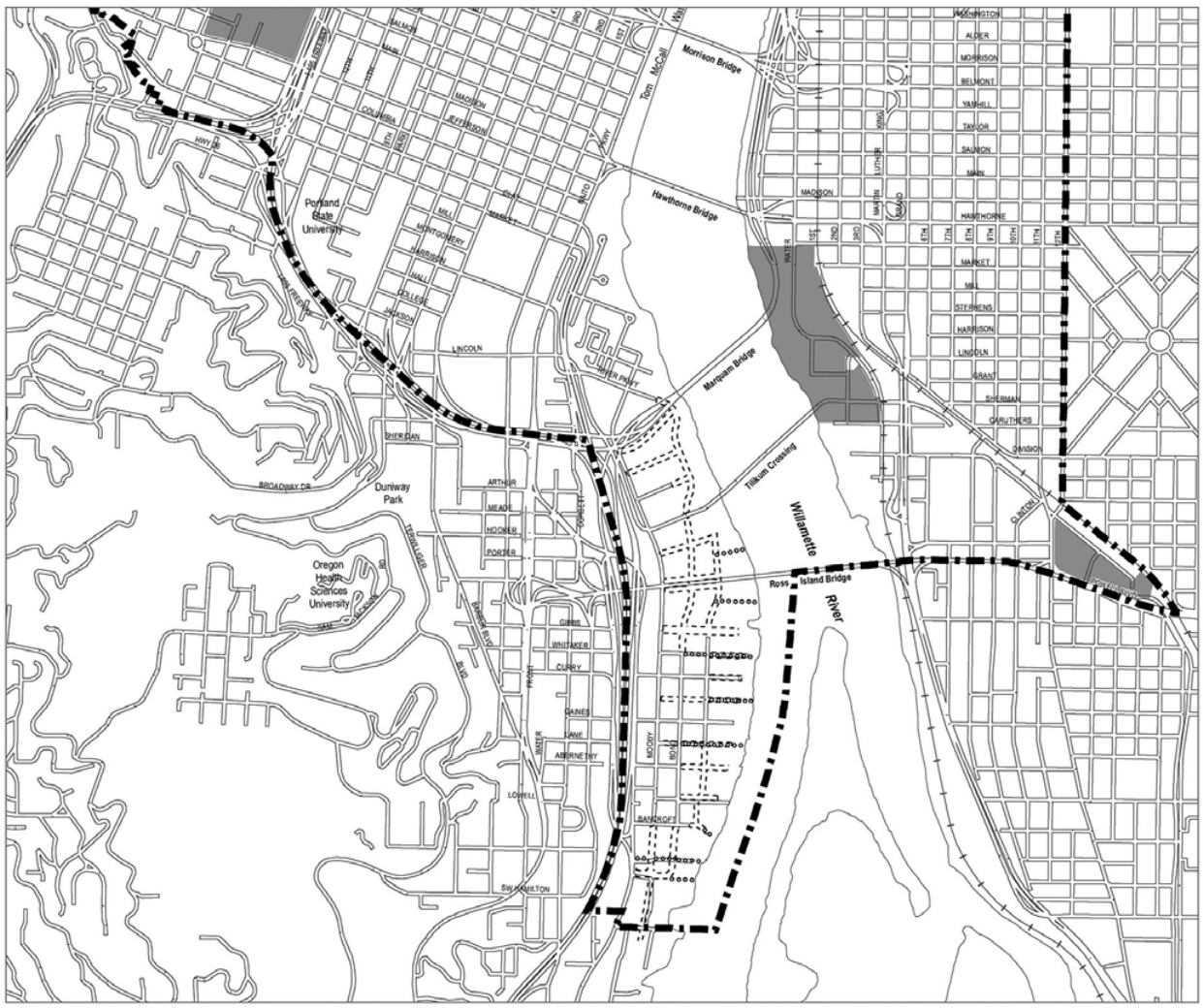
Commentary

Revised Proposed Required Central City Master Plan Areas

Map 510-19

Map 2 of 2

Map Revised Xxxxx XX 201X



Legend

- Central City Plan District boundary
- Required Central City Master Plan areas
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

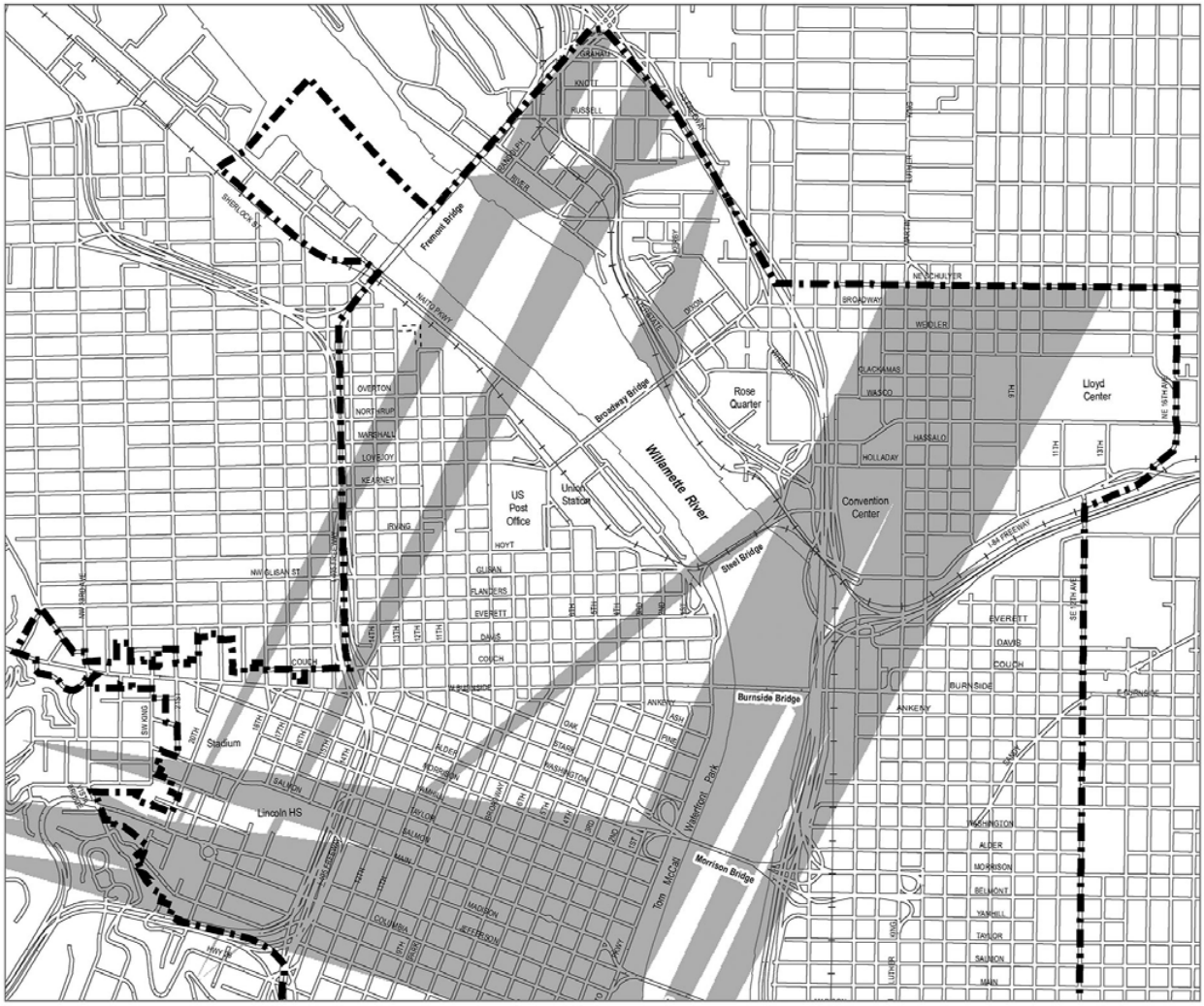
New: Map 510-20 View Corridor Areas
This new map shows public view corridor areas with special height restrictions as described in the updated Central City Scenic Resources Protection Plan. Sites located within a view corridor may have maximum heights designated on Maps 510-3 and 510-4 based on the view.

Revised Proposed View Corridor Areas

Map 510-20

Map 1 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Areas within Scenic View Corridors
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

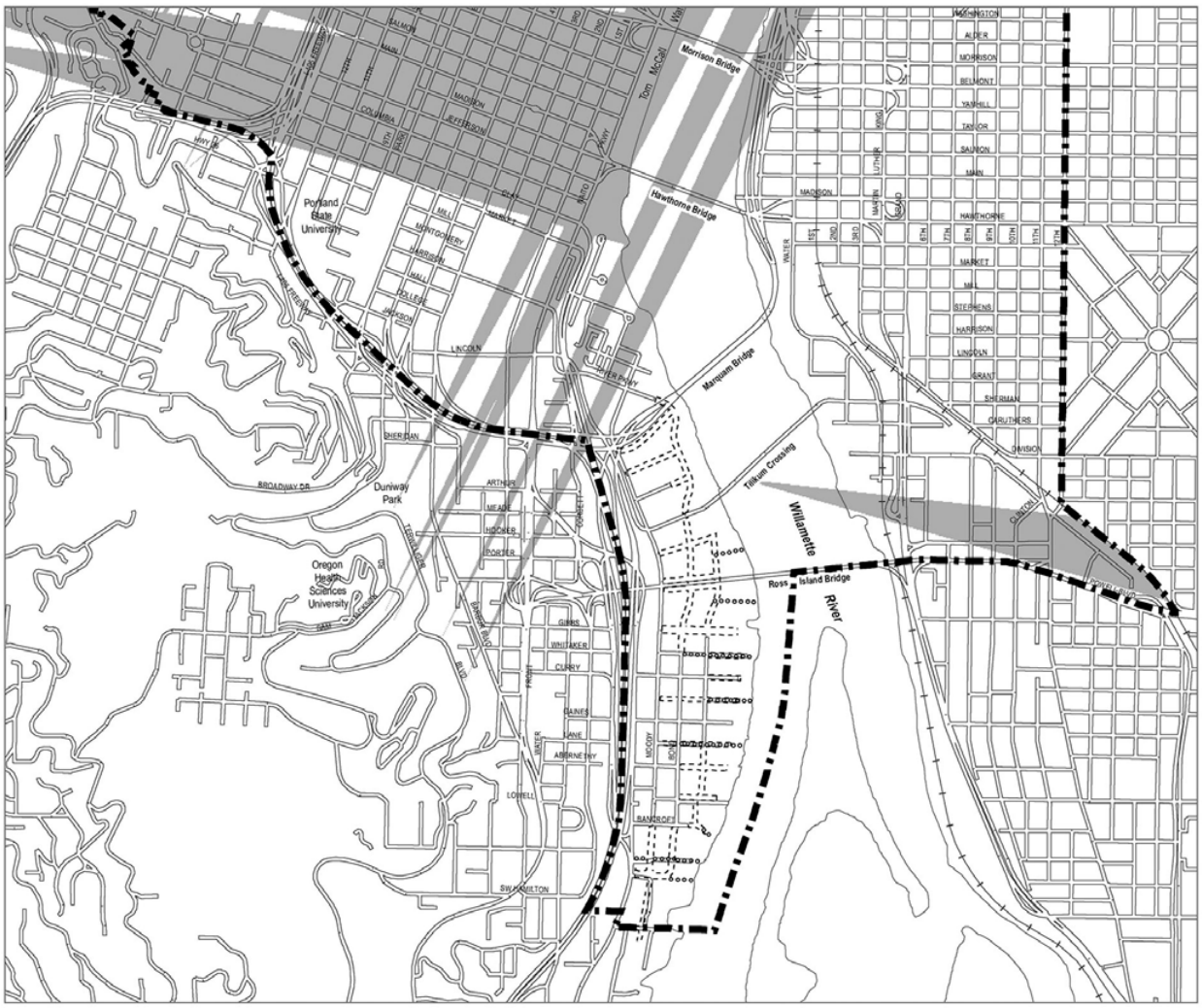
Commentary

Revised Proposed View Corridor Areas

Map 510-20

Map 2 of 2

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Areas within Scenic View Corridors
- Proposed right-of-way
- Proposed accessway

NORTH

0 1,400 2,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

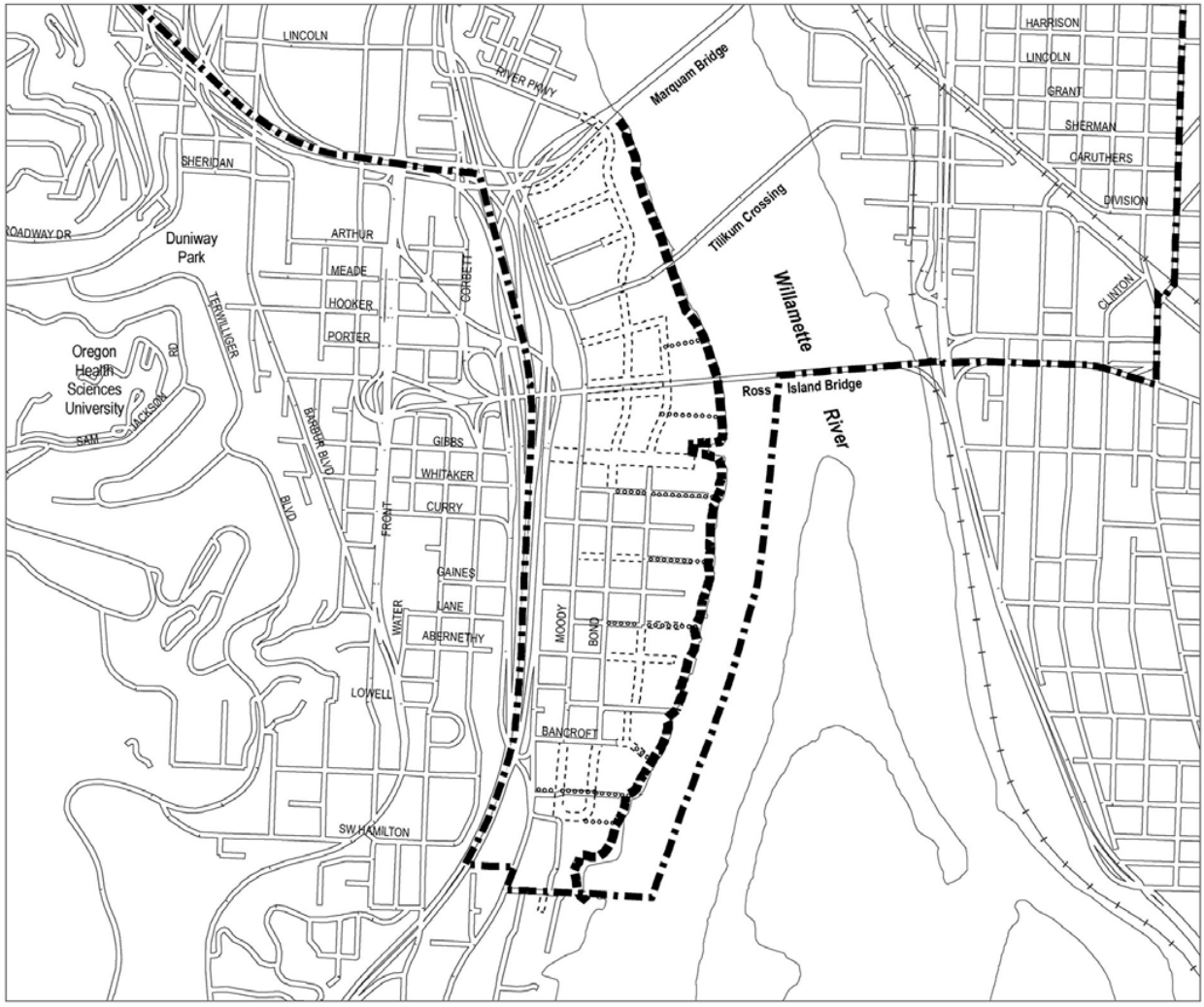
Map 510-21 South Waterfront 2002 Top of Bank (formerly Map 510-17)

There are no substantive changes to this map.

Revised Proposed South Waterfront
2002 Top of Bank Line

Map 510-21

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- 2002 Top of Bank line
  Note: See map in Development Services Center for more detail
- Proposed right-of-way
- Proposed accessway

NORTH

0 900 1,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

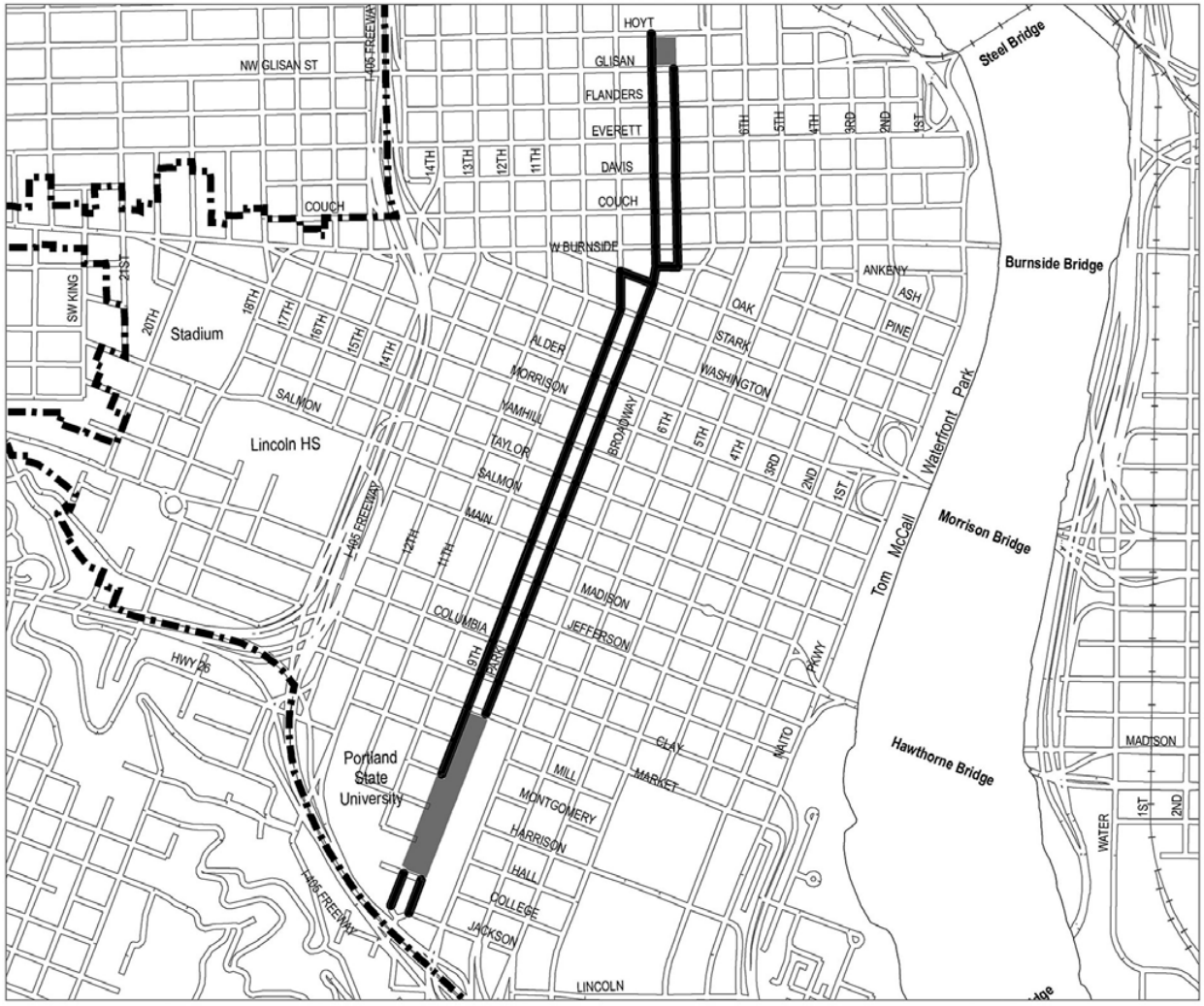
New: Map 510-22 Park Blocks Required Building Lines

This new map shows areas along the Park Blocks with required set-backs that encourage preservation of light and air long the park and support the Green Loop concept.

Revised Proposed Park Blocks Required Building Lines

Map 510-22

Map Revised Xxxxx X, 201X



Legend

- Central City Plan District boundary
- Street frontage required building line
- Open area frontage required building line
- Proposed right-of-way
- Proposed accessway

NORTH

0 900 1,800

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Section Amended:
33.120.100 Primary Uses

Commentary

33.120.100.B.3.f.(1)

This subsubparagraph is amended to reflect the renumbering of Chapter 510 maps.

33.120.100 Primary Uses

A. [no change]

B. Limited uses. Uses allowed in these zones subject to limitations are listed in Table 120-1 with an "L". These uses are allowed if they comply with the limitations listed below and the development standards and other regulations of this Title. In addition, a use or development listed in the 200s series of chapters is also subject to the regulations of those chapters. The paragraphs listed below contain the limitations and correspond with the footnote numbers from Table 120-1.

1. – 2. [no change]

3. Retail Sales And Service and Office uses in the RX zone. This regulation applies to all parts of Table 120-1 that have a [3].

a. – e. [no change]

f. Transfer of commercial development rights. The commercial development rights of this Paragraph may be transferred between buildings within a single new project. Transfers are subject to the following requirements:

(1) The transfer of commercial use potential to sites on the Park Block frontages is prohibited. The Park Block frontages are shown on Map 510-1~~4~~3;

(2) – (4) [No change]

Sections Amended:

33.140.245 Exterior Display, Storage and Work Activities

Commentary

33.140.245 Exterior Display, Storage, and Work Activities

The City recently adopted the *2035 Comprehensive Plan*.Two implementing projects, the Mixed Use Zoning and the Employment Zoning projects relate to this code section. The Mixed Use Zoning Project changes zoning categories, patterns, and regulations. There will be a significant reduction in the Central Employment (EX) zone in the city. The EX zone will remain in the Central City and in Marquam Hill, where the Oregon Health Sciences University, Doernbecher Childrens' and Shriner's hospitals are located. This project also updated exterior display regulations for commercial zones in the base zone code chapter.

The amendment to 33.140.245.B.1.c applies the same exterior display provisions adopted through the Mixed Use zoning project for the CX zone to the EX zone. This reflects the desire to allow the exterior display of smaller scale goods that add to the vibrancy of street level activity and meets the daily needs and desires of residents, employees and visitors. The amendment allows the exterior display of goods with the exception of auto-oriented, construction and industrial goods. These are not appropriate items to be displayed outdoors in the urban Central City or the EX zoned institutions in Marquam Hill.

Note: The Exterior Display, Storage and Work Activities code section was amended through the Employment Zoning Project but is not yet in effect. For the purposes of this *CC2035 Plan* amendment, the code text as adopted through the Employment Zoning Project is used as the base language for this amendment.

For reference, the existing code language for subsection 33.140.245.B is shown below:

> **B. Exterior display.** Exterior display of goods is allowed in all of the E and I zones except the EX zone. The setbacks and landscaping standards for exterior display areas are stated in Table 140-6

33.140.245 Exterior Display, Storage, and Work Activities

A. [No change]

B. Exterior display.

1. Employment zones. Exterior display of goods is allowed as follows. The setback and landscaping standards for exterior display areas are stated in Table 140-6:

   a. Exterior display of goods is allowed in the EG1 zone except for uses in the industrial categories. Exterior display of goods is not allowed for uses in the industrial categories in the EG1 zone.

   b. Exterior display of goods is allowed in the EG2 zone.

   c. Exterior display of goods is ~~not~~ allowed in the EX zone except for the display of motor vehicles, recreational vehicles, motor vehicle parts and supplies, building materials, and goods associated with an industrial use.

2. [No change]

C. – E. [No change]

258

Section Amended:
33.258.070 Nonconforming Development

Commentary

33.258.070.D.2.b.(3)
This subsubparagraph is amended to be consistent with changes made to the parking sector boundaries and names shown on Map 510-10.

33.258.070 Nonconforming Development

A - C [No change]

D. Development that must be brought into conformance. The regulations of this subsection are divided into two types of situations, depending upon whether the use is also nonconforming or not. These regulations apply except where superseded by more specific regulations in the code.

1. [No change]

2. Nonconforming development with an existing nonconforming use, allowed use, limited use, or conditional use. Nonconforming development associated with an existing nonconforming use, an allowed use, a limited use, or a conditional use, must meet the requirements stated below. When alterations are made that are over the threshold of Subparagraph D.2.a., ~~below,~~ the site must be brought into conformance with the development standards listed in Subparagraph D.2.b. The value of the alterations is based on the entire project, not individual building permits.

   a. [No change]

   b. Standards which must be met. Development not complying with the development standards listed below must be brought into conformance or receive an adjustment.

      (1) – (2) [No change]

      (3) Bicycle parking by upgrading existing racks and providing additional spaces in order to comply with 33.266.220, Bicycle Parking. Sites that do not have accessory surface parking or are inside ~~the~~ Central City ~~Core Area or Lloyd District~~Parking Sectors 2 or 4, as shown on Map 510-~~8~~10, are not required to meet this standard for long-term bicycle parking, but are required to meet this standard for short-term bicycle parking;

      (4) – (6) [no change]

33.293 Superblocks

293

Section Amended:

33.293.020 Where the Superblock Regulations Apply

Commentary

33.293.020.A

This subsection is amended to reflect deletion of the North Pearl Subarea from the Central City Plan District.

33.293.020 Where the Superblock Regulations Apply
Superblocks are subject to the regulations of this chapter as stated below.

A. Central City plan district. The superblock regulations apply to all new development and major remodelings on sites that include 5,000 square feet or more of vacated street. The regulations apply in all ~~of~~ subdistricts of the Central City plan district except the Downtown subdistrict~~s and North Pearl Subarea~~.

B. – C. [No change]

Map Amended:

Map 420-1 Design Districts and Subdistricts in the Central City and South Auditorium Plan Districts

Commentary

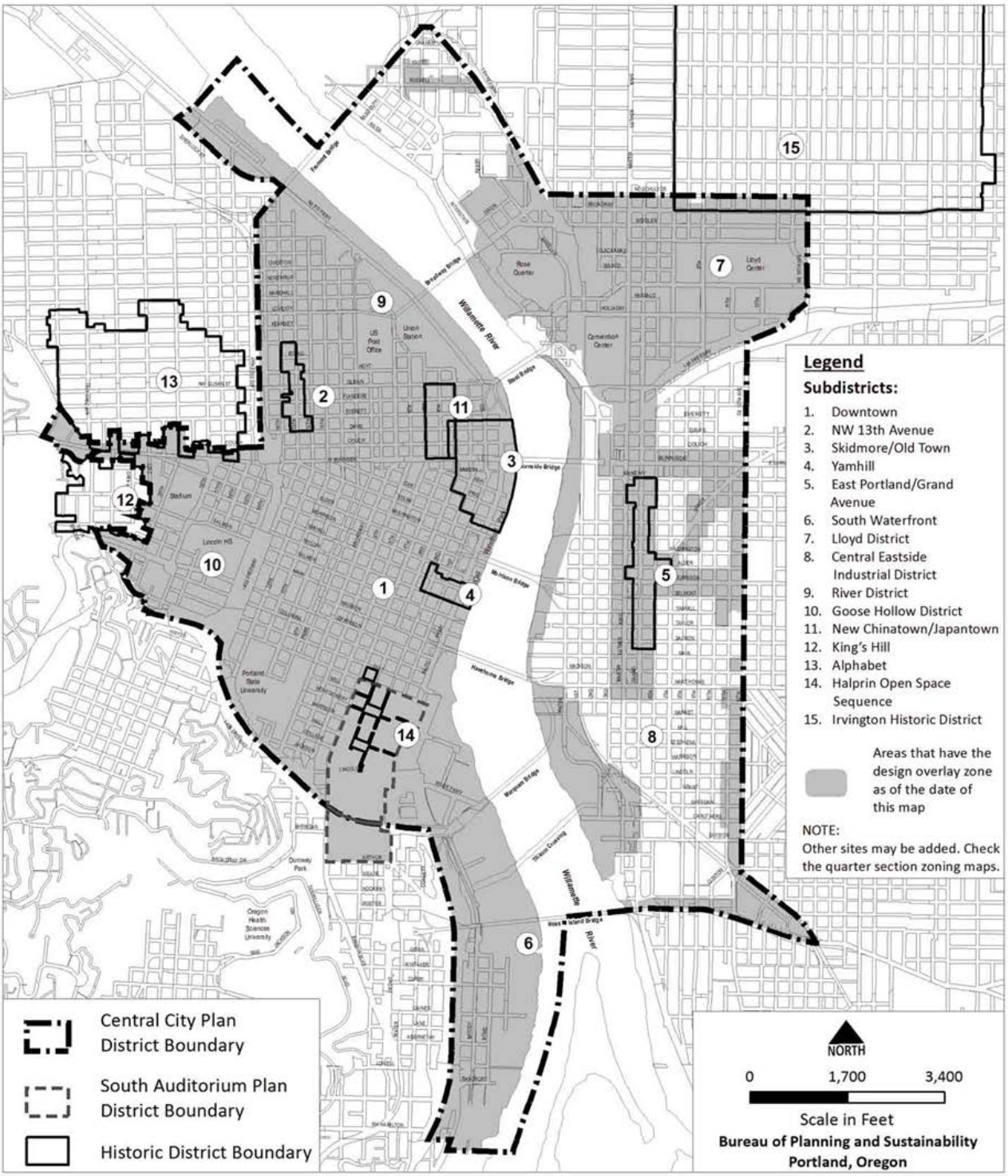
Map 420-1 Design Districts and Subdistricts in the Central City and South Auditorium Plan Districts

The map is amended to show the revised boundary of the Central City Plan District, new d overlay zone areas and the Irvington Historic District.

Proposed Design Districts and Subdistricts in the Central City and South Auditorium Plan Districts

Map 420-1

Map Revised Xxxxx X, 201X



33.445 Historic Resource Overlay Zone

445

Section Amended:
33.445.610 Historic Preservation Incentives

Commentary

33.445.610.C.7

The reference to the map showing the Park Blocks is updated to reflect renumbering of the 33.510 series of maps.

33.445.610 Historic Preservation Incentives

A. – B. [No change]

C. Incentives. The following incentives are allowed if the requirements of Subsection D., Covenant, are met. The incentives are:

1. – 6. [No change]

7. Nonresidential uses in the RX zone. In the RX zone, except on sites ~~which~~that front on the Park Blocks frontages shown on Map 510-~~12~~14, up to 100 percent of the net building area of a structure may be approved for Retail Sales And Service, Office, Major Event Entertainment, or Manufacturing And Production through Historic Preservation Incentive Review.

8. – 9. [No change]

33.580 South Auditorium Plan District

580

Sections:

33.580.010 Purpose
33.580.020 Where the Regulations Apply
33.580.030 Required Design Review
33.580.040 Portland Development Commission

Development Standards

33.580.100 Floor Area Ratios
33.580.110 Landscaped Areas
33.580.120 Parking Lot Landscaping
33.580.130 Preservation of Existing Trees
33.580.140 Sign Restrictions
33.580.150 Roof Top Screening

Map 580-1 South Auditorium Plan District
Map 580-2 South Auditorium Plan District ~~FAR~~Maximum Floor Area Ratio
Map 580-3 Pedestrian Mall and Open Area Landscaping

Commentary

33.580.110.C Landscaped Areas

33.580.110.C is amended to remove the reference to the 1988 Central City Plan, which will no longer be effective after the adoption of the CC2035 Plan. The pedestrian malls and open spaces where the landscaping requirement is currently applied based on the Central City Plan are now shown on a new Map 580-3.

33.580.110 Landscaped Areas

At a minimum, new development and modifications to existing development must meet the landscape standards stated in this section. The standards do not apply to parking lots, which are subject to the standards in 33.580.120 below. These standards are minimums; the review body may require higher standards as part of a land use review. The standards are:

A. Fourth Avenue. A 6 foot deep area landscaped to at least the L2 standard is required along SW Fourth Avenue. The landscape standards are stated in Chapter 33.248, Landscaping and Screening.

B. Other streets. A 15 foot deep area landscaped to at least the L1 standard is required along any public street other than SW Fourth Avenue.

C. Pedestrian malls/open areas~~space~~**.** A 6 foot deep area landscaped to at least the L1 standard is required along lot lines abutting a pedestrian mall or open area~~space~~, as shown on Map 580-3~~designated in the Central City Plan or the Comprehensive Plan~~.

Commentary

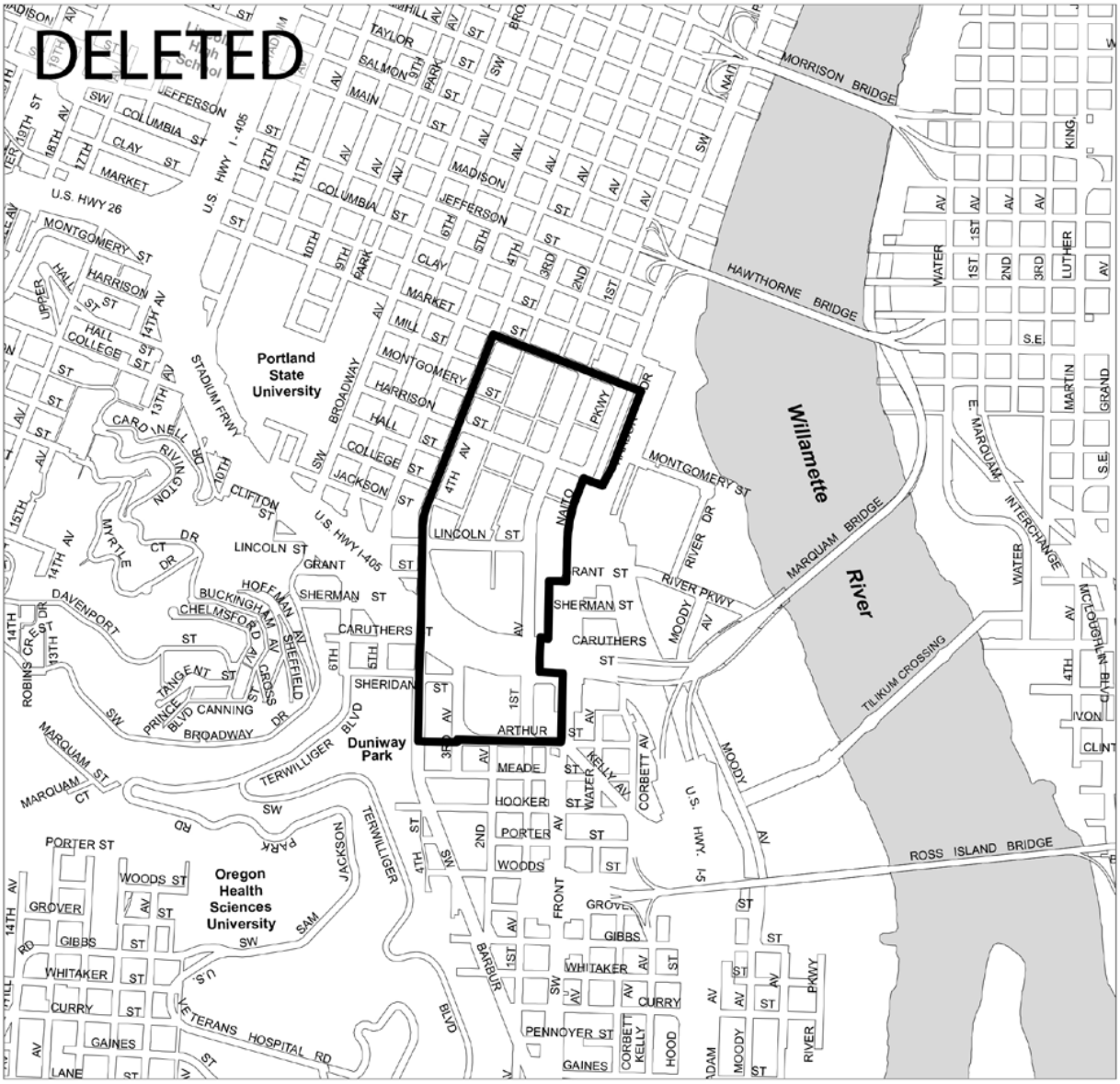
Map 580-1 Deleted

The boundaries of the South Auditorium Plan District remain unchanged. The scale of Map 580-1 is amended to show a smaller extent.

South Auditorium Plan District

Map 580-1

Map Revised January 1, 2015



Plan District Boundary

Commentary

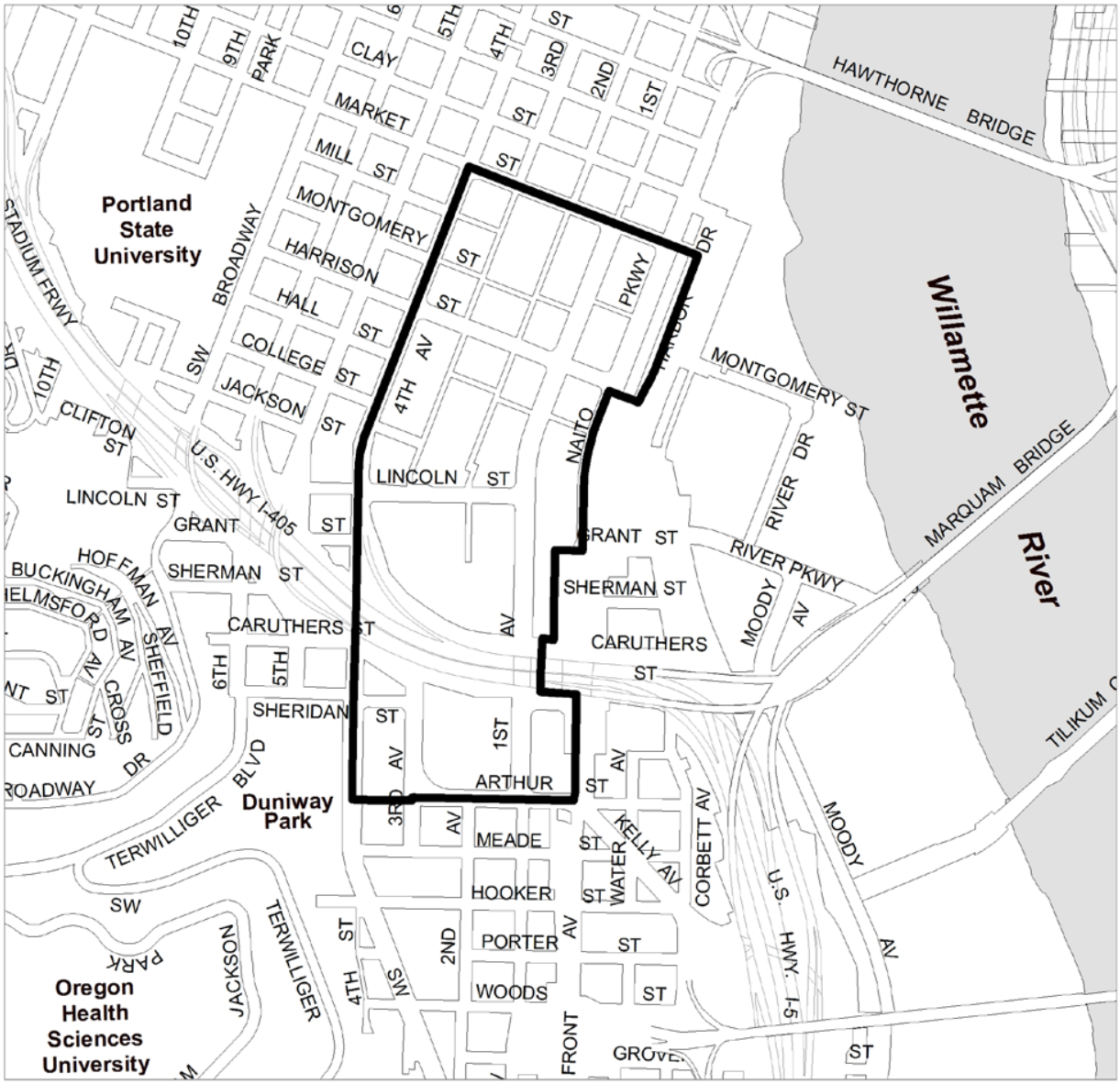
Map 580-1

The boundaries of the South Auditorium Plan District remain unchanged. The scale of Map 580-1 is amended to show a smaller extent.

Revised Proposed
South Auditorium Plan District

Map 580-1

Map Revised xxxx, 201x



Plan District Boundary

Commentary

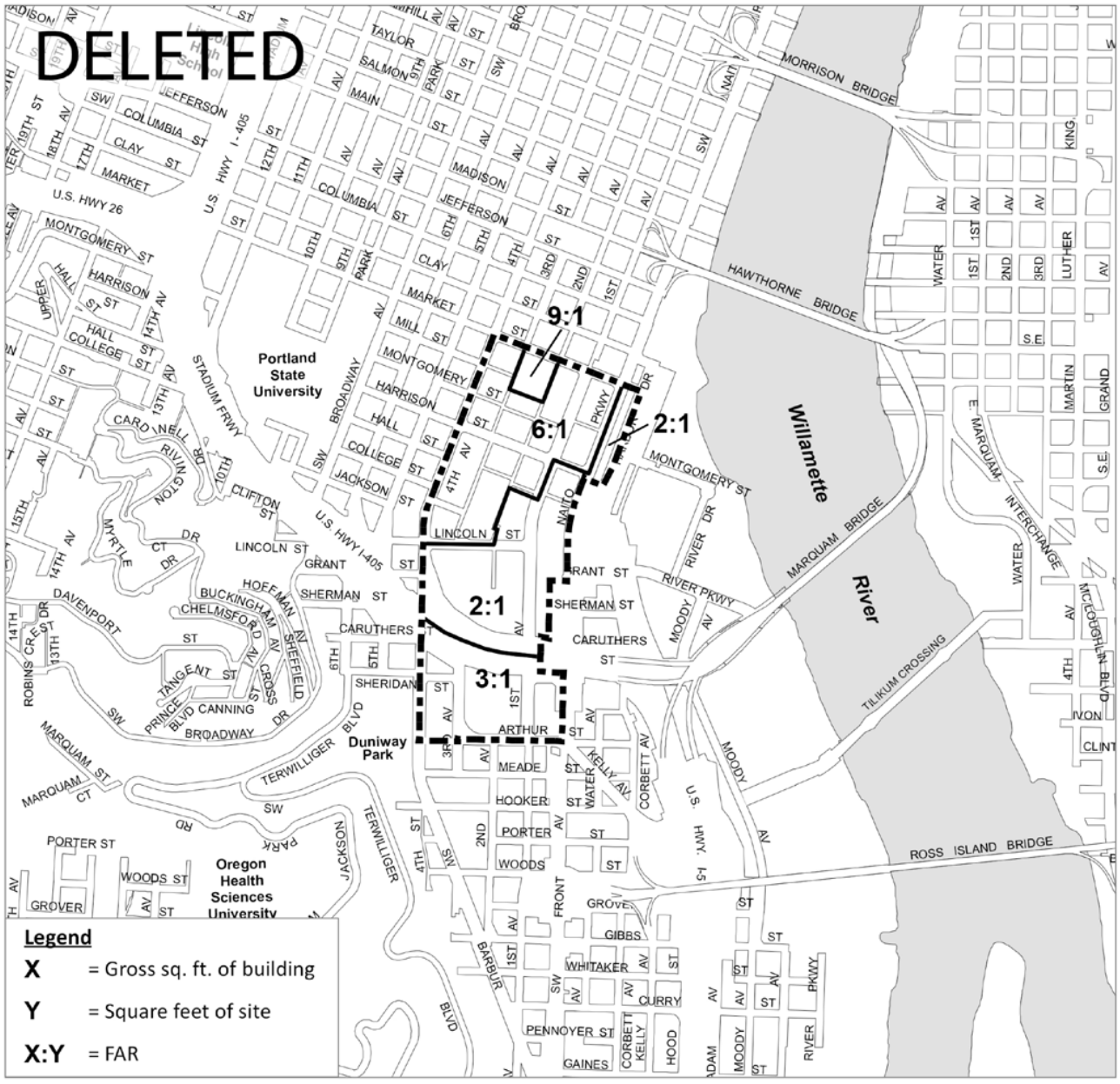
Existing Map 580-2 South Auditorium Plan District: FAR
The existing floor area ratio (FAR) map for the plan district is being replaced with a new map reflecting changes to FAR limits from the CC2035 planning process.

South Auditorium Plan District: FAR

Maximum Floor Area Ratios

Map 580-2

Map Revised January 1, 2015



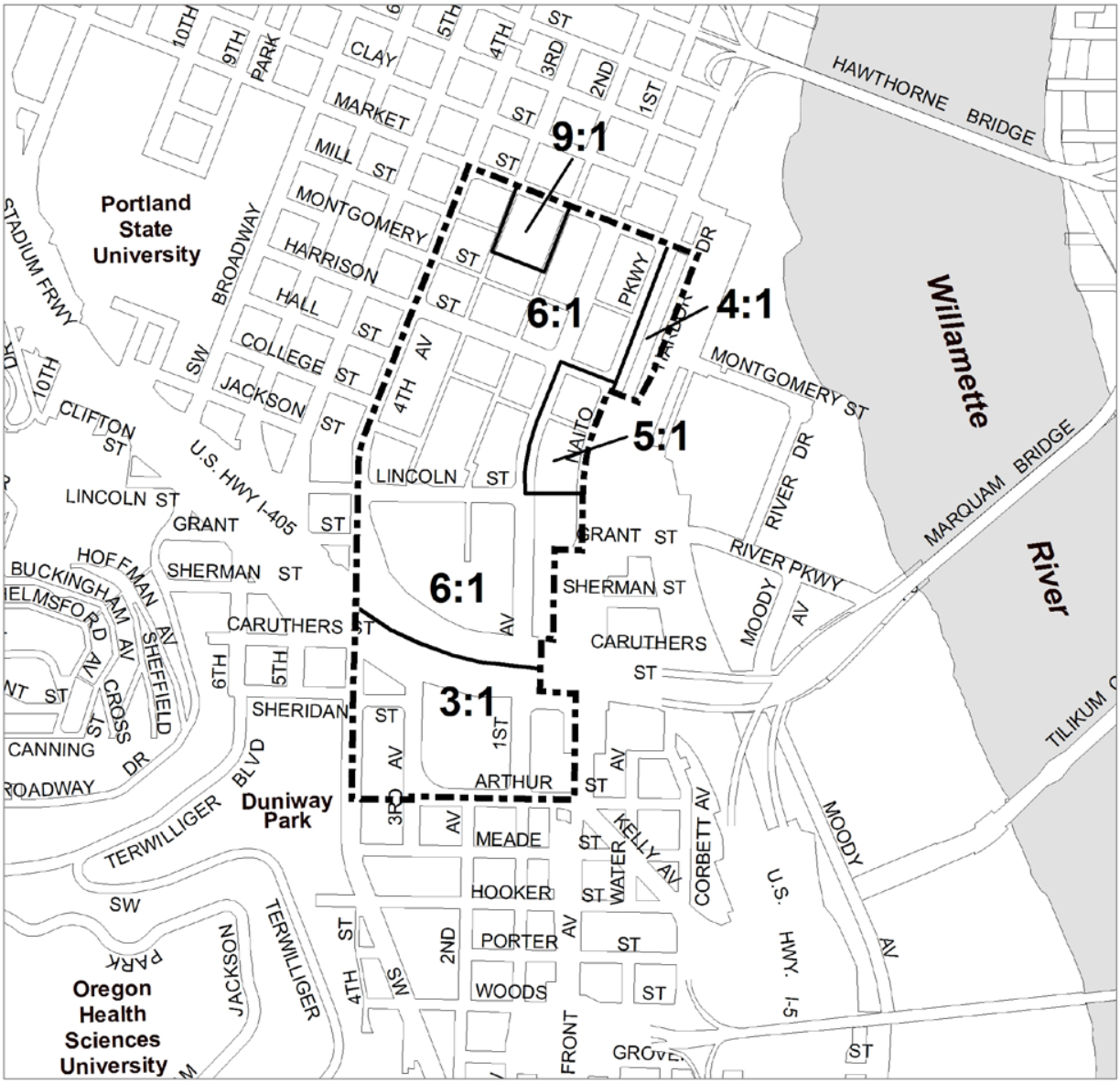
Commentary

Proposed Map 580-2 South Auditorium Plan District Maximum Floor Area Ratios
This map has been updated to reflect FAR changes in the University District/South Downtown area shown on Map 510-2 Maximum Floor Area Ratios. The scale of the map is changed to show a smaller extent.

Revised Proposed South Auditorium Plan District Maximum Floor Area Ratio

Map 580-2

Map Revised xxxx, 201x



Plan District Boundary

Maximum FAR area boundary

X:Y = Maximum FAR

X = Gross sq. ft. of building

Y = Square feet of site

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

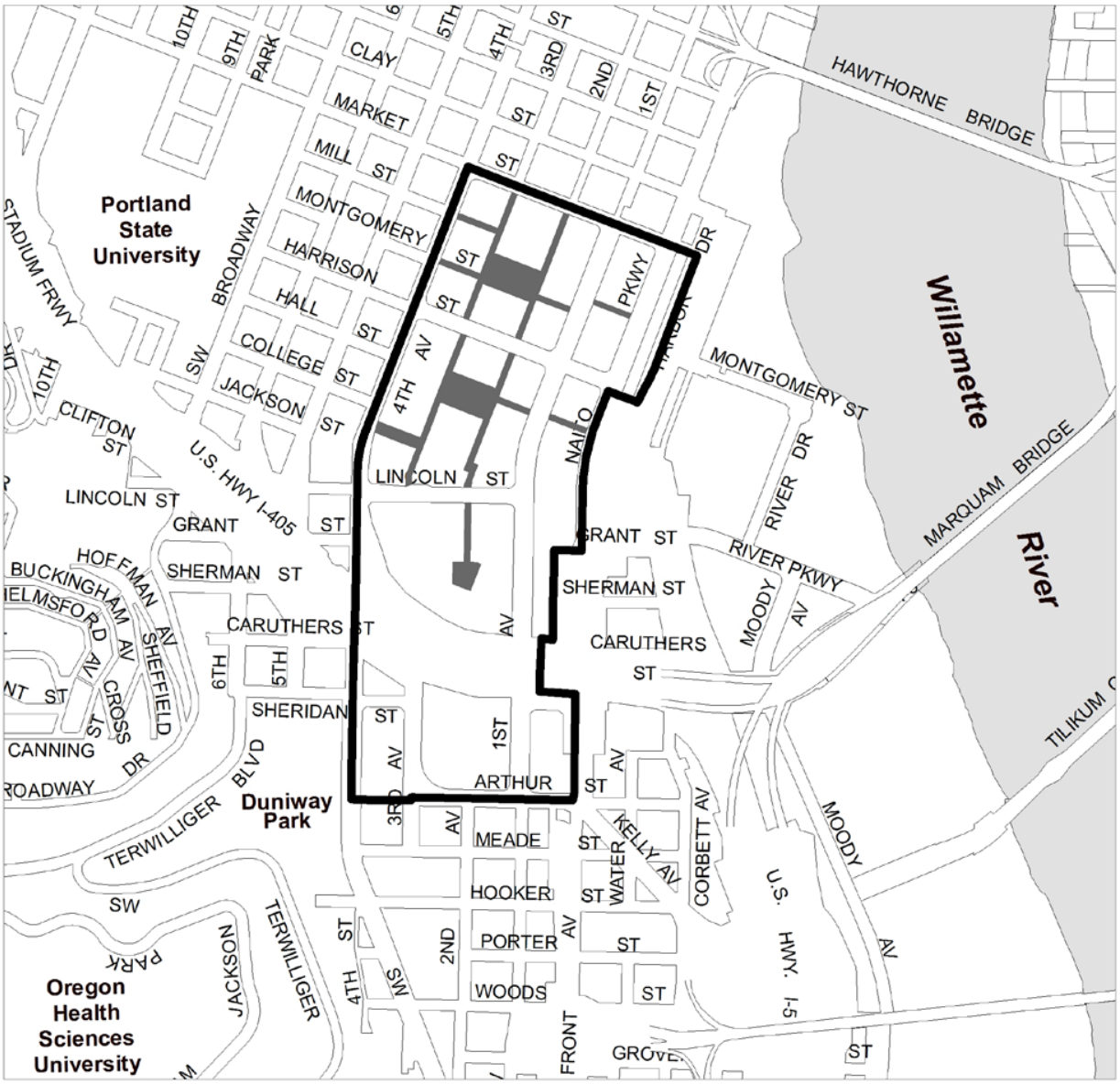
Proposed Map 580-3 Pedestrian Mall and Open Area Landscaping

This is a new map that shows the open areas and pedestrian malls in the South Auditorium plan distr` ict adjacent to which landscaping is required, as described in subsection 33.580.110.C. These areas were determined based on the urban design diagrams of the 1988 *Central City Plan*.

Revised Proposed South Auditorium Plan District Pedestrian Malls and Open Areas

Map 580-3

Map Revised xxxx, 201x



33.815 Conditional Uses

815

Sections:

General

33.815.010 Purpose
33.815.020 How to Use this Chapter
33.815.030 Automatic Conditional Use Status
33.815.040 Review Procedures
33.815.050 Loss of Conditional Use Status
33.815.060 Development Standards for Conditional Uses
33.815.070 Sites With Split Zoning
33.815.080 Approval Criteria in General

Approval Criteria

33.815.100 Uses in the Open Space Zone
33.815.105 Institutional and Other Uses in R Zones
33.815.107 Short Term Housing and Mass Shelters in R Zones
33.815.110 Office and Retail Sales And Service Uses in the RX Zone
33.815.115 Specified Uses in Commercial Zones
33.815.120 Commercial Parking Facilities in the RX, CX, CG, and E Zones, Outside the Central City Plan District, the Columbia South Shore Plan District and the Cascade Station/Portland International Center Plan District
33.815.121 Commercial Parking Facilities in the RX, CS, and CX Zones, in the Hollywood Plan District
~~33.815.122 Nonresidential Uses on Specified Sites located in the RX Zone within the Central City Plan District~~
33.815.125 Specified Uses in Industrial Zones
33.815.126 Office Uses in the IG1 Zone in the Central City Plan District
33.815.127 Accessory Offices and Headquarters Offices in the IH Zone in the Guild's Lake Industrial Sanctuary Plan District
33.815.128 Retail Sales And Service Uses in the EG Zones
33.815.129 Office Uses in Specified Historic Resources in the Industrial Zones in the Central City Plan District
33.815.130 Residential Uses in the EG1, EG2, IG1, IG2, and IH Zones
~~33.815.132 Office Uses in the IG1 Zone in the Employment Opportunity Subarea in the Central City Plan District~~
33.815.140 Specified Mass Shelters, Short Term Housing, And Group Living Uses in the C and E Zones
33.815.215 Major Event Entertainment

Commentary

33.815.220 Mining and Waste-Related
33.815.222 Park-and-Ride Facilities for Mass Transit
33.815.223 Public Safety Facilities
33.815.225 Radio Frequency Transmission Facilities
33.815.230 Rail Lines and Utility Corridors
33.815.300 Commercial Parking Facilities in the Columbia South Shore Plan District
33.815.301 Industrial Businesses in the Columbia South Shore Plan District
33.815.302 Professional / Technical Facilities in the Columbia South Shore Plan District
33.815.303 Retail Sales and Service Uses in the Columbia South Shore Plan District
33.815.304 Retail Sales And Service Uses on Specified Sites in the CX and EX Zones in the Central City Plan District~~South Waterfront and the River District Subdistricts~~
33.815.305 Replacement Parking Facilities in the Central City Plan District
33.815.308 Commercial Parking in Multi-Dwelling Zones and Commercial Parking Access from Main Streets in the Northwest Plan District
33.815.310 Industrial Uses in the IR Zone
33.815.315 Utility Scale Energy Production in Specified C Zones

Commentary

33.815.122 Nonresidential Uses on Specified Sites located in the RX Zone within the Central City Plan District

This section is deleted because Section 33.510.118 and Map 510-14 to which these approval criteria apply are deleted.

33.815.125 Specified Uses in Industrial Zones

The applicability provisions are amended to specify that the criteria of 33.815.126 are now an option only in Lower Albina, because amendments to Chapter 510 deleted options for conditional use approval of office uses in the Central Eastside. The reference 33.815.132 has been removed because that section is deleted.

~~**33.815.122 Nonresidential Uses on Specified Sites located in the RX Zone within the Central City Plan District.**~~

~~These approval criteria apply to certain proposals that include nonresidential uses on RX zoned sites in the area shown on Map 510-14. The proposals that are subject to these approval criteria are specified in Section 33.510.118, Use Regulations for Specified Sites in the West End Subarea. The approval criteria are:~~

~~**A. Minimized negative impacts on the desirability of future residential development.** The location and amount of nonresidential uses in the project will not by itself or in combination with nearby developments decrease the desirability of the area for the retention of existing housing or the development of new housing.~~

~~**B. Small businesses.** The proposal increases opportunities for small businesses. A high percentage of the ground floor is suitable for occupancy by small businesses.~~

~~**C. Public services.** Existing infrastructure is sufficient to support the proposed development. Examples of factors to be considered include whether:~~

~~1. The proposed use is in conformance with the Central City Transportation Management Plan;~~

~~2. The transportation system is capable of safely supporting the proposed use in addition to the existing uses in the area. Evaluation factors include street capacity and level of service, access to arterials, transit availability, parking impacts, access requirements, neighborhood impacts, and pedestrian safety.~~

33.815.125 Specified Uses in Industrial Zones

These approval criteria apply for uses in the following categories in the industrial zones: Retail Sales And Service, Office, Commercial Outdoor Recreation, Commercial Parking Facilities, Community Service, and Daycare uses. Office uses in the IG1 zone in the Lower Albina Subdistrict of the Central City Plan District may use the approval criteria listed in 33.815.126: Office Uses in the IG1 Zone in the Lower Albina Subdistrict~~Central City Plan District~~, if they contain characteristics of manufacturing businesses. Office uses in individually listed structures on the National Register of Historic Places and structures identified as contributing to the historic significance of a Historic District or a Conservation District in the I zones in the Central City Plan District may use the criteria listed in 33.815.129, Office Uses in Specified Historic Resources in the Industrial Zones in the Central City Plan District. ~~Office uses in the IG1 zone in the Employment Opportunity Subarea in the Central City Plan District may use the approval criteria listed in 33.815.132, Office Uses in the IG1 Zone in the Employment Opportunity Subarea in the Central City Plan District.~~ These approval criteria promote preservation of land for industry while allowing other uses when they are supportive of the industrial area or not detrimental to the character of the industrial area. The approval criteria are:

A. – E. [No change]

Commentary

33.815.126 Office Uses in the IG1 Zone in the Central City Plan District

The title has been amended to indicate that the criteria of this section are now applicable only in Lower Albina. The amendments to chapter 33.510 have removed all options for conditional use approval for office uses in the Central Eastside, so these criteria will only apply in Lower Albina.

33.815.132 Office uses in the IG1 Zone in the Employment Opportunity Subarea in the Central City Plan District.

This section is deleted because the Employment Opportunity Subarea has been replaced to cover the Central Eastside subdistrict and because amendments to Chapter 510 deleted options for conditional use approval of office uses in the Central Eastside.

33.815.126 Office Uses in the IG1 Zone in the Lower Albina Subdistrict~~Central City Plan District~~
These approval criteria promote preservation of land for industry while providing opportunity for businesses that contain both an office and a manufacturing or production component. Office uses that do not meet the criteria below may apply for conditional use status through the criteria listed in 33.815.125, Specified Uses in the Industrial Zones. Office uses in individually listed structures on the National Register of Historic Places and structures identified as contributing to the historic significance of a Historic District or a Conservation District in the IG1 zone in the Central City Plan District may use the criteria listed in 33.815.129, Office Uses in Specified Historic Resources in the Industrial Zones in the Central City Plan District. ~~Office uses in the IG1 zone in the Employment Opportunity Subarea may use the approval criteria listed in 33.815.132, Office Uses in the IG1 Zone in the Employment Opportunity Subarea in the Central City Plan District.~~ The approval criteria are:

A. – E. [No change]

~~33.815.132 Office uses in the IG1 Zone in the Employment Opportunity Subarea in the Central City Plan District.~~
~~These approval criteria promote preservation of industrial land and development and support the vitality of industrial businesses while providing opportunities for compatible employment intensive businesses. The approval criteria are:~~

~~A. The proposed use will not have a significant adverse effect on truck and freight movement;~~

~~B. The transportation system is capable of supporting the proposed use in addition to the existing uses in the area. Evaluation factors include street designations and capacity, level of service or other performance measures; access to arterials; connectivity; transit availability; on-street parking impacts; access restrictions; neighborhood impacts; impacts on pedestrian, bicycle, and transit circulation; safety for all modes; and adequate transportation demand management strategies;~~

~~C. The nature of the business does not typically require customers or clients to visit the site.~~

Commentary

33.815.304 Retail Sales And Service Uses on Specified Sites in the South Waterfront and the River District Subdistricts

The geographic references are amended to be consistent with the code structure of section 33.510.116 and the addition of parts of the EX zone in the Central Eastside to the area where Retail Sales And Service uses are limited, as shown on Map 510-12. The approval criteria remain unchanged.

33.815.304 Retail Sales And Service Uses on Specified Sites in the CX and EX Zones in the Central City Plan District~~South Waterfront and the River Pearl District Subdistricts~~

For Retail Sales And Service uses in the CX zone in the South Waterfront subdistrict of the Central City plan district with more than 40,000 square feet of net building area, all approval criteria apply. For Retail Sales And Service uses in the EX zone in~~River District subdistrict of~~ the Central City plan district with more than 40,000 square feet of net building area, approval criteria A, B and D apply.

A. The use needs to be located in the subdistrict because it primarily serves those who live or work in the subdistrict;

B. The transportation system is capable of safely supporting the proposed use in addition to the existing uses in the area. Evaluation factors include street capacity and level of service, access to arterials, transit availability, on-street parking impacts, access requirements, neighborhood impacts, and pedestrian safety;

C. The traffic generated by the use will not have significant adverse impacts on the subdistrict's ability to achieve jobs and housing targets stated in the South Waterfront Plan; and

D. City-designated scenic resources are preserved.

33.846 Historic Resource Reviews

846

Sections Amended:

33.846.060 Historic Resource Review

33.846.080 Demolition Review

Commentary

33.846.060.D Historic Resource Review, Models of proposals in the Central City plan district

In parallel to changes to design review procedures (33.825.025.A.4), this section is revised to require applicants to submit a digital model of proposed new developments and redevelopments that change an existing building's mass in historic and conservation districts in the Central City. These models will be added to the City's existing 3D digital model of the Central City and will help keep it up-to-date. This model has been helpful not only to the City for planning projects but also to the development community, architects and urban designers.

BPS will develop 3D model submittal guidelines to assist applicants, however this requirement will not be a significant burden on developers, as the data for the 3D model will already have been developed by project architects during the building design process.

33.846.080 Demolition Review

This is a clean-up edit; contributing structures in Conservation Districts are not subject to demolition review so they should not be mentioned in the purpose statement.

33.846.060 Historic Resource Review

A. – C. [No change]

D. Models of proposals in the Central City plan district. For proposals located in the area of the Central City plan district shown on Map ~~825-1~~ 510-1, a three dimensional ~~cardboard~~ digital model of a proposal located in a Historic District or Conservation District is required with an application for historic resource review. This requirement applies only to new developments or changes in the bulk of existing buildings. ~~The scale of the model must be 1 inch equals 50 feet.~~ Before a building permit is issued, a three dimensional ~~wooden~~ digital model of the proposal as approved must be submitted to the Bureau of Planning and Sustainability ~~fit into the City's downtown model. This model must be at a scale of 1 inch equals 50 feet.~~ The model requirements will be waived if the application does not involve a change in the bulk of buildings on a site for which the City possesses an accurate ~~wooden~~digital model.

E. – G. [No change]

33.846.080 Demolition Review

A. Purpose. Demolition review protects resources that have been individually listed in the National Register of Historic Places or are identified as contributing to the historic significance of a Historic District ~~or a Conservation District~~. It also protects Historic Landmarks and Conservation Landmarks that have taken advantage of an incentive for historic preservation and historic resources that have a preservation agreement. Demolition review recognizes that historic resources are irreplaceable assets that preserve our heritage, beautify the city, enhance civic identity, and promote economic vitality.

B. – C. [No change]

Revised Proposed Zoning and Comprehensive Plan Maps

This section includes the following existing and proposed maps for the Central City Plan District:

- Base zones
- Comprehensive Plan designations

The existing map currently in effect is shown followed by the proposed replacement map.

Changes to overlay zones are shown on maps in Volume 2A Part 2.

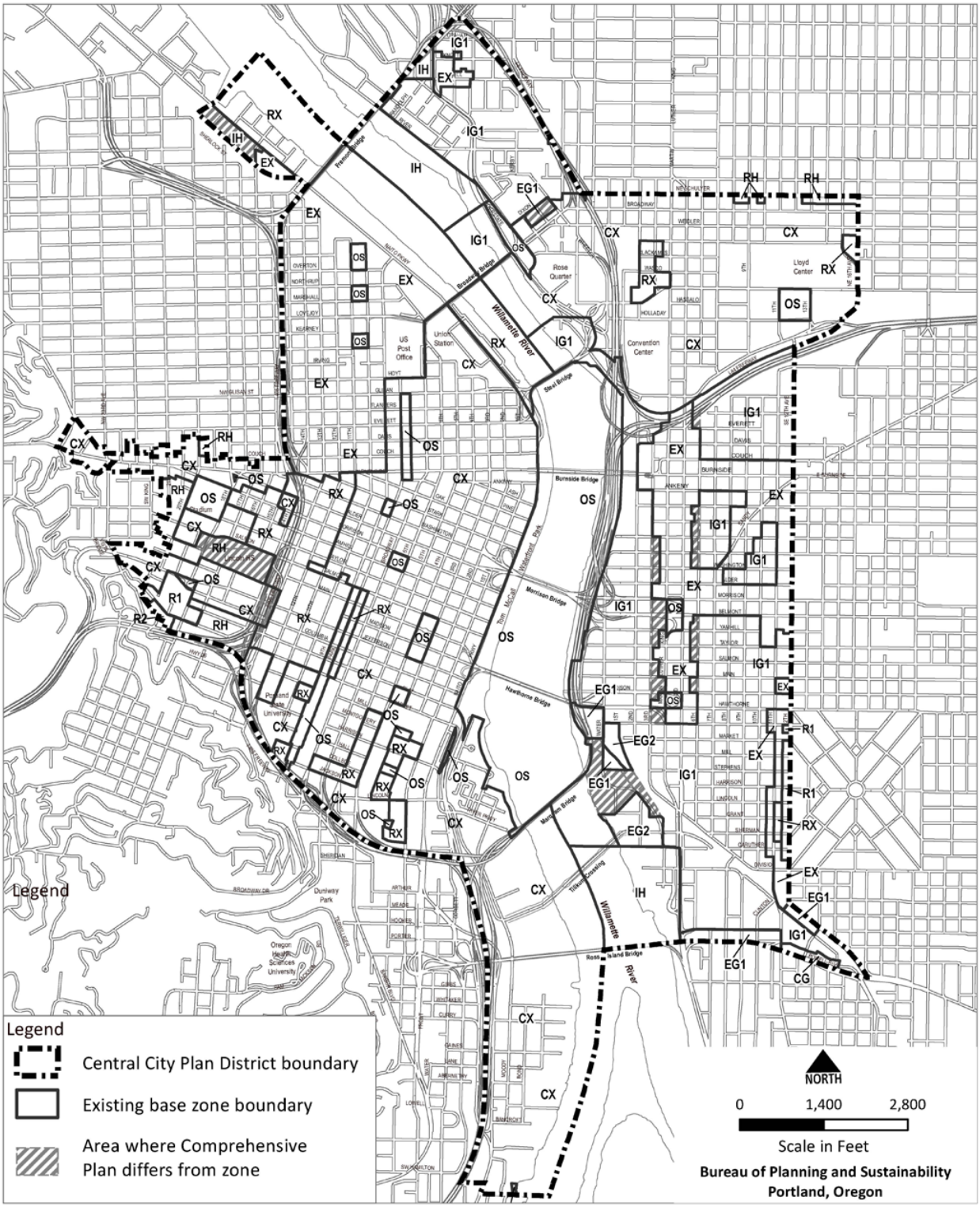
Commentary

Existing Zoning

This map shows the current base zoning for the Central City and indicates areas where the Comprehensive Plan designation differs from the base zone.

Central City Existing Zoning

March 10, 2017



Commentary

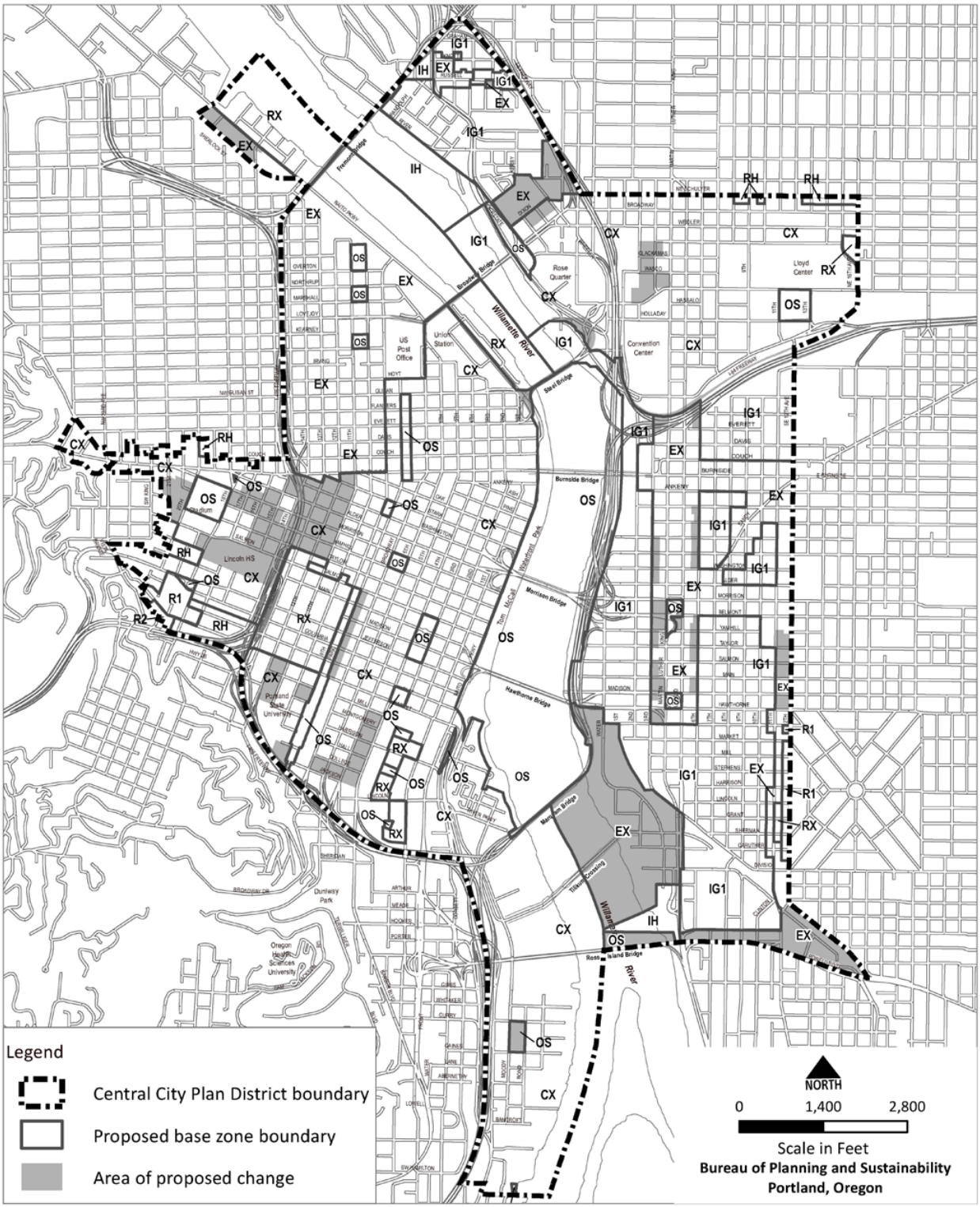
Proposed Zoning

Zone changes are highlighted in gray on the map on the opposite page. The following describes broad categories of zone changes:

- **From General Employment (EG1 or EG2), General Industrial (IG1) or Heavy Industrial (IH) to Central Employment (EX):** These changes are made in the Central Eastside around the new light rail stations and a few other locations so that more flexible employment uses can be accommodated.
- **From General Industrial (IG1) to Central Employment (EX):** Properties between SE 3rd and 6th Avenues in the Central Eastside that are zoned IG1 but have Comprehensive Plan Central Employment designations will be rezoned EX to match the Comprehensive Plan designation.
- **From Central Residential (RX) to Central Commercial (CX):** This change is for a number of properties in the Lloyd, West End, Downtown, South Downtown/University District, and Goose Hollow subdistricts to increase the flexibility of uses in these areas.
- **Additional changes**
    - The N/NE Quadrant Plan recommended a Portland Public Schools owned property at the Blanchard Site is rezoned from IG1 to EX to enable redevelopment, and a small piece of land near the Steel Bridge east bridgehead is being rezoned from IG1 to EX.
    - The West Quadrant Plan recommended rezoning parcels west of NW Naito Parkway at the northern tip of the Pearl District from IH to EX and rezoning Elizabeth Caruthers Park from CX to OS.
    - Metro requested a zone change from IH to OS for a property they own and maintain as open space in the Central Eastside adjacent to the Ross Island Bridge.

Central City Revised Proposed Zoning

March 10, 2017

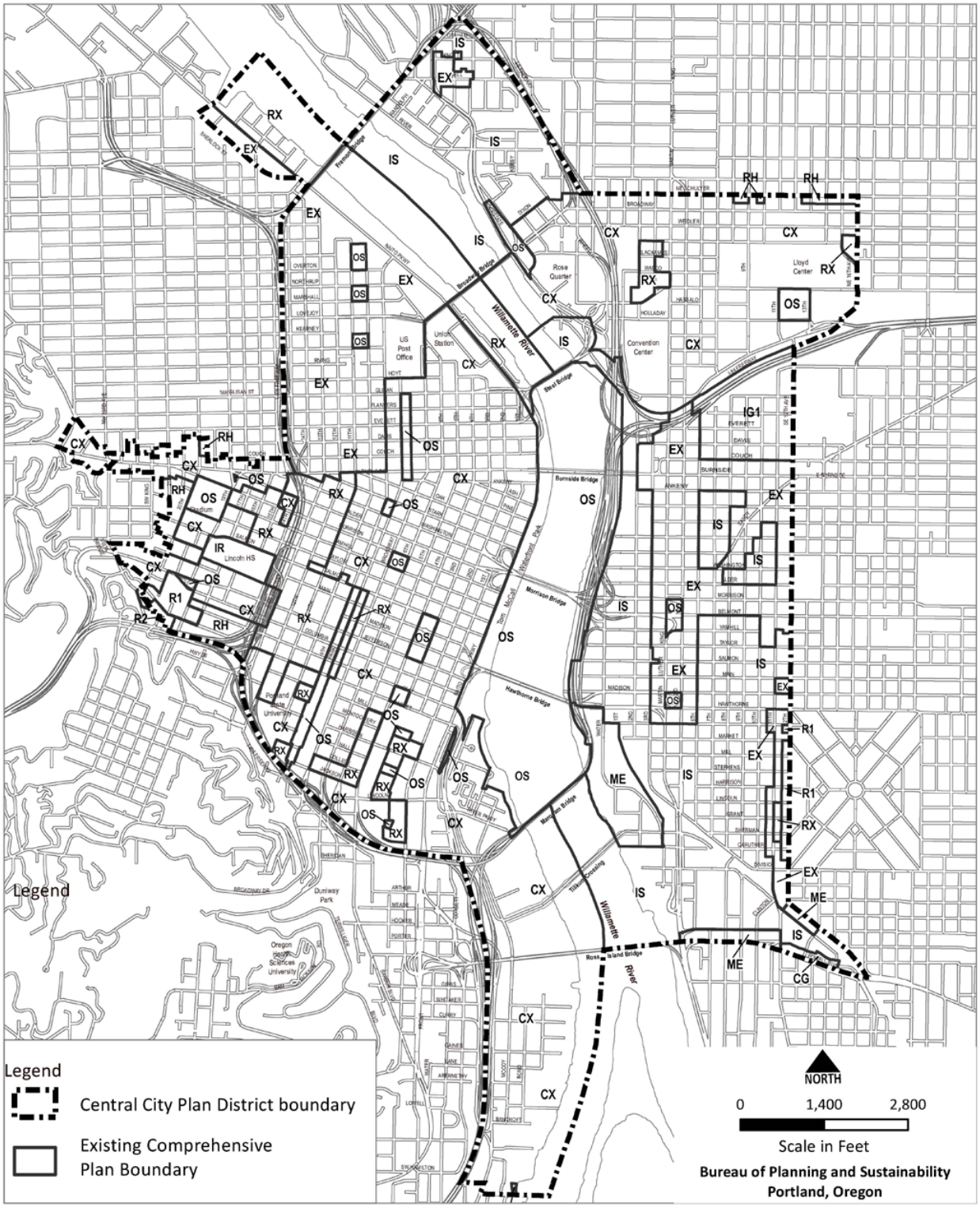


Commentary

Existing Comprehensive Plan Designations

Central City Existing Comprehensive Plan

March 10, 2017



Commentary

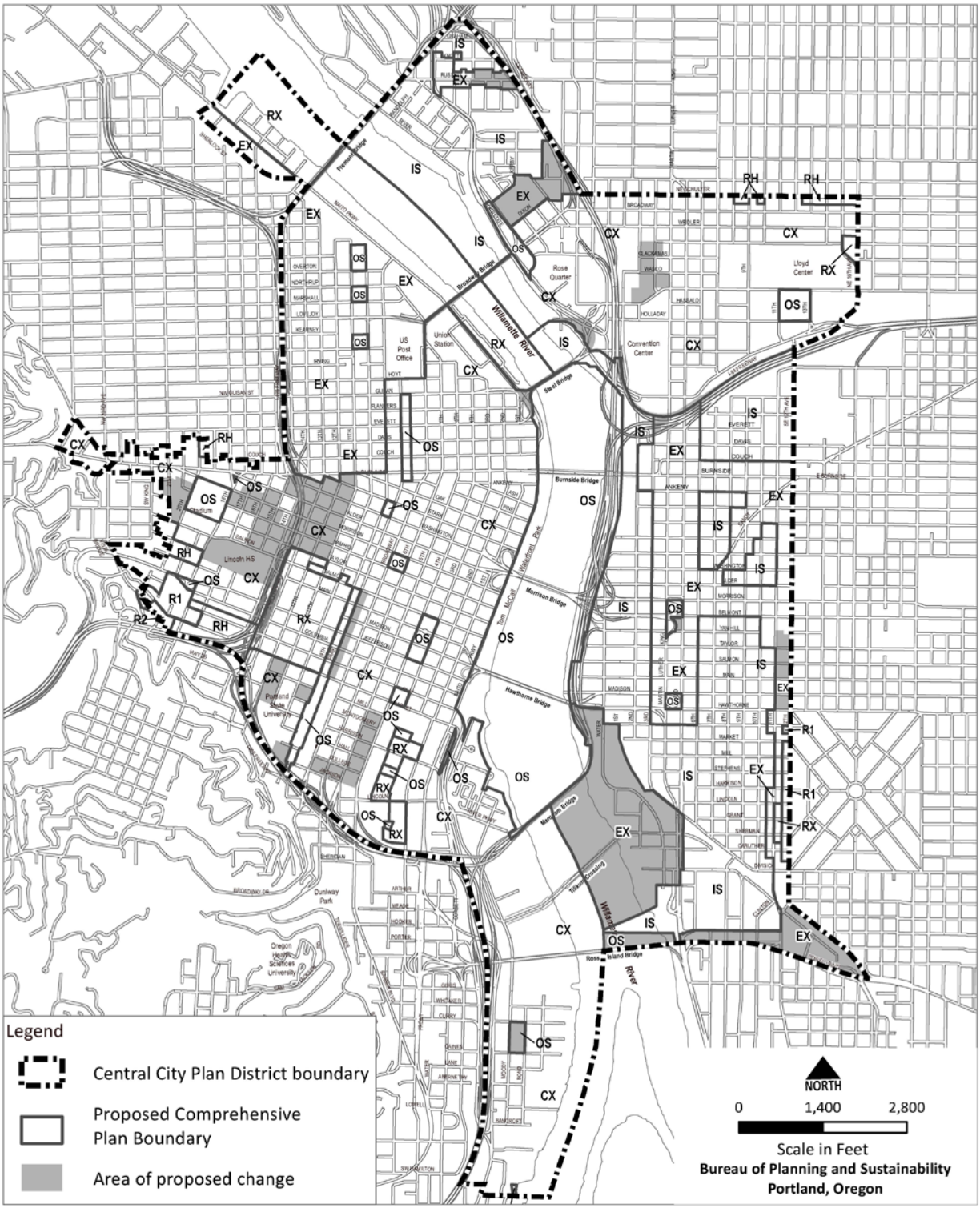
Proposed Comprehensive Plan Designations

Generally, Comprehensive Plan designations are updated to match the Central City 2035 zoning proposal.

Exceptions include specific parcels where property owners have requested that their property *not* receive a rezoning to conform with the Comprehensive Plan Map designation. In this case, the Comprehensive Plan designation has been updated but the existing zoning remains intact.

Central City Revised Proposed Comprehensive Plan

March 10, 2017





Revised Staff-Proposed Draft
May 05, 2017
Based on PSC guidance

CENTRALCITY 2035

Volume 2A
ZONING CODE & MAP AMENDMENTS

Part 2: River, Scenic and Trails

Proposed Draft
June 20, 2016

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

Portland's Central City 2035 Plan proposes changes to create a prosperous, healthy, equitable and resilient urban core.

For more information:

Visit the project website	www.portlandoregon.gov/bps/CC2035
Email the project team	cc2035@portlandoregon.gov
Call the helpline	503-823-4286

Para obtener más información, por favor llame al 503-823-4286.
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Để biết thêm thông tin, vui lòng gọi 503-823-4286.
Wixii macluumaad dheeraad ah, fadlan wac 503-823-4286
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Guide to Reading CC2035 Plan, Volume 2A, Part 2

CC2035 Plan, Volume 2a, Part 2 contains zoning code amendments to implement the Central City plan district, Comprehensive Plan Map and Zoning Map and other related code amendments to support the policy framework of the draft *Central City 2035 Plan*. Also included are code commentary pages that help clarify the intent of the code changes and expected implementation. The document is formatted to facilitate readability; showing revised code changes on the right-hand pages and related commentary on the facing left-hand pages.

Edits to the zoning code are shown in the following ways:

- **Existing zoning code sections:** Language to be added is underlined and language to be deleted is shown in ~~strikethrough~~. PSC amendments and minor edits made by staff are highlighted and underlined or ~~highlighted and shown in strikethrough~~. Minor edits include:
    - Clarifications that do not change the intent of the code
    - Corrections to references
    - Removal of duplicative language

- **New zoning code sections:** All of the language is new and for ease of reading is not underlined. PSC amendments and minor edits made by staff that add language are highlighted and underlined and amendments that deleted language are ~~highlighted and shown in strikethrough~~. (see above for definition of minor edits)

- **Existing and new zoning code sections:** Language that has been edited in a substantive way by staff and has not been previously reviewed by PSC are shown in **highlighted bold Bookman Old Style** font. Substantive edits include:
    - Code that reflects a concept approved by PSC but for which PSC has not seen the exact code language
    - Changes to the intent of the code (these are also described in a corresponding decision table)

- **Commentary:** Commentary has been updated to reflect amendments to the zoning code. The edits to commentary are not underlined, shown in strikethrough or highlighted.

- **Clerical edits** are not highlighted. Clerical edits include typos, spelling or numbering errors, etc.

CC2035 |**TABLE OF CONTENTS**

ZONING CODE AND OVERLAY ZONE MAP AMENDMENTS

Part 2: River, Scenic and Trails

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- 33.440 Greenway Overlay Zones 103
- 33.480 Scenic Resource Zone.....131
- 33.865 River Review (new chapter) 143
- 33.900s List of Terms and Definitions 171
- 33.920 Descriptions of the Use Categories.....175

Proposed Overlay Zones 179

Note – Code sections that have no amendments to the Proposed Draft are not reprinted.

Commentary

Chapter 33.475 is a new chapter and is not underlined for ease of reading

New Chapter 33.475 River Overlay Zones

This new chapter establishes the development regulations for sites within the Willamette Greenway boundary in the Central Reach, except for sites within the South Waterfront Subdistrict and sites zoned industrial. The greenway regulations for the South Waterfront Subdistrict are found in 33.510.253. In the future, as river planning for the North and South reaches is completed, Chapter 475 will be updated specifically for those areas and will replace Chapter 440 Greenway Overlay Zones in its entirety. Industrially zoned sites in the Central Reach will be included in the update of the industrial North Reach because Central Reach sites zoned industrial share common characteristics with those in the North Reach.

The River overlay zone terminology replaces the Greenway overlay zone terminology of 33.440. In the Central Reach, the applicable river overlay zones are River General and River Environmental.

33.475 River Overlay Zones

475

Sections:

General
- 33.475.010 Purpose
- 33.475.020 River Overlay Zones
- 33.475.030 Where These Regulations Apply
- 33.475.040 When These Regulations Apply
- ~~33.475.050 Property Line Adjustments~~
- 33.475.060 Supplemental Permit Application Requirements

River General Overlay Zone
- 33.475.200 Use Regulations
- 33.475.210 River Setback
- 33.475.215 Marine Passenger Docks ~~and Marine Passenger Terminals~~
- 33.475.220 Landscaping
- 33.475.230 Exterior Lighting
- 33.475.240 Public Viewpoints
- 33.475.250 Nonconforming Uses and Development
- 33.475.260 Property Line Adjustments

River Environmental Overlay Zone
- 33.475.400 Use Regulations
- 33.475.410 Environmental Report
- 33.475.420 Review Procedures
- 33.475.430 Prohibitions
- 33.475.440 Development Standards
- 33.475.450 Corrections to Violations of River Environmental Overlay Zone Development Standards

Clean Up of Contaminated Sites
- 33.475.500 Removal or Remediation of Hazardous Substances

Map 475-1 Central Reach River Overlay Boundary

Map 475-2 Willamette River Top of Bank

Map 475-3 ~~Landscaping Requirements at~~ Governor Tom McCall Waterfront Park and Eastbank Crescent ~~Public Beaches~~

Commentary

33.475.010.A. Purpose
The River General and River Environmental overlay zones exist within the Greenway Boundary within the Central Reach. The River General overlay zone covers entire sites and includes development standards for the river setback, landscaping and lighting. There are no use restrictions outside of the river setback area in the River General overlay zone. Instead the base zones govern the allowed uses including urban scale residential, commercial, mixed-use development and open space/recreation uses that bring people to the riverfront.

The River Environmental overlay zone is a new overlay zone that overlaps the River General overlay zone. The River Environmental overlay zone is applied to high or medium ranked riparian corridors and wildlife habitat as identified in *the Central Reach Natural Resources Protection Plan* (2017). The document also shows the location, extent and relative condition of natural resources. The river, riverbank and riparian areas within at least 50 feet of the top of bank are ranked high or medium. The width of the riparian area may be wider than 50 feet from the top of bank depending on the natural resources present, including vegetated floodplains. The River Environmental overlay zone does not apply to low-ranked natural resources, for example developed floodplains located more than 50 feet from top of bank. This approach is consistent with best available science, including Metro's Title 13 Nature in Neighborhoods Program and City of Portland's *Natural Resources Inventory Update* (2012), adopted as part of the 2035 Comprehensive Plan. These reports documented that the absolute minimum width of a protected riparian corridor around rivers, streams and wetlands should be 50 feet. Federal regulations and maps related to the floodway and floodplain may change in the near future and result in necessary changes to the requirements of this section.

33.475.020.B. Map Symbols
This subsection provides the map symbols for River General and River Environmental overlay zones. The River General overlay zone has a map symbol g* to differentiate it from the River General overlay zones that exist in the other reaches and outside of the boundary of these regulations in the Central Reach.

There are code section spaces between the River g* and River e regulations that are placeholders for the other river overlay zones that will be included in this chapter in the future. In the North and South reaches, there are the River Industrial and River Recreational overlay zones. When the City updates the Willamette Greenway Plan for these reaches, the regulations of 33.440 will be replaced by 33.475. The final 33.475 will include the following sections:
33.475.100 River Industrial Overlay Zone (future – not included)
33.475.200 River General Overlay Zone (included)
33.475.300 River Recreational Overlay Zone (future– not included)
33.475.400 River Environmental Overlay Zone (included)
33.475.500 Clean Up of Contaminated Sites (included)

The River Environmental overlay zone will always be applied along with one of the other river overlay zones. It is not a freestanding overlay zone.

33.475.010 Purpose

The River Overlay ~~Z~~zones generally promote the protection, conservation, restoration, enhancement and maintenance of the economic, natural, scenic, and recreational qualities of lands along the central reach of the Willamette River. This purpose is achieved by applying regulations that control development of land, change of use and intensification of use. The regulations reflect the desired character of the central reach of the Willamette River—a character that includes:

- A healthy river and watershed;
- A thriving riverfront with regional gathering spaces, active and passive recreational uses, maritime and commercial activities, and a welcoming mixed-use community; and
- ~~Multi-modal~~ ~~a~~Access to, along and in the river.

The River Overlay Zones also implement the City's responsibilities under ORS 390.310 to 390.368.

33.475.020 River Overlay Zones

A. Purpose. The River Overlay ~~Z~~zones implement the land use pattern identified in the River Plan/Central Reach. There are two River Overlay ~~Z~~zones each with their own purpose:

1. River General. The River General overlay zone allows for uses and development that are consistent with the base zoning and allows for public use and enjoyment of the riverfront.

2. River Environmental. The River Environmental overlay zone protects, conserves and enhances important natural resource functions and values while allowing environmentally sensitive development. The purpose of the zone is to limit the impacts from development and vegetation maintenance on the natural resources and functional values contained within the overlay zone. The environmental regulations encourage flexibility and innovation in site planting and provide for development that is carefully designed to be sensitive to the site's protected resources. Mitigation is required for unavoidable impacts and is intended to have no net loss of natural resource features or functions over time. The River Environmental overlay zone applies to specific natural resource areas identified in a detailed study titled *Central Reach Natural Resources Protection Plan (2015)*. This overlay zone always applies in combination with one of the other River Overlay zones.

B. Map symbols. The River Overlay Zones are shown on the official zoning maps with the following symbols:

Overlay Zone	Map Symbol
River General	g*
River Environmental	e

Commentary

33.475.030 and 33.475.040 Where and When These Regulations Apply
These sections clarify where and when the regulations in this chapter apply to uses and development that occur on the land and in the water. Map 475-1 depicts the area within which the river overlay zones and regulations of this chapter apply in the Central Reach minus South Waterfront (see 33.510.253) and sites zoned industrial. The latter will continue to meet the regulations of 33.440 Greenway Overlay Zones until such time as new regulations are adopted and those new regulations apply.

33.475.040.B.2 Exemptions
Some development and activities that occur within the River Environmental overlay zone will be exempt from regulation. These activities exempt from the regulations are important for the continued operation of existing facilities. Examples include the operation, maintenance, repair and replacement of existing structures and improvements, alterations that do not change the footprint of a building, and placement of a certain number of piles and dolphins. The majority of these exemptions mirror the levels of development and alteration that are currently exempt from the regulations of the Environmental overlay zones or are exempt from Greenway Review.

33.475.030 Where These Regulations Apply

The regulations of this chapter apply to the land and the water within the Central Reach portion of the Willamette Greenway Plan boundary shown on Map 475-1 and designated on the Official Zoning Maps with the River General (g*) and the River Environmental (e) overlay zones. The regulations of this chapter do not apply to the River General (g) overlay zone located within the Greenway Overlay z~~Z~~ones~~s~~ boundary shown on Map 440-1. See Chapter 33.440, Greenway Overlay z~~Z~~ones for regulations that apply to the River General (g) overlay zone within the Greenway Overlay z~~Z~~ones~~s~~ boundary.

33.475.040 When These Regulations Apply

A. River General overlay zone. The regulations in Sections 33.475.200 through 33.475.230 apply to any changes to land or development in the River General ~~(g*)~~ overlay zone including rights-of-way.

B. River Environmental overlay zone. The regulations in 33.475.400 through 33.475.450 apply in the River Environmental ~~(e)~~ overlay zone as follows:

1. Unless exempted by Paragraph B.2., the regulations apply to:
   a. Development;
   b. Removing, cutting, mowing, clearing, burning or poisoning native trees or plants*;*
   c. Changing topography, grading, excavation or filling; and
   b. Resource enhancement.
2. Exemptions. The following items are exempt from the River Environmental overlay zone regulations:
   a. Change of ownership;
   b. Temporary emergency procedures necessary for the protection of life, health, safety, or property;
   c. Changes to the interior of a building where there are no exterior alterations;
   d. Operation, maintenance, alterations, repair, and replacement of existing structures, exterior improvements, irrigation system, stormwater facilities, non-potable water systems, roads, utilities, public trails and paths, public viewpoints, public interpretive facilities, and erosion control measures ~~that are located above the ordinary high water mark.~~ Alterations, repair and replacement is not exempt whenever total square footage, building coverage or utility size is increased;

Commentary

33.475.040.B.2.e.
Under the current greenway regulations all dredging, channel maintenance and removal of gravel/materials from the river is exempt from Greenway review. This narrows that exemption because dredging in or near shallow water and beaches could have significant detrimental impacts on the habitat that the shallow water provides. Beaches and shallow water play important roles in the life cycle of aquatic species, including salmon, and impacts to these areas should be avoided. The exemption language allows dredging in the main federal navigation channel and dredging in waters more than 35 feet deep without having to meet development standards or go through River Review. Shallow water is identified as water between the ordinary high water mark (OHWM) and 20 feet below the OHWM. Using 35 feet as the trigger for review is appropriate because the area between 20 and 35 feet deep represents an area of concern where the impacts of dredging could affect the habitat in the shallow water areas.

Maintenance dredging that occurs outside the main river channel and has been approved by the U.S. Army Corps of Engineers will continue to be exempt from the River Environmental overlay zone regulations.

33.475.040.B.2.f
The River General overlay zone regulates removal of structures and debris prior to planting vegetation. If the structures or debris are located above the ordinary high water mark (OHWM), then removal is exempt from the regulations of 33.475.400. If the structures or debris are located below the OHWM, then the regulations of 33.475.400 must be met.

33.475.040.B.2.l
Removal of non-native vegetation with handheld equipment and thinning of small trees allows for basic maintenance to ensure survivability of native vegetation within the River Environmental overlay zone. Disturbance areas must be replanted to meet the landscaping standards of Table 475-1. Because the River Environmental overlay zone may extend landward of the river setback, outside of the river setback, subarea 3 landscaping standards apply. This will ensure a consistent approach to planting trees throughout the River Environmental overlay zone.

It is possible that after the thinning of trees and removal of non-native vegetation, the remaining vegetation already meets the landscaping standards of Table 475-1. In this situation, no additional planting is required.

~~e~~. Dredging, channel maintenance, and the removal of materials from the river as follows:

(1) Dredging, channel maintenance, and the removal of material within the federal navigation channel.

(2) Dredging, channel maintenance, and the removal of materials outside the federal navigation channel as follows:

- Dredging and the removal of materials in waters that area~~~~ 35 feet deep or deeper**, measured from the ordinary high water mark**; or
- Channel, slip and berth maintenance that has been approved by the U.S. Army Corps of Engineers.

(3) The placement of dredged materials within the River Environmental overlay zone is not exempt.

f. Removal of structures and debris~~, application of soil amendments, placement of temporary erosion control measures, and planting of vegetation as required by 33.475.220 Landscaping Standards. Removal of structures is not exempt if the structure is~~ located above ~~below~~ the ordinary high water mark of the Willamette River, streams or drainageways or located within 30 feet of a wetland;

g. Installation of temporary erosion control measures;

~~g~~h. Alterations to buildings that do not change the building footprint and do not require adjustments to site-related development standards;

~~h~~i. Continued maintenance of existing gardens, lawns, and other planted areas, including the installation of new plants except those listed on the *Nuisance Plants List*;

~~i~~j. Changes to existing disturbance areas to accommodate outdoor activities such as events, play areas and gardens as long as plantings do not include plants on the *Nuisance Plants List* and no trees six or more inches in diameter are removed;

~~j~~k. ~~Structures~~ Development located on an existing dock, wharf, or pier. ~~including~~ A dock, wharf, or pier includes the ~~on any~~ gangway that provides access to the dock, wharf or pier;

~~k~~l. Removal or pruning of trees that are not more than 1.5 inches in diameter and other vegetation that is not listed as native on the *Portland Plant List*. The removal or pruning must be done with handheld equipment. Temporary disturbance area located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance area located outside and landward of the river setback must be replanted to meet the subarea 3 standard of Table 475-1.

Commentary

33.475.040.B.2.m

This allowance permits lightweight utility vehicle use that is needed for efficient vegetation management without creating significant soil compaction. The ground pressure of no more than 7.5 psi was chosen based on a typical lightweight utility vehicle's wheel to ground pressure. Small augers for drilling planting holes are typical types of equipment that would be allowed, provided the wheel to ground pressure is no more than 7.5 psi. For a comparable ground pressure, a typical human footprint has a ground pressure of 8.7 to 11.6 psi.

33.475.040.B.2.p

Typically, when ground disturbance is exempt from the River Environmental overlay zone requirements, temporary disturbances must be replanted to meet the landscaping standards of Table 475-1. However, when the exemption specifies that the temporary disturbance be less than 100 square feet in size, the landscaping standards of Table 475-1 cannot be met if the applicant chooses to plant a medium or large canopy tree. Therefore, for temporary disturbances required to be less than 100 square feet in size the applicant can replant the area with shrubs and seed with grasses and forbs; no trees are required.

~~Removal and trimming of vegetation if the following are met:~~

~~(1) All vegetation removal activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site;~~

~~(2) The removal or trimming is conducted with handheld equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;~~

~~(3) Any temporary disturbance area is planted to meet the landscaping standards of 33.475.220; and~~

~~(4) The vegetation that is proposed for removal or trimming is one of the following:~~

- ~~Vegetation listed on the *Nuisance Plant List*;~~
- ~~Dead, dying or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or certificate arborist;~~
- ~~Vegetation located within a designated view corridor. Tree removal is not exempt. View corridors are shown on Map 480-1; or~~
- ~~Vegetation located within 10 feet of an existing structure. Tree removal is not exempt.~~

~~l~~m. Planting of native vegetation listed on the *Portland Plant List* when planted with hand held equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;

~~m~~n. Public street and sidewalk improvements meeting all of the following:

(1) Improvements must be within an existing public right-of-way used by truck or automobile traffic; and

(2) Streets and sidewalks must not exceed the minimum width standards of the Bureau of Transportation Engineering.

~~n~~o. Groundwater monitoring wells constructed to the standards of the Oregon Water Resources Department and water quality monitoring stations~~,~~ when~~re~~ access is by foot only;

~~o~~p. Installation of security cameras provided that no more than 100 square feet of ground surface is disturbed landward of top of bank, no ground is disturbed riverward of the top of bank, no native trees are ~~not~~ removed, and disturbed area is planted with the following (top of bank is shown on Map 475-2):

(1) Three shrubs per 100 square feet; and

(2) Grass and forb seed mix at a ratio of 30 pounds per acre restored to pre-construction conditions;

Commentary

33.475.040.B.2.q
Typically, when ground disturbance is exempt from the River Environmental overlay zone requirements, temporary disturbances must be replanted to meet the landscaping standards of Table 475-1. However, when the exemption specifies that the temporary disturbance be less than 100 square feet in size, the landscaping standards of Table 475-1 cannot be met if the applicant chooses to plant a medium or large canopy tree. Therefore, for temporary disturbances required to be less than 100 square feet in size the applicant can replant the area with shrubs and seed with grasses and forbs; no trees are required.

33.475.040.B.2.t
Signage includes signs installed on land or in the water. Examples of signs in the water include navigation guides, speed limits or hazard markers.

~~pq~~. Utility service using a single utility pole or where no more than 100 square feet of ground surface is disturbed landward of the top of bank, no ground is disturbed riverward of top of bank, ~~no more than 100 square feet of ground surface is disturbed landward of the top of bank of water bodies,~~ and disturbance area is planted with the following (top of bank is shown on Map 475-2):

(1) Three shrubs per 100 square feet; and

(2) ~~seeded with a g~~Grass and forb seed mix at a ratio of 30 pounds per acre ~~planted to meet the landscaping standards of 33.475.220~~;

~~q~~r. Utilities installed above or below developed portions of the public right-of-way, and stormwater management facilities within the public right-of-way ~~so long as~~provided that ~~there~~ no ground is disturbed riverward of top of bank (top of bank is shown on Map 475-2);

~~r. Temporary site investigative work including soil tests, land surveys, groundwater and water quality monitoring stations when all of the following are met:~~

~~(1) The work is conducted using hand-held equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;~~

~~(2) The disturbance is temporary; and~~

~~(3) No trees are removed;~~

~~t. Signs;~~

s. Installation of fencing in the following situations:

(1) Fencing on an existing paved surface;

(2) Fencing around stormwater facilities that meet the Stormwater Management Manual; or

(3) Temporary fencing to protect resource enhancement project planting areas, prevent access to hazardous material spill areas or contaminated sites, or to close off or control the use of illegal trails. The fence must be removed within five years;

t. Installation of signage provided no trees over six inches in diameter are removed; and

u. Removal of trash, provided that native vegetation is not removed or damaged. This includes removal of trash from the river bed and from the water. Removal of trash does not include the removal or remediation of hazardous substances.

Commentary

33.475.040.C Removal or Remediation of Hazardous Substances
The requirements of 33.475.500 only apply in areas where the removal or remediation actions are implemented. Outside of the removal or remediation action areas, all other procedures and regulations of this chapter, including the landscaping standards, must be met.

C. Removal or Remediation of Hazardous Substances. The regulations in 33.475.500 apply to actions to remove or remediate hazardous substances that have been approved or selected under Oregon or federal cleanup law. The regulations in 33.475.500 only apply to the portions of the site where the removal or remediation actions will occur; other portions of the site outside of the removal or remediation areas must meet all other applicable regulations and procedural requirements of this chapter. Remedial actions within ~~City~~ public rights of way and actions not approved or selected by a state or federal cleanup authority must meet all other applicable regulations and procedural requirements of this chapter and may not use 33.475.500. The applicant conducting the removal or remediation action may choose to meet ~~the regulations and procedural requirements of this chapter, or may choose to meet~~ the regulations of 33.475.500 or all other applicable regulations of this chapter.

~~**33.475.050 Property Line Adjustments**~~

~~Property Line Adjustments may not result in a property a property that is in more than one river overlay zone, unless the second overlay is the River Environmental overlay zone.~~

33.475.0~~6~~50 Supplemental Permit Application Requirements

The following information is required when a permit for development or exterior alteration in the River Overlay Zones is reviewed for compliance with this chapter.

Commentary

A. Supplemental site plan. ~~A site plan drawn accurately to scale, and be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches. The scale of the drawing must be between 1 inch = 50 feet, and 1 inch = 10 feet. Ground elevations must be shown by contour lines at 2-foot vertical intervals~~ The following supplemental site plans are required when a permit for development or exterior alteration within the River Overlay zones is reviewed for compliance with this chapter. Five copies of each required site plan must be submitted. The site plans must show the entire site, must be drawn accurately to a scale that is between 1 inch to 50 feet and 1 inch to 10 feet, and must show all property lines with dimensions, a north arrow and a date. Additional site plans that show only a portion of the site may be submitted. All copies of site plans must be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches; and

~~**B. Information required.** The following information must be provided on the site plan in addition to the application requirements of 33.730.060. The information in paragraphs 1 and 2 must be submitted with permit application plans. Submission of the information in paragraph 3 is optional.~~

1. An existing conditions site plan including:

   a. Location of all base zone and overlay zone lines on the site;

   b. Location of the top of bank, river setback line and the landscaping sub areas;

   c. Outline of any existing development, including existing river bank stabilization treatments, stormwater treatment facilities, environmental enhancement or mitigation areas, and trails and paths;

   d. Extent of the 100-year floodplain;

   e. ~~Trees, including the location of the trunk and crown cover, must be identified as follows:(1)~~ The location, size including trunk and canopy crown diameter, and species of trees that are 1.5 ~~3~~ inches or greater in diameter that are within the area where ground disturbance or vegetation removal will occur, or that are within 50 feet of the area where ground disturbance and vegetation removal will occur;~~have crown cover that overlaps that area, must be indicated on the site plan; and~~

      ~~(2) The area of canopy crown cover and species composition of trees located outside of and within 50 feet of the area where ground disturbance and vegetation removal will occur~~.

   f~~r~~. Vegetation~~,~~ other than trees~~,~~ within the area where ground disturbance or vegetation removal will occur, and vegetation other than trees within 50 feet of the area where ground disturbance and vegetation removal will occur. Vegetation may be shown as the area of cover with a list and percent cover of plant species present; and

   g. Topography shown by contour lines at 2 foot vertical contours in areas of slopes less than 10 percent and at 5 foot vertical contours in areas of slopes 10 percent or greater.

Commentary

33.475.210 River Setback

OAR 660-015-0005 and Statewide Planning Goal 15 require that a setback line be established to keep structures separated from the river. However, the requirement does not apply to "water-related or water-dependent uses". The existing greenway regulations require that development be setback 25 feet from the top of bank. The setback does not apply to development such as buildings and structures that are river-dependent and river-related development. The setback also does not apply to the major public trails, viewing areas located at designated viewpoints, view corridors, hazardous material clean up or to natural resource enhancement or mitigation. The setback is 50 feet from the top of bank of the Willamette River in the Central Reach for non-river dependent and river-related uses and development. One of the main goals of the River Plan/Central Reach is to provide enough space within the river setback for public recreation, natural resource protection and enhancement and other river-related development and activities in the city's most urban section of riverfront. An expanded setback in the Central Reach helps fulfill the stated goals and policies of the Central City 2035 Plan for the Willamette River.

The setback is based on the location of the top of bank. A new top of bank map is included, which is based on Light Detection and Ranging (LIDAR) data. It is intended that applicants use the top of bank as mapped by the City or provide a surveyed top of bank based on the definition, Chapter 33.910, and measurements, Chapter 33.930.

The City is currently ground truthing this map and will bring forward any necessary amendments during the City Council phase.

Best available science, including Metro's Title 13 Nature in Neighborhoods Program and City of Portland's Natural Resources Inventory, have documented that the absolute minimum area for protection of riparian corridors around rivers, streams and wetlands is 50 feet. A 50-foot setback that includes trails and other development does not meet the minimum requirement for protection of riparian corridors. However, due to the extent of existing development that already encroaches into the riparian corridor, as well as other Central City goals that encourage activation of and access to the Willamette River, a 50-foot setback is the maximum practical for the Central City. In other reaches of the Willamette River a wider setback that is more protective of the riparian corridor may be appropriate.

2. A proposed development or exterior alterations plan including:

   a. Outline of the proposed project area, including:

      (1) limits of the temporary and permanent disturbance areas, ~~including~~ equipment staging and maneuvering areas, ingress and egress areas, and areas to be left undisturbed;

      (2) areas of ground disturbance, stockpiling or grading;

      (3) outfalls and river bank stabilization treatments;

      (4) trails and paths;

      (5) areas of vegetation to be left undisturbed including the root protection zone for trees;

      (6) environmental enhancement or mitigation areas,

   b. Location and size (cubic yards) of fill to be placed within the 100-year floodplain;

   c. Location and description of all proposed erosion control measures;

   d. Location and description of all proposed stormwater management facilities;

   e. Location of proposed fencing~~,~~ and identification of where the fencing is temporary and where it is permanent~~indicated with the fencing is temporary and permanent~~;

   f. Location of exterior lighting; and

   g. A landscaping plan indicating the size, species, and location of all vegetation to be planted.

~~3~~B. Photos of the site. Submission of ~~P~~photographs of the site are not required but are encouraged to supplement the existing conditions site plan.

River General Overlay Zone

33.475.200 Use Regulations

There are no special use restrictions in the River General overlay zone.

33.475.210 River Setback

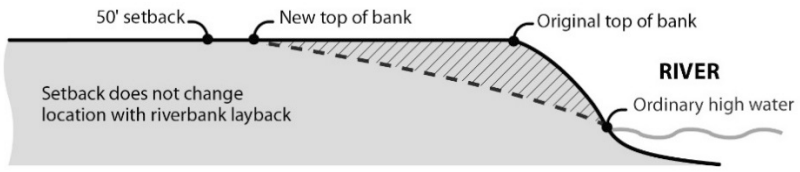
A. Purpose. The purpose of the river setback is to keep structures separated from the river in areas where the land is not being reserved for river-dependent and river-related uses. Separating structures from the river facilitates protection, maintenance, restoration, preservation and enhancement of the natural, scenic, historic and recreational qualities of the Willamette River in the Central Reach by reserving space for the conservation and enhancement of natural vegetation and the opportunity for public access. In addition, OAR 660-015-0005 requires the establishment of a setback line.

Commentary

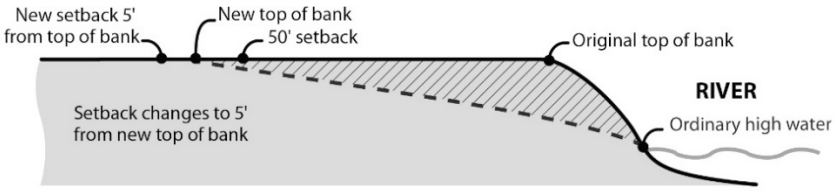
33.475.210.C

When the river bank is laid back to reduce the steepness and enhance riparian and in-water habitat, the location of the setback remains in its existing location unless laying the bank back creates a top-of-bank that is landward of the original setback. In that situation the new setback is 5 feet landward from the new top-of-bank. See examples below.

Example 1: The new top of bank is riverward of the original setback.



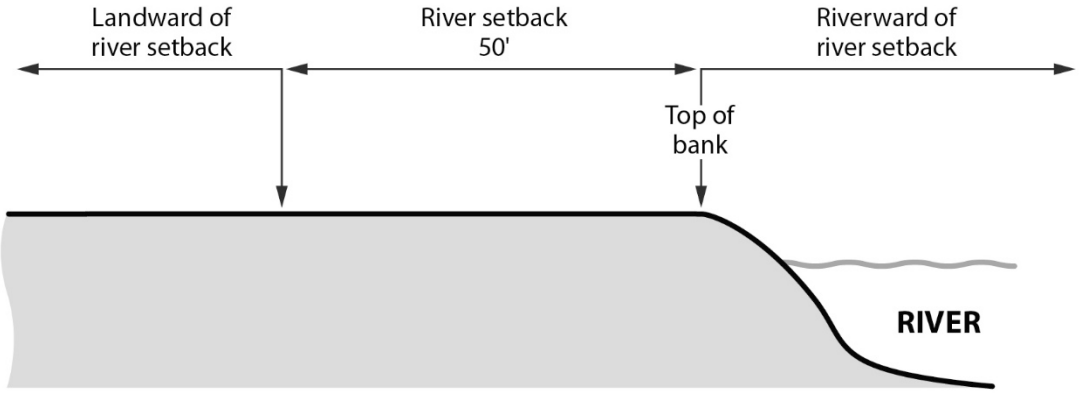
Example 2: The new top of bank is landward of the original setback, so a new setback is established 5 feet from top of bank.



B. General. The requirements of this section focus on whether the development is river-dependent or river-related. The focus is not on the primary use of the land. For example, in the River General overlay zone, a marine transportation terminal is a river-dependent primary use, but not all development associated with the terminal is river-dependent. The dock is river-dependent, but the parking lot and offices are not.

C. The river setback. The river setback extends from the top of the bank to a point 50 feet landward of the top of the bank. See Figure 475-1. Top of bank is shown on Map 475-2 or is determined as described in 33.910.030, Definitions, and 33.930.150, Measuring Top of Bank. Where alteration to the river bank carried out to meet 33.475.440.~~G~~H results in the top of bank shifting landward, the applicant may choose to measure the setback from the original top of bank. When this occurs, a survey of the original top of bank line and new top of bank line must be submitted for verification that the top of bank has been measured according to the standard in 33.930.150, Measuring Top of Bank, and then recorded with the County recorder. ~~See Figure 475-2.~~ In all cases the setback line must be at least 5 feet landward of the new top of bank line. ~~See Figure 475-3.~~

Figure 475-1
River Setback



D. River setback standards.

1. Development landward of the river setback. Development, exterior alterations, excavations, and fills landward of the river setback are not required to be river-dependent or river-related.

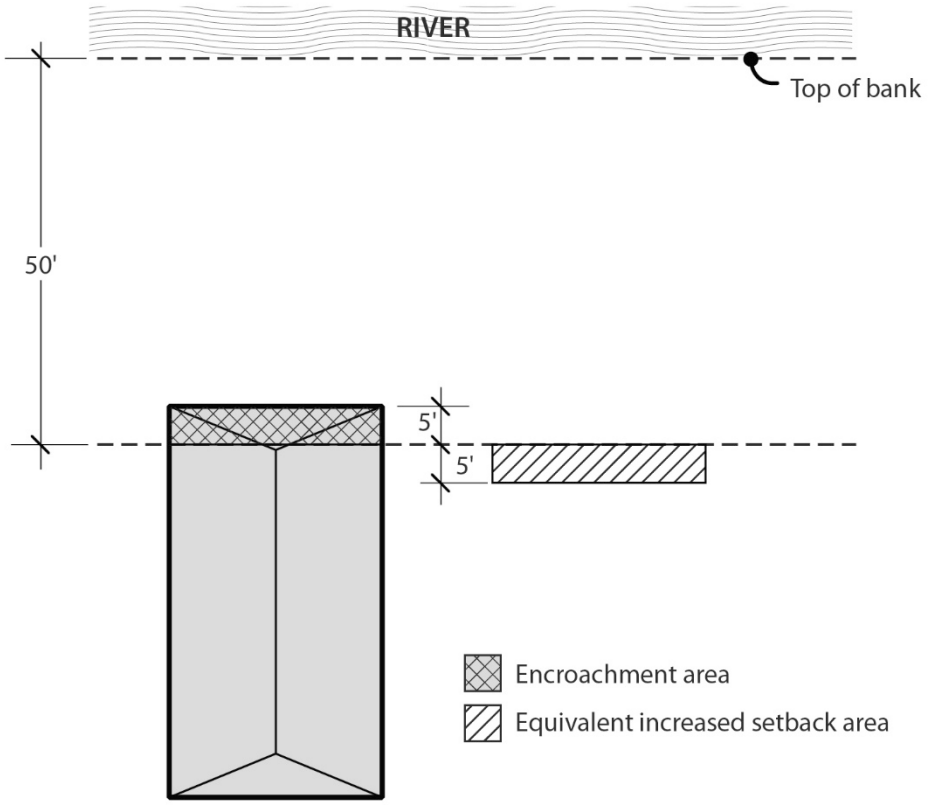
2. Development within or riverward of the river setback. Development, exterior alterations, excavations, and fills within or riverward of the river setback must be river-dependent or river-related. Development, exterior alterations, excavations, ~~or~~ and fills that are not river-dependent or river-related are allowed within or riverward of the river setback only if it meets 33.475.210.E, Encroachment into the setback, or is approved through ~~River Review and~~ a Greenway Goal Exception.

Commentary

33.475.210.E Encroachment into the setback.
One of the main goals of the River Plan/Central Reach is to provide flexibility for property owners in the Central City to expand and redevelop on site. This standard allows non-river-dependent and non-river-related development to encroach up to 5 feet into the river setback as long as the setback is enlarged an amount equal to the square footage of the encroachment. The regulations also stipulate that at no point can development encroach closer than 45 feet from top of bank.

E. Encroachment into the setback. Development that is not river-dependent or river-related may encroach up to 5 feet into the river setback ~~as long as~~provided that the setback is increased by an area equivalent in size to the encroachment area. The area that is increased must be located ~~is provided~~ adjacent ~~and contiguous~~ to the original setback ~~area~~. See Figure 475-2.

Figure 475-2
Encroachment into the River Setback



Commentary

33.475.215 Marine Passenger Docks

As stated in 33.910.030, the river-related definition is updated to add certain uses and development associated with a marine passenger dock (and a marine passenger terminal) with a primary purpose to load and unload passengers from marine vessels. Passenger waiting and queuing areas, security checkpoints, and machine shops associated with marine passenger docks and marine passenger terminals can locate in the river setback.

Section 33.475.215 limits building coverage to 5,000 square feet for river-related development associated with marine passenger docks within the river setback. Allowed river-related development could be located in multiple stories as long as the building footprint within the river setback does not exceed 5,000 square feet. Staff looked at the queuing area at the Salmon Springs dock, the average square footages for similar uses associated with an aviation passenger terminal and the square footage for other related uses provided by an interested property owner to calculate the square footage limitation. The elements that are essential to the loading and unloading of passengers are the queuing and security areas (and thus river-related). Some amount of passenger waiting area (with seating) is appropriate within the setback, especially for seniors and those with special needs. If a larger waiting area is needed, it can locate contiguous to the river setback. Limiting the footprint of this development in the river setback to essential river-related development will help address other Willamette River goals and objectives including the conservation and enhancement of natural, scenic and historic resources, recreation or public access.

33.475.220.B. Required Landscaping

New development must comply with this standard, which is intended to increase vegetation along the Willamette River to improve multiple ecosystem functions, increase habitat and provide other environmental benefits. Legally nonconforming development can maintain their nonconforming landscaping or may choose to come further into conformance; but may not become more nonconforming. If the owner of a legal nonconforming development alters their site, they are subject to Chapter 33.258. Alterations costing more than $154,000 will require that 10% of project value be dedicated to coming more into conformance with existing zoning codes. Landscaping is one option that counts towards becoming more conforming.

This requirement does not apply to Governor Tom McCall Waterfront Park because the park is in the center of Portland's urban center, serves the entire region as a recreational destination and has multiple and varied uses and activities including large scale events. There is a master plan for the park that includes improvements and landscaping that will accommodate the current and future uses and activities at the park.

The landscaping requirement also does not apply to the mapped portion of the "Eastbank Crescent Beach"; a naturally occurring beach near the Hawthorne Bridge on the east side of the Willamette River. If the Eastbank Crescent is improved as a public beach and swimming area, landscaping will be determined as part of a public planning process for that area.

33.475.215 Marine Passenger Docks ~~and Marine Passenger Terminals~~

A. Purpose. River-related development provides goods or services that are directly associated with river-dependent land or waterway use. River-related development is typically allowed within the river setback, however certain river-related development associated with a marine passenger dock, while river-related in nature, does not need to be fully located within the river setback. In order to ensure that these particular types of river-related development do not overwhelm or dominate within the river setback, the total amount of footprint allowed within the setback is limited. The limitation will ensure that the river setback can accommodate other river-related or river-dependent development and provide opportunities for recreation, public access, and the conservation and enhancement of natural, scenic and historic resources. ~~The standard to limit the built area of river-related development associated with marine passenger docks in the river setback ensures that other goals of the Willamette River Greenway (Statewide Planning Goal 15) such as conservation, enhancement and maintenance of natural resources, recreation and public access, scenic and historic values can be met. [NOTE: The purpose statement for this code section will be provided at the Planning and Sustainability Commission public hearing on 7/26]~~

B. Standard. Passenger waiting and queuing areas, security checkpoints, ~~cold food storage,~~ and machine shops associated with marine passenger docks for subregional travel or~~and marine passenger terminals~~ **marine passenger terminals** for regional travel are limited to a 5,000 square ~~feet~~ foot footprint within or riverward of the river setback.

33.475.220 Landscaping

The following regulations apply in the River General overlay zone. Modifications and adjustments are prohibited.

A. Purpose. The landscaping regulations are intended to increase vegetation along the Willamette River. Adding a diversity of vegetation within the river setback will improve multiple ecosystem functions, increase fish and wildlife habitat, provide shade, cool the air, and create visual diversity. The regulations are also intended to accommodate safe and enjoyable public access to and along the Willamette River.

B. Required landscaping.

1. Governor Tom McCall Waterfront Park and the Eastbank Crescent beach, shown on Map 475-3, ~~is~~ are exempt from this Section.

Commentary

33.475.220.B.2.c Exceptions
On contaminated sites, the Oregon Department of Environmental Quality works with the property owners and other jurisdictions to determine the appropriate removal or remediation actions to clean up the site. The areas where the removal or remediation actions are implemented do not need to meet the landscaping standards. Outside of the removal or remediation areas, the landscaping standards must be met.

Within utility easements, the roots of trees and shrubs may impact the underground utilities. Future maintenance may require removal of vegetation. Grass and forbs are required to minimize erosion and provide some natural resources functions.

Within scenic (s) overlay zones trees and shrubs can grow and fully or partially block the protected view. Trees are not allowed to be planted in the s overlay. Shrubs may be planted and depending on the topography of the site and the species of shrub may have no impact on the view. Shrubs are encouraged because they provide multiple riparian corridor functions and wildlife habitat. Land within the s overlay must be seeded with grasses and forbs to minimize erosion and provide some natural resources functions.

Where the riverbank between the ordinary high water mark and the top of bank is steep and armored with rip rap or where the rip rap is very thick, vegetation cannot survive. Rather than plant the armored bank, the equivalent size of landscaped area can be provided elsewhere on-site provided that area is outside of the river setback but within the river overlay zones. While on-site landscaping located within 100-200 feet of the Willamette River or within the river's floodplain provides riparian corridor functions and wildlife habitat, on-site landscaping located more than 100-200 feet from the river does provides wildlife habitat.

Most of the Central Reach sites that have river frontage are already developed. Incorporating landscaping landward of the river setback at an equivalent size to the subarea 1 area that would have been landscaped may not be feasible. There is an option to pay a fee-in-lieu of landscaping.

Resources enhancement areas and mitigation areas have planting standards that require a higher density of tree planting than the landscaping requirements. When the standards for enhancement and mitigation areas are met, the planting density will automatically meet the landscaping requirements. Outside of the areas used for resource enhancement or mitigation, the landscaping standards must be met.

2. Required landscaping for all other areas. For areas not exempt from this section, ~~all other areas,~~ land within and riverward of the river setback that is not covered with a building or other structure or developed with a trail or viewing area must be landscaped to meet Table 475-1, Landscaping Planting Density. Subareas are shown on Figure 475-3 and described below. There are three planting densities allowed within each subarea. The applicant may choose which planting density standard to apply within each subarea, and more than one planting density may occur on a site. For example, the applicant may choose planting density 1 for all the subareas, or planting density 2 for subarea 1, planting density 3 for subarea 2, and planting density 1 for subarea 3.

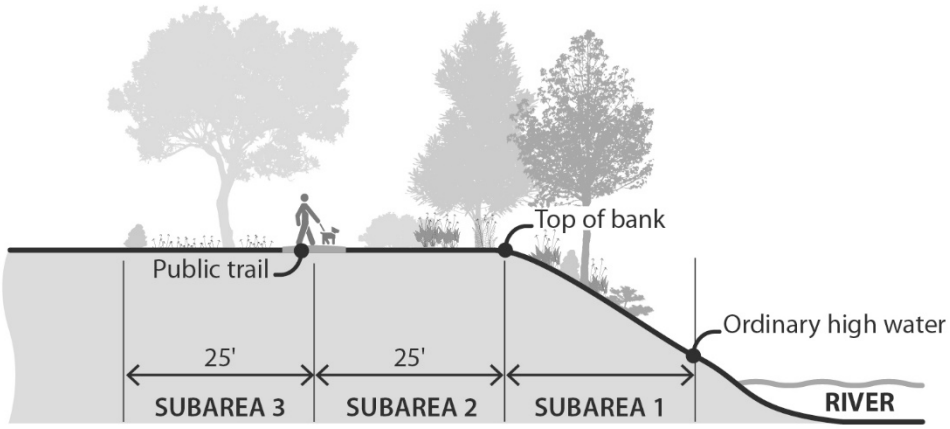
   a. Subareas:

   (1) Subarea 1. Subarea 1 extends from the ordinary high water mark to the top of bank of the Willamette River.

   ~~b.~~(2) Subarea 2. Subarea 2 extends from the top of bank to a point 25 feet landward of the top of bank of the Willamette River.

   ~~c.~~(3) Subarea 3. Subarea 3 extends from a point 25 feet landward of the top of bank ~~and~~ to a point 50 feet landward of the top of bank of the Willamette River (top of bank is shown on Map 475-2).

Figure 475-3
Landscaping Area



b. Vegetation planted to meet the resource enhancement standards of 33.475.440.H or the mitigation standards of 33.475.440.L may be counted towards meeting the landscaping standard.

~~d~~c. Exceptions.

~~(1) Landscaping is not required within resource enhancement areas that meet the standards of 33.475.440.G;~~

~~(2) Landscaping is not required within mitigation areas that meet the standards of 33.475.440.K;~~

Commentary

(~~3~~1) Landscaping is not required within portions of sites where contamination removal or remediation actions meet the standards of 33.475.500;

(~~4~~2) ~~Within utility easements t~~Trees and shrubs are not required within utility easements but the area must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre;

(~~5~~3) Trees and shrubs are not required within a scenic (s) overlay zones ~~view corridor shown on Map 480-1~~ but the area must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees may not be planted within a scenic (s) overlay zones ~~view corridor shown~~; or

(~~6~~4) If the area to be landscaped within subarea 1 has an average slope of 30 percent or steeper (30 percent slope represents a rise over run ratio of 1:3.3) and the area with an average slope of 30 percent or steeper is armored with rip rap, or the area within subarea 1 has rip rap that is at least four feet deep, then the required subarea 1 landscaping may be planted on an area of the site that is landward of the river setback but within the River overlay zone, or the applicant may pay a revegetation fee-in-lieu as described below. If the landscaping will be provided on-site, the total area outside of subarea 1 to be landscaped must be equivalent in size to the area that would have been required to be landscaped in subarea 1. More than one landscaped area may be provided to achieve the total, but other required landscaping may not count toward the total:

- Revegetation fee-in-lieu use and administration. The revegetation fee is collected by Bureau of Development Services and is administered by the Bureau of Environmental Services (BES). The fees collected are used for revegetation projects on public or private property within the same reach of the Willamette River as the site. The reaches are shown on Map 475-1.
- Calculation of required fee-in-lieu contributions. Applicants must contribute the cost to purchase and plant trees, shrubs and groundcover plants as set out in the next bullet. The cost to purchase and plant trees and plants will be adjusted annually as determined by the Director of BES based on current market prices for materials, labor and maintenance.
- Required fee-in-lieu contribution. The applicant must contribute the cost to purchase, plant and maintain one tree, three shrubs and four ground cover plants per 100 square feet of required planting area before a building permit will be issued. The fee calculation will be rounded up to the next multiple of $10. The minimum area to be used in this calculation is 100 square feet. Calculations that are not a multiple of 100 will be rounded up to the next multiple of 100.

Commentary

Table 475-1

The intent of Table 475-1 is to allow a mix of tree types, densities and heights. Applicants may choose to install a mix of tree sizes, and planting densities, within each subarea. However, applicants are not required to choose a mix of densities, unless the total area to be planted is greater than 600 square feet. The shrub and grass densities are consistent across the entire setback, only the density of trees may vary depending on the size at maturity of the tree species.

Planting a mix of tree types, densities and heights will provide a diversity of habitat. In addition, a diversity of trees will create unique experiences along the river for the public.

Title 11, Trees, code section 11.60.020.C. Canopy, includes canopy size categories. Tree canopy types are categorized as small, medium, or large based on the estimated canopy size at maturity. The "Portland Tree and Landscaping Manual" suggested plant lists include the size categories recognized for many trees. To determine the size category of a tree not listed in the "Portland Tree and Landscaping Manual" the applicant will provide an objective source of information about the tree's mature height, crown spread, and growth rate. This information can come from published sources, internet sources, or nursery information such as cut sheets.

The canopy size category is calculated according to the following formulas, which incorporate the estimated height and crown spread of a mature specimen and the tree species' growth rate:

1. Small trees have a canopy factor of less than 40, Medium trees have a canopy factor from 40 to 90, and Large trees have a canopy factor greater than 90;
2. Canopy factor = (Mature height of tree) x (Mature canopy spread) x (Growth rate factor) x 0.01;
3. The growth rate factor is 3 for fast-growing trees, 2 for medium growing trees, and 1 for slow-growing trees

Table 475-1 Landscaping Planting Density			
Subarea	**Planting Density 1: Small Trees[1]**	**Planting Density 2: Medium Trees[1]**	**Planting Density 3: Large Trees[1]**
Landscaping Subarea 1	One tree, three shrubs, and four other ground cover plants must be planted for every 100 square feet. Trees may be clustered. All plants must be native.	One tree, six shrubs, and eight other ground cover plants must be planted for every 200 square feet. Trees may be clustered. All plants must be native.	One tree, nine shrubs, and 12 other ground cover plants must be planted for every 300 square feet. Trees may be clustered. All plants must be native.
Landscaping Subarea 2	One tree and one of the following two options for every 100 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Three shrubs and four other groundcover plants.	One tree and one of the following two options for every 200 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: Six shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Six shrubs and eight other groundcover plants.	One tree and one of the following two options for every 300 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: ~~Three~~ Nine shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Nine shrubs and 12 other groundcover plants.
Landscaping Subarea 3	One tree for every 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.	One tree for every 200 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.	One tree for every 300 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.

[1]Tree sizes is based on Title 11.60.020.C Canopy Size

Commentary

33.475.220.C. Landscaped area site preparation.
The Central Reach's urban riverfront has been highly altered with hardscaped materials and debris. This standard is intended to help ensure that the site conditions are conducive to plant survival over time when the planting of vegetation is required.

Erosion control measures, which include existing riverbank rip rap, do not need to be removed.

33.475.220.D. Plant Requirements
This subsection details plant requirements. Willow and tree cuttings and branches cut off existing trees, can be planted directly into rip rap.

Within a 600 square foot area, to meet the diversity requirement of at least 2 different species and two different sizes of tree, the applicant would need to plant one of the following options:

- 3 small trees (300 sq. ft.) and 1 large tree (300 sq. ft.);
- 1 small (100 sq. ft.), 1 medium (200 sq. ft.) and 1 large (300 sq. ft.); or
- 2 small (200 sq. ft.) and 2 medium (400 sq. ft.).

As the total landscaping area gets larger, a wider mix of tree sizes can be chosen. For 1,200 sq. ft. there is a wide mix of sizes that could be used to meet the requirement. It is up to the applicant to show how they are meeting the planting density.

C. Landscaped area site preparation. Before installing the required landscaping, the following standards must be met:

1. All prohibited and nuisance plants listed on the *Portland Plant List* must be removed within and riverward of the river setback.

2. All structures and debris located within and riverward of the river setback must be removed except for river-dependent and river-related structures, ~~**legal**~~ non-conforming ~~structures~~development, erosion control measures, flood control facilities, large wood, and bioengineered structures. Examples of bioengineered structures include bundles of plant materials or soil cells wrapped in biodegradable fabrics.

3. If the area to be planted is not currently vegetated, the soil must be amended with 12 inches of growing medium. If the planting area is in subarea 1~~,~~ has ~~a~~an average slope of 30 percent or ~~less~~ steeper ~~20 percent of steeper slope~~ (~~20~~30 percent slope represents a rise over run ratio of ~~1:5~~ 1:3.3), and is armored with rip rap, the growing medium may be placed in planting wells. The composition of the growing medium must meet one of the following:

   a. For all planting areas located outside of the flood hazard area, the growing medium must be a blend of loamy soil, sand, and compost that is 30 to 40 percent plant material compost (by volume); or

   b. For all planting areas located within the flood hazard area, the growing medium must be a blend of loamy soil, sand, small gravels and compost. A landscape architect or civil engineer must certify that the growing medium is adequate to support the establishment and growth of vegetation, and is heavier than water.

4. Placement of the growing medium is not allowed when the ground is frozen or saturated; and

5. Temporary erosion control measures are required until permanent stabilization measures are functional. Temporary erosion control measures must be biodegradable or removed after permanent stabilization measures are functional or within 3 years, whichever is sooner.

D. Plant requirements. Trees must be a minimum ½-inch caliper, bareroot, or live stakes, unless they are oak or madrone, which may be one gallon size. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent. For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species must be used.

Commentary

33.475.230 Exterior Lighting

The standards are intended to minimize the adverse health, safety, and livability impacts of exterior lighting on humans, fish and wildlife, including glare, light spill, and encroachment into habitat areas. The standards and exemptions are also intended to continue providing for public safety in public parks and along trails and rights of way, and to support river dependent uses. These standards are also proposed in the South Waterfront Subdistrict under the River General (g) overlay zone regulations (see 33.253.E.5.h).

This section includes general standards for directionality and shielding of exterior light fixtures that apply throughout the overlay zone. These standards will support policies calling for energy efficiency, reducing light pollution and glare, and reducing light-related hazards to birds. This section also includes standards for exterior lighting on land proximate to the Willamette River. These standards restrict the location, spacing, brightness and spectral character of lighting to reduce impacts on birds, pollinators, and other wildlife and their habitat.

33.475.230 Exterior Lighting

A. Purpose. The standards for exterior lighting are intended to:

- Avoid or minimize light glare and light spill from artificial lighting and associated negative impacts on fish and wildlife and their habitats;
- Reduce light pollution and glare impacts on residential developments;
- Maintain public safety and security along ~~the Greenway~~ major public trails, in parks, along public rights-of-way, and on piers and gangways; and
- Provide flexibility for river dependent operations associated with docks.

B. General standards. The following standards apply to all exterior lights located within the River General ~~(g*)~~ overlay zone.

1. Exterior lights must not project light upward or to the side of the fixture; and
2. The top and sides of all exterior light fixtures must be shielded with 100 percent opaque materials.

C. Additional standards for areas near the Willamette River. The following standards apply to all permanent exterior lights located within and riverward of the river setback, and all permanent exterior lights located within 25 feet landward of the river setback. Exterior lights within Governor Tom McCall Waterfront Park, and exterior lights within public rights-of-way are exempt from ~~the standard in~~ this Subsection ~~Subsubparagraph, but must meet the standards in Subparagraph B.~~:

1. Exterior lights are allowed only if the lights are for the ~~as~~ followings ~~uses or development~~:
   a. ~~In property owned or managed by the City of Portland Parks and Recreation~~ Park and Open Area uses;~~,~~
   b. ~~In a public right-of-way,~~ The major public trail;
   c. ~~When associated with a major public trail or~~ A public viewing area; or
   d. ~~When associated with a r~~River-dependent or river-related development.
2. Structures that support exterior light fixtures must be set back at least 5 feet from the top of bank of the Willamette River **unless the structure that supports the exterior light fixture is located on a** ~~**except for**~~ dock~~**s, pier**~~ and gangway~~**s**~~, and must be setback at least 30 feet from any other stream, drainageway, wetland or water body (top of bank is shown on Map 475-2);
3. Structures that support exterior light fixtures must be spaced at least 25 feet apart;
4. Lamps must fall below 3000K or within an S/P ratio range of 1 to 1.2; and
5. Exterior lights must not project directly into the Willamette River.

Commentary

33.475.240 Public Viewpoints
Statewide Planning Goal 15 Willamette River Greenway calls for protecting, enhancing, and maintaining the natural, scenic, historical and recreational qualities of lands along the river. The provision allows public viewpoints within the river setback to help support scenic, natural and public recreation goals and policies for the Willamette River. This standard applies to sites that are within the River Overlay zone boundary and are designated in the *Central City Scenic Resources Protection Plan*.

33.475.250 Nonconforming Uses and Development
Nonconforming uses and development exist where a site met all the regulations at the time it was developed but does not meet the current regulations because of subsequent changes to the Zoning Code. For example, many parking lots were built before Portland required landscaping. Such development can remain as long as there are no changes to the site.

The language allows nonconforming uses and development to continue. Expansion of the use or development may occur provided that it is not within or riverward of the river setback. This means that new overhanging or cantilever structures like decks or bay windows are not allowed. These structures would bring the nonconforming development further out of compliance with river setback regulations. Development may change to allow river-dependent and river-related development by right, consistent with Statewide Planning Goal 15, Willamette River, and other zoning code regulations.

33.475.260 Property Line Adjustments

In the past, property line adjustments have been approved that resulted in eliminating river frontage. The proposed regulations ensure that property line adjustments do not create more than one river overlay zone on the site with the exception of the River Environmental overlay zone, which is intended to coincide with other river overlay zones. The river overlay zones each have a different purpose and set of regulations.

33.475.240 Public Viewpoints

A. Purpose. Public viewpoints **providinge stopping places along major public ~~the Greenway trails and the Willamette River~~** where the public can view and enjoy the natural, scenic, **historic, cultural,** recreational and economic qualities of the **~~Greenway~~ Willamette River**.

B. Viewpoint Requirement. All sites designated with a viewpoint**s ~~symbol on Map 480-1~~ in the *Central City Scenic Resources Protection Plan*** are required to provide a public viewpoint. The viewpoint design is addressed through the Central City Fundamental Design Guidelines. In addition, the viewpoint must comply with the Use of Trail, Hours of Use, Trespass and Trail Maintenance and Liability sections of Chapter 33.272, Major Public Trails. The Trails Maintenance and Liability section is applicable when the viewpoint is located along the physically contiguous trail segment.

33.475.250 Nonconforming Uses and Development

Nonconforming uses and development in the River General overlay zone are subject to the regulations and reviews of Chapter 33.258, Nonconforming Situations. The additional regulations stated below apply to development within or riverward of the river setback that is not river-dependent or river-related:

A. The development may continue;

B. The development may be changed to an allowed river-dependent or river-related development by right;

C. The development may be changed to another nonconforming development if within the existing building. If outdoors, it may not be changed to another nonconforming development; and

D. The development may be expanded, but not within or riverward of the river setback. Expansion includes adding additional floor area.

33.475.260 Property Line Adjustments

Property line adjustments may not result in a property ~~a property~~ that is in more than one river overlay zone, unless the second overlay is the River Environmental overlay zone. Adjustments are prohibited.

Commentary

33.475.420 Review Procedures

The River Environmental overlay zone includes a multi-track system that allows some types of development and activity to be exempt from regulations, allows some development and exterior alteration if it meets standards, and requires some development to go through a land use review. The standards are modelled after the standards listed in Chapter 33.430, Environmental Zones; however, there are some differences specific to the Central Reach.

River Environmental Overlay Zone

33.475.400 Use Regulation

There are no special use restrictions associated specifically with the River Environmental ~~O~~o~~v~~erlay ~~Z~~z~~v~~one. However, any use restrictions that apply as a result of an accompanying River ~~O~~o~~v~~erlay zone also apply within the River Environmental ~~O~~o~~v~~erlay ~~Z~~z~~v~~one.

33.475.410 Environmental Report

The application of the River Environmental overlay zone is based on a detailed study titled *Central Reach Natural Resources Protection Plan (2016)*. The report identifies the type, location, extent and relative condition of natural resource features and describes the functional values they provide within the study area. Functional values are the benefits provided by resources. The values for each resource site are described in the inventory section of the report.

33.475.420 Review Procedures

Development and exterior alterations will be reviewed through one of the following tracks:

A. Standards. Several specific types of development and exterior alterations are allowed within the River Environmental overlay zone if the proposal meets certain standards. ~~Standards are provided for bulkheads, rights-of-way, utility lines, stormwater outfalls, trails, viewpoints, resource enhancement, exterior lights, and site investigative work.~~ The standards are intended to encourage sensitive development while providing clear limitations on disturbance, including tree removal, and minimizing impacts on resources and functional values. Adjustments to the standards are prohibited. Modification of the standards may be approved through River Review. When a proposal can meet the standards, the applicant may choose to meet the objective standards of this section or go through the discretionary River Review process. When there are no applicable standards, the proposal must be approved through River Review. Compliance with the standards is determined as part of the building permit or development permit application process. The standards are listed in 33.475.440.

B. Review. River Review is required when the proposed development or exterior alteration is subject to the River Environmental ~~O~~o~~v~~erlay ~~Z~~z~~v~~one regulations and the development or exterior alteration either does not meet the River Environmental development standards or there are no River Environmental development standards that apply to the proposal. The process and approval criteria for River Review can be found in Chapter 33.865, River Review.

Commentary

33.475.430 Prohibitions

This section prohibits the packaging and storage of most hazardous substances, the planting and propagation of identified nuisance plants and the dumping of trash or yard debris within the River Environmental overlay zone area. All of these materials and activities negatively impact protection and enhancement of high and medium ranked natural resources.

33.475.440 Standards

Some development and alteration will be allowed within the River Environmental overlay zone without requiring a discretionary review. The types and levels of development and alteration allowed are generally low-impact activities that can be readily mitigated. The standards limit the amount of disturbance that can occur and limit how close the development or alteration can be to the river, a stream or a wetland. Tree removal is limited and mitigation is required.

33.475.440.A Standards for rail rights-of-way

The width of corridor allowed for the development of a rail right-of-way is based on discussions with BDS staff who have reviewed the installation and extension of rail road track in the Central Reach. The width is intended to accommodate standard gauge rail (4 feet 8 inches) with added space for ballast and any equipment that may be necessary for track operations.

33.475.440.B Standards for utility lines

The standards in this paragraph apply to both new utilities and upgrades to existing utilities.

33.475.430 Prohibitions
The following are prohibited within the River Environmental ~~O~~overlay ~~Z~~zone:

A. The packaging or storage of hazardous substances except as follows:

1. Use of consumer quantities of hazardous substances is allowed. Consumer quantities of hazardous substances are packaged and distributed in a form intended or suitable for sale through retail sale outlets for consumption by individuals for purposes of personal use; and

2. Marine vessel fueling stations are allowed.

B. The planting or propagation of any plant listed on the *Nuisance Plant List*; ~~or~~and

C. Dumping of trash or yard debris.

33.475.440 Development Standards
Unless exempted by 33.475.040.B.2., the standards in this Section apply to development and exterior alterations in the River Environmental overlay zone. All of the applicable standards must be met. Modification of any of these standards requires approval through River Review.

A. Standards for rail rights of way. The following standards apply to rail rights-of-way:

1. The ~~D~~disturbance area associated with the development of a rail right-of-way must occur ~~be~~ within a corridor that is not more than 20 feet wide. No disturbance is allowed outside of the 20-foot-wide corridor;

2. Disturbance associated with the rail corridor or development of the rail corridor must not occur riverward of the top of bank of the Willamette River, within the river channel, or within 30 feet of the top of bank of any other stream, wetland, or water body (top of bank is shown on Map 475-2);

3. Tree removal is allowed as specified in Subsection ~~J~~K.; and

4. Mitigation is required as specified in Subsection ~~K~~L.

B. Standards for utility lines. The following standards apply to new utility lines and upgrades to existing utility lines, including stormwater conveyance facilities, and private connections to ~~existing or new~~ utility lines~~, and upgrades of existing utility lines~~:

1. The disturbance area for the installation of a ~~private connection to an existing or new utility line must be no more than 10 feet wide;~~

~~2. The disturbance area for the installation of a new~~ utility line or upgrade~~s~~ to an existing utility line~~s,~~ including utility trenching, must be no more than 15 feet wide;

~~3~~2. The ~~D~~disturbance area ~~associated with the installation of a utility line or a private connection to a utility line~~ must not occur ~~be~~ riverward of the top of bank of the Willamette River, within the river channel, or within 30 feet of the top of bank of any other stream, wetland, or other water body (top of bank is shown on Map 475-2);

~~4~~3. Tree removal is allowed as specified in Subsection ~~J~~K.;

Commentary

~~5~~4. The t~~T~~emporary disturbance areas **must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.** ~~located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback must be replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a scenic (s) overlay zone Disturbance areas must be planted to meet the landscaping standards of 33.475.220~~; and

~~6~~5. Exemption. If a proposed utility line or upgrade to an existing utility line runs through an area that has already been approved as a permanent disturbance area, or allowed by standards of this section, it is exempt from Paragraphs B.1.~~,~~ and B.2~~., and B.3~~.

C. Standards for stormwater outfalls. The following standards apply to the installation of stormwater outfalls:

1. The D~~d~~isturbance area associated with the installation or replacement of a stormwater outfall must ~~occur within an area that no~~not be more than 15 feet wide;

2. When constructed open channels or vegetated swales are proposed, the slope between the stormwater source and the water body must not exceed 15 percent at any point;

3. If an outfall riprap pad is used it must be planted with live stakes of native plant stock, one-half inch in diameter. Stakes must be installed at a density of three stakes per square yard. Detailed specifications for installing live stakes are found in the *Erosion Control Manual*;

4. Tree removal is allowed as specified in Subsection ~~J~~K.; and

5. Mitigation is required as specified in Subsection ~~K~~L.

D. Standards for placement of piles. The following standards apply to the placement of up to four new single piles or two new multiple-pile dolphins for each 100 feet of shoreline:

1. The placement of the piles or dolphins must be associated with a river-dependent or river-related use;

2. An equal number of piles or dolphins as are placed in the river environmental overlay zone, plus one, must be removed from the R~~r~~iver E~~e~~nvironmental overlay zone within the Central Reach. The boundaries of the Central Reach are shown on Map 475-1; and

3. If the applicant does not own the property where the pile or dolphin removal will occur, ~~they~~ the applicant must have an easement or deed restriction sufficient to allow the necessary removal.

Commentary

33.475.440.E. Standards for Trails

In the Central City, major public trails are shown as a star (★) symbol on the Official Zoning Maps. During site development, a trail easement dedication and potentially the construction of the trail is required. These standards are intended to allow for major public trails to locate within the River Environmental overlay zone, but limit the impacts of the trails, and associated public use on the natural resource functions of the riparian corridor.

If the trail crosses a stream it needs to set back 10 feet from the top-of-bank on both sides of the stream. This is different than standards for other development in this section which require disturbance area to be setback 30 feet from a stream. The reason for the allowance for trails to be located closer to streams is to facilitate completion of a contiguous trail along both sides of the Willamette River in the Central City. Much of the trail along the Willamette River is already constructed and new segments need to connect with the existing. In the North Reach and South Reach, the conditions and circumstances of the major public trails, zoning, land use and existing natural resource may warrant a different standard for stream crossings.

33.475.440.F Standards for Viewing Areas

This standard allows for the construction and maintenance of public viewing areas that are designated in the Central City Scenic Resources Protection Plan. Trees, including native trees, may be removed. The area where vegetation is removed must be revegetated with ground cover. Trees cannot be planted in view corridors because they grow and block or partially block the view. Shrubs can be planted along with the ground cover in the view corridors.

E. Standards for trails. The following standards apply to the construction of a new major public trail and alterations to an existing major public trail:

1. The trail must be setback at least 10 feet, and disturbance associated with construction of the trail must be setback at least 5 feet, from the top of bank of the Willamette River~~,~~ or a stream~~, a wetland or other water body~~ (top of bank is shown on Map 475-2);

2. The trail and disturbance associated with construction of the trail must be setback at least 30 feet from the top of bank of a wetland or other water body;

3. The total width of the trail must be no more than 16 feet;

4. The total width of disturbance area must be no more than 24 feet;

5. Tree removal is allowed as specified in Subsection ~~J~~K; and

6. Temporary disturbance area located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a scenic (s) overlay zone. ~~Temporary disturbance areas must be planted to meet the landscaping planting standards of 33.475.220.~~

~~E~~**F. Standards for public viewing areas.** The following standards apply to the construction of a public viewing area:

1. The viewing area must be associated with a viewpoint designated in the *Central City Scenic Resources Protection Plan* ~~shown on Map 480-1~~;

2. The total disturbance area must be no more than 800 square feet in area;

3. The permanent disturbance area associated with the viewing area must not be more than 500 square feet in area;

~~3.~~4. The total disturbance area must not be located below the top-of-bank of the Willamette River (top of bank is shown on Map 475-2), stream, or any other water body, and must not be located within 30 feet of a wetland;

~~4.~~5. Tree removal is allowed as specified in Subsection ~~J~~K.; and

~~5.~~6. Temporary disturbance area located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a scenic (s) overlay zone. ~~Temporary disturbance areas must be planted to meet the landscaping planting standards of 33.475.220.~~

Commentary

33.475.440.G Standards for View Corridors
This standard allows for removal of trees within the scenic (s) overlay zones. The area where vegetation is removed must be revegetated with ground cover. Shrubs may be planted along with the ground cover in the view corridors.

33.475.430.H Standards for resource enhancement
These standards are intended to ensure that the river bank is less steep than before the enhancement project because a shallow bank provides better resource function than a steep bank. The standards also require that the bank be stabilized with vegetation rather than rock armoring, which has little to no habitat value.

For projects that occur landward of the top of bank, the standards allow disturbance of the ground as long as there is no net increase in soil within the River Environmental overlay zone and the area disturbed is replanted with native vegetation. Resource enhancement projects, by definition, must result in a net increase in functional value and an improvement in the quantity or quality of resources.

33.475.440.I Standards for site investigative work
Typically, when there is ground disturbance exempt from the River Environmental overlay zone requirements, then temporary disturbances must be replanted to meet the landscaping standards of Table 475-1. However, when the exemption specifies that the temporary disturbance be less than 100 square feet in size, then the landscaping standards of Table 475-1 cannot be met if the applicant chooses to plant a medium or large sized tree. Therefore, for temporary disturbances required to be less than 100 square feet in size, the applicant can replant the area with shrubs and seed with grasses and forbs; no trees are required.

~~F~~G. **Standards for view corridors.** The following ~~are~~ standards apply **to pruning or removing vegetation in a scenic (s) overlay zone** ~~**establishment or maintenance of view corridors shown on Map 480-1**~~.

1. Tree removal and pruning is allowed as specified in Subsection ~~J~~K.; and

2. Temporary disturbance areas must be replanted with three shrubs per 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. ~~Temporary disturbance areas must be landscaped to meet the standards of 33.475.220.~~

~~G~~H. **Standards for resource enhancement.** The following standards apply to resource enhancement projects:

1. There must be no excavation, ~~or~~ fill, or construction activity~~,~~ below ordinary high water mark of any river, stream, wetland or other water body;

2. The riverbank may be re-graded if the slope after grading is shallower than the slope prior to grading and the slope is no greater than 20 percent (20 percent slope represents a rise to run ratio equal to 1:5);

3. Rock armoring must not be used on the surface between the top of bank and the ordinary high water mark of any water body except as required surrounding outfalls (top of bank is shown on Map 475-2);

4. The placement of large wood and bioengineered structures on the bank is allowed to reduce localized erosion and improve bank stabilization. Examples of bioengineered structures include bundles of plant materials or soil cells wrapped in biodegradable fabrics;

5. No structures are proposed landward of the top of bank except ~~public~~ trails that meet the regulations of 33.475.440.E, and structures associated with public viewing areas that meet the regulations of 33.475.440.~~E~~F.;

6. All nuisance plants listed on the *Portland Plant List* must be removed;

7. Tree removal is allowed as specified in Subsection K.; and

~~7.~~8. Temporary disturbance area located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a scenic (s) overlay zone. ~~Areas where ground disturbance has occurred must be planted to meet the landscaping planting standards of 33.475.220.~~

~~H~~I. **Standards for site investigative work**. The following standards apply to site investigative work. Site investigative work includes soil tests and test pits, land surveys, and groundwater and water quality monitoring stations.

1. No more than 100 square feet of disturbance area is allowed per test pit or monitoring station ~~site investigative work activity~~;

Commentary

33.475.440.J Standards for development in a City of Portland park
These standards allow the City of Portland Bureau of Parks and Recreation (Parks) to install park amenities in City parks located in the Central Reach. The types of amenities that Parks envisions being installed without River Review include park benches, picnic tables, drinking fountains, bicycle racks, trash cans, playgrounds, memorials, kiosks, etc. The standards limit the amount of additional disturbance that will occur within the River Environmental overlay zone to a total of 2,200 square feet of additional permanent disturbance area. The standards also limit tree removal and require mitigation.

33.475.440.K Standards for tree removal or pruning of vegetation
These standards allow the removal of non-native trees, including those that are listed as nuisance or prohibited on the *Portland Plant List*. These trees must be replaced with native trees. Under certain circumstances, the standards also allow the removal of native trees up to 12 inches in diameter. The removal of trees is limited to the areas within which the development or activity will occur and replacement is required for trees over 6 inches in diameter.

Trees may not be replaced within the scenic overlay zones because they may grow and block views that are intended to be protected.

2. Disturbance associated with site investigative work must be temporary;

3. No trees are removed; and

4. Temporary disturbance area must be planted with three shrubs per 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. ~~Areas where ground disturbance has occurred must be planted to meet the landscaping planting standards of 33.475.220.~~

~~I~~J. **Standards for other development in a City of Portland park.** The following standards apply to development in a City of Portland park that is not subject to another set of development standards contained in this Section.

1. The total disturbance area must not be more than 2,200 square feet;

2. Disturbance area must not be located below the top-of-bank of the Willamette River (top of bank is shown on Map 475-2), streams, or other water body, or located within 30 feet of a wetland;

~~4.~~3. Tree removal is allowed as specified in Subsection ~~J~~K.; and

~~5.~~4. Mitigation is required as specified in Subsection ~~K~~L.

~~J~~K. **Standards for removal or pruning of vegetation ~~tree removal~~.** The following standards apply to the removal or pruning of vegetation ~~trees 6 inches or greater in diameter~~:

1. All vegetation removal activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site;

2. The removal or pruning must be conducted with handheld equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;

3. Temporary disturbance area located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1;

4. The vegetation that is removed or pruned is limited to the following:

   a. Vegetation listed on the Nuisance Plant List;

   b. Dead, dying or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or certified arborist. All sections of wood more than 12 inches in diameter must be placed in the River Environmental overlay zone of the ownership within which the wood was cut unless the City Forester authorizes the removal because the wood is diseased and will threaten the health of other trees;

   c. Vegetation that exceeds the height restriction of a view corridor **with special height restrictions designated in the *Central City Scenic Resources Protection Plan*** ~~shown on Map 480-2~~;

Commentary

~~1.~~d. Trees that are not native trees on the *Portland Plant List* ~~may be removed with hand-held equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi~~; or

~~2.~~e. ~~Generally,~~ Madrone, Garry Oak or Pacific Yew that are less than 6 inches in diameter, or other native trees on the *Portland Plant List* ~~may not be removed except native trees 6 inches or greater but~~ less than 12 inches in diameter may be removed if the remove~~d~~al or prune~~d~~ing is in conjunction with development or exterior improvements approved under the standards of this section as follows:

~~a.~~(1) Within ~~the~~ a rail right-of-way ~~and~~ or within 10 feet of the rail right-of-way;

~~b.~~(2) Within ~~the~~ a utility line corridor;

~~c.~~(3) Within the disturbance area for installation or replacement of stormwater outfalls;

~~d.~~(4) Within a major public trail;

~~e.~~(5) Within a public viewing area~~s~~ associated with viewpoints designated in the *Central City Scenic Resources Protection Plan* ~~shown on Map 480-1~~;

~~f.~~(6) Within a scenic (s) overlay ~~view corridor shown on Map 480-1~~; ~~and~~

(7) Within a resource enhancement area; or

~~g.~~ (8) Within the disturbance area associated with development in a City of Portland park.

~~3. Madrone, Gary Oak or Pacific Yew that are larger than 6 inches may not be removed;~~

~~4.~~5. Trees ~~that are over 6 inches in diameter that are~~ removed must be replaced as shown in Table 475-2 and must meet the following:

~~4.~~a. Replacement vegetation must meet all of the following:

~~a.~~(1) Trees must be a minimum ½-inch caliper, bareroot or live stakes, unless they are oak or madrone, which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent;

~~b.~~(2) The planting must occur within the River Overlay Zones. Trees must not be planted within a scenic (s) overlay zone ~~view corridor designated in the Scenic Resources Protection Plan, shown on Map 480-1~~. If the vegetation is not planted on the applicant's site, then the applicant must own the property or have an easement or deed that ensures the vegetated area will not be developed; and

~~c.~~(3) The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met; and

~~5.~~b. Vegetation~~Trees~~ planted to meet the landscaping requirements of 33.475.220 may be counted towards meeting the tree replacement standard.

Commentary

33.475.440.L Standards for mitigation

Mitigation is required for most development in or alteration of the River Environmental overlay zone. Mitigation must occur in an area that is one and one-half times the size of the area that will be disturbed for the development. This ratio is intended to mitigate for the fact that when mature and established vegetation is removed and replaced with new plantings, there is a loss of resource functional value until the new vegetation becomes established.

Mitigation is usually installed within the River Environmental overlay zone. However, if the land within the River Environmental overlay zone is already planted at a high density, then the mitigation can be done elsewhere on-site provided that the mitigation area is contiguous to the River Environmental overlay zone.

Table 475 – 2 Tree Replacement in River Environmental Overlay Zone		
Size of tree to be removed (inches in diameter)	Option A (no. of native~~s~~ trees to be planted)	Option B (combination of native trees and shrubs)
At least 1.5 and up to 6	1	Not applicable
~~At least~~ More than 6 and up to 12	2	Not applicable
More than 12 and up to 20	3	1 tree and 3 shrubs
More than 20 and up to 25	5	3 trees and 6 shrubs
More than 25 and up to 30	7	5 trees and 9 shrubs
More than 30	10	7 trees and 12 shrubs

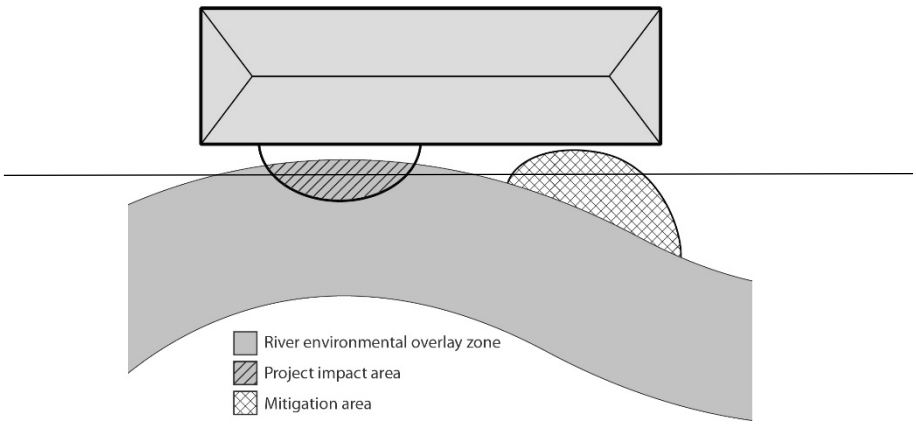
~~K~~**L. Standards for mitigation.** The following standards apply to mitigation required by ~~Paragraphs~~ Subsections A., C., ~~through F~~ and ~~I~~J.

1. Mitigation must occur at a 1.5:1 ratio of mitigation area to project impact area. Project impact area is the total area within the River Environmental overlay zone where structures will be built, vegetation will be removed, or ground disturbance will occur as a result of the proposal. Mitigation area is not counted as part of the project impact area;

2. Mitigation must occur in the River Environmental overlay zone within the Central Reach. The boundaries of the Central Reach are shown on Map 475-1. ~~or in an area that is contiguous to the River Environmental Ooverlay Zzone, see Figure 475-4~~;

3. If the mitigation area is not on the site where the project occurs, then the applicant must own the property or possess a legal instrument, such as an easement or deed restriction that is approved by the City as sufficient to ensure the right to carry out, monitor, and maintain the mitigation ~~for 10 years~~;

~~Figure 475-4~~
~~Mitigation Area Contiguous to River Environmental Overlay Zone~~



Commentary

33.475.440.L.5.
The tree replacement standard specifies the number of trees that must be planted to replace the trees removed. The trees planted can be counted towards meeting the mitigation planting density. Additional tree planting may be required to fulfill the mitigation ratio.

Table 475-3
This table represents the same planting density as the landscaping planting density for subarea 1, described in Table 475-1. It is intended to result in a multi-storied habitat with tree canopy, shrub layer and ground cover that provide a wide range of riparian corridor and wildlife habitat functions. This planting density applies everywhere in the River Environmental overlay zone where mitigation is conducted.

Title 11, Trees, code section 11.60.020.C. Canopy, includes canopy size categories. Tree canopy types are categorized as small, medium, or large based on the estimated canopy size at maturity. The "Portland Tree and Landscaping Manual" suggested plant lists include the size categories recognized for many trees. To determine the size category of a tree not listed in the "Portland Tree and Landscaping Manual" the applicant shall provide an objective source of information about the tree's mature height, crown spread, and growth rate. This information can come from published sources, internet sources, or nursery information such as cut sheets.

The canopy size category is calculated according to the following formulas, which incorporate the estimated height and crown spread of a mature specimen and the tree species' growth rate:

1. Small trees have a canopy factor of less than 40, Medium trees have a canopy factor from 40 to 90, and large trees have a canopy factor greater than 90;
2. Canopy factor = (Mature height of tree) x (Mature canopy spread) x (Growth rate factor) x 0.01;
3. The growth rate factor is 3 for fast-growing trees, 2 for medium growing trees, and 1 for slow-growing trees.

4. Nuisance plants identified on the *Portland Plant List* must be removed within the area to be replanted. Trees removed to meet this Paragraph must be replaced as specified in Subsection J.;

5. Plantings required for tree removal, as specified in Subsection J., can be counted towards mitigation if the planting is located within the River Environmental overlay zone or in an area that is contiguous to the River Environmental overlay zone;

6. Required planting density standards are specified in Table 475-3. Trees may be clustered. Trees must not be planted within a view corridor shown on Map 480-1. Plants must be selected from the *Portland Plant List*;

Table 475-3
Planting Density

	Small Trees[1]	**Medium Trees[1]**	**Large Trees[1]**
Planting Density	One tree ~~and three shrubs for every 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 100 square feet. Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Three shrub and four other groundcover plants.	One tree ~~and six shrubs for every 200 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 200 square feet. Option 1: Six shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Six shrub and eight other groundcover plants.	One tree ~~and nine shrubs for every 300 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 300 square feet. Option 1: Nine shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Nine shrub and 12 other groundcover plants.

[1] Tree size~~s~~ is based on Title 11.60.020.C Canopy Size

7. ~~If more than 10 trees, shrubs or groundcover plants are used to meet the above standard, then no more than 50 percent of the trees, shrubs or groundcover plants may be of the same genus. If more than 40 trees, shrubs or groundcover plants are used, then no more than 25 percent of the plants may be of the same genus~~ For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species must be used;

8. Trees must be a minimum ½-inch caliper, bareroot or live stake, unless they are oak or madrone, which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent; and

9. The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met.

Commentary

33.475.440.M
Typically, application of soil, including placing fill in the River Environmental overlay zone, requires River Review. However, the landscaping standards of 33.475.220 require amending the soil prior to installing the required plants. This standard, 33.475.440.M, exactly matches the landscaping soil amendment standard to ensure that applying soil amendments as required by the landscaping standard does not require River Review.

33.475.440.N
The intent of this standard is to support public recreational uses within the Willamette River, including public swimming, while minimizing the impacts of structures on in-water habitat. The temporary structure must be located in an Open Space (OS) zone to ensure that it is associated with a park and open space use. The structure may be free-floating, meaning accessed by the water, with an anchor to the river bottom or it may be attached to an existing dock, pier or piling by a rope, chain or a walkway. (A walkway is considered part of the temporary structure and, in combination with the floating portion, should meet the size and location requirements.) The standard limits the impact of the structure on the natural resources by setting a maximum size for the structure, specifying the location within the waterbody and limiting the time when the structure may be in place. The width is based on minimizing impacts of the structure by allowing sunlight to penetrate the sides, which reduces impacts on native fish. The length is intended to allow multiple uses including public swimming, non-motorized boating or fishing. No portions of the structure, including any walkways, may be closer than 50 feet from the ordinary low water mark. This will minimize the impact of the structure on shallow water habitat. And the structure may only be located in the river during the in-water work period, which is July 1 and October 31, which is between peak juvenile migration seasons. The time frame that the structure may be in the river is inclusive of set up and tear down.

Commercial uses that are not river-dependent or river-related and are proposed to be located on a floating structure would require a Greenway Goal exception.

M. Standards for application of soil amendments. The following standards apply to the application of soil amendments:

1. The depth of the soil amendment must be no more than 12 inches;

2. The soil must not be applied below the ordinary high water mark of the Willamette River, streams, or other water body, or within 30 feet of a wetland;

3. The composition of the growing medium must meet one of the following:

   a. For all planting areas located outside of the flood hazard area, the growing medium must be a blend of loamy soil, sand, and compost that is 30 to 40 percent plant material compost (by volume); or

   b. For all planting areas located within the flood hazard area, the growing medium must be a blend of loamy soil, sand, small gravels and compost. A landscape architect or civil engineer must certify that the growing medium is adequate to support the establishment and growth of vegetation, and is heavier than water.

4. Placement of soil is not allowed when the ground is frozen or saturated; and

5. Temporary erosion control measures are required until permanent stabilization measures are functional. Temporary erosion control measures must be biodegradable or removed after permanent stabilization measures are functional or within 3 years, whichever is sooner.

N. Standards for placement of temporary floating structures. The following standards apply to temporary floating structures:

1. The structure and all work necessary to install and remove the structure is allowed in the river only between July 1 and October 31;

2. The structure must be located within the OS zone;

3. There are no more than 4 structures in the Central Reach at one time;

4. The structure is free-floating or is attached to an existing dock, pier or piling. Free-floating means that the structure is anchored to the river bottom and is not accessible from the riverbank via anything other than the water;

5. The dimensions of the entire temporary structure must not be greater than 12 feet by 100 feet;

6. The structure has no walls and no roof;

7. The structure is at least 50 feet away from the riverbank. The 50 feet is measured horizontally from the ordinary low water mark. See Figure 475-4; and

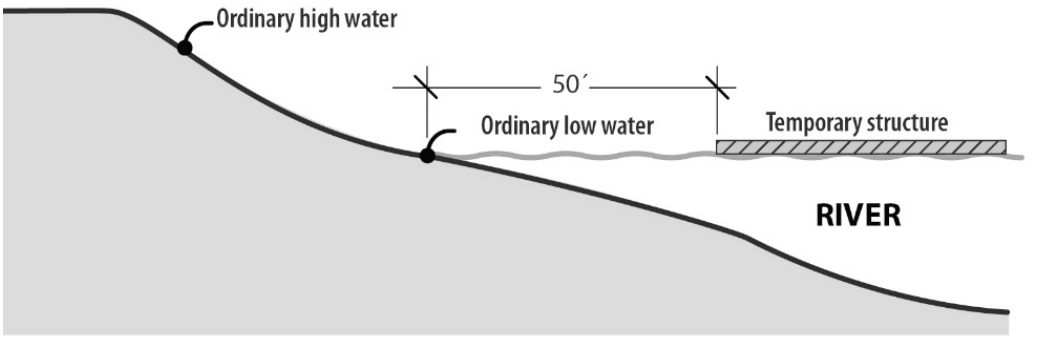
8. The hours of operation are between 6 am and 10 pm.

Commentary

33.475.450 Corrections to Violations of River Environmental Overlay Zone Development Standards

The regulations are intended to facilitate timely remediation for damage to resources and functional values that occur as a result of a violation.

Figure 475-4



33.475.450 Corrections to Violations of River Environmental Overlay Zone Development Standards

A. Purpose. The purpose of the correction regulations is to ensure the timely restoration of natural resources and functional values that have been degraded due to a violation of the River Environmental ~~O~~overlay ~~Z~~zone standards.

These regulations establish a process to determine which review requirements will be applied to remedy a violation that takes place in the River Environmental Overlay Zone. The type of review required depends on the circumstances of the violation. Section 33.475.450.B details methods for correcting such violations and Title 3 of the City Code details the enforcement penalties.

B. Correction Options. Applicants must choose one of the following options to correct environmental code violations.

1. When these options may be used.

   a. If all of the following are met, the applicant may choose Option One, Option Two, or Option Three:

      (1) No more than 12 diameter inches of trees were removed;

Commentary

(2) No ground disturbance occurred riverward of the top of bank of the Willamette River (top of bank is shown on Map 475-2) or within 30 feet of the top of bank of a stream, wetland or other water body;

(3) The correction will remove all illegal development; and

(4) The correction will replant illegal clearing.

b. If any of the following occurred, the applicant may not use Option One, but may choose either Option Two or Option Three:

(1) More than 12 diameter inches of trees were removed;

(2) A Madrone ~~larger than 6 inches~~, Garry Oak ~~larger than 6 inches~~, or Pacific Yew larger than 6 inches was removed; or

(3) Disturbance occurred riverward of the top of bank of the Willamette River (top of bank is shown on Map 475-2), or within 30 feet of the top of bank of a stream, wetland or other water body.

c. If the applicant cannot meet Options One or Two, Option Three must be used.

d. If the violation also violates a condition of approval of a land use review, no trees have been removed, and disturbance did not occur riverward of the top of bank of the Willamette River or within 30 feet of the top of bank of a stream, wetland or other water body, the applicant may choose Option One or the process described in Section 33.730.140. The applicant may not choose Options Two or Three.

e. If the violation also violates a condition of approval of a land use review, trees have been removed, and disturbance occurred riverward of the top of bank of the Willamette River or within 30 feet of the top of bank of a stream, wetland or other water body, the applicant must use the process described in Section 33.730.140. The applicant may not choose one of the options in this section.

2. Option One, Remove and Repair. This option results in removal of illegal development and replanting and repair of any damage. All of the requirements of this paragraph must be met. Adjustments and modifications to these requirements are prohibited.

a. All items and materials placed in the area of violation are removed and no new disturbance area is created;

b. Any soil compaction resulting from the violation is tilled or otherwise broken up to a depth of 6 inches prior to planting;

c. Violation remediation planting. The area to be planted is the area disturbed by the violation. All of the following must be met:

(1) The area disturbed by the violation activity must be replanted to meet the standards of Table 475-3;

Commentary

(2) ~~One tree, six shrubs, and eight other ground cover plants are required to be planted for every 200 square feet of planting area.~~ For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species must be used. All plants must be native;

(3) A second area, equal in size to the area disturbed by the violation activity, must also be replanted to meet the standards of Table 475-3 ~~as remediation, or seven additional plants as described in B.2.c.2 must be planted on the site for every 50 square feet disturbed~~;

(~~5~~4) Any Nuisance or Prohibited Plants listed on the *Portland Plant List* must be removed from the planting area and within 10 feet of the planting area;

(~~6~~5) Trees must be a minimum ~~one~~ ½ inch in diameter, bareroot or live stake, unless they are oak, madrone, or conifer, which may be three- to five-gallon size. No more than 10 percent of the trees may be oak or madrone Trees must not be planted within a Scenic (s) overlay zone ~~view corridor designated in the Scenic Resources Protection Plan, shown on Map 480-1~~. Trees may be clustered. Shrubs must be a minimum of two-gallon size. All other species must be a minimum of four-inch pots;

(~~7~~6) The requirements of Section 33.248.090, Mitigation and Restoration Planting, must be met; and

(~~8~~7) For violations involving the removal of trees, two times the number of diameter inches removed must be planted on the site, in addition to other remediation vegetation planted. If any tree removed was a Garry Oak, Madrone, or Pacific Yew, the replacement trees must be of the same species. Planted trees must be a minimum one inch in diameter unless they are oak, Madrone, or conifer, which may be three- to five-gallon size.

3. Option Two, Retain and Mitigate. This option results in legalizing the illegal development and mitigating for any damage. All of the requirements of this subsection must be met. Adjustments and modifications to these standards are prohibited.

   a. The applicable standards of paragraphs 33.475.440.B must be met;

   b. Violation remediation planting. The area to be planted is the area disturbed by the violation. Where development is approved for the area disturbed by the violation, an area of the same size elsewhere on the site must be planted. All of the following must be met:

      (1) The area disturbed by the violation activity must be replanted to meet the standards of Table 475-3;

Commentary

(2) ~~One tree, one shrub, and five groundcover plants are required to be planted for every 50 square feet of planting area.~~ For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species are used. Plants must be native and selected from the *Portland Plant List*.

(3) A second area, equal in size to the area disturbed by the violation activity, must also be replanted to meet the standards of Table 475-3 ~~as remediation, or seven additional plants as described in B.2.c.2 must be planted on the site for every 50 square feet disturbed~~;

(4) Any Nuisance or Prohibited Plants listed on the *Portland Plant List* must be removed from the planting area and within 10 feet of the planting area;

(5) Trees must be a minimum ~~one~~ ½ inch in diameter, bareroot or live stake, unless they are oak, madrone, or conifer, which may be three- to five-gallon size. No more than 10 percent of the trees may be oak or madrone. Trees must not be planted within a Scenic (s) overlay zone ~~view corridor designated in the Scenic Resources Protection Plan, shown on Map 480-1.~~ Trees may be clustered. Shrubs must be a minimum of two-gallon size. All other species must be a minimum of four-inch pots; and

(6) The requirements of Section 33.248.090, Mitigation and Restoration Planting, must be met; and

c. For violations involving the removal of trees, two times the number of diameter inches removed must be planted on the site, in addition to other remediation vegetation planted. If any tree removed was a Garry Oak, Madrone, or Pacific Yew, the replacement trees must be of the same species. Planted trees must be a minimum ~~1~~ one inch in diameter unless they are oak, Madrone, or conifer, which may be three- to five-gallon size.

4. Option Three, River Review. This option requires River Review, using the approval criteria and procedures below:

a. Approval criteria. The applicable approval criteria of Subsection 33.865.120 must be met.

b. Review procedures. Reviews are processed as follows:

(1) Type III. A Type III review is required for any development, exterior alteration, or exterior improvement within a wetland, stream channel, drainageway, or water body.

(2) Type II. All other reviews to correct violations are processed through a Type II procedure.

(3) All River Reviews must provide the information required in Section 33.865.040, Supplemental Application Requirements

Commentary

33.475.500 Removal or Remediation of Hazardous Substances
The regulations in this section apply to removal or remediation of hazardous substances. The goal of these regulations is to ensure that cleanup actions do not impair river-dependent and river-related uses and development, public access and recreation or natural resource protection and enhancement.

The requirements are intended to refine the cleanup design to be in conformance with City requirements and the Oregon Statewide Planning Goals, particularly Goal 15: Willamette River Greenway. Goal 15 requires protection of significant fish and wildlife habitats, protection of natural vegetative fringe along the river, and setbacks from the river for non-water related or non-water dependent uses. The regulations have been written in a way that will provide the person conducting the cleanup and the regulating agency with the flexibility required to design the most appropriate removal or remediation action.

Portions of state or federally approved cleanups may be exempt from procedural requirements of the section. Under Oregon State Law (ORS 465.315(3)) the onsite portion of a state approved cleanup is exempt from the procedural requirements of the Code to obtain local permits if the substantive requirements of the local jurisdiction are met.

The regulations in this section are the City's substantive requirements for clean ups that must be met regardless of whether the cleanup may be exempt from procedural requirements or not. The Bureau of Development Services implements what it calls an "exempt process" for evaluating hazardous substance removal or remediation plans compliance with the City's substantive regulations. Cleanup conducted under state law in a City right-of-way is not exempt and must comply with all applicable City requirements.

Under federal law (42 U.S.C. 9621 (e)(1)), EPA has its own process for determining the extent to which substantive requirements of City Code will be considered in a federally approved cleanup.

33.475.500.E
Statewide Planning Goal 15 requires that structures or buildings be separated from the river. The City's river setback (called greenway setback outside of this chapter) requires that development in the River General overlay zone in the Central City that is not river-dependent or river-related be set back 50 feet from the top of bank. Structures required as part of remediation actions are considered river-related and allowed within the setback. The standard seeks to ensure that after cleanup actions are complete, the location of structures associated with the remediation will allow for future river-dependent and river-related development, such as development of the major public trails.

Clean Up of Contaminated Sites

33.475.500 Removal or Remediation of Hazardous Substances

A. General. The following regulations are substantive requirements that apply to actions taken to remove or remediate hazardous substances. All of the regulations must be met unless one or more are demonstrated to be impracticable pursuant to subsection G, below.

B. Where these regulations apply. The regulations of this section apply to the portion of the site located within the boundaries of the removal or remediation action.

C. Review procedure.

1. Except as described in paragraph C.2, compliance with these regulations is processed through a Type II procedure.

2. If the action to remove or remediate hazardous substances is subject to this Code but exempt from procedural requirements, the action must comply with the substantive requirements of these regulations to the extent required under state or federal law and the person performing the action must notify the City that the action is exempt. A person conducting a cleanup otherwise exempted from the procedural requirements may choose to obtain a permit.

D. Relationship to other regulations in this chapter. Actions to remove or remediate hazardous substances that are approved or selected under Oregon or federal cleanup law are exempt from the procedural requirements of Chapter 33.475. Any part of ~~development~~ an action that is not in itself a remedial or removal action must meet all other applicable regulations and procedural requirements of this chapter.

~~**E. Determination Letter.** To obtain a letter from the City of Portland Bureau of Development Services determining substantial conformance with standards 33.475.500, a supplemental site plan, as described in 33.865.040.A, is required.~~

~~F~~E. Regulations that apply to actions to remove or remediate hazardous substances. The following regulations apply to proposals for the removal or remediation of hazardous substances:

1. The removal or remedial actions and the final remedy must not preclude the use of the site consistent with the uses allowed by the base zone or an approved conditional use. If the site is within the River Industrial overlay zone or riverward of the river setback, the final remedy must allow the use of the site for river-dependent or river-related activities unless the site is found to be unsuitable for river-dependent or river-related uses. Generally, this means that the final remedy must allow development of ~~the Greenway~~ major public trails, dredging necessary to establish or maintain navigation to and from riverfront sites, the placement of piles or dolphins, or the development of a marine facility, dock, or wharf or other river-dependent or river-related structure;

Commentary

33.475.500.F.1
The requirements of this subsection are aimed at encouraging the person conducting the cleanup to design a remedy that leaves identified natural resource areas intact as much as possible. The City is aware that this will not be possible in all cases, and therefore requires re-vegetation when ground disturbance and native plant removal cannot be avoided. The revegetation requirements are intended to allow flexibility in the type and size of trees planted.

2. Buildings, structures and equipment required as part of removal or remediation actions must be located and designed taking into account the purpose of the river setback standard which is to keep structures at least 50 feet away from the top of bank of the river, reserve space for public access to the river and development of ~~the~~ major public ~~greenway~~ trails, and allow for natural resource enhancement (top of bank is shown on Map 475-2); and

3. Water quality treatment facilities must be located outside of the River Environmental overlay zone.

~~G~~F. Regulations that apply to actions to remove or remediate hazardous substances that occur in specific areas. The following regulations apply to actions within the River Environmental overlay zone to remove or remediate hazardous substances based on specific locations:

1. The following regulations apply to areas landward of the top of bank (top of bank is shown on Map 475-2):

   a. Disturbance of the ground and removal of native vegetation must be avoided outside of the actual soil removal areas. If avoiding disturbance or native vegetation removal is not practicable, disturbance and removal must be minimized.

   b. Where ground disturbance or removal of native vegetation cannot be avoided, the area must be replanted. The replanting standards are as follows:

      [1] Nuisance and prohibited plants identified on the *Portland Plant List* must be removed within the area to be replanted and within 10 feet of any plantings;

      [2] Planting density. The replanting area must meet one of the following plant and planting density standards specified in Table 475-4. Trees may be clustered. Trees must not be planted within a view corridor designated in the Scenic Resources Protection Plan, shown on Map 480-1.

Table 475-4
This table represents the same planting density as the mitigation planting density, Table 475-3, and the landscaping planting density for subarea 1, Table 475-1.

Title 11, Trees, code section 11.60.020.C. Canopy includes canopy size categories. Tree canopy types are categorized as small, medium, or large based on the estimated canopy size at maturity. The "Portland Tree and Landscaping Manual" suggested plant lists include the size categories recognized for many trees. To determine the size category of a tree not listed in the "Portland Tree and Landscaping Manual", the applicant shall provide an objective source of information about the tree's mature height, crown spread, and growth rate. This information can come from published sources, internet sources, or nursery information such as cut sheets.

The canopy size category is calculated according to the following formulas, which incorporate the estimated height and crown spread of a mature specimen and the tree species' growth rate:

1. Small trees have a canopy factor of less than 40, Medium trees have a canopy factor from 40 to 90, and large trees have a canopy factor greater than 90;
2. Canopy factor = (Mature height of tree) x (Mature canopy spread) x (Growth rate factor) x 0.01;
3. The growth rate factor is 3 for fast-growing trees, 2 for medium growing trees, and 1 for slow-growing trees.

Table 475-4 Planting Density			
	Small Trees[1]	**Medium Trees[1]**	**Large Trees[1]**
Planting Density	One tree ~~and three shrubs for every 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 100 square feet: Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Three shrub and four other groundcover plants.	One tree ~~and six shrubs for every 200 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 200 square feet: Option 1: Six shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Six shrub and eight other groundcover plants.	One tree ~~and nine shrubs for every 300 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 300 square feet: Option 1: Nine shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Nine shrub and 12 other groundcover plants.

[1] Tree size~~s~~ is based on Title 11.60.020.C Canopy Size

[3] Plant diversity. For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species are used ~~If more than 10 trees or shrubs are used to meet the above standard, then no more than 50 percent of the trees or shrubs may be of the same genus. If more than 40 trees, shrubs or groundcover plants are used, then no more than 25 percent of the plants may be of the same genus~~;

[4] Plant size. Trees must be a minimum ½-inch caliper or bareroot unless they are oak or madrone, which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent; and

[5] The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met.

c. Tree replacement. Trees that are 1.5~~-4~~ inches or greater in diameter that are removed must be replaced based on Table 475-5:

Commentary

Table 475-5

The tree replacement information in Table 475-5, Tree Replacement in Hazardous Substance Clean-up Sites, is the same as the tree replacement standards in Table 475-2.

33.475.500.F.2.a

If the river bank will be altered significantly as a result of the removal or remediation of hazardous substances, the City requires that the bank be restored using soil bioengineering instead of engineered inert materials to the extent practicable. The City's priority is a natural bank that can sustain vegetation for soil stabilization, improve ecological values and provide riparian functionality. However, the City recognizes that there will be cases when bioengineering will not be practicable. If rock armoring is used on the bank, the City requires re-grading to a slope level that will allow vegetation to be maintained, and requires that live willow or dogwood stakes be planted between the rocks to provide a minimum level of vegetative cover.

Table 475-5 Tree Replacement in Hazardous Substance Cleanup Sites		
Size of tree to be removed (inches in diameter)	**Option A (no. of natives trees to be planted)**	**Option B (combination of native trees and shrubs)**
At least 4 and up to 12	2	Not applicable
More than 12 and up to 20	3	1 tree and 3 shrubs
More than 20 and up to 25	5	3 trees and 6 shrubs
More than 25 and up to 30	7	5 trees and 9 shrubs
More than 30	10	7 trees and 12 shrubs

[~~2~~1] Size. The replacement trees must be a minimum ½-inch diameter or bareroot unless they are oak or madrone, which may be one gallon size. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent.

[~~3~~2] Type. The replacement trees must be native trees selected from the *Portland Plant List*;

[~~4~~3] Location. All replacement trees must be planted within the River Environmental Overlay Zone, within 50 feet of the River Environmental Overlay Zone, or within 50 feet of the top of bank of the Willamette River in the Central Reach (top of bank is shown on Map 475-2). The person conducting the cleanup must own the property where the trees are planted or have an easement or deed restriction sufficient to ensure the success of the tree planting; and

[~~5~~4] Replacement trees can be counted toward meeting the requirements of subsubparagraph G.1.b(2).

d. All vehicle areas and construction staging areas installed for purposes of conducting the removal and remediation actions must be removed from the River Environmental Overlay Zone when they are no longer necessary for remedy construction. All such areas must be removed by the time the project is complete and the areas must be replanted according to the standards of subparagraph G.1.b, above.

2. The following regulations apply to the area between the top of bank and the ordinary high water mark:

a. When there is an alteration to the area between top of bank and the ordinary high water mark that is greater than 500 square feet or includes more than 50 cubic yards or excavation or fill, changes the ground contours, results in the removal of buildings, requires engineering of the river bank or includes in-water work, the following should be met (top of bank is shown on Map 475-2):

Commentary

[1] The area between the top of bank and the ordinary high water mark where the alteration occurs must be designed using biotechnical techniques including soil bioengineering (top of bank is shown on Map 475-2). Figures 475-5 and 475-6 show examples of biotechnical techniques. In addition to using biotechnical techniques, the following requirements apply:

- Rock armoring or other hard surface armoring methods must not be used between the top of bank and the Ordinary High Water Mark except as needed surrounding outfalls. This is not intended to preclude using rock or other hard surface stabilization methods below the surface if necessary to contain hazardous substances or to preclude the use of rocks or gravel as part of the biotechnical technique;
- The bank must be sloped or terraced in a way that allows the establishment and maintenance of vegetation as the primary soil stabilization method;
- If the site is currently used for public recreation, including access to a beach or the river, the bank must be sloped or terraced in a way that allows for at least one public access way to the beach or river;
- Large wood, including root wads, tree boles and logs, must be used to reduce localized erosion, improve bank stabilization, and improve ecological values and, if the site is currently used for public recreation, support continued use of beaches and the river; and
- At least eighty percent of the area between the top of bank and the ordinary high water mark that is being altered as a result of the remedy must be planted with shrubs. At least one tree must be planted for every 400 square feet of altered area. All of the area that is not planted with shrubs or trees must be fully covered with ground cover plants. All plants must be selected from the Portland Plant List and should be appropriate for the conditions on the site. The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met.

[2] If biotechnical techniques are not practicable, as described in 33.475.500.H, and rock armoring is used on the surface between the top of bank and the Ordinary High Water Mark, then the slope of the bank must be shallow enough to allow a combination of rock and vegetation (top of bank is shown on Map 475-2). At a minimum, live native willow or dogwood stakes should be planted in adequate soil, in the interstices between the rocks at a ratio of three stakes for every square yard of rock armoring.

Commentary

33.475.500.F.3

If the river bottom, which is the ground below the ordinary high water mark, will be altered significantly as a result of the removal or remediation of hazardous substances, the City requires that the river bottom be restored to support use by fish and people. The City's priority is a natural river bottom with improved ecological values and allows for public access where possible. However, the City recognizes that there will be cases when this will not be practical. If angular or large rock is necessary, the City requires adding a top layer of small gravel over the large rock.

b. When there is a minor alteration of less than 500 square feet or less than 50 cubic yards of excavation or fill to the area between the top of bank and the ordinary high water mark, the regulations of paragraph G.1, above apply (top of bank is shown on Map 475-2).

3. In the area that is riverward of the Ordinary High Water Mark, the following apply:

a. Avoid in-water permanent structures that will impact the navigation channel or will preclude river-dependent or river-related development from accessing and utilizing the river for public recreation, transportation, tourism, or the transport, transfer and conveyance of goods and materials to and from the upland site;

b. Integrate large wood, or other natural wave deflection structures or techniques that mimic the function of large wood, into the near-shore environment. Rock armoring, chemically treated wood, articulated block, and industrial debris is discouraged;

c. If the area is a beach or is a shallow water depositional area, then the final design should include all of the following:

(1) At least six inches depth of substrate that is ½-inch rounded gravel or smaller in size should be placed over capping material;

(2) The submerged slope should be no steeper than 1:7 (rise to run ratio); and

(3) Public access from ~~the Greenway~~ major public ~~T~~trails or abutting upland sites to the river should not be precluded.

d. If the area is not a beach or is not a shallow water depositional area, then the final substrate should be rounded rock no larger than 6 inches (D100=6") with an average gradation size of 3 inches (D50=3"). Angular rock is discouraged.

~~H~~**G. Demonstration of Impracticability.** A person conducting a cleanup may be exempted from compliance with any requirement in this section if the person demonstrates that compliance with the requirement is not capable of being done after taking into consideration cost, existing technology, and logistics in light of overall project remedial purposes. The person must still comply with that requirement to the extent practicable and remains subject to all other applicable requirements. To demonstrate impracticability the applicant must submit an engineering analysis, a cost schedule and any other information, such as desired future use of the site, that supports a demonstration that a requirement cannot be fully met.

Commentary

Figures 475-5 and 475-6

The examples that accompany this subsection were developed as part of a river bank design charrette conducted by River Plan staff as part of River Plan/North Reach, and attended by biologists, bank design experts, landscape architects, and City, state and federal agency representatives. Staff updated the figures to reflect types of contamination clean-up that have occurred in the Willamette River in recent years.

Figure 475-5

Example 1: Upland and In-Water Contamination Cleanup

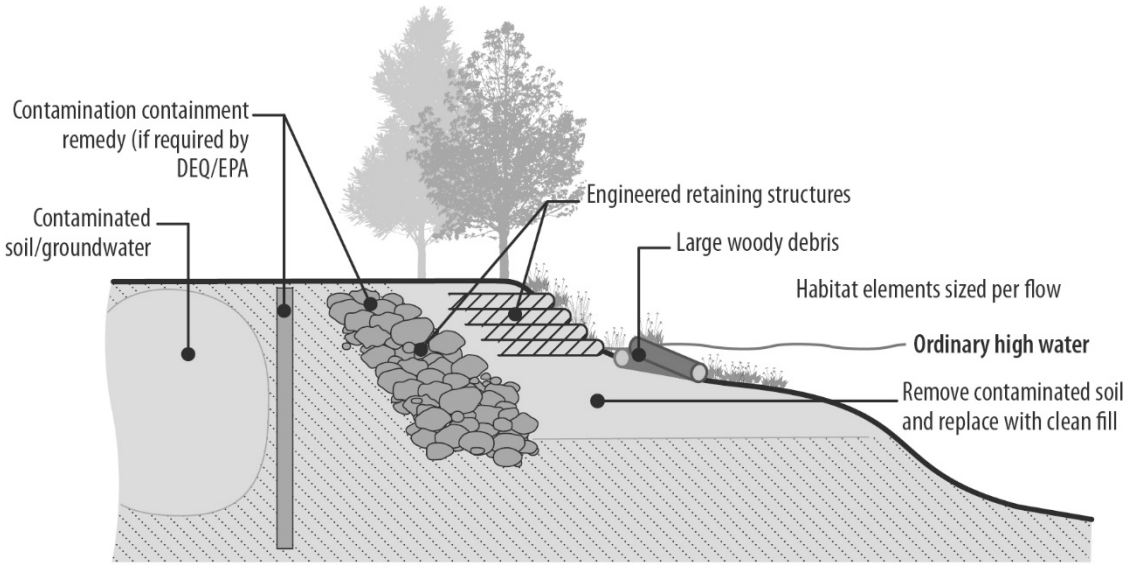
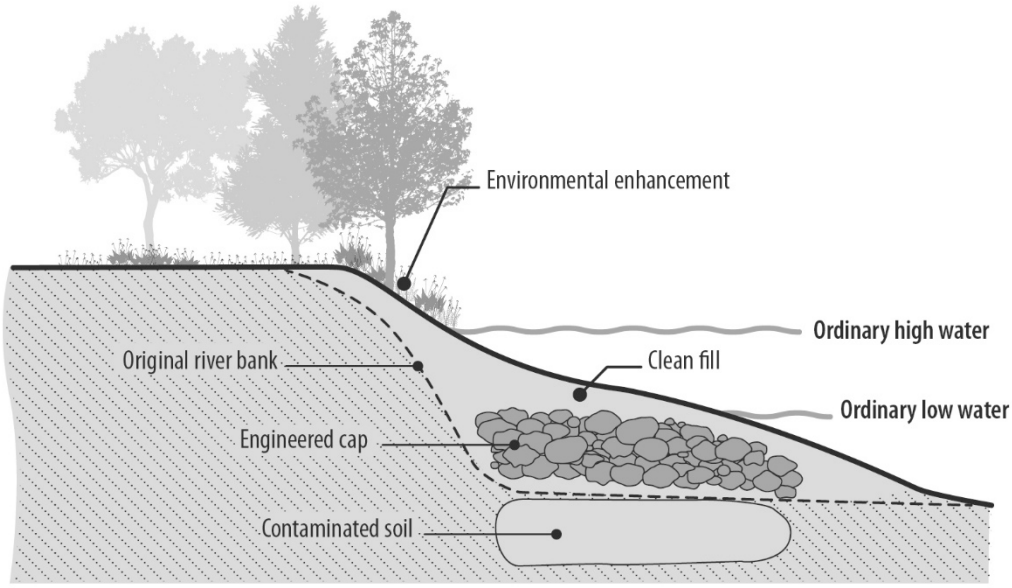


Figure 475-6

Example 2: In-Water Contamination Cleanup



Commentary

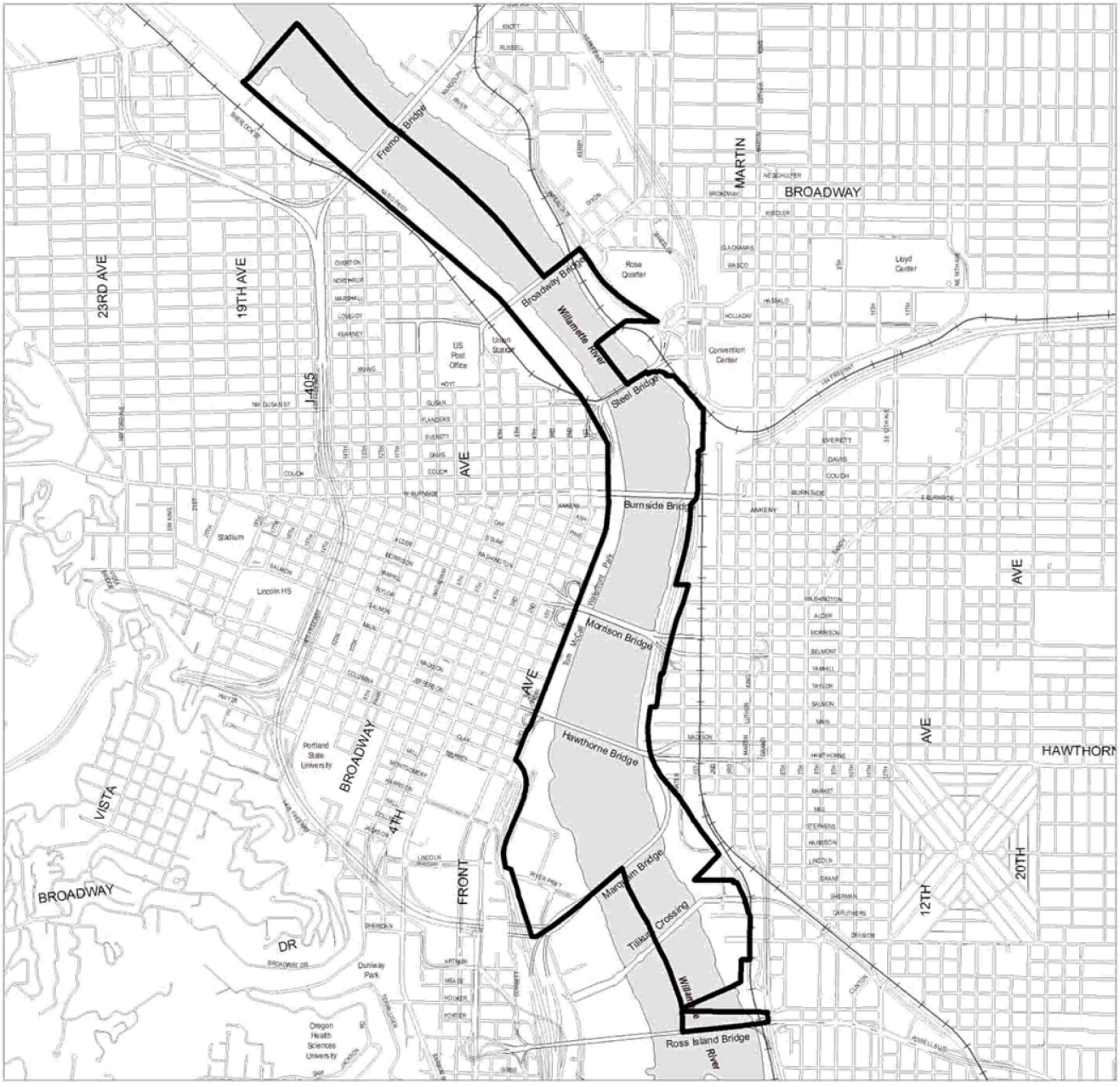
Map 475-1

This map depicts the Central Reach portion of the Willamette Greenway Boundary that is subject to the regulations of Chapter 475. Industrially zoned sites in the northeast and southeast portion of the Central Reach in the Central City remain subject to the regulations of the Greenway Overlay Zones Chapter, 33.440. Revised regulations for these sites will be reviewed as part of the update to the Greenway Plan for the North Reach, which predominantly addresses river industrial sites and development.The Greenway overlay zone regulations for the South Waterfront Subdistrict are contained in 33.510.253 and therefore, the South Waterfront Subdistrict is not included on this map and the regulations of this chapter do not apply.

Proposed Central Reach River Overlay Boundary

Map 475-1

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

NORTH

0 1,800 3,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 475-2

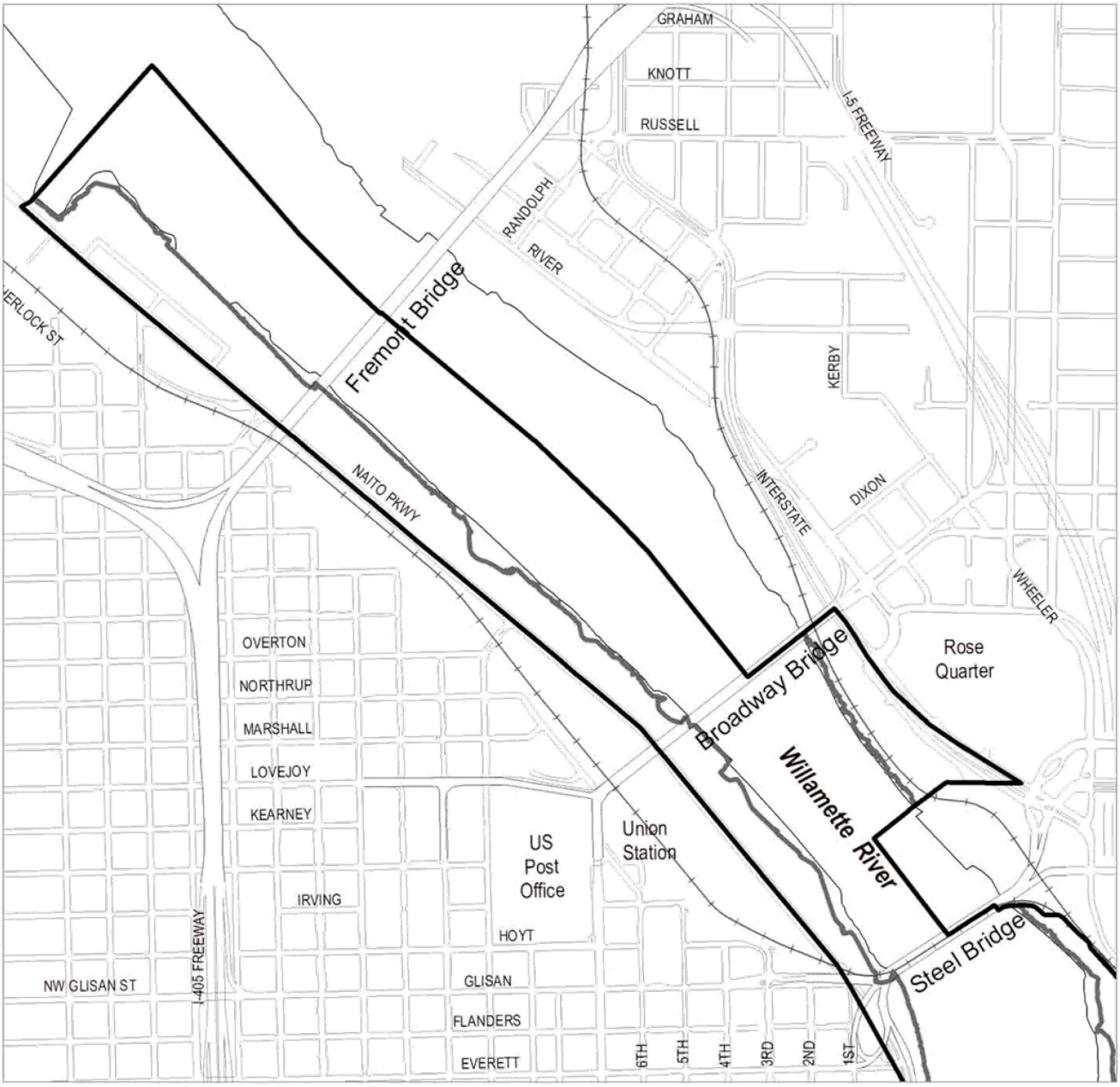
This map series shows the mapped top of bank for the Central City using Light Detection and Ranging (LIDAR). The top of bank is defined in 33.910 as the largest decrease in slope that is 10 percent or greater between the ordinary high water mark of a water body and a point 50 feet landward from the ordinary high water mark. See Section 33.930.150, Measuring Top of Bank. If there is no decrease in slope that is 10 percent or greater within a distance of 50 feet from the ordinary high water mark, then the top of bank will be the default location described in Section 33.930.150, Measuring Top of Bank.

Proposed Central Reach Top of Bank

Map 475-2

Map 1 of 3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Top of Bank (where mapped)

NORTH

0 800 1,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Proposed Central Reach Top of Bank

Map 475-2

Map 2 of 3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Top of Bank (where mapped)

NORTH

0 800 1,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

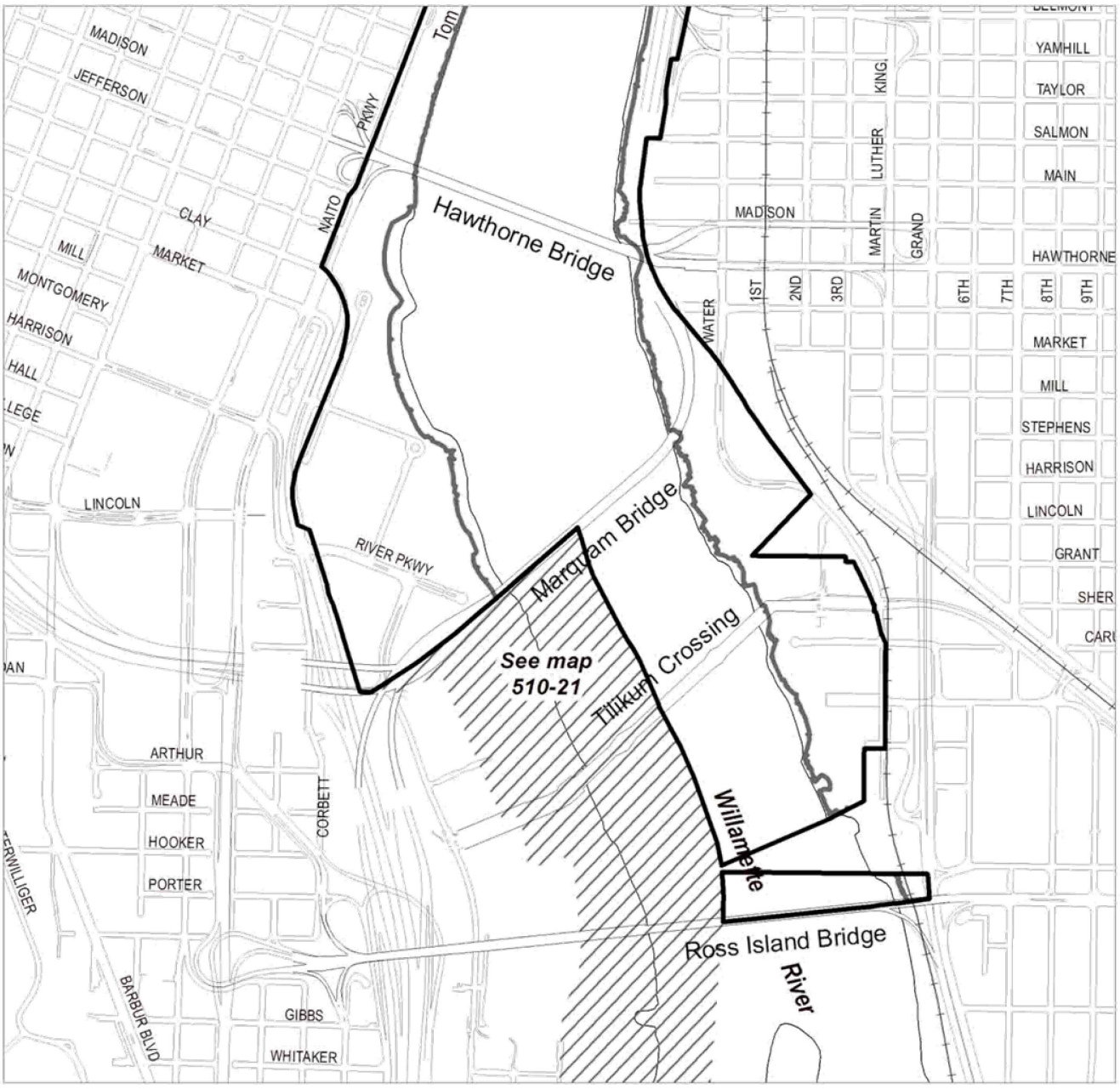
Commentary

Proposed Central Reach Top of Bank

Map 475-2

Map 3 of 3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Top of Bank (where mapped)

NORTH

0 800 1,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

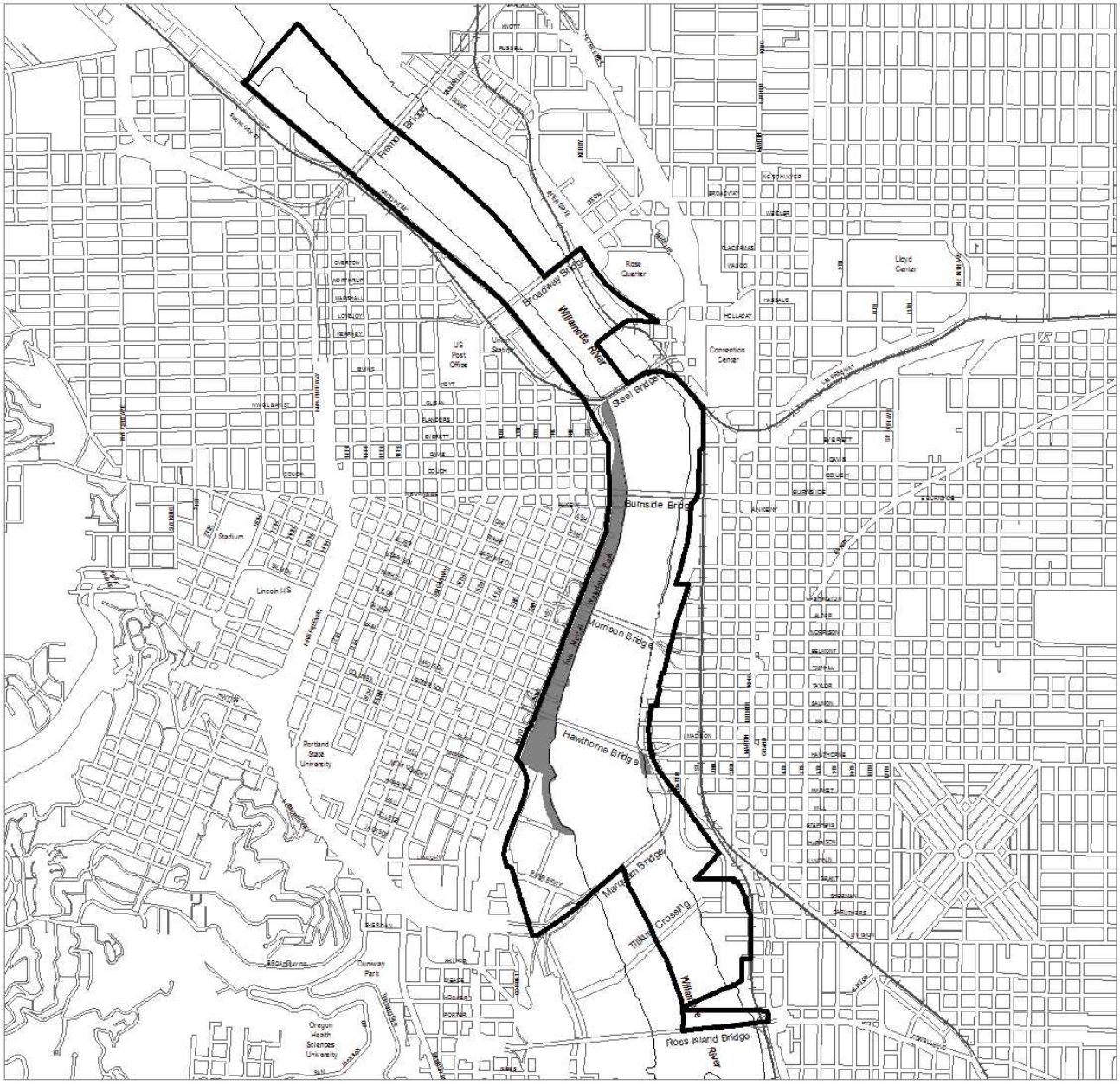
Map 475-3

This map depicts Governor Tom McCall Waterfront Park and the public beach at Eastbank Crescent. There are different requirements at these locations, such as landscaping.

Areas Exempt from Landscaping Requirements

Map 475-3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Exempt Areas

NORTH

0 1,800 3,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

33.430 Environmental Overlay Zones

430

Sections:

General
- 33.430.010 Purpose
- 33.430.015 Purpose of the Environmental Protection Zone
- 33.430.017 Purpose of the Environmental Conservation Zone
- 33.430.020 Environmental Reports
- 33.430.030 Relationship to Other Environmental Regulations
- 33.430.033 Relationship to Scenic Resources Zone
- 33.430.035 Other City Regulations
- 33.430.040 Overlay Zones and Map Symbols
- 33.430.050 Subareas of Environmental Zones
- 33.430.060 Where These Regulations Apply
- 33.430.070 When These Regulations Apply
- 33.430.080 Items Exempt From These Regulations
- 33.430.090 Prohibitions

Development Standards
- 33.430.110 Purpose
- 33.430.120 Procedure
- 33.430.130 Permit Application Requirements
- 33.430.140 General Development Standards
- 33.430.150 Standards for Utility Lines
- 33.430.160 Standards for Land Divisions and Planned Developments
- 33.430.165 Standards for Property Line Adjustments
- 33.430.170 Standards for Resource Enhancement Projects
- 33.430.175 Standards for Right-of-Way Improvements
- 33.430.180 Standards for Stormwater Outfalls
- 33.430.190 Standards for Public Recreational Trails
- 33.430.195 Standards for Tree Removal in the Scenic Resources Overlay Zone

Environmental Review
- 33.430.210 Purpose
- 33.430.220 When Review is Required
- 33.430.230 Procedure
- 33.430.240 Supplemental Application Requirements
- 33.430.250 Approval Criteria
- 33.430.260 Use of Performance Guarantees
- 33.430.270 Special Evaluation by a Trained Professional
- 33.430.280 Modification of Base Zone Development Standards

Natural Resource Management Plans
- 33.430.310 Purpose
- 33.430.320 Scope
- 33.430.330 Procedure
- 33.430.340 Components
- 33.430.350 Approval Criteria for Adoption and Amendment

Commentary

Corrections to Violations of This Chapter
33.430.400 Purpose
33.430.405 Correction Options
33.430.407 Recurring Violations of This Chapter
Notice and Review Procedure
33.430.410 Purpose
33.430.420 When These Regulations Apply
33.430.430 Procedure
Map 430-1 Balch Creek Watershed Protection Plan Area
Map 430-2 Columbia Corridor Industrial and Environmental Mapping Project Area
Map 430-3 East Buttes, Terraces and Wetlands Conservation Plan Area
Map 430-4 Fanno Creek and Tributaries Conservation Plan Area
Map 430-5 Johnson Creek Basin Protection Plan Area
Map 430-6 Northwest Hills Natural Areas Protection Plan Area
Map 430-7 Skyline West Resource Protection Plan Area
Map 430-8 Southwest Hills Resource Protection Plan Area
Map 430-9 East Columbia Neighborhood Natural Resources Management Plan Area
Map 430-10 (Smith and Bybee Lakes Natural Resources Management Plan Area — repealed on 12/31/13)
Map 430-11 Forest Park Natural Resources Management Plan Area
Map 430-12 Peninsula One Natural Resources Management Plan Area
Map 430-13 Middle Columbia Corridor/Airport Natural Resources Inventory Environmental Mapping Project Area
Map 430-14 Bank Reconfiguration and Basking Features Area
Map 430-## The River Plan: Central Reach Area Natural Resources Inventory

33.430.020 Environmental Reports

The application of the environmental zones is based on detailed studies that have been carried out within ~~eight~~ten separate areas of the City. The City's policy objectives for these study areas are described in the reports. Each study report identifies the resources and describes the functional values of the resource sites. Functional values are the benefits provided by resources. The values for each resource site are described in the inventory section of these reports. The City has adopted the following ~~eight~~ten environmental study reports:

- Balch Creek Watershed Protection Plan
- Columbia Corridor Industrial and Environmental Mapping Project
- East Buttes, Terraces and Wetlands Conservation Plan
- Fanno Creek and Tributaries Conservation Plan
- Johnson Creek Basin Protection Plan
- Northwest Hills Natural Areas Protection Plan
- Skyline West Conservation Plan
- Southwest Hills Resource Protection Plan
- ESEE Analysis and Recommendation for Natural, Scenic and Open Space Resources within Multnomah County Unincorporated Areas

Commentary

33.430.033

The scenic resources overlay zone (s) is applied to view corridors and scenic corridors throughout Portland. Scenic resources are addressed by statewide land use planning Goal 5, along with natural, cultural and historic resources. When a s overlay is applied in the same location as a conservation or protection overlay, the regulations of both this chapter and chapter 33.480 must be met. The recommendations of the Economic, Social, Environmental and Energy Analysis (ESEE) for the scenic resources, which are contained in various scenic resource protection plans, must be considered as part of environmental review.

- Middle Columbia Corridor/Airport Economic, Social, Environmental and Energy (ESEE) Analysis

33.430.033 Relationship to Scenic Resource Zone

When a Scenic Resource zone has been applied at the location of an environmental zone environmental review must include consideration of the development standards of Chapter 33.480, and the scenic qualities of the resource as identified in the *Scenic Resources Protection Plan* or the *Central City Scenic Resources Protection Plan*.

33.430.080 Items Exempt From These Regulations

The following items, unless prohibited by Section 33.430.090, below, are exempt from the regulations of this chapter. Other City regulations such as Title 10, Erosion Control, must still be met:

A.-B. No change

C. Existing development, operations, and improvements, including the following activities:

1. Maintenance, repair, and replacement of existing structures, exterior improvements, roads, public ~~recreational~~ trails, public rest points, public viewing ~~points~~ areas, public interpretative facilities, and utilities. Replacement is not exempt whenever coverage or utility size is increased;

2.-6. No change

Commentary

33.430.080.C.7.

Chapter 33.10 states that the city does regulate dredging within the river. This exemption allows dredging and channel maintenance within deep waters of the river and within the federal navigation channels. However, dredging in or near shallow water and beaches could have significant detrimental impacts on the habitat that the shallow water provides and is not exempt. Beaches and shallow water play important roles in the life cycle of aquatic species, including salmon, and impacts to these areas should be avoided and mitigated if the impacts can't be avoided. Shallow water is identified as water between zero and 20 feet deep, however using 35 feet as the trigger for review because the area between 20 and 35 feet deep represents an area of concern where the impacts of dredging could affect the habitat in the shallower areas.

33.430.080.C.8.

Zoning code Chapter 33.480, Scenic Resource Zone, applies a scenic (s) overlay to view corridors. View corridors were designated in the Scenic Resources Protection Plan (1991). 33.480 is clear that if the s overlay overlaps with an environmental overlay zone, then the regulations of 33.430 must be met. The changes to this section are intended to make the relationship between 33.430 and 33.480 clear.

In addition to the relationship between the code section, a new exemption is included that allows trimming of tree limbs to maintain a view. Tree removal is not exempt. There is a new standard that allows some tree removal within view corridors.

7. Dredging, channel maintenance, and the removal of materials from rivers as follows:

   a. Dredging, channel maintenance, and the removal of material within the federal navigation channel;

   b. Dredging, channel maintenance, and the removal of materials outside the federal navigation channel as follows:

      (1) Dredging and the removal of materials in waters that area 35 feet deep or deeper; or

      (2) Channel, slip and berth maintenance that has been approved by the U.S. Army Corps of Engineers; and

   c.) The placement of dredged materials within the environmental overlay zones is not exempt.

~~7~~8. Removal or trimming of vegetation when no development or other activities subject to the development standards or review requirements of this chapter are proposed, if the following are met:

   a. All vegetation removal or trimming activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site. Permanent erosion control, such as replanting areas of bare soil, must be installed.

   b. The vegetation proposed for removal or trimming is one of the following:

      (1) Trees or plants listed on the Nuisance Plant List;

      (2) Dead, dying, or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or an arborist. Removing these portions is exempt only if all sections of wood more than 12 inches in diameter either:

         - Remain, or are placed, in the resource are of the same ownership on which they are cut; or

         - Are removed, if the City Forester authorizes removal of diseased wood because it will threaten the health of other trees;

      (3) Non-native non-nuisance trees and plants;

      (4) Trees or tree limbs that are within 10 feet of an existing building and structures attached to buildings, such as decks, stairs and carports;

Commentary

33.430.190.D.

Tree removal is being moved to the end of the subsection because tree removal is allowed in both the trail and the viewing area associated with the trail. The tree removal standards are being updated to simplify them and make them the same as the standards for tree removal within a Scenic Resources overlay zone.

(5) **Trees or plants that exceed the height restriction of a view corridor with special height restrictions designated in the *Scenic Resources Protection Plan* or *Central City Scenic Resources Protection Plan.* ~~Within view corridors the scenic (s) overlay zone, shown on Map 480-1, T~~trees that exceed the ~~height restrictions specified in the *Scenic Resources Protection Plan* (1991)of a City designated view corridor may be removed or pruned~~trimmed ~~to maintain the view corridor.~~; or**

(6) **Within the ~~scenic (s) overlay~~Scenic Resource Zone, tree limbs may be trimmed to maintain a view. Tree removal ~~with the scenic (s) overlay zone~~ is not exempt.**

Renumber 8 - 11 to be 9 - 12

D.-E. No change

33.430.170 Standards for Resource Enhancement Projects

A. Bank reconfiguration. The following standards apply to bank reconfiguration projects that take place in the Bank Reconfiguration and Basking Features Area shown on Map 430-14. Slough and drainageway banks, which are the area between the ordinary high water mark and the top of bank, may be regraded when all of the following are met:

1.-7. No change

8. No structures are proposed except for public viewing areas developed as part of the project. The public viewing areas must meet the following:

   a. The viewing area contains no more than 500 square feet of permanent disturbance area;

   b. The viewing area is at least 30 feet from the top of bank of a stream, drainageway, wetland or other water body;

33.430.190 Standards for Major Public ~~Recreational~~ Trails

The following standards apply to major public ~~recreational~~ trails and ~~public~~ viewing areas developed in conjunction with the ~~recreational~~ major public trail. All of the standards must be met.

A.-C. No change

~~**D.** Tree removal and replacement standards are as follows:~~

~~1. Native trees 12 or more inches in diameter may not be removed. Each native tree more than 6 but less than 12 inches in diameter removed must be replaced as shown in Table 430-3;~~

~~2. Non-native non-nuisance trees may be removed if each tree at least 6 inches in diameter is replaced as shown in Table 430-3;~~

Commentary

33.430.195

The regulations for the scenic (s) overlay zone are found in 33.480. The regulations are different for scenic corridors and view corridors. In scenic corridors, the intention is to preserve tree canopy. In view corridors, the intention is to allow some tree removal. This regulation in the environmental overlay zone is to be clear that tree removal in view corridors that correspond with a conservation or protection overlay is allowed per the standard. This standard does not apply to scenic corridors.

The standard is intended to allow trees to be removed that are blocking a view. Natural resources, including trees, and scenic resources, including views, are both State Land Use Planning Goal 5 resources. The standards balance the benefits of both trees and the view by allowing tree removal within the view corridor and requiring those trees to be replaced outside of the view corridor. Native trees that are larger than 12 inches in diameter can be removed through Environmental Review.

~~3. Trees listed on the Nuisance Plants List may be removed if each tree at least 6 inches in diameter is replaced with one tree; and~~

~~4. Replacement trees and shrubs must meet the planting standards of Subsection 33.430.140.K; and~~

~~E~~**D.** If a public viewing area is proposed, the following must be met:

1. The viewing area may create up to 500 square feet of permanent disturbance area;
2. The viewing area is at least 30 feet from the top of bank of a stream, drainageway, wetland or other water body; and
3. The viewing area is not in the floodway~~.~~;

E. Tree removal and replacement standards:

1. Native trees up to 12 inches in diameter and non-native trees of any size may be removed with hand-held equipment or equipment with a wheel/surface-to-ground pressure of no more than 7.5 psi;
2. Trees that are more than 6 inches in diameter that are removed must be replaced as shown in Table 430-3; and
3. Replacement trees must meet the planting standards in 33.430.140.K.

33.430.195 Standards for Tree Removal in ~~Scenic (s) Overlay~~the Scenic Resource Zone ~~View Corridors~~

The following standards apply to removal of native trees up to 12 inches in diameter and non-native trees of any size that are located within an environmental overlay zone and the Scenic Resource Zone~~zone within scenic (s) resource overlay zone view corridors as described 33.480.050.A.~~:

A. Trees may be removed with hand-held equipment or equipment with a wheel/surface-to-ground pressure of no more than 7.5 psi;

B. Trees that are more than 6 inches in diameter that are removed must be replaced as shown in Table 430-3, and replacement ~~**vegetation**~~**trees** must be planted outside of the Scenic Resource overlay zone;

C. Temporary disturbance areas caused by the tree removal must be replanted to meet one of the following options. **Shrubs planted to meet this standard may be counted towards meeting the replacement requirements shown in Table 430-3**:

1. Option 1. Three shrubs and four other plants must be planted for every 100 square feet of temporary disturbance area; or
2. Option 2. Three shrubs must be planted for every 100 square feet of temporary disturbance area and the remainder of the temporary disturbance area must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; and

D. Replacement plantings must meet the planting standards in 33.430.140.K.

Commentary

33.430.250 Approval Criteria

A.–B. No change

C. Public recreational facilities. In resource areas of environmental zones, public ~~recreational~~ trails, rest points, public viewing ~~points~~areas, and interpretative facilities will be approved if the applicant's impact evaluation demonstrates that all of the following are met:

D.–E. No change

Commentary

33.440 Greenway Overlay Zones

Code amendments to this chapter include a number of generally minor changes. See code amendment sections for more information.

33.440 Greenway Overlay Zones

440

Sections:
General
33.440.010 Purpose
33.440.030 Greenway Overlay Zones
33.440.050 Relationship to State and Federal Reviews
33.440.060 Sunset Provision
Use Regulations
33.440.100 Use-Related Restrictions
Development Regulations
33.440.200 Application of the Development Standards
33.440.210 Development in the Greenway Setback
33.440.220 Floor Area Ratios
33.440.230 Landscaping
33.440.240 Major Public ~~Recreational~~ Trails
33.440.250 Public Viewpoints
33.440.260 View Corridors
33.440.270 Nonconforming Uses and Development
Greenway Review
33.440.300 Purpose
33.440.310 Where Greenway Review Applies
33.440.320 Items Exempt from Greenway Review
33.440.330 Procedures
33.440.340 Notice to State Parks and Recreation Division
33.440.345 Supplemental Application Requirements
33.440.350 Approval Criteria
~~33.440.360 Greenway Goal Exceptions~~
Map 440-1 Willamette Greenway Public Access

33.440.030 Greenway Overlay Zones

A. Purpose. The purpose of the greenway overlay zones is to implement the land use pattern identified in the Willamette Greenway Plan and the water quality requirements of Metro Code 3.07.340.B (Title 3). There are five greenway overlay zones, each with its own focus and purpose. The purpose of each of the overlay zones is stated below.

1. River Natural. The River Natural zone protects, conserves, and enhances land of scenic quality or of significant importance as wildlife habitat.

Commentary

33.440.030.B Where these regulations apply

The Willamette River Central Reach is regulated by 33.475, River Overlay Zones, and 33.510, Central City Plan District. Chapter 33.440 applies to the North and South reaches of the Willamette Greenway and industrially zoned parcels in the Central Reach.

2. River Recreational. The River Recreational zone encourages river-dependent and river-related recreational uses which provide a variety of types of public access to, ~~and~~ along and in the river, and which enhance the river's natural and scenic qualities.

3. River General. The River General ~~Overlay Z~~zone allows for uses and development which are consistent with the base zoning, which allow for public use and enjoyment of the ~~water~~riverfront, and which enhance the river's natural and scenic qualities.

4. River Industrial. The River Industrial zone encourages and promotes the development of river-dependent and river-related industries which strengthen the economic viability of Portland as a marine shipping and industrial harbor, while preserving and enhancing the riparian habitat and providing public access where practical.

5. River Water Quality. The River Water Quality zone is designed to protect the functional values of water quality resources by limiting or mitigating the impact of development in the setback.

B. Where these regulations apply.

1. General. The regulations of this chapter apply to all land and fills and structures in water within the North and South reaches and industrially zoned sites within the Central reach of the Willamette Greenway Plan boundary. The North and South reaches and industrially zoned sites within the Central reach of the Willamette Greenway Plan boundary are shown on Map 440-1, and are designated on the Official Zoning Maps with River Natural, River Recreational, River General, River Industrial, or River Water Quality overlay zones.

2. Exceptions.

a. ~~except that the area within t~~The interior of Ross and Hardtack Islands ~~which is presently subject to the Ross Island Management Plan~~ will not be subject to the regulations of this chapter during such time as the Ross Island Management Plan ~~remains~~ is in effect.

b. ~~In addition, t~~The major public trail standards of Section 33.440.240 ~~below~~ apply to all lands ~~designated on~~ within the Willamette Greenway Plan boundary designated with the ~~recreational~~ major public trail symbol but which are outside of the greenway zones. ~~However, the regulations of this chapter do not apply within the South Waterfront subdistrict of the Central City plan district. Sites in the South Waterfront subdistrict are instead subject to Section 33.510.253, Greenway Overlay Zone in South Waterfront Subdistrict.~~

C.-D.[No change]

33.440.050 Relationship to State and Federal Reviews

In addition to any City requirements, ~~all~~ development within or riverward of the greenway setback, including fills, ~~must be approved~~ may be regulated by the Oregon Division of State Lands and the U.S. Army Corp of Engineers. City approval does not imply approval by these agencies.

Commentary

33.440.100.B.4

The River Water Quality zone (q-zone) applies in combination with other greenway overlay zones, some of which affect allowed use on a site. The purpose statement for the q-zone says that the zone is designed to protect the functional values of water quality resources by limiting or mitigating the impact of development in the greenway setback. The use limitation has no practical effect on the allowed uses within the greenway setback. There are no greenway review approval criteria related to use in the q-zone, so greenway review is not required for a use that is not river-dependent or river-related. The amendment clarifies the code to ensure that development within the greenway setback will continue to require greenway review and will continue to be subject to the River Water Quality zone application requirements and approval criteria (limit impacts, mitigate for unavoidable impacts).

33.440.100 Use-Related Restrictions

A. Generally. In most cases, the greenway zones do not restrict primary uses that are allowed in the base zones by right, with limitations, or as a conditional use. Exceptions to this are in the River Recreational, River Industrial, and River Water Quality zones. The restrictions on uses are stated in Subsection B. below. The location of development for an allowed use is regulated by the development standards below. Any changes to the land associated with the use are subject to greenway review unless exempted. See 33.440.310 and 33.440.320 below.

B. Use restrictions.

1. River Recreational zone. Primary uses in the River Recreational zone are limited to recreational uses which are river-dependent or river-related.

2. River Industrial zone. In the River Industrial zone, river-dependent and river-related primary uses are allowed by right on sites that front the river. Primary uses that are not river-dependent or river-related may be allowed on sites that front the river if they are approved through greenway review. They must comply with the approval criteria of 33.440.350.B. below. There are no special use restrictions on sites that do not have river frontage.

3. River Natural and River General zones. There are no special use restrictions in the River Natural and River General zones.

4. River Water Quality zone. There are no special use restrictions associated specifically with the River Water Quality zone. However, any use restrictions that apply as a result of an accompanying Greenway Overlay Zone also apply within the River Water Quality zone.~~In the River Water Quality zone, use restrictions apply only within the greenway setback. Primary uses that are river-dependent or river-related are allowed and do not need to comply with Section 33.440.345, Supplemental Application Requirements or the approval criteria of Subsection 33.440.350.G. Primary uses that are not river-dependent or river-related may be allowed if they are approved through greenway review. Existing uses that change to a non-river-dependent or non-river-related use are subject to greenway review.~~

C.-D. No change

Commentary

33.440.210.C.2.b.2

The River Water Quality zone (q-zone) applies an expanded setback area as a way to limit impacts from development on water quality resources. In the q-zone, the setback is expanded from 25 feet landward of top of bank to 50 feet or 200 feet landward from top of bank. While the expanded setback is intended to require minimization of impacts and mitigation for unavoidable impacts to natural resources, the q-zone regulations are not intended to effectively prohibit non-river-dependent and non-river-related development within the expanded setback area. The amended code limits the requirement for a greenway goal exception to the area that is within 25 feet from top of bank, consistent with the requirement in all other greenway zones. Greenway review will continue to be required for all development that is within the q-zone greenway setback. See new Figure 440-3 that illustrates this regulation.

33.440.210 Development in the Greenway Setback

A.-B. No change

C. Development regulations.

1. Development landward of the greenway setback. Development, exterior alterations, excavations, and fills landward of the greenway setback are not required to be river-dependent or river-related and are subject to greenway review, unless exempt under Section 33.440.320, Exemptions.

2. Development within the greenway setback.

   a. River-dependent and river-related development. Development, exterior alterations, excavations, fills, and associated tree removal within the greenway setback that are river-dependent or river-related may be allowed if approved through greenway review, unless exempt under Section 33.440.320, Exemptions.

   b. Development that is not river-dependent or river-related.

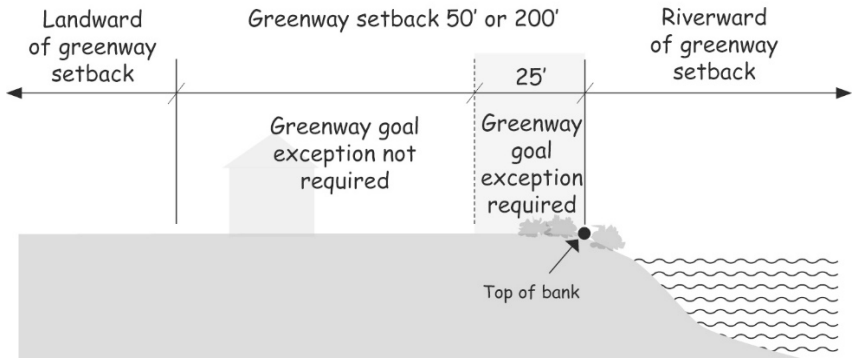
      (1) General. Development, exterior alterations, excavations, or fills that are not river-dependent or river-related require greenway review and a Greenway Goal Exception to locate in the greenway setback.

      (2) Exception. Within the River Water Quality zone, development, exterior alterations, excavations, and fills that are not river-dependent or river-related do not require a Greenway Goal Exception when located outside of the area that is within the first 25 feet landward of the top of bank. See Figure 440-3.

3. Development riverward of the greenway setback. Development, exterior alterations, excavations, fills, and associated tree removal riverward of the greenway setback that are river-dependent or river-related may be allowed if approved through a greenway review, unless exempt under Section 33.440.320, Exemptions. Development, exterior alterations, excavations, or fills that are not river-dependent or river-related require greenway review and a Greenway Goal Exception to locate riverward of the greenway setback.

Figure 440-3 [New]

Greenway Goal Exception in the River Water Quality Zone



Commentary

33.440.220 Floor Area Ratios

The maximum floor area ratio (FAR) is 2 to 1 for the first 200 feet inland measured from the ordinary high water line, except in any of the following situations:

A. The site is already subject to a more restrictive FAR; or

~~**B.** The site is located in the Central City plan district, where the plan district FAR limits apply; or~~

~~**C**~~**B.** The use is an industrial use in an IH or IG base zone.

33.440.240 Major Public ~~Recreational~~ Trails

A. Purpose. Major p~~P~~ublic ~~recreational~~ trails provide public access to and along both sides of the Willamette River. Major p~~P~~ublic ~~recreational~~ trails are one of the tools used to comply with the public access requirements of the Comprehensive Plan and the Willamette Greenway Plan.

B. Major p~~P~~ublic ~~recreational~~ trail requirements. All sites with a major public ~~recreational~~ trail symbol shown on the Official Zoning Maps must comply with the requirements of Chapter 272, Major Public ~~Recreational~~ Trails, provide and install the official Greenway Trail signs as required by the Parks Bureau, and meet the trail design guidelines contained in the Willamette Greenway Plan.

C. Major Public ~~Recreational t~~Trails in the River Natural and River Water Quality zones. Major public ~~Recreational~~ trails must be designed to minimize disturbances on the natural environment of the River Natural and the River Water Quality zoned lands.

Commentary

33.440.270.D. Nonconforming Uses and Development

Within the greenway setback in the River Water Quality zone development may expand building square footage as long as the overall building footprint is not enlarged. The provision allows for a vertical increase in square footage (e.g., a second story addition) that does add to the total footprint area or increase impervious surface that would have negative impacts on the water quality of the Willamette River.

33.440.270 Nonconforming Uses and Development

Nonconforming uses and development in the greenway zones are subject to the regulations and reviews of Chapter 33.258, Nonconforming Situations. The additional regulations stated below and apply to development within or riverward of the greenway setback that is not river-dependent or river-related.

A. The development may continue.

B. The development may be changed to an allowed river-dependent or river-related development by right.

C. The development may be changed to another nonconforming development if within a building if outdoors, it may not be changed to another nonconforming development.

D. The development may be expanded, but not within or riverward of the greenway setback except in the River Water Quality zone. In the River Water Quality zone, development may be expanded within the greenway setback when the building coverage of the development is not increased.

33.440.320 Exemptions from Greenway Review

Greenway review is not required for any of the situations listed below. The situations listed below are still subject to the Greenway development standards. When no development is proposed, removal of trees allowed under the exemptions below are subject to the tree permit requirements of Title 11, Trees. Exempt situations are:

A.- C. [No changes]

D. Development of or changes to the greenway trail or access paths provided that all development standards including the standards of Chapter 33.272, Major Public ~~Recreational~~ Trails, are met. Development of or changes in a viewpoint or view corridor, as indicated on Map 440-1, will require greenway review;

E.-M. [No changes]

Commentary

33.440.330 Procedures
All development that does not require a Greenway Goal Exception is processed through the Type II procedure. All development that requires a Greenway Goal Exception is processed through a Type III procedure, and must be approved by City Council. See ~~Section~~ Chapter 33.~~440.360~~ 840, Greenway Goal Exception and Chapter 33.850, Statewide Planning Goal Exceptions.

33.440.345 Supplemental Application Requirements
In addition to the application requirements of Section 33.730.060, Application Requirements, the following information is required for Greenway review applications:

A. Supplemental site plans. One copy of each plan must be at a scale of at least one inch to 100 feet.

1. An existing conditions site plan, showing the following:

   a. Topography shown by contour lines at two foot vertical contours in areas of slope less than 10 percent and at five foot vertical contours in areas of slope ten percent or greater;

   b. The top of bank and the setback area and the structures and topographic contours referenced to determine the top of bank. The site plan depicting the top of bank must be drawn accurately to scale, and be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches. The scale of the drawing must be between 1 inch = 50 feet, and 1 inch = 10 feet. Ground elevations must be shown by contour lines at 2-foot vertical intervals. See the definition of top of bank in 33.910.030;

Commentary

33.440.360

The approval criteria for a Greenway Goal Exception have been moved to a new Chapter 33.840.

c. Distribution outline of shrubs and ground covers with a list of most abundant species;

d. Trees identified by species, including the location of the drip line;

e. Streams, wetlands, other water bodies, and drainage patterns, using arrows to indicate the direction of major drainage flow;

f. Existing improvements such as structures, buildings, utility lines, fences, paved areas, roads, culverts, and bridges;

g. Areas of known soil or groundwater contamination, areas of uncontained hazardous materials, and underground storage tanks; and

h. Stormwater management facilities.

2.-3. [No changes]

B. No change

~~**33.440.360 Greenway Goal Exception**~~

~~**A. When a greenway goal exception is required.** Approval of an exception to Statewide Planning Goal 15 - Willamette Greenway, is required to locate a development or right-of-way that is not river-dependent or river-related within or riverward of the greenway setback. A greenway goal exception is not required to add revetments to a riverbank.~~

~~**B. Approval criteria.** Requests for greenway goal exceptions will be approved if the review body finds the applicant to have shown that all of the following approval criteria are met:~~

~~1. The proposed use is allowed in the base zone by right, with limitations, or as a conditional use;~~
~~2. The proposal will not have a significant adverse effect on the inventoried greenway values of the site or on abutting sites or water areas;~~

~~3. The proposal will not significantly reduce lands available for river-dependent or river-related uses within the City;~~

~~4. The proposal will provide a significant public benefit;~~

~~5. The intensification of existing uses or change in use must be limited, to the greatest possible degree, so that such lands will remain compatible with the preservation of the natural, scenic, historical, and recreational qualities of such lands;~~

Commentary

~~6. The proposal cannot reasonably be accommodated in a location which does not require a goal exception;~~

~~7. Of all other potential locations within the greenway that require a goal exception, there are none with significantly better long-term environmental, economic, social, and energy consequences after mitigation measures;~~

~~8. The proposal is compatible with other adjacent uses, or will be so rendered through measures designed to reduce adverse impacts; and~~

~~9. Development and fills riverward of the greenway setback must show that there are no practical on-site alternatives which achieve the same level of public benefit.~~

Commentary

Maps 440-1 Willamette Greenway Public Access Map (Maps 1-5)
Map 440-1 is a series of maps that delineate the Willamette Greenway Boundary, primary and interim major trail alignments, access paths and connection points to other pedestrian paths and bicycle routes. The creation of Chapter 475, River Overlay Zones, applies to most of the Central Reach/ Central City portion of the Willamette Greenway. The greenway regulations for the South Waterfront Subdistrict can be found in Chapter 510. Industrial zoned sites that are mapped sites in Map 440-4, will continue to have the regulations of Chapter 440 apply.

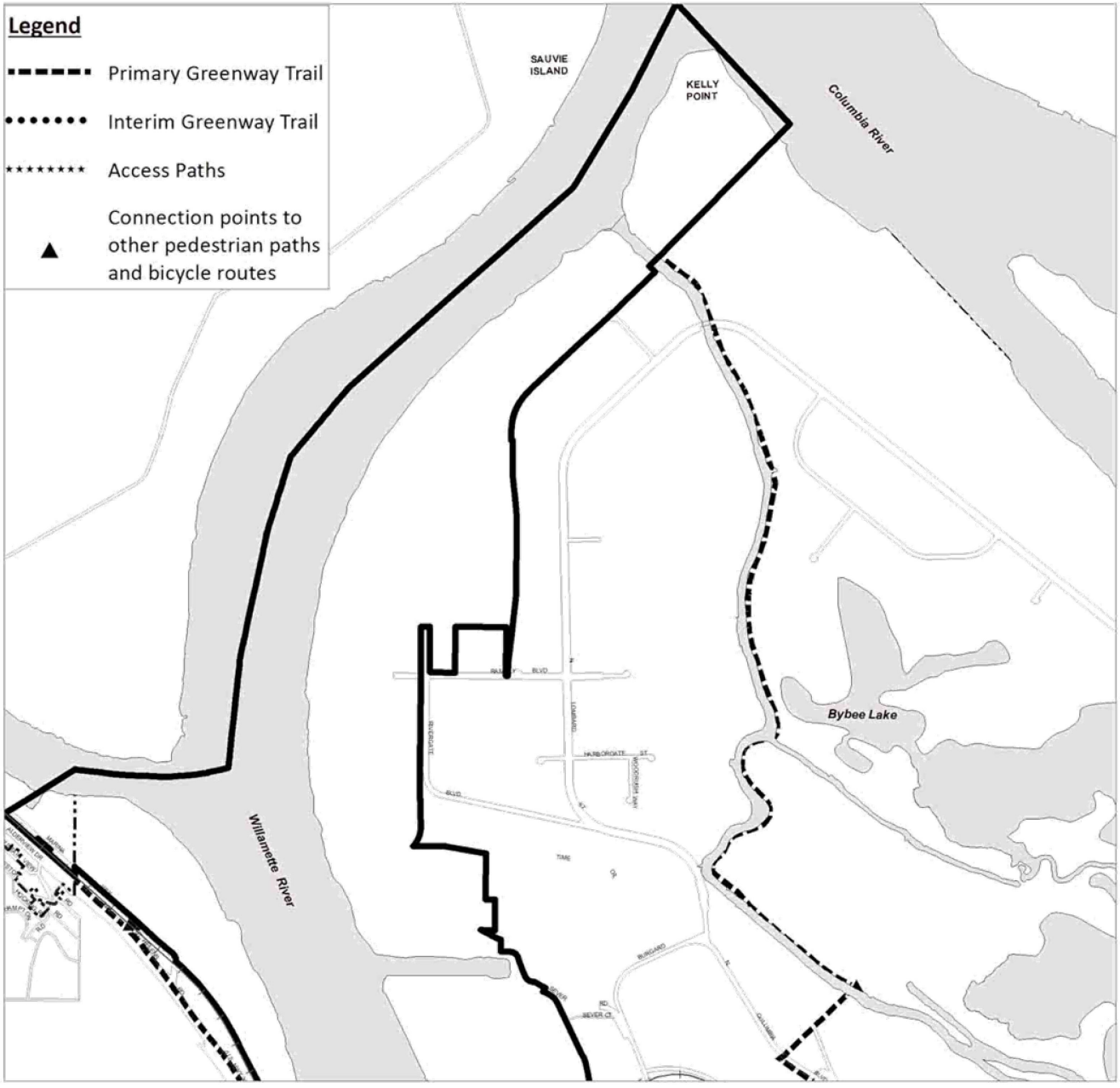
There are no changes to Maps 1-3 of 5 and Map 5 of 5. These maps are included in this draft for information only.

Proposed Willamette Greenway Public Access Map

Map 440-1

Map 1 of 5

Map Revised Xxxxx X, 201X



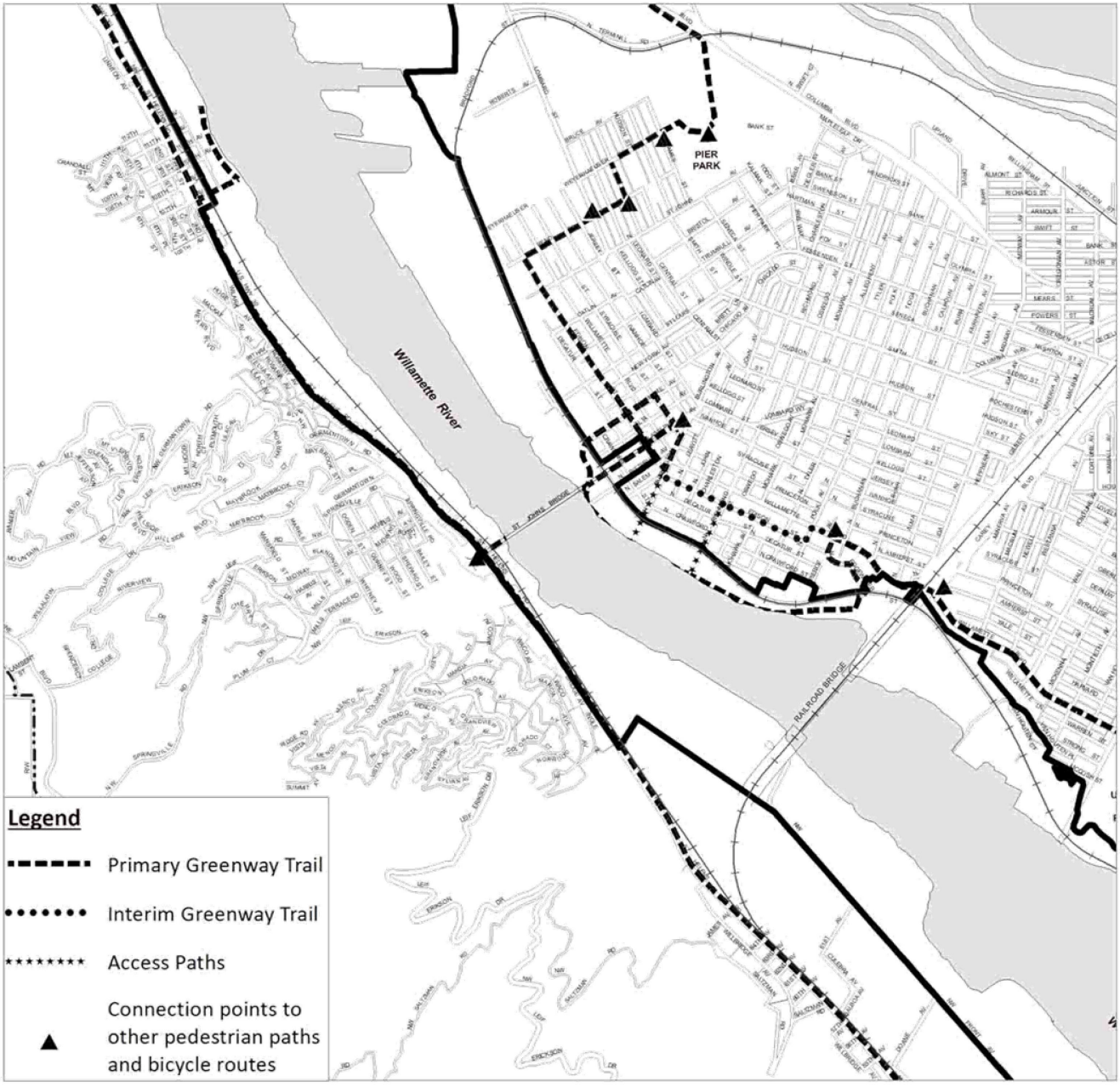
Commentary

Proposed Willamette Greenway Public Access Map

Map 440-1

Map 2 of 5

Map Revised Xxxxx X, 201X



Legend

City Boundary

Proposed Greenway Boundary

NORTH

0 2,000 4,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

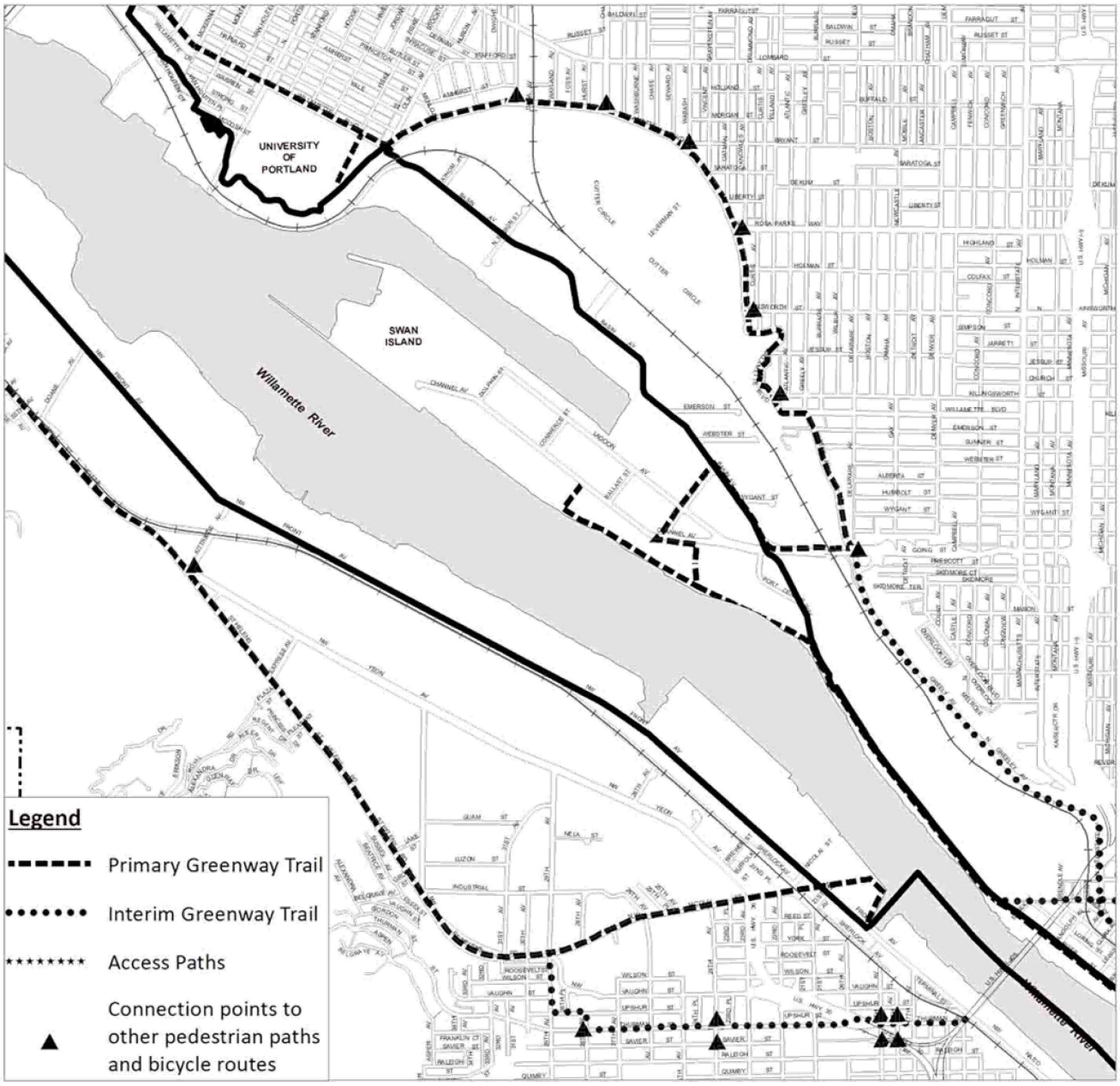
Commentary

Proposed Willamette Greenway Public Access Map

Map 440-1

Map 3 of 5

Map Revised Xxxxx X, 201X



Legend

City Boundary

Proposed Greenway Boundary

NORTH

0 2,000 4,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

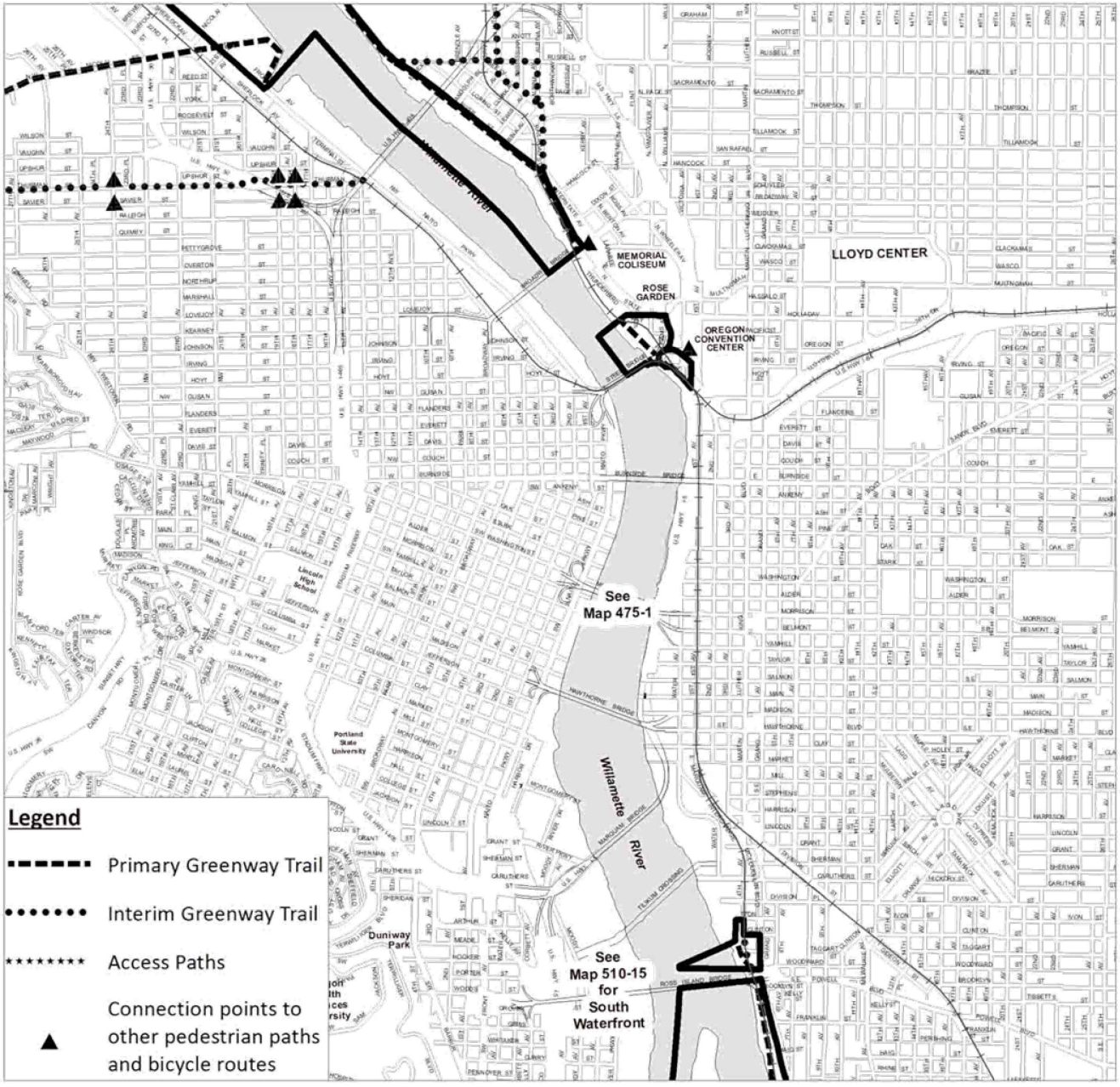
Commentary

Proposed Willamette Greenway Public Access Map

Map 440-1

Map 4 of 5

Map Revised Xxxxx X, 201X



Legend

City Boundary

Proposed Greenway Boundary

NORTH

0 2,000 4,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

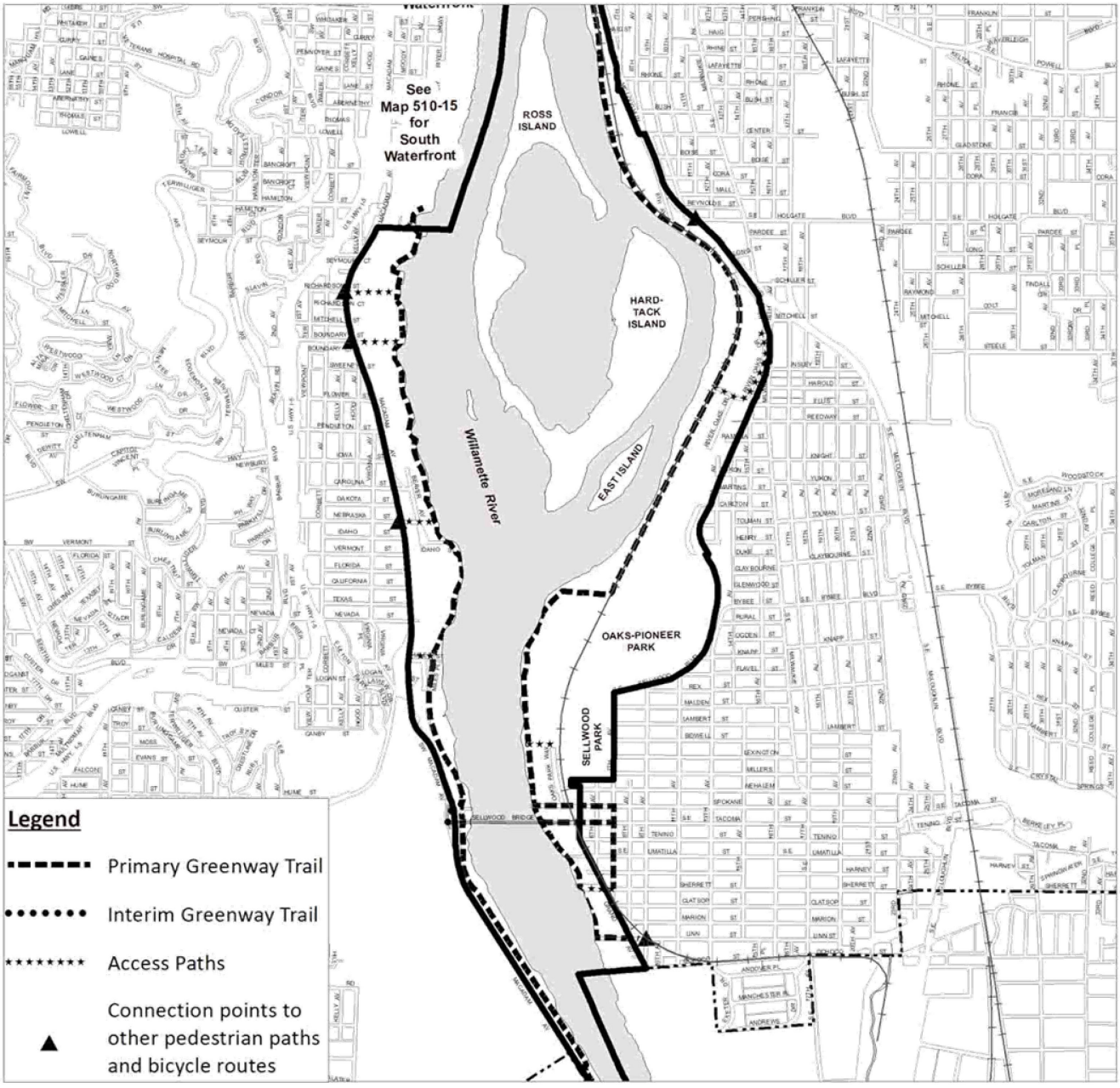
Commentary

Proposed Willamette Greenway Public Access Map

Map 440-1

Map 5 of 5

Map Revised Xxxxx X, 201X



Legend

City Boundary

Proposed Greenway Boundary

NORTH

0 2,000 4,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

33.480.010 Purpose

BPS has produced a new scenic resources inventory and protection plan for the Central City and areas with view of or across the Central City. The *Central City Scenic Resources Protection Plan* updates and replaces some of the information and decisions of the *Scenic Resources Protection Plan (1991).*

33.480.020 Map Symbol

Before application of the environmental conservation and protection overlay zones there were scenic overlay zones based on the *Scenic Resources Protection Plan* (1991). The scenic overlays were removed when the environmental conservation and protection overlays were applied. It was assumed at that time that scenic resources would be addressed by Environmental Review. However, without the scenic overlays it is not possible to know when scenic resources must be considered. Therefore, the City reapplied the scenic overlay zones where they overlap with the environmental overlay zones.

33.480 Scenic Resource Zones

480

Sections:

33.480.010 Purpose
33.480.020 Map Symbol
33.480.030 Application of the Scenic Resource Zone
~~33.480.0640 Relationship to Environmental Zones~~
33.480.040 Development Standards
33.480.050 Tree Removal Review
~~33.480.060 Relationship to Environmental Zones~~

~~Map 480-1 Scenic Resources~~

33.480.010 Purpose

The Scenic Resource zone is intended to:

- Protect Portland's significant scenic resources that provide benefits to the public as identified by the City in the *Scenic Resources Protection Plan* (1991) and the *Central City Scenic Resources Protection Plan* (2017);
- Enhance the appearance of Portland to make it a better place to live and work;
- Create attractive entrance ways to Portland and its districts;
- Improve Portland's economic vitality by enhancing the City's attractiveness to its citizens and to visitors; and
- Implement the scenic resource policies, goals and objectives of Portland's Comprehensive Plan.

The purposes of the Scenic Resource zone are achieved by establishing height limits within view corridors to protect significant views and by establishing additional landscaping and screening standards to preserve and enhance identified scenic resources.

33.480.020 Map Symbol

The Scenic Resource zone is shown on the Official Zoning Maps with a letter "s" map symbol.

33.480.030 Application

The Scenic Resource zone is to be applied to all significant scenic resources identified in *the Scenic Resources Protection Plan* or the *Central City Scenic Resources Protection Plan*. Any changes to land or development, including rights-of-way, within the Scenic Resource zone are subject to the regulations of this chapter.

~~33.480.064~~0 Relationship to Environmental Overlay Zones

~~When an environmental zone has been applied at the location of a designated scenic resource, the regulations of 33.430, Environmental Overlay Zones must be met. e~~Environmental review must include consideration of the scenic qualities of the resource as identified in the ESEE Analysis for *Scenic Resources Protection Plan* or the *Central City Scenic Resources Protection Plan*. ~~The development standards of this Chapter must be considered as part of that review.~~

Commentary

33.480.040.A.2

The base zones include height limits for development and vegetation. When the view corridor, shown in the *Scenic Resources Protection Plan* or the *Central City Scenic Resources Protection Plan* sets a height limit that is more restrictive than the base zone, the view corridor height limit takes precedence. In some situations, the view corridor height limit is **not** more restrictive than the height limits of the base zone; therefore, the base zone takes precedence.

33.480.040 Development Standards

The development standards of the Scenic Resource zone apply based on the mapping designations shown in the *Scenic Resources Protection Plan* or the *Central City Scenic Resources Protection Plan*. The standards for each subsection below apply only to areas with that designation in the respective ~~P~~plan. The resource is defined as the width of the right-of-way or top of bank to top of bank for scenic corridors. Setbacks are measured from the outer boundary of the right-of-way unless specified otherwise in the ESEE Analysis and as shown on the Official Zoning Maps. In some cases, more than one development standard applies. For example, within a scenic corridor, a view corridor standard will apply where a specific view has been identified for protection.

A. View Corridors. All development and vegetation with a view corridor designation in the *Scenic Resources Protection Plan* or *Central City Scenic Resources Protection Plan* are subject to the regulations of this Subsection.

1. Purpose. The intent of the view corridor designation is to establish maximum heights ~~and allow vegetation removal~~ within view corridors to protect ~~significant~~ views from ~~specific~~ designated viewpoints.

2. Standard~~Maximum height standards~~. All development within the designated view corridors~~, shown on Map 480-2,~~ are subject to the height limits of the base zone, overlay zone or plan district, except when a more restrictive height limit is established by the view corridor. In those instances~~When the view corridor height limit is more restrictive than the base zone~~, the view corridor height limit applies to both development and vegetation. Removal of trees or limbs necessary to maintain the view corridor is allowed. When no development is proposed, tree removal is subject to the requirements of Title 11, Trees. Public safety facilities are exempt from this standard.

~~3. Vegetation removal standard. The following standards apply to vegetation trimming and removal within designated view corridors, shown on map 480-1:~~

~~a. Removing trees or tree limbs within an environmental overlay zone is subject to the requirements of 33.430, Environmental Overlay Zones.~~

~~b. Removing or trimming vegetation within a river environmental overlay zone is subject to the requirements of 33.475, River Overlay Zones.~~

~~c. Removing trees or tree limbs in a view corridor outside of the environmental or river overlay zones is subject to the requirements of Title 11, Trees.~~

B. **Scenic Corridors.** All development and vegetation within a scenic corridor designation in the *Scenic Resources Protection Plan* or the *Central City Scenic Resources Protection Plan*~~, shown on Map 480-3,~~ are subject to the regulations of this Subsection.

Commentary

1. Purpose. The scenic corridor designation is intended to preserve and enhance the scenic character along corridors, and where possible, scenic vistas from corridors. This is accomplished by limiting the length of buildings, preserving existing trees, providing additional landscaping, preventing development in side setbacks, screening mechanical equipment, and restricting signs. Property owners and others are encouraged to make every effort to locate buildings, easements, parking strips, sidewalks, and vehicle areas to preserve the maximum number of trees.

2. Standards.

   a. Scenic ~~C~~corridor ~~S~~setback. A scenic corridor setback per Table 480-1 applies along street lot lines that abut the Scenic Corridor identified in the Scenic Resources Protection Plan.

Table 480-1
Scenic Corridor Setback [1]

Zone	Minimum Setback from Street Lot Line
IR	1’ per 2’ of building height, not less than 10’
R1	3’
EG1, IH	5’
EG2, IG2	25’
All other base zones	20’

- [1] Larger minimum setbacks in overlay zone and plan district supersede this setback

   b. Side building setbacks. Buildings, garages, and covered accessory structures are not allowed within the side building setbacks within the first 100 feet from the designated resource.

   c. ~~Limiting s~~Structure length. No more than 80 percent of the length of any site can be occupied by structures, excluding fences, as measured parallel to the scenic corridor. This standard applies to an entire attached housing project rather than to individual units.

   d. Limiting blank facades. Long, blank facades create uninteresting elements along a scenic corridor. This standard applies to all portions of buildings within 100 feet of the designated resource. Residential structures are exempt from this standard. Blank facades must be mitigated for in at least one of the following ways:

      (1) The maximum length of any building facade is 100 feet.

      (2) Two rows of trees, one deciduous and one evergreen, must be planted on 30-foot centers along the length of the building between the structure and the protected resource.

      (3) Facades facing the scenic corridor must have a minimum of 40 percent of surface area in glass. Mirrored glass with a reflectance greater than 20 percent is prohibited.

Commentary

e. Landscaping. The entire required scenic corridor setback must be landscaped to at least the L1 level unless the more stringent standards below or in other chapters of this Title apply. Up to 25 percent of the entire area of the scenic corridor setback may be used for vehicle and pedestrian areas except that each lot is allowed at least a 9-foot wide driveway or parking area and a 6-foot wide pedestrian area. Additionally, areas within the adjacent right of way must be landscaped to standards approved by the City engineer. The required landscaping in the setback and adjacent right of way must be provided at the time of development, except as allowed in B.2.e(1) below.

(1) When alterations are made to a site with an existing nonconforming use, allowed use, limited use, or conditional use, and the alterations are over the threshold stated in 33.258.070.D.2.a, the site must be brought into conformance with the landscape standards above. The value of the alterations is based on the entire project, not individual building permits. The cost of the upgrades required by this chapter may be counted toward the cost of upgrades required by Subsection 33.258.070.D. However, the upgrades required by this chapter must be completed first.

(2) Area of required improvements. Except as provided in 33.258.070.D.2.c(2), Exception for Sites With Ground Leases, required improvements must be made to the entire site and adjacent right of way. If the ground lease is adjacent to a right of way within the scenic corridor, the upgrades required by this chapter also apply to the right of way adjacent to the ground lease.

(3) Timing and cost of required improvements. The timing and cost of the required improvements is specified in 33.258.070.D.2.d. However, where 33.258.070.D.2.d refers to the standards listed in 33.258.070.D.2.b, the landscape standards above, are also included.

f. Screening. All <u>exterior g</u>arbage cans, garbage <u>and recycling c</u>ollection areas, and mechanical equipment (including heat pumps, air conditioners, emergency generators, and water pumps) must be screened from view or not visible from the designated scenic corridor. Small rooftop mechanical equipment, including vents, need not be screened if the total area of such equipment does not exceed 10 square feet per structure.

g. Fences and hedges. The total maximum height of fences, hedges, and berms within the scenic corridor setback, and when allowed in the adjacent right of way is 3-1/2 feet. This provision does not apply to any required screening and buffering.

h. Preservation of trees. This provision does not apply if the property is regulated by state statutes for forest management practices. All trees 6 or more inches in diameter that are within the scenic corridor setback and right of way must be retained unless removal conforms to one or more of the following standards.

Commentary

(1) The tree is located within a view corridor ~~shown on Map 480-1~~ designated in the *Scenic Resources Protection Plan* (1991) or *the Central City Scenic Resources Protection Plan* (2017);

(~~1~~2) The tree is located within the footprint or within 10 feet of existing or proposed buildings and structures attached to buildings, such as decks, stairs, and carports, or within 10 feet of a proposed driveway;

(~~2~~3) The tree is determined by an arborist to be dead, dying or dangerous;

(~~3~~4) The tree is on the *Nuisance Plants List*;

(~~4~~5) The tree must be removed due to installation, repair, or maintenance of water, sewer, or stormwater services. For new installation of services, tree removal allowed under this provision is limited to a single 10 foot wide utility corridor on each site;

(~~5~~6) The tree is within a proposed roadway or City-required construction easement, including areas devoted to curbs, parking strips or sidewalks, or vehicle areas;

(~~6~~7) The tree is within 20 feet of a Radio Frequency Transmission Facility antenna that is a public safety facility. The distance to the antenna is measured vertically and horizontally from the edge of the antenna. See Figure 480-1.; or (~~7~~8)

(~~7~~8) The tree is at least 6 and up to 12 inches in diameter and does not meet any of the other standards of this subparagraph, but is replaced within the scenic corridor setback or adjacent right of way according to Table 480-2. Replacement plantings must meet Section 33.248.030, Plant Materials.

~~3. Tree removal review. Trees that do not qualify for removal under Subparagraph 33.480.050.B.2.h may be removed if approved through tree review as provided in Chapter 33.853, Tree Review. However, where the tree removal would require environmental review, only environmental review is required.~~

33.480.050 Tree Removal Review.

A. Tree removal without development. When no development is proposed, tree removal allowed by the standards of Subparagraph 33.480.040.B.2.h is subject to the tree permit requirements of Title 11, Trees.

B. Tree removal in development situations. When tree removal is proposed as part of development, the standards of Subparagraph 33.480.040.B.2.h apply in addition to the tree preservation standards of Title 11, Trees.

C. Trees that do not qualify for removal under Subparagraph 33.480.040.B.2.h may be removed if approved through tree review as provided in Chapter 33.853, Tree Review. However, where the tree removal would require environmental review, only environmental review is required.

Commentary

Figure 480-1
Measuring from an RF Transmission Facility Antenna

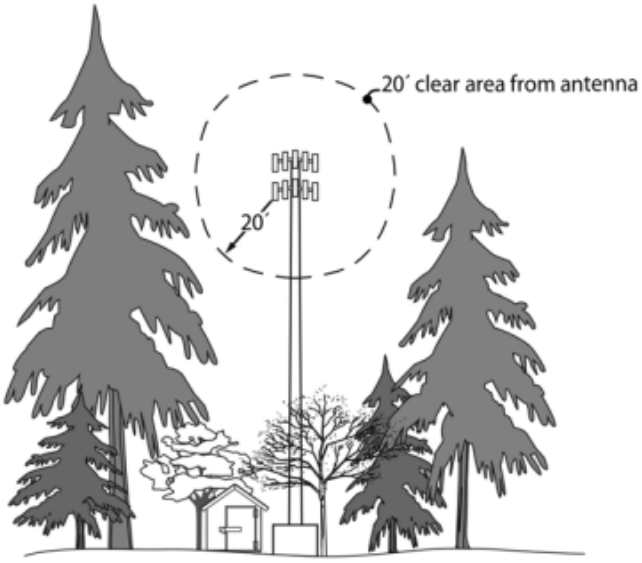


Table 480-2 Tree Replacement Requirements In Scenic Overlay Zone		
Applicants may choose either Option A or Option B [1]		
Size of tree to be removed (inches in diameter)	Option A (no. of trees to be planted)	Option B (combination of trees and shrubs)
Up to 9	1 tree	Not applicable
More than 9 and up to 12	3 trees	2 trees and 2 shrubs
More than 12	Tree Review Required (see 33.480.050 below)	

[1] Trees and Shrubs must be species listed in the Scenic Resources Protection Plan

~~33.480.060 Relationship to Environmental Overlay Zones~~

~~When an environmental zone has been applied at the location of a designated scenic resource, the regulations~~ of 33.430, Environmental Overlay Zones must be met. e~~E~~nvironmental review must ~~include consideration of the scenic qualities of the resource as identified in the ESEE Analysis for *Scenic Resources* Protection Plan or the *Central City Scenic Resources Protection Plan*. The development standards of this Chapter must be considered as part of that review.~~

Commentary

Chapter 33.865 is a new chapter and the text is not underlined for ease of reading.

33.865 River Review

This chapter contains the review process, application requirements and approval criteria for River Review. This is a new chapter and it replaces Greenway Review in the Central Reach.

33.865 River Review

865

Sections:

33.865.010 Purpose
33.865.020 When River Review is Required
33.865.030 Procedure
33.865.040 Supplemental Application Requirements
33.865.100 Approval Criteria
33.865.110 Modification of Site-Related Development Standards
33.865.120 Corrections to Violations of the River Environmental Overlay Zone Standards
33.865.200 Use of Performance Guarantees
33.865.210 Special Evaluations by a Trained Professional

33.865.010 Purpose

River Review is intended to:

- Protect, conserve and enhance identified resources and functional values in the River Environmental overlay zone, compensate for unavoidable significant detrimental impact to those resources and functional values, and ensure the success of mitigation and enhancement activities;
- Help the City meet existing and future requirements pursuant to federal and state laws including the Clean Water Act, the Safe Drinking Water Act, the Endangered Species Act, the Migratory Bird Treaty Act, and the National Flood Insurance Act;
- Provide flexibility for unusual situations. River Review allows for evaluation of alternative development scenarios that may have less detrimental impact on protected resources, and allows for the evaluation of off-site mitigation proposals;
- Provide a mechanism for the evaluation of detailed, site-specific information on the location or quality of resources and functional values;
- Provide a mechanism for modifying the location of the River Environmental overlay zone to reflect permitted changes in the location or quality of resources and functional values.
- Provide for the replacement of resources and functional values that are lost through violations of the River Environmental overlay zone standards;
- Provide a mechanism to modify the River Environmental overlay zone standards of Chapter 33.475, River Overlay Zones; and
- Allow for modifications to site-related development standards when modification will result in greater resource protection.

Commentary

33.865.020 When River Review is Required

River Review is required in the following situations:

A. When an applicant proposes non river-dependent or river-related primary uses within or riverward of the River Setback;

B. When a development or regulated activity in the River Environmental overlay zone is not exempt from the River Environmental overlay zone regulations and either does not meet the standards of subsection 33.475.440 or there are no development standards applicable to the proposal;

C. When River Review is required to correct a violation of the River Environmental overlay zone regulations, as described in subsection 33.475.450;

D. When an applicant wishes to fine tune the boundary of the River Environmental overlay zone based on a detailed environmental study that more accurately identifies the location and quality of resources and functional values. Minor boundary changes are allowed through River Review. Map error corrections are reviewed under 33.855.070, Corrections to the Official Zoning Maps, and removal of the River Environmental overlay zone is processed as a change of overlay zone as stated in 33.855.060, Approval Criteria for Other Changes; or

E. To modify the boundary of River Environmental overlay zone to reflect permitted changes in the location or quality of resources or functional values. The modification of River Environmental overlay zone procedure does not apply to changes caused by violations of subsection 33.475.440.

33.865.030 Procedure

A River Review is processed through a Type IIx procedure, except as described in 33.475.450.B when River Review is required to correct a violation of the River Environmental overlay zone regulations.

Commentary

33.865.040 Supplemental Application Requirements

The supplemental application requirements are substantively the same as those required for the Environmental Overlay Zones.

33.865.040 Supplemental Application Requirements

In addition to the application requirements of Section 33.730.060, the following information is required when the River Review application is for development in the River Environmental overlay zone, or for modification of the River Environmental overlay zone boundary:

A. Supplemental site plan requirements. ~~One copy of each plan must be at a scale of at least one inch to 40 feet. Site plans must show existing conditions, conditions prior to a violation (if applicable), proposed development, and construction management. A mitigation site plan is required when the proposed development will result in unavoidable significant detrimental impact on the resources and functional values ranked high or medium in the *Willamette River Natural Resource Inventory* or when mitigation is proposed in order to meet River Review approval criteria. A remediation action site plan is required when significant detrimental impacts occur in violation of the Code and no permit was applied for.~~ Five copies of each required site plan must be submitted. The site plans must show the entire site, must be drawn accurately to a scale that is between 1 inch to 50 feet and 1 inch to 10 feet, and must show all property lines with dimensions, a north arrow and a date. Additional site plans that show only a portion of the site may be submitted. All copies of site plans must be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches. The Director of BDS may waive items listed in this subsection if they are not applicable to the specific review; otherwise they must be included. Additional information such as wetland characteristics or soil type may be requested through the review process.

1. Existing conditions site plan. The existing conditions site plan must show the following:

   ~~a. For the entire site:~~

   a.~~(1)~~ Location of any wetlands or water bodies on the site or within 50 feet of the site. Indicate the location of the top of bank, **including structures and topographic contours referenced to determine top of bank,** centerline of stream, ordinary high water, or wetland boundary as appropriate. See Section 33.910.030, Environmental-Related Definitions, Top of Bank. In the case of a violation, also identify the location of the wetland or water body prior to alteration;

   b.~~(2)~~ 100-year floodplain and floodway boundaries. In the case of a violation, also identify the location of the 100-year floodplain and floodway prior to alteration;

   c. Drainage patterns, using arrows to indicate the direction of major drainage flow;

Commentary

~~(3) The top of bank of the Willamette River, and the structures and topographic contours referenced to determine the top of bank. The site plan depicting the top of bank must be drawn accurately to scale, and be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches. The scale of the drawing must be between 1 inch = 50 feet, and 1 inch = 10 feet. Ground elevations must be shown by contour lines at 2-foot vertical intervals. See Section 33.910.030, Environmental-Related Definitions, Top of Bank. In the case of a violation, also identify the location of the wetland or water body prior to alteration;~~

d.~~(4)~~ Boundaries of the River Environmental overlay zone. These boundaries may be scaled in relation to property lines from the Official City Zoning Maps;

e. Within the River Environmental overlay zone:

(1) Distribution outline of shrubs and ground covers, with a list of most abundant species; and

(2) Trees over 1.5 inches in diameter identified by species and size, including the location and size of the trunk, **canopy crown diameter** and the root protection zone. In the case of a violation, also identify the trees that were cut or damaged by showing a stump diameter and species;

f. Outside of the River Environmental overlay zone, trees over 3 inches in diameter, including the location of the trunk and canopy crown cover, identified by species and size;

g.~~(5)~~ Location and boundaries of designated scenic resources. The location of viewpoints, view corridors and scenic corridors must be show in relation to the property lines, existing and proposed public trails and boundaries of the River Environmental overlay zone;

h.~~(6)~~ Topography shown by contour lines at 2 foot vertical contours in areas of slopes less than 10 percent and at 5 foot vertical contours in areas of slopes 10 percent or greater. In the case of a violation, also identify the topography prior to alteration; and

~~(7) Drainage patterns, using arrows to indicate the direction of major drainage flow; and~~

i.~~(8)~~ Existing improvements such as structures, buildings, utility lines, stormwater systems, septic or sewer facilities, fences, etc.

~~b. Within the River Environmental overlay zone:~~

~~(1) Distribution outline of shrubs and ground covers, with a list of most abundant species; and~~

Commentary

~~(2) Trees over 3 inches in diameter identified by species and size, including the location of the trunk and the root protection zone or canopy drip line. In the case of a violation, also identify the trees that were cut or damaged by showing stump diameter and species.~~

2. Proposed development site plan. ~~A~~ The proposed development site plan must show the following:

   a. Location of the River Environmental overlay zone, the top of bank and river setback areas, and the landscaping area subareas;

   b. Location of all proposed development including buildings, structures, decks, retaining walls, bridges, trails/pathways;

   c. Location of proposed utility lines and connections, stormwater systems and septic or sewer facilities;

   d. Location of protected scenic resources;

   e. Delineation and total square footage of temporary and permanent disturbance areas including equipment maneuvering areas;

   f. Delineated areas of vegetation removal and identification of trees to be removed using a bold X;

   g.~~e.~~ Proposed final contour lines at 2 foot vertical intervals in areas of slopes less than 10 percent and at 5 foot vertical contours in areas of slopes 10 percent or greater;

   ~~f. Delineated areas of ground disturbance and vegetation removal;~~

   h.~~g.~~ Location of excavation and fill and total quantities of each, including b~~B~~alanced cut and fill calculation for any grading in the 100-year floodplain; ~~and~~

   i.~~h.~~ Delineated areas to be left undisturbed; and

   j. Location and species of existing trees, shrubs, and ground covers to remain including the required root protection zone per Title 11;

3. Construction management site plan. ~~A~~ The construction management site plan must show the following:

   a. Location of the River Environmental overlay zone;

   b. ~~Delineated areas~~Delineation and total square footage of temporary and permanent ~~ground~~ disturbance areas ~~and vegetation removal~~ including equipment maneuvering areas;

Commentary

c. Proposed grading plan with existing and proposed contours. The grading plan must show proposed alteration of the ground at 2-foot vertical contours in areas of slopes less than ten percent and at 5-foot vertical contours in areas of slopes ten percent or greater;

d. Location of excavation and fill and total quantities of each, including balanced cut and fill calculation for any grading in the 100-year floodplain;

e. Location of all proposed development;

f. Delineated areas of vegetation removal and identification of trees to be removed using a bold X;

g.~~e.~~ Areas where existing topography and vegetation will not be affected by the development proposal;

h.~~f.~~ ~~Identification of trees to be removed using a bold X and the~~ L~~l~~ocation of trees to remain including the required root protection zone per Title 11;

i.~~g.~~ Location of site access and egress;

j.~~h.~~ ~~Equipment and~~ M~~m~~aterial staging and stockpile areas; and

k.~~i.~~ Erosion control measures~~; and~~

~~j. Measures to protect trees and vegetation in accordance with Title 11~~.

4. Mitigation or remediation site plan. A mitigation site plan is required when the proposed development will result in unavoidable significant detrimental impact on the resources and functional values ranked high or medium in the *Willamette River Natural Resources Protection Plan* or when mitigation is proposed in order to meet River Review approval criteria. A remediation site plan is required when significant detrimental impacts occur in violation of the Zoning Code and no permit was applied for. ~~An~~ The on-site or off-site mitigation or remediation site plan must show the following:

   a. Location of the River Environmental overlay zone in relation to the mitigation site;

   b. Distribution outline, species composition, and percent cover of ground covers to be seeded or planted using standard landscape graphics;

   c. Location, species, and size of each individual tree to be planted;

   d. A planting table listing the size, number, and species (common and scientific) of all trees, shrubs, groundcover or seeds to be installed ~~including the ratio of seeds to area to be planted, species name (common and scientific), number, size and spacing~~;

   e. The area of the mitigation site in square feet in relation to the project impact area;

Commentary

h. Location of protected viewpoints and view corridors;

f. The location of the mitigation site in relation to existing, proposed or anticipated future development on the site;

g. Stormwater management features, including retention, infiltration, detention, discharges, and outfalls;

i. Water bodies to be created, including centerline, top of bank, wetland boundary and depth;

j. Water sources to be used, including volumes;

k. Location of excavation and fill and total quantities of each including balanced cut and fill calculation for any grading in the 100-year floodplain; and

l.~~k.~~ Information showing compliance with Section 33.248.090, Mitigation and Restoration Plantings.

B. Supplemental narrative. The following is required:

1. Impact evaluation. An impact evaluation is required to determine compliance with the approval criteria, and to evaluate practicable development alternatives for a particular site. The alternatives must be evaluated on the basis of their impact on identified resources and functional values. Significant resources and functional values are identified in the ~~*Willamette River North Reach Natural Resources Inventory: Riparian Corridors and Wildlife Habitat* (2008)~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)*, and a supplemental environmental assessment can be provided to more accurately identify resources and functional values on the site. In the case of a violation, the impact evaluation is used to determine the nature and scope of the significant detrimental impacts.

   a. An impact evaluation includes:

      (1) Identification, by characteristic and quantity, of the natural resources and their functional values found on the site. The ~~Willamette River North Reach Natural Resources Inventory: Riparian Corridors and Wildlife Habitat (2008)~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)* provides site-specific information on natural resource features including:

- open water;
- shallow water (river depth 0-20 feet);
- beach;
- riparian vegetation;
- upland and bottomland forest;
- grassland;
- flood area and floodplain;
- wetlands, streams and ponds; and
- special habitat area.

Commentary

(2) Scenic resources are mapped with a scenic (s) overlay zone. The adopted *Central City Scenic Resources Protection Plan* describes the specific resources to be protected. Chapter 33.480, Scenic Resources, says that adjustments and modifications to the standards can be made through Environmental or River Review. Scenic resources should be considered in context of the natural resources features and functions. In the case where resource values will be diminished in order to protect the scenic resources, mitigation is required to compensate for the loss of function.

The ~~*Willamette River/Central Reach Natural Resources Inventory (2015)*~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)* provides site-specific information on the functional values provided by the various natural resource features including:

- Microclimate and shade;
- Stream flow moderation and water storage;
- Bank function, and sediment, pollution and nutrient control;
- Large wood and channel dynamics;
- Organic inputs, food web and nutrient cycling;
- Fish and wildlife habitat;
- Habitat connectivity/movement corridor;

The ~~Willamette River/Central Reach Natural Resources Inventory (2015)~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)* also provides information on wildlife and plant special status species that are known or reasonably expected to occur within or use a site. The application must contain current information regarding any special status species known or expected to occur on the site;

(2) Identification and description of the scenic resources on the site. Scenic resources are mapped on the official zoning maps with the Scenic (s) overlay zone and are described in ~~T~~the *Central City Scenic Resources Protection Plan* (2015~~5~~7) ~~provides site-specific information on the scenic resources. The application must contain current information regarding the scenic resources.~~;

(3) Identification of significant unavoidable detrimental impacts on identified natural and scenic resources and functional values. Actions that could cause detrimental impacts and should be identified include:

- excavation and fill both in the water and above the ordinary high water mark. The quality and source of fill material is an important factor to be considered;
- clearing and grading;
- construction;
- vegetation removal;
- tree planting;
- altering bathymetry;
- altering a vegetated riparian corridor or upland vegetated area;
- altering the floodplain;
- altering the temperature of the river especially the altering of existing cold water sources;

(3) Evaluation of practicable alternative locations, design modifications, or alternative methods of development that both achieve the project purpose, taking into account cost and technology, and minimize significant detrimental impacts on identified natural and scenic resources and functional values; and

Commentary

(4) Determination of the practicable alternative that best meets the applicable approval criteria.

b. An impact evaluation for a violation includes:

(1) Description, by characteristics and quantity, of the natural and scenic resources and functional values on the site prior to the violation; and

(2) Determination of the impact of the violation on the natural and scenic resources and functional values.

2. Biological assessment. A biological assessment developed for the purposes of a federal or state permit may be submitted in place of some or all of the impact evaluation if the biological assessment includes the information described in subparagraph B.1, above. In the event that the applicant submits a biological assessment in place of some or all of the impact evaluation, the applicant must identify which aspects of the impact evaluation are covered by the biological assessment and, if necessary, identify which pieces of information will be included in the impact evaluation.

3. Supplemental environmental site assessment. A site-specific environmental assessment, prepared by a qualified consultant, to more precisely determine the existence, location, type, extent, and quality of the natural resources and functions on the site can be provided as part of the supplemental narrative. The assessment may verify, supplement, or challenge the information in the City's inventory for the purpose of informing the impact evaluation and identifying mitigation obligations;

4. Construction management plan. Identify measures that will be taken during construction or remediation to protect the remaining natural and scenic resources and functional values at and near the construction site and provide a description of how areas that are not affected by the construction will be protected. For example, describe how trees will be protected, erosion controlled, construction equipment controlled, and the timing of construction; and

5. Mitigation or remediation plan. The purpose of a mitigation or remediation plan is to compensate for unavoidable significant detrimental impacts on identified natural and scenic resources and functional values that result from the chosen development alternative or violation. A mitigation or remediation plan includes:

a. Natural or scenic resources and functional values to be restored, created, or enhanced within mitigation or remediation area~~. If credits will be purchased from a City certified mitigation bank, the mitigation plan must identify the total number and the type of credits being purchased~~;

b. Documentation of coordination with appropriate local, regional, special district, state, and federal regulatory agencies;

Commentary

33.865.100.A. Development within the River Environmental Overlay Zone
The approval criteria for development within the River Environmental overlay zone are intended to protect and conserve the natural resources and functional values that exist in the overlay zone. The approval criteria are modeled on the environmental conservation overlay zone approval criteria and will allow development to occur as long as the applicant can show that all other practicable alternatives to locating development in the resource area have been explored and are not practicable within the context of project purpose. In cases where development will occur and resource values will be diminished, mitigation is required to compensate for the loss of function due to the development.

33.865.100.A.1 Resource Enhancement Projects
Resource enhancement projects should result in an overall increase in natural resource functions. That could result from an increase in natural resource area; for example, removing impervious surface and landscaping with native plants. Or it could result from keeping the area the same but removing invasive plants and landscaping with native plants. No net loss of functional value does not mean that no trees or native vegetation can be removed. For example, if older mature trees are dying out and becoming hazardous; removing those trees and replacing the trees with new native trees should be considered no net loss of functional value.

c. Construction timetables;

d. Operation and a long-term maintenance plan;

e. Monitoring and evaluation procedures that include periodic reporting;

f. Remedial actions for unsuccessful mitigation;

g. Information showing compliance with Section 33.248.090, Mitigation and Restoration Plantings; and

h. If off-site mitigation is proposed, demonstration that on-site mitigation is not practicable or ecologically beneficial.

33.865.100 Approval Criteria.
Requests for a River Review will be approved if the review body finds that the applicant has shown that all applicable approval criteria have been met.

A. Development within the River Environmental overlay zone. The applicant's supplemental narrative must demonstrate that all of the following are met:

1. Resource enhancement projects:

   a. There will be no net loss of total resource area;

   b. There will be no net loss of functional values; and

   ~~b~~c. There will be a significant improvement of at least one functional value.

2. All other proposals in the River Environmental overlay zone:

   a. Proposed development minimizes the loss of identified natural or scenic resources and functional values consistent with the uses that are generally permitted or allowed in the base zone without a land use review, or permitted or allowed by an approved conditional use review;

   b. Proposed development locations, designs, and construction methods are less detrimental to identified natural and scenic resources and functional values than practicable and significantly different alternatives, including alternatives on the same site but outside of the River Environmental overlay zone;

Commentary

33.865.100.A.2.d Mitigation
Mitigation for unavoidable impacts from development will be required for every River Review.

(3) The applicant will be required to show that the proposed mitigation compensates for all significant detrimental impacts to identified natural resources and functional values including the interim loss of resource area and functionality. Lost resource features and functions on the site will have to be fully replaced with in-kind resources, and any interim loss of functionality that will happen between the time the impacts occur and the time the mitigation site is mature will have to be addressed.

Through previous mitigation projects, staff determined a mitigation ratio of 1.2:1 is the absolute minimum to account for time lag between impacts and mitigation establishment and that ratio is associated with mitigation for grassland habitat. Shrublands, woodlands and forests will have a longer time lag between impacts and establishment of mitigation. Therefore, a 1.5:1 ratio of project impact area to mitigation area is the least amount ofmitigation that may be proposed. This is also the mitigation ratio required by the standard 33.475.440.L, Mitigation.

During review it is possible that a higher mitigation ratio will be required due to the factors listed in 3. The applicant's response to the first bullet, uniqueness of the features and functions, should include consideration of how rare the habitat or fish/wildlife are in the local area or region and if any species listed in the Natural Resources Inventory as *at-risk* are impacted, including Endangered Species Act listed species. The applicant's response to distance between the impact area and mitigation area should address the species being impacted and how well the mitigation area will serve those species that will have to relocate.

Responses to the last bullet under 3 should address the time for plants to grow and fully replace the lost functions. The City or applicant may propose a different mitigation ratio that better accounts for the time lag between impacts and a fully functioning mitigation site. Time lag is dependent on the plant and fish/wildlife species impacted and the time it takes for those functions to be replaced. An old growth bottomland hardwood forest can take more than 50 years to be replaced, where a grassland may take only a few years.

(5) On-site mitigation opportunities must be explored before off-site mitigation can be approved. On-site mitigation is a priority in cases where there is adequate space to mitigate based on the mitigation ratio, and appropriate conditions exist to support successful mitigation. An adequate on-site mitigation area should be able to sustain on-going resource functionality and habitat connectivity without being negatively impacted by surrounding development. On-site opportunities will be evaluated within the context of existing, proposed and future development on the site.

c. There will be no significant detrimental impact on areas of the site reserved for mitigation, areas within the River Environmental overlay zone not proposed for development at this time, downstream river habitat within the Central Reach, or other sites in the Central Reach where environmental restoration is in progress or complete;

d. Mitigation:

(1) The mitigation plan ~~must~~ demonstrates that all significant detrimental impacts on identified scenic and natural resources and functional values, and the interim loss of functional value will be compensated for;

(2) To the extent practicable, the natural and scenic resources and functional values restored or enhanced as mitigation must be the same kind of resource, performing the same function~~sal value~~ as the lost resource;

(3) The amount of natural resource mitigation due as compensation must~~will~~ be based on the amount and relative condition of the resources and functional values impacted by the proposal. The amount of natural resource mitigation required will be at a ratio of no less than 1.5:1 of mitigation area to project impact area, but may be more to address the following:

- the uniqueness of the resources and functional values impacted;
- the relative condition of the mitigation area;
- the distance between the impact area and mitigation area; and
- the time lag between when the resources and functional values are lost due to the impacts and the point when the mitigation site will achieve full functions;

(4) Mitigation must occur within the River Environmental overlay zone or in an area that is contiguous to the River Environmental overlay zone. The applicant must own the mitigation site, possess a legal instrument that is approved by the City as sufficient to ensure the right to carry out, monitor, and maintain the mitigation (such as an easement or deed restriction);

(~~4~~5) Mitigation must occur on-site when practicable, and ecologically beneficial. Factors to be considered when evaluating this criterion include:

- The potential for the long-term success of the restored resources and functional values in the mitigation area;
- The amount, size, shape, and connectivity potential of on-site mitigation areas;
- The location of the mitigation area in relation to existing, proposed or future development on the site, and the impact development may have on the mitigation area;
- Contamination; and
- Any other site specific issue or constraint;

Commentary

33.865.100.A.2.d.6 Mitigation

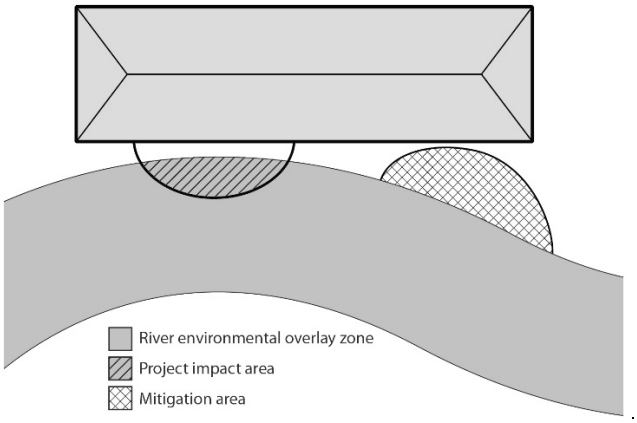
A higher ratio of mitigation to impacts is applied to off-site mitigation because there are natural resource functions lost permanently when resources are removed at one location and mitigated for at a different location. The approval criteria of 33.865.100.A.2.d.3 allows the mitigation ratio to be higher than 1.5:1 depending on the distance between the impact area and the mitigation area. The minimum ratio of 3:1 for off-site mitigation ensures that compensation for moving the resources to a different site is accounted for. Staff may propose an even higher ratio if the mitigation area is located far from the impact area or if the species that use the resources impacted are not benefitting from the mitigation. Best available science includes ratios of 7:1 or higher if there is a large distance between the impact area and mitigation area and the species in the impact area cannot easily transplant to the mitigation area.

(~~5~~6) If on-site mitigation is not practicable or ecologically beneficial, the applicant may perform mitigation off-site. The off-site mitigation must meet ~~33.865.100.A.2.d.1-4~~ all other approval criteria in this Subparagraph and the following:

- Mitigation must occur at a minimum 3:1 ratio of mitigation area to project impact area; and
- The mitigation area must be located within the Willamette River Central Reach, shown on Map 475-1; and
- ~~Mitigation must occur in the River Environmental overlay zone or in an area that is contiguous to the River Environmental overlay zone; and~~

(7) The requirements of Section 33.248.090, Mitigation and Restoration Planting, must be met.

~~Figure 865-1~~
~~Mitigation Area Contiguous to River Environmental Overlay Zone~~



Commentary

33.865.100.B Modifications to zone boundaries
The intent of this section is to ensure that that the River Environmental overlay zone is applied to the existing natural resources that are intended to be protected. In the situation where an applicant receives approval to remove some of the natural resources within the overlay zone and mitigate for the impacts, the overlay zone can be modified to remove the approved development and include the successful mitigation area.

Another way the overlay zone may be modified is by the applicant providing additional, more detailed data showing that the River Environmental overlay zone should be remapped on a site. For example, a survey of the top of bank of a river, stream or drainageway may be provided. The City may need to perform a site visit to verify the data.

Modifications to the location of the River Environmental overlay zone based on more site specific data should be reviewed to determine if any natural resource features or functions have been altered in a way that constitutes a violation to 33.475. Natural resource features and functions change naturally over time due to weather changes, growth of new plants, flooding, etc. Natural changes can result in the features and functions moving on the site and thus the River Environmental overlay zone may need to change accordingly. However, if natural resource features or functions are altered by humans in a way that does not meet the exemptions or standards of 33.475, and have not been reviewed and approved through 33.865, then the location of the River Environmental overlay zone should not be changed.

The applicant may use the more detailed feature data (e.g., location of top of bank, flood area, tree canopy, etc.) and apply the adopted methodology of the Natural Resources Inventory to determine the revised location of high and medium ranked resources. This should be verified by the City using the Natural Resources Inventory GIS models.

33.865.110 Modification of Site-Related Development Standards
This approval criterion allows adjustments to site-related development standards to be considered and approved as part of a River Review. The applicant must show that granting the adjustment will result in greater protection of the resources and functional values on the site and that the proposal is consistent with the purpose of the standard that is being adjusted. This approval criterion is the same as a criterion used in Environmental overlay zones and the Pleasant Valley Natural Resource overlay zone.

B. Modification of River Environmental overlay zone boundaries. Modifications of River Environmental overlay zone boundaries that reflect permitted changes in the location or quality of resource areas will be approved upon finding that the applicant's statement demonstrates that either Paragraph B.1 or B.2 are met. For ~~M~~modification of environmental zone boundaries based on a more detailed site specific environmental study, that confirms the location of natural resource features identified in the adopted Natural Resources Inventory, the applicant's impact evaluation must demonstrate that Paragraph B.3, below, is met:

1. Successful mitigation. An approved mitigation plan has been successful and a new, restored, or enhanced resource exists which should be included in the River Environmental overlay zone; or

2. Approved loss of resource area. All of the following must be met:

   a. All approved development in a resource area has been completed;

   b. All mitigation required of this development has been successful; and

   c. The identified resources and functional values at the developed site no longer exist, or have been subject to a significant detrimental impact.

3. Modification of River Environmental overlay zone boundaries based on a more detailed site-specific environmental study. The River Environmental overlay zone line location may be modified to more accurately reflect the location of natural resources and functional values on the site. All of the following must be met:

   a. The modified River Environmental overlay zone boundary must include all natural resource features that receive a high or medium rank using the methodology ~~adopted~~ within ~~in~~ the adopted Natural Resources Inventory; and

   b. The modified River Environmental overlay zone boundary must be located no closer than 50 feet from the top of bank of a river, stream, drainageway, wetland or other water body.

33.865.110 Modifications of Site-Related Development Standards

The review body may consider modifications to site-related development standards that are not otherwise prohibited from being adjusted as part of the River Review process. These modifications are done as part of the River Review process and are not required to go through the adjustment process. Adjustments to use-related development standards (such as floor-area ratios, intensity of use, size of the use or concentration of uses) are subject to the adjustment process of Chapter 33.805. In order to approve these modifications, the review body must find that the development will result in greater protection of the resources and functional values identified on the site and will, on balance, be consistent with the purpose of the applicable regulations.

Commentary

33.865.120 Corrections to violations of the River Environmental Overlay Zone Standards
For corrections to violations of the River Environmental development standards the application must meet all applicable approval criteria stated in Subsection 33.865.100.~~B~~A, above, and Subsection A, and Paragraphs B.2 and B.3, below. If these criteria cannot be met, then the applicant's remediation plan must demonstrate that all of the following are met:

A. The remediation is done in the same area as the violation; and

B. The remediation plan demonstrates that after its implementation there will be:

1. No permanent loss of any type of resource or functional value;
2. A significant improvement of a least one functional value; and
3. There will be minimal loss of resources and functional values during remediation until the full remediation program is established.

33.865.200 Performance Guarantees
The Director of BDS may require performance guarantees as a condition of approval to ensure mitigation or remediation. See Section 33.700.050, Performance Guarantees.

33.865.210 Special Evaluation by a Professional
A professional consultant may be hired to evaluate proposals and make recommendations if the Director of BDS finds that outside expertise is needed due to exceptional circumstances. The professional will have expertise in the specific resource or functional value or in the potential adverse impacts on the resource or functional value. A fee for these services will be charged to the applicant in addition to the application fee.

Commentary

33.900.010 List of Terms and 33.910.030 Definitions

Beach: The ordinary low water mark is defined by the US Army Corps of Engineers.

Ordinary High Water Mark: The definition included here is the definition that the U.S. Army Corps of Engineers uses and requires that the location of the mark be determined in the field.

River-dependent and river-related definitions originated from Oregon State Statutes definitions in order to implement Statewide Planning Goal 15, Willamette River. The definition is clarified to provide examples of river-dependent and river-related uses and development.

900s

33. 900.010 List of Terms
The following terms are defined in Chapter 33.910, Definitions, unless indicated otherwise.

Beach

Bulkhead

Dredge Material

Ordinary High Water Mark

Shallow Water Habitat

33. 910.030 Definitions

Beach. Land located between the ordinary low water mark and the top of bank of a river, stream or lake with a substrate predominately composed of sand, pebbles or small cobblestone and covered with less than 25% vegetation.

Bulkhead. A retaining wall along a waterfront

Dredge Material. Rock, gravel, sand, silt and other inorganic substances removed from waters of the state.

Ordinary High Water Mark. The line on the shore established by the fluctuations of water and indicated by physical characteristics such as a clear, natural line impressed on the bank, shelving, changes in the character of soil, destruction of terrestrial vegetation, the presence of litter and debris, or other appropriate means that consider the characteristics of the surrounding areas.

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 such as a dock or gangway. Bridges supported by piers or pillars, as opposed to fill, are river-dependent development.

Commentary

River-Related:
The definition is expanded to state that resource enhancement projects adjacent to the river are river-related. These projects directly relate to improving fish and wildlife habitat within the Willamette River Greenway.

Another addition to the river-related code definition is the inclusion of specific uses/development associated with a marine passenger terminal and its passenger vessels. The river-related uses and development proposed in this definition are directly related to a marine passenger terminal that's primary purpose is to load and unload passengers from marine vessels. The dock and gangway for the marine vessels are river-dependent. Passenger waiting and queuing areas, security checkpoints, and machine shops associated with marine passenger docks and marine passenger terminals can locate in the river setback. A machine shop that serves the ongoing in-water maintenance and operations of the terminal facility or out-of-water vessel maintenance are not considered river-related. Other uses and development associated with a marine passenger terminal like a restaurant, or other food services like a café or concession stand, restrooms, business offices, restrooms and supply storage areas are not river-related. Such uses and development can locate outside the river setback. Overall, this facility, adjacent to the river, supports state and local goals for activating the riverfront, river transportation, recreation and economy.

Shallow Water Habitat:
Shallow water habitat is a feature of the Willamette and Columbia River that is critical for Endangered Species Act-listed fish species. This definition reflects the current best available science. The extent of shallow water habitat has been vetted by NOAA Fisheries, Oregon Department of Fish and Wildlife Service and City of Portland Bureau of Environmental Services.

Top of Bank:
The existing definition of top of bank is problematic when the shoreline is variable. The definition has been clarified and a section has been added to 33.930 describing how to measure top of bank. This new definition would apply to water bodies throughout the city. The change from degrees to percent slope makes this language more consistent with other code chapters, which refer to percent slope.

The definition is intended to identify the plateau of the river/stream bank. If the slope of the bank decreases by 10% and then decreases by 15%, where it stays steady, then the location at which the slope decreased by 15% is the top of bank. If the slope of the bank decreases by 5% and then by 10%, where it stays steady, then the location at which the slope decreases by 10% is the top of bank. If there is no decrease in slope 10% or greater within 50 feet of the ordinary high water mark, then a default top of bank is applied.

Please also review minor amendments to 33.930 Measurements.

Other existing terms and definitions are not shown.

River-Related. A use or development ~~which~~that 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. Removal or remedial actions of hazardous substances conducted under ORS 465.200 through 465.510 and 475.900 are considered river-related development for the duration of the removal or remedial action.~~ The following are considered river-related development:

- ~~Recreational Major public~~ Ttrails and viewpoints adjacent to the river~~; are river-related development.~~
- Resource enhancement projects;
- Passenger waiting and queuing areas, security checkpoints, ~~cold food storage,~~ and machine shops associated with marine passenger docks for subregional travel and marine passenger terminals for regional travel;
- Bridge exit and entrance ramps supported by piers or pillars, as opposed to fill; and~~, are river-related development.~~
- Removal or remedial actions of hazardous substances conducted under ORS 465.200 through 465.510 and 475.900 are considered river-related development for the duration of the removal or remedial action.

Top of Bank. The largest decrease in slope that is 10 percent or greater~~first major change in the slope of the incline from~~between the ordinary high water mark~~level~~ of a water body and a point 50 feet landward from the ordinary high water mark. See Section 33.930.150, Measuring Top of Bank. ~~A major change is a change of ten degrees or more.~~ If there is no decrease in slope that is 10 percent or greater~~major change~~ within a distance of 50 feet from the ordinary high water mark~~level~~, then the top of bank will be the default location described in Section 33.930.150, Measuring Top of Bank~~elevation 2 feet above the ordinary high water level~~.

Shallow Water Habitat. Land and riverbed located between the ordinary high water mark and ~~to an elevation~~ 20 feet below the ordinary low water mark of the Willamette or Columbia Rivers.

Commentary

33.920.200 Commercial Outdoor Recreation

The Examples subsection under the Commercial Outdoor Recreation use category is updated to include subregional cruise ships that provide passenger excursions on the Columbia and Willamette rivers. These uses provide recreation and entertainment. Marinas are an existing example of a river-based outdoor recreation use.

33.920 Descriptions of the Use Categories

920

33.920.200 Commercial Outdoor Recreation

A. Characteristics. Commercial Outdoor Recreation uses are large, generally commercial uses that provide continuous recreation or entertainment oriented activities. They generally take place outdoors. They may take place in a number of structures which are arranged together in an outdoor setting.

B. Accessory Uses. Accessory uses may include concessions, restaurants, parking, caretaker's quarters, food membership distribution, and maintenance facilities.

C. Examples. Examples include amusement parks, theme parks, golf driving ranges, miniature golf facilities, zoos, ~~and~~ marinas, and marine passenger docks for subregional cruise ships such as Willamette and Columbia River cruises.

D. Exceptions.

1. Golf courses are classified as Parks And Open ~~Space~~Areas.
2. Uses ~~which~~that draw large numbers of people to periodic events, rather than on a continuous basis, are classified as Major Event Entertainment.

33. 920.510 Aviation and Surface Passenger Terminals

A. Characteristics. Aviation And Surface Passenger Terminals includes facilities for the landing and takeoff of flying vehicles, including loading and unloading areas. Aviation facilities may be improved or unimproved. Aviation facilities may be for commercial carriers or for shared use by private aircraft. Aviation And Surface Passenger Terminals also includes passenger terminals for aircraft, regional bus service, regional rail service, and regional marine transportation.

B. Accessory uses. Accessory uses include freight handling areas, concessions, offices, parking, maintenance and fueling facilities, and aircraft sales areas, rental car facilities, food membership distribution, and Basic Utilities.

C. Examples. Examples include airports, bus passenger terminals for regional bus service, railroad passenger stations for regional rail service, passenger docks for regional marine travel such as ocean-going cruise ships, air strips, seaplane facilities, and helicopter landing facilities.

Commentary

33.920.510.D.2 Exceptions

This use category is transportation-oriented. Subregional river transportation for the purposes of this use category includes water taxis, water buses and water ferries. Subregional river cruise ships are recreational in nature, and are being added as examples under the Commercial Outdoor Recreation use category.

D. Exceptions.

1. Bus and rail passenger stations for subregional service such as mass transit stops are classified as Basic Utilities. Park-and-ride facilities are classified as Community Service.

2. Marine passenger docks for subregional marine ~~travel~~ transportation such as ~~Columbia River cruise ships,~~ water taxis, water buses and ferries~~or recreational boating~~; and other marine tie ups (such as the seawall between the Broadway bridge and the Hawthorne bridge) are not included in this category and are classified as accessory to their adjacent ~~facilities~~uses. Marine passenger terminals that are accessory to marine freight terminals are classified as accessory facilities in the Warehouse And Freight Movement category.

3. Private helicopter landing facilities which are accessory to another use, are considered accessory uses. However, they are subject to all the regulations and approval criteria for helicopter landing facilities.

Commentary

Overlay Zones

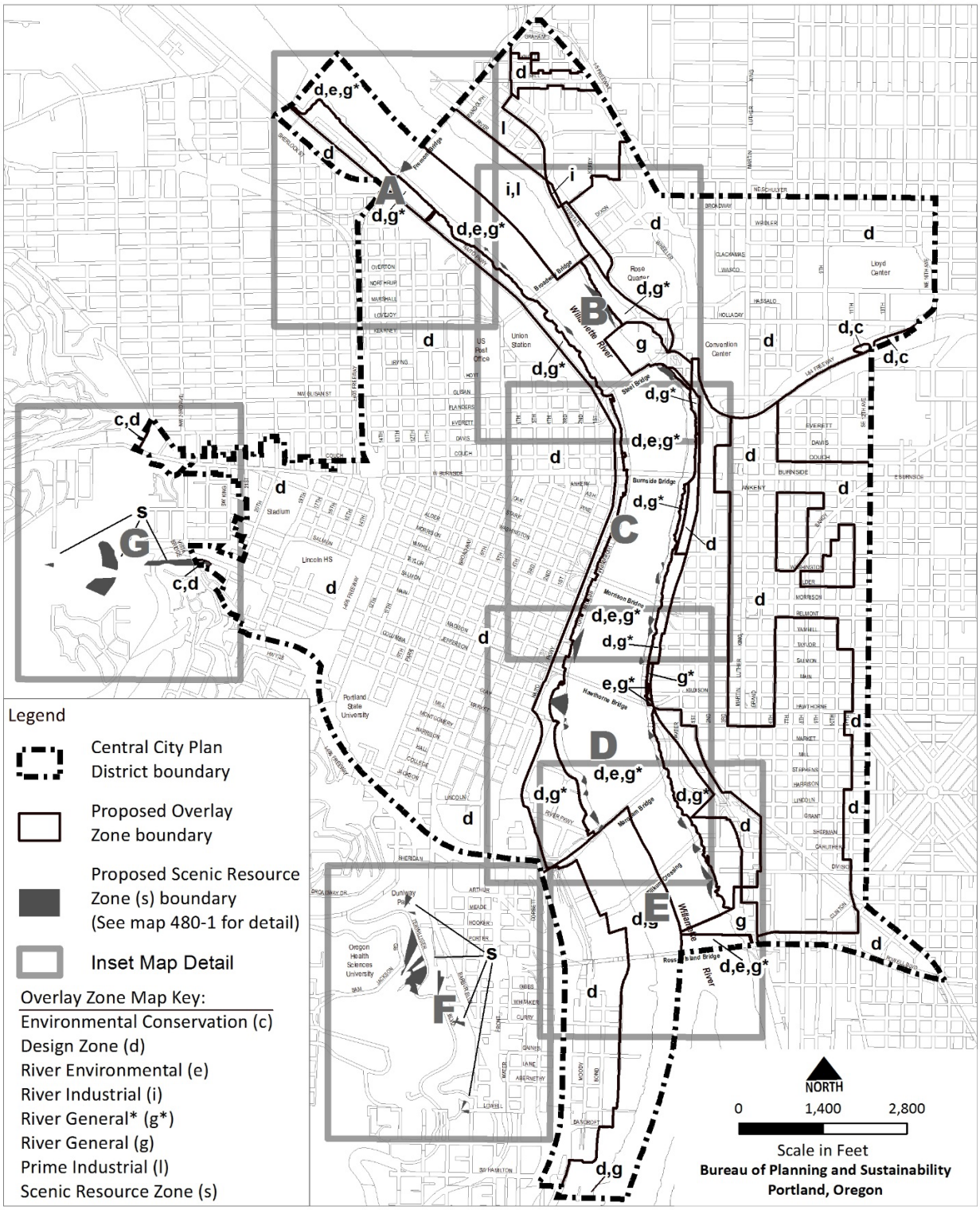
The following overlay zones are being added to or removed from properties as part of the Central City 2035 Plan:

- **Design overlay (d):** This overlay promotes conservation, enhancement and vitality of areas with special scenic, architectural or cultural value by requiring design review. This overlay is applied to all non-industrial sites in the Central City, and therefore is being added to properties where new non-industrial zones are proposed.
- **River overlays (e, g):** A new River Environmental overlay (e) is proposed for natural resources, including the Willamette River, riverbank and riparian areas, to maintain fish and wildlife habitat. This overlay and a new River Review process replaces the existing Greenway overlay and Greenway Review for the Central City. The River General overlay (g*) zone is being added to Governor Tom McCall Waterfront Park to allow for greater public use and enjoyment of the riverfront. Properties in the Central City with the Water Quality overlay (q) are being rezoned to River General (g*). All existing River General overlay zoned property identified within the River Overlay Zones Boundary on Map 475-1 are proposed as River g*.
- **Scenic overlay (s):** The Central City Scenic Resources Protection Plan, updated in conjunction with the Central City 2035 Plan, recommends protecting public views of nearby mountains, the Willamette River and bridges, or the city skyline. The plan is implemented by the Scenic (s) overlay for some view corridors and regulating building heights in others. Properties that are in the Scenic (s) overlay and in an environmental conservation or protection overlay zone have a new standard that allows pruning, removal and replacement of existing trees that obstruct views. Properties along the river within the Scenic (s) overlay have special landscaping regulations. Height limits are described on the back of this insert.

A series of inset maps follow the Overlay Zones Map, showing in greater detail proposed overlay zones along the Willamette River.

Central City Revised Proposed Overlay Zones

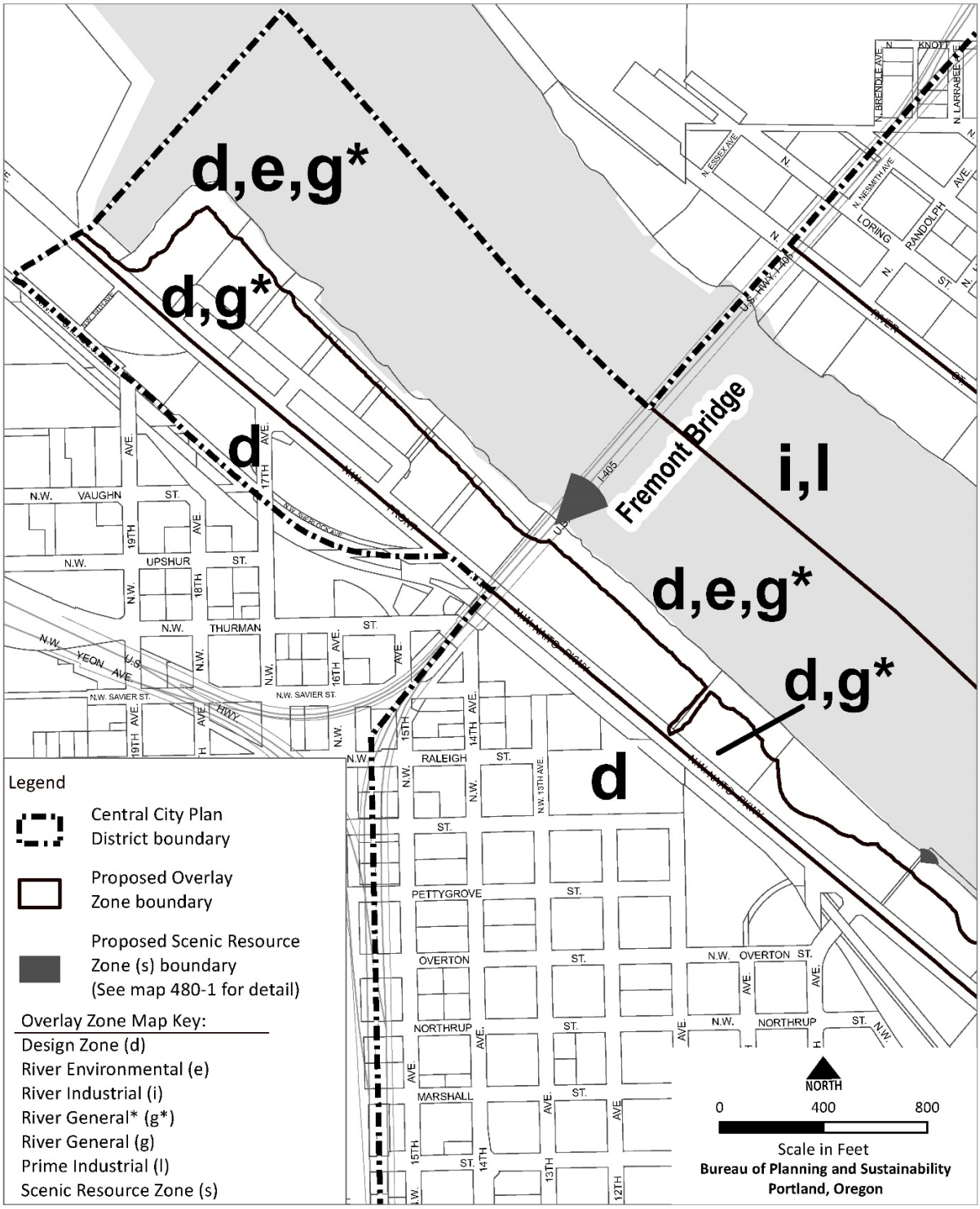
March 10, 2017



Commentary

Central City Revised Proposed Overlay Zones — Inset Map A

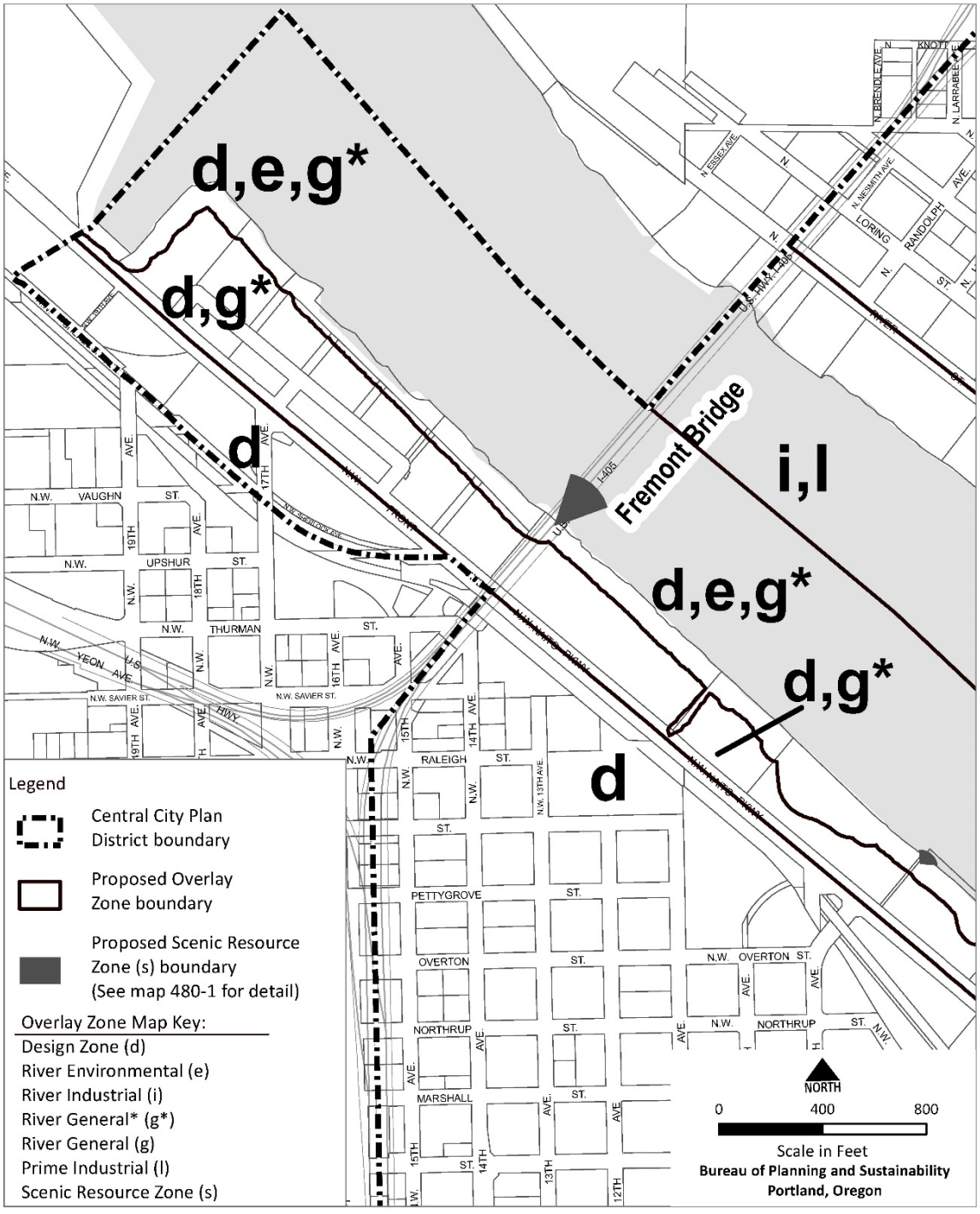
March 10, 2017



Commentary

Central City Revised Proposed Overlay Zones — Inset Map A

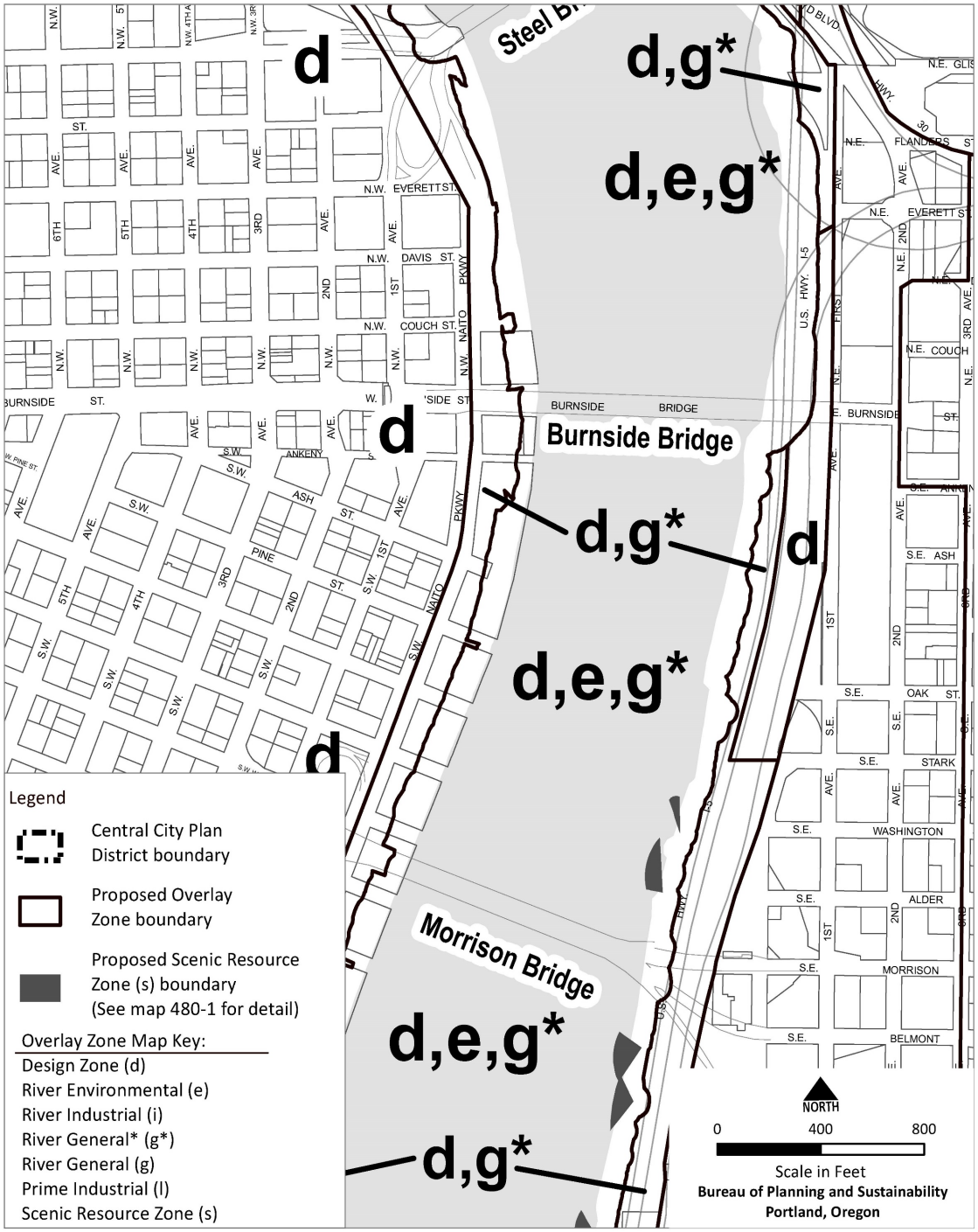
March 10, 2017



Commentary

Central City Revised Proposed Overlay Zones Inset Map C

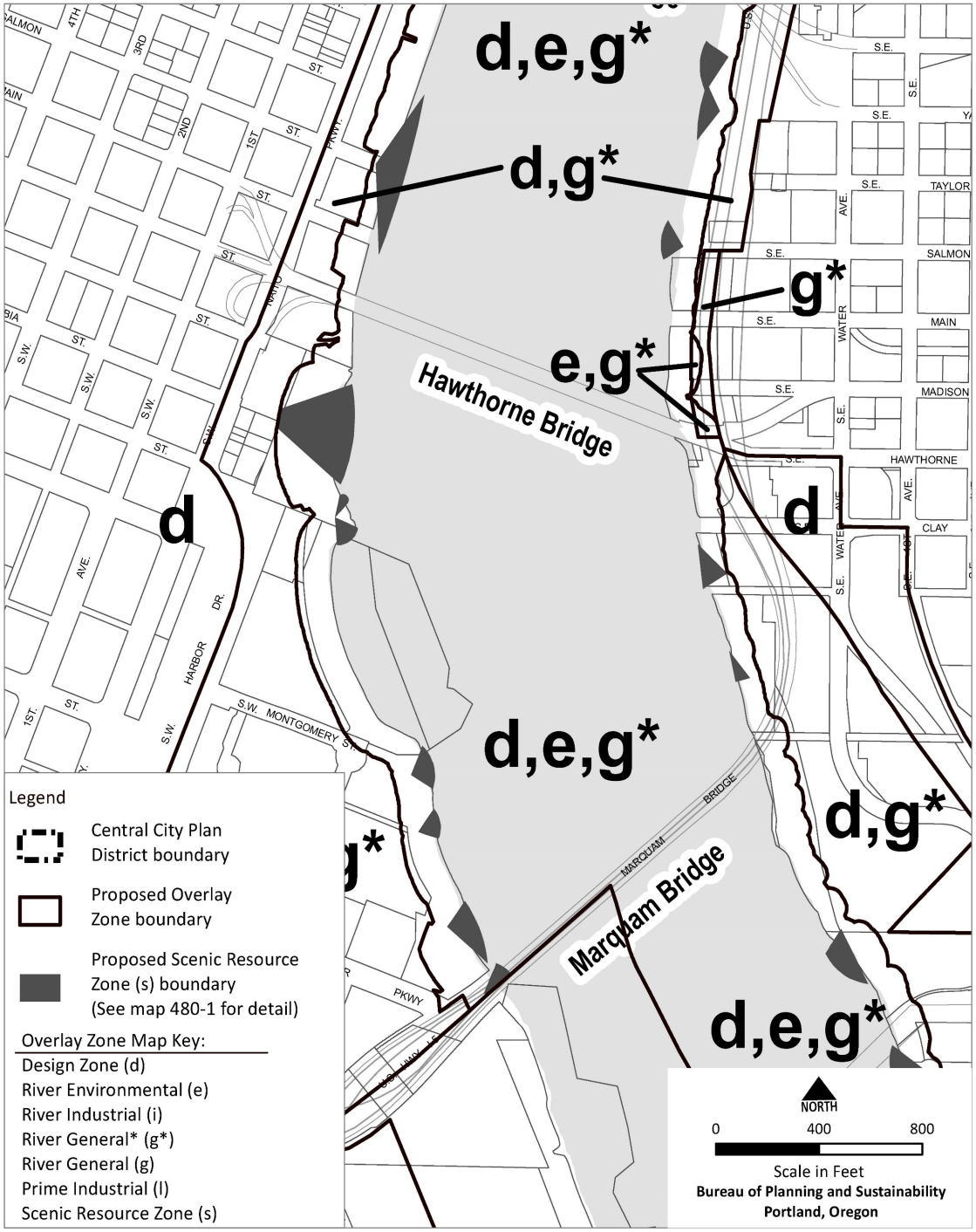
March 10, 2017



Commentary

Central City RevisedProposed Overlay Zones Inset Map D

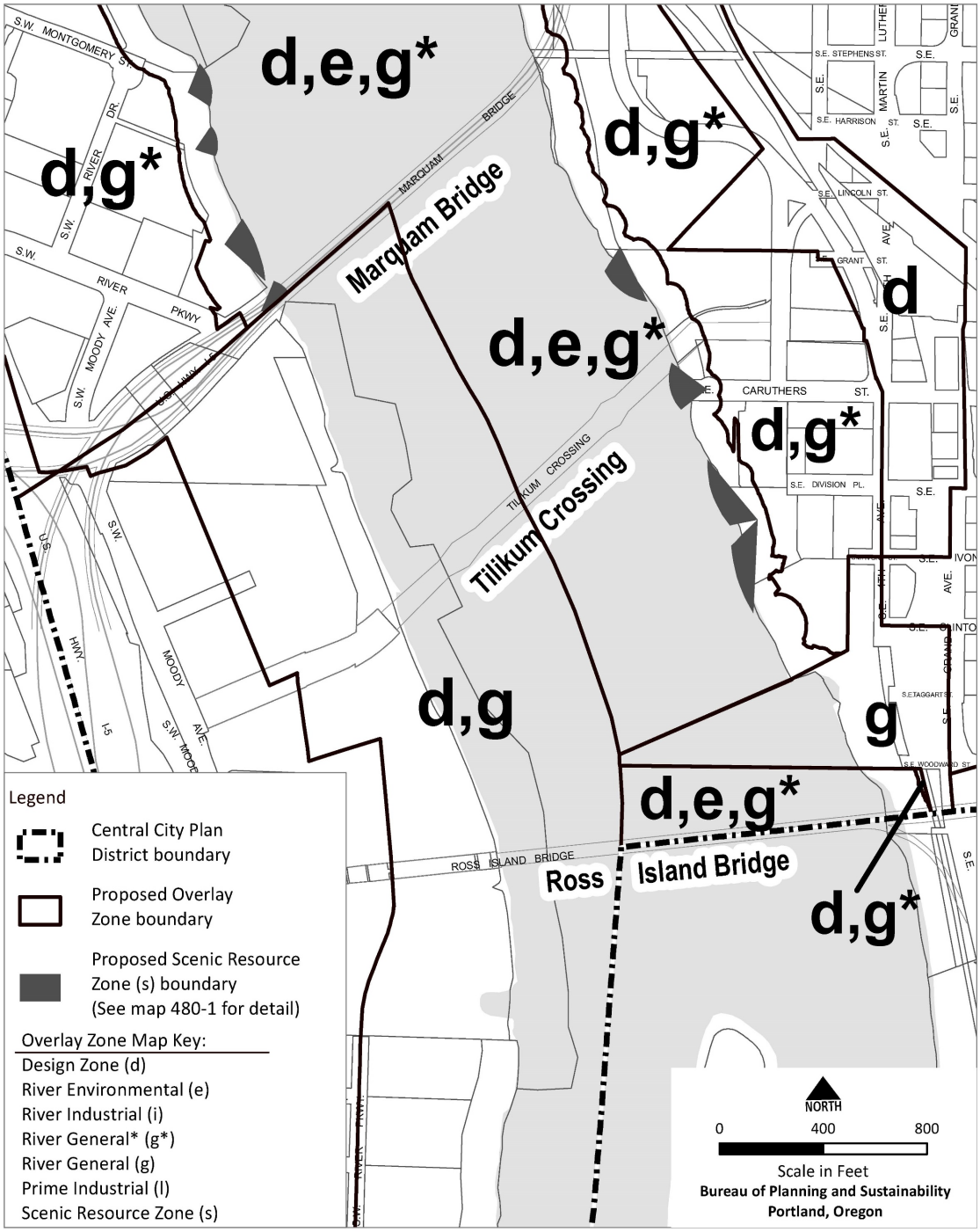
June 1, 2016



Commentary

Central City Revised Proposed Overlay Zones Inset Map E

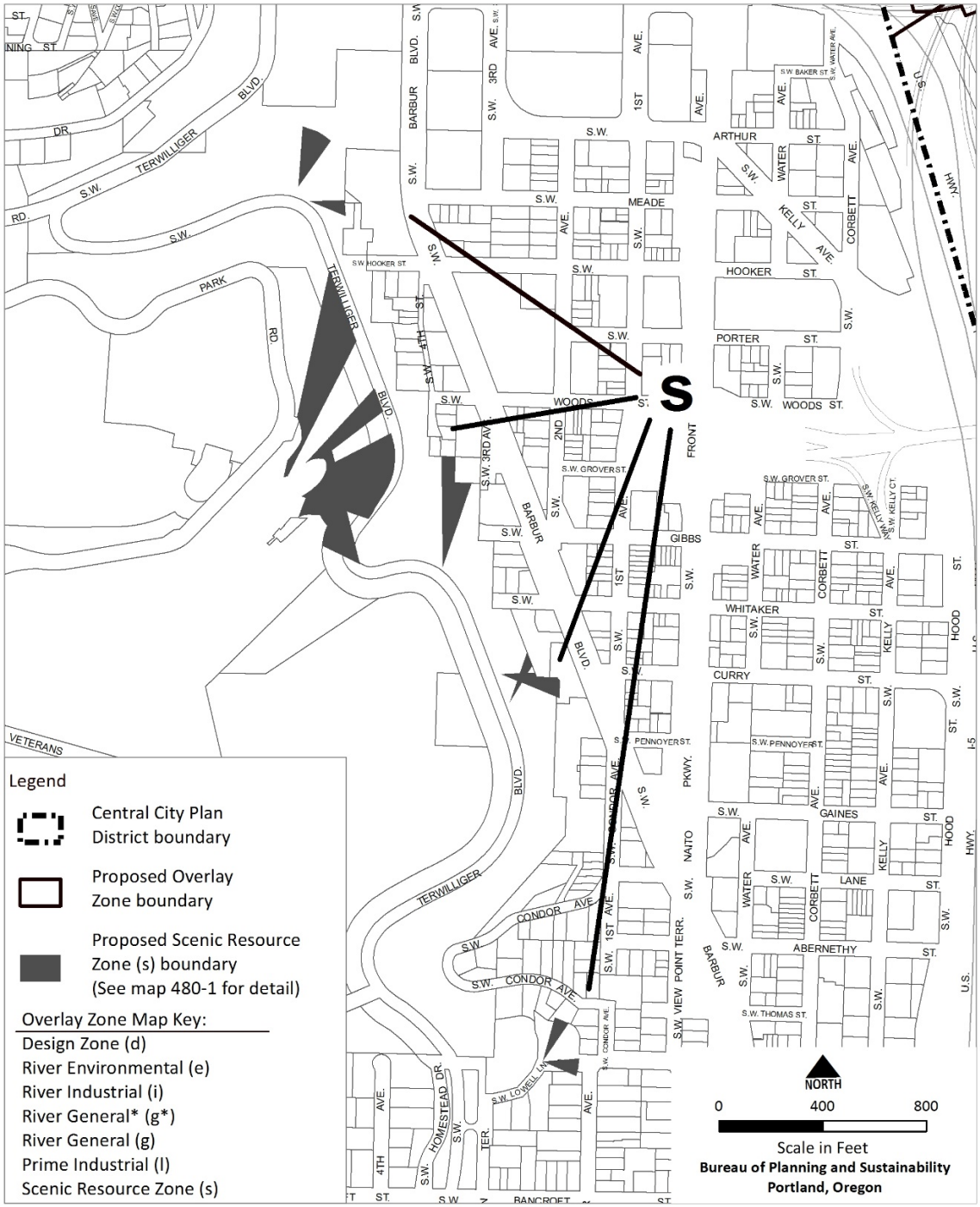
March 10, 2017



Commentary

Central City Revised Proposed Overlay Zones — Inset Map F

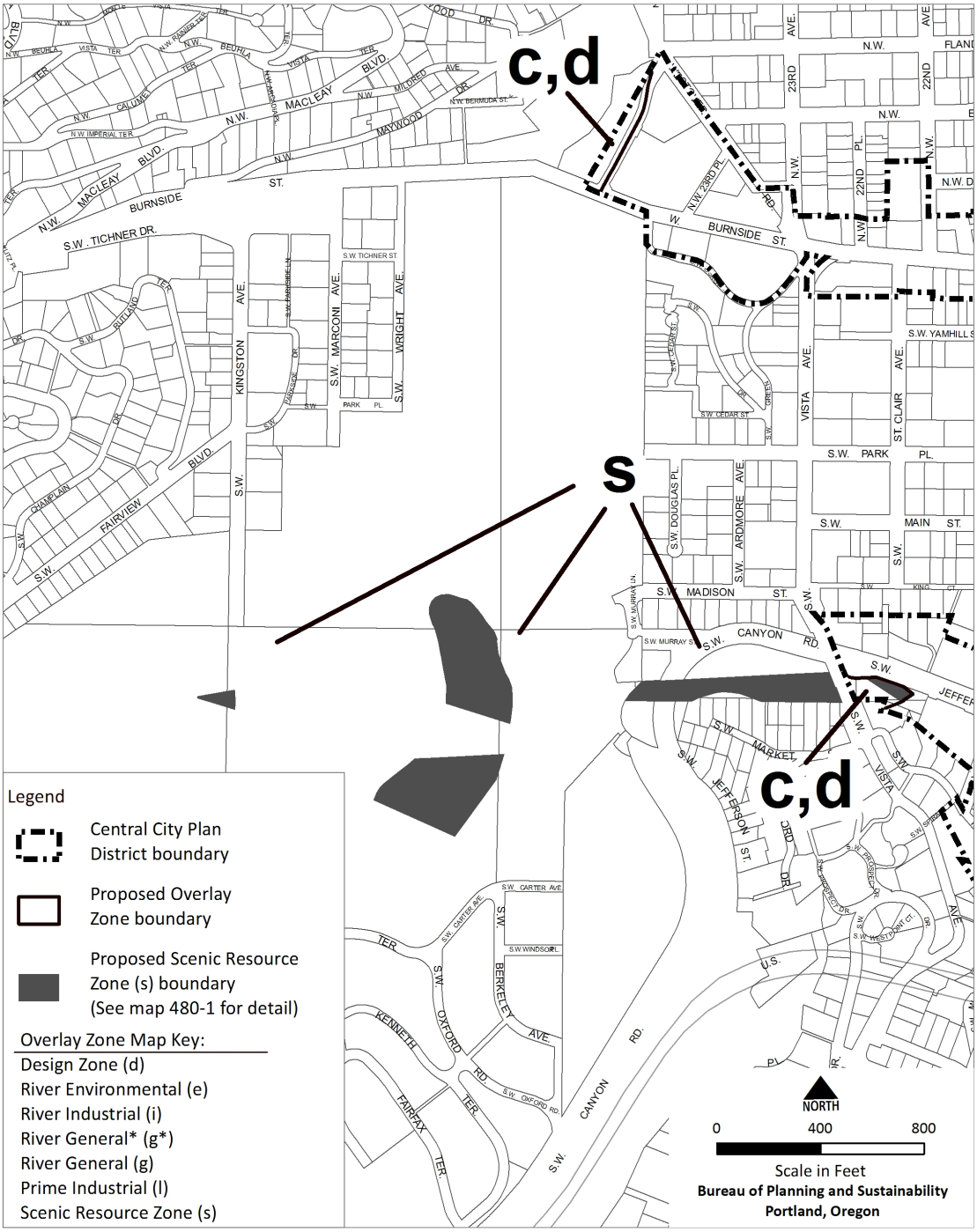
March 10, 2017



Commentary

Central City Revised Proposed Overlay Zones Inset Map F

March 10, 2017



Portland Planning and Sustainability Commission

April 11, 2017
12:30 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh, Mike Houck, Gary Oxman, Katie Larsell, Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak, Maggie Tallmadge (left at 2:30 p.m.), Teresa St Martin

City Staff Presenting: Susan Anderson, Joe Zehnder, Nick Kobel, Sallie Edmunds, Tyler Bump, Rachael Hoy, Troy Doss, Nicholas Starin

Other Presenters: Congressman Earl Blumenauer

Chair Schultz called the meeting to order at 12:31 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner Smith* commented on the "slippery slope" of degraded pedestrian easements. There is actually one through Big Pink. And there is still one on what used to be NW Marshall St at Good Sam Hospital. Now the Art Museum is proposing to build a pavilion, and there is an easement that goes back to a street vacation from the 1960s. On April 20, they are seeking to modify this again at Council. But oddly, it's not coming before the PSC. I learned that we have authority for street vacation but modifying the conditions afterward does not come through the PSC. I'm concerned enough to ask that the PSC share a letter of recommendation and ask that Council and PAM slow down the process so we do see this modification at the PSC. Today it's a path and accessible for most of the time and all modes. The ordinance would prohibit bicycles and dogs. I don't want to see connections go away, and that's what I want to see if it's happening here.
    - *Commissioner Baugh*: Is there some reason they are rushing this through? If it doesn't slow down the project, I don't see why they shouldn't come to the PSC.
    - *Commissioner Smith*: I don't know why slowing it down would cause issues for the project. We could have an opinion, but I don't know about jurisdiction.
    - *Chair Schultz*: Schedule is always of the essence for design, but I don't know anything about this process. If we were to invite staff to talk to us, when could they be on the agenda?
    - Susan: I'd recommend we get a note out from the PSC and then for me to have a conversation with Leah Treat. I also can have a conversation with Commissioner Saltzman's office to see if we can get you a briefing before it goes to Council (i.e. push the Council date out). We could schedule this briefly at the April 25 meeting.
    - *Chair Schultz*: I want to see that we as a PSC have a consensus before we decide to take this route.
    - *Commissioner Smith*: I move that we send a letter to City Council and Director Treat expressing concern about loss of access and asking Council to let us hear about the project before Council's date. *Commissioner Houck* seconded.
    - *Commissioner Houck* noted that even for things out of our purview, we as the PSC can take initiative. That was part of the goal of creating the Planning and Sustainability Commission.
    - (Y8, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin, Tallmadge; N3 — Bachrach, Rudd, Schultz)

Commissioner Spevak: There is a lot going on in the small housing realm. On November 3-4 the Build Small, Live Large Summit will be at PSU. Lots of cities are looking to see what Portland is doing, and I expect a number of PSC members would be interested in this event.

Chair Schultz: The final report and recommendations from the DOZA consultant is now available. It goes to Council on April 26, and I do plan on representing our DOZA subcommittee on that. If there are additional items that you want included in our letter, we're looking to get that revised and completed.

- *Commissioner Houck* did set up a meeting with some neighborhood folks to sit down with staff to go through some of their outstanding issues.

Director's Report

Susan Anderson

- I want us to recognize Kat [*Chair Schultz*], who will be recognized as a 2017 Portland Business Journal Women of Influence award. This year's 25 honorees were selected from over 250 applicants, so it's a great honor.
- Yesterday, Mayor Wheeler and Chair Kaufory outlined their climate agenda. We know we can continue to take action here locally regardless of what's going on at the national level. This is a 2-year plan. We're excited for the local leadership we have.
- Yesterday, Joe sent an email to you all about a new PDC advisory group that's forming. PDC is working with BPS to explore viability and program administration of the bonus. PDC has contracted with Johnson Economics to help explore more of the market/economic issues associated with developing a viable program. PDC is also recruiting members for an advisory group that can help shape program details and administration. PDC expects that this group would meet a few times over the next few months. Kat will appoint 2 PSC member to participate.
- The May through August PSC meetings will be held in the CH2M building, just two doors south of here, at the regular meeting times while this commission room is getting remodeled.

Consent Agenda

- Consideration of Minutes from March 14, 2017 PSC meeting.

Commissioner Smith moved to approve the Consent Agenda. *Commissioner Baugh* seconded.

The Consent Agenda was approved with an aye vote.
(Y11 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin, Tallmadge)

Congressman Earl Blumenauer

Briefing

Commissioner Baugh introduced the Congressman. I've known Earl since the mid-90s when I was working at the City he was a City Commissioner. It's been a pleasure working with him on various transportation projects. His knowledge and perseverance for transit has been fun to work with and be part of. Thank you for being here today.

Congressman Blumenauer: It was great fun at the time dealing with the art of transportation. And I think that has evolved as the Planning Commission evolved into the PSC. I was able to work with a great Planning Commission when I was a Commissioner. I'm pleased with what happened in the course of those 10 years, but because we weren't looking as comprehensively, we weren't prepared for how rapidly plan would take hold (e.g. Albina Community Plan). Your making neighborhoods accessible and solving problems is to be commended.

Don't give up on the federal government yet. We've talked about reframing and adjusting the coordinate and work. In last Sunday's NYT, there was an article about main streets being dead and not coming back; I've sketched a response to that. Main streets are not dead. You're helping to update arterials here, which are basically the equivalent of main streets. We are working hard to maintain and strengthen elements in the federal partnership, particularly with historic properties. We are working to raise the gas tax for the first time in 24 years to help meet the infrastructure gap, with the federal gov't playing their part in that. There is agreement about needing lots of spending on infrastructure. We are working to maintain community development block grants and other resources that deal with environmental protection.

We are trying to make affordable housing part of the equation across the board. We are all working with affordable housing. Hopefully transportation initiatives will include housing as a part of them. I will leave this with you for advice to repurpose fed financed transportation and assets. The money will be paid back, either the amount that was given, or the current value, whichever is greater. My notion is that there ought to be more interest in terms of giving some local control and latitude. Then the assets would be treated as the functional equivalent of a grant. I continue to be keenly interested in orphan highways… Sandy, 82nd, Lombard, Powell… where the state doesn't have the resources to deal with them, and they aren't as concerned with the residents who live there. We should be able to repurpose them to city streets to help Portland reach its goals for housing and access.

I'm particularly interested in the work you'd doing in East Portland, which has been challenging and under-served by the governments that have had jurisdiction. We still have unmet needs there, which we can't solve overnight. But I'm pleased there has been greater attention given. But this is a challenge we all face. There is great opportunity but we need to do so in a way that speaks to the inequities we have created. I'm open to your ideas and input to help people.

Commissioner Smith: Thank you. infrastructure is always a concern, and I'm interested in your thoughts about engaging. TIGER grants have been a key funder here. How do we get in line with what's available at the federal level?

- It's important to all out some proposals. TIGER are most popular program. Our key is to be able to do everything we can at the local level to do it right. We are looking to step up here and creating opportunities for the community to invest. It's very important for us to do well and connect with people around the country who are doing similar things. Being alert to ways that recast the federal partnership is important.

Commissioner Larsell: I live in East Portland, so I'm particularly interested in those efforts. But we don't really want orphan highways to come into the City before they are fixed up. Also, about the TIGER grants: my worry is that it sounds like they will continue, however right now, there is so much feeling that "everything is in play", so people might stop applying.

- The concept of the orphan highway program would be to provide the resources to do exactly what we need to upgrade the roads.
- The question with the TIGER grants is the battle we have now. They are continuing and have been in the budget. The proposal of the administration is just a recommendation to Congress to zero this out. Given how many applications are received and still are, with 100s of examples of successful projects that magnify the federal dollars, is what we're working on this summer.

Commissioner Houck: With no disrespect to Commissioner Baugh, transit isn't everything; we all know that green infrastructure is everything. The Congressman really started this off with multi-objective management when he was commissioner in charge of the Bureau of Environmental Services. In deference to my colleagues and your time I'll follow up in writing with priorities many of which fly in the face of everything coming out of Washington DC.

Commissioner Rudd: I'm interested in your thoughts on accessing federal funds and the sanctuary city tension.

- It's on everyone's mind. Many of my colleagues are resolute to provide protection for vulnerable populations. The whole series is tragic, inhumane and immoral. There will be a spirited effort that are continuing against this. I am heartened by the response we've seen in our community. We will continue to fight to defend under-served populations legislatively. We've also seen courts willing to stand up.

Chair Schultz: Thank you for your time and for coming today. We certainly appreciate your efforts and are in alignment with all the work you're doing.

Portland Plan Progress Report
Briefing: Susan Anderson, Nick Kobel

Susan shared the background about the Portland Plan, which was adopted almost 5 years ago. It was the City's first strategic plan, created with multiple people and partners. Great cities don't just happen by accident. The Plan was designed around three integrated strategies with equity as the framework and surrounding theme. Council adopted 12 specific Measures of Success, which is what the progress report focuses on.

The Plan is about people first and foremost… how we make this a great community for the people and businesses that are here and who will be here in the future. The Plan was built on partnerships. In creating the progress report, we reconnected with them and asked how they've been doing on the actions they committed to leading.

Each new mayor has embraced the Portland Plan as a guiding document, so that has been a success. About 80+ percent of the 140+ actions have either been started and are on track or even completed.

Susan presented the metrics for each of the 12 Measures of Success.

We've seen major improvements in job growth and education. Some in the number of people living in health connected neighborhoods. But there is still a serious issue for housing, affordability and childcare costs.

Commissioner Tallmadge: Is it possible to look at immigrants and refugees as a separate category?
- Nick: From the census, there are only a few things we can disaggregate. Immigrants and refugees aren't split out from census data. If you have other sources we can use, I can certainly look into it.

Commissioner Larsell: I like the measures of success. I also looked at the actions, particularly #48 about the East Portland Education Center. What would be the next steps in terms of moving this forward?
- Susan: Council members were looking at this progress report and looking for the red circles as places and where they can work with their bureaus to improved. For this one, the school districts wanted it to be in the plan. If there is still a community interested in pushing this forward to Council members, we can help with that.

Commissioner Spevak: The charts are pretty distracting for me. Logically there should be one trend-line of where we wanted to go and then where we actually went. I would like to see them in a consistent format in future updates and years so we can see it. On page 11, it talked about MWESB. In practice it's an "or", not "and". On page 19, there is a supply and demand question for housing and households. I'm sure there is a great data point out there, but this is units versus people.

Commissioner Baugh: I like this. It's great we're reporting on how we're doing. My concern was a bit around some of the bureaus that I thought would be father along with some of their actions. I'm particularly concerned about brownfields, which is a big part of our plan. What do we as the PSC need

to do to build some fire with this? The SUN System also, a big part of the schools coming into this, was lagging. I don't know if we can disaggregate and see how different neighborhoods are doing against the objectives.

- Susan: Discussions around brownfields with BES and PDC are happening. But we still don't have a leader. We are meeting again next week to try again to sort it out.

Commissioner Rudd: In terms of the brownfield issue, I noticed the lack of identifying a 25-acre site to develop. This could be the end of a real estate cycle, so it could be a good time to focus on this in terms of real estate pricing.

Commissioner St Martin: Will we revise goals and targets for things we're already exceeding at?

- We're looking at having the conversation with Council around the plan and when/if we update the 142 actions. This could be 2-3 years out, but definitely not immediately. We won't be doing another big vision document, but we might update the actions in the next few years.

Commissioner Houck: I was wondering about the tree canopy goal, for example, which I think was set at what I consider a pretty low bar. Looking at the distribution of canopy in the city is still a concern, and I don't think we're really exceeded the goal when we look at it citywide given the research coming out of PSU that documents urban heat island and lack of urban forest canopy. We just know the overall number doesn't tell the full story. I think we need to look at increasing some indicators like urban forest canopy.

Commissioner Spevak: How much value do you think this update provides versus homework on the staff end to create the report?

- Susan: Our Mayor is very data-driven, so I think this is very important. The more we have the conversation, the easier it gets for us to collect the data. There is value to connect knowledge and data with decisions around policies, smart cities.

Commissioner Baugh: We know averages don't tell the full story. So we know parts of the city may still be deficient. The city overall is probably not complete within each action. I would see us refining the plan to be more location-specific.

- Susan: What if we did a plan with this as the base to ensure we get the benefits to those who aren't yet seeing the positive results and impacts? The Mayor was supportive of this direction.

Central City 2035 Plan

Work Session: Sallie Edmunds, Joe Zehnder, Tyler Bump, Rachael Hoy, Troy Doss, Nicholas Starin

Sallie introduced today's session. This is our seventh and final work session on the CC2035 Plan. We will return on May 23 for your final recommendation on the Recommended Draft, which we'll talk about at the end of this session.

Bonuses and Transfers Part 3

Memo I-3 and Table I

Rachael noted the two items here, Item I32 and a revision to I30.

Item I32

I32 has to do with calculating the bonus FAR. Staff has come back with three approaches to connect the bonus compared to what's been approved with the Inclusionary Housing program.

Rachael walked through the three options:

- Option A: 3:1 FAR for the site (existing provision)
- Option B: 1 sq. ft. earned for each sq. ft. of residential up to 3:1 maximum
- Option C: 1 sq. ft. earned for each net building sq. ft. (excludes parking), up to 3:1 maximum

Commissioner Rudd: How does this relate to the modeling in terms of the off-set of inclusionary zoning costs we saw modeled by developers and the city, perhaps PHB<

- Getting the bonus FAR was part of the incentive package. It's still part of the package, but we are looking at different calculations because of our concern about how we can come up with an option that applies this in a way that proportionately awards bonus FAR by project on a larger site.
- Tyler: There are two things here. When we did financial modeling, far and away the biggest offset was the tax exemption. When we did modeling, we looking at specific building types. What we're talking about here is more of a mixed-use building, so it's a bit of an apples-and-oranges comparison.

Staff recommends Option C with this rationale:

- Allocates bonus proportionally to project, not all at once and in relation to only one building.
- Intended to encourage residential development on larger sites.
- Could reduce complexity for accessing FAR for a mixed use development.
- Easier to track earning and use of bonus FAR when distributed by project rather than by site.

This is different from our original suggestion we presented at the last meeting, but it is closest to what's provided with the IH code. It could be easier to track since it's distributed by project rather than by site.

Commissioner Spevak: I like staff's recommendation, and I'm thinking this would come up more outside the Central City as well.

- It's also being looked at outside the Central City, but we'll have to check with the mixed-use staff.

Commissioner Baugh: Option B would force people to go to other transfers or bonuses. How much would that force them and will it hurt historic districts?

- We're talking about the affordable housing bonus and how we calculate it. For projects that don't trigger this bonus, they can go to the historic resource transfer. But here we're mostly talking about projects that are being designed to have a mix of uses. We're trying to figure out the best approach to meet the intent of the IH incentive package and distribute the bonus incrementally on a building-by-building basis. Either B or C is calculated at the time you go in for approval.

Commissioner Oxman: Can you please further the response from staff about choosing C over B? And how will we know if this is working or not working? Can we revise?

- C is more closely-connected to what was approved with IH. Our main goal was to figure out a way for larger sites to allocate the bonus FAR by building. The big difference is that we felt C was a better fit and less of a change to what has already been approved.
- BPS will be working with PHB to evaluate the full package. We have the ability to track the usages of the bonuses and how it is allocated by project. We could take a look at it in a couple years, as the affordable housing bonus fund will be, so we could coordinate the bonus FAR look then too.

Commissioner Bachrach: The concern about large sites is more about a Master Plan as we discussed before. Is the proposal still to define site as the entire Master Plan site?

- This will come back to you on May 23. Defining the Master Plan boundary as the site area won't be in the Central City section of the code (33.510), but it will be in 33.245 (Inclusionary Housing). This will be done as part of the Task 5 clean-up project, so it will be at the PSC later. The definition of "site" is in the Zoning Code.
- Troy: There are only 5 Master Plans in the Central City, but there are still many more large sites here. It is applicable to the large sites that are opportunities aside from just Master Plans.

Commissioner Houck moved to accept staff's proposal for Option C. *Commissioner Oxman* seconded.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Item I30
Staff is requesting to add back in to the draft an exemption to the prioritization of the bonus and transfer usage for South Waterfront that was included in the Proposed Draft.

In the process of updating the draft to integrate inclusionary housing code, staff intended to maintain South Waterfront's ability to use the transfer within the subdistrict and existing bonuses for projects that do not trigger inclusionary housing. The use of the transfer within a subdistrict is an important tool for development in South Waterfront.

Commissioner Baugh: Why would you take away priorities?

- We were trying to make as few changes to South Waterfront as possible, particularly because the complexity of how that area has been changed and developed. We hadn't intended to change this in the recent draft. This was just a step we missed.

Commissioner Spevak: It seems like priorities don't apply, but that there is a specific priority for South Waterfront.

- Yes, and that's how it's always been. The greenway is the first priority.

Staff is proposing to return to the Draft the exemption language for the South Waterfront Subdistrict that was included in the Proposed Draft. Staff had not intended to change the existing priorities for South Waterfront except for those projects that trigger the inclusionary housing program (IHP) as noted in B.2.a. However, if IHP is not triggered, properties along the greenway must use the South Waterfront Willamette River Greenway bonus option first. Other properties can transfer FAR from other sites in the subdistrict.

Commissioner Houck: Having participated for years in the agreements for South Waterfront, the entire concept was developed based on the greenway priority.

Commissioner Spevak moved to support staff's proposal to put this language about South Waterfront back into the plan draft. *Commissioner Baugh* seconded.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Item I40
Troy introduced this item as mostly specific to Lincoln High School if they don't redevelop at that site. The tweak would say, if it's anything other than a K-12 school, it would require a Master Plan.

Commissioner Baugh: When schools were talking about changing uses within the school, citizens wanted to be involved in the changing of the use. How do citizens voice their concerns for the use of the school as a different school other than in a Master Plan process?

- The process doesn't look at parsing what's appropriate for the site or not, particularly because it's a CX zone. It will go through a very large process. In terms of how the public influences PPS, that is a very public process, which they're going through right now. Whether we have or don't have this exemption, Design Commission doesn't have purview over what's on the site.

Commissioner St Martin moved to accept staff's proposal. *Commissioner Houck* seconded.

(Y9 — Bachrach, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin; N — Baugh)

Policy Amendments
Decision Table P

Nicholas noted this is a proposed new policy crafted based on input to support measures to increase connectivity over I-405. The language has been written to cover the different project ideas already incorporated into Volume 5 as actions and to support innovative solutions developed at a later time that may address other infrastructure barriers.

Item P2
Commissioner Smith move to approve the new policy 2.7, Reconnecting neighborhoods across infrastructure. *Commissioner Baugh* seconded.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Willamette River
Decision Table M

Item M31
Sallie noted this is about creating a standard for temporary floating structures on the Willamette River.

We shared details about the swimming study with you in 2016.

We also developed a conceptual plan for the Eastbank Crescent Riverfront between the Hawthorne and Marquam bridges with a goal to find a way to address fish and wildlife habitat, boating, swimming, educational opportunities and an enhanced greenway trail in this area.

- Concept 1 focuses on habitat (top) and Concept 2 on public access (bottom).
- The recommendation is to use elements of both concepts depending on feasibility and site constraints to improve the area.

Both the Swimming Sites Study and the Eastbank Crescent Riverfront Plan will be reviewed by City Council on May 31.

In the Mayor's recent State of the City Address, he made a number of comments about swimming and access to the river:

- Take (river) renaissance to a whole new level.
- Begin our work this summer, with Portland's first pilot beach program at Poet's Beach on the westside
- The eastside of the Willamette River has great potential to radically enhance our relationship with the Willamette River. A broad stakeholder plan is done, in place and we're ready to move on it.
- These projects have the potential to revitalize our relationship with what is essentially our city's largest unofficial park, the Willamette River.

Staff considered a number of ways to make it easier to permit temporary floating structures in a way that is sensitive to the environment. Sallie highlighted the eight conditions for a temporary floating structure.

There are also a number of state and federal permits and a lease from the Department of State land who is the owner of the river bottom that someone would have to obtain. Today, all development in the river goes through Greenway Review. When there are no or little impacts to natural resources, there is very little or no beneficial gain from spending staff time and resources on review. By creating a standards track for limited development that avoids and minimize impacts on natural resources, we can reduce the staff time and resources spent on reviews.

Commissioner Houck thinks the standard route is a much better way to go and should not be handled as an exception. I feel staff addressed the many concerns I had with the original proposal. I do think the state and federal process will be longer than the City's. Staff raised the same issues I had. I think these will be taken over by transient folks on the river, so enforcement will be an issue. I think this is a great idea. Shallow water habitat is prime salmonid habitat, so the timing factor is important. I'm glad to see the proposed standard addresses the in-water period for salmon protection. I'm happy to support this.

Commissioner Smith: What are assumptions about who the applicants will be? What would stop someone for setting up the platform and charging people to use it?

- Likely public entities. PP&R is supportive of this. It's mostly public land adjacent to the river in this area. OMSI could also apply.
- Since it's PP&R land, it would have to be PP&R to be the applicant.

Commissioner Rudd: The market will drive this in terms of charging a fee or not. If you try to charge people, they would use the free one. The dock by the boathouse is being used now.

Commissioner Baugh: Could you put a retail use on this temporarily?

- Without a roof or walls. We'll look into this since you did approve retail in Open Space.

Commissioner Oxman: I am very supportive of having swimming options in the city on the river. At what point in the process do human safety issues come in? This creates a uniquely attractive and possibly dangerous situation for kids.

- Yesterday, PP&R met with the lifeguard company as part of the "pop-up beach" idea. They are very concerned about this and are taking steps to make it as safe as possible.

Commissioner Houck: I'm not sure I heard definitively this will solely be a public resource and not privatized. I just want to be sure we address this potential issue.

- All the adjacent land is OS and publicly owned.
- OMSI is what we believe is the only private entity.
- We could restrict it to just public entities.

If OMSI wants to have a platform and take on the responsibility for it, I don't have an issue with it.

Commissioner Spevak moved to accept staff's proposal for the dock to be publicly owned. *Commissioner Houck* seconded.

Commissioner Oxman: Is it the dock facility to be publicly owned or accessibility to it is public?

- *Commissioner Spevak*: A public entity needs to own the dock.

Commissioner Bachrach: This is a new idea. The owner of the code is suggesting how we see floating docs can work. We've got basic criteria, but I don't think we should over-think how it should happen.

Commissioner Rudd: This is how I believe the process works: As an individual person, if you went to the state, they would then contact the adjacent property owner (City), who would have priority to lease as the adjacent land owner. The City could say no, it doesn't want it leased to a private user because the City has a first shot at it as the adjacent owner and the City wants to put the area to beneficial use. I am not sure how attractive this would be to a private entity anyway. You can only have the dock in for a couple months anyway. I'm hoping you can arrange something with the state and feds where you don't have to a completely new set of applications every year. Redoing the permitting every year would be a logistical nightmare.

Commissioner Baugh: We've already ok'd commercial activities in Open Space, and PP&R was ok with this. So I don't think it's a large extension.

- We could add a purpose statement. This could be a direction from the PSC to staff.

Commissioner Smith: I offer an amendment to remove the "public entity" amendment from *Commissioner Spevak's* motion and back to the staff proposal. *Commissioner Rudd* seconded.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Commissioner Spevak withdrew his amendment.

Commissioner Smith proposed to directed staff to add a purpose statement to reflect supporting swimming and water recreation and to approve staff's recommendation. *Commissioner Houck* seconded.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Next Steps
On May 23, we will be asking the PSC to vote and forward a Recommended Plan to Council. Staff has been working with PSC members about the particular votes we'll have based on people needing to recuse themselves from specific parts. We will have three final votes.

Staff is creating a guide for the initial recommendations the PSC has made, and we will provide you with full, staff-revised proposed drafts: 2A1 and 2A2.

We're looking at the end of July for Council hearings and work sessions in the fall.

Chair Schultz: Thank you to staff. You've done a great job walking us through this work.

Adjourn
Chair Shultz adjourned the meeting at 3:34 p.m.

Submitted by Julie Ocken

Decision Table P. Policy Amendments, Carry-Over Item P2

Item P2 was discussed at the March 14 work session and was carried over to the March 28 work session, to be discussed in the context of the I-5 Broadway/Weidler project in the Transportation System Plan. While the TSP project was discussed and voted upon on March 28, Item P2 was not explicitly discussed.

Contents of Decision Packet P: Policy Amendments

- Decision Table P, Carryover Item P2

Items Marked for PSC Discussion:
None

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P2	20438, 20924	Woodsong, Vogel	Central City	**The Proposed Draft includes actions (Goose Hollow UD31, West End UD80, University District/South Downtown UD66) that seek to cap I-405 at SW Columbia and Jefferson, and at SW Morrison and Yamhill, and capping I-5 in the Lloyd District, but does not currently have a policy that explicitly supports the concept.** **References:** Volume 1 (pg. 53, 93), Volume 5 (pg. 173, 175, 178)	**Create a new policy for the SW Columbia/Jefferson I-405 cap.**	**Create a new Central Citywide policy that supports the capping of freeways.** Proposed new policy: **Housing and Neighborhoods Policy 2.7 Reconnecting neighborhoods across infrastructure.** Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or other innovative approaches.	• Staff have proposed new policy language to address this oversight. • The language has been written to cover the different project ideas already incorporated into Volume 5 as actions and to support innovative solutions developed at a later time that may address other infrastructure barriers.	☐	☐ Support staff rec. ☐ Other

Decision Table M: Willamette River – Miscellaneous Code Amendments Part 3

This table contains a new exemption that would allow temporary floating docks, such as a swimming platform, in the Willamette River during the summer months.

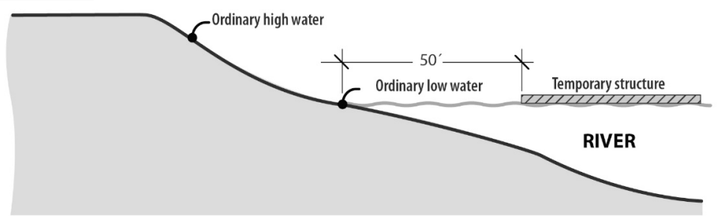
Contents of Decision Packet M:

- Decision Table M
- Figure 475-1

Items Marked for Discussion:
M31

Ref #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M31	BPS	**33.475.040.B.2**	The Proposed Draft exempts repair, maintenance and replacement of existing floating structures. It also exempts development on existing floating structures like docks and piers. But new floating structures would be required to go through River Review.	Allow temporary floating structures to be placed in the Willamette during the summer months to support water recreation.	**33.475.040 When These Regulations Apply.** **B. River Environmental overlay zone.** The regulations in 33.475.400 through 33.475.450 apply in the River Environmental overlay zone as follows: 1. No change 2. Exemptions. The following items are exempt from the River Environmental overlay zone regulations: a.-u. No change v. A temporary floating structure when all of the following are met: (1) The structure is located within the OS zone; (2) The structure has dimensions no greater than 12 feet by 100 feet; (3) The structure is free-floating or is attached to an existing dock, pier or piling. Free-floating means that the structure is not accessible from the riverbank via anything other than the water; (4) The structure is at least 50 feet away from the riverbank. The 50 feet is measured horizontally from the ordinary low water mark (Figure 475-1); and (5) The structure is located in the river only between May 20 and September 10.	The Willamette River provides opportunities for many kinds of recreation including swimming, boating and fishing. During the summer months, swimming and non-motorized boating have become increasingly popular. Demand has grown for facilities that support water recreation. At the same time, locations where people like to get in the water, in particular beaches, are also important habitat areas for fish and wildlife. The recommended exemption allows floating structures to be placed temporarily in the river during the summer months, between approximately Memorial Day and Labor Day, as long as the structure minimizes impacts shallow water habitat. The size of the structure is limited to reduce the area of over-water structure, which has a negative impact on fish habitat. Larger structures, structures with gangway attached to the shore or structures that will be in place outside of summer months will need to go through River Review.	☒	☐ Support staff rec. ☐ Other

Figure 475-1



REVISED Decision Table M: Willamette River – Miscellaneous Code Amendments Part 3

This revised table contains a new standard that would allow temporary floating docks, such as a swimming platform, in the Willamette River during the summer months. This revised proposal replaces the proposed exemption that was sent to the Planning and Sustainability Commission in late March.

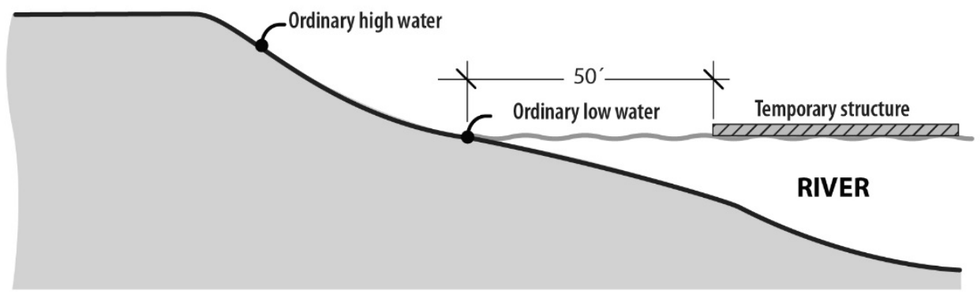
Contents of Decision Packet M:

- Decision Table M
- Figure 475-1

Items Marked for Discussion:
M31

Ref #	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M31	**33.475.040.B.2**	The Proposed Draft exempts repair, maintenance and replacement of existing floating structures. It also exempts development on existing floating structures like docks and piers. But new floating structures would be required to go through River Review.	Allow temporary floating structures to be placed in the Willamette during the summer months to support water recreation.	**33.475.440 Development Standards** Unless exempted by 33.475.040.B.2., the standards in this Section apply to development and exterior alterations in the River Environmental overlay zone. All of the applicable standards must be met. Modification of any of these standards requires approval through River Review. **N. Standards for placement of temporary floating structures.** The following standards apply to temporary floating structures: 1. The structure and all work necessary to install and remove the structure is allowed in the river only between July 1 and October 31; 2. The structure must be located within the OS zone; 3. There are no more than 4 structures in the Central Reach at one time; 4. The structure is free-floating or is attached to an existing dock, pier or piling. Free-floating means that the structure is anchored to the river bottom and is not accessible from the riverbank via anything other than the water; 5. The dimensions of the entire temporary floating structure must not be greater than 12 feet by 100 feet; 6. The structure has no walls and no roof; 7. The structure is at least 50 feet away from the riverbank. The 50 feet is measured horizontally from the ordinary low water mark (Figure 475-1); and 8. The hours of operation are between 6 am and 10 pm.	The Willamette River provides opportunities for many kinds of recreation including swimming, boating and fishing. During the summer months, swimming and non-motorized boating have become increasingly popular. Demand has grown for facilities that support water recreation. At the same time, locations where people like to get in the water, in particular beaches, are also important habitat areas for fish and wildlife. The temporary floating structure, including installation and removal, may only be in the river during the in-water work period. This avoids impacts on shallow water habitat during peak salmon migration seasons. All portions of the structure, including the gangway, must be more than 50 feet from the ordinary low water mark, which will minimize impacts on shallow water habitat. And the size of the structure is limited to reduce the area of over-water structure, which has a negative impact on fish habitat. Larger structures, structures with a gangway attached to the shore or structures that will be in place outside of the July 1 – October 31 timeframe will need to go through River Review. Notes: • City Zoning Code Title 28 requires floating homes, which are inclusive of *barge-homes*, to be built to the State's residential building codes. • In the Open Space zone, residential uses including floating homes are not allowed. • In the Willamette River, new floating homes are only allowed in an existing moorage. New moorages, expansion of existing moorages or relocation of moorages for floating homes are prohibited without a Greenway Goal Exception. (33.236.015) • The City Zoning Code does not regulate boats and boating. Per Title 28, a *houseboat* is considered a category of boat and is defined as a watercraft, with a hull, capable of travel under its own power and which contains a dwelling. DSL and US Coast Guard regulate boating and camping in the river.	☒	☐ Support staff rec. ☐ Other

Figure 475-1


Ordinary high water
50´
Ordinary low water
Temporary structure
RIVER


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2035
Decision Packet M: Willamette River Part 3
PSC Work Session 8 – April 11, 2017
Bureau of Planning and Sustainability
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River Environmental Overlay Zone

Discussion item M31 –

Standard for temporary floating structures (aka swimming platforms) in the Willamette River



H1: Swimming in the River

Central City-wide action

"Expand opportunities for safe swimming in the Willamette River in the Central City in places where conflicts with natural resource protection and enhancement can be avoided or minimized."





Swimming in the River

Central City Potential Swimming Beach Sites Study (2016)

- Safe family-friendly swimming places
- Ranked sites based on site and safety criteria
- Hawthorne Bowl scored highest
- McCormick Pier was determined to not be suitable



Eastbank Crescent Riverfront Plan

Concept 1: Habitat Focus



Concept 2: Public Access Focus



2017 State of the City of Portland

- Take (river) renaissance to a whole new level.
- Begin our work this summer, with Portland's first pilot beach program at Poet's Beach on the westside
- The eastside of the Willamette River has great potential to radically enhance our relationship with the Willamette River. A broad stakeholder plan is done, in place and we're ready to move on it.
- These projects have the potential to revitalize our relationship with what is essentially our city's largest unofficial park, the Willamette River.

River Environmental Overlay Zone

Discussion item M31 –

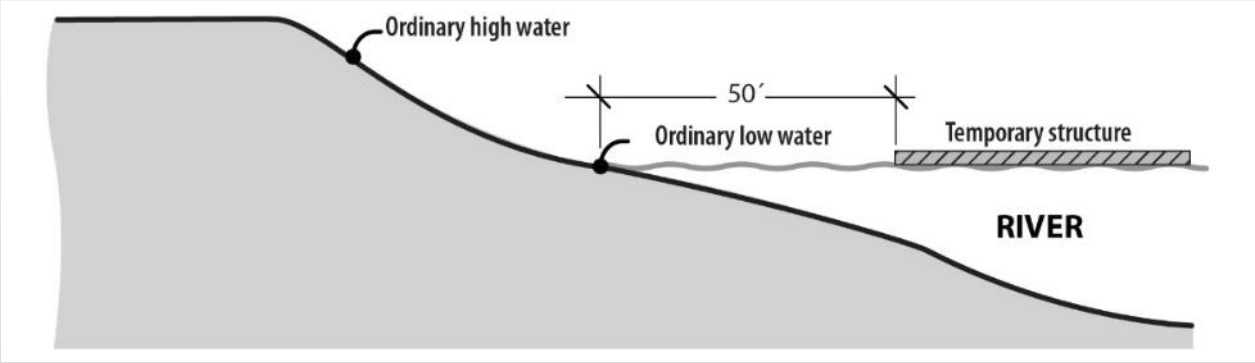
Standard for temporary floating structures (aka swimming platform) in the Willamette River



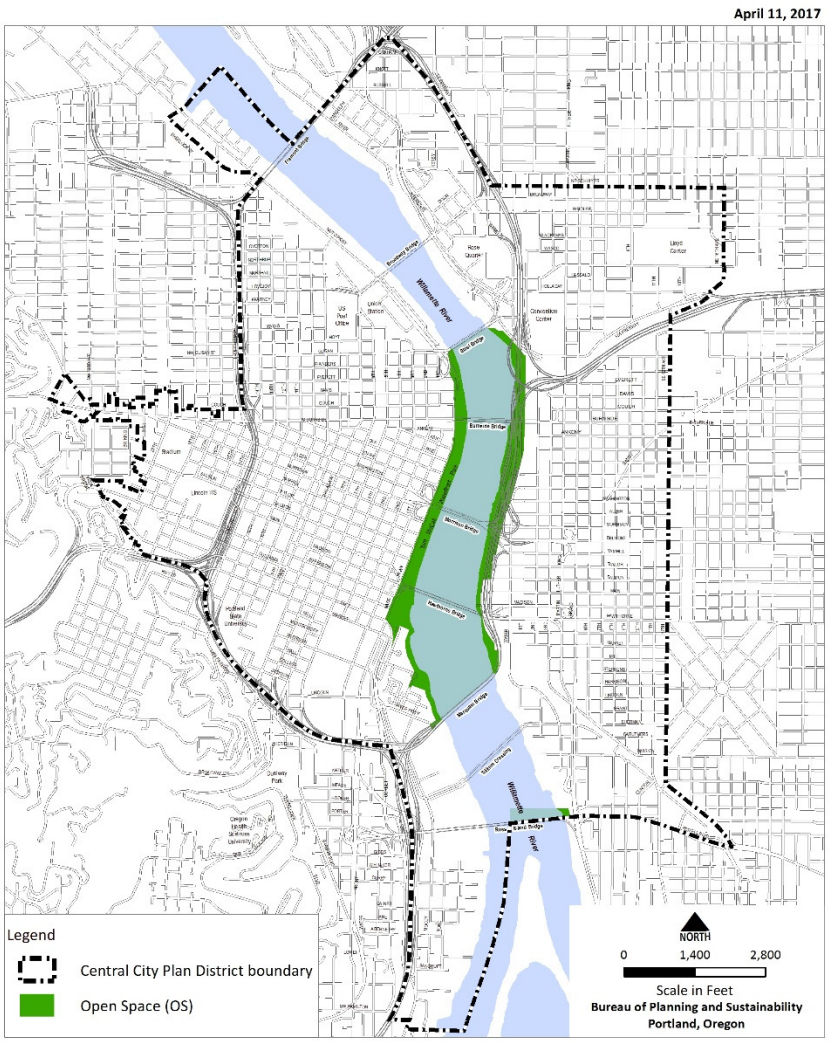
River Environmental Overlay Zone

Conditions for a temporary floating structure:

1. Only in the river between July 1 and Oct 31;
2. In the Open Space zone only;
3. 4 total in the Central Reach;
4. No greater than 12 feet by 100 feet;
5. Free-floating or is attached to an existing dock, pier or piling;
6. 50 feet away from the ordinary low water mark (Figure 475-1);
7. No roof or walls; and
8. Hours of operation 6am-10pm

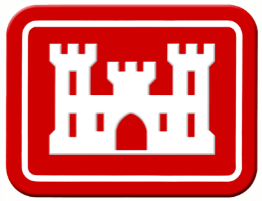


Central City - Riverfront Open Space Zoning



State and Federal Permits





US Army Corps of Engineers®

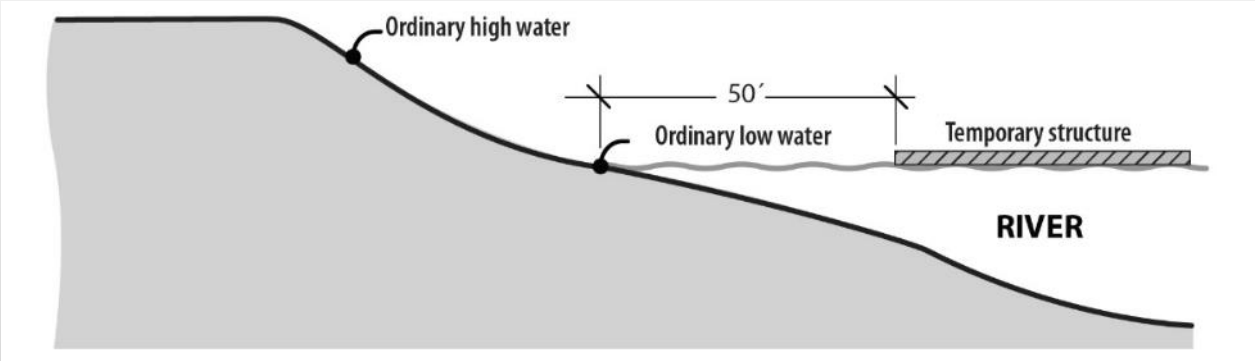




River Environmental Overlay Zone

Conditions for a temporary floating structure:

1. Only in the river only between July 1 and Oct 31;
2. In the Open Space zone only;
3. 4 total in the Central Reach;
4. No greater than 12 feet by 100 feet;
5. Free-floating (anchored) or is attached to an existing dock, pier or piling;
6. 50 feet away from the ordinary low water mark (Figure 475-1);
7. No roof or walls; and
8. Hours of operation 6am-10pm



23223

Floating Structures





Floating Structures

Floating Home



Barge-home



Boats and Boating



Houseboat



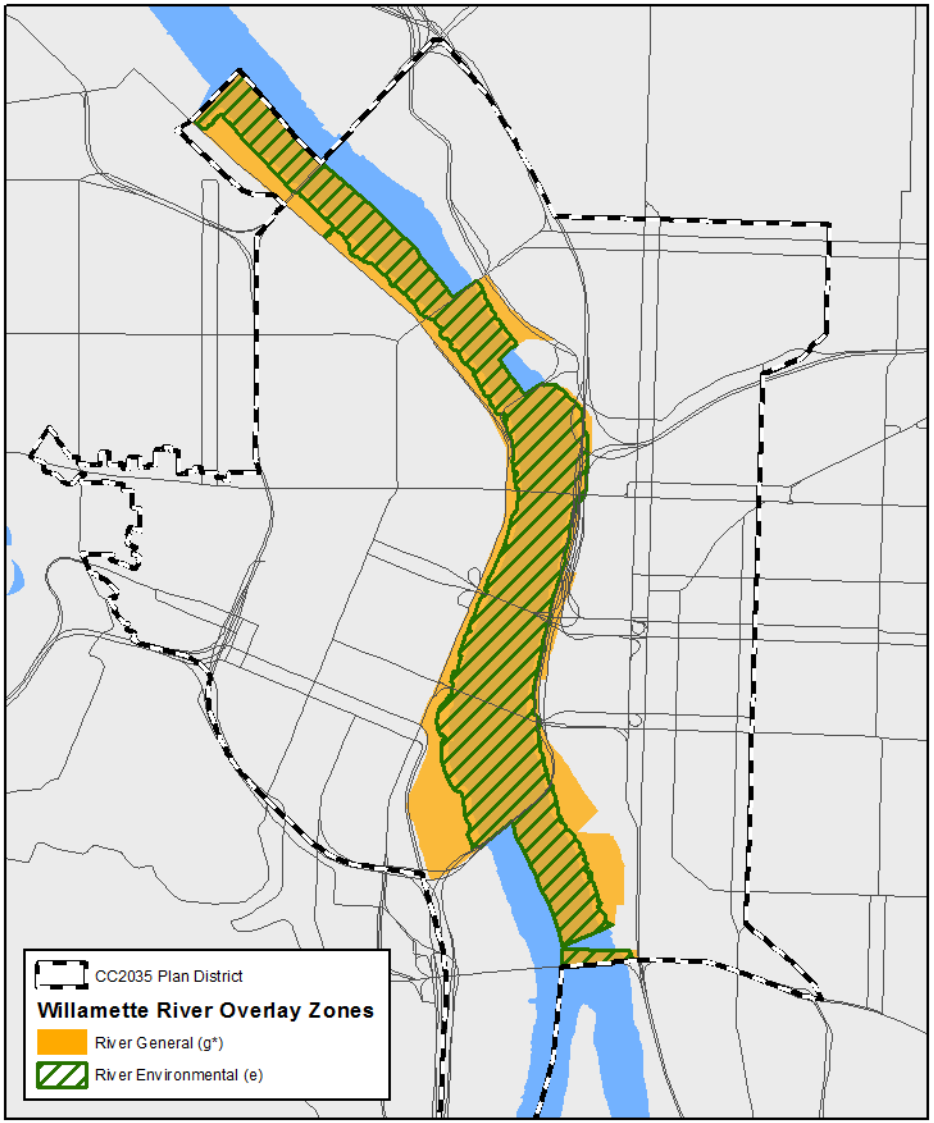








River Environmental Overlay Zone



REVISED Decision Table I: Miscellaneous Code - Carry Over Item I 32 and revised I 30

This table contains a carry over item related to the affordable housing bonus and how it should be calculated and revisions to I 30 related to bonus and transfer priorities for South Waterfront.

Contents of Decision Packet I:

- Decision Table I
- Memo I-3

Items Marked for Discussion:

I32, I 30

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I32 **Memo I-3**	BPS Staff	Affordable housing bonus option	The affordable housing bonus applies to proposals in the CX, EX and RX. An additional 3:1 FAR can be earned if at least 25% of the increased floor area is dedicated to housing affordable to those earning 80% of MFI. **Reference:** Volume 2A: Part 1 Central City Plan District, p. 55-63, 33.510.205.C.2.a Floor area bonus options. **Note**: The Proposed Draft does not reflect changes to the FAR bonus options adopted with the inclusionary housing project in December 2016.	1)The new affordable housing bonus adopted with the inclusionary housing project provides a bonus FAR of 3:1 for each project that triggers the mandatory inclusionary housing provisions on a site. 2)Staff identified issues with this and discussed it with the PSC on 3/14/17. 3)PSC requested that staff explore other options for calculating the affordable housing bonus.	**Proposed Amendment:** **Amend 33.510.205.C.2.a:** Modify the affordable housing bonus to earn FAR based on the floor area of a project, not the site. One square foot is earned for each net building square foot up to 3:1 maximum for the site. **See Memo I 3 for more detail.**	Projects required to meet the affordable housing requirements earn bonus FAR. Staff proposes to amend the current bonus provision to calculate bonus floor area based on a project's net floor area instead of total site area: for every square foot built, one square foot of floor area will be earned. There will not be a restriction on how the bonus FAR may be used. The existing 3:1 FAR limit on floor area increases on a site would remain unchanged. This amendment will prevent the accumulation of disproportionately high amounts of floor area that could not be used on a site and that, if transferred, could flood the market and discourage the use of the historic FAR transfer. The affordable housing fund or "fee-in-lieu" bonus option remains unchanged from the Proposed Draft. **See Memo I 3 for more detail**	☒	☐ Support staff rec. ☐ Other

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision

I30	BPS Staff	Prioritization of FAR Bonus and Transfers	Bonuses and transfers are prioritized to focus on affordable housing and historic resources. The first 2 to 1 is prioritized for affordable housing. The remaining 1 to 1 can be earned through other bonuses and transfers.
			
			Reference: Volume 2A: Part 1 Central City Plan District, p. 53-54, 33.510.205.B.
				Staff is requesting to add back in to the draft an exemption to the prioritization of the bonus and transfer usage for South Waterfront that was included in the Proposed Draft.
				
				In the process of updating the draft to integrate inclusionary housing code, staff intended to maintain South Waterfront's ability to use the transfer within the subdistrict and existing bonuses for projects that do not trigger inclusionary housing. The use of the transfer within a subdistrict is an important tool for development in South Waterfront.
					Proposed Amendment: gray is the revised language and strikethrough was approved 3/14
					Amend 33.510.205.B as follows:
					
					B. Priorities for the use of bonus and transfer options. ~~Except in IG1,~~ W~~w~~hen FAR will be increased using bonuses or transfers, the following regulations specify which bonus and transfer options must be used before other bonus or transfer options:
					
					1. ~~Priorities:~~
					
					~~a. Outside the South Waterfront subdistrict. Outside the South Waterfront subdistrict,~~ Unless otherwise specified in Paragraph B.2.~~a and b,~~ the first 3~~2~~ to 1 of any increase in FAR on a site must be earned or gained through use of one of the following options:
					
					a. The ~~affordable~~ inclusionary housing bonus option described in Subparagraph C.2.a.;
					
					b. The Affordable Housing Fund bonus option described in Subparagraph C.2.b;
					
					c. The historic resources transfer provisions described in Paragraph D.1. ~~In this case, the sending site for the transfer must be in the Skidmore/Old Town historic district or the New Chinatown/Japantown historic district~~; or
					
					d. The riverfront open space bonus described in Subparagraph C.2.c.
					
					~~b. The next 1 to 1 of any increase in FAR on a site must be earned or gained through the use of one of the following options:~~
					
					~~(1) The affordable housing bonus option described in Subparagraph C.2.a.;~~
					
					~~(2) The affordable housing fund bonus option described in Subparagraph C.2.b;~~
					
					~~(3) The historic resources transfer provisions described in Paragraph D.1.; or~~
					
					~~b. Inside the South Waterfront subdistrict. Inside the South Waterfront subdistrict, the first 3 to 1 of any increase in FAR on a site must be earned or gained through use of one of the following options. If the site is in the Greenway bonus target area shown on Map 510-5 and does not trigger the requirements of 33.245, Inclusionary Housing, the first 7,500 square feet of bonus floor area must be earned through use of the South Waterfront Willamette River Greenway bonus option:~~
					
					~~(1) The mandatory inclusionary housing bonus option described in Subparagraph C.2.a.;~~
					
					~~(2) The voluntary inclusionary housing bonus option described in Subparagraph C.2.b;~~
					
					~~(3) The South Waterfront Willamette River Greenway bonus option described in Subparagraph C.2.d~~
					
					~~(4) The open space bonus option described in Subparagraph C.2.e;~~
					
					~~(5) The open space fund bonus option described in Subparagraph C.2.f.~~
					
					2. Exceptions. The following exceptions apply to the bonus and transfer option priorities specified in Paragraph B.1:
					
					a. The South Waterfront subdistrict is exempt from the bonus and transfer options usage priorities specified in Paragraph B.1. However, if the site is within the Greenway bonus target area shown on Map 510-5, and does not trigger the requirements of 33.245, Inclusionary Housing, the South Waterfront Willamette River Greenway bonus option must be used before any other bonus. Bonus floor area of at least 7,500 square feet from the South Waterfront Willamette River Greenway bonus option must be earned before the project qualifies for other bonus or transfer options;
					
					b-c: unchanged
						Staff proposes to change the priorities for earning FAR in light of the adoption of the mandatory inclusionary housing program and code. The proposal is as follows:
						
						B.1 Priorities:
						• If inclusionary housing is triggered in the Central City, a project earns 3:1 FAR for building affordable housing. There are no other options for the first 3:1 increase.
						• If inclusionary housing is not triggered, a project may earn up to 3:1 through one of the following:
						  • Inclusionary housing fund payment,
						  • Historic resource, or
						  • River front open space bonus (only applies to properties along the riverfront)
						• The transfer within a subdistrict may be used after 3:1 is earned from one of the above options.
						
						B.2. Exceptions:
						
						Staff is proposing to return to the Draft the exemption language for the South Waterfront Subdistrict that was included in the Proposed Draft. Staff had not intended to change the existing priorities for South Waterfront except for those projects that trigger the inclusionary housing program (IHP) as noted in B.2.a. However, if IHP is not triggered, properties along the greenway must use the South Waterfront Willamette River Greenway bonus option first. Other properties can transfer FAR from other sites in the subdistrict.
						
						The historic resource transfer is not available for use in SOWA (the proposed code has been updated to reflect this restriction in 33.510.205D.1c (2)).
							×	☐ Support staff rec.
								☐ Other


CENTRALCITY
2035
Decision Packet I: Misc. Code
Carryover Item I-32: IZ Bonus FAR
PSC Work Session 8
April 11, 2017
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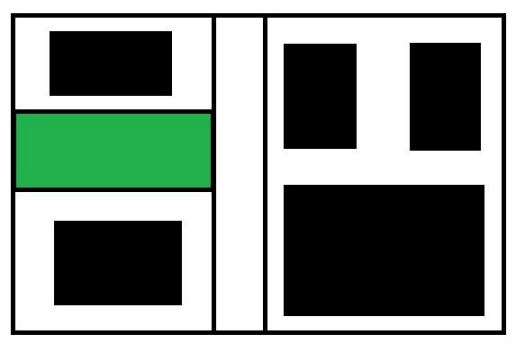
Carry-over Item I-32: Inclusionary Housing Bonus FAR Calculation

- **Option A**: 3:1 FAR for the site (existing provision)
- **Option B**: 1 sq. ft. earned for each sq. ft. of residential up to 3:1 maximum
- **Option C**: 1 sq. ft. earned for each net building sq. ft. (excludes parking), up to 3:1 maximum

Carry-over Item I-32: Inclusionary Housing Bonus FAR Calculation

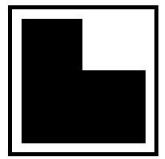
Scenario 1
Master Plan or Large Site

Site: 230,400 sq. ft. (5 acres)
Base FAR: 5:1 = 5 X 230,400 = 1,152,000 sq. ft.
Bonus FAR: 3:1 = 3 X 230,400 = 691,200 sq. ft.
Total FAR: base + bonus = 1,843,200 sq. ft.



Scenario 2
Full Block

Site: 40,000 sq. ft.
Base FAR: 5:1 = 5 X 40,000 = 200,000 sq. ft.
Bonus FAR: 3:1 = 3 X 40,000 = 120,000 sq. ft.
Total FAR: base + bonus = 320,000 sq. ft.



Carry-over Item I-32: Inclusionary Housing Bonus FAR Calculation

Staff Recommendation:

Option C: 1 sq. ft. of floor area earned for each sq. ft. of net building area (up to 3:1 maximum)

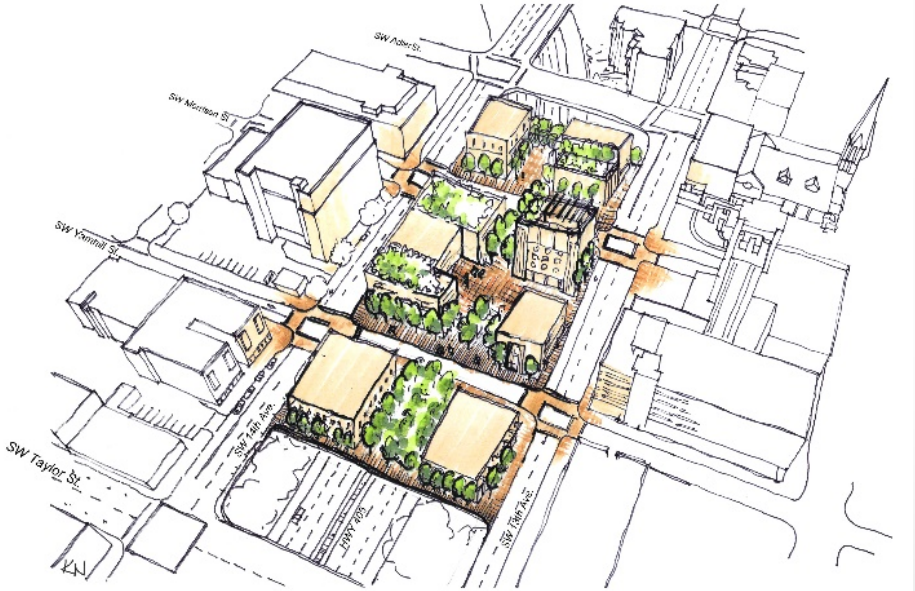
- Allocates bonus proportionally to project, not all at once and in relation to only one building
- Intended to encourage residential development on larger sites
- Could reduce complexity for accessing FAR for a mixed use development.
- Easier to track earning and use of bonus FAR when distributed by project rather than by site


CENTRALCITY
2035
Decision Packet P: Policy Amendments
Carryover Item P2
PSC Work Session 8
April 11, 2017
Bureau of Planning and Sustainability
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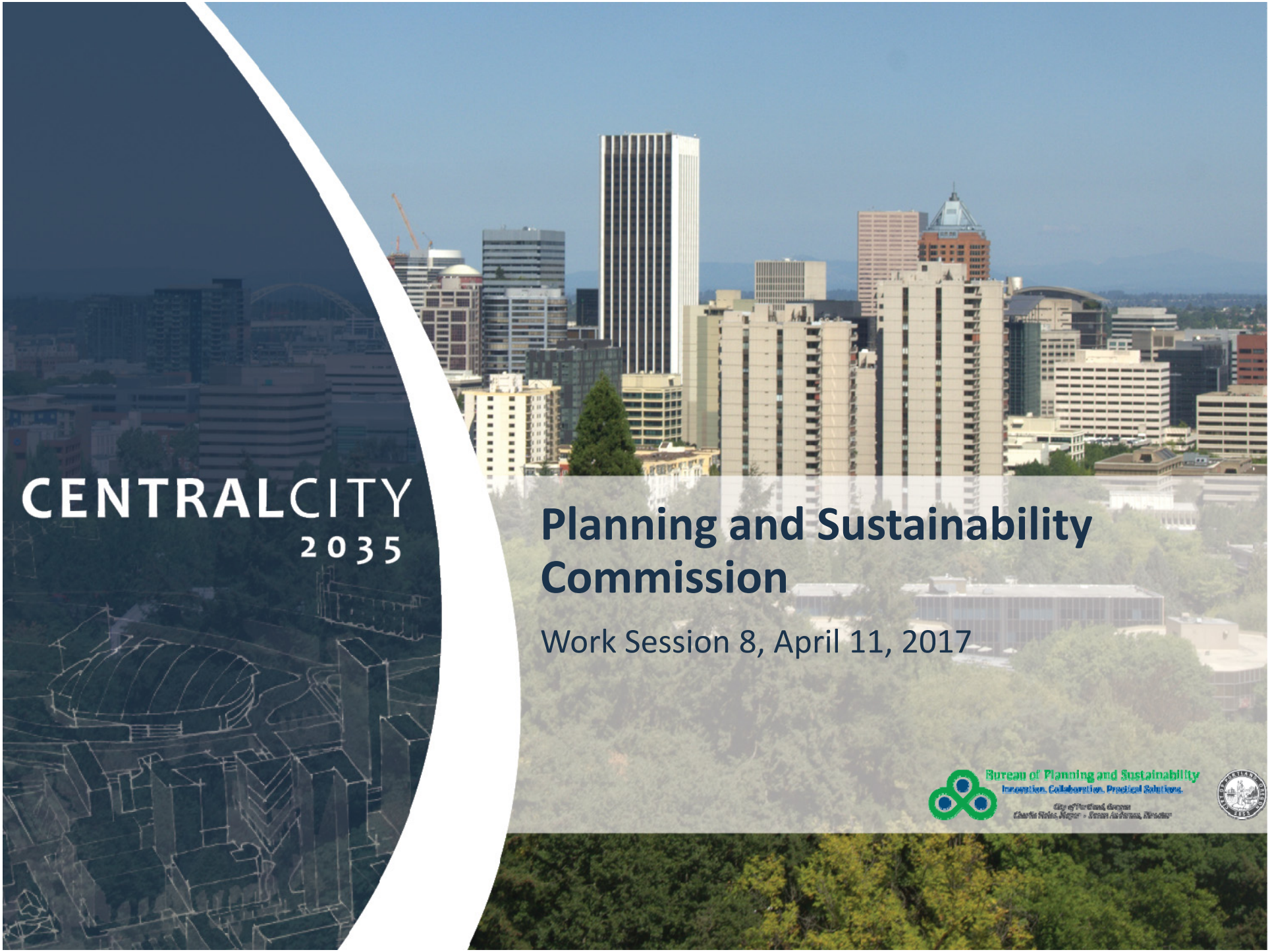
Carry-over Item P2

Housing and Neighborhoods

Policy 2.9 **Reconnecting neighborhoods across infrastructure.** Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or developing other innovative approaches.

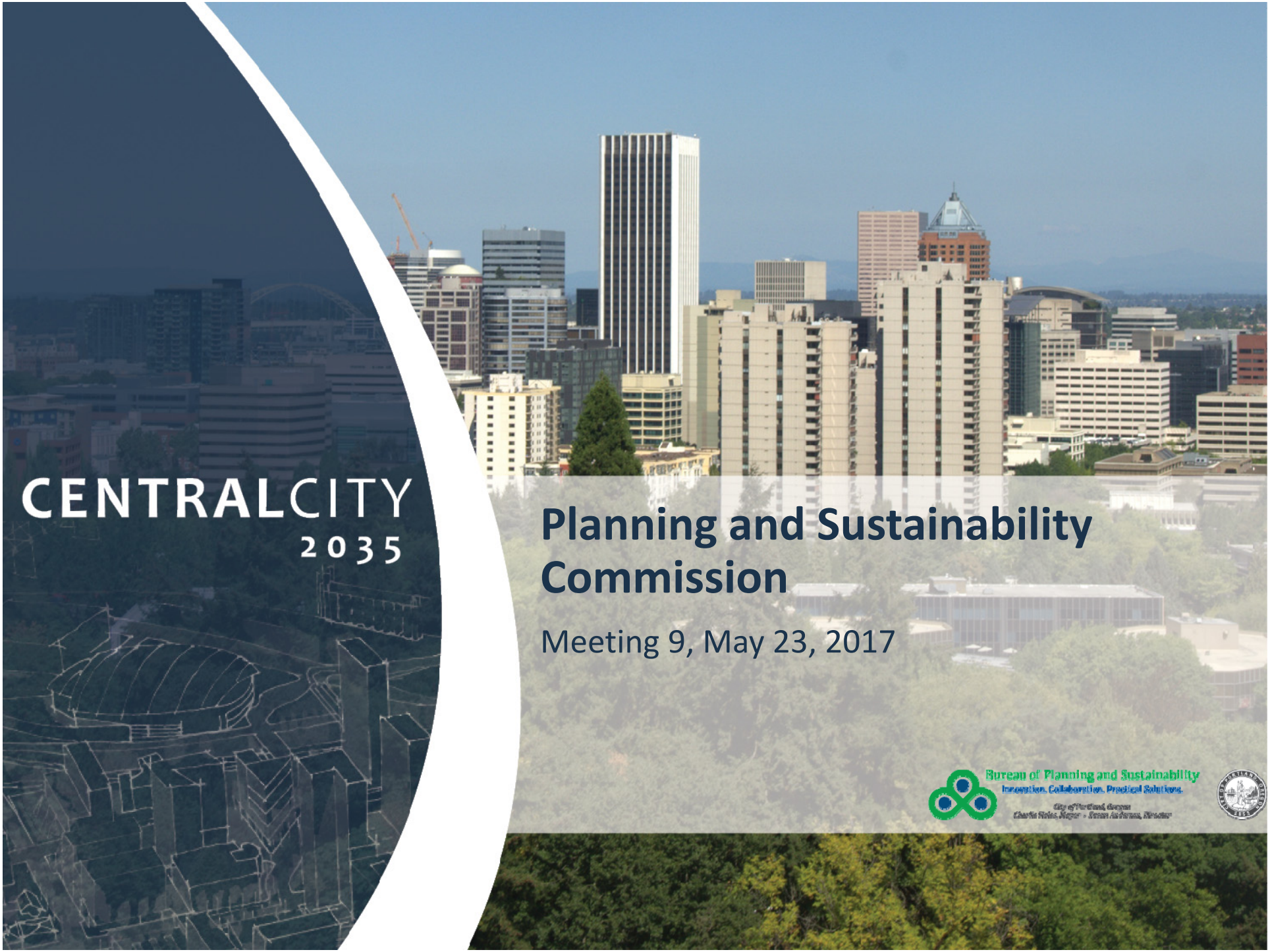


Freeway Capping Concept at Morrison and Yamhill


CENTRALCITY
2035
Planning and Sustainability Commission
Work Session 8, April 11, 2017
Bureau of Planning and Sustainability
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Agenda for the CC2035 Work Session
April 11, 2017, 1:30 - 3 pm

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
45 min	Bonuses and Transfers • Presentation • Discussion items: I 32 and I 30, 1 40	• Memo I-3: Carry over item: Analysis for FAR Utilization when inclusionary housing is triggered • **REVISED-2** Decision Table I -Carry over item I 32, I 30 and I 40	Memo I-3 pgs. 1 – 4 I 1 - 3
5	Policy Amendments • Presentation	• Decision Table P. Policy Amendments, Carry-Over Item P2	P 1
20	Willamette River • Presentation • Discussion item: M31	• **REVISED** Decision Table M: Willamette River-Miscellaneous Code Amendments, Part 3.	M-1
10	May 23rd PSC Vote on CC2035 • Presentation and discussion	-	-
-	Adjourn	-	-


CENTRALCITY
2035
Planning and Sustainability Commission
Meeting 9, May 23, 2017
Bureau of Planning and Sustainability
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May 23, 2017 Materials

- Guide to the PSC's preliminary decisions by work session
- Detailed guide by volume
- Full Revised Staff Proposed Drafts for
  - Volume 2A1: Zoning Code and Map Amendments for the Central City Plan District
  - Volume 2A2: Zoning Code and Map Amendments for the river, trails and scenic resources

May 23, 2017 Proposed PSC Votes

Vote 1: Approve the Revised Proposed Draft Volume 2A2, Chapters 33.440: Greenway Overlay Zones, 33.475: River Overlay Zones, and 33.865 River Review and forward to City Council as part of CC2035. (Recuse: Rudd)

Vote 2: Approve the following amendments: Riverplace FAR (Map 510-2), Chinatown and Riverplace height (Map 510-3) and the Masterplan code (33.510.255) and forward to City Council as part of CC2035. (Recuse: Schultz)

Vote 3: Approve **all remaining** portions of Volumes 1 – 6, **that were not included in prior votes 1 and 2**, and forward to City Council as the PSC's Recommended Draft. (all vote)

Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission
April 11, 2017
12:30 – 3:00 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

12:30	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
12:35	**PM**	**Consent Agenda** • Consideration of Minutes from March 14, 2016 PSC meeting
12:36	**PM**	**Congressman Earl Blumenauer** Briefing
1:10	**PM**	**Portland Plan Progress Report** Briefing
1:30	**PM**	**Central City 2035 Plan** Work Session
3:00	**PM**	**Adjourn**

For background information, see the PSC website at www.portlandoregon.gov/bps/psc, call 503-823-7700 or email psc@portlandoregon.gov. Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30 (closed-caption)
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

The City of Portland is committed to providing meaningful access and will make reasonable accommodations, modifications, translation, interpretation or provide other services. When possible, please contact us at least three (3) business days before the meeting at 503-823-7700 or use City TTY 503-823-6868 or Oregon Relay Service 711.

503-823-7700: Traducción o interpretación | Chuyển Ngữ hoặc Phiên Dịch | 翻译或传译 | Turjumida ama Fasiraadda | Письменный или устный перевод | Traducere sau Interpretare | Письмовий або усний переклад | 翻訳または通訳 | ภาษาแปลภาษา หรือ ภาษาอะหิบาย | الترجمة التحريرية أو الشفهية | www.portlandoregon.gov/bps/71701

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REVISED-2 MEMO

DATE: **April 10, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Work Session on April 11, 2017**

This is our last planned work session on CC2035! The attached packet includes two follow up items, one new item and one item that staff would like to revisit. These include items related to FAR utilization when inclusionary housing is triggered, a policy amendment to support freeway capping, and a standard for temporary swimming platforms.

If Commissioners want to discuss or reconsider any other items, please let us know ASAP so that we can plan for that on April 11 as well. That will allow staff to present a final package for a vote on May 23.

The decision tables referenced in the agenda indicate the items are currently tagged for PSC discussion. Items are tagged either because a PSC member has indicated that they want to talk about it or staff would like to discuss it with the PSC. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last PSC meeting on CC2035 (May 23), we will ask the PSC to vote on all of the volumes, inclusive of amendments, as a package.

Agenda for the CC2035 Work Session

April 11, 2017, 1:30 – 3:00 pm

Duration	**Topic and Discussion Items**	**Related Materials**	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
45 min	Bonuses and Transfers • Presentation • Discussion items: I 32 and I 30, 1 40	• Memo I-3: Carry over item: Analysis for FAR Utilization when inclusionary housing is triggered • **REV2** Decision Table I -Carry over item I 32, I 30 • Decision Table I: Miscellaneous Code: Item I 40	Memo I-3 pgs. 1 – 4 I 1 - 3
5	Policy Amendments • Presentation	• Decision Table P. Policy Amendments, Carry-Over Item P2	P 1
20	Willamette River • Presentation • Discussion item: M31	• **REVISED** Decision Table M: Willamette River-Miscellaneous Code Amendments, Part 3.	M-1
10	May 23rd PSC Vote on CC2035 • Presentation and discussion	-	-
-	Adjourn	-	-

May 23, 2017 PSC Vote on CC2035

The final planned PSC work session will be on May 23. At that meeting project staff will ask the Commission to take a final vote on the entire CC2035 Plan package as amended, and forward it on to City Council as their Recommended Draft.

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REVISED MEMO

DATE: **April 5, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Work Session on April 11, 2017**

This is our last planned work session on CC2035! The attached packet includes two follow up items, one new item and one item that staff would like to revisit. These include items related to FAR utilization when inclusionary housing is triggered, a policy amendment to support freeway capping, and a standard for temporary swimming platforms.

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Agenda for the CC2035 Work Session

April 11, 2017, 1:30 – 3:00 pm

Duration	**Topic and Discussion Items**	**Related Materials**	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
45 min	Bonuses and Transfers • Presentation • Discussion items: I 32 and I 30	• Memo I-3: Carry over item: Analysis for FAR Utilization when inclusionary housing is triggered • **REVISED** Decision Table I -Carry over item I 32 and I 30	Memo I-3 pgs. 1 – 4 I 1, 2
5	Policy Amendments • Presentation	• Decision Table P. Policy Amendments, Carry-Over Item P2	P 1
20	Willamette River • Presentation • Discussion item: M31	• **REVISED** Decision Table M: Willamette River-Miscellaneous Code Amendments, Part 3.	M-1
10	May 23rd PSC Vote on CC2035 • Presentation and discussion	-	-
-	Adjourn	-	-

May 23, 2017 PSC Vote on CC2035

The final planned PSC work session will be on May 23. At that meeting project staff will ask the Commission to take a final vote on the entire CC2035 Plan package as amended, and forward it on to City Council as their Recommended Draft.

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MEMO I-3

DATE: March 29, 2017

TO: Planning and Sustainability Commission

FROM: Rachael Hoy, Senior Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Carry Over Item I32: Analysis for FAR utilization when inclusionary housing is triggered**

At the March 14, 2017 Planning and Sustainability Commission work session, staff proposed to revise the existing method for calculating the affordable housing bonus. The affordable housing bonus provides an additional FAR of 3:1 for each project; this is equal to three times the area of the whole site. The bonus FAR is one of a set of incentives to offset the cost of developing affordable housing. The staff amendment was proposed in March because staff had concerns about how the FAR would be allocated on larger sites with multiple buildings. The amendment would have calculated the affordable housing bonus based on earning one square foot of bonus FAR for each square foot committed to a residential use. PSC expressed concerns with this proposal and asked staff to analyze additional options.

Staff is also concerned that a developer could build only one residential building, with the minimum number of affordable units on a large site, and still earn the full FAR of 3:1, which would do little to increase the affordable housing stock. Also, if each building that triggers inclusionary housing (IH) earns the bonus and accumulates a large amount of FAR to sell or transfer, this could flood the market with FAR making any other bonuses or transfers (e.g., historic) useless. In order to understand the different options and outcomes of ways to calculate the IH FAR bonus, staff completed the following analysis:

Staff considered two different scenarios:

- **Scenario 1:** Master Plan or Large Site Development and
- **Scenario 2:** Full block development.

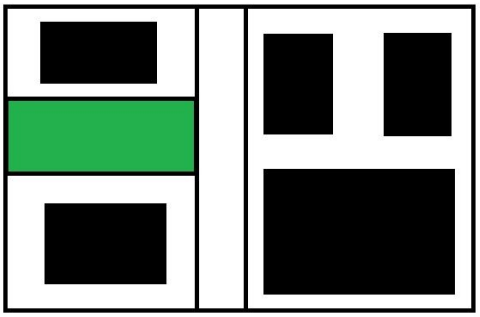
For each scenario, staff performed three different FAR bonus calculations:

- **Option A**: 3:1 for the site (this is the existing provision)
- **Option B**: 1 sq. ft. earned for each sq. ft. committed to residential up to 3:1 maximum for the site (discussed at PSC work session on 3/14/17)
- **Option C**: 1 sq. ft. earned for each net building sq. ft. (excludes parking), up to 3:1 maximum for the site (this is a new option)

Assumptions for both scenarios are that all sites include at least one building that triggers IH and that multiple buildings on a site will not continue to earn the bonus once the maximum that can be increased on the site has been reached.

Scenario 1: Master Plan or Large Site development:

Site area	230,400 square feet (just over 5 acres)
Base FAR 5:1	5 X 230,400 = 1,152,000 sq. ft.
Bonus FAR 3:1	3 X 230,400 = 691,200 sq. ft.
Total FAR available	base + bonus =1,843,200 sq. ft.



Option A: bonus FAR is earned for the full site up to 3:1

Building Characteristics					**FAR Pool**			
Buildings	Residential	retail	office	Total floor area	Base	Bonus	Still Needed	Unutilized
Office	0	20,000	350,000	370,000	0			
Mixed Use	100,000	20,000	120,000	240,000	0	691,200		
Residential	240,000	10,000	0	250,000				
Mixed Use	150,000	20,000	150,000	320,000	0			
Residential	100,000	10,000	120,000	230,000	0			
Totals	590,000	80,000	740,000	1,410,000	1,152,000	691,200	0	433, 200

Option B: 1 square foot of FAR is earned for each square foot committed to residential up to an overall maximum of 3:1 for the site

Building Characteristics					**FAR Pool**			
Buildings	Residential	retail	office	Total floor area	Base	Bonus	Still Needed	Unutilized
Office	0	20,000	350,000	370,000		0		
Mixed Use	100,000	20,000	120,000	240,000		100,000		
Residential	240,000	10,000	0	250,000		240,000		
Mixed Use	150,000	20,000	150,000	320,000		150,000		
Residential	100,000	10,000	120,000	230,000		100,000		
Totals	590,000	80,000	740,000	1,410,000	1,152,000	590,000	0	332,000

Option C: 1 square foot of FAR is earned for each net building square foot up to an overall maximum of 3:1 for the site

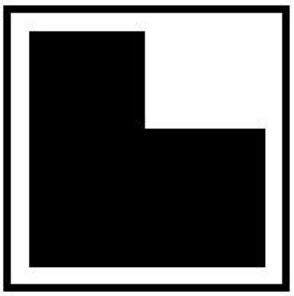
Building Characteristics					**FAR Pool**			
Buildings	Residential	retail	office	Total floor area	Base	Bonus	Still Needed	Unutilized
Office	0	20,000	350,000	370,000		0		
Mixed Use	100,000	20,000	120,000	240,000		240,000		
Residential	240,000	10,000	0	250,000		250,000		
Mixed Use	150,000	20,000	150,000	320,000		201,200		
Residential	100,000	10,000	120,000	230,000		0		
Totals	590,000	80,000	740,000	1,410,000	1,152,000	691,200	0	433,200

Summary:

- In all options the first project is office/retail which does not trigger the affordable housing bonus. However, there is plenty of FAR on the site that can be utilized for this project.
- In all options the base entitlement was utilized and each needed 258,000 sq. ft. of bonus FAR.
- All options leave some FAR unutilized. Option B leaves less FAR unutilized than other options.

Scenario 2: Full Block development - 40,000 square feet with an FAR of 5:1.

Base FAR 5:1 5 X 40,000 =200,000 sq. ft. base
Bonus FAR: 3 X 40,000 = 120,000 sq. ft.
Total FAR available: base + bonus = 320,000 sq. ft.



Option A: bonus FAR is earned for the full site up to 3:1

Building Characteristics					**FAR Pool**			
Building	Residential	retail	office	Total floor area	Base	Bonus	Still needed	Unutilized
Mixed Use	20,000	10,000	250,000	280,000	200,000	120,000	0	40,000

Option B: 1 square foot of FAR is earned for each square foot committed to residential up to an overall maximum of 3:1 for the site

Building Characteristics					**FAR Pool**			
Building	Residential	retail	office	Total floor area	Base	Bonus	Still Needed	Unutilized
Mixed Use	20,000	10,000	250,000	280,000	200,000	20,000	60,000	0

Option C: 1 square foot of FAR is earned for each net building square foot up to an overall maximum of 3:1 for the site

Building Characteristics					**FAR Pool**			
Building	Residential	retail	office	Total floor area	Base	Bonus	Still Needed	Unutilized
Mixed Use	20,000	10,000	250,000	280,000	200,000	120,000	0	40,000

Summary:

Option A: The project triggered the IH program and earned 3:1. The project utilizes all the base FAR and 80,000 sq. ft. of the bonus floor area leaving 40,000 square feet unutilized.

Option B: Base FAR is utilized, but not enough bonus has been earned to accommodate the building. The project will need to purchase 60,000 sq ft in order to complete the project.

Option C: The project earns 1 sq. ft. of floor area for each sq. ft. of net building area (excludes parking) up to the 3:1 maximum, (120,000 sq. ft). This leaves 40,000 sq ft additional density just like Option A.

Considerations in choosing a different way to calculate the FAR bonus:

Option A: calculation based on 3:1 FAR for the site

- The intent of IH program is to result in more affordable housing built. It was not the intent of the IH program to provide a windfall of FAR to the first project that triggered IH on a larger site.
- This is the option that was included in the Council adopted Inclusionary Housing Program earlier this year.

Options B and C: calculations based on residential or net building area

- Allowing each building on a site to earn bonus FAR based on residential floor area or net building area, up to the maximum of 3:1 for the site, allocates the bonus FAR proportionally to the development rather than all at once and in relation to only one building.
- By tying the bonus to residential or net square footage (1 for 1 up to the maximum 3:1) the intent is to see more housing built.

Option B: calculation based on residential square footage

- This option calculates the bonus based on residential floor area and could leave some bonus FAR unutilized on larger sites, but it is closely linked to the public benefit of providing affordable housing and does not leave large amounts of square footage of floor area unutilized on smaller sites.
- If a developer on a smaller site builds one building with a minimum number of affordable units and a larger amount of commercial and retail uses and does not earn the full floor area ratio of 3:1, they will need to purchase additional FAR to complete the project. This situation could help support the use of other bonuses or transfers such as the historic resource transfer.
- This option is considerably different from Option A which was included in the Council adopted Inclusionary Housing Program earlier this year.

Option C: calculation based on net building area

- Option C calculates the bonus based on net building area earns FAR for any use in the building. This method provides sufficient FAR bonus. However, it also results in unutilized FAR in Scenarios 1 and 2, which may limit the use of other bonuses and transfers in the future.
- This option is closer to the option that was included in the Council adopted Inclusionary Housing Program earlier this year.

Staff Recommendations:

Option C: When the IH bonus is triggered by building 20+ units, the building will earn 1 square foot of bonus floor area for each square foot of net building area. For small and large sites this method allocates the bonus FAR proportionally to the development for each building, rather than all at once for the site.

Also, clarify in the code that the developer can only earn up to 3:1 maximum per site. This means that some buildings on a large site that trigger IH may not earn a FAR bonus if earlier projects on the same site already maxed out the bonus FAR for the site.

Rationale:

- This method allocates the bonus FAR proportionally to the development rather than all at once and in relation to only one building. This is intended encourage more residential development on larger sites.
- This method provides sufficient FAR bonus and in both scenarios leaves some FAR unutilized which may limit the use of other bonuses and transfers in the future.
- The FAR is earned by a project on a net building square footage basis on all uses in the building, not just the residential uses. This could be helpful to reduce complexity for accessing FAR for a mixed use development.
- Staff believes it will be easier to track the earning and use of the bonus FAR if distributed by project rather than by site.

Decision Table I: Miscellaneous Code - Carry Over Item I 32

This table contains a carry over item related to the affordable housing bonus and how it should be calculated.

Contents of Decision Packet I:

- Decision Table I
- Memo I-3

Items Marked for Discussion:

I32

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I32 **Memo I-3**	BPS Staff	Affordable housing bonus option	The affordable housing bonus applies to proposals in the CX, EX and RX. An additional 3:1 FAR can be earned if at least 25% of the increased floor area is dedicated to housing affordable to those earning 80% of MFI. **Reference:** Volume 2A: Part 1 Central City Plan District, p. 55-63, 33.510.205.C.2.a Floor area bonus options. **Note**: The Proposed Draft does not reflect changes to the FAR bonus options adopted with the inclusionary housing project in December 2016.	1)The new affordable housing bonus adopted with the inclusionary housing project provides a bonus FAR of 3:1 for each project that triggers the mandatory inclusionary housing provisions on a site. 2)Staff identified issues with this and discussed it with the PSC on 3/14/17. 3)PSC requested that staff explore other options for calculating the affordable housing bonus.	**Proposed Amendment:** **Amend 33.510.205.C.2.a:** Modify the affordable housing bonus to earn FAR based on the floor area of a project, not the site. One square foot is earned for each net building square foot up to 3:1 maximum for the site. **See Memo I 3 for more detail.**	Projects required to meet the affordable housing requirements earn bonus FAR. Staff proposes to amend the current bonus provision to calculate bonus floor area based on a project's net floor area instead of total site area: for every square foot built, one square foot of floor area will be earned. There will not be a restriction on how the bonus FAR may be used. The existing 3:1 FAR limit on floor area increases on a site would remain unchanged. This amendment will prevent the accumulation of disproportionately high amounts of floor area that could not be used on a site and that, if transferred, could flood the market and discourage the use of the historic FAR transfer. The affordable housing fund or "fee-in-lieu" bonus option remains unchanged from the Proposed Draft. **See Memo I 3 for more detail**	☒	☐ Support staff rec. ☐ Other

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MEMO

DATE: **March 28, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Work Session on April 11, 2017**

This is our last planned worksession on CC2035! The attached packet includes two follow up items and one new item for our work session on April 11, 2017. The first is a carryover item related to FAR utilization when inclusionary housing is triggered. The second is a policy amendment to support freeway capping. The third is related to an exemption from river review for temporary swimming platforms. We may have an additional amendment that we will send to you next week.

If Commissioners want to discuss or reconsider any other items, please let us know so that we can plan for that on April 11 as well. That will allow staff to present a final package for a vote on May 23.

The decision tables referenced in the agenda indicate the items are currently tagged for PSC discussion. Items are tagged either because a PSC member has indicated that they want to talk about it or staff would like to discuss it with the PSC. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last PSC meeting on CC2035 (May 23), we will ask the PSC to vote on all of the volumes, inclusive of amendments, as a package.

Agenda for the CC2035 Work Session

April 11, 2017, 1:30 – 3:00 pm

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
45 min	Bonuses and Transfers • Presentation • Discussion item: I 32	• Memo I-3: Carry over item: Analysis for FAR Utilization when inclusionary housing is triggered • Decision Table I -Carry over item I 32	Memo I-3 pgs. 1 – 4 I 1
5	Policy Amendments • Presentation	• Decision Table P. Policy Amendments, Carry-Over Item P2	P 1
25	• Presentation • Discussion item: M31	• Decision Table M: Willamette River-Miscellaneous Code Amendments, Part 3.	M-1
5	May 23rd PSC Vote on CC2035 • Presentation and discussion	-	-
-	Adjourn	-	-

May 23, 2017 PSC Vote on CC2035

The final planned PSC work session will be on May 23. At that meeting project staff will ask the Commission to take a final vote on the entire CC2035 Plan package as amended and forward it on to City Council as their Recommended Draft.

Portland Planning and Sustainability Commission

March 14, 2017
12:30 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach (arrived 12:58 p.m.), Andre' Baugh, Mike Houck, Katie Larsell, Katherine Schultz, Chris Smith, Maggie Tallmadge, Teresa St Martin (arrived 12:47 p.m.)

Commissioners Absent: Gary Oxman, Michelle Rudd, Eli Spevak

City Staff Presenting: Joe Zehnder, Eric Engstrom, Bill Cunningham, Sara Wright, Sallie Edmunds, Rachael Hoy, Tyler Bump; Art Pearce, April Bertelsen, Denver Igarta, PBOT

Other Presenters: Dan Bower, PSI; Eric Hesse, TriMet

Chair Schultz called the meeting to order at 12:34 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner Houck* noted he sent the program for the April 26 event. One of my hopes was to have the 2018 international symposium here, but as it turns out, based on the federal administration we now can't have two of the scheduled presenters come to this year's event. The ripple effect from the federal level is having a huge impact, and the 2018 symposium likely won't be in the US. I'm hopeful it will at least be in Vancouver BC.
- *Commissioner Larsell* in on the BHBD focus group, which we'll be briefed on today.

Director's Report

Joe Zehnder

- This morning at Council, Susan presented the Portland Plan status and progress report; it was well received. We will have a briefing about it at the April 11 PSC meeting, and it was just posted online.
- Today is the last scheduled CC2035 Plan work session. If we're able to get through it all today, we won't need the March 28 PSC meeting.

Consent Agenda

- Consideration of Minutes from February 28, 2017 PSC meeting

Commissioner Smith moved to approve the Consent Agenda. *Commissioner Baugh* seconded.

The Consent Agenda was approved with an aye vote.
(Y6 — Baugh, Houck, Larsell, Schultz, Smith, Tallmadge)

Transit Project List for Regional Transportation Plan (RTP)

Briefing: Art Pearce, April Bertelsen, Dan Bower, Eric Hesse

Art provided an overview of today's presentations related to transit and the RTP update. He reminded the Commission of Metro's 2040 Growth Concept and the regional growth strategy focused on centers and corridors. Not all centers and corridors are currently well served by transportation options.

There has not been a lot of growth in bus ridership in recent years, but there has been in rail. The 2018 RTP Update will update the 2009 Plan. For Portland, Division BRT and SW Corridor are the highlighted areas. Frequent bus service also needs to be focused on to carry the level of ridership we expect. With growing congestion, buses are being delayed as a ramification of how we're managing our streets.

As population and employment growth continues in the region, the core frequent transit network, comprised mostly of buses, is in danger of being overwhelmed by increased ridership demand and traffic congestion in high-growth corridors. The frequent transit network serves many part of the region that Light rail does not (and could not). We need the frequent transit network to work well.

Growing transit communities and enhancing transit corridors are how we can best add to service. Enhanced transit, a pipeline of less-extensive options that can be built on a quicker timeframe, is something we particularly heard in the last TSP process. We need to have tools available for all areas of the city that is appropriate to the different geographies.

We just finished the TSP, and we're now working on the RTP, which will inform future updates on the TSP. We're aiming for a July response for a call to projects for the RTP process.

April highlighted the TriMet partnership for the Growing Transit Communities Plan and the Enhanced Transit Corridors Plan.

Goals of the *Growing Transit Communities*: Develop transportation investment plans for a few transit corridors that help support both frequent transit service and multi-modal transit-oriented development. All of these help grow transit communities. Three corridors were identified: Line 20, Line 77 and Line 87. Nine criteria were used to evaluate, as well as input from the community; we now have draft investment plan for each corridor. We are looking at investment options and have recently been awarded a Metro grant.

Enhanced Transit Corridors
Transit plays an important role in accommodating our growth expectations and other goals. With buses now getting caught in congestion, it's taking longer and longer to complete bus trips. This is the "missing middle" of transit… not to the scale of HCT, but increased capacity, reliability and transit travel speeds. Transit signal priority, queue jumps, longer buses and enhanced bus stops are options.

Goals of enhanced transit corridors include:

- Support planned growth in centers and along corridors consistent with the City's Comprehensive Plan update.
- Define and identify "Enhanced Transit Corridors".
- Establish operational performance measures and thresholds.
- Guide prioritization of capital and operational investments.

There are 10 corridors identified for future study. We have criteria including transit reliability, current ridership, equity, and forecasted population and job growth.

When staff returns in June, we hope to have a prioritized list of enhanced transit corridors, segments or hot spots; a proposed toolbox of potential treatments; and the RTP project submittal list. Hot spots are where there may be just one spot, or a spot that serves multiple lines, where we're seeing particular delays.

Dan gave an update about Portland Streetcar Inc. and how it's fitting into the region in terms of transit and growth. All three streetcar lines run at 15 minute headways. February had the most number of riders in any month at 16,300 riders. There is a growth streetcar community country-wide. We have a responsibility to invest in our system to keep it up to speed.

Based on growth projections, we need to be thinking ahead to ensure we can keep up with growth. 66 percent of trips on the streetcar are people riding from home. 38 percent of households on the streetcar lines do not own cars. We are trying to get more streetcars on the tracks soon, but they are slow to produce and get here. We're also looking at building out more lines and coordinating and tying in with new projects.

Four priority streetcar lines under consideration. Through analysis, these potential corridors have been identified to see where streetcar can both work and be transformative. There are 16 criteria, including cost, operating costs, equity impacts, ridership potential and if the FTA will help pay for it. We've learned from previous engineering and circulation limitations. We used the TriMet equity index to review potential alignments, which includes 10 different factors.

The next steps: we're seeing lots of support for Broadway-Hollywood to Montgomery Park line. There are projects that could work more on a local level. The PSI board voted to send a letter to the City to say when the RTP is updated to include the project of buying more trains and adding the Broadway expansion to the constrained list.

Commissioner Smith: In the enhanced transit, you used the word "free-flowing". I get suspicious when we use this term for cars. Is this the goal for transit? Or something more realistic?

- When the bus is least delayed; 90 percent of the time versus when it's most delayed is a goal. We might not get the free-flow, but we want to reduce the delay.

One trend I'm seeing nationally is all-door boarding. Is TriMet considering going to all-door boarding?

- Eric: This is a tool we're identifying in our toolkit. The fast pass does help with some of this, so we'll see about this as an option.

In other contexts, we've talked about congestion pricing. Is there consideration of using this to encourage cars to get out of the way?

- At this point, it's notional. The Mayor is open to this as a tool, and more entities are becoming more interested. We haven't yet figured out at what scale we could produce and deploy a system like this. There has not yet been an initiative to do an analysis of this, but it is something that could be warranted.

In terms of streetcar, first I do want to disclose that I am on the PSI board. When I first started, as a neighborhood representative, I was very supportive of the Broadway-Montgomery Park expansion. But if we ask the question of what streetcar project will be most transformative, I might come up with Sandy as the answer, even knowing there is lots of work to do. How do we balance the different opportunities?

- This is a tricky question since both are independent travel and economic markets. They both end in Hollywood, which also confuses the question. It could be that both are the right idea. For the sake of the RTP, we need to focus. The Sandy project likely needs to go over the Burnside Bridge, and the replacement project is probably 10-15 years out. So we're looking at different timelines potentially. The Broadway community is closer, while the Sandy option is less cohesive. Funding is also a big consideration. If I have to find $20M in private money, I need to go where people will support the effort financially.

Commissioner Tallmadge: I'm frustrated that the highest score of equity is 18, yet you decide to go ahead with the projects. These don't benefit most people of color. Who are we benefiting from these public investments? I'm frustrated we keep leaning to these projects in Portland.

- Dan: The analysis is out of 30, but I agree that there are many challenges. We also have a displacement analysis. To the extent the streetcar is expected to pay for itself, that does drive the conversation of this.
- The streetcar investment is only one piece of an array of investments, and there are other tools we're targeting for other areas. We are looking at the complimentary moves and projects and products that work in the context of each area.

I appreciate the discussion about coupling projects and would like to see these partnerships happen more.

- We've now gone through the technical analysis, but before anything moves forward, we need a much broader outreach and perspective to get the most out of each project.

What was the process to create the original system concept map in 2009?

- There was an extensive public involvement process, so it was very much around desire with some feasibility constraints. We pushed PSI to do the extra work to see about development outcomes and feasibility of the lines.
- We did charter groups in each of the five quadrants to get input about which streets could be candidates for streetcar lines.

Commissioner Baugh: When we talk about packaging projects, TriMet understands the need for housing to be included when they're expanding lines. I would suggest that streetcar can't be built without a low-income affordable housing strategy, particularly around the Broadway line. Today's presentations didn't mention affordable housing. I would encourage streetcar to mirror fares based on TriMet's low-income fare.

I'm a huge fan of the enhanced transit. The confusion is about the slowness on 162nd Ave currently. I would also ask that PSI does a Title VI assessment that TriMet does for FTA.

- Part of the confusion is the word "enhanced". TriMet is about a plan to make better service or new service, which could be an array of options. When we talk about enhanced transit corridors, we're focused on getting above frequent service. 162nd would be a new line, introduced at less than frequent service just to get the line running. The investments PBOT would bring would be things like bike/pedestrian facilities.
- We are trying to partner with TriMet to support both lines that are less than frequent service today as well as enhancing more lines that are already at frequent service.

Commissioner Larsell: Lots of the north-south lines have been so under served. There is a virtuous cycle of frequency.

Commissioner Smith: I appreciate the growing transit communities work. I'd like to talk in June about recommending submitting two streetcar projects and what that would mean.

Better Housing by Design (BHBD)

Briefing: Bill Cunningham, Denver Igarta

Bill provided an overview of the partnership with PBOT to (a) revise the Zoning Code and development and design standards, the BPS portion, and (b) develop new approaches to creating street and pedestrian connections in places that lack them, the PBOT portion. We are focused on improving the zoning code, not the multi-dwelling mapping.

We are responding to the new Comprehensive Plan policies while acknowledging the gap between the goals and what is being built; we are trying to narrowing this gap.

We have key equity considerations in terms of costs and affordability; incentives for affordable housing; new approaches to encourage physically-accessible units; and how our regulations affect people living in multi-family housing.

Project topics include:

- Site design and healthy active living
- Building design and scale
- Street connectivity
- Development bonuses

Bill highlighted issues that are being considered for each topic area.

Commissioner Houck noted The Ramona, which has solar watering heating, as well as a green roof under it. I'd like to see more options and buildings like this.
I appreciate the recognition of the need for and the role of open space. There was a great article in the NYT the other day that talked about how housing is not enough. I'm pleased that lots of these images recognize this.

Denver shared the PBOT portion of this work, the Connected Centers Street Plan. This is fully integrated into the BHBD work. We are able to work side-by-side and meet with the community. This work came directly from the Comp Plan to achieve better connectivity in eastern neighborhoods.

We have lines on maps, but that often doesn't result in what's needed to accommodate growth. We are focused on neighborhoods, particularly in the Jade District and Rosewood Center. We are hoping to address the lack of connectivity issues; large blocks that make it difficult to reach neighborhood destinations; poor bike and pedestrian accessibility; limited road space; and preserving trees.

There are a number of work group meetings that are focused on different areas and issues. There will be a public workshop on the compiled code concepts on June 3, and we'll return to the PSC later in the year.

Commissioner St Martin: In thinking about "where trees are in the way of sidewalks", do you have ideas for improving connectivity with less-straight sidewalks?

- We are looking at options to provide flexibility in sidewalk design. We need to understand the context to know how much flexibility we do have in specific areas.

Commissioner Bachrach: As I look at what you're doing, you showed us inner-city multi-dwelling zones, and then we moved to East Portland. It seems like the ZC doesn't work for both areas of the city. I encourage you not to get hung up with the zones as a common denominator.

- We are trying to keep an open mind then see what we can do to get us there.

Commissioner Smith: I can see a challenge as you're talking with the community that those who complain to us about ugly buildings aren't distinguishing between the mapping and zones.

- There is some inherent confusing here. We do try to highlight that very often multi-dwelling zones are not in the core zones, and we need to be clear about what this project is able to address. Height is also a question that has come up from commercial and affordable housing builders as well.

Chair Schultz: I appreciate the unique approach to community involvement. Do you think you'll be able to identify where there is or isn't consensus? I want to make sure there is a thread bringing everything together (not necessarily the consensus) to form the big picture. I'll be curious to hear how that process goes.

- We have framed it that there isn't a desire to come to consensus with these work groups. Staff will consider the various issues and perspectives. The meetings are open to anyone who's interested.

Community Involvement Committee Recruiting Process
Briefing: Sara Wright

Sara introduced the process we're working on to set up the new CIC, which will become effective along with the new Comp Plan. This takes you back to last year, when you reviewed the Community Involvement Program, which is an Early Implementation Project of the Comprehensive Plan. The Community Involvement Committee is one element of that. The group will support City staff, review the goals and policies in Chapter 2, and making them come alive.

The 2035 Comp Plan directs the City to establish the new CIC to talk on Oregon Statewide Planning Goal 1. Chapter 2 has lots of robust goals, and this is an opportunity for a new group to dig into this work. This will be an advisory body that will support and advise staff and revise and update the manual. The process of establishing a charter and recruiting and selecting members will take place after adoption of the Comp Plan. BPS staff are already working with Office of Neighborhood Involvement and will work with other groups including Office of Equity and Human Rights and the Public Involvement Advisory Council to establish a process based on best practices.

There are a number of *draft* selection criteria. We are required to have a geographic representation and representation from people who are eager to learn and seek out new information to come up with creative ideas.

We are doing outreach in the next few months, open the application window this summer, then do a review and selection process in the fall. We will have two months of training for the new CIC members so they are up to speed when the committee is effective when the new Comp Plan is in 2018.

Commissioner Tallmadge: What does "community" mean?

- The code language is intentionally not specific so we include lots of diverse experiences. We are leaving this open to interpretation.

CCC has a number of leadership development programs, so I'd like to suggest you reach out to these groups specifically.

Commissioner St Martin: What is the size for the committee?

- The code says 5-12 members. We'll likely start small and see what we need to add, but it will depend on applications we receive.

Commissioner Baugh: Thank you. I would like to see the list of members when that's set.

Chair Schultz: On the interest form, it says the CIC *may* report to the PSC.

- The expectation is to have an active relationship both with the PSC and PIAC.

Central City 2035 Plan

Work Session: Sallie Edmunds, Rachael Hoy, Tyler Bump

Sallie introduced today's work session. This is our sixth work session on the CC2035 Plan, and we hope to finish today so we can return on April 11 for your final recommendation on the Recommended Draft.

Bonuses and Transfers

Decision Table Q, Part 2; Decision Table I, Part 3; FAR and height code amendments attachment

Rachael noted the summary of the bonus and transfer system document. We have 19 bonuses and 5 transfers. Through the proposed draft, we prioritized affordable housing with 2 new bonuses and other specialized bonuses based on areas. In terms of transfers, we focused on historic resources as well as the inner-subdistrict transfer. We are looking at Table Q, but we don't have specific items to discuss from this table.

Rachael also reminded the PSC about the new Inclusionary Housing program and implications in the Zoning Code and the Housing Code. In the Central City, it will be applied based on FAR.

There are off site options to satisfy the IH requirements whether someone is proposing new development or dedicating units in existing buildings. Generally the options are based on deeper affordability and more total units. Also in the CC, sites that don't trigger IH may use the historic resources transfer or the affordable housing fund.

Item I32

Today with the affordable housing bonus as approved through the IH program, each project would earn 3 to 1. This would be floor area equal to 3 times the area of the whole site. This would be hard for large sites with multiple projects because the maximum a site can earn is 3 to 1.

Staff's proposal is to set up a bonus similar to the existing residential bonus by building. 1 square feet of bonus floor area earned for each square feet committed to residential uses up to a maximum of 3:1.

Commissioner Bachrach: When IH passed, it was talking about number of units, not square footage. Does this change anything substantive?

- This isn't a big change for smaller projects. We are trying to look at a large site, e.g. for a Master Plan.
- *Chair Schultz*: It's always been about FAR as the bonus was written.
- Tyler: If you trigger 20 units or more, you get 3:1 on the site. For the issue of a situation on a 5:1 base but you have 4:1 FAR of commercial, you might not get the 3:1 FAR bonus. But this will be a very small number of projects.
- Joe: It's 3:1 on all residential, which is what we did in the IH code.

Chair Schultz: Couldn't we say, once the 3:1 has been earned on the site, it can't be earned again, but it can be moved around on the site?

Joe: We need to go back and confirm this. There has been no change in the IH program; if you meet the criteria, you get 3:1. And 3:1 in the Zoning Code is based on the site, so it's not really related to the square footage for residential space. If this is correct (Tyler will check), we really just don't need this amendment.

Rachael: Maybe a different approach is to base it on the size (above 40,000 square feet).

Chair Schultz: Why does a large site get penalized?

- If each building on a site triggers the 3:1, another project under a different ownership wouldn't have access to that 3:1 if this is what we're saying.

Staff will bring *Item I32* back to the April 11 meeting for a final discussion and recommendation. We know you can't "double-dip", so we'll look at how we can regulate this.

Items I33 and I34

Commissioner Smith: I own a single condo unit rental in the North Pearl. After speaking with the City Attorney's office, we have determined if there is a conflict of interest, it is only a potential conflict, so I just need to disclose this but have been ok'd to participate in this discussion.

Item I33: The new IH program creates an opportunity to revisit areas in the Central City to update FAR in the North Pearl. With the new provisions and proposed new historic transfer provision that applies Central City-wide, this subarea in the future will access the same set of bonuses and transfers as the rest of the city, hence the North Pearl subarea provisions are no longer needed.

An increase in base FAR from 4:1 to 5:1 could help ensure that density goals for the area are met. And making this area eligible for an inclusionary housing incentive package that encourage more affordable housing in the area.

Item I34: This proposes to set height in the North Pearl area that currently is unlimited. The proposal is to set the heights at 350 feet. Similar to the proposed change to FAR in this area, the current unlimited heights are tied to the use of specific FAR bonuses and transfers that are proposed to be eliminated.

Staff needs a way to simplify the height map in this area and assign a realistic height based on how the area has developed. No buildings have gone above 350 feet, and having it be unlimited height gives a false impression of what they could attain on the site. Staff also proposes to retain the design and building massing requirements for buildings above certain heights to preserve views through the district and pedestrian access to light and air.

Item I33

Commissioner Tallmadge: Was there a proposal to add anything about family-sized units in IH at Council?

- It calculates per square feet for residential floor area so you can reconfigure your bedrooms differently than the exact number of units in the building. It's a percentage of bedrooms or percentage of units.

Commissioner St Martin asked about the 4:1 remaining. Why doesn't this go to 5:1 as well?

- This is part of a historic district.

Commissioner Bachrach moved to accept item I33 as proposed by staff. *Commissioner Baugh* seconded.

(Y8 — Bachrach, Baugh, Houck, Larsell, Schultz, Smith, Tallmadge, St Martin)

Item I34

Commissioner Bachrach: I'm concerned that, while we don't need the unlimited height options since we've scaled back some of the bonuses, we still shouldn't limit the height in these areas.

- We want to be more realistic on the heights. We've tended to see 325 feet, and there is nothing over 350 feet here. It will also align with the new structure we're proposing for bonuses and transfers.

We haven't had a public hearing on changing heights, so we are limiting what owners thought was the height. So what's the harm in leaving the map as-is?

Chair Schultz: The North Pearl wants the unlimited heights. This is what we heard in the West Quadrant process. So I don't know why we don't allow it to be unlimited, considering we haven't changed the massing. Combined with today's world, yes, there are some economic issues with tall, slender buildings. But we don't know about the future.

View corridors would be set up to 400 feet. What we were proposing was to simplify the map.

Nicholas: We mistakenly allowed bonus height along what would be the extension of 12th, so I'd suggest we eliminate that if you don't take staff's recommendation on limiting height.

Mindy: 12th Ave is a view street with the 100-foot limitation, so we're asking that we put this limitation back on the map for the view.

Joe: To be consistent, the map that we would like to get a vote on would be the proposed draft as amended on November 16, 2016, plus the addition of the 12th Ave view corridor.

Commissioner Houck moved to accept the map dated November 16, 2016 with the addition of the height limit on the 12th Ave view corridor. *Commissioner St Martin* seconded.

(Y8 — Bachrach, Baugh, Houck, Larsell, Schultz, Smith, Tallmadge, St Martin)

Item I35

Chair Schultz recused herself from this discussion. *Vice Chair Smith* presided.

New IH program creates an opportunity to revisit areas in the Central City to update FAR in RiverPlace. The increase is to align with the building height increases that have been tentatively approved. This slight increase in FAR will help support the scale of development appropriate for this area. This area is a key redevelopment site where staff would like to encourage residential development and affordable housing. Increasing the FAR to 5:1 makes the area eligible for a better inclusionary housing incentives package that may encourage redevelopment more quickly.

We are proposing changing the FAR but staying within the height envelop already proposed by the PSC. 5:1 just gives more opportunity for affordable housing here.

Commissioner Houck: Is there an opportunity to recapture the greenway through this area?

- Joe: The PSC didn't act to do anything when we last discussed this.
- Rachael: We did talk with PBOT about changing some classifications in this area, but the PSC decided not to move forward.

I think we should be looking at this as an opportunity.

Commissioner St Martin: Looking at the shape of the 5:1 proposed area, there isn't an actual line being followed.

- We tried to follow property lines. The main difference is that we haven't included an area close to the river, where we try to maintain the step-down. We did not propose increased heights here, so we're proposing to keep this at 4:1.

Why wouldn't this just stay at 6:1 with the same height control?

- Looking at the heights and the size of the lots, we feel 5:1 is an appropriate increase, but that 6:1 would be too much. Heights immediately to the west gradually get into the 250-foot range.

We feel like getting away from 4:1 in the Central City is good. It opens us up to see the additional FAR used for affordable housing.

Commissioner Houck: In addition to transportation impact concerns, I'm assuming in the 4:1 area with all the parkland there, we wouldn't want to add FAR.

- Yes, we step down to the riverfront for a similar reason.

Commissioner Baugh moved staff's recommendation on *Item I35*. *Commissioner Houck* seconded.

(Y7 — Bachrach, Baugh, Houck, Larsell, Smith, Tallmadge, St Martin)

Item I30

Commissioner Tallmadge has requested to pull Item I30 for discussion. Items I30 and I31 are technical code fixes that staff proposes. Staff did not mark these for discussion but here is a brief summary of the changes. Code in the proposed draft was provisional; now that we have IH we have to make some changes to integrate the new language.

The biggest change is the priorities for earning FAR in light of the adoption of the mandatory inclusionary housing program and code and the affordable housing priority.

If you're not a residential project, or if you don't otherwise trigger the affordable housing bonus, what about using the voluntary program? That was talked about during the IH process, but PHB would rather those sites pay into the affordable housing fund so they can develop a site that has more affordable units.

Commissioner Tallmadge: If someone in SOWA wants a 3:1 bonus, the priority there is a greenway expansion.

- Yes, the 2002 SOWA Plan set priorities for that area. If you do trigger affordable housing, this is like any other subdistrict. If you don't trigger affordable housing, if you're on the SOWA

greenway, you go to the greenway bonus first, then the other options. We propose to maintain that prioritization for SOWA.

Commissioner Houck: I have heartburn over IH being the priority here. If there isn't a trigger, I would be very concerned that the greenway somehow not be recognized as an important objective.

Commissioner Bachrach: If I'm not in SOWA and not doing residential but I want FAR, what do I have to do?

- For non-residential, there isn't a first priority. This was an amendment at Council for commercial… so you can choose either historic resource transfer or you could pay into the affordable housing fund. This is what we're proposing today. Transfer within the subdistrict is after the 3:1. If you're a riverfront property, you could go to the riverfront open space bonus first.

Commissioners confirmed Item I30.

Master Plan
Decision Table I, part 4

Chair Schultz recused herself from this topic. *Vice Chair Smith* presided.

Rachael walked through the summary of what's in the proposed draft regarding master plans today. We're not proposing to increase the number of sites. The provision is about moving FAR around to mass buildings, layout open space and create an appropriate pedestrian realm.

Item I39 clarifies "master plan boundary" as the "site" so within a boundary, where you might have multiple ownerships (sites), IH on-site provisions would apply. The planning of these sites would be done much more holistically and would allow more flexibility for the campus style or larger facility developments.

Commissioner Smith: How does this work if the buildings are developing sequentially? When do you have to build the required affordable component?

- There are phasing and timing requirements. These elements are in Title 30 and would be in the development agreement. The process can take place within a 3-year period.
- Joe: The determination of conformance with the IH program standards is done through a PHB process. That's signed off, and the terms become conditions of the permit.

Commissioner Baugh: Is this the discussion about double-dipping and obtaining the bonus?

- Joe: This is the main reason we went down the first version of the first topic today. Imagine the post office site: we have a number of buildings, streets and parks will be on the site. FAR needs to be allocated among the buildings that aren't yet developed. We need to fix the code to deal with the double-dip problem to make sure it's clear that there is a way to allocate the bonus FAR amongst the many buildings that could be constructed on the site. We need this definition to work based on how we define "site" in the code.

Commissioner Bachrach: For these kind of sites, there is a public ownership aspect. I would like to consider that for the large master plan sites we step away from some of the restrictions based on building-by-building. What about having one of the requirements of a Central City Master Plan be required to include an affordable housing plan?

- Some version of this is the intent of a Master Plan. Having it recorded as part of the plan is the easiest way to do this.

Commissioner Houck: The notion of doing what you suggest is a possibility if you didn't have to have 20 percent in each building is contrary to having diversity in units.

The proposal is when you're building the whole large site (which is somewhat like a whole neighborhood), that we would leave it to the master plan owners to decide where affordable housing would be built since they are figuring out the best arrangement for the site. This does step away from the mixed-income requirements of individual buildings.

Commissioner Bachrach: Mixed-incomes shouldn't necessarily be based building-by-building… more in a neighborhood. I think you create more opportunities if you don't have to go 20 percent building-by-building.

Commissioner Tallmadge: If we have 4 buildings, each of which triggers IH, and the developer decides to put all affordable in one building, there could be amenities lacking in one building.

- There is an assumption in a mixed-income building that amenities would be provided. Part of the thinking is if you were going to do it that way, you could have an experienced affordable housing provider run the one affordable building, which could be efficient… but we can't guarantee it. It would only be based on minimum requirements in the building code.

Item I39 allows the flexibility in a Master Plan as it defines the "master plan boundary" as the "site".

Commissioner Houck moved to forward staff's recommendation. *Commissioner Larsell* seconded.

Code language will come back to the PSC in the package on April 11.

There is a voluntary Master Plan program. The proposed draft says 80,000 square feet, but the proposal is to make this 160,000 square feet.

If you move forward with this today, we're just talking about how we define "site" in the Zoning Code. If you also want to add Master Plan, that is a decision. Included in that decision is how inclusionary housing implements on-site provisions, which is done by site. The FAR bonus discussion doesn't impact this decision.

Commissioner Tallmadge: The IH program stipulates affordable units need similar size and amenities. Can we add this to, if transferred, this has to be included?

Joe: We will bring this back to solve the question about reliable amenities of the building off-site but within the Master Plan boundary. Or we can exclude the concept that on-site is anywhere within the Master Plan boundary.

(Y7 — Bachrach, Baugh, Houck, Larsell, Smith, Tallmadge, St Martin)

FAR
Decision Table K

Item K11

Joe: Now that we know how the bonus system will work under the new code, why not pay more attention to the height map and not worry about the FAR that is allocated on the site… so we'd allow the FAR to be whatever is needed. The request is for floor area above the maximum base FAR plus the initial 3:1 earned through bonuses should not count towards maximum FAR for a site if it is in residential use.

It's akin to up-zoning these sites in the Central City. As a policy point of view, we're predisposed to allow more development in the Central City. So that part of this is consistent with our general policy. As buildings get taller, the amount of FAR will typically keep them from filling up the envelop all the way. If we wanted to go with a change like this, we'd have a number of steps to make sure it works:

urban design so the form meets the goals we want; and at a minimum, we'd have to check the transportation system. We haven't looked at this yet.

So staff recommends to continue to count residential floor area towards maximum FAR.

Commissioner Smith: This could cut legs out from historic seismic rehab. It's also an economic windfall to property owners who have tall height limits.

Commissioner Baugh: If you solve the historic problem, I think there is value capture here for affordable housing. I just want to capture all the value you're going to create for that purpose. If we had time to do this and evaluate everything, I would be interested in looking at it in a broader context.

Allowing more FAR would be like the residential bonus we give today. This was from a time when we weren't sure we'd see significant residential development in the Central City. They would like to see some version of that bonus stay around. You can regulate how much development goes on a building site by a combination of FAR and height like we do; or you can do it less prescriptive as discussed today.

Commissioner Tallmadge: The additional residential bonus would not be subject to IH, just the original development, yes?

- As was presented to you, yes. But the other premise is that additional FAR comes with public benefit. So if done as originally proposed, that would be a major departure from what we've already done.

Chair Schultz: I do keep getting asked about the MMA designation. I agree with *Commissioner Baugh* and would like to explore this further at some time but know that now is not the right time.

Commissioner Smith moved to recommend staff's proposal. *Commissioner Houck* seconded.

(Y8 — Bachrach, Baugh, Houck, Larsell, Schultz, Smith, Tallmadge, St Martin)

Next Steps
The final planned PSC work session will be on April 11 when staff will the PSC and ask for a final vote on the entire CC2035 Plan package and forward it on to City Council as the Recommended Draft.

Adjourn

Chair Shultz adjourned the meeting at 4:26 p.m.

Submitted by Julie Ocken

Decision Table I: Miscellaneous Code and Map Amendments, Part 4

*This table contains recommended changes to the **Central City Master Plan provisions** including:*

- *Threshold site size for voluntary master plans*
- *Open area requirements*
- *Defining the master plan boundary as the site*

Contents of Decision Packet I:

- Decision Table I

Items Marked for Discussion:

I 39

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I36	BPS Staff	Central City Master Plan	Minimum site size for a voluntary master plan is 80,000 sq. ft. **Reference**: 33.510.255.C, p. 209	Open area requirements will be difficult to meet on master plan areas smaller than 160,000 sq. ft.	**Proposed Amendment:** Increase the minimum site size allowed to enter into voluntary master plan from 80,000 sq. ft. to 160,000 sq. ft.	The initial concept of applying the master plan provisions to sites as small as 80,000 sq. ft. proved to be unrealistic, as the 20% minimum open area requirement removes too much development potential on smaller sites.	☐	☐ Support staff rec. ☐ Other
I37	BPS Staff	Central City Master Plan	Fifty percent of the required open space must be in the form of parks or plazas **Reference**: 33.510.255.L, p. 215	This provision would require very large park or plaza areas, in excess of a few acres, on many required master plan sites.	**Proposed Amendment:** Fifty percent, but no more than 20,000 square feet is required to be in plaza or park space. In addition, it needs to be large enough to fit a 50-foot by 50-foot square entirely within it.	The standard as proposed would require that too much of the required open space be dedicated specifically for park or plaza use, which would be excessive on very large sites. Dedicating too much to a single use would preclude other important elements such as pedestrian access ways. Thus, the standard has been amended to be more consistent with approaches used elsewhere in the Zoning Code, such as Gateway.	☐	☐ Support staff rec. ☐ Other
I38	Mark Bello / Urban Forestry Commission, 20339 Scott Fogarty/Friends of Trees, 20911	Central City Master Plan	A minimum of one tree per 1,000 sq. ft. of open space is required and may include a mix of large, medium and small tree sizes. **Reference**: 33.510.255.L, p. 215	Amend Central City Master Plan provisions to: 1) Contain detailed tree preservation and planting plan; 2) Require mix of large and medium sized trees; 3) Increase open space requirement from 20% to 30% of site area; and 4) Include a graduated tree density requirement. 5) Require increased tree canopy for industrial areas	**Proposed Amendment:** 2) **Amend 33.510.255.L.3.c:** Maintain the option to plant small trees at 1 tree per 1,000 sq ft. Add the option to plant medium or large trees at a tree density of 1 tree per 3,000 square feet.	1) Staff expects that this level of programming comes when the open space is designed and approved at the permit level not at the master plan level. 2) Staff proposes to change the language in the Tree Standard section to encourage the incorporation of medium and large form trees by reducing the required tree density if these tree types are planted. In this case, a tree density of 1 tree per 3,000 square feet would be required. A combination of small, medium and large is also possible. 3) Increasing open space to 30% would remove too much development potential from sites, as access ways are not included in open space calculations. 4) Graduated tree density requirement, and or open space requirement, could be pursued, but an additional process to quantify the required ratios and allow for BDS review of this approach would be required. Instead, at this time, we are proposing two options for tree planting as noted in #2. 5) Master Plan requirements do not apply to industrially zoned lands.	☐	☐ Support staff rec. ☐ Other

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I39	BPS Staff	Central City Master Plan	The new Inclusionary Housing provisions state that required affordable housing developed regarding "off-site" must meet either 15 percent of the units being affordable to those earning no more than 30 percent MFI, or 25 percent of the units being affordable to those earning no more than 60 percent MFI. This is a higher standard than the housing developed "on-site." The current IH provision for "on-site affordable dwelling units" states that housing created on-site can meet either the requirement of 10 percent of the units being affordable to those earning no more than 60 percent MFI, or 20 percent of the units being affordable to those earning no more than 80 percent MFI. **Reference**: 33.510.210.F.2 and 33.510.255. p. 206 - 215	Allow IH housing developed within a master plan boundary but on a different lot than the development triggering the requirement, to meet the "on-site" requirements.	**Proposed Amendment:** Include language that clarifies that when IH housing is developed within a master plan boundary, but on a lot in different ownership than the lot triggering the requirement, that the on-site provisions apply as long as both sites are within the master plan boundary.	Staff proposes extending the on-site provisions to all lots within a master plan boundary, regardless of whether they are in the same ownership or not. These master plans will create an urban design framework for these areas showing the location of buildings, open areas, access within and connecting to surrounding areas. In addition, the master plan will show the general amounts, type and location of uses on the site. Staff thinks that we need more flexibility for development on these larger sites, especially for campus style development or larger footprint facilities. Staff also believes the ability to phase and locate the affordable housing at different locations within the boundaries of the master plan site will encourage and expedite development.	×	☐ Support staff rec. ☐ Other

Decision Table K. Floor Area Ratio (FAR) Requests – Carryover from January 10, 2017

Testimony included requests for both increases and decreases in FAR. Generally, the highest FARs in Portland are applied in the Central City plan district to support its role as the region's premier center for jobs, cultural amenities, health and human services, and urban living. The staff recommendations are consistent with multiple objectives of the Central City 2035 Plan including:

- *Locating the largest floor area ratios along the Transit Mall and high-capacity transit lines;*
- *Varying building bulk across the Central City;*
- *Generally, stepping down allowed building bulk to the Willamette River and neighborhoods adjacent to the Central City; and*
- *Ensuring that building bulk is compatible within historic districts*.

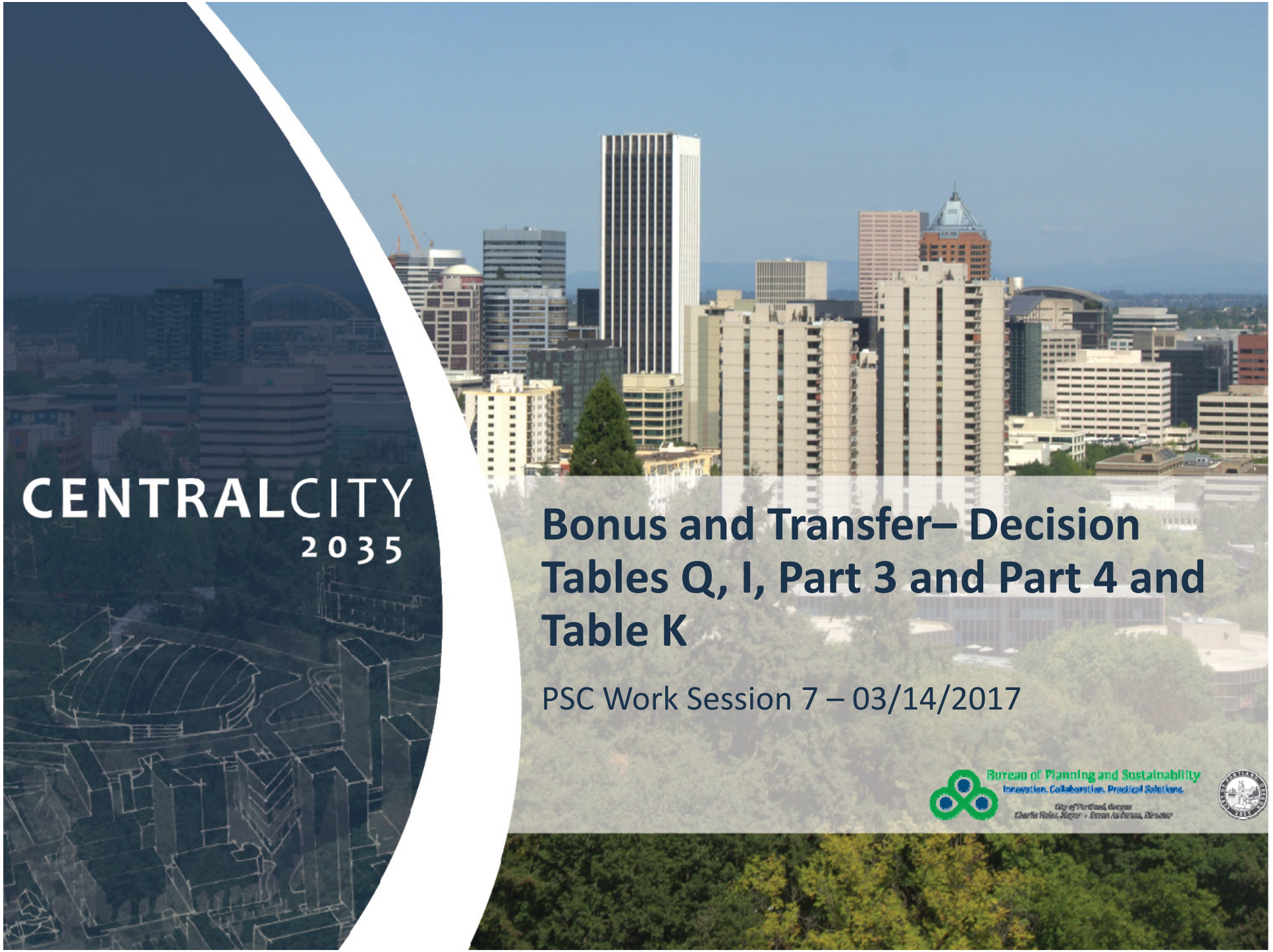
Contents of Decision Packet K:

- Decision Table K

Items Marked for Discussion:

K11

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
K11	20663	Downtown Development Group	Central City	Floor area in residential use counts toward maximum FAR **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.200, p. 47-53	Floor area above the maximum base FAR plus the initial 3:1 earned through bonuses should not count towards maximum FAR for a site if it is in residential use.	**Retain Proposed Draft version**.	Staff recommends retaining the existing limit of 3:1 bonus FAR per site (with potential unlimited transfer of FAR to a site, subject to maximum height limits). Creating an exception for residential FAR would increase the *overall* pool of development potential in the Central City. This large increase would be difficult for the following reasons: • The current height and massing regulations meet urban design objectives in our plans. These regulations were not designed to work w/ unlimited FAR. Staff would need to reevaluate these if FAR is unlimited for residential use. • PBOT will continue to assess transportation capacity of Central City streets. PBOT wants to move away from a capacity based evaluation metric to mobility, but that standard is still under development. So, capacity related evaluation and findings are still required. • The new MMA removes system capacity concerns for ODOT but they will continue to assess safety concerns on freeway off ramps. • The proposed CC2035 bonus floor area and height system is predicated on providing clear public benefits, with an emphasis on affordable housing and seismic improvements to historic structures. The requested exemption for residential development does not appear to support these goals.	☒	☐ Support staff rec. ☐ Other


CENTRALCITY
2035
Bonus and Transfer– Decision Tables Q, I, Part 3 and Part 4 and Table K
PSC Work Session 7 – 03/14/2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Central City Bonuses and Transfers

I. Background

II. Inclusionary Housing Program

III. Integrating Inclusionary Housing Program into the Central City

I. Background

Current Bonus and Transfer System

- 19 bonuses and 5 transfers
- Used 43 times 2005 - 2014



Most popular bonuses:

- Ecoroof
- Locker room
- Residential



Most popular transfers:

- Historic resource
- Transfer within a project



I. Background

Overhaul Existing FAR Bonus System

- **Prioritize 2 new affordable housing bonuses**
- New Riverfront Open Space bonus
- New Industrial Ground Floor Space bonus
- Existing South Waterfront greenway/open space bonuses retained





I. Background



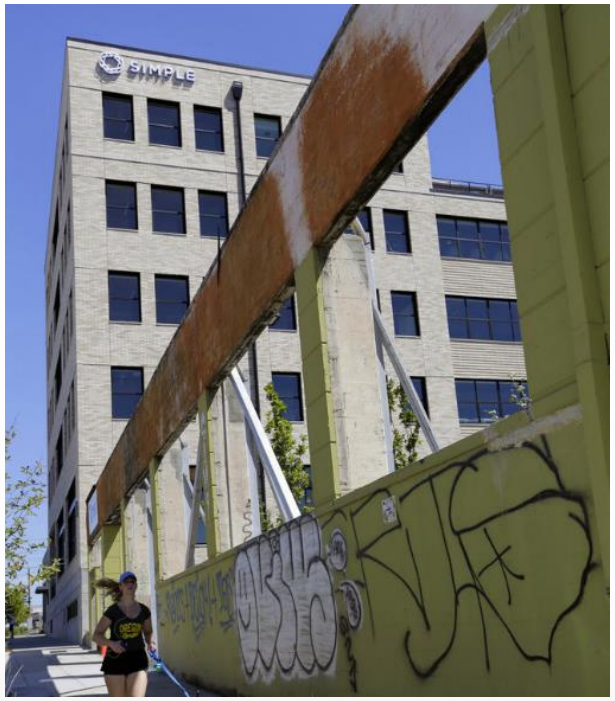
Overhaul FAR Transfer System

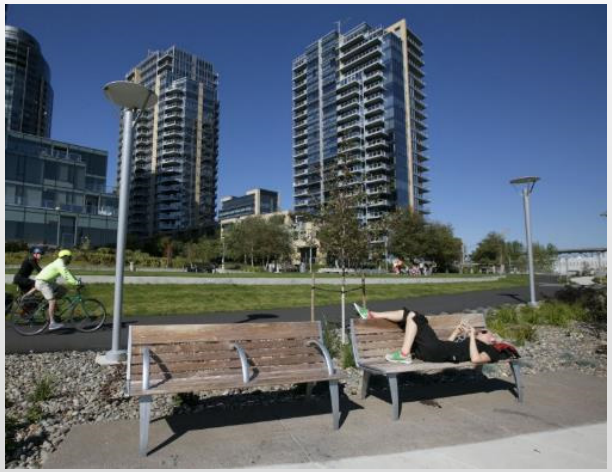
- **Prioritize expanded Historic Resource transfer**, require seismic upgrade
- Create new Transfer within a Subdistrict

I. Background

Public Testimony:

- Keep % for Art and Ecoroof bonuses
- Create new bonuses:
  - Tree planting
  - Structured parking
  - Willamette River fund
- Revise riverfront open space and industrial bonuses
- Remove ability to bonus or transfer in Historic Districts





II. Inclusionary Housing (IH) Program

Portland's IH Program

Title 33 – Zoning Code

- New chapter 33.245
- Project with 20+ units triggers program
- Inclusion rates and affordability levels
- FAR/Height bonuses
- Periodic calibration of inclusion rates with PHB

Title 30 – Housing Code

- Incentive packages
- In-lieu fee
- Off-site option
- Distribution, composition, quality of affordable units
- Administration and monitoring
- Periodic calibration of incentive package

II. Inclusionary Housing Program

Zones with Base FAR *above* 5:1

Mandatory Inclusionary Requirement	• **20% of Units at 80% Area Median Income**
Incentives	• Density Bonus of 3:1 FAR • 10 Year Property Tax Exemption on **All Residential** Units • CET Exemption on Affordable Units

Deeper Affordability Option	• **10% of Units at 60% Area Median Income**
Incentives	• Density Bonus of 3:1 FAR • 10 Year Property Tax Exemption on **All Residential** Units • CET Exemption on Affordable Units • SDC Waivers on Affordable Units

II. Inclusionary Housing Program

Off-Site Options to Satisfy IH Program Requirements	
Option #1 **Construction of *New* Units**	20% of the total units in sending site required at off-site location at 60% Area Median Income (AMI) **Or** 10% of the total units in sending site required at off-site location at 30% AMI
Option #2 **Dedication of *Existing* Units:**	25% of the total units in sending site required at off-site location at 60% AMI **Or** 15% of the total units in sending site required at off-site location at 30% AMI
Sites that do not trigger Inclusionary Housing (e.g. all commercial projects)	
May use the historic resource transfer or the affordable housing fund.	

III. Integrating Inclusionary Housing (IH) Program

1. Affordable Housing Bonus (item I 32):

- 1 sq. ft. of bonus floor area earned for each sq. ft. committed to residential uses up to an FAR of 3:1.
- Off site options and fee in lieu program are the same

III. Integrating IH Program

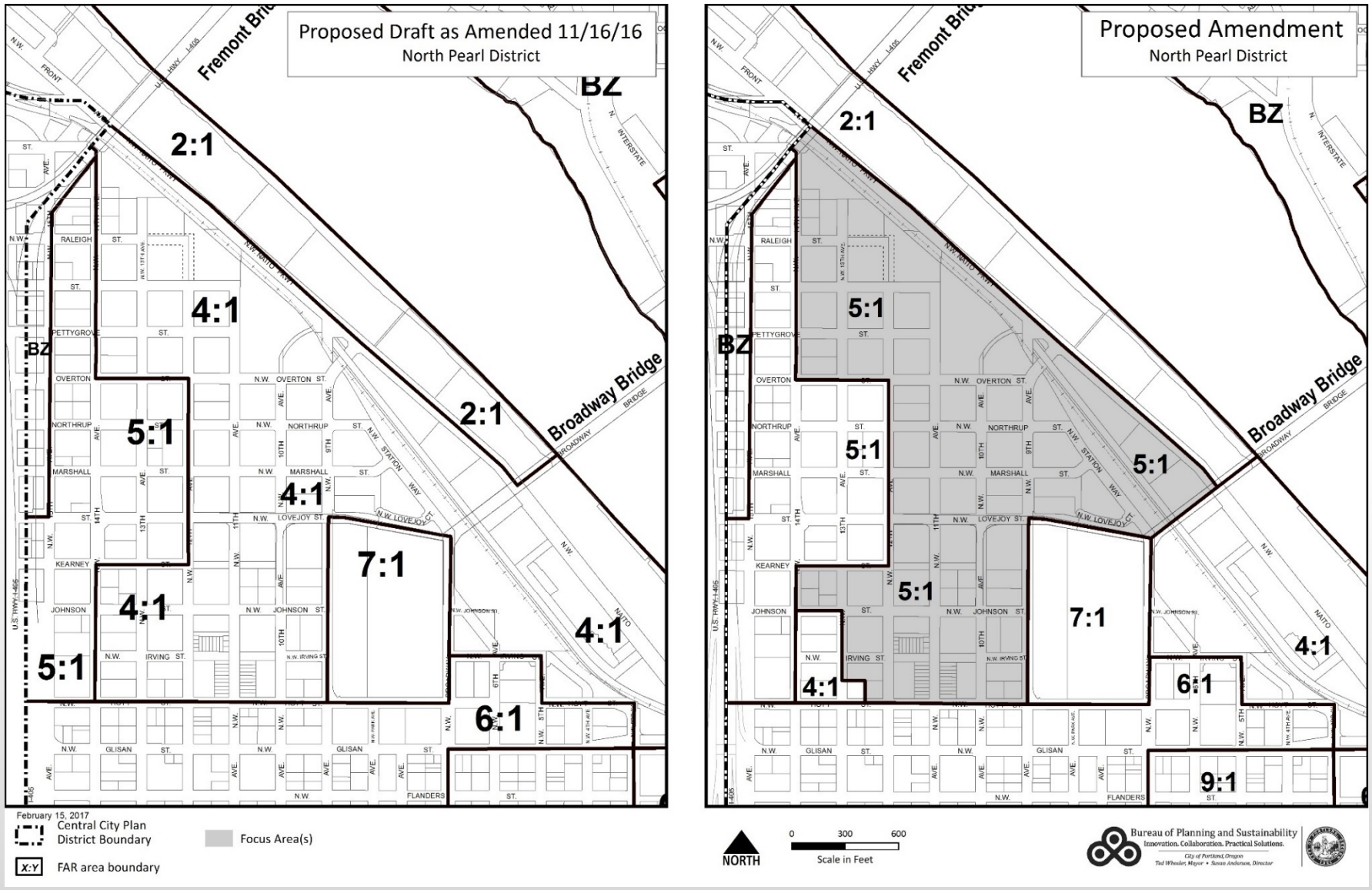
2.a North Pearl:

- Increase base FAR from 4:1 to 5:1. (Item I 33)
- Set heights at 350’ (Item I 34)
- Ensure density goals for area can be met

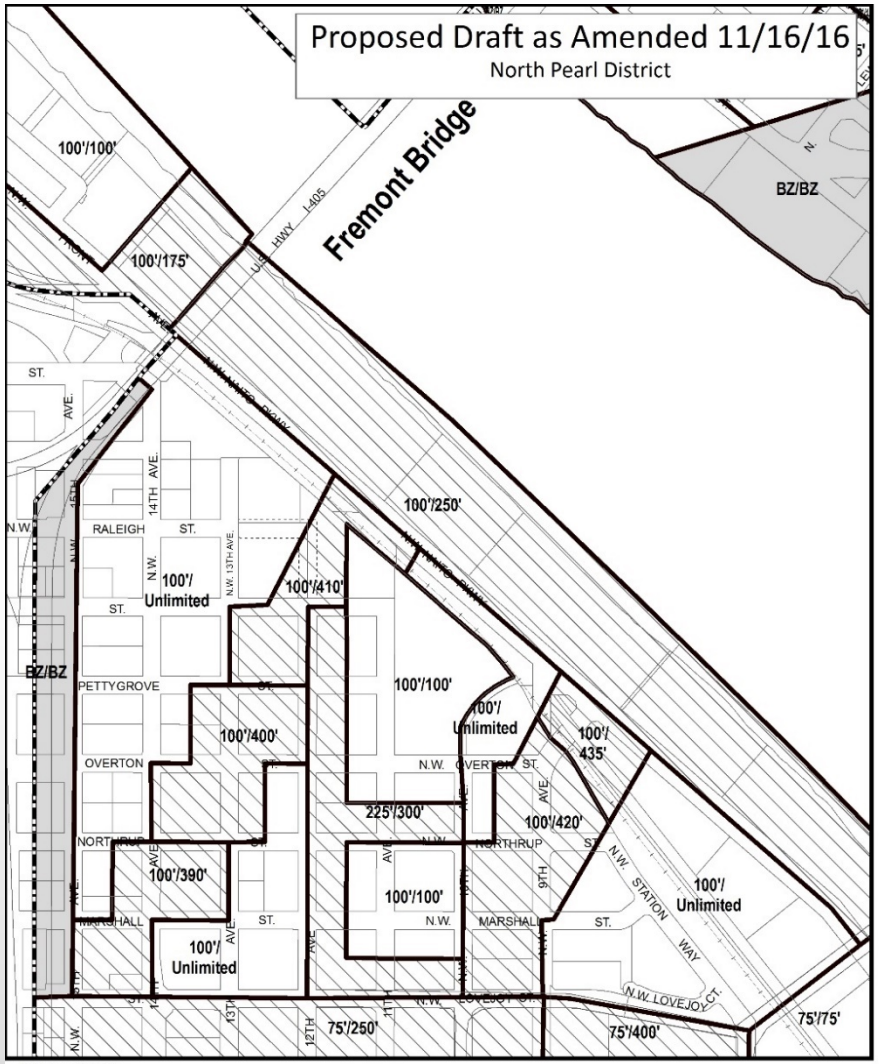


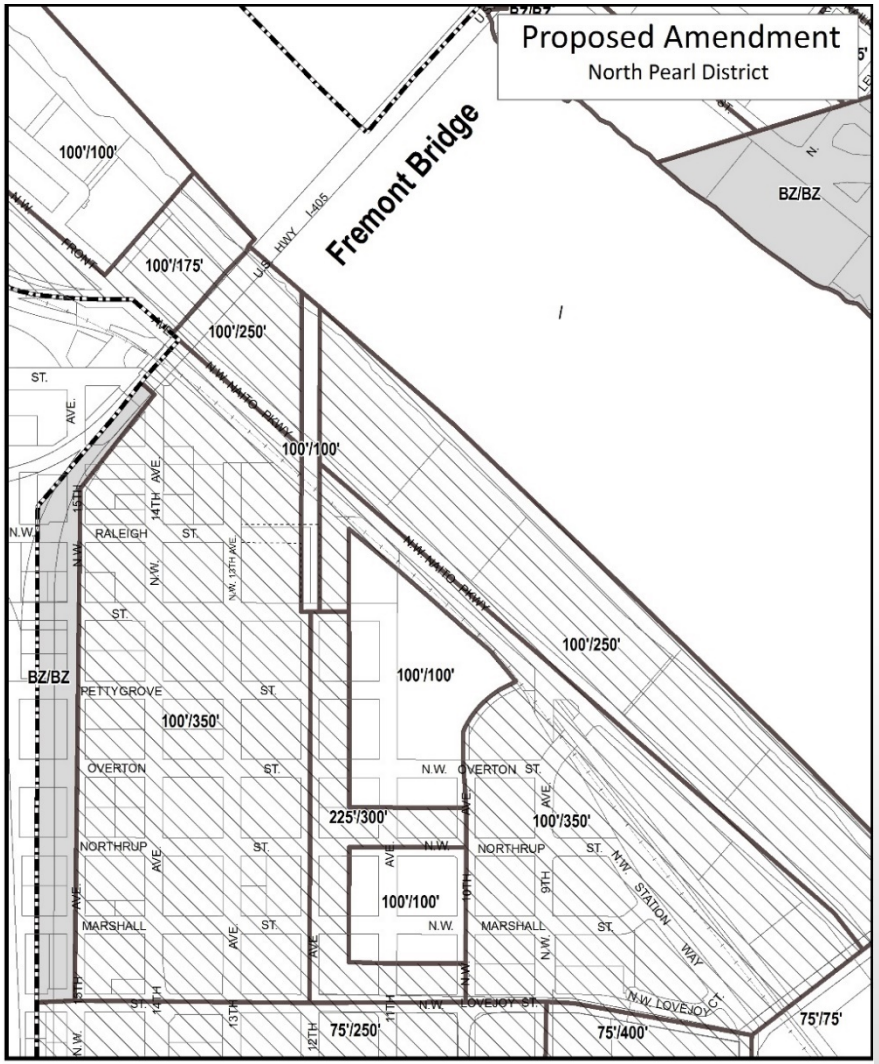


III. Integrating IH Program: North Pearl FAR (I 33)



III. Integrating IH Program: North Pearl Height (I 34)





III. Integrating IH Program

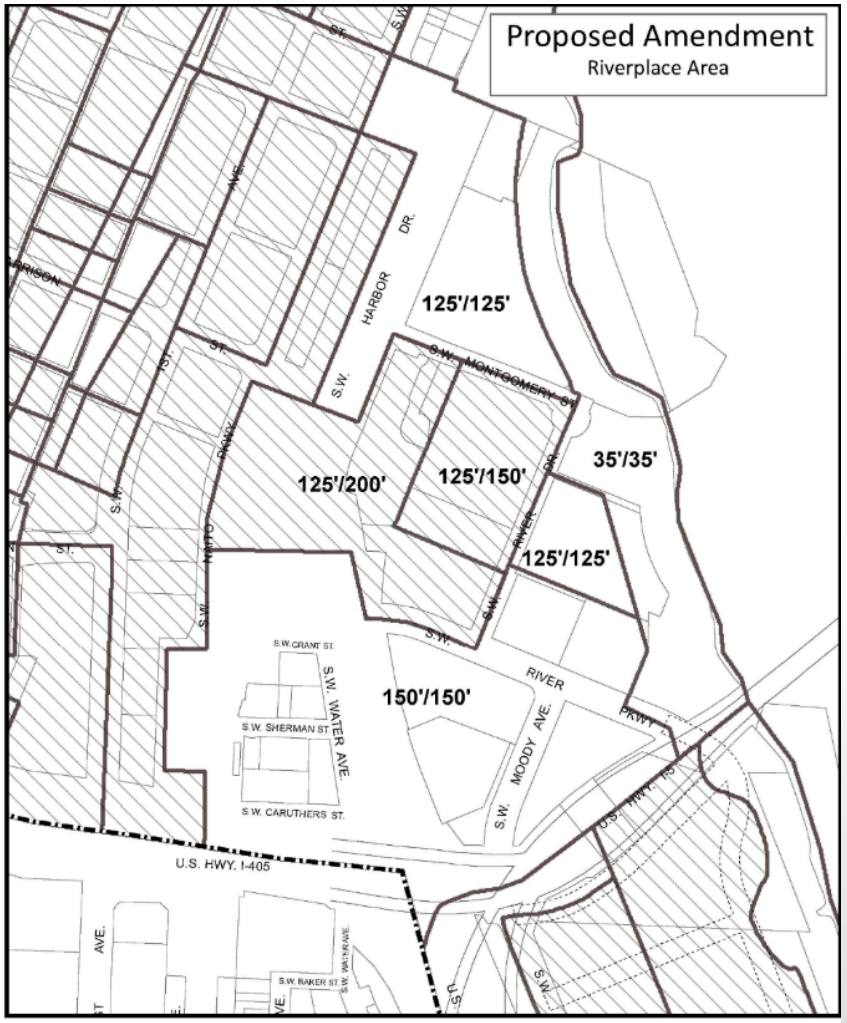
2.b RiverPlace (item I 35):

- Increase base FAR from 4:1 to 5:1.
- “Right-size” with building heights set by PSC and support appropriate scale of development
- Key redevelopment site for residential and affordable housing
- Help activate the river



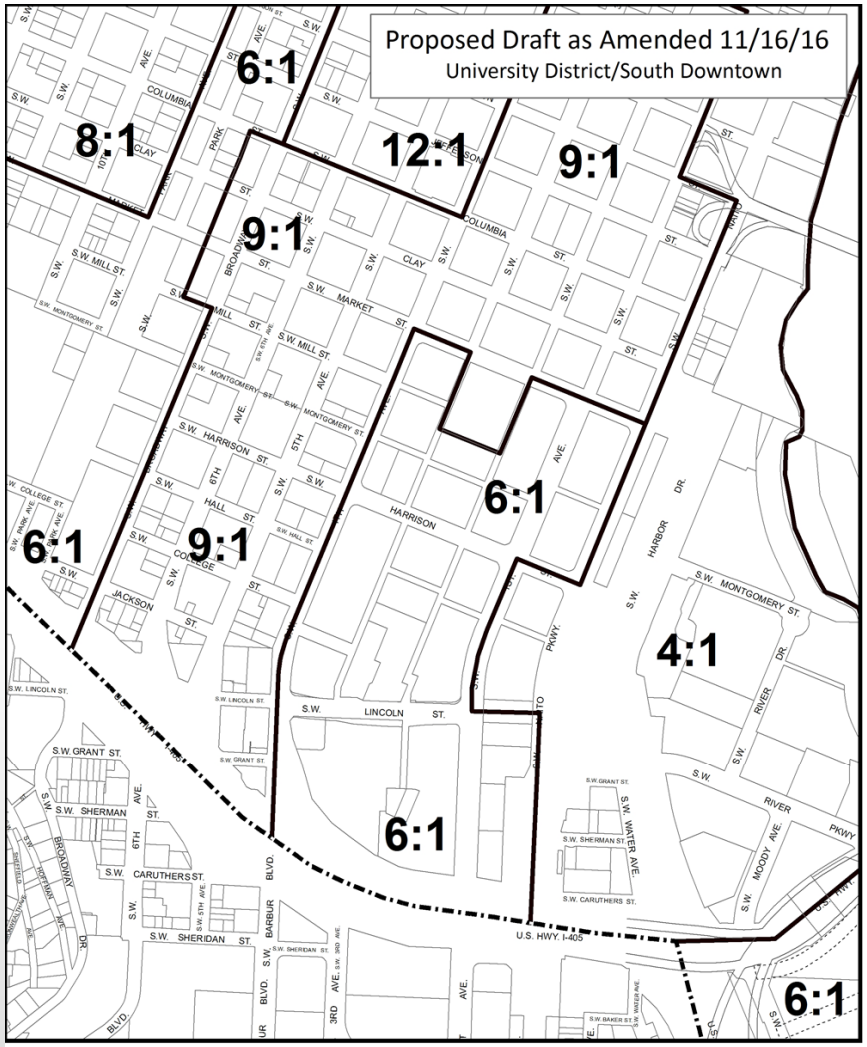
III. Integrating IH Program: RiverPlace

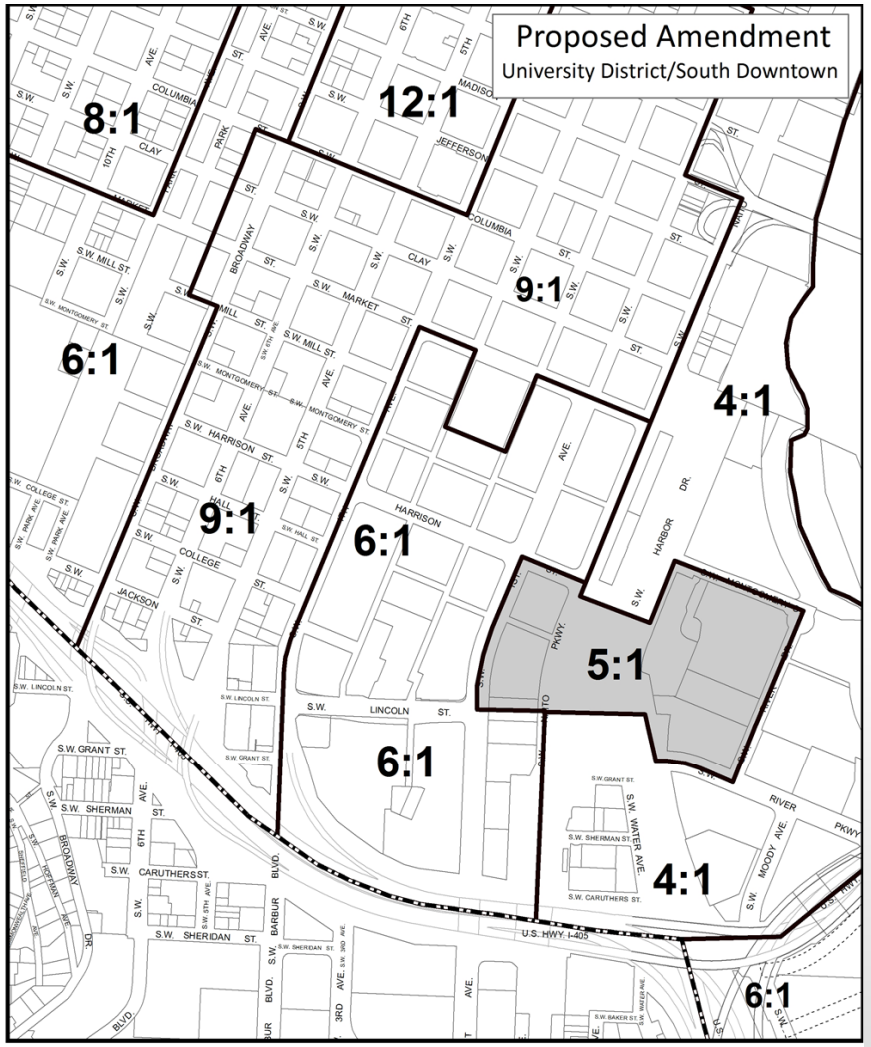




Height Changes from 11/16/16 PSC

III. Integrating IH Program: RiverPlace FAR





III. Integrating IH Program

3. Technical Code Fixes (Items I 30 & I 31)

Updates to the bonus and transfer priorities:

- Affordable housing is the priority in projects -20+ units
- Non residential projects – affordable housing, historic resource transfer or riverfront open space
- Transfer within a subdistrict – after 3:1 from above options

South Waterfront

- Greenway expansion, creation of open space remain priorities *after affordable housing*
- Transfer within a subdistrict – after 3:1 from above options
- Historic Resource transfer is not available in the subdistrict
- Change amount that can be earned by bonus from 2:1 to 3:1

Central City Master Plan

Required Sites

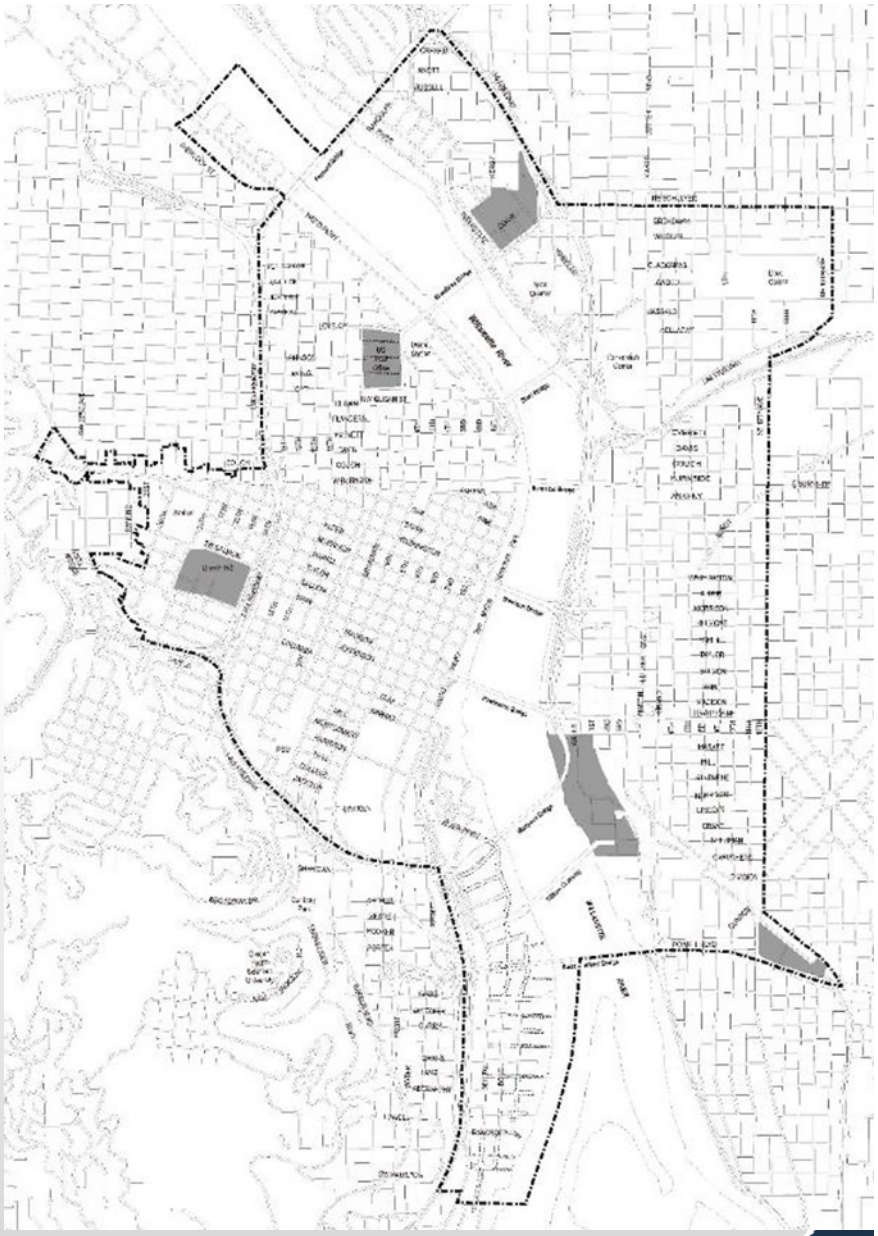
- OMSI Station Area
- Clinton Station Area
- Blanchard Properties
- Main Post Office Site
- Lincoln High School

Flexibility

- Floor Area Transfers on site
- Bonus height
- Voluntary program

Approval Criteria

- Building Massing
- Open Space Layout
- Circulation and Pedestrian Realm



Central City Master Plan – I 39

1) Define the "master plan boundary" as the "site"
   - Multiple ownerships within the boundary would be considered one "site."
   - Inclusionary housing on-site provisions would apply

2) Benefits include:
   - Planning these sites in a holistic manner
   - Creating an urban design framework for these areas
   - More flexibility for campus style or larger facility developments

Item K11: Residential FAR

Request

Floor area above the maximum base FAR plus the initial 3:1 earned through bonuses should not count towards maximum FAR for a site if it is in residential use.

Recommendation

Continue to count residential floor area towards maximum FAR

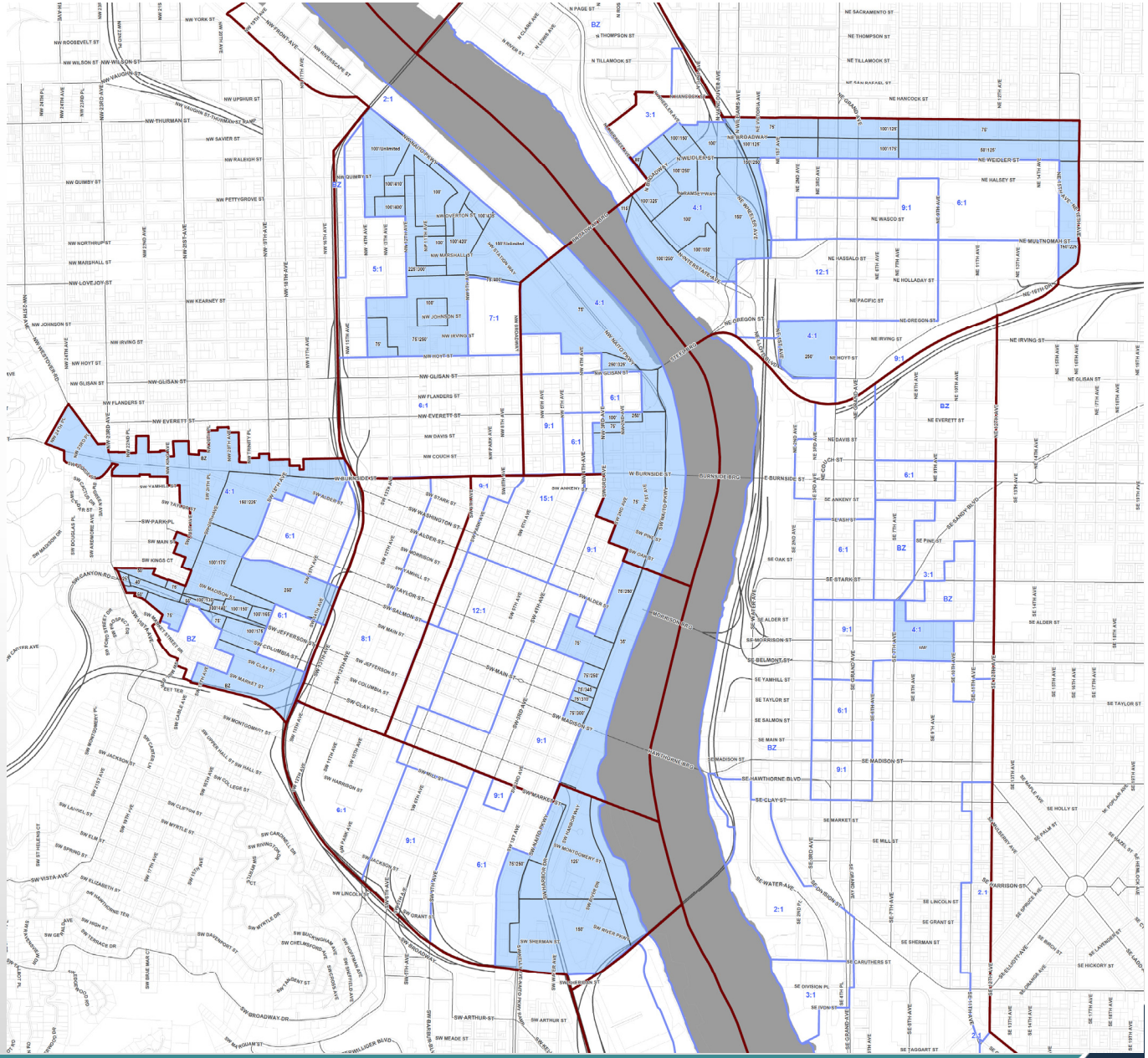
Rationale

- Would expand *total* pool of available FAR
- Requires study of impacts to transportation system, infrastructure and urban form
- Would reduce incentive to use historic transfer



Proposed Draft

4:1 FAR




CENTRALCITY
2035
Planning and Sustainability Commission
Work Session 7, March 14, 2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Agenda for the CC2035 Work Session
March 14, 2017, 2:30 – 4:30 pm

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
75 min	Bonuses and Transfers • Presentation • Discussion items: I 32, I 33, I 34, I 35 • Additional discussion items: I 30	• Memo: Central City Bonus and Transfer Summary • Decision Table Q Part 2 • Decision Table I Part 3 • Attachment: FAR and Height code amendments to the Central City Plan District	Memo pgs. 1 – 6 Q, Part 2, pgs. 1 – 3 I, Part 3 pgs. 1- 6 Attachment: pgs. 1 – 17
15 min	Master Plan • Presentation • Discussion item: I 39	Decision Table I Part 4	I, Part 4 pgs. 1-2
15 min	FAR • Presentation • Discussion item: K11 (carried over)	Decision Table K	K-1
-	Adjourn	-	-

Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission
March 14, 2017
12:30 – 4:30 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

12:30	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
12:35	**PM**	**Consent Agenda** • Consideration of Minutes from February 28, 2016 PSC meeting
12:36	**PM**	**Transit Project List for Regional Transportation Plan** Briefing
1:30	**PM**	**Better Housing by Design** Briefing
2:00	**PM**	**Community Involvement Committee Recruitment Process** Briefing
2:30	**PM**	**Central City 2035 Plan** Work Session
4:30	**PM**	**Adjourn**

For background information, see the PSC website at www.portlandoregon.gov/bps/psc, call 503-823-7700 or email psc@portlandoregon.gov. Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30 (closed-caption)
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

The City of Portland is committed to providing meaningful access and will make reasonable accommodations, modifications, translation, interpretation or provide other services. When possible, please contact us at least three (3) business days before the meeting at 503-823-7700 or use City TTY 503-823-6868 or Oregon Relay Service 711.

503-823-7700: Traducción o interpretación | Chuyển Ngữ hoặc Phiên Dịch | 翻译或传译 | Traducere sau Interpretare | Письменный или устный перевод | Письмовий або усний переклад | Turjumida ama Fasiraadda | 翻訳または通訳 | □□□□□□□□□ □□□ □□□□□□□□□□ | الترجمة التحريرية أو الشفهية | www.portlandoregon.gov/bps/71701

Bureau of Planning and Sustainability
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MEMO

DATE: March 2, 2017

TO: Planning and Sustainability Commission

FROM: Rachael Hoy, Senior City Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Central City Bonus and Transfer Summary**

This memorandum provides background information on the current bonus and transfer system, public testimony received on the system and how staff proposes to integrate the inclusionary housing program into the Central City Plan District. The attachments to this memo include:

1. Decision Table Q: Bonus and Transfer Amendments, Part 2
2. Decision Table I: Miscellaneous Code and Map Amendments, Part 3- Integrating the Inclusionary Housing Program
3. Attachment: Code Amendments to the FAR and Height sections of the Central City Plan District

I. Background

There are currently 19 density bonuses that can be earned in the Central City. There are also five FAR transfer options. Most of these bonuses are no longer necessary or effective. This is largely because the cost of the bonus exceeds its benefits to the developer.

A previous study (Johnson/Gardner, 2007) found:

1. Stakeholders generally agree that bonus and transfer programs need greater clarity, simplicity and certainty.
2. Bonus and transfer programs work in markets where developers seek to maximize density, and where current allowable densities are below what the market can support.
3. Bonuses and transfer options can compete with each other.
4. The transfers create an informal market and competitive prices for additional FAR.
5. Residential projects tend to only use the residential bonus.
6. Commercial projects tend to find transfers the most cost effective way to access additional FAR.

Utilization of existing bonuses and transfers: Since 2005, 43 projects have used the bonus/transfer program.

Bonuses/transfers used most frequently:
By far, the residential bonus was used most frequently. A FAR transfer was the second most common way to achieve additional FAR, followed by the eco-roof and bike locker bonuses.

Other available bonuses/transfers:
Bonuses also are available for:

Retail uses	Rooftop gardens,
Daycares	Open space & fund
Percent for art	Water features
Small sites	Willamette River Greenway
Below-grade parking	Middle-income Housing Large dwelling units
Affordable housing fund	Family size units
Theaters on Broadway	Units for large households

FAR transfer options include: transfer between abutting lots within a site, single room occupancy housing transfer, residential transfer, transfer from a historic resource, and transfer within a subdistrict in South Waterfront.

Where were bonuses used most frequently?
68 percent of these projects were built in 4:1 and 6:1 base entitlement areas, and 26 percent were built in 2:1 or 5:1 base entitlement areas.

The Proposed Draft, released in June 2016, proposed to redesign the Central City bonus and transfer system to prioritize affordable housing and historic preservation. **The bonus and transfer system as well as other sections of the Central City plan district need to be updated to integrate the Inclusionary housing program adopted late last year.**

The Proposed Draft (June 2016) includes:

1. **Bonuses:**
   - Eliminating 19 existing bonuses
   - Creating two new affordable housing bonuses: build on site or pay into the fund.
   - Creating Riverfront Open Space bonus
   - Maintaining three existing greenway/open space bonuses for South Waterfront District
   - Creating Industrial space bonus

2. **Transfers:**
   - Eliminating three transfers including: SRO (single room occupancy housing); transfer within a project, and residential transfer
   - Updating the Historic resource transfer
     - Expand to historic landmarks and contributing resources
     - Sending sites must be seismically upgraded
     - In addition to unused floor area additional 3 to 1 may be transferred.
   - Adding a new Transfer within a subdistrict

3. **Public testimony received on the bonus and transfer system in the Proposed Draft (June 2016):**

Decision Table Q: Bonus and Transfer Amendments, Part 2 summarizes public testimony as it relates to Bonus Options and Floor Area Ratio (FAR) transfers and incentives. Staff is proposing to retain the proposed draft recommendation in response to all of the items in this table. The recent adoption of the Inclusionary Housing Program clearly indicates that affordable housing is a top priority. Therefore, staff is not proposing to add new bonuses at this time. In the future some of these items could be reconsidered. Specific topics covered in the table include:

- Transfer of FAR in historic districts (Items Q1 and Q2) and a FAR incentive for structured parking (Item Q9);
- New bonus options on-site open areas with trees (Item Q11), and a Willamette River Restoration Fund (Item Q8);
- Retention of existing bonuses, e.g. Percent for Art (Item Q10);
- Expansion of Riverfront Open Space Bonus for River Access (items Q7); and
- Changes to the Industrial Bonus option (Item Q4).

II. Inclusionary Housing Program – adopted December 2016 and effective February 1, 2017

A new chapter in Title 33 (33.245) has been adopted that requires all development projects with 20 or more dwelling units in one building participate in the Inclusionary Housing Program. The new code sets the percent or share of units in a development that must be affordable at different income levels to meet the terms of the program, called the "inclusion rate", depending on if the units are provided on-site or off-site as described below.

On Site Options: Inclusionary Housing Program in the Central City	
Central City Zones with 2:1, 3:1 and 4:1 Base FAR	
Mandatory Inclusionary Requirement:	20% of Units at 80% Area Median Income
Incentives:	• Density Bonus of 3.0 FAR • 10 Year Property Tax Exemption on Affordable Units • CET Exemption on Affordable Units
Deeper Affordability Option:	10% of Units at 60% Area Median Income

Incentives:	• Density Bonus of 3.0 FAR • 10 Year Property Tax Exemption on Affordable Units • CET Exemption on Affordable Units • SDC Waivers on Affordable Units
Central City Zones with Base FAR 5:1 and Higher	
Mandatory Inclusionary Requirement:	20% of Units at 80% Area Median Income
Incentives:	• Density Bonus of 3.0 FAR • 10 Year Property Tax Exemption on All Residential Units • CET Exemption on Affordable Units
Deeper Affordability Option:	10% of Units at 60% Area Median Income
Incentives:	• Density Bonus of 3.0 FAR • 10 Year Property Tax Exemption on all Residential Units • CET Exemption on Affordable Units • SDC Waivers on Affordable Units
Off Site Options to Satisfy Inclusionary Housing Program Requirements	
Option #1: Off-site Construction of New Units: # of Affordable Units Required Off-Site	**Either,** 20% of the total units in sending site at 60% AMI **Or,** 10% of the total units in sending site at 30% AMI
Option #2: Off-site Dedication of Existing Units: # of Affordable Units Required Off-Site	**Either,** 25% of the total units in sending site at 60% AMI **Or,** 15% of the total units in sending site at 30% AMI
Sites that do not trigger Inclusionary Housing	
In an effort to encourage historic preservation and seismic upgrades, projects that do not trigger inclusionary housing requirements (i.e. commercial projects) may increase floor area through a historic resource transfer or the affordable housing fund.	

III. Integrating Inclusionary Housing Program into the Central City Plan District

1. Integrating IH requires an update to the Proposed Draft (June 2016) affordable housing bonus. Changes necessary include: (see Decision Table I, Item I 32 for more detail)

a. **Build on site** – when 20 units or more are built- 1 square foot of bonus floor area is earned for each square foot committed to residential uses up to a floor area ratio of 3:1; or
b. **off-site options** available at deeper affordability (see section II above); or
c. **Pay into the affordable housing fund**: PHB staff calculate the fee-in-lieu amount due by multiplying the gross square feet of the new development by the Fee-in-Lieu Factor (PDF).

2. **The new IH program creates an opportunity to update FAR in North Pearl and Riverplace from 4:1 to 5:1**

   a. **North Pearl (see Decision Table I, Items I33 and I34 for more detail)**
   With the new inclusionary housing provisions and proposed new historic transfer provision that applies Central City-wide, the North Pearl subarea will access the same set of bonuses and transfers as the rest of the City. Special height and FAR provisions are no longer needed and are inconsistent with the affordable housing bonus provisions adopted by City Council through the Inclusionary Housing project. By eliminating the North Pearl provisions, it is necessary to increase the base FAR allowance in the northern portions of the Pearl District from 4:1 to 5:1 to ensure the density goals for this area can be met. In addition, existing unlimited height limits in the North Pearl are proposed to be eliminated and instead replaced with maximum heights of 350' in these areas.

   b. **Riverplace (see Decision Table I, Item I 35 for more detail)**
   The FAR limit of 4:1 in a portion of the RiverPlace area, could benefit from an increase to align with the building height increases that have been tentatively approved by PSC. Increasing the FAR to 5:1 makes the area eligible for a better inclusionary housing incentives package that may encourage redevelopment more quickly. This area is a key redevelopment site where staff would like to encourage residential development and affordable housing. This slight increase in FAR will help support the scale of development appropriate for this area.

3. **Technical code fixes necessary to make the Plan District code work (see Decision Table I, Items I 30 and 31 for more detail)**
   Staff proposes to change the priorities for earning FAR in light of the adoption of the mandatory inclusionary housing program and code. The proposal is as follows:

   a. **Central Citywide** (except South Waterfront)
      - If a project triggers inclusionary housing requirements, the first 3:1 of FAR must be gained through the affordable housing bonus.
      - If inclusionary housing is not triggered, a project may earn up to 3:1 through one of the following:
        - Inclusionary housing fund payment,
        - Historic resource, or
        - River front open space bonus (only applies to properties along the riverfront)
      - The transfer within a subdistrict may be used after 3 to 1 is earned from one of the above options.

   b. **South Waterfront Subdistrict**:
      - Existing bonuses, including greenway expansion and open space creation remain priorities *after* affordable housing. If affordable housing is *not* triggered,

then greenway expansion, open space creation and transfer within the subdistrict are the priorities.

- The transfer within a subdistrict may be used after 3:1 is earned first from one of the above options. The historic resource transfer is not available for use in SOWA (the proposed code has been updated to reflect this restriction in 33.510.205D.1c (2)).
- Update the bonus floor area ratio limit in the subdistrict from 2:1 to 3:1 because a project that triggers inclusionary housing will automatically earn 3 to 1 bonus FAR.

Decision Table Q: Bonus and Transfer Amendments, Part 2

This table highlights and responds to diverse public testimony as it relates to Bonus Options and Floor Area Ratio (FAR) transfers and incentives. Specific topics covered are:

- *Transfer of FAR in historic districts and a FAR incentive for structured parking;*
- *New bonus options on-site open areas with trees, and a Willamette River Restoration Fund;*
- *Retention of existing bonuses, e.g. Percent for Art;*
- *Expansion of Riverfront Open Space Bonus for River Access; and*
- *Changes to the Industrial Bonus option.*

Contents of Decision Packet Q:

- Decision Table Q

Items Marked for Discussion:

None

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q1	20324	BDS Staff	Limits on additional floor area in historic districts	33.510.200.D.2: States that floor area may not be transferred to sites zoned RX along the south Park blocks. 33.510.205.D.1.c: States that eligible sites to receive floor area must be zoned RH, RX, CX or EX and be within the Central City Plan District. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 49 & p. 65	Transfer of FAR is prohibited along the South Park Block frontages – why can it not be prohibited within historic districts? The ability to transfer more FAR into historic districts will result in oversized buildings being proposed and staff and the Historic Landmarks Commission will have to continue to argue with applicants for more compatibly-scaled development. Historic districts should not be eligible to receive FAR.	**Retain Proposed Draft version**	BPS is proposing to set maximum heights in historic districts and allow FAR up to that maximum height. PSC has discussed and offered a tentative recommendation to lower heights in historic districts. Base FAR entitlement and bonus and transfers may be used up to the maximum height. As part of the Proposed Draft, BPS proposes to allow the FAR bonus/transfers system to be used in historic districts, but not allow bonus height.	☐	☐ Support staff rec. ☐ Other
Q2	20952 21058	Patricia Gardner	Historic Resource Transfer	The proposed draft allows the transfer of FAR from a historic resource to anywhere in the Central city plan district within RH, RX, CX or EX zone. The sending site must be seismically upgraded or enter into a phased seismic agreement to upgrade the building. **Reference**: Volume 2A: part 1 Central City Plan District, p. 63 33.510.205.D	1) Do not allow transfers from historic structures outside of the subdistrict where the structure is located. 2) Transfer should be available to buildings that have not been upgraded in order to encourage and help offset costs of upgrading.	**Retain Proposed Draft version**	1) BPS thinks the proposed provision may encourage the historic resource transfer to be used more and offers more options to a developer, as it allows a receiving site to be anywhere in the Central City. 2) The proposed provision applies to buildings that are already seismically upgraded or buildings that sign an agreement with the City to upgrade their building within a certain period of time.	☐	☐ Support staff rec. ☐ Other

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Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q4	20353	Design Commission	Industrial Bonus	This bonus is only available to IG1 properties in the Central Eastside. Proposal may gain an additional 1:1 FAR for industrial office use if they building traditional ground floor industrial. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 63 33.510.205.C.2.g	Make this a tiered bonus – when there is a higher % of industrial use on the ground floor there would be greater flexibility of FAR and allowed uses within bonus sq. ft.	**Retain Proposed Draft Version**	This bonus was crafted with the Central Eastside Industrial Council and industrial stakeholders in the district. There is much support for the provision as crafted, as it maintains an acceptable level of industrial office, while not allowing for additional retail and traditional office uses which are not compatible at greater ratios.	☐	☐ Support staff rec. ☐ Other
Q7	20491 20497 20956	Allyson Medeles Willie Levenson Ruth Williams	Riverfront Open Space bonus	Applies in the EX, CX, and RX zones along the riverfront. Proposals that provide additional open space along the riverfront adjacent to river setback receive bonus floor area. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 58-59	Allow bonus FAR for improving or increasing access to the river's edge.	**Retain Proposed Draft Version**	Staff supports expanding opportunities for safe river access for swimming and boating in the Central Reach. A new Central City action related to swimming was agreed to by the PSC at the November 16, 2016 work session, reinforces this notion. However, there are only a very limited number of redevelopment sites. These few sites may not be the best location for public access, for example, near heavy industry north of the Fremont Bridge. Staff favors City and private interests' pursuit of expanding river access with property owners on a case-by-case basis as part of redevelopment.	☐	☐ Support staff rec. ☐ Other
Q8	20688	Bob Sallinger, Audubon Society of Portland	River restoration bonus	N/A	Create a new bonus to contribute to a Willamette River Restoration Fund.	**Retain Proposed Draft Version**	Staff supports river restoration projects and appreciates the suggestion to develop a new bonus that contributes toward funding these projects. However, staff does not support adding this new bonus to the list of Central City bonus options at this time. River enhancement and restoration projects will occur as sites redevelop. The City actively works with property owners to restore habitat at specific sites to benefit particular species. The proposed draft already includes an FAR bonus for increasing the width of the river setback, which will provide more space for restoration or enhancement.	☐	☐ Support staff rec. ☐ Other
Q9	20945 20698 20947	Brad Malsin Jonathan Malsin Central Eastside Industrial Council	FAR calculation for structured parking	N/A	Create a new incentive for structured parking by not counting FAR utilization for that type of development.	**Retain Proposed Draft Version**	City Council recently adopted a new Inclusionary Housing code that clearly indicates affordable housing as its top priority. Therefore, staff does not support adding this new bonus to the list of Central City bonus options at this time. In the future, this suggestion could be reconsidered.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q10	20947 20992	Central Eastside Industrial Council Kristin Calhoun	Percent Art bonus	Percent for Art bonus applied to all area of Central City except for South Waterfront. Funds committed to public art received additional floor area. This bonus is proposed for deletion in the Proposed Draft. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 110-111	Concerned about eliminating all bonuses. The bonus for percent art can be valuable to maintain for commercial development because the affordable housing bonuses are not appropriate for commercial development.	**Retain Proposed Draft Version**	City Council recently adopted a new Inclusionary Housing code that clearly indicates affordable housing as its top priority. Therefore, staff does not support maintaining this bonus in the list of bonuses for the Central City at this time. However, for commercial development that does not trigger the inclusionary housing requirement, a project will have a choice between paying into the inclusionary housing fund or transferring FAR from a historic resource.	☐	☐ Support staff rec. ☐ Other
Q11	20710	Urban Forestry Commission	Bonuses & incentives for trees	The Proposed Draft contains no bonuses or incentives for the preservation or incorporation of trees in development projects or ecoroofs.	Recommend establishing an FAR bonus for outdoor open space w/ trees on development sites; Encourage regulatory incentives for trees to be planted in ecoroof or on building roof areas.	**Retain Proposed Draft Version**	City Council recently adopted a new Inclusionary Housing code that clearly indicates affordable housing as its top priority. Therefore, staff does not support adding this bonus. In the future, this suggestion could be reconsidered.	☐	☐ Support staff rec. ☐ Other

Decision Table I: Miscellaneous Code and Map Amendments, Part 3- Integrating Inclusionary Housing Provisions

This table contains a number of recommended changes to the Central City Plan District provisions, including:

- *Technical amendments needed to revise the Proposed Draft to make it consistent with inclusionary housing (IH) program provisions adopted by City Council, Items I30-I31;*
- *Amendments to the Affordable housing bonus; and*
- *Changes to FAR and Height provisions in the North Pearl District and FAR provisions in the RiverPlace area*

Contents of Decision Packet I:

- Decision Table I
- Memo I2
- Maps I1 and I2

Items Marked for Discussion:

I32, I 33, I 34 and I 35

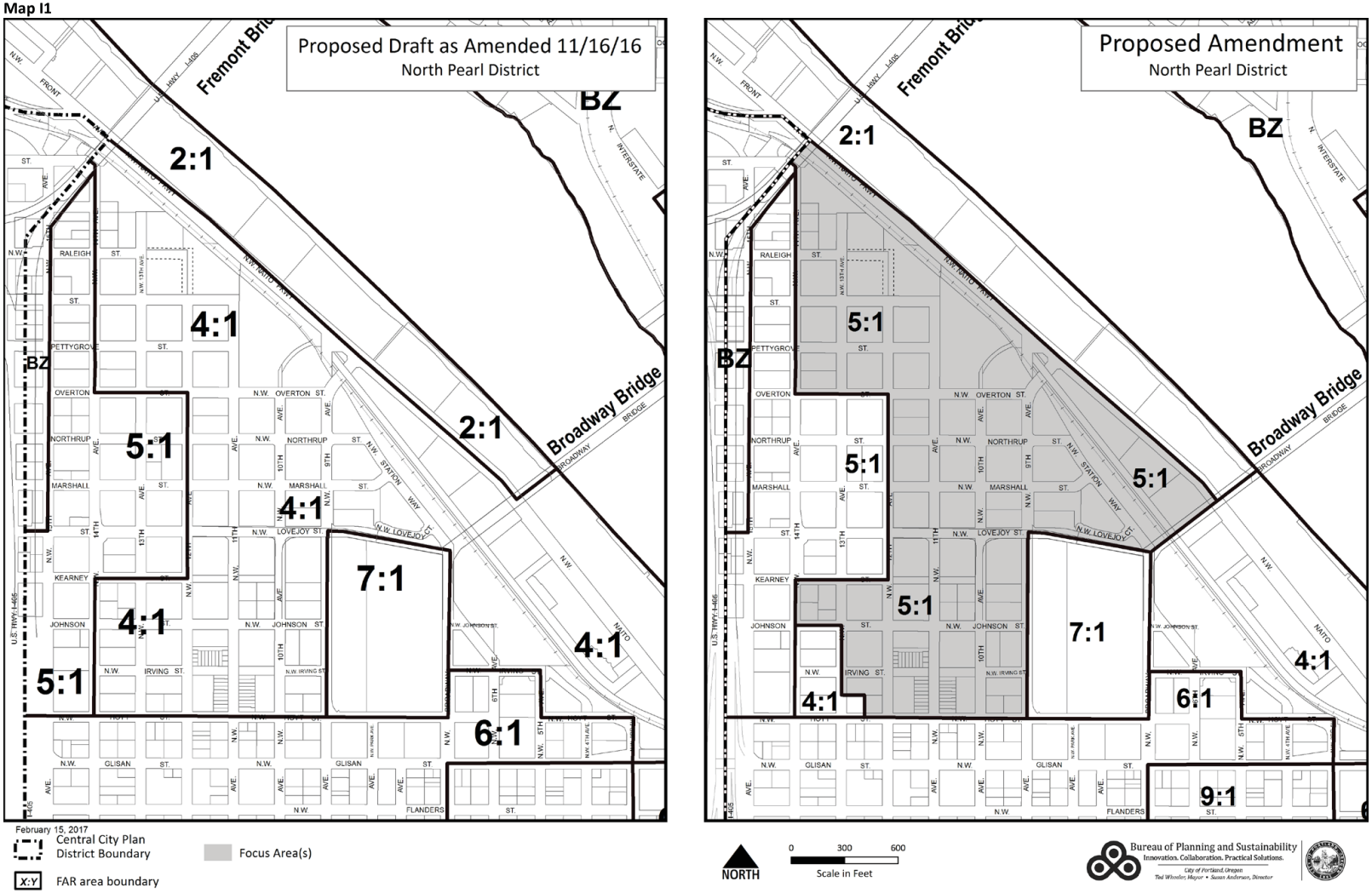
Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I30 **Memo I2**	BPS Staff	Prioritization of FAR Bonus and Transfers	Bonuses and transfers are prioritized to focus on affordable housing and historic resources. The first 2 to 1 is prioritized for affordable housing. The remaining 1 to 1 can be earned through other bonuses and transfers. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 53-54, 33.510.205.B.	The Proposed Draft code language establishing priorities for the use of bonuses and transfers is inconsistent with the affordable housing bonus provisions adopted by City Council through the Inclusionary Housing project.	**Proposed Amendment:** **Amend 33.510.205.B:** 1. Amend the FAR priority system for all subdistricts outside of South Waterfront to be consistent so that, in projects triggering inclusionary housing (IH) requirements, the first 3:1 in increased FAR must be gained through the affordable housing bonus. Projects that do not trigger IH, may increase FAR through affordable housing or riverfront open space bonuses or the use of historic resource transfers. 2. Inside the South Waterfront subdistrict, existing bonuses, including greenway expansion and open space creation remain priorities *after* affordable housing. If affordable housing is *not* triggered, then greenway expansion, open space creation and transfer within the subdistrict are the priorities. **See Memo I2** which shows technical changes to the code needed to incorporate newly adopted inclusionary housing program language into the proposed new Central City plan district regulations.	Staff proposes to change the priorities for earning FAR in light of the adoption of the mandatory inclusionary housing program and code. The proposal is as follows: Outside of South Waterfront: 1. If inclusionary housing is triggered in the Central City a project earns 3 to 1 FAR for building affordable housing. There are no other options for the first 3:1 increase. 2. If inclusionary housing is not triggered, a project may earn up to 3 to 1 through one of the following: o Inclusionary housing fund payment, o Historic resource, or o River front open space bonus (only applies to properties along the riverfront) 3. The transfer within a subdistrict may be used after 3 to 1 is earned from one of the above options. Inside of South Waterfront: This proposal does not change the priority given to open space creation or greenway expansion that exists today in the subdistrict, but it does integrate the new mandatory affordable housing bonus into the prioritization. If inclusionary housing is not triggered, there is no priority except for properties along the greenway. The transfer within a subdistrict may be used after 3 to 1 is earned first from one of the above options. The historic resource transfer is not available for use in SOWA (the proposed code has been updated to reflect this restriction in 33.510.205D.1c(2)). Using existing FAR in the subdistrict, especially transferring FAR off of the greenway is a priority for the subdistrict.	☐	☐ Support staff rec. ☐ Other

23303

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I31 **Memo I2**	BPS Staff	Limits on Additional Floor Area in South Waterfront (SOWA) subdistrict	Sites in the South Waterfront subdistrict may not earn more than 2 to 1 in bonuses unless at least 1 to 1 is earned through an open space or Greenway bonus. If at least 1 to 1 is earned through one of the open space bonuses a project can earn up to 9 to 1 through bonuses and transfers. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 49, 33.510.200.D.3.a and b	Floor area bonus provisions for South Waterfront in the Proposed Draft are inconsistent with the affordable housing bonus provisions adopted by City Council through the Inclusionary Housing project.	**Proposed Amendment:** **Delete 33.510.200.D.3.a and amend 33.510.200.D.3.b to increase FAR limit to 3 to 1** **See Memo I2** which shows technical changes to the code needed to incorporate newly adopted inclusionary housing program language into the proposed new Central City plan district regulations.	Under existing code, projects in SOWA may not earn more than 2 to 1 in bonuses unless at least 1 to 1 is earned through open space or Greenway bonuses. Staff proposes to change this FAR limit to 3 to 1, because a project that triggers inclusionary housing will automatically earn 3 to 1 bonus FAR. If a project wants to earn more than 3 to 1 FAR, at least 1 to 1 needs to be earned through one of the specific SOWA bonuses. The overall cap of FAR earned through bonuses remains unchanged at 9 to 1. See Memo I2 for proposed code	☐	☐ Support staff rec. ☐ Other
I32 **Memo I2**	BPS Staff	Affordable housing bonus option	The affordable housing bonus applies to proposals in the CX, EX and RX. An additional 3:1 FAR can be earned if at least 25% of the increased floor area is dedicated to housing affordable to those earning 80% of MFI. **Reference:** Volume 2A: Part 1 Central City Plan District, p. 55-63, 33.510.205.C.2.a Floor area bonus options. **Note**: The Proposed Draft does not reflect changes to the FAR bonus options adopted with the inclusionary housing project in December 2016.	The new affordable housing bonus adopted with the inclusionary housing project provides a bonus FAR of 3:1 for each project that triggers the mandatory inclusionary housing provisions on a site. On larger sites, where there may be many residential projects (buildings) built over time, *each project* would earn 3:1 bonus floor area, i.e. floor area equal to three times the area of the *whole site.* Most projects on a larger site would not be able to use the bonus FAR earned because the maximum FAR increase on a site is limited to 3 to 1. This potentially large pool of bonus floor area could be transferred to other sites, but could flood the transfer market.	**Proposed Amendment:** **Amend 33.510.205.C.2.a:** Modify the affordable housing bonus to earn FAR based on the floor area of a project, not the site. For every square foot of residential built, one square foot of FAR will be earned.	The new mandatory inclusionary housing provisions require new development with more than 20 dwelling units in one building to provide either 20% of the dwelling units to be affordable at 80% MFI or 10% of the dwelling units to be affordable at 60% MFI, or pay a fee-in-lieu (see Zoning Code chapter 33.245). Projects required to meet the affordable housing requirements earn bonus FAR. Staff proposes to amend the current bonus provision to calculate bonus floor area based on a project's residential floor area instead of total site area: for every square foot of residential built, one square foot of floor area will be earned. There will not be a restriction on how the bonus FAR may be used. The existing 3:1 FAR limit on floor area increases on a site would remain unchanged. This amendment will prevent the accumulation of disproportionately high amounts of floor area that could not be used on a site and that, if transferred, could flood the market and discourage the use of the historic FAR transfer. The affordable housing fund or "fee-in-lieu" bonus option remains unchanged from the Proposed Draft.	☒	☐ Support staff rec. ☐ Other

Ref #	Commenter(s)	Topic	Proposed draft	Issue/Request	Staff recommendation	Staff rationale	Discuss?	PSC decision
I33 **Memo I2** **Map I1**	BPS Staff	FAR in the North Pearl subarea	A portion of the North Pearl District with a base FAR of 4:1 is a bonus target area with the ability to increase FAR up to 9 to 1 on a site with the use of specific bonuses and transfer provisions. **References:** Volume 2A: Part 1 Central City Plan District, 33.510.200.D.4, p. 51; 510 series maps, p. 321-399.	The special FAR and building height provisions in the North Pearl subarea are no longer needed and are inconsistent with the affordable housing bonus provisions adopted by City Council through the Inclusionary Housing project.	**Proposed Amendment:** 1. Delete North Pearl subarea provisions in 33.510.200.D.4. 2. Delete North Pearl Subarea and North Pearl bonus target area from all 510 series maps. 3. Increase FAR in the North Pearl in areas shown on Map I1 from 4:1 to 5:1. See also proposed height changes described below in I34.	The 2008 North Pearl District Plan increased floor area ratios (FAR) in the area from 2:1 to 4:1. In addition, special provisions were adopted that allowed projects with floor areas as high as 9:1 through the use of family compatible housing bonuses and transfers from historic resources in the North Pearl subarea. With the new inclusionary housing provisions and proposed new historic transfer provision that applies Central City-wide, this subarea in the future will access the same set of bonuses and transfers as the rest of the City, hence the North Pearl subarea provisions are no longer needed. However, by eliminating these provisions it is necessary to increase the base FAR allowance in the northern portions of the Pearl District from 4:1 to 5:1 to ensure the density goals for this area can be met. In addition, staff proposes to set maximum heights on Map 510-4 for the portions of the district that currently have an unlimited height to align with these changes described below in Item I34.	☒	☐ Support staff rec. ☐ Other
I34 **Memo I2** **Map I3**	BPS Staff	Height in the North Pearl height opportunity area	A portion of the North Pearl district allows unlimited building heights with special standards controlling building design and massing for tall buildings. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.210D.3, p.75; Map 510-4, p. 333-337.	The special FAR and building height provisions in the North Pearl subarea are no longer needed and are inconsistent with the affordable housing bonus provisions adopted by City Council through the Inclusionary Housing project.	**Proposed Amendment:** 1. Delete North Pearl height opportunity area provisions in 33.510.210.D.3. and retain design and massing requirements in the paragraph describing how bonus height is earned. See Memo I2. 2. Set maximum heights to 350' on Map 510-4 in areas currently shown as unlimited and the two view corridors that cross the subdistrict. See Map I3.	The existing unlimited height limits in the North Pearl were intended to encourage the use of specific FAR bonus and transfer provisions that are now proposed for elimination in the Central City 2035 Plan. Staff proposes to set maximum heights at 350' in these areas. Staff also proposes to retain the design and building massing requirements for buildings above certain heights to preserve views through the district and pedestrian access to light and air.	☒	☐ Support staff rec. ☐ Other
I35 **Map I2**	BPS Staff	FAR in RiverPlace area	The RiverPlace area has a 4:1 FAR limit in the Proposed Draft. **Reference**: Map 510-2, p. 325.	The FAR limit of 4:1 in a portion of the RiverPlace area, could benefit from an increase to align with the building height increases that have been tentatively approved. An increase would also allow sites to qualify for a better inclusionary housing incentives package.	**Proposed Amendment:** Increase FAR from 4 to 1 to 5 to 1 in the area shown on Map I2.	This area is a key redevelopment site where staff would like to encourage residential development and affordable housing. Its location near the Willamette will also help activate the riverfront in this area. Increasing the FAR to 5:1 makes the area eligible for a better inclusionary housing incentives package that may encourage redevelopment more quickly. In addition, PSC approved height increases in this area at a previous work session. This slight increase in FAR will help support the scale of development appropriate for this area.	☒	☐ Support staff rec. ☐ Other

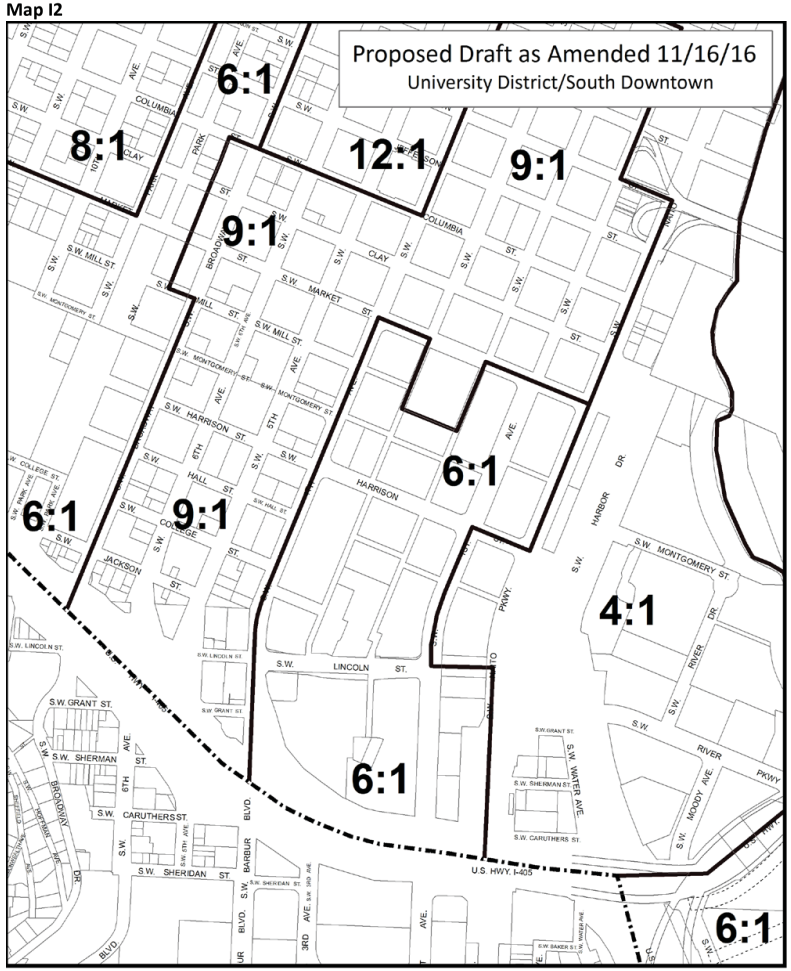
Map I1

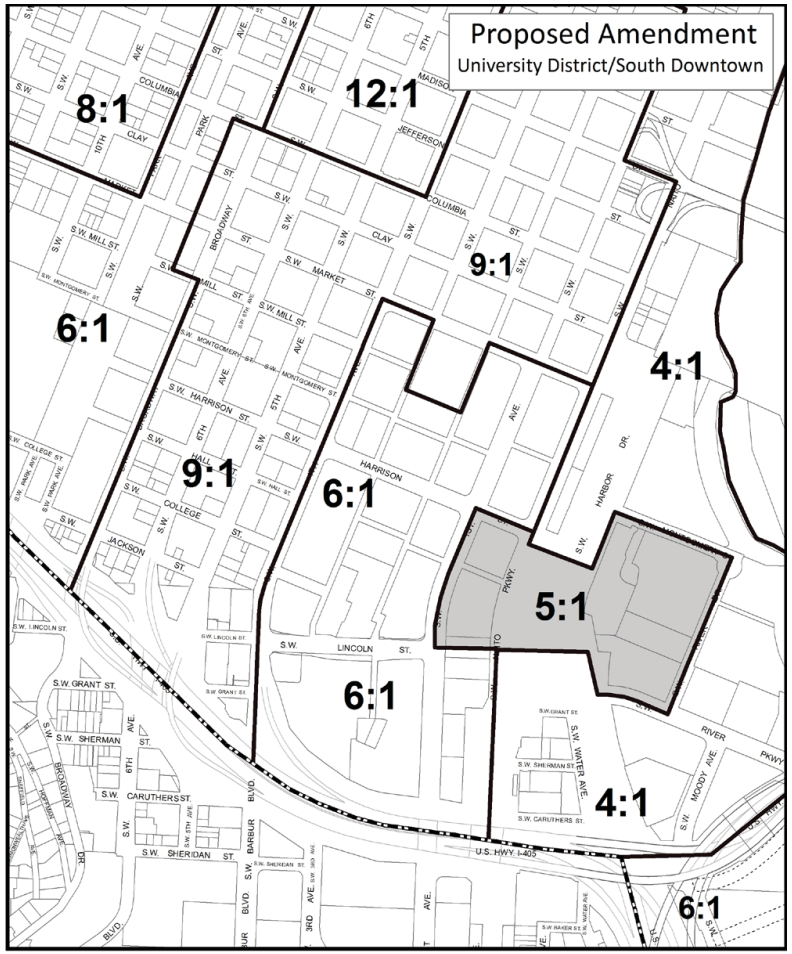

Proposed Draft as Amended 11/16/16
North Pearl District
Proposed Amendment
North Pearl District
Fremont Bridge
Broadway Bridge
BZ
2:1
4:1
5:1
7:1
6:1
9:1
NORTH
0 300 600
Scale in Feet
February 15, 2017
Central City Plan District Boundary
Focus Area(s)
X:Y FAR area boundary
Bureau of Planning and Sustainability
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City of Portland, Oregon
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23306

Map I2

23307





February 15, 2017

Central City Plan District Boundary

X:Y FAR area boundary

Focus Area(s)

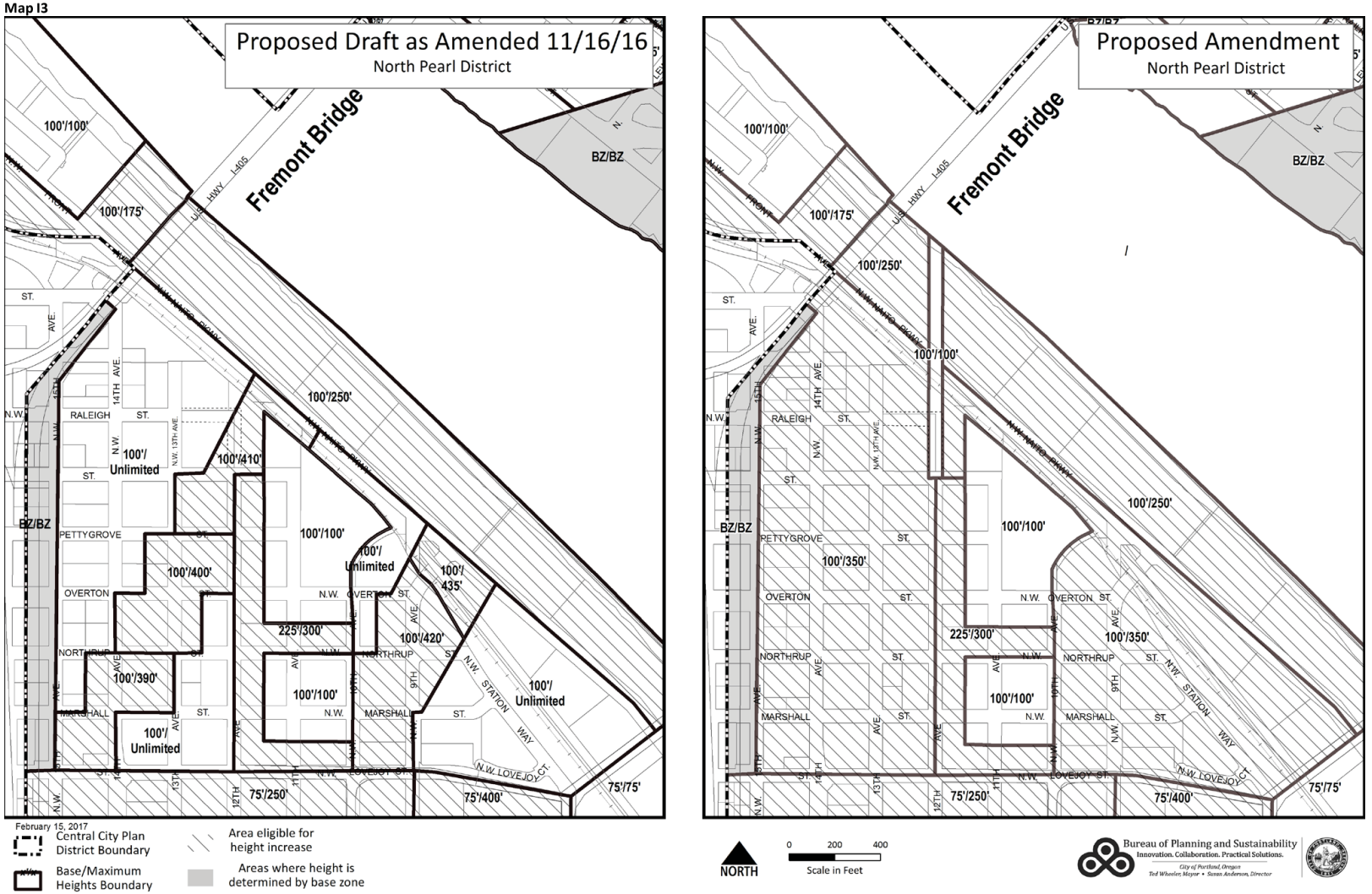
NORTH

0 300 600

Scale in Feet

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City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

Map I3


Proposed Draft as Amended 11/16/16
North Pearl District
Fremont Bridge
Proposed Amendment
North Pearl District
Fremont Bridge
100'/100'
100'/175'
100'/250'
100'/410'
100'/400'
100'/390'
100'/ Unlimited
225'/300'
100'/420'
100'/ 435'
100'/350'
BZ/BZ
75'/250'
75'/400'
75'/75'
RALEIGH ST.
PETTYGROVE ST.
OVERTON ST.
NORTHRUP ST.
MARSHALL ST.
N.W. STATION WAY
N.W. LOVEJOY CT.
N.W. NAITO PKWY
U.S. HWY. I-405
February 15, 2017
Central City Plan District Boundary
Base/Maximum Heights Boundary
Area eligible for height increase
Areas where height is determined by base zone
NORTH
0 200 400
Scale in Feet
Bureau of Planning and Sustainability
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City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

Bureau of Planning and Sustainability
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Attachment

DATE: March 2, 2017

TO: Planning and Sustainability Commission

FROM: Rachael Hoy, Senior City Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Amendments to FAR and Height Code**

This attachment contains BPS staff-recommended revisions to portions of the Central City Plan District code including sections 33.510.200 Floor Area Ratio (FAR) and 33.510.205 Height. Many of the proposed changes are in an effort to incorporate new inclusionary housing provisions into Title 33. These new provisions established FAR bonuses for building affordable housing in the Central City. A number of technical updates are needed to the FAR and Height sections of the Central City Plan District in order to incorporate the IH code. Other proposed changes include increases to FAR in the North Pearl District and RiverPlace area; and revisions to the Central City Master Plan.

Language highlighted in gray was previously approved by the PSC in a past work session. Language highlighted in yellow is new language for PSC consideration and approval.

Proposed Zoning Code Revisions

33.510.200 Floor Area Ratios

A. Purpose. Floor area ratios (FARs) ~~regulate the amount of use (the intensity) allowed on a site. FARs provide a means to match the potential amount of uses with the desired character of the area and the provision of public services. FARs~~ work with the height, setback, and building coverage standards to control the overall bulk of development. Generally, the highest FARs in Portland are applied in the Central City plan district to support its role as the region's premier center for jobs, health and human services, and urban living. The minimum FARs required in the Central City plan district are intended to ensure a minimum level of density for new development, ensure that not all development potential is transferred off a site, and ensure

redevelopment of under-utilized sites. The maximum FARs allowed in the Central City plan district balance multiple objectives of the Central City 2035 Plan including:

- Locating the largest floor area ratios along the Transit Mall and high-capacity transit lines;
- Varying building bulk across the Central City;
- Generally, stepping down allowed building bulk to the Willamette River and neighborhoods adjacent to the Central City; and
- Ensuring that building bulk is compatible within historic districts.

B. Adjustments. Adjustments to floor area ratio regulations are prohibited.

C. Floor area ratio.

1. Maximum floor area ratio. The maximum floor area ratio (FAR) for sites in the Central City plan district are shown on Map 510-2. Maximum FAR can be increased on a site if FAR is transferred or earned through a bonus as allowed by 33.510.205, Floor Area Bonus and Transfer Options. Increases in FAR on a site are limited as described in Subsection D.
2. Minimum floor area ratio. Minimum FAR is required as follows:
   a. For sites where the maximum allowed FAR before bonuses and transfers is up to 4 to 1, the minimum FAR is 1 to 1;
   b. For sites where the maximum allowed FAR before bonuses and transfers is between 5 to 1 and 8 to 1, the minimum FAR is 2 to 1; and
   c. For sites where the maximum allowed FAR before bonuses and transfers is 9 to 1 or greater, the minimum FAR is 3 to 1.

D. Limits on additional floor area. Maximum FAR can be increased on a site if FAR is transferred, or bonus FAR is earned as allowed by 33.510.205, Floor Area Bonus and Transfer Options. The following limits apply to increases in FAR:

1. Unless otherwise specified in Paragraphs D.2. and~~through~~ D.34, the maximum amount of FAR that can be earned on a site through use of bonus options is 3 to 1. There is no limit on the amount of FAR that can be transferred to a site.
2. South Park Blocks frontages. Transferring floor area to sites, or portions of sites, zoned RX is prohibited within the area shown on Map 510-14.
3. South Waterfront subdistrict. In the South Waterfront subdistrict the following applies:
   ~~a. Except as allowed under Subparagraphs D.3.b. and c., no more than 2 to 1 FAR may be earned on a site through the use of bonus options. There is no maximum to the amount of floor area that may be transferred to a site. However, the total amount of floor area on a site, including bonus floor area and transferred floor area, must not be more than 9 to 1;~~
   a~~b~~. An FAR of more than ~~2~~3 to 1 may be earned on a site through the use of bonuses if at least 1 to 1 FAR is earned on the site through the use of the open space bonus option, the open space fund bonus option, or the South Waterfront Willamette River

Greenway bonus option. However, the total amount of floor area on a site, including bonus floor area and transferred floor area, must not be more than 9 to 1.

~~b~~c. The total floor area on a site, including bonus floor area and transferred floor area, may be more than 9 to 1 if all of the following are met:

(1) The floor area above the 9 to 1 ratio must be transferred from the South Waterfront Greenway Area; and

(2) The portion of the South Waterfront Greenway Area that floor area is being transferred from must have been dedicated to the City after September 1, 2002.

~~4. North Pearl subarea. The following applies in the North Pearl subarea bonus options target area shown on Map 510-5:~~

~~a. An FAR increase of more than 3 to 1 may be earned on a site through the following provisions. However, the total amount of floor area on a site must not be more than 9 to 1, except as allowed under Subparagraph D.4.b.:~~

~~(1) Floor area bonuses in subsection 33.510.205 C;~~

~~(2) Transfers from the site of an historic resource meeting 33.510.205 D~~

~~b. The total floor area on a site, including bonus floor area and transferred floor area, may be more than 9 to 1 if the floor area above the 9 to 1 ratio is transferred from the site of an historic resource as specified in Subsection D.1.~~

E. Exemptions. The following are exempt from the regulations in Subsections C.:

1. Neighborhood facilities.

a. Purpose. This regulation encourages creation of facilities to serve those who live and work in the Central City. These facilities are necessary elements of a complete neighborhood.

b. Standards. Floor area used for specified neighborhood facilities is not counted towards maximum FAR for the site. The specified neighborhood facilities are public schools, public community centers, daycare facilities for children, and public libraries. To qualify for this provision, the following requirements must be met:

(1) Schools. Floor area to be used for public schools does not count towards maximum FAR for the site if the school will be operated by or for a public school district.

(2) Daycare. Floor area to be used for daycare facilities for children does not count towards maximum FAR for the site. The facility must be open at least five days each week and fifty weeks each calendar year.

(3) Libraries. Floor area to be used for public libraries does not count towards maximum FAR for the site if the library will be operated by the Multnomah County Library or does not charge membership fees.

(4) Public community centers. Floor area to be used for community centers does not count towards maximum FAR for the site. Public community centers are not for exclusive use by residents of a site and their guests.

(5) All facilities. All neighborhood facilities must meet the following:

- The floor area of the facility must be reserved for the exclusive use of the neighborhood facility for at least 10 years from the date a certificate of occupancy is issued for the qualifying floor area. No uses other than those listed in this subsection are allowed.
- The applicant must document that there is a binding agreement with an operator for each facility. This documentation must be submitted with the application for design review; and
- The property owner must execute a covenant with the City which is attached to and recorded with the deed of the site. The covenant must ensure that the owner will reserve the floor area as specified above. The covenant must comply with the requirements of Section 33.700.060.

2. South Waterfront subdistrict. In South Waterfront subdistrict, floor area used for automated parking is not counted towards maximum FAR for the site. The automated parking facility must rely on a mechanical system instead of a vehicle operator to transport vehicles to a storage space within the facility.

33.510.205 Floor Area Bonus and Transfer Options

A. Purpose. Floor area bonus and transfer options allow additional floor area as an incentive for certain uses and types of development that provide a public or community benefit. The bonus floor area can be gained in exchange for affordable housing, or riverfront open space in new development. Transfer options can be used in exchange for historic preservation and transferring FAR within a subdistrict. In the South Waterfront subdistrict new development may also gains bonus floor area and height in exchange for creating open space and expanding the Willamette River Greenway within the subdistrict.

B. Priorities for the use of bonus and transfer options. ~~Except in IG1,~~ W~~w~~hen FAR will be increased using bonuses or transfers, the following regulations specify which bonus and transfer options must be used before other bonus or transfer options:

1. Priorities:

a. Outside the South Waterfront subdistrict. Outside the South Waterfront subdistrict, ~~Unless otherwise specified in Subparagraph B.2.a and b,~~ the first 3~~2~~ to 1 of any increase in FAR on a site must be earned or gained through use of one of the following options:

(1)~~a.~~ The ~~affordable~~ inclusionary housing bonus option described in Subparagraph C.2.a.;

(2)~~b.~~ The Affordable Housing Fund bonus option described in Subparagraph C.2.b;

(3)~~c.~~ The historic resources transfer provisions described in Paragraph D.1. ~~In this case, the sending site for the transfer must be in the Skidmore/Old Town historic district or the New Chinatown/Japantown historic district~~; or

(4)~~d.~~ The riverfront open space bonus described in Subparagraph C.2.c.

~~b. The next 1 to 1 of any increase in FAR on a site must be earned or gained through the use of one of the following options:~~

~~(1) The affordable housing bonus option described in Subparagraph C.2.a.;~~

~~(2) The affordable housing fund bonus option described in Subparagraph C.2.b;~~

~~(3) The historic resources transfer provisions described in Paragraph D.1.; or~~

b. Inside the South Waterfront subdistrict. Inside the South Waterfront subdistrict, the first 3 to 1 of any increase in FAR on a site must be earned or gained through use of one of the following options. If the site is in the Greenway bonus target area shown on Map 510-5 and does not trigger the requirements of 33.245, Inclusionary Housing, the first 7,500 square feet of bonus floor area must be earned through use of the South Waterfront Willamette River Greenway bonus option:

(1) The mandatory inclusionary housing bonus option described in Subparagraph C.2.a.;

(2) The voluntary inclusionary housing bonus option described in Subparagraph C.2.b;

(3) The South Waterfront Willamette River Greenway bonus option described in Subparagraph C.2.d

(4) The open space bonus option described in Subparagraph C.2.e;

(5) The open space fund bonus option described in Subparagraph C.2.f.

2. Exceptions. The following exceptions apply to the bonus and transfer option priorities specified in Paragraph B.1:

~~a. The South Waterfront subdistrict is exempt from the priorities specified in Paragraph B.1., however within the Greenway bonus target area shown on Map 510-5, the South Waterfront Willamette River Greenway bonus option must be used before any other bonus. Bonus floor area of at least 7,500 square feet from the South Waterfront Willamette River Greenway bonus option must be earned before the project qualifies for other bonus options;~~

a~~b~~. Floor area transferred legally ~~through~~ a covenant recorded prior to [INSERT EFFECTIVE OF THIS CODE] may be used to increase maximum FAR on a site before using one of the bonus or transfer options listed in Paragraph B.1 until [insert date that is 2 years from effective date];

b~~c~~. Unused floor area earned through a bonus that no longer exists in the zoning code can be utilized on the site where it was earned before using one of the bonus or transfer options listed in Paragraph B.1.

C. Floor area bonus options. Additional development potential in the form of floor area is earned for a project when the project includes any of the specified features listed below. The bonus floor area amounts are additions to the maximum floor area ratios shown on Map 510-2. The maximum amount of bonus floor area that a site may earn is 3 to 1:

1. General regulations.

a. The bonus options are only allowed in situations where stated. Adjustments to the requirements or to the amount of bonus floor area earned are prohibited.

b. Bonus FAR is only available to sites zoned RH, RX, CX, EX~~, or IG1~~ unless specifically stated otherwise.

c. Projects may use more than one bonus option unless specifically stated otherwise. Bonuses may be done in conjunction with allowed transfers of floor area, however in some cases, certain bonus options must be used before other bonus options can be used or transferring can occur. See Subsection B.

d. The maximum floor area increase that may be earned through the bonus options must be within the limits for overall floor area increases stated in 33.510.200.D.

e. Buildings using bonus floor area must not exceed the maximum height limits shown on Map 510-3 unless eligible for bonus height.

2. Bonus floor area options:

a. Inclusionary housing bonus option. For projects in the CX, EX and RX zones that trigger the requirements of 33.245, Inclusionary Housing, a bonus of 1 square foot of additional floor area is earned for each square foot developed and committed as housing, up to an additional floor area ratio of 3 to 1. The additional floor area may be used for housing or non- residential uses. To qualify for this bonus, the applicant must provide a letter from the Portland Housing Bureau certifying that the regulations of 33.245 have been met.

~~a. Affordable housing bonus option. Proposals in the CX, EX, and RX zones that include affordable housing will receive bonus floor area. Up to 3 to 1 FAR can be earned if at least 25 percent of the increased floor area is dedicated to housing affordable to those earning no more than 80 percent of the area median family income. To qualify for this bonus option, the following requirements must be met:~~

~~(1) The applicant must provide a letter from the Portland Housing Bureau certifying that the~~ development ~~meets the standards of this Paragraph and any administrative requirements. The letter is required to be submitted before a building permit can be issued for the development, but is not required in order to apply for a land use review.~~

~~(2) The property owner must execute a covenant with the City that complies with the requirements of Section 33.700.060. The covenant must ensure that affordable dwelling units created using this bonus will remain affordable to households meeting the income restrictions and meet the administrative requirements of the Portland Housing Bureau or qualified administrator for 60 years.~~

b. Affordable Housing Fund bonus option. Bonus FAR is allowed in exchange for payment into the Affordable Housing Fund. Up to 3 to 1 FAR can be earned by paying into the fund. For each square foot of floor area purchased a fee must be paid to the Portland Housing Bureau (PHB). The Portland Housing Bureau collects and administers the Affordable Housing Fund, determines the fee per square foot, and updates the fee at least every three years. The fee schedule is available from the

Bureau of Development Services. To qualify for this bonus, the applicant must provide a letter from the Portland Housing Bureau documenting the amount that has been contributed. The letter is required to be submitted before a building permit can be issued for development, but is not required in order to apply for a land use review.

c. Riverfront open space bonus option. In the EX, CX, and RX zones the riverfront open space bonus provides an opportunity to expand publically accessible open space along the Willamette River. Proposals that provide open space adjacent to the river setback area will receive bonus floor area. For each square foot of open space provided, a bonus of three square feet of additional floor area is earned. To qualify for this bonus, the following requirements must be met:

(1) Location. The open space must be located outside, but adjacent to the river or greenway setback;

(2) Size and dimensions. The open space must include at least 2,500 square feet of contiguous area. Each area must be designed so that a 25 foot by 25 foot square will fit entirely within it;

(3) Ownership and use. A public access easement must be provided that allows for unrestricted public access from 5 am to 12 midnight ~~am~~ unless otherwise specified by the terms of the easement;

(4) Maintenance. The property owner must execute a covenant with the City that ensures the preservation, maintenance and continued operation of the open space by the property owner. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the open space.

d. South Waterfront Willamette River Greenway bonus option. To complement and enhance the existing public corridor, projects along the Willamette River Greenway in the South Waterfront subdistrict that provide open space for public activity will receive bonus floor area. For each square foot of open space dedicated, a bonus of three square feet of additional floor area is earned. Open space that will earn bonus floor area under Subparagraph C.2.e, Open Space bonus option, may not be used to earn additional floor area under this bonus. To qualify for this bonus, the following requirements must be met:

(1) Location. The open space must abut the South Waterfront Greenway Area, as shown on Figure 510-2;

(2) Size and dimensions. The open space must include at least 2,500 square feet of contiguous area; the north-south dimension of the area must be at least twice as long as the east-west dimension of the area;

(3) Connection to the trail. A direct pedestrian connection must be provided between the open space and any required trail or trail easement on the site;

(4) Ownership and use. One of the following must be met:

The open space and pedestrian connection must be dedicated to the City; or

- A public access easement must be provided that allows for public access to and use of all the open space and the pedestrian connection.

(5) Maintenance. The property owner must execute a covenant with the City that ensures the installation, preservation, maintenance, and replacement, if necessary, of the open space features. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the open space.

(6) Landscaping. The open space must be landscaped to meet the requirements of Paragraphs 33.510.253.E. 5.a.(2) and E.5.f.(5) that apply to South Waterfront Greenway subarea 3;

(7) Open space features. Public seating such as benches must be provided at a ratio of at least 5 seats per 1,000 square feet of open space; and

(8) Timing. The requirements of this paragraph must be met before an occupancy permit for any building using the bonus floor area is issued.

e. Open Space bonus option. In the South Waterfront subdistrict, proposals that provide open space that may be used by the public will receive bonus floor area. For each square foot of open space provided, a bonus of one square foot of additional floor area is earned. Open space that will earn bonus floor area under Subparagraph C.2.d., South Waterfront Willamette River Greenway bonus option, may not be used to earn additional floor area under this bonus. To qualify for this bonus, the following requirements must be met:

(1) Size and dimensions. The open space must include at least 2,500 square feet of contiguous area;

(2) Ownership and use. One of the following must be met:

- The open space must be dedicated to the City; or
- The property owner must record a public access easement that has been attached to the deed for the open space and allows for public access to and use of all the open space;

(3) Maintenance. The property owner must execute a covenant with the City that ensures the preservation, maintenance and continued operation of the open space by the property owner. The covenant must meet the requirements of 33.700.060, Covenants with the City, and must be recorded and attached to the deed for the open space.

(4) Parks approval. The applicant must submit with the application for land use review a letter from Portland Parks and Recreation stating that the open space features meet the requirements of the bureau, and that the space is acceptable to the bureau; and

(5) The bonus floor area may be used only in the South Waterfront subdistrict.

f. Open space fund bonus option. In the South Waterfront subdistrict, contributors to the South Waterfront Public Open Space Fund (SWPOSF) receive bonus floor area. For each $22.10 contributed to the SWPOSF, one square foot of bonus floor area is earned. To qualify for this bonus, the following requirements must be met:

(1) The applicant must submit with the application for land use review a letter from Portland Parks and Recreation documenting the amount that has been contributed to the SWPOSF;

(2) The bonus floor area may be used only in the South Waterfront subdistrict;

(3) The SWPOSF is to be collected and administered by Portland Parks and Recreation. The funds collected may be used only within the South Waterfront, either for acquisition, improvement, or maintenance of public open space or for bank restoration or improvement projects along the Willamette River.

~~g. Central Eastside subdistrict industrial space bonus. In the IG1 zone in the Central Eastside subdistrict, proposals that meet the following industrial space requirements earn an additional 1 to 1 FAR for Industrial Office use:~~

~~(1) At least 33 percent or 5,000 square feet of floor area, whichever is more, of the ground floor of the building must be for Manufacturing and Production, Warehouse and Freight Movement, Wholesale Sales, or Industrial Service uses;~~

~~(2) The minimum floor to ceiling height on the ground floor must be 20 feet; and~~

~~(3) The ground floor must include at least one loading door or entrance that serves the industrial space. If more than one industrial space is created then each space must have at least one loading door or entrance, or must have access to a shared loading door or entrance in a common area accessible from each industrial spaces located on the ground floor.~~

D. Floor area transfer options. Transferring floor area (from one site to another) is allowed as follows. The transferred floor area is in addition to the floor area allowed as shown on Map 510-2. There is no limit on the amount of floor area that can be transferred. Transferring floor area is only allowed in situations where stated. Adjustments to the requirements are prohibited. When FAR is transferred from one site to another, the sending site must retain an amount equal to the minimum FAR required by 33.520.200.C., or an amount equal to the total surface parking area on the site multiplied by the maximum floor area ratio allowed shown on Map 510-2, whichever is more. ~~When FAR is transferred from one site to another, the sending site must retain at least the minimum FAR required by 33.510.200.C.2. Lots that are entirely used for sSurface parking lots are prohibited from being a sending site for an FAR transfer.~~

1. Transfer of floor area from a Historic Resource. The following regulations apply to transferring floor area from a Historic Resource:

a. Purpose. This transfer option improves public safety by encouraging seismic upgrades of historic resources, and encourages the preservation of historic resources by reducing redevelopment pressure.

b. Sites eligible to send floor area. In order to send floor area, including unused floor area and an additional 3 to 1 of FAR, the site must:

(1) Be in a RH, RX, CX or EX zone, and

(2) Contain a Historic or Conservation Landmark or a contributing resource in a Historic or Conservation district for which the Bureau of Development Services verifies that:

- Buildings classified as Risk category I or II, as defined in the Oregon Structural Specialty Code, have been upgraded or shown to meet or exceed the American Society of Civil Engineers (ASCE) 41- BPOE improvement standard as defined in City of Portland Title 24.85;
- Buildings classified as Risk category III or IV, as defined in the Oregon Structural Specialty Code, have been upgraded or shown to meet or exceed the ASCE41- BPON improvement standard as defined in City of Portland Title 24.85; or
- The owner of the landmark or contributing resource has entered into a phased seismic agreement with the City of Portland as described in Section 24.85.070.

c. Sites eligible to receive floor area. Sites eligible to receive floor area:

(1) Must be zoned RH, RX, CX or EX; and

(2) Must be within the Central City plan district, but not within the South Waterfront subdistrict.

d. Covenants. The owners of both the sending and receiving sites must execute a covenant with the City. The covenant must meet the requirements of 33.700.060, and must be attached to and recorded with the deed. The covenants may not be revoked or rescinded. The covenants must include the following:

(1) The covenant for each site must reflect the existing floor area on each site and the respective increase and decrease of potential floor area; and

(2) The covenant for the sending site must state that the owner will not demolish or relocate the historic resource unless the City approves the demolition or relocation through demolition review.

e. Exceptions.

(1) Sites with eligible historic resources in a RH, RX, CX or EX zone may elect to transfer floor area to a receiving site outside of the Central City plan district if they meet the standards of 33.120.205.E, 33.130.205.C or 33.140.205.C.

(2) Sites with eligible historic resources in the R1, R2 and R3 zones may transfer density if they meet the standards of 33.120.205.E.

f. Adjustments. Adjustments to these regulations are prohibited.

2. Transfer of floor area within a subdistrict. In the RX, CX, and EX zones, floor area, including bonus floor area and bonus floor area earned through a bonus that no longer exists in the zoning code, may be transferred between sites. The sites are not required to be abutting, however both the sending site and the receiving site must be located within the same subdistrict. Floor area transfers are subject to the following restrictions:

a. The sending site must not be a Historic or Conservation landmark or a contributing resource in a historic or a conservation district;

b. If bonus floor area is included in the transfer, the public benefit to be provided in exchange for the bonus floor area must be completed in advance or at the time of

issuing any occupancy permit on the receiving site taking advantage of the bonus floor area; and

c. The property owner(s) must execute a covenant for both sites ~~lots~~. The covenants must comply with the regulations of 33.700.060, must be recorded with the deeds for each lot, and must reflect the existing floor area on each site and the respective increase and decrease of potential floor area.

3. Transfer of floor area between subdistricts. Floor area, including bonus floor area and bonus floor area earned through a bonus that no longer exists in the zoning code, may be transferred between sites in the University District/South Downtown and the Downtown subdistricts. Floor area transfers are subject to the following restrictions:

a. The sending site must not be a Historic or Conservation landmark or a contributing resource in a historic or a conservation district;

b. If bonus floor area is included in the transfer, the public benefit to be provided in exchange for the bonus floor area must be completed in advance or at the time of issuing any occupancy permit on the receiving site taking advantage of the bonus floor area; and

c. The property owner(s) must execute a covenant for both ~~lots~~ sites. The covenants must comply with the regulations of 33.700.060, must be recorded with the deeds for each ~~lot~~ site, and must reflect the existing floor area on each site and the respective increase and decrease of potential floor area.

33.510.210 Height

A. Purpose. The building height standards are intended to implement and balance multiple objectives of the Central City 2035 Plan. Generally, the tallest heights in the Portland region are applied in the Central City to support its role as the region's premier center for jobs, services, and urban living. Other objectives include:

- Locating the tallest building heights along the Transit Mall and high-capacity transit lines;
- Protecting designated public views;
- Varying building height across the Central City;
- Generally, stepping down height to the Willamette River and neighborhoods adjacent to the Central City;
- Emphasizing bridgehead locations with taller buildings;
- Limiting shadows on public open spaces; and
- Ensuring building height compatibility within historic districts.

B. Adjustments. Adjustments to the height standards in this section are prohibited.

C. Base height.

1. Base heights are shown on Map 510-3. Heights greater than shown on Map 510-3 are allowed through the bonus height or transfer options as specified in Subsections D. and E.

2. Exceptions. The following are allowed to extend above the base heights shown on Map 510-3 except in a view corridor shown on Map 510-20~~, and where the bonus height limit shown on Map 510-4 is the same as on Map 510-3~~. Small wind turbines area subject to the standards of Chapter 33.299:

   a. Chimneys, vents, flag poles, satellite receiving disheds, and other similar items that are attached to a building and have a width, depth or diameter of 5 feet or less may extend 10 feet above the base height limit, or 5 feet above the highest point of the roof, whichever is greater. If the item is greater than 5 feet wide, deep, or tall, it is subject to the height limit;

   b. Parapets and railings. Parapets and rooftop railings may extend 3.5 feet above the base height limit;

   c. Walls or fences located between individual rooftop decks may extend 6 feet above the base height limit if the visual screen is set back at least 4 feet from the edges of the roof;

   d. Rooftop mechanical equipment and any required screening and stairwell enclosures that provide rooftop access may extend above the base height limit as follows if the equipment and enclosures are set back at least 15 feet from all roof edges on street facing facades:

      (1) Elevator mechanical equipment may extend up to 16 feet above the base height limit; and

      (2) Other mechanical equipment and any required screening and stairwell enclosures that cumulatively cover no more than 10 percent of the roof area may extend up to 10 feet above the base height limit;

   e. Roof mounted solar panels may extend above the height limit as follows:

      (1) For flat roofs or the horizontal portion of mansard roofs, solar panels may extend up to 5 feet above the top of the highest point of the roof; and

      (2) For pitched, shed, hipped or gambrel roofs, solar panels must be mounted no more than 12 inches from the surface of the roof at any point, and may not extend above the ridgeline of the roof. The 12 inches is measuresd from the upper side of the solar panel; and

   f. Antennas, power poles and public safety facilities.

D. Bonus height options. Bonus height can be achieved through the following options:

1. Bonus height in the South Waterfront subdistrict. Within the South Waterfront subdistrict, buildings receive bonus height if they include bonus floor area or floor area transferred onto the site. Buildings that include any floor area achieved through bonuses or from transfers onto the site earn a height bonus of 125 feet, up to a maximum building height of 250 feet. The additional height may not be applied to any portion of a building within 150 feet of the top of bank line as shown on Map 510-21, South Waterfront 2002 Top of Bank Line. Projections above the bonus height limit are prohibited.

2. South Waterfront height opportunity area.

a. Purpose. In the core of the South Waterfront subdistrict, additional building heights may be appropriate to support the goals of the South Waterfront Plan. The regulations of this subsection are intended to:

- Support the growth of an Innovation Quadrant in the Central City;
- Provide diverse housing opportunities;
- Support the density goals of the subdistrict while ensuring quality design;
- Create additional opportunities for visual access through the subdistrict;
- Promote the development of slender towers with an east-west orientation;
- Develop an exceptional and varied skyline enhancing the district's setting against the Tualatin Hills to the west and the Cascade rRange to the east;
- Establish and maintain a pedestrian environment with access to sunlight;
- Contribute to the district's urban variety, adding visual interest at the pedestrian level and from vantage points outside of the district;
- Create an urban form that is visually permeable; and
- Continue to maintain all protected public views and view corridors, on the east and west side of the Willamette River, as identified in adopted plans.

b. Additional building height may be requested as a modification through design review as follows:

(1) The site must be in the South Waterfront height opportunity area shown on Map 510-16;

(2) The maximum height that may be approved is 325 feet, including projections, roof top mechanical equipment, and any other structures that project above the roof of the building;

(3) One of the following must be met:

- The average floor-to-floor height in the building is at least 16 feet and floors of the building above 75 feet are 25,000 square feet in area or less; or
- Floors of the building above 75 feet are 10,000 square feet in area or less;
- Adjustments to the standards of this subsubparagraph are prohibited; however, modifications through design review may be requested as follows:
  - A modification to the 25,000 square foot limitation in D.2.b(3) may be requested;
  - A modification to the 10,000 square foot limitation in D.2.b(3) may be requested if the north-south dimension of the building above 75 feet is 112 feet or less. The north-south dimension is measured as specified in 33.510.251.A.3.e. However, modifications to allow floors larger than 12,500 square feet are prohibited;

(4) The portion of the proposed building that is greater than 250 feet in height must be at least 200 feet from the portion of any other existing or approved building that is greater than 250 feet in height, and that used the provisions of this

subsection to achieve additional height. Approved buildings are those with an unexpired design review approval. Adjustments to this standard are prohibited; however, modifications to the 200 foot minimum distance requirement may be requested through design review. In reviewing such a request, the review body will consider the results of the South Waterfront Public Views and Visual Permeability Assessment for the proposal;

(5) Where a block is less than 80,000 square feet in area, only one building on the block may use the provisions of this subsection. Where a block is at least 80,000 square feet in area but less than 120,000, only two buildings on the block may use the provisions of this subsection. Where a block is at least 120,000, only three buildings on the block may use the provisions of this subsection.

Applications for land divisions of sites that include a building that has used the provisions of this subsection must show how the land division will not move the site out of conformance with this subsection;

(6) The applicant must contribute $10.80 to the South Waterfront Public Open Space Fund (SWPOSF) for every square foot of floor area over 250 feet in height. The contribution to the SWPOSF must be made before the building permit is issued for the building. Contributions to the fund used to earn bonus floor area under 33.510.205.C.2.f, Open space fund bonus option, do not count towards meeting this requirement. Adjustments to this standard are prohibited; and

(7) The applicant must request advice from the Design Commission as described in 33.730.050.F. The design advice request must be submitted before the request for a pre-application conference. In providing their advice to the applicant, the Design Commission will consider protection and enhancement of public views from both the east and west, as identified in adopted plans; development of a diverse, varied and visually interesting skyline; and creation of a district that is visually permeable. These factors will be considered at different scales, including the site of the proposal, the site and adjacent blocks, and the subdistrict as a whole.

~~3. North Pearl height opportunity area.~~

~~a. Purpose. In the North Pearl subarea, additional building height may be appropriate to~~ support ~~the goals of the Central City 2035 Plan. The regulations of this subsection:~~

- ~~Encourage a varied and exceptional skyline that allows visual permeability through the district and light and air to penetrate down to the pedestrian environment;~~
- ~~Allow for the development of tall buildings when they incorporate a mix of land uses and programming objectives;~~
- ~~Encourage the use of development bonus provisions;~~

~~b. When increased height is allowed. In the North Pearl Height Opportunity Area maximum height can be increased as described in Subparagraphs D.3.c. through D.3.e. if:~~

~~(1) The site is in the North Pearl height opportunity area shown on Map 510-16;~~

~~(2) The floor area of the building above the maximum height limit shown on Map 510-3 is:~~

- ~~Earned through bonus FAR provisions;~~
- ~~Transferred by a Central City Master Plan; or~~
- ~~Transferred from a Historic Resource in conformance with 33.510.205.D.1.~~

~~c. Review procedure. Additional height must be approved as a modification through design review.~~

~~d. Sites located between NW Naito Parkway and the Willamette River. The maximum height on sites located entirely between NW Naito Parkway and the Willamette River may be increased to 250 feet if the building façade facing NW Naito and the Willamette Greenway is not wider than 120 feet in length. Projections above the bonus height limit are prohibited.~~

~~e. All other sites in the North Pearl Height Opportunity Area. The building heights shown on Map 510-4 may be allowed on sites that are not located between NW Naito Parkway and the Willamette River. However, if the building is proposed to be more than 175 feet tall, the maximum floor area of all floors located above 100 feet is limited to 12,500 square feet.~~

43. Bonus height earned through a bonus or transferred FAR. Except for sites in the South Waterfront height opportunity area, ~~and sites in the North Pearl height opportunity area,~~ the bonus heights shown on Map 510-4 are allowed as follows. Projections above the height limits shown on Map 510-4 are prohibited:

a. The site must be shown on Map 510-3 as eligible for a height increase;

b. The proposal must earn an additional FAR of at least 1 to 1 through use of one of the following FAR bonus or transfer options:

(1) The ~~affordable~~ inclusionary housing bonus option of Subparagraph 33.510.205.C.2.a;

(2) The A~~a~~ffordable H~~h~~ousing F~~f~~und bonus option of Subparagraph 33.510.205.C.2.b; or

(3) The historic resource transfer of Paragraph 33.510.205.D.1.

c. Proposals for more than 75 feet of bonus height must meet the additional approval criteria of Subparagraph D.4.e.; and

d. Proposals for bonus height on sites shown on Map 510-4 as requiring a shadow study must provide a shadow study with the information described in Subsubparagraphs D.3.d(1) and D.3.d(2):

(1) The shadow study must show the shadow cast by the proposed buildings or other structures every hour between sunrise and sunset on the 21st of March, June, September and December; and

(2) The shadow study must show that the shadow cast by the proposed buildings or other structures must ~~does~~ not cover more than 50 percent of the adjacent

open space at noon on March 21, June 21 and September 21, and no more than 75 percent of the adjacent open space ~~at~~ at noon on the December 21, and 3:00 pm on March 21, June 21, and September 21. Adjacent also includes open space sites across a right-of-way from the site subject to the shadow study standard. ~~requirement.~~

e. Proposals for bonus height on sites within the North Pearl Height Opportunity Area shown on Map 510-16 must meet the following:

(1) Bonus height is allowed on sites located entirely between NW Naito Parkway and the Willamette River if building façades that face NW Naito Parkway or the Willamette Greenway are not wider than 120 feet in length; and

(2) Bonus height is allowed on sites that are not located between NW Naito Parkway and the Willamette River when the following are met:

- The building is not taller than 175 feet; or
- If the building is taller than 175 feet, the floors of the building above 100 feet must not be more than 12,500 square feet each.

ef. ~~Approval criteria. The following additional approval criteria apply to proposals for more than 75 feet of~~ bonus ~~height. The bonus height will be approved if the review body finds that all of the following have been met:~~

~~(1) The increased height will not violate an established view corridor as shown on Map 510-20; and~~

~~(2) If the site is within 500 feet of an R zone, the proposed building will not cast shadows that have significant negative impacts on dwelling units on R zoned land.~~

f. Approval criterion. If the site is within 500 feet of an R zone located outside the Central City plan district, proposals for more than 75 feet of bonus height will be approved if the review body finds that the proposed building will not cast shadows that have significant negative impacts on dwelling units located on the R zoned land that is outside the Central City plan district but within 500 feet of the site.

E. Open space height transfers.

1. Purpose. These regulations provide an incentive for the creation and development of needed open space in the Central City plan district.

2. Requirements for open space areas eligible for the height transfer.

a. The proposed open space area must be in the Central City plan district outside of the South Waterfront subdistrict. The site is subject to the review requirements stated in Paragraph E.4.

b. The area designated for the open space must be dedicated to the City as a public park. The minimum size of the open space must be a full block at least 35,000 square feet in size. However, the open space may be 20,000 square feet in size if located along the alignment of the North Park Blocks.

c. All park improvements must be made by the applicant prior to dedication to the City. The improvements to the park are subject to a design review using the specific area's design guidelines.

3. Amount of height potential that can be transferred. The allowed height at the proposed open space site may be transferred within the Central City plan district consistent with the limits stated below.

   a. The maximum amount of height that may be transferred is 100 feet. The transfer may only be to a site eligible for additional height as shown on Map 510-3. Increases in height that result in buildings greater than the maximum height shown on Map 510-4 are prohibited. The transferred height may not be used in addition to any bonus heights allowed by Paragraph D.4.

   b. The open space site must be dedicated to the City before the issuance of building permits for the building receiving the increased height.

4. Design Review.

   a. Procedure. The review is processed with a Type III procedure. The Parks Bureau will provide advice to the Design Commission.

   b. Approval criteria. The proposed open space site will be approved for the height transfer if the review body finds that the applicant has shown that all of the following approval criteria are met:

      (1) The proposed site will help to alleviate an area's identified projected future open space deficiency. This determination is based on such things as proximity to parks, proximity to people living or working in the Central City plan district, and how the site relates to the Central City 2035 Plan's park and open space policies;

      (2) The proposed improvements on the open space site are consistent with the design guidelines for the area; and

      (3) The Parks Bureau approves of the site.

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

MEMO

DATE: **March 2, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director**

Joe Zehnder, Chief Planner

SUBJECT: **CC2035 Work Session on March 14, 2017**

The attached packet includes the decision tables that staff will walk you through at the work session on March 14, 2017. The packet contains new items and carry over items from a previous meeting. The new items include amendments to the bonus and transfer code that are necessary to implement Council's recently adopted Inclusionary Housing program and some changes that could be made to improve that program in the Central City. The packet also includes changes to the Master Plan provisions. Finally, it brings back a discussion items from a previous meeting related to FAR.

The decision tables referenced in the agenda indicate which items are currently tagged for PSC discussion. Items are tagged either because a PSC member has indicated that they want to talk about it or staff would like to discuss it with the PSC. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are on the table but not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last work session, we will ask the PSC to vote on all of the volumes as a package.

Agenda for the CC2035 Work Session

March 14, 2017, 2:30 – 4:30 pm

Duration	**Topic and Discussion Items**	**Related Materials**	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
75 min	Bonuses and Transfers • Presentation • Discussion items: I 32, I 33, I 34, I 35	• Memo: Central City Bonus and Transfer Summary • Decision Table Q Part 2 • Decision Table I Part 3 • Attachment: FAR and Height code amendments to the Central City Plan District	Memo pgs. 1 – 6 Q, Part 2, pgs. 1 – 3 I, Part 3 pgs. 1- 6 Attachment: pgs. 1 – 17
15 min	Master Plan • Presentation • Discussion item: I 39	Decision Table I Part 4	I, Part 4 pgs. 1-2
15 min	FAR • Presentation • Discussion item: K11 (carried over)	Decision Table K	K-1
-	Adjourn	-	-

The final planned PSC work session will be on April 11. Project staff expect to bring final amendments to the Commission and will then ask them to take a final vote on the entire CC2035 Plan package and forward it on to City Council as their Recommended Draft.

Portland Planning and Sustainability Commission
February 28, 2017
4:00 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh, Mike Houck, Katie Larsell, Gary Oxman, Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak (arrived 4:09 p.m.), Teresa St Martin

Commissioners Absent: Maggie Tallmadge

City Staff Presenting: Susan Anderson, Joe Zehnder, Sallie Edmunds, Troy Doss, Rachael Hoy; Mauricio Leclerc, PBOT

Chair Schultz called the meeting to order at 4:00 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners
- *Commissioner Houck* just finished a call about the April 26 Nature of Cities symposium that I've mentioned before. It's an incredible lineup of 25 international folks talking about climate change, equity and inclusion, etc. We'll be sending out details by early next week. The Bullitt Foundation, which focuses on urban ecology and climate change. They have changed their geographic focus to Cascadia or The Emerald Corridor, and their funding focus is on Vancouver, BC, Seattle, WA and Portland, hence their supporting the summit. It will be two days of planning for the 2018 symposium with all the experts in town, so we're putting the full-day summit on April 26 while they're here.
- *Commissioner Bachrach* asked about a memo outlining changes the City Council made to the Comp Plan Implementation Package.
    - Staff will get this to PSC members.

Director's Report
Susan Anderson
- We are hosting the C40 Network here in July. It will focus on transit-oriented development; we'll get more information to PSC members as we know more.

Consent Agenda
- Consideration of Minutes from February 14, 2017 PSC meeting

Commissioner Smith moved to approve the Consent Agenda. *Commissioner St Martin* seconded.

The Consent Agenda was approved with an aye vote.
(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, St Martin)

Central City 2035 Plan
Work Session: Sallie Edmunds, Joe Zehnder, Rachael Hoy, Troy Doss, Mauricio Leclerc

Sallie introduced today's work session. This is our sixth work session on the CC2035. We have three items on the agenda today.

Actions
Decision Table R

Troy walked through two actions. The first was the Urban Forestry's request for visibility of the White Stag sign. They asked to modify the language to talk about evaluating options to preserve the sign view from the Burnside Bridge and the Eastbank Esplanade. The other is about PPS and supporting them in the development of new grade school (K-12) facilities to serve the growth of families with children to the Central City.

Chair Schultz: Is it just PPS, or is it other organizations as well?

- There is nothing to preclude us from looking and opening it up to other organizations like non-profits and charter schools. But we are more interested in the public schools in terms of inclusiveness and working with them.

I see what you're saying, but if another organization could come in and serve the need, I wouldn't want to exclude them. The hang-up for me is that we're specifying PPS in this edit, but not others.

- *Commissioner Houck* noted he doesn't see this language as excluding anyone else, as Troy noted.
- *Commissioner Bachrach*: Perhaps "coordinate" or another more active verb than "support" should be used to be more proactive.
- Troy: We do have Comp Plan language that uses stronger verbs, such as "coordinate". We can wordsmith now or later.
- *Commissioner Larsell*: I agree with supporting public schools. I don't want to water-down the language.
- *Commissioner Spevak*: We could say something like "support K-8 schools downtown, 'particularly PPS'…."

Commissioners confirmed the language as proposed in Decision Table R.

Transportation System Plan
Decision Table J

Mauricio and Joe introduced Item J3. Mauricio shared some of the process, history, big ideas, recommendations and early actions for this item. He also talked through the implications of the amendment proposed by *Commissioner Smith*.

Commissioner Smith's amendment:

- Remove the ODOT Broadway/Weidler Interchange Project from the TSP Major Projects List
- TSP Projects # 20119, #20120 and #20121

This interchange is a significant and long-standing problem area from ODOT's perspective. It has the highest freeway crash rate in the state with short, weaving sections. We did an inventory of the land, looked at history of the area and tried to propose something to lessen the gap while creating something better than the modified Greeley-Banfield Concept. We tried to find ways around "the box" area (Broadway-Weidler / Vancouver-Williams). Vision Zero identifies the Broadway Corridor as part of the high-crash network, so we hope this project addresses these safety issues.

Mauricio shared the Recommended Concept plan (slides 12-13). We looked at over 70 options before arriving at this concept. There are benefits to both the freeway mainline and the local street network.

Joe walked through the N/NE Quadrant Plan vision.

We took care of the near-term improvements including safety provisions. The CC2035 Plan includes ODOT's concurrence on the MMA designation. This provides flexibility to the City in the way our plans envision.

The implications of *Commissioner Smith*'s amendment (taking this project off the TSP) include:

1. The project is an innovative design that advances both safety along the freeway with significant improvements to local streets and adjacent blocks.
2. The project includes a complete rebuild and seismic upgrade of critical bridges that carry all modes including streetcar.
3. It adds critical links to the pedestrian/bicycle system through a new pedestrian/bicycle bridge over I5 at Clackamas Street and a new multi-modal bridge connecting Dixon St. to Vancouver St. north of Broadway.
4. It includes a lid over the freeway, which proved to be the best engineering solution for ODOT AND an approach that can best supports the redevelopment potential of the Rose Quarter/Blanchard Building area.
5. It enhances accessibility and livability for the adjacent neighborhoods that were adversely impacted with the construction of the freeway in the 1960s.
6. The project eliminated the longstanding oversized proposal to build flyover ramps connecting I-5 the Banfield.
7. The safety improvements on the freeway and access ramps allowed ODOT to approve Multimodal Mixed Use Area (MMA) status for the Central City. Removing these projects from the list jeopardizes the MMA designation.
8. Removing the projects would make the City's TSP out of compliance with the Regional Transportation Plan.

So staff recommends against *Commissioner Smith*'s removal of this from the TSP and to retain the Proposed Draft version.

Commissioner Spevak asked about induced demand. This is a route I would drive, but I often avoid it. I assume this is part of your analysis and if you open up more capacity on the freeway.

- In the studies, the congestion benefit of adding a lane was minimal. The system is congested all sides and around this area. But there are significant safety benefits to this proposal to improve the multi-modal system.
- *Commissioner Smith* noted when he asked this in 2012 he asked if there was a TDM alternative. There is so much latent demand that another TDM program would fill quickly too.
- Susan: In 2012 we had numbers about crashes and number of crashes that could be avoided with these improvements.
    - Mauricio: We do have numbers about this. We don't have many fatalities here, but many crashes and accidents.
- *Commissioner Rudd*: This is regionally significant with I5 being the major route between Mexico and Canada and the increased truck freight demand given shipping container issues at the port of Portland. Is there an Environmental Impact Report? What are the costs?
    - ODOT is working on an environmental assessment, which will begin this year along with the other requisite environmental reports. The project would be about $450M today on the three projects in the TSP. These are likely old numbers. They are outside of our TSP and would be funded from outside sources.

Commissioner Houck talked about decisions that were made when they were made. Would priorities that would have been different today (e.g. Vision Zero)?

- We don't think so in the sense that this is a once-in-a-generation time to work with ODOT. Now we can have a project that is significant regionally. This has a strong multi-modal component and includes key portals into the Central City. It was just adopted in the Comp Plan just recently.

Commissioner Smith moved to remove items 20119, 20120, and 20121 from the TSP. *Commissioner Spevak* seconded.

Commissioner Smith explained his amendment to pull these items. Things are quite different from 2012. We have another iteration of our CAP to reduce driving in the city; reduce VMT in the Comp Plan; stopped infrastructure for fossil fuels. This will be the largest single investment of the CC2035 Plan, and it makes driving easier… which I think is backward. There are other solutions and benefits that

don't make driving easier. The scale of investment is huge. Look at the gas tax versus what ODOT will spend here. Perhaps the most discordant thing is how this fits into Vision Zero. We killed 45 people on our streets last year; none on this stretch of this highway, but on places that ODOT has orphaned or abandoned such as on NE 82nd.

Commissioner Rudd noted I'd rather keep the planning process to go forward. We're improving multi-modal and freight routes as well. Public-private partnership here could leverage the money / cost of the project with increased develop-ability of these parcels. There is lots of potential here, and I'd like to stay in conformance with existing plans at this stage and allow the studies to occur.

Commissioner Baugh noted in 2012 I was in the same position as *Commissioner Smith* in saying that the plan was balanced and there was money allotted for East Portland. The downtown budget should not eat into other areas' budgets. The thing to keep in mind when we look at this project is that this is the crown jewel of the transportation budget; it's a regional project that has interest from all parts of the state from a transportation perspective and getting trucks through Portland. Projects like this suck every dollar. I want to ensure that projects that need funding to facilitate better transportation are not lost in these large projects. The investment of $450M doesn't come back in terms of that figure back to the City if we don't do this project. In our previous meeting, we asked to look at the African American community around this project, and ODOT has already started this process. I'd rather look at an amendment that has support that asks the question when this project comes up to have a discussion about funding sources and tradeoffs.

Commissioner Spevak appreciates being part of the planning process. There is a history of infrastructure projects we decided not to do, which have contributed to the vitality of our city. What would be the next step if we support this amendment? It's a compelling argument.

- *Commissioner Smith*: If my amendment fails, I will support *Commissioner Baugh*'s language. I'll make a process argument… by taking the projects out of the TSP, we create a great debate at City Council, which makes the final decision. If we leave it in, it likely won't get the Council scrutiny that it would if we do take it out, wherein Council would have to talk about adding it, debate in a public forum, and a focus that will bring out community members to share their thoughts about it. To *Commissioner Spevak*'s point about reallocating the funds, the City of Portland's influence is not strong.

Commissioner Bachrach noted from a process standpoint, this would be a dramatic change. But we have no testimony and have not had a hearing on this action to undo what's in the adopted plan. It would send lots of ripples out just based on our own informal decision, and I don't think Council would appreciate our throwing this to them.

- When the N/NE Quadrant Plan came through the PSC, we did have hearings and deliberations.
- On the stakeholder committee for that project, there were some who didn't agree with including this on the TSP.

I support *Commissioner Baugh*'s language, but if I think about others outside of Portland and not funding anything outside of multi-modal, I don't think that's right from a policy perspective.

- Joe: Multi-modal does include freight. We're saying don't just pick one "winner" transport mode.

Commissioner Smith: I am definitely concerned about moving freight. A congestion pricing scheme would be much better, and just adding lanes to the freeway doesn't help move freight.

Commissioner Rudd: Congestion pricing has equity issues too, so it is not without issues and I don't want to demonize the need for some people to use single-occupancy vehicles.

Mauricio: Adding a lane does have some benefit, but it's not significant. Lots of congestion on freeways come from crashes and accidents. So adding a shoulder or extra lane could help this. Freight tends to travel outside of peak times.

Joe: During the process discussions from ODOT the argument to reduce the number of accidents reduces the unpredictable incidences of extreme delay was highlighted. The cost is $450M, but about half is for and from the local system.

Commissioner Spevak: If we support this amendment, can City Council put it back in our court to take testimony?

- It's possible but quite unlikely that they would. It's unlikely they'd pick just one item out of the full CC2035 Plan to send back. They'd likely just have testimony there at Council (which they will do anyway). There is a timing component vis-à-vis the state discussion.
- In terms of process, if we don't offer a proposal of something else we want instead, it will be seen that we're not moving things forward. You should think of another proposal if you accept *Commissioner Smith*'s amendment.

Commissioner Baugh: I would remind us that this particular item was brought up in 2012 was not about focused testimony; it did not have funding at that time. Now it's on the wish-list in the TSP. There are projects on the list that have been on the TSP list for ages that don't move forward. This one now has funding and interest, which has brought it into the spotlight.

Commissioner Smith spoke to congestion pricing. There would have to be rebates to low-income system users. We have Comp Plan policy that allows us to explore this. Even ODOT and PBOT are thinking about congestion pricing. I think we do need to offer to City Council that we revising the Broadway-Weidler Corridor to figure out how to make improvements happen in a different way.

Commissioner St Martin: I'm wondering if we're going to be making a bunch of noise by taking this out. Are there alternative methods to daylight the issues to Council instead of just saying no and forcing a discussion? Are there not check-points before funding?

- There are many Council moments for decisions in a project like this. So much value is in the lids and the local project portion. *Commissioner Baugh*'s language supports this. We have a balanced project that is in compliance with the laws of the state and Metro.

Chair Schultz: As part of the EIR, would we look at the option of congestion pricing as an alternative?

- ODOT seems interested in the topic, so it's something we could suggest.

Commissioner Baugh: If we took this out, does it jeopardize the MMA?

- Yes, it would.

Commissioner Spevak: At some point, where does it make sense to invest for safety. How does this compare to other areas?

- This is the number one priority in the state. Within the city, we have the Vision Zero Plan. There are many lines this side of Portland that need safety improvement.

Chair Schultz: Thank you for this discussion and to *Commissioner Smith*. I'm still wrestling with this particular piece. I'm inclined to let the process play itself out, continue to support the discussion and push on congestion pricing.

Vote on *Commissioner Smith's* amendment.

(Y4 — Houck, Larsell, Smith, Spevak; N6 — Bachrach, Baugh, Oxman, Rudd, St Martin, Schultz)

The amendment failed.

Commissioner Baugh moved to amend the TSP as in the Proposed Draft but to include:

1. Contingent on the project containing all elements identified in the Facility Plan, in particular the local surface transportation elements such as the lids over the freeway, a future east-west

pedestrian and bicycle bridge in the vicinity of Clackamas Street, and new bridge connections that include high quality pedestrian and bicycle facilities and improved signalized crossings.
2. Conditioned on the development of a City Council supported equity strategy addressing issues related to the Broadway Weidler I-5 Interchange project specifically – including, historically African American community impacts, low-income housing solutions and MWESB community benefits.
3. Transparency and public discussion about the City of Portland's funding sources and tradeoffs is essential. City funding will be limited to multimodal aspects of the project and to funding sources that do not reduce planned investments to fund transportation improvements in support of Vision Zero and safety and livability investments in East Portland.

Commissioner Houck seconded.

Commissioner Houck: I don't see the climate change and other concerns included in this amendment.

Commissioner Smith: I'd amend this list and add that we encourage ODOT and PBOT to look at congestion pricing and TDM options to mitigate climate impact.

Commissioner Baugh: We could add a statement to encourage the City of Portland to encourage the Transportation Commission to fund orphaned highways in addition to this project.

Commissioner Rudd: What form does this take? Is it a recommendation in our letter? And on part 3, we're saying public discussion, but we've already decided what we're doing before we have the discussion in the language of the second sentence of number 3.

Sallie: We'd add this as an action and suggest the PSC include this in your letter to Council.

Susan: It's not unreasonable to add this. We're saying if we support this project, it's contingent on investments in East Portland (and/or other options such as studying congestion pricing and TDM measures).

Commissioner Baugh: We could put orphaned highways in our letter to Council.
- *Chair Schultz*: I feel more comfortable with this option.

Commissioner Smith: I'm happy to add TDM to the fourth bullet point that I proposed adding to the amendment. *Commissioner Houck* seconded.

Commissioner Bachrach: I'm concerned about all the language and without having clarity in these words.
- Susan: Contingent and Condition are stronger than Study or Consider. We spent lots of time discussing the verbs in the Comp Plan. If you feel strongly that we should just be Studying at this point, you should be clear.

Vote on *Commissioner Smith*'s amendment to encourage ODOT and PBOT to evaluate congestion pricing and TDM options to mitigate for climate impacts.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Vote on the motion to support three items as action items as well as the added amendment.

(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Schultz, Smith, Spevak, St Martin; N1 — Rudd)

Bonus and Transfer Code and Maps
Decision Table Q

Rachael introduced the topic, which is about prohibiting the transfer of FAR from surface parking lots. On February 14, the PSC asked staff to come back with language that would prohibit transfers from the parking areas but allow developed areas of the site to transfer. We also heard concerns about how this could impact historic landmarks that may need to sell their FAR to help support the cost of seismic upgrades.

Rachael walked through a few scenarios and what the transfer options would mean (slides 2-5).

Chair Schultz: Is there language that notes if you can transfer the potential bonus FAR?

- If it had qualified for residential and they didn't use it all, they could transfer that.

Another question was how this impacts a historic property since we don't want to lose our historic properties. One thing we've done in the code is to have the same amount of FAR to transfer off, but we're proposing they can transfer an additional 3:1 FAR off the property… so it's based on the full site size. The hope is that this will provide additional funding for seismic upgrades.

Commissioner Spevak: Wouldn't we just say it's three times as much from a historic property?

- The price of FAR is set on the open market, and it changes. So this way we are at least giving a historic site more FAR to work with.

Staff recommends editing the text of 33.410.205.D Flore Area Transfer Options as noted in Decision Table Q.

The intent is to encourage redevelopment of surface parking lots. This proposed amendment requires floor area to be maintained on a site over the surface parking areas, but allows the developed portions of a site to transfer floor area. Historic and conservation landmarks and contributing resources in historic districts receive an additional 3:1 of FAR that can be transferred off site as part of staff's proposed updates to the historic resource transfer (33.510.205.D.1). Revenue from the sale should help defray some additional cost of seismic upgrades for these historic properties.

Commissioner Spevak: This doesn't address my concern, but it's a creative way to address this. I'm sold.

Commissioner Rudd: Are scenic corridor sites treated like historic?

- The historic resource transfer is different. If you're in a scenic corridor and your height is being restricted, this doesn't apply unless you're talking about a historic resource. Part of the past discussion is if you're in a corridor you may not have an opportunity to use all your FAR, but you can transfer it within your subdistrict.

Commissioner Oxman moved to support the staff proposal. *Commissioner Smith* seconded.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Next Steps
Our next discussion will be on March 14. bring forward amendments to the bonus and transfer code that are necessary to implement Council's recently adopted Inclusionary Housing program and some changes that could be made to improve that program in the Central City. Staff will meet with PSC officers on Thursday to prep for this session. The final planned PSC work session will be on April 11 when staff will the PSC and ask for a final vote on the entire CC2035 Plan package and forward it on to City Council as the Recommended Draft.

Adjourn

Chair Shultz adjourned the meeting at 6:10 p.m.

Submitted by Julie Ocken

Decision Table R: Recommended Amendments to Work Plan Action Charts

This table contains revisions to two recommended new action items reviewed by the PSC at the February 14, 2017 work session.

Contents of Decision Packet R: Actions

- Decision Table R

Items Marked for Discussion:

None

Recommended New Actions *Note: Action item numbers will be assigned for these actions in the Recommended draft; policy areas are identified in the "Action" column below.*

Ref #	Action	Subdistrict	Commenter	Request	Revised Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R40	UD	Old Town / Chinatown	Jenn Cairo—Urban Forestry (20710)	Add language that considers altering height/location of White Stag sign so it's visible from VPs and avoids conflicts with tall trees in Waterfront Park.	~~Study the potential for changes to the position and elevation of the White Stag sign in order to preserve public views of the sign and avoid conflicts with tall trees in Gov. Tom McCall Waterfront Park.~~ Evaluate options for preserving public views of the White Stag sign from the Burnside Bridge and Eastbank Esplanade.	6-20	**BPS** Partner: PPR	Identifies a potential approach to balance preservation of views of this iconic landmark and tree preservation. Revised text is more general, to allow for different approaches to protecting the view.	☐	☐ Support staff rec. ☐ Other
R53	HN	Central City	BPS	NA	~~Support PPS in the redevelopment of Lincoln High School, including the development of new K-8th grade facilities to serve the significant growth of families with children living in the Central City.~~ Support PPS in the development of new Pre-K through 12th grade school facilities to serve the significant growth of families with children living in the Central City.	Next 5	**BPS** Partners: PPS, PDC	This action helps implement CC2035 policies addressing the development of housing and essential services to serve the growing number of families with children in the Central City. Revision allows for a broader variety of school facilities, not just Lincoln HS, as discussed on Feb. 14, 2017.	☐	☐ Support staff rec. ☐ Other

Decision Table Q: Bonus and Transfer Amendments, Part 1

This table highlights and responds to prohibiting the transfer of FAR from surface parking lots.

Contents of Decision Packet Q:

- Decision Table Q

Items Marked for Discussion:

- Q3

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q3	NA	BPS Staff	Transfer of FAR from a surface parking lot	Reference: Volume 2A: Part 1 Central City Plan District, p. 63 33.510.205.D. Surface Parking lots are prohibited from being sending sites for an FAR transfer.	1) On February 14th the PSC asked staff to come back with language that would prohibit transfers from the parking areas but allow developed areas of the site to transfer. 2) We also heard concerns about how this could impact historic landmarks that may need to sell their FAR to help support the cost of seismic upgrades.	**Proposed Amendment:** **Amend 33.510.205.D. as shown here:** 33.510.205.D Floor Area transfer options. Transferring floor area (from one site to another) is allowed as follows. The transferred floor area is in addition to the floor area allowed as shown on Map 510-2. There is no limit on the amount of floor area that can be transferred. Transferring floor area is only allowed in situations where stated. Adjustments to the requirements area prohibited. When FAR is transferred from one site to another, the sending site must retain an amount equal to the minimum FAR required by 33.520.200.C., or an amount equal to the total surface parking area on the site multiplied by the maximum floor area ratio allowed shown on Map 510-2, whichever is more. ~~Surface parking lots are prohibited from bring a sending site for an FAR transfer.~~	1) The intent is to encourage redevelopment of surface parking lots. This proposed amendment requires floor area to be maintained on a site over the surface parking areas, but allows the developed portions of a site to transfer floor area. (See Scenario 1 on back) 2) Historic and conservation landmarks and contributing resources in historic districts receive an additional 3:1 of FAR that can be transferred off site as part of staff's proposed updates to the historic resource transfer (33.510.205.D.1). Revenue from the sale should help defray some additional cost of seismic upgrades for these historic properties. (See Scenario 2 on back)	☒	☐ Support staff rec. ☐ Other

Scenarios

The following scenarios describe how staff's recommendation for Q3 would play out on a site with a non-historic building and a historic building.

Scenario 1: Site with a non-historic building and surface parking

Site Characteristics

Site Size	Building Size	Surface Parking	Base FAR	Minimum FAR 33.510.200.C.2
40,000 sq. ft.	40,000 sq. ft. (2 stories covering half the lot)	20,000 sq. ft.	5:1 (200,000 sq. ft.)	2:1 (80,000 sq. ft.)

Floor area that must remain on the site after transfer:

The amount of surface parking (20,000 sq. ft.) multiplied by the site's allowed FAR (5:1) equals **100,000 sq. ft**. This is greater than the site's minimum FAR of 80,00 sq. ft.

Calculation: 20,000 sq. ft. x 5 = **100,000 sq. ft.** > 80,000 sq. ft.

Amount that can be transferred from the site:

The total floor area allowed on the site, minus the floor area that must remain on the site, minus the floor area in the existing building equals the amount that can be transferred from the site.

Calculation: 200,000 sq. ft. - 100,000 sq. ft. - 40,000 sq. ft. = **60,000 sq. ft.**

Scenario 2: Site with a historic building and surface parking

In this scenario the historic building has an additional 3:1 (120,000 sq. ft.) to transfer because it can use the historic resource transfer (33.510.205.D.1).

Site Characteristics

Site Size	Building Size	Surface Parking	Base FAR	Minimum FAR 33.510.200.C.2
40,000 sq. ft.	40,000 sq. ft. (2 stories covering half the lot)	20,000 sq. ft.	5:1 (200,000 sq. ft.)	2:1 (80,000 sq. ft.)

Floor area that must remain on the site after transfer:

Same formula and calculation as above. **100,000 sq. ft.**

Amount that can be transferred from the site:

Same formula as Scenario 1, except, because the building is historic, the site can transfer additional floor area equal to 3:1 (120,000 sq. ft.)

Calculation: 200,000 sq. ft. - 100,000 sq. ft. - 40,000 sq. ft. + 120,000 sq. ft. = **180,000 sq. ft.**

Decision Table J: TSP Major Projects List, Studies List and Street Classifications Carry-Over Item J3

Item J3 is a carry-over from the January 10, 2017 work session.

Contents of Decision Packet J: TSP Major Projects List, Studies List and Street Classifications

- Decision Table J

Items Marked for Discussion:

- J3

Ref #	Topic	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
J3	TSP Major Projects List	Volume 2B, page 22 (TSP IDs 20119, 20120, 20121). The Proposed Draft retains the Broadway/Weidler Interchange project, which was included in the TSP Major Projects List adopted by City Council in June 2016.	Remove the ODOT Broadway/Weidler Interchange project from the TSP Major Projects List.	**Retain Proposed Draft version.**	The PSC is considering a proposal, by Commissioner Smith, to delete from Project List TSP Projects #20119, 20120 and 20121. These items make up the Broadway/Weidler Interchange Project and ODOT's I-5 Broadway/Weidler Facility Plan. Fortunately, this project was able to be developed in conjunction with the CC2035 N/NE Quadrant Plan through a partnership between the City and ODOT. This meant that we were able to more fully influence and integrate the impact of the project on freeway safety and on the urban design, development and circulation objectives of the Quadrant Plan. After over a year of work, deliberations and consideration of about 70 alternatives, the project was supported by N/NE Plan stakeholders and the PSC. It was adopted unanimously by City Council and the Oregon Transportation Commission and was incorporated into the 2014 Regional Transportation Plan. There are several reasons that the project is important to keep in the TSP. 1. The resulting proposal ended up with a design that innovatively advances both safety along the freeway with significant improvements to local streets and adjacent blocks. 2. The proposed project includes a complete rebuild and seismic upgrade of critical bridges that carry all modes including streetcar. 3. It adds critical links to the pedestrian/bicycle system through a new pedestrian/bicycle bridge over I5 at Clackamas Street and a new multi-modal bridge connecting Dixon St. to Vancouver St. north of Broadway. 4. It includes a lid over the freeway, which proved to be the best engineering solution for ODOT AND an approach that can best supports the redevelopment potential of the Rose Quarter/Blanchard Building area. 5. It also offers the potential to enhance accessibility and livability for the adjacent neighborhoods that were adversely impacted with the construction of the freeway in the 1960s. 6. The project allowed ODOT to eliminate the longstanding proposal to build oversized flyover ramps connecting I-5 the Banfield. 7. The safety improvements on the freeway and access ramps allowed ODOT to approve Mixed Multimodal Area (MMA) status for the Central City. Removing these projects from the list jeopardizes the MMA designation. 8. Removing the projects would make the City's TSP out of compliance with the Regional Transportation Plan. In conclusion, PBOT and BPS strongly recommend that PSC does not remove the project from the TSP.	☒	☐ Retain project (staff rec.) ☐ Remove project

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Portland Planning and Sustainability Commission
February 28, 2017
4:00 – 6:00 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

4:00	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
4:05	**PM**	**Consent Agenda** Consideration of Minutes from February 14, 2017 PSC meeting
4:06	**PM**	**Central City 2035 Plan** Work Session
6:00	**PM**	**Adjourn**

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Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30 (closed-caption)
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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MEMO

DATE: **February 17, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director**

Joe Zehnder, Chief Planner

SUBJECT: **CC2035 Work Session on February 28, 2017**

The attached packet includes two decision tables that staff will walk you through at the work session on February 28, 2017. These are carry over items from previous agendas. We expect to publish an amendment related to item Q3 prior to the work session. See the proposed agenda on page 2 of this memo.

The decision tables referenced in the agenda indicate which items are currently tagged for PSC discussion. Items are tagged either because a PSC member has indicated that they want to talk about it or staff would like to discuss it with the PSC. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are on the table but not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last work session, we will ask the PSC to vote on all of the volumes as a package.

Agenda for the CC2035 Work Session
February 28, 2017, 4 – 6 pm

Duration	**Topic and Discussion Items**	**Related Materials**	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
15 min	Actions • Presentation • Discussion items: none	Decision Table R	R-1
45 min	TSP • Presentation • Discussion item: J3 (carried over)	Decision Table J	J-1
20 min	Bonus and Transfer Code/Maps • Presentation • Discussion item: Q3 (carried over)	Materials forthcoming	TBD
-	Adjourn	-	-

As currently scheduled, on March 14 staff will bring forward amendments to the bonus and transfer code that are necessary to implement Council's recently adopted Inclusionary Housing program and some changes that could be made to improve that program in the Central City. Keep an eye out for news about that work session on this blog.

The final planned PSC work session will be on April 11. Project staff expect to bring final amendments to the Commission. They will ask the PSC to take a final vote on the entire CC2035 Plan package and forward it on to City Council as a recommended draft.

Portland Planning and Sustainability Commission
February 14, 2017
12:30 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh, Mike Houck, Katie Larsell, Gary Oxman, Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak, Teresa St Martin

Commissioners Absent: Maggie Tallmadge

City Staff Presenting: Joe Zehnder, Sallie Edmunds, Rachael Hoy, Mindy Brooks, Debbie Bischoff, Nicolas Starin, Troy Doss; Karl Arruda, PBOT; Tim Heron, BDS

Chair Schultz called the meeting to order at 12:33 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner St Martin* commented on the joint Design Commission (DZ) / PSC subcommittee work session on the DOZA project. *Chair Schultz* added it was a great opportunity to express to the DZ what the PSC's mission and goals are and hear from them. We discussed some of their challenges that directly tie into our work. We didn't reach consensus on everything, but we were in alignment on lots of things. The consultant is collating our comments and we'll see where his recommendations go. *Commissioner Houck* noted DZ members are interested in joining the PSC meetings periodically. The consultant will bring the final report to the PSC in April.
- *Commissioner Spevak* participated in a session about the Multi-Dwelling Code Update Project. We are looking at this zone, which is mostly in East Portland. It will redefine yet another zone in Portland. Will there be a time for staff to brief us on this project?
    - We will look at adding a briefing for the PSC at an upcoming meeting.

Director's Report

Joe Zehnder

- RICAP 8 is going to City Council tomorrow afternoon. As part of getting there, there are a number of amendments that the Mayor will introduce to clean up some errors, none of which change the policy intent of what we were doing with these items. One will clarify language around inclusionary housing (IZ) and how it's treated outside the Central City. This is based on the Council IZ direction on parking.
- *Commissioner Rudd* commented that she heard that we didn't anticipate senior housing where services are included and people are paying to include those services in the context of IZ and suggested including consideration of that issue in future review.

Consent Agenda

- Consideration of Minutes from January 24, 2017 PSC meeting
- RW #7652: SW Hall, Lincoln, Grant and Sherman streets at SW Naito Pkwy
- RW #7927: NE Couch Ct east of NE 3rd Ave

Commissioner Smith pulled RW #7652 from the Consent Agenda. This will be a separate vote.

Commissioner Smith moved to approve the rest of the Consent Agenda. *Commissioner St Martin* seconded.

The Consent Agenda was approved with an aye vote.
(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Item RW #7652
Karl Arruda commented that these are several small segments of right-of-way that a few years ago PBOT thought had been vacated by a previous street vacation ordinance. But in looking at the ordinance, we realized these pieces had not yet vacated. This vacation will make the adjacent lands more feasible for development. Most are jointly owned by the City and ODOT. The north tip is owned 100 percent by ODOT. When these areas are vacated, the ownership will be joint between the City and ODOT. There are several sewer lines going through where BES has reserved easement rights. For Grant and Lincoln streets, PBOT development review have reserved rights for future pedestrian easements.

Commissioner Smith noted the relocation of the R2D2 rest area. There is a new proposal, and that area is just north of these locations. No portion of this vacation will be used for R2D2. The northern-most area is owned by ODOT, and they have not expressed interest in hosting R2D2. I wanted

- Karl: Correct. They are close together but quite unrelated.

Commissioner Smith moved. *Commissioner Baugh* seconded.
(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Central City 2035 Plan
Work Session: Sallie Edmunds, Rachael Hoy, Mindy Brooks, Debbie Bischoff, Nicolas Starin, Troy Doss

Sallie introduced today's work session. This is our fifth work session on the CC2035. One note: there was a typo for the first item, so we will be discussing Q6 rather than Q9. We haven't heard from commissioners that they want to pull any additional items for today's discussion.

Commissioner Larsell would like to discuss the freeway covering, Item P2.

Bonuses and Transfers, Part 1
Packet Q

Rachael introduced the topic. We have two items for discussion today and have held the other Q items over until the February 28 meeting.

Item Q3
The proposal is that sites entirely used for surface parking can't be used as a site to transfer FAR. But we have a potential other approach: sites with [any] surface parking are prohibited from being sending sites for FAR. Another way we could write this is to say sites with surface parking would be prohibited from being a sending site for FAR (e.g. if there is a lots and a structure on the same lot). Remember that we've proposed minimum FARs so sites like this would at least need to meet their minimum FAR before and then they could transfer what is left. Expanding the proposal would cover more properties that are prohibited.

Commissioner Spevak asked if the market is robust enough that when they want to develop a surface lot they could purchase from another site at that time? Would this incentivize development of these vacant sites?

- Yes, they could find another site to purchase FAR to bring it back onto their site. We're just trying to leave the opportunity to redevelop the lots and leave FAR on the site.

Commissioner Houck: I want us to be as aggressive as possible to redevelop these sites.

Commissioner Rudd: If there is parking on part of a property, I wouldn't want them to not be able to sell FAR. What's the policy underlying what is a sending site? Why are we making some sites sending sites and some not? If I have two legal lots (one with development and one with surface parking), what does that do?

- We want to prohibit those sites with surface parking to be sending sites for FAR. With a development on the same site, if we go this route, we increase the number of prohibitions. In the proposed draft, we are proposing minimum FAR. So if a site that is going to 6:1, they would have a minimum FAR requirement at least 2:1. Another way to look at this is we have a proposal on the table with minimum FAR in the Central City. As a reminder, we define site by ownership.

Commissioner Rudd: Does ownership mean the same legal entity so if the building and parking lot are in different legal entities FAR can be transferred from the developed site?

- This discussion as raised questions for me, but in a situation with development and parking on the same site, it means none of the FAR from the site could be transferred. There is something to what *Commissioner Spevak* was saying about how the economics might work, but there is really a lag. There may be more unintended consequences from advancing our desired policies.

Commissioner Baugh is in favor of the policy if the site 100 percent surface lot. For the dual use, is there a percentage of the lot surface area that would change this policy? There seems to be a balance or threshold there.

- This was part of *Chair Schultz*' conversation with staff as well. FAR is based on the total site size, not building coverage. But we could look at adding a layer to minimum FAR for sites that have both development and surface parking. We'd have to think about this and bring back the proposal.

Commissioner Bachrach asked if staff is recommending to add that lots that are entirely used for parking are prohibited from transferring FAR.

- The recommendation is to clarify that sites entirely used for surface parking are prohibited from being sending sites for FAR. We'd have to clarify either "sites with surface parking" or "sites that are entirely surface parking".

Commissioner Spevak gave a counter proposal: if someone who owns a surface lot is contacted by someone who needs FAR, I'd like to see that as an option to develop FAR sooner. I would support increasing the minimums and let the free market determine transfers. I'd rather have someone be able to use FAR now than have to wait.

Commissioner Smith noted the West Quadrant process and his request to develop surface lots. I still don't think we should allow FAR transfer off surface lots. I understand the complexity of a site that is partially a lot and partially a building. I would say you can't transfer off the surface lot portion of the site.

- Joe: We need to think about how this effects the economics. If all FAR is stripped off, the site is worth less. So it doesn't necessarily reward keeping the parking lot.
- *Chair Schultz*: I'm working on a site that isn't able to pencil, and they're thinking it's more cost-effective to leave the lot. So why not transfer the FAR off? If you took some properties off the marking, FAR would be more expensive.
- Joe: In the planning we've done in the Central City, if FAR moves around and gets built sooner than later, we're accomplishing our density goals sooner. There are two transfers allowed: by historic buildings and within a geography. It's not clear how it effects the value of the transfer; the benefit is having the lot used more efficiently and sooner.

Commissioner Baugh: When we talked about surface lots before, Greg Goodman talked about the same thing. If the economics of parking a car is more than building a building, there isn't a reason for them to change the use. If we don't make some incentive out of trying to force these lots to develop, the economics of parking will dictate.

- Joe: The transfer is potentially more one-time revenue, but that's a short-term play. This isn't what the Goodmans were talking about. The tipping point will push development on these surface lots. We're talking about a longer-term timeline.

Chair Schultz went back to the point. We are trying to allow historic structures to transfer FAR to gain funds to upgrade seismically. If you allow more FAR on the market, it incentivizes development. But is this more important than incentivizing seismic upgrades on historic structures?

- We'd have to eliminate the transfer within subdistricts as well with this reasoning. Reducing the ability to transfer on any site does have this impact, but I think it will be slight in terms of the overall market.

Commissioner Spevak asked about prioritization and selling off a surface lot site. I'd rather see FAR being used and built around the site so at least someone else is using the FAR.

- *Commissioner Smith* commented this is about the immediate, local environment. There are a variety of benefits for not having surface lots, and I'm inclined to the micro view of not having the surface lots.

Commissioner Bachrach: Do we currently have an active market for FAR transfers? What problem are we addressing?

- It's private market, so we really only see transfers through permits. There are times during a land use review that a transfer becomes a condition of approval. We'd like to see these properties redeveloped, so prohibiting FAR transfer on these lots will get us there. We have heard there are definitely cases where FAR is being sold from these lots, so that's the goal of the policy.

Commissioner Oxman: When you transfer the FAR off the site, the current site then has less FAR for future development. So what we're doing with transfers, the long-term leaves less FAR on the sending site. Does it make sense to limit how much FAR can be transferred?

- The site could be replenished at the time of development, but they'd have to go and find FAR from other sites and receive more FAR then.
- If you have up to 3:1, you have to leave 1:1 on the site; 5:1-8:1 you have to leave 2:1 on the site. We could consider adding a layer of limitation for sites with surface parking.

Chair Schultz: Why not let the full lot sites transfer? I think it applies to both circumstances.

Commissioner Baugh moved that transfers are applicable to full sites only as noted in the staff proposal. *Commissioner Larsell* seconded.

(Y4 — Baugh, Larsell, Oxman, Rudd; N6 — Bachrach, Houck, Smith, Spevak, St Martin, Schultz)

Commissioner Smith moved for staff to develop language to prohibit FAR transfer from any surface parking lot area without penalizing development that is already there. *Commissioner Houck* seconded.

Commissioner Smith: I don't want to see economic gain on surface parking by selling off FAR.

Rachael: Because FAR is calculated by the site size, we'll need to figure out how much FAR you could sell off from the building. We'll come back to you with a proposal to add another layer of limitations within the FAR.

Commissioner Rudd: Is there a practical concern that you've made the amount of FAR you can send so small you no longer promote the incentive for seismic upgrades on historic sites?

(Y7 — Baugh, Houck, Larsell, Oxman, Schultz, Smith, Spevak; N3 — Bachrach, Rudd, St Martin)

Staff will return to the PSC with language about FAR transfer to and from surface lots.

Item Q6
Joe: This is related to a proposal from SEIU for a prioritized transfer related to paying a living wage in the Central City.

Their proposal in the Central City for a commercial building would be:

- Commercial FAR transfers of at least 1:1.
- Pay service workers a rate = 50 percent MFI.
- Record covenant on the property.
- Enforcement is thru court action.
- Historic property transfers still available.

Staff recommends maintaining the proposed draft and not adding this option. Mechanisms by which we can increase living wages and jobs in the Central City is certainly something we support. But when you think about a covenant on a property by a current developer that promises behavior by others in the future, it creates an uncertainty for the project and for the financiers of the project. This is a lot of unknown and risk to include in a development proposal. We think this is better implemented somewhere outside the Zoning Code.

Commissioner Spevak agrees and moved to not change staff's recommendation. *Commissioner Larsell* seconded.

Commissioner St Martin agrees. This is not the place to add this policy, even though I appreciate the ideas and creativity.

Commissioner Baugh also agreed. The intent is good, but it's the wrong tool and the wrong place to implement this.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Miscellaneous Code and Map Amendments

Ground floor active use
Staff proposed expanding the list of items that do not qualify as active uses:

- Display windows
- Bike parking
- Utility/mechanical rooms

Of note, the standard can be modified, and through the discretionary review process we know there are situations where amenity spaces have been created with bike parking to make the spaces more active. There were questions about bike parking being an active use. BPS will clarify within the standard that we don't think these items qualify as active use.

Commissioner Spevak supports staff's recommendation aside from the bike parking portion. I've heard many people say there are benefits to showing bikes in prominent display. And you want bikes on the ground floor. I would hope staff could craft language so bike parking could count for a percentage of active use on the ground floor to help cultivate a bike-friendly environment.

Commissioner Houck heard the option for a developer that can make the case for bike parking being considered an active use. If there is activity that goes along with the bike parking, I'd support that.

- Yes, modifications are allowed as the provision is written now.

Commissioner St Martin asked about the display window prohibition. What's going on here?

- It depends on what the display window looks like and what it's setback is. It might be better for the modification tool. This is more like a window and a wall with a little depth… not a large

department store window. The proposal removes the option for a display window unless the modification shows this type of display case is an active space.

Commissioner Oxman: When you're talking about mechanical and utility areas, does this include common areas like lounges?

- This is purely about mechanical rooms.

Commissioner Smith: I am sympathetic about normalizing bike parking. What is the burden and what do you have to show for bike parking to be considered an active use?

- Tim Heron: We balance guidelines with modification requests. The current trend has been for bike lounges to allow for more of a residential amenity around bike parking.

If we have a window with the view into a bunch of racks with some people movement around, would these meet the guidelines?

- It's a balance of how much.

Commissioner Bachrach: What more are we asking from the code to change the discretion you already have?

- One of the main design guidelines is creating the vibrant streetscape. With many cases, what was brought to us through testimony from BDS and DZ is that the parking always goes to bike parking. By adding this to the standard, it's calling out that bike parking isn't considered automatically ok unless the applicant can show this is an active use.
- This allows a case-by-case analysis and clarifies the code. So the debate for every new applicant is nuanced based on the specific project.

Commissioner Spevak: Could we craft the code for bike parking versus car or mechanical accommodations? Could you say bike parking could only meet a certain percentage for glazing for active use on the ground floor? Something prescriptive?

- You'd like to see not putting bikes in the same sentence as vehicles; their parking is different from auto parking. If we were to have a percentage here about bike parking being allowed, you're still potentially going through a modification situation about what the bike parking is.

Commissioner Spevak: Bike racks in front of a window are better than a car garage or mechanical equipment, but I wouldn't want this to be the same as ground floor retail.

Commissioner Spevak moved to support staff's recommendation to exclude display windows and utility/mechanical rooms, with bike storage being able to be used by right for up to a quarter of the active ground floor window use. *Commissioner Smith* seconded.

(Y8 — Bachrach, Houck, Larsell, Rudd, Schultz, Smith, Spevak, St Martin; N2 — Baugh, Oxman)

Ground floor space

Nicolas: The standards for ground floor active uses are very different. Ground floor windows refers to the percentage of glazing. Ground floor use defines the space. This amendment adds the bike ground floor parking. Because this is the design of the space, we don't you'd need to have the same percentage identified here since we just did in the ground floor windows.

Commissioner St Martin: Can you clarify the active use part? Is there something special about this?

- It is more of an update that we were asked by BDS to include. You currently can prepare the space but don't have to construct it. So it seems like an unnecessary and confusing piece of code we're trying to clarify.

Commissioner Baugh: We just voted to put bicycle parking as a percentage. But if you had a window with bike parking, is that then prohibited here?

- Nicholas: You were just talking about changing the standard for ground floor active use, not floor space. It wouldn't make sense to have a percentage here. So in active uses, I'd suggest I in the spirit of your amendment above, we take out bike parking from the list of things that

don't qualify. There isn't anything to change in the standard about height and depth of the space.

Commissioner Rudd: In the Pac West building there is a vacant corner. So how would that change?

- Tim: This is an existing building. Part of why this standard was written when we were putting the Gateway Regional Center into code. There were areas that definitely weren't ready for retail. We said you can build structural minimums, but the genesis was to initiate construction and use.

Commissioner Spevak moved to support the proposed amendment excluding bike parking from staff's proposal. *Commissioner Smith* seconded.

(Y9 — Bachrach, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin; N1 — Baugh)

Rachael: Just as a follow-up from the last meeting, if we look at Table I, when we spoke about the ecoroof standard, *Chair Schultz* asked about a parking structure and its applicability of the ecoroof requirement. We want to propose that areas used for parking on the top floor of structured parking would be exempt from the ecoroof standard.

Commissioner St Martin: Does parking include helicopter landing pads?

- We can double-check, but yes.

Commissioner Spevak: What's the policy rationale for this exception?

- In part, the intent is to make sure coming in wouldn't be required to put a roof with an ecoroof on top of it. They are still responsible for managing stormwater on-site.
- *Chair Schultz*: Parking structures don't usually have roofs on them, so without the exception, they'd have to build a roof and an ecoroof on top of that.

Commissioner Houck moved to accept staff's proposal. *Commissioner Baugh* seconded.

(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, St Martin; N1 — Spevak)

Policies and Related Actions
Troy highlighted policy amendments that have been proposed in the West End and in the Lloyd District. We also have a citywide policy that has some suggested amendments around complete neighborhoods and amenities that can fulfill the policy direction.

Item P2
Commissioner Larsell commented on how this freeway capping concept instead of doing basic things in East Portland, for example, is something I question. I also understand this is policy, but I want someone to address the discrepancy of resources going into Central City and not other areas.

- Joe: The CC2035 Plan sits within the Comp Plan. We are looking at all Comp Plan policies in an equity lens, so this sits in that context. We do not know in the overall policy regime for CC2035, this is to be evaluated to be evaluated with/against other projects outside the central city. The reason this cap keeps coming up is because it's more likely to have development on top of a cap in the Central City will have more of an economic benefit. So something over I-205 is not as viable right now.

Commissioner Baugh noted this was a conversation we had a few hours ago. My question is if this item adds anything into the TSP.

- It's not in the TSP. This is not an action, this is a policy. It would still have to be evaluated as other items that are looking to get on the TSP list are.

Commissioner Smith noted this policy would add emphasis to the Rose Quarter project, so this could be one more policy bullet supporting that.

- This doesn't require anything; it just supports the ability to do the project.
- The cap for Broadway-Weidler is part of the PSC discussion on February 28.

Commissioner Rudd: Who owned the development rights over the freeways… ODOT or the City? This would create land in the Central City and there is money associated with that.

- The I5 cap estimate is $450M. The I-405 estimate was from back in Mayor Katz' day. For the I5 cap, it was seen as the low-cost solution instead of building additional viaducts over the freeway. We'll get into this in depth at the next meeting. We don't yet know if the City or ODOT would have the rights to develop over the freeway. What's motivating the I5 project, from ODOT's view, is solving a safety problem on the freeway.

Commissioner Baugh: When we talk at the next meeting, lots of these questions about air space and development rights are included. I would like to know the path that this project would have to go through to get on the TSP.

Item P1
Troy introduced the topic and the growth in the numbers of people are moving to the Central City with children. With this birth rate, we want to be sure we can maintain the families that are here and moving here. In 2008, we put in a bonus for units with 2+ bedrooms. The market has shifted so over 20 percent of the housing being built is 2+ bedroom and fitting the family housing. The IZ proposal included provisions to include larger units in the Central City. We also added two policies (2.7 and 2.8) to the Central City Plan to support family living. We want to continue to work with PPS on the redevelopment of the Lincoln High School site into more than just a high school. We're also working for PP&R to create active sites for recreation and with PHB to track how IZ works in terms of housing diversity.

In projects like The Ramona, for example, it could have been for anyone at 60 percent MFI or lower. There was an overwhelming response from families with children. So we are seeing a response to projects like this in the Central City.

Commissioner Bachrach asked about action item 5. I want to be sure this can be added to the rest of the city as well (tracking and reporting on housing diversity and development).

- Joe: our intent is to do this citywide in conjunction with PHB.

Commissioner Rudd: Do we have a sense of how many 2-bedroom units have kids versus how many are people with offices?

Commissioner Houck: I went to The Ramona with Ed McNamara. There are currently 130 children and a waiting list of 400 households. So this is really important.

Commissioner Spevak: I appreciate staff's work on this. On the public school item, is it appropriate to key the action item to Lincoln HS, or can it be more flexibly initiated? There is a demand for a school in the more northern part of the Central City.

- *Chair Schultz*: I've heard of people thinking about the potential as a private school coming to downtown that operates on providing scholarships. So we shouldn't limit the policy to just the Lincoln site and PPS.
- Troy: This did emerge from North Pearl District language initially. We wanted to reward public schools. But we could add a provision and continue to support PPS' work in the Central City.
- *Chair Schultz*: Why would we not try to get any schools going in the Central City?
- Troy: We could strike Lincoln from this and bring back additional language to support other schools as well.
- Joe: We can bring this language back… either in the policies or in an action. What motivated this initially was to think about redevelopment of the Lincoln site that is more than just a high school.

Commissioner Smith: I had flagged Item P7. From a PPS perspective, the Central City isn't the right "unit" for them. It's not clear to me that PPS has done the exercise that between the Central City and Inner Ring if they'll need more real estate for school facilities.

- Joe: The need for extra school capacity in the Central City is something on the PPS plan. There has been a greater awareness and acceptance that it's getting to this need. Thinking about this for multiple schools may be too far out on the PPS horizon for now.

Chair Schultz: We're asking staff to return with language around Action 1. P2 is now piggy-backing on the next meeting's discussion. We're challenging P7 a bit.

- *Commissioner Smith*: P7 sounds fine from a policy point-of-view.

There is PSC support for Item P1.

Actions
Nicholas introduced Decision Table R: Action Charts. These are adopted by Resolution, so they are statements of support but not binding policy. There are 5 sub-groups of changes proposed to the action charts:

- Actions to re-include
- Actions to delete
- Actions to revise
- New actions
- Other changes

Item R36
This is an action for the Lower Albina area to use under-utilized space. *Commissioner Baugh* had suggested additional language to flesh out the action further as shown in italics:

"Develop and implement a strategy to install community gathering spaces, trees, and other green infrastructure in existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses. *Also ensure that improvements help implement the City's equity goals and strategies, especially as they relate to the history of impacts to Portland's African-American community.*"

PSC members gave a head nod to these items. R43 will be discussed later today. *Commissioner Smith* confirmed he is good with the Morrison Bridge action item and Water Ave action based on responses he previously received from staff.

R53 is the action that Troy was just talking about (Action 1 noted from above).

Commissioner St Martin moved to accept these actions as supported by staff and amended by *Commissioner Baugh* in R36 noted above. *Commissioner St Martin* seconded.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

River Review
Commissioner Rudd recused herself from this part of the discussion. Mindy summarized the items not marked for discussion.

Item M1
M1 is related to replacing existing structures within the river environmental overlay zone. The Proposed Draft code exempted replacement of existing structures above the ordinary high water from the river e-zone requirements, but below ordinary high water review would be required

Commissioner Houck asked that we discuss this further with BES. We had those discussions with BES and discussions with BDS and with the City Attorneys. We are continuing to recommend an exemption for replacement of existing structures because it is consistent with the environmental overlay zones, there is little in-water structure in the Central Reach and not exempting them would have very limited impacts in the Central Reach. If something was being done years ago, we shouldn't pass up opportunity to review. I agree with staff that in the Central City, the impact is fairly de minimus. But we should revisit when planning for the South Reach or North Reach.

Commissioner Houck: I move to accept staff's proposal on Item M1 with the caveat that we revisit for North and South reach because there is much more in-water structure in those reaches. *Commissioner Oxman* seconded.

(Y9 — Bachrach, Baugh, Houck, Larsell, Oxman, Schultz, Smith, Spevak, St Martin)

Scenic Resources
Mindy summarized the amendments related to how we map scenic resources. There are also a number of edits to clarify the relationship between chapters 33.480 and 33.430.

Item B2, Views from Vista Bridge
This was initially part of the PSC discussion in September. The 1991 SRPP established methodology for mapping and protecting views from viewpoints and from view streets. In both situations, the view is protected from a single vantage point. In 1991 a view of Vista Bridge from the I405/Jefferson St overpass was protected by limiting heights along Jefferson St. This update for the Central City keeps that methodology.

In addition to protecting the view of Vista Bridge from I405/Jefferson St but allowing some intrusion into the view; a second staff recommendation was discussed to add a new viewpoint at Collins Circle.

Commissioner Smith: I travel this corridor many weekends, so I check this out regularly. I changed my mind from the fall based on two factors: It's not just the view from the overpass, but as you're going down the hill, addition height would have more impact as you go down. Also, the idea of substituting Collins Circle as a viewpoint didn't go over well with the community. There is the question of what should happen at Collins Circle, but the trade-off of degrading the view versus getting one more story on the building isn't worth it. I wanted to correct my previous vote. I would stick with the current heights rather than the increased heights.

Mindy: Existing heights are 30-45'. Proposed are 40-60'. As-amended on September 27, we would see heights up to 75'.

- *Commissioner Smith*: I would at least want to go back to the proposed if not the existing.

Chair Schultz The philosophy for viewpoints and view streets (versus a scenic corridor) have been from one vantage point.

- *Commissioner Smith*: Yes, but you experience it from a linear path.

Commissioner St Martin: So is this mixed used here, commercial on the bottom and residential on top.

- Yes. That is what we are seeing along the corridor now.

Commissioner Baugh: If we change here, are we treating them differently from other view streets? I'm concerned if we're changing methodology here.

- Most streets we don't need to adjust heights because they're direct. We didn't discuss other streets at the fall meeting but there are two others that have heights limits or setback associated with the view street.

Commissioner Houck: I had discomfort when we voted before as well. Many of the views, particularly from sidewalks, were occluded by trees. I hope the trees mature over time, but that might mean you couldn't see the bridge from the sidewalks anyway.

- Different street trees and types will go in over time.

Commissioner Oxman: Are there economic feasibility issues with construction at 75'?

- There is a good price point at 5-over-1 at 75'. 60' is not infeasible but is one less story (potentially 1.5 stories), so developers prefer 75'. Also, projections, like mechanical equipment, cannot be taller than the height limit either.

Commissioner Bachrach: I half agree with *Commissioner Smith*. I don't think Collins Circle is a viable amenity. But what's more important, the view or the trees? Light rail density? Going from 75' to 60' is not easy for a developer; 5-over-1 is a standard development size. I'm going to stick with what we decided at the last vote on this.

Commissioner Rudd: I'm not ready to write Collins Circle off. You can access it without crossing the light-rail track.

- Even though there is no crosswalk here, lots of people are already using it.

Commissioner Spevak: I wouldn't write Collins Circle off, but I don't think adding a viewpoint is enough to activate it.

Commissioner Larsell: Collins Circle right now is hard to walk around and through. Whether it becomes a viewpoint or not, it would be great to improve the connectivity.

Chair Schultz: I am comfortable with the view as we left it last; I'm not comfortable with changing the methodology. In my perspective, Collins Circle isn't a substitute for the view street, but it would be an additional piece that could bring redevelopment of that area and a place to celebrate the view.

Commissioner St Martin: I think it would be nice to have some art at Collins Circle

- *Commissioner Smith*: There is some are there already and part of the problem with adding a viewpoint is displacing the art.
- There is art here that is also culturally important. We wrote the action (R43) such that we would need to consider the art when planning for the circle.

Commissioner Baugh: I'm in full agreement with *Commissioner Bachrach*. This is a transit street, and we should take advantage of the development opportunity.

Commissioner Smith: I move we return to the 60' height limit as in the Proposed Draft. *Commissioner Oxman* seconded.

(Y2 — Oxman, Smith; N8 — Bachrach, Baugh, Houck, Larsell, Rudd, Schultz, Spevak, St Martin)

Item R43
Action to improve pedestrian connectivity and add amenities to formalize the viewpoint at Collins Circle. This would take quite a bit of planning and organizing to pull together to discuss what to do here. Public involvement effort and looking at funding options. There is currently no funding devoted for this. If there is a need to address the light rail line or other transportation functions, there would be an opportunity here to move this forward.

Commissioner Rudd: If nothing else, I would suggest PBOT look at a crosswalk here.

Next Steps
Our next discussion will be on February 28. Staff will meet with PSC officers on Thursday to prep for this session.

Adjourn
Chair Shultz adjourned the meeting at 3:43 p.m.

Submitted by Julie Ocken

REVISED Decision Table R: Recommended Amendments to Work Plan Action Charts

This table was originally scheduled for PSC discussion on January 24, 2017. It contains the following categories of recommendations:

I. Actions from Quadrant Plans and the Discussion Draft CC2035 Plan to re-include in the CC2035 Plan, p. R-1;
II. Deleted Proposed Draft actions, p. R-2;
III. Revised Proposed Draft actions, p. R-3;
IV. New actions, p. R-6; and
V. Other action chart and Volume 5 changes, p. R-8

Changes to this document since the January 24, 2016 draft include:

- Revised items: R29, R36, R39, R42, and R43. Changes are highlighted.
- New items: R51 – R60. These items are marked "New" and are appended to the appropriate section of the table (I – V), rather than at the end in consecutive order.

Action Items that include an asterisk* have more detailed descriptions in Volume 5, beginning on page 179.

Contents of Decision Packet R: Actions

- Decision Table R
- Memo R

Items Marked for Discussion at the Feb. 14 Work Session:

R36
R43 (to be discussed separately with item B2, view of Vista Bridge)

Items Marked for Discussion at the Feb. 28 Work Session

R14 and R20

I. Actions from Previous Documents Recommended for Re-Inclusion in the CC2035 Plan *Note: Action item numbers have changed through various planning documents; the action numbers in this section are those used in the identified source document, not the Proposed Draft. These actions will be given a new number when included in the Recommended Draft.*

Ref #	Action	Subdistrict	Source Document	Staff Recommended Action Language	Timeframe	Lead & Partner Implementer	Staff rationale	Discuss?	PSC decision
R1	RC4	Lloyd	N/NE Quadrant Plan	~~Adjust regulations and~~ Consider incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	~~CC2035~~ Next 5	**BPS, PDC**	The CC2035 Plan bonus and transfer system prioritizes affordable housing and historic preservation and does not include any regulatory incentives to support the Convention Center. Therefore, this action is recommended for re-inclusion.	☐	☐ Support staff rec. ☐ Other
R2	TR11	Lloyd	Discussion Draft	Implement the Sullivan's Gulch Trail Concept Plan per City Council Resolution No. 36947. [no change]	6-20	**PPR, PBOT** Partners: Private, ODOT, UPRR	Action was inadvertently omitted from Proposed Draft.	☐	☐ Support staff rec. ☐ Other
R3	UD3	~~Lloyd~~ Central City	N/NE Quadrant Plan	Consider ~~Develop regulatory tools~~ incentives to encourage the provision of open space, including public open space, publicly-accessible private open space ~~on large blocks,~~ with new residential and mixed use development and ~~multifunctional private courtyard spaces with new high density residential development~~ pocket parks. ~~Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.~~	~~CC2035~~ Next 5	**BPS**	The CC2035 Plan bonus and transfer system prioritizes affordable housing and historic preservation. This action is recommended for re-inclusion to support future work to identify additional new tools that encourage provision of open spaces.	☐	☐ Support staff rec. ☐ Other
R4	RC3	Lower Albina	N/NE Quadrant Plan	~~Apply~~ Consider zoning provisions ~~to~~ for the IG1 zone~~d properties~~ east of the Union Pacific railroad alignment that allow ~~certain~~ compatible office-like uses, similar to the ~~Employment Opportunity Subarea regulations~~ Industrial Office allowances in the Central Eastside. Implementation of ~~the Employment Opportunity Subarea regulations is contingent on developing~~ these provisions should be accompanied by a Lower Albina parking strategy that explores on- and off-street parking ~~facilities~~ strategies for workers and visitors ~~and on-street parking strategies.~~	~~CC2035~~ 6-20	**BPS, PBOT**	While the CC2035 does not propose significant land use changes in the Lower Albina area, staff believes potential allowances for Industrial Office uses should be studied in the future.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Source Document	Staff Recommended Action Language	Timeframe	Lead & Partner Implementer	Staff rationale	Discuss?	PSC decision
R5	HN3	Central City	SE Quadrant Plan	Create tools to help bridge the minority homeownership gap in the Central City. [no change]	~~CC2035~~ ongoing	**PHB**	This is an important policy goal and reflects ongoing PHB efforts.	☐	☐ Support staff rec. ☐ Other
R6	RC1	Downtown	West Quadrant Plan	Develop regulatory and financial incentives to encourage new office development and businesses. [no change]	~~CC2035~~ Next 5	**BPS** Partners: City, PDC	The CC2035 Plan bonus and transfer system prioritizes affordable housing and historic preservation and does not include any regulatory incentives to support the office development in the Downtown, an priority identified in the West Quadrant planning process. Therefore, this action is recommended for re-inclusion.	☐	☐ Support staff rec. ☐ Other
R7	HN3	Downtown	West Quadrant Plan	Provide incentives to increase residential development along SW Naito Parkway and the South Park Blocks. [no change]	~~CC2035~~ Next 5	**BPS** Partners: PHB	This action supports Central City 2035 goals for increased residential development near the riverfront and along the Park Blocks.	☐	☐ Support staff rec. ☐ Other
R8	HN2	Old Town / Chinatown	West Quadrant Plan	~~Implement~~ Develop incentives that encourage new housing in the Naito Parkway/riverfront area	~~2-5~~ Next 5	**BPS, PDC**	This action supports Central City 2035 goals for increased residential development near the riverfront.	☐	☐ Support staff rec. ☐ Other
R9	EN9	~~Central City~~ Citywide	SE Quadrant Plan	Pursue ~~Consider~~ new regulatory tools that would encourage or require large multi-family and commercial development projects to include~~ charging facilities for electric vehicles~~ EV-ready ~~wiring~~ conduit and electrical capacity for electric vehicles when parking is provided.	~~CC2035~~ Next 5	**BPS**	This action reflects current BPS citywide policy efforts related to creation of EV-ready infrastructure.	☐	☐ Support staff rec. ☐ Other
R10	UD1	Central Eastside	SE Quadrant Plan	Update existing Central Eastside Design Guidelines and adopt new guidelines specific to the OMSI and Clinton station areas, mixed-use development along the IG1/EX interface, and recognition of the historic Morrison and Belmont main streets. [no change]	~~CC2035~~ Next 5	**BPS**	This action was inadvertently omitted from the Proposed Draft.	☐	☐ Support staff rec. ☐ Other
R11	EN6	~~Lloyd~~ Central City	N/NE Quadrant Plan	Develop an integrated strategy to implement the Street and Development Character concept, to include direction for street trees, streetscape design and relationships of adjacent buildings, among others ~~and implement a tree planting strategy for the Lloyd District. The strategy should indentify available planting locations including streets and underutilized space within public rights of way.~~	~~6-20~~ Next 5	**BPS** Partners: BES, Parks; PBOT, BDS	This action has been revised to cover more aspects of the Street and Development Character concept. It is currently being implemented by BPS in collaboration with other bureaus.	☐	☐ Support staff rec. ☐ Other

~~II. Proposed Draft Actions Recommended for Deletion~~

Ref #	Action	Subdistrict	Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R12	~~HN2~~	~~Central City~~	~~Adopt inclusionary zoning provisions to increase the supply of affordable housing~~	~~Ongoing~~	~~BPS, PHB~~	This action has been implemented.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R13	~~WR12~~	~~Central City~~	~~Create an inter-bureau, inter-agency team, modelled after the BES Streamlining Team, to provide coordinated environmental permit review for private development projects. This may require a fee-for-service in addition to individual permit fees.~~	~~Ongoing~~	~~BES Partners: BPS, BDS, DSL, USACE, MOAA, ODFW~~	Instead of creating a separate new process, the City is joining with state and federal partners in the Kaizen process, designed to achieve similar goals.	☐	☐ Support staff rec. ☐ Other
R14	~~RC19~~	~~Downtown~~	~~Study the feasibility of removing or reconfiguring the ramps and approaches to the Morrison bridge to create more developable land parcels and improve multimodal connectivity to the river. Consider the impacts to providing southbound freeway access from the Central Eastside~~	~~2-5~~	~~PBOT, County, BPS~~	This has been studied and determined to be infeasible by PBOT as part of the James Beard Public Market analysis.	☒ 2/28	☐ Support staff rec. ☐ Other
R15	~~TR70~~	~~Lower Albina~~	~~Evaluate the feasibility of including a public viewing area near the north landing of the new bike/pedestrian I84 overpass between NE 7th and NE 8th. The view is of downtown Portland.~~	~~6-20~~	~~PBOT, PPR Partners: ODOT, UPRR, Private~~	Corrects error. This was an earlier version of Lloyd District action RC36 mistakenly included in the Proposed Draft and listed under Lower Albina.	☐	☐ Support staff rec. ☐ Other
R16	~~TR87~~	~~Old Town/ Chinatown~~	~~Implement signalization and pedestrian improvements at the intersections of 4th and Burnside and Couch and Broadway.~~	~~2-5~~	~~PBOT~~	These improvements have been completed.	☐	☐ Support staff rec. ☐ Other
R17	~~EN36~~	~~Old Town /Chinatown~~	~~Improve river health and riverbank conditions with enhanced native vegetation on the bank in the McCormick Pier area and on the riverbank between the Steel and Broadway Bridges.~~	~~6-20 years~~	~~PPR, BES, BPS, Private~~	This action's location is on private property and the amount of benefit is minimal at best due to constraints with the condo development. This is not a priority for PPR or BES. There is a Central City action to develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach (WR7*). Also see the riverbank enhancement targets in Volume 5, p. 4.	☐	☐ Support staff rec. ☐ Other
R18	~~EN41~~	~~University District/South Downtown~~	~~Enhance river bank and shallow water around RiverPlace to maintain and improve fish and wildlife habitat.~~	~~2-5 years~~	~~PPR~~	PPR would like to see BES lead on this action. BES does not support this action because it would create an attractive nuisance for fish with the RiverPlace Marina there.		
R19	~~TR77~~	~~Lower Albina~~	~~Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.~~	~~2-5~~	~~PBOT Partner: PPR~~	A revised version of this action is now included in the TSP Major Projects list.		

III. Revised Proposed Draft Actions

Ref #	Action	Subdistrict	Commenter	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R20	TR36	Central Eastside	PBOT	Study the potential for <u>shuttle</u> bus service along SE Water Avenue.	~~2-5~~ <u>Next 5</u>	**PBOT, TriMet** Partner: Metro (TPAC)	TriMet and PBOT have determined that Water Ave is not well-suited for traditional fixed-route service. Transit street classification is proposed for removal.	☒ 2/28	☐ Support staff rec. ☐ Other
R21	TR8*	Central Eastside	PBOT	Create <u>a</u> one-way couplet~~s~~ on ~~Stark/Washington and~~ Yamhill/Taylor to alleviate congestion at signalized intersections.	~~2-5~~ <u>Next 5</u>	**PBOT** Partner: PDC	Couplet operation has been determined to be infeasible on Stark/Washington	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R22	TR14	Central Eastside	PBOT	Build a bicycle/pedestrian bridge that connects the Central Eastside to the Lloyd District across I-84. [no change]	~~6-20~~ Next 5	**PBOT** Partner: PDC	This project is advancing on a more rapid timeline.	☐	☐ Support staff rec. ☐ Other
R23	TR59	Goose Hollow	PBOT	Explore traffic calming opportunities for SW 20th. Incorporate pedestrian and bicycle-oriented features where feasible. [no change]	~~6-20~~ Next 5	**PBOT**	Traffic calming measures will be implemented soon and a neighborhood greenway project is funded.	☐	☐ Support staff rec. ☐ Other
R24	RC36	Lloyd District	PBOT	At viewpoint NE01 identified in the Scenic Resources Inventory (BPS), construct a viewing area, including a belvedere with bench and marker, on the new bike/pedestrian I84 overpass at~~between~~ NE 7th ~~and NE 8th~~. The view is of downtown Portland. The viewing area should be separated from lanes of travel.	~~2-5~~ Next 5	**PBOT** Partners: BPS, ODOT, UPRR	The bridge is planned to connect NE 7th across the I-84 overpass.	☐	☐ Support staff rec. ☐ Other
R25	TR90	Pearl	PBOT	Develop a bike/pedestrian bridge connecting NW Flanders over I-405. [no change]	~~6-20~~ Next 5	**PBOT** Partner: ODOT	This project is funded.	☐	☐ Support staff rec. ☐ Other
R26	TR96	Pearl	PBOT	Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills over Naito Parkway and explore a possible bridge that extends NW 13th to the River. Explore feasibility of connecting this future bridge to the Broadway Bridge to directly connect cyclists to the Marshall bikeway and pedestrians to Naito Parkway. [no change]	~~2-5~~ 6-20	**PBOT** Partners: PDC, BPS, PPR, Private	Change in timeline.	☐	☐ Support staff rec. ☐ Other
R27	WR7*	Central City	BPS	Develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach. [no change]	~~2-5~~ Next 5	**BES, BPS** Partners: ~~BES~~, PPR, State & Federal Agencies, Private	Error correction, BES is already co-lead.	☐	☐ Support staff rec. ☐ Other
R28	~~EN10~~ EN11	Central City	BPS	Explore opportunities for new multi-family and commercial property developments to consider building designs that allow for the capturing and reuse of water. [no change]	Ongoing	**BPS, Private**	Numbering correction; second action EN10 should be EN11	☐	☐ Support staff rec. ☐ Other
R29	EN50	West End	BPS, Mary Vogel	Identify tree and shrub preservation and planting opportunities and implementation strategies along I-405, including improving vine coverage of canyon walls, with an emphasis on native species, where appropriate.	6-20	**ODOT, Private** Partners: PBOT, BES, PPR	Adds shrubs for preservation and planting opportunities and emphasize native species.	☐	☐ Support staff rec. ☐ Other
R30	WR11*	Central Eastside	BPS	Partner with property owners and stakeholders to seek funding and implement ~~a preferred~~ the concept plan for Eastbank Crescent ~~that includes~~ for fish and wildlife habitat, along with boating, swimming, educational opportunities, and an enhanced greenway trail.	~~2-5 years~~ Ongoing	**BPS, PPR, PDC, BES,** OMSI, Private	This is an ongoing project to implement the concept plan for the Eastbank Crescent area.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R31	WR12	Central Eastside	BPS	Explore concepts and partnerships to enhance fish and wildlife habitat along the Eastbank Esplanade between the Morrison and Hawthorne Bridges.	Ongoing	**BPS, BES, PPR,** PDC, ~~OMSI,~~ ODOT	OMSI is not a property owner in this geographic area.	☐	☐ Support staff rec. ☐ Other
R32	TR25	Central Eastside	BPS	Study the feasibility of realigning the Morrison Bridge off ramp to MLK to allow for through eastbound traffic on Yamhill. [no change]	~~2-5~~ Next 5	**PBOT, County,** PDC	Multnomah County has jurisdiction over the Morrison Bridge and is added to this action as an implementer.	☐	☐ Support staff rec. ☐ Other
R33	UD7	Central City	BPS	Identify remnant parcels or portions of publicly owned right-of-way (City, County and State owned lands) that could be used for publicly accessible parks, open space, recreation opportunities and stormwater management. [no change]	Ongoing	**PPR,** BES, PBOT, County, State	Add County and State as partners since specifically identified in action.	☐	☐ Support staff rec. ☐ Other
R34	EN3	Central City	BES	Identify tree preservation and planting opportunities and implement strategies (e.g., street tree planting and maintenance programs) that meet multiple objectives, including reducing urban heat island, improving local air quality, intercepting rainfall to reduce stormwater runoff and providing habitat. [no change]	~~2-5~~ Next 5	~~**BPS**~~ **BES** Partners: BPS ~~BES~~, PPR, BDS, PBOT, PWB, PDC	BES manages the tree program which is best suited to implement this action item.	☐	☐ Support staff rec. ☐ Other
R35	EN14	Central City	BES	Evaluate options to increase property owner interest in street tree planting, including potential public assistance with tree pruning or other tree-related maintenance. [no change]	~~2-5~~ Next 5	~~**BES,**~~ **PPR** Partners: BES, PBOT, BPS	PPR (Urban Forestry) manages and regulates existing trees throughout the city and engages with the public to ensure appropriate maintenance of street trees. Thus PPR is best to lead this effort.	☐	☐ Support staff rec. ☐ Other
R36	EN32	Lower Albina	BES	Develop and implement a strategy to install community gathering spaces, trees, and other green infrastructure in existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses. Also ensure that improvements help implement the City's equity goals and strategies, especially as they relate to the history of impacts to Portland's African-American community.	6-20	~~**BES**~~**BPS** Partners: PPR, UF, BES, PBOT, PWB, ODOT, Private	BPS is the best agency to lead the development of a strategy and implementation approach for this effort.	☒	☐ Support staff rec. ☐ Other
R37	UD83	West End	BES	Develop and implement a strategy to encourage main-street friendly streetscape and green infrastructure improvements on SW Jefferson Street. [no change]	~~2-5~~ Next 5	**PBOT, BPS~~BES~~** Partners: BES, ~~BPS~~	BPS is best positioned to work with PBOT to develop this strategy. BES will be a critical partner in implementation.	☐	☐ Support staff rec. ☐ Other
R38	HN13	Goose Hollow	BES	Develop and implement a strategy to encourage main street-friendly streetscape and stormwater management improvements on SW Jefferson Street. Explore the feasibility of burying utilities as part of improvements and planting additional trees. [no change]	~~2-5~~ Next 5	**BPS, PBOT** Partners: BES, PGE, Private	BES will be a critical partner in implementation.	☐	☐ Support staff rec. ☐ Other
R39	EN13	Central City	20503 Colin Cortes; Audubon	Consider ~~Develop~~ a "Dark Skies" initiative and identify best practices~~strategies~~ to reduce the impacts of nighttime lighting and sky glare ~~to reduce impacts of building lighting~~ on human health and well-being, wildlife and energy consumption.	~~2-5~~ Next 5	**BPS, ~~Private~~** Partners: PBOT, BES	BPS believes a comprehensive project that analyzes the effects of nighttime lighting, identifies best practices and develops options for reducing negative impacts is needed.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R52 and Memo R New	UD1*	Central City	BPS	1. Revise action item language: Update the Central City Fundamental Design Guidelines to reflect the urban design goals and policies of the CC2035 Plan~~incorporate guidance for bird-friendly building and lighting design, in general alignment with key elements of the City's adopted Green Building Policy. Incorporate Crime Prevention Through Environmental Design (CPTED) principles, wind-mitigating design principles for tall buildings, as well as pedestrian scale and livability considerations~~. 2. Revise action item detail language (Vol.5 p. 209-210) to include in the update of the Central City Fundamental Design Guidelines: • Location of building bulk on parcels adjacent to the Park Blocks • Desire for ground floor windows and active uses facing parks and open spaces • Crime Prevention Through Environmental Design (CPTED) principles • Relationship of development to the Willamette River **See Memo R**	~~2-5~~ Next 5	**BPS**	This action item evolved through the quadrant planning process to include a number of specific items to include in the future update of the Central City Fundamental Design Guidelines. Based on recent staff work with the PSC, additional items have been identified, including the need to consider the location of buildings in relationship to the Park Blocks and the desire for ground floor windows and active uses fronting open spaces. Rather than appending additional language to the action item, staff recommends: 1) simplifying the action language itself; and 2) editing the action item detail section to include additional topics to consider when updating the guidelines, including language about the need for the guidelines to better address development in relationship to the Willamette River.	☐	☐ Support staff rec. ☐ Other

IV. Recommended New Actions *Note: Action item numbers will be assigned for these actions in the Recommended draft; policy areas are identified in the "Action" column below.*

Ref #	Action	Subdistrict	Commenter	Request	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R40	UD	Old Town / Chinatown	Jenn Cairo—Urban Forestry (20710)	Add language that considers altering height/location of White Stag sign so it's visible from VPs and avoids conflicts with tall trees in Waterfront Park.	Study the potential for changes to the position and elevation of the White Stag sign in order to preserve public views of the sign and avoid conflicts with tall trees in Gov. Tom McCall Waterfront Park.	6-20	**BPS**	Identifies a potential approach to balance preservation of views of this iconic landmark and tree preservation.	☐	☐ Support staff rec. ☐ Other
R41	EN	Central City	Bob Sallinger at Audubon (20688) and Urban Forestry (20710)	Assess the impact of existing and potential future tree-related policies, regulations and investments, and ensure that canopy targets are aspirational, practical, and attainable.	Evaluate progress toward tree canopy targets by assessing existing tree canopy every five years and monitoring change in total canopy over time. Revisit tree canopy targets, as necessary.	Ongoing	**BPS** Partners: BES, PPR	Monitoring progress toward the tree canopy targets over the life of the plan is important. Assessing the targets every five years provides adequate data to characterize trends and effectively evaluate progress.	☐	☐ Support staff rec. ☐ Other
R42	EN	Central City	Jeanne E. Galick, Bob Salinger-Audubon, Mary Coolidge-Audubon	Prohibit highly reflective/ mirrored glass.	Study the impacts of building glass reflectivity and identify tools to limit highly reflective glass in order to reduce the urban heat island effect and negative impacts on humans and wildlife.	Next 5	**BPS**, BDS, BES	Staff proposes to study the factors related to glass reflectivity in buildings that contribute to urban heat island and added risks for bird strikes; and then develop recommendations.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Request	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R43	UD	Goose Hollow	BPS	NA	Improve Collins Circle by increasing usable public space, adding amenities such as seating, improving pedestrian connectivity and enhancing the view of the Vista Bridge. ~~Develop a view point at Collins Circle with a view of Vista Bridge and improve pedestrian connectivity to the view point.~~	Next 5	**PBOT** Partners: TriMet, PPR	This action supports PSC direction to create a view point to the Vista Bridge at Collins Circle.	☒	☐ Support staff rec. ☐ Other
R44	HN	Downtown	BPS	NA	Encourage the development of a dog park to serve Downtown residents.	6-20	**PPR** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other
R45	HN	West End	BPS	NA	Encourage the development of a dog park to serve West End residents.	6-20	**PPR** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other
R46	HN	Lloyd	BPS	NA	Identify a site for a future grocery store to directly serve residents and workers in district.	Next 5	**BPS, PDC** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other
R47	HN	University District / South Downtown	BPS	NA	Identify a site for a future grocery store to directly serve residents and workers in district.	Next 5	**BPS, PDC** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other
R48	TR	University District/ South Downtown	PBOT	NA	Develop and implement a new design for the Willamette Greenway Trail through the RiverPlace development that improves safe pedestrian and bicycle access and reduces conflicts with RiverPlace visitors. Until such improvements are constructed, bicycle access through the area will be re-routed to local streets to reduce conflicts at RiverPlace.	6-20	**PBOT, BPS** Partner: PPR	Due to significant space constraints and conflicts between retail patrons, bicyclists and pedestrians, a new design is warranted to improve safety for all users. In the meantime, bicycles should be re-routed to surface streets for safety.	☐	☐ Support staff rec. ☐ Other
R53 New	HN	Central City	BPS	NA	Support PPS in the redevelopment of Lincoln High School, including the development of new K-8th grade facilities to serve the significant growth of families with children living in the Central City.	Next 5	**BPS** Partners: PPS, PDC	This action helps implement CC2035 policies addressing the development of housing and essential services to serve the growing number of families with children in the Central City. See Decision Packet P.	☐	☐ Support staff rec. ☐ Other
R54 New	HN	Central City	BPS	NA	Develop a community center that offers access to a range of services for residents of all ages and abilities in the Central City	Next 5	**PPR**	This action helps implement CC2035 policies addressing the development of housing and essential services to serve the growing number of families with children in the Central City. See Decision Packet P.	☐	☐ Support staff rec. ☐ Other
R55 New	HN	Central City	BPS	NA	When public parks are created and upgraded in the Central City, explore opportunities to include recreation facilities and play grounds to promote active living and human health.	Ongoing	**PPR**	This action helps implement CC2035 policies addressing the development of housing and essential services to serve the growing number of families with children in the Central City. See Decision Packet P.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Request	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R56 New	HN	Central City	BPS	NA	Encourage the development of affordable family housing projects with two-bedroom units or larger that are compatible with the needs of families with children at all income levels	Ongoing	**BPS, PHB** Partners: PDC, Private	This action helps implement CC2035 policies addressing the development of housing and essential services to serve the growing number of families with children in the Central City. See Decision Packet P.	☐	☐ Support staff rec. ☐ Other
R57 New	HN	Central City	BPS	NA	Establish and maintain a publicly accessible system to track and report on housing diversity and development in the Central City. The system must capture the number and type of all housing units created, the percent that are affordable and at what percent of MFI. Use this data to produce an annual report to the Planning and Sustainability Commission and Portland City Council.	Next 5	**BDS, PHB, BPS**	This action helps implement CC2035 policies addressing the development of housing and essential services to serve the growing number of families with children in the Central City. See Decision Packet P.	☐	☐ Support staff rec. ☐ Other
R58 New	TR	Central City	PSC	Review the effectiveness of the revised maximum parking ratios.	Monitor the effectiveness of maximum parking ratios in meeting CC2035 transportation and land use goals and summarize key findings and recommendations every seven years.	Ongoing	**PBOT** Partner: BPS	This action responds to the request from the PSC at the Nov. 16, 2016 work session.	☐	☐ Support staff rec. ☐ Other
R59 New	EN	Central City	PSC	Estimate additional structural costs needed for wood frame buildings to support an ecoroof.	Research the use of ecoroofs on wood frame buildings. Include an analysis of design considerations, structural requirements and construction costs relative to other construction types.	Next 5	**BES**	This action responds to the request from the PSC at the Jan. 24, 2017 work session.	☐	☐ Support staff rec. ☐ Other
R60 New	EN	Central City	PSC	Review the definition of ecoroof in the Stormwater Management Manual.	As part of the next revision of the Stormwater Management Manual, evaluate the potential stormwater management effectiveness of "green" roof features (e.g. roof gardens and vegetated landscaped and grassy areas) that do not meet the current ecoroof requirements.	Next 5	**BES**	This action responds to the request from the PSC at the Jan. 24, 2017 work session.	☐	☐ Support staff rec. ☐ Other

V. Other Action Chart and Volume 5 Changes

Ref #	Commenter	Topic	Proposed draft	Staff recommendation	Staff rationale	Discuss?	PSC decision
R49	BPS	Action table timeline categories	First action item timeline category is "2-5 Years."	Replace "2-5 Years" with "Next 5 Years" for all action items in this timeline category.	Many actions in the 2-5 Year category are already underway or will begin soon after the adoption of the plan.	☐	☐ Support staff rec. ☐ Other
R50	BPS	Scenic resources related actions	Scenic resource-related actions are identified under the Regional Center (RC) policy area.	Move all scenic resource-related action items from the Regional Center (RC) category to the Urban Design (UD) category and renumber actions as necessary	The scenic resources policies that the action items implement are in the Urban Design policy section in Volume 1.	☐	☐ Support staff rec. ☐ Other
R51 New	BPS	Green Loop Concept Report map	The Green Loop concept map on page 231 of Volume 5 shows a large number of "key connections."	Remove most of the "key connections" shown on the green loop map, preserving only Salmon, NW Flanders, SW Gibbs, NE Multnomah, NW Johnson, SE Clay, SE Ankeny, SW Oak, SE Clinton, N Williams, SW Montgomery, and the proposed Sullivan's Gulch Trail.	This map was created by compiling 10 subdistrict maps showing the loop alignment and all flexible streets. Only a small subset of the flexible streets are "key connections" as part of the green loop concept.	☐	☐ Support staff rec. ☐ Other

Bureau of Planning and Sustainability
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MEMO R

DATE: February 3, 2017

TO: Planning and Sustainability Commission

FROM: Nicholas Starin, City Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table R: Actions, Item R52**

This memorandum contains BPS staff-recommended amendments to the detailed description of CC2035 Action UD1 (Volume 5, p. 209-210), as described under item R52 in Decision Table R: Recommended Amendments to Work Plan Action Charts. Text to be added to the Proposed Draft is underlined and deleted text is ~~struck-through~~.

Item R52

UD1 Update the Central City Fundamental Design Guidelines to reflect the urban design goals and policies of the CC2035 Plan. **Lead Implementer: BPS; Timeline Next 5 Years.**

The Central City Fundamental Design Guidelines provide the foundational set of design guidelines used in Central City design review. The fundamental design guideline document includes a tripartite framework of the following headings: Portland Personality, Pedestrian Emphasis and Project Design. In addition, the guideline document includes four "special areas" design guidelines, one each for the Broadway and Chinatown "Bright Lights" districts, one for the South Waterfront Area (now RiverPlace) and one for the Park Blocks. Under separate covers, five sets of district design guidelines – and a handful of historic district design guidelines – nest within these 33 fundamental design guidelines.

In 2001, the fundamental design guidelines were refreshed and all narrative was reformatted in a new layout to include some background text updates, more explanation of the design review process and the incorporation of several photographic examples for each guideline. For the most part, the original content was not altered. The process to update the Central City Fundamental Design Guidelines, responding to new design direction from the Central City 2035 Plan and to reducing redundancies, will be the first comprehensive content update since their creation.

- **Guidance from DOZA**

The Design Overlay Zone Assessment project (DOZA) is in the process of assessing ~~will assess~~ the performance of the design review process citywide, including the Central City. The project deliverable is a set of recommendations for improving the process, determining applicability of the criteria, and clarifying the tools. DOZA will include specific guidance for design review in the Central City and strategies for how to improve the guidelines used in the process. Initial recommendations were published in January 2017. ~~Anticipated delivery of the recommendations will be late 2016 – early 2017~~.

- **Reducing Redundancies and Incorporating District and Willamette River Design Guidelines**

There are 33 fundamental design guidelines under the Central City Fundamentals. Within this set, there are redundancies among design guidelines. For example, "A5 Enhance, Embellish and Identify Areas" has very similar design direction to "C4 Complement the Context of Existing Buildings." Reducing the number of redundant design guidelines should yield a more focused set of design criteria.

Currently, there are district design guideline documents for five Central City districts. Of the five, two (Pearl and South Waterfront) have been updated from their original forms and three remain as originally adopted, which precedes the update to the fundamentals. The districts with guidelines are:

- Goose Hollow, 1996
- South Waterfront, 2010
- Pearl, 2008
- Lloyd, 1993
- Central Eastside, 1991

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Three districts do not have separate district design guidelines: Downtown, West End and University/South Downtown. All of the Old Town/Chinatown district is in one of either the Skidmore/Old Town or New China/Japantown Historic Districts, each with their own sets of design guidelines (design guidelines for New China/Japantown Historic District currently in development). Lower Albina is mainly an industrial district and therefore does not have design guidelines, but guidelines for the Russell Street Conservation District are found in the Community Design Guidelines document.

Because some of the district guidelines have been updated recently, they have more contemporary design guidelines that may warrant inclusion in an updated set of fundamentals. As the Central City Fundamental Design Guidelines are updated, discussion of the districts at the same time could reconfirm what guidelines are worthy of application across the Central City as well as clarify the specific design differences among the districts. Reducing redundancies between the fundamental design guidelines and those in the district documents would yield a shorter set of design guidelines to address and administer, distilling the characteristics and design outcomes that make each district unique. Integrating the district design guidelines into an updated set of fundamentals would reduce confusion on the part of applicants trying to understand which design guidelines are applicable where.

With the adoption of the CC2035 Plan, properties within the Willamette River Greenway in the Central City (Central Reach) will no longer be required to go through Greenway Review, with its associated design guidelines. Development proposals will go through Design Review (and River Review, as appropriate). It is important that the update to the Central City Fundamental Guidelines include clearer references to the Willamette River and appropriate design direction from the Willamette River Design Guidelines.

Addressing New Design Topics

Portland's Central City has changed dramatically since the early 1990s. While many of the design issues covered by the fundamentals remain important, many new topics have emerged that require design guidance. Current fundamental design guidelines do not adequately address these topics or provide clear guidance for applicants or the review bodies to design and/or assess building proposals.

Some of these topics include:

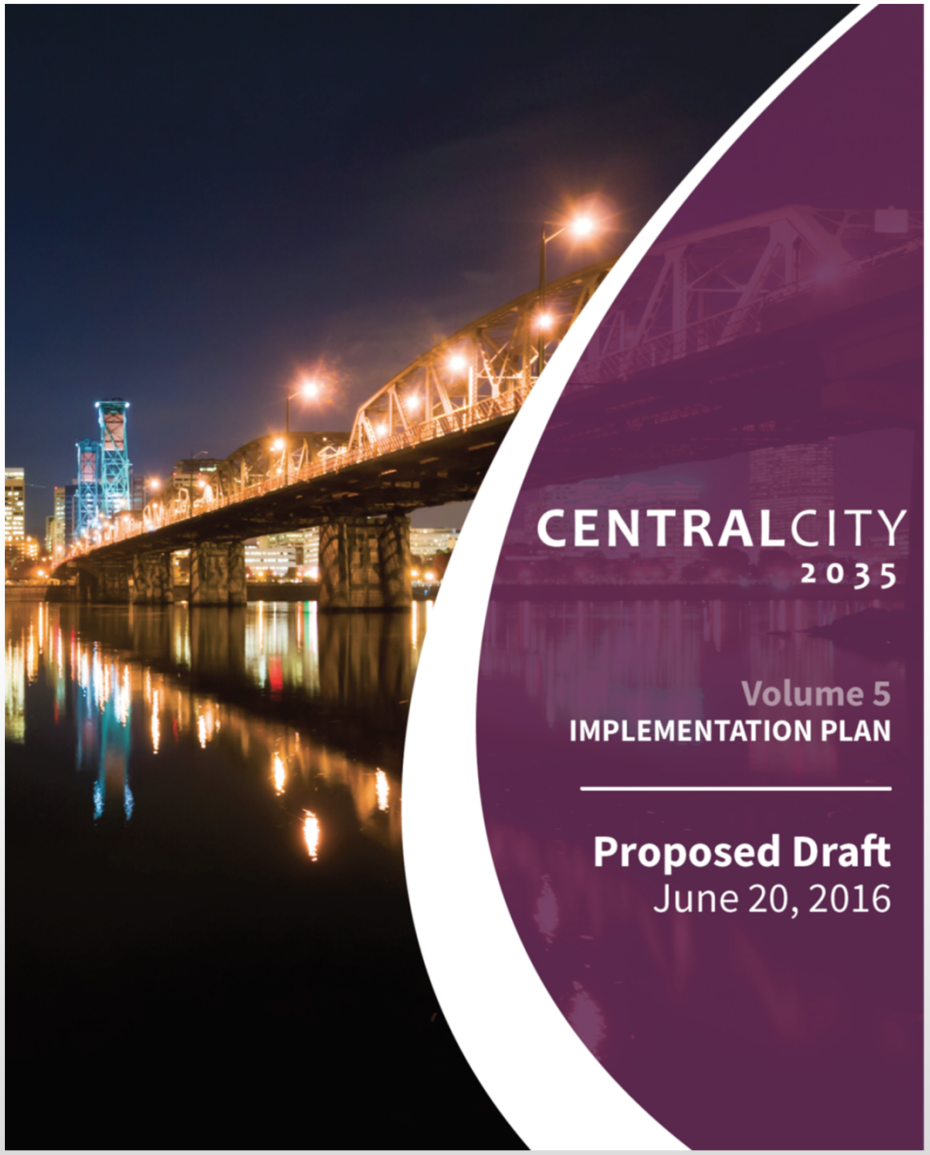
- Development Character along streets that have been defined as: Retail/Commercial, Boulevard, and Flexible
- Landscaped building setbacks
- Residential edge designs at the ground floors of buildings
- Descriptions of design intent for elements at specific locations from Central City 2035 Plan urban design diagrams and maps – gateways, key intersections, etc.
- Bird (and other wildlife) safe design – exploring window and building façade treatments that are responsive to native species of wildlife and their natural movement patterns
- Integration of "green" or sustainable building features such as solar panels, stormwater management facilities or wind turbines, and consistency with the city's green building policies
- Consideration of wind (or other environmentally-generated factors) mitigation strategies on building designs
- Location of building bulk on parcels adjacent to the Park Blocks
- Desire for ground floor windows and active uses facing parks and open spaces
- Crime Prevention Through Environmental Design (CPTED) principles
- Relationship of development to the Willamette River

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CENTRALCITY
2035
Decision Table R: Action Charts
PSC Work Session 5 – 2/14/2017
Bureau of Planning and Sustainability
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Table R: Action Chart Revisions

I. Actions to re-include
II. Actions to delete
III. Actions to revise
IV. New actions
V. Other changes



Item R36: Lower Albina Action Item EN32

Commissioner Baugh Amendment:

Develop and implement a strategy to install community gathering spaces, trees, and other green infrastructure in existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses. Also ensure that improvements help implement the City's equity goals and strategies, especially as they relate to the history of impacts to Portland's African-American community.

6-20 Years

~~**BES**~~ **BPS**, Partners: PPR, UF, BES, PBOT, PWB, ODOT, Private

Decision Table Q: Bonus and Transfer Amendments, Part 1

This table highlights and responds to two specific topics related to the Bonus Options and Floor Area Ratio (FAR) transfers and incentives. These include:

- *Prohibiting the transfer of FAR from surface parking lots.*
- *Modifying the transfer within a subdistrict to require as part of the transfer an agreement from the developers to require the eventual building operators to pay higher wages to service workers employed at the building.*

Contents of Decision Packet Q:

- Decision Table Q

Items Marked for Discussion:

- Q3, Q6

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q3	NA	BDS Staff	Transfer of FAR from a surface parking lot	Reference: Volume 2A: Part 1 Central City Plan District, p. 63 33.510.205.D. Surface Parking lots are prohibited from being sending sites for an FAR transfer.	Does that last sentence mean that the whole site cannot be a sending site if it has surface parking or only sites that are fully developed with surface parking cannot be sending site? Is there a formula when part of the site is surface parking?	**Proposed Amendment:** **Amend 33.510.205.D.** Staff recommends clarifying the sentence as follows: Lots that are entirely used for ~~S~~surface parking lots are prohibited from being a sending site for an FAR transfer.	Staff does not want to allow the transfer of FAR off a lot/parcel that is fully developed with surface parking. The intent is to encourage redevelopment of surface parking lots.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q6	20334, 20395	David Noren	Transfer within a subdistrict	Reference: Volume 2A: Part 1 Central City Plan District, p. 65 33.510.205.D.2 Transfer from both sending and receiving sites must be located in the same subdistrict	Require a public benefit for increased floor area from the transfer within a sub district. The public benefit would be tied to living wage jobs for workers within new commercial development. The proposal is to allow a transfer of developable floor area to a site from another only with an agreement from the developers to require the eventual building operators to pay higher wages to service workers employed at the building. The required level of compensation, including wages and benefits, would be equivalent to 50% of the Area Median Income for a family of four (50% AMI). The proposed requirement would apply to any commercial development using a floor area transfer of at least an additional 1:1 FAR or 35,000 square feet. The latter amount is the floor area that would typically require one additional worker for janitorial service.	**Retain Proposed Draft Version**	1. **The proposed transfer within a subdistrict provides a public benefit.** The proposed ability to transfer floor area between parcels helps meet the City and Regional density goals more rapidly. The floor area transferred is already part of the approved development capacity for the Central City. Transferring it between properties does not increase or decrease that total amount of development capacity. It allows floor area to be utilized sooner than waiting for the eventual development of the site donating the floor area. 2. **Staff thinks that the request could discourage development**. Developers, investors or lenders likely would find the short and long-term risks unacceptable. The risks come from complicating the title with restrictive covenants and opening the current and future owners to the risk of enforcement by third parties. This may reduce the ability to get new development financed. 3. **The Bureau of Development Services may not be able to administer the regulations**. BDS likely would have no way to inspect, monitor or enforce the terms of the proposal. BDS inspectors compare the approved permit plans with what is physically developed on the site. This approach would not work for ensuring compliance with wage provisions over time. BDS Code Compliance staff, in essence, would enforce contracts between a developer and SEIU. This would be beyond Code Compliance's limited resources, expertise and perhaps authority. 4. **The proposal would be best implemented in some way other than the zoning code.** SEIU hasn't offered any examples of cities where this approach has been implemented through a zoning code. To date, SEIU has only advanced this concept through a community benefits agreement for a large public infrastructure project or other project that receives some public funding, etc.	☒	☐ Support staff rec. ☐ Other


CENTRALCITY
2035
Decision Packet Q: Bonus and Transfer Amendments
PSC Work Session 5 – 02/14/2017
Bureau of Planning and Sustainability
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Transfer of FAR from a surface parking lot

Current proposal:

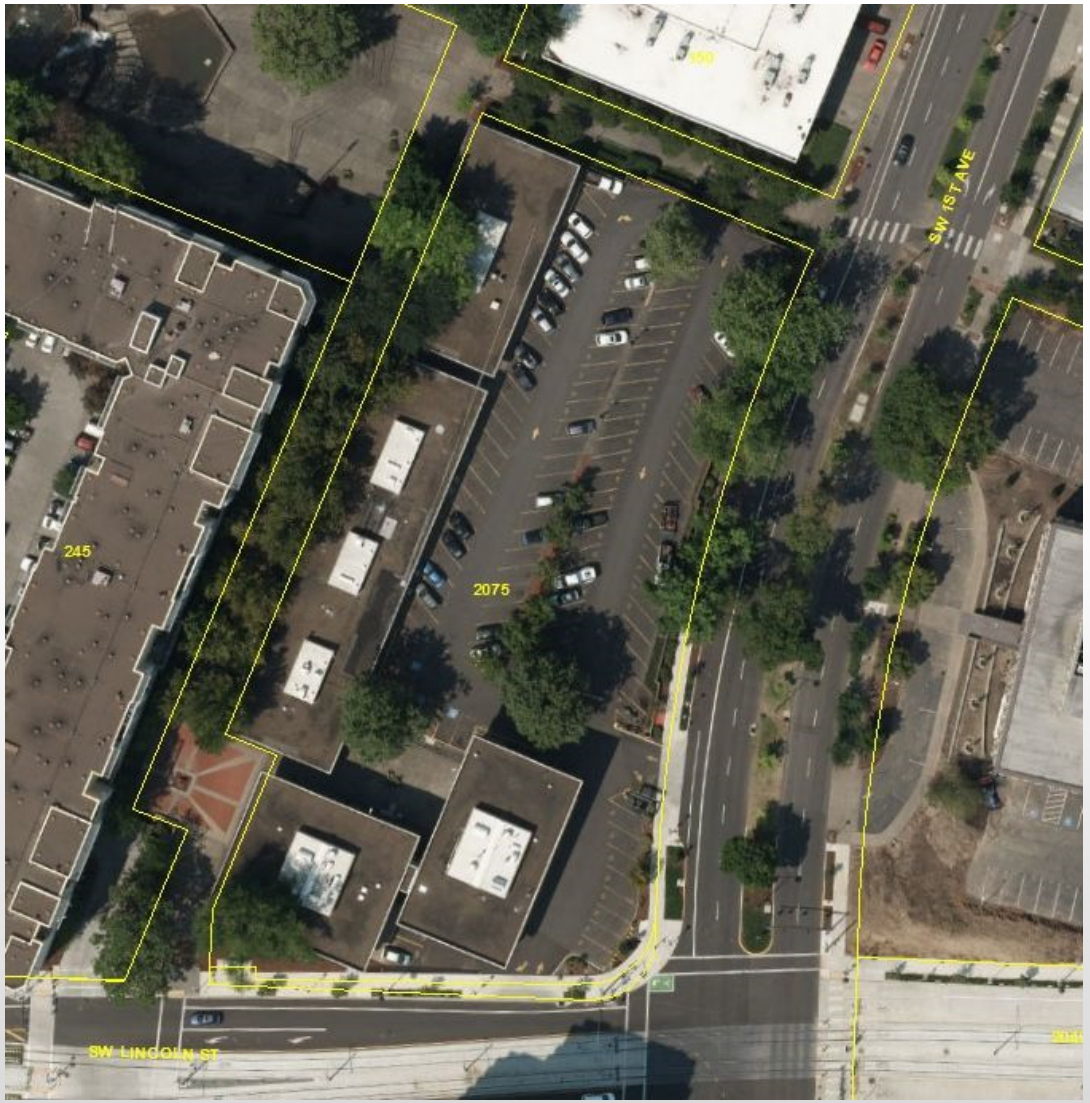
Sites entirely used for surface parking are prohibited from being sending sites for FAR.



Transfer of FAR from a surface parking lot

Another approach:

Sites with surface parking are prohibited from being sending sites for FAR.




CENTRALCITY
2035
Decision Packet I: Miscellaneous Code
PSC Work Session 5 – 02/14/2017
Bureau of Planning and Sustainability
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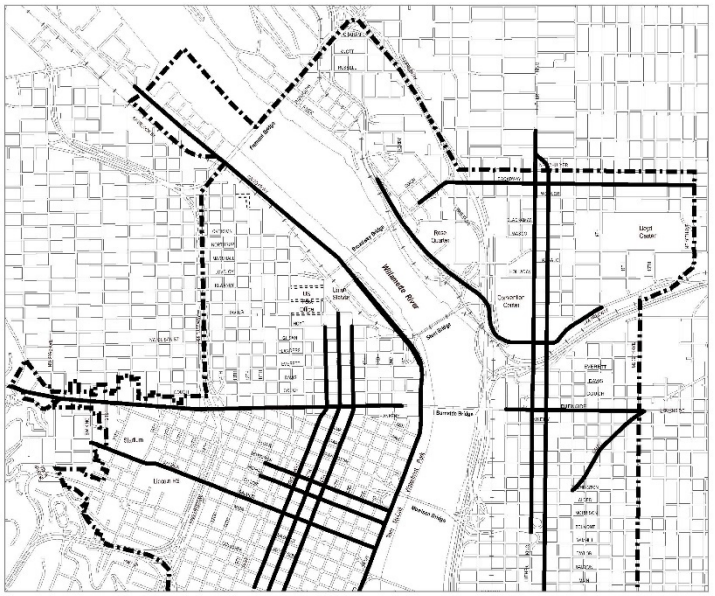
Ground floor windows/Ground floor active use

- Expanding the list of items that do not qualify as active uses :
  - Display windows
  - Bike parking
  - Utility/mechanical rooms

Proposed Ground Floor Windows

Map 1 of 2

Map Revised Xxxxx X, 201X



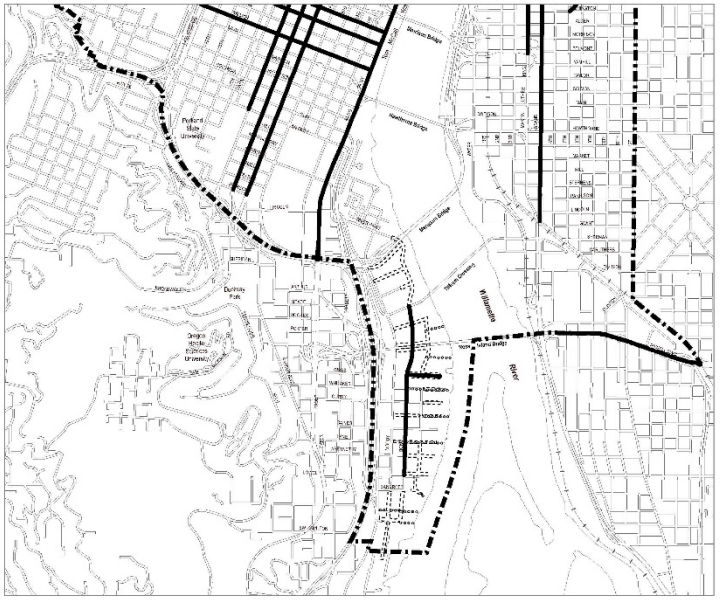
Legend

Central City Plan District boundary

60% ground floor window requirement

Map 2 of 2

Map Revised Xxxxx X, 201X

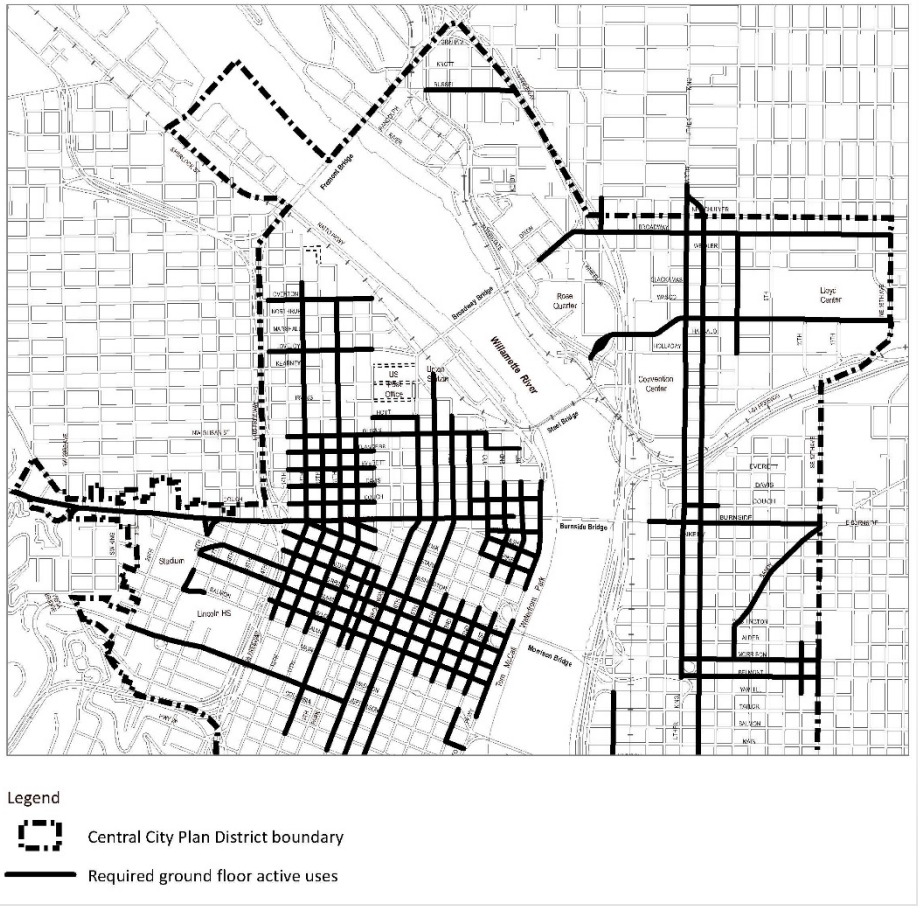


Legend

Central City Plan District boundary

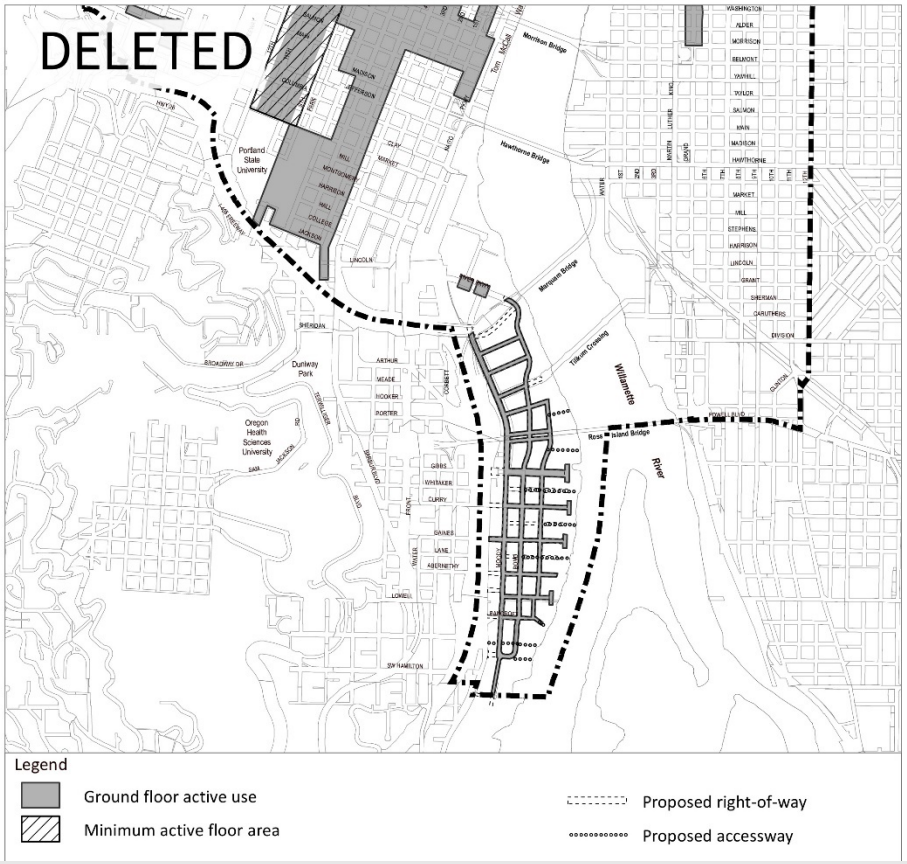
60% ground floor window requirement

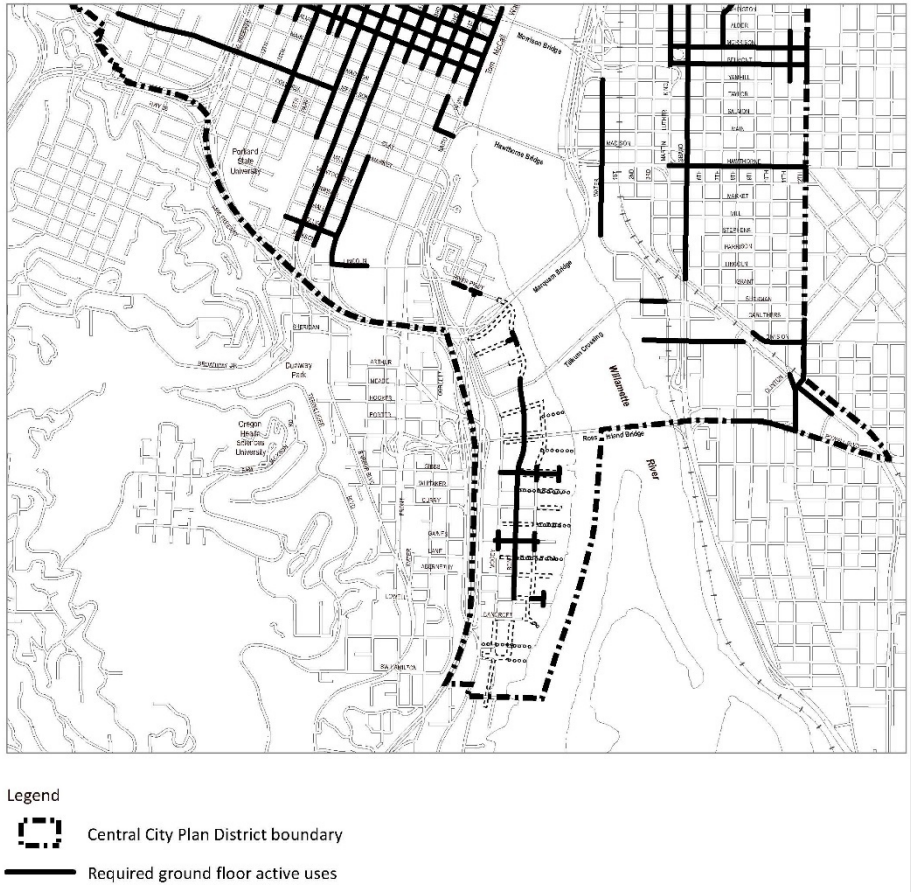




Existing Ground Floor Active Use Map

Proposed Ground Floor Active Use Map

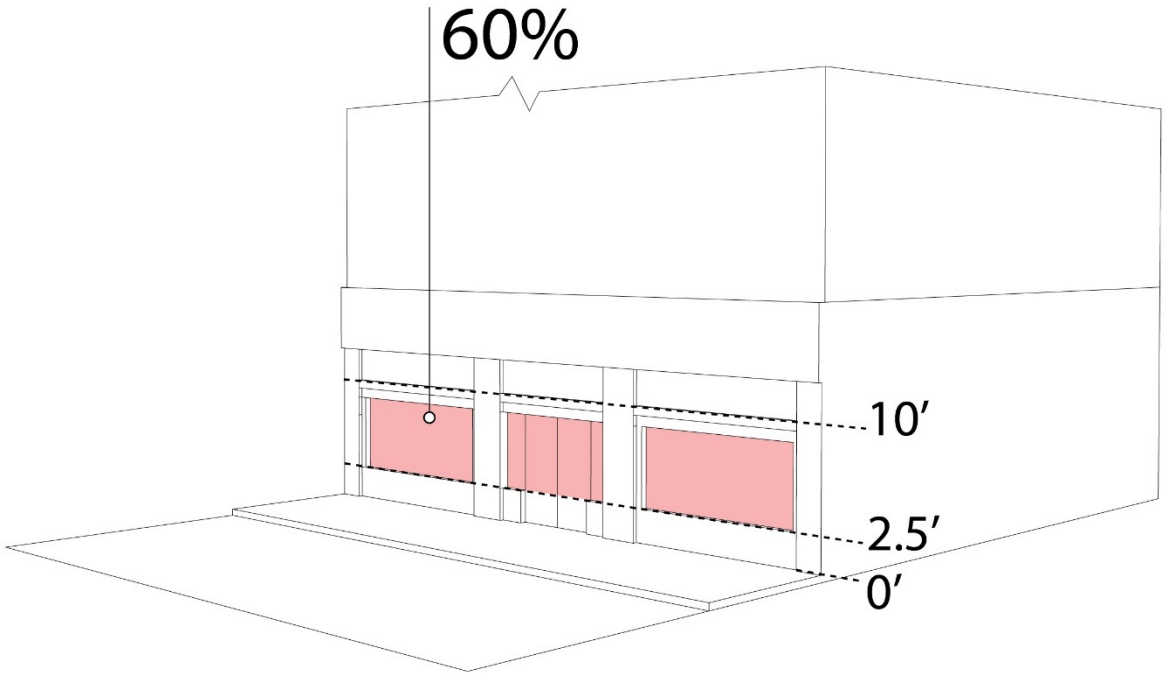




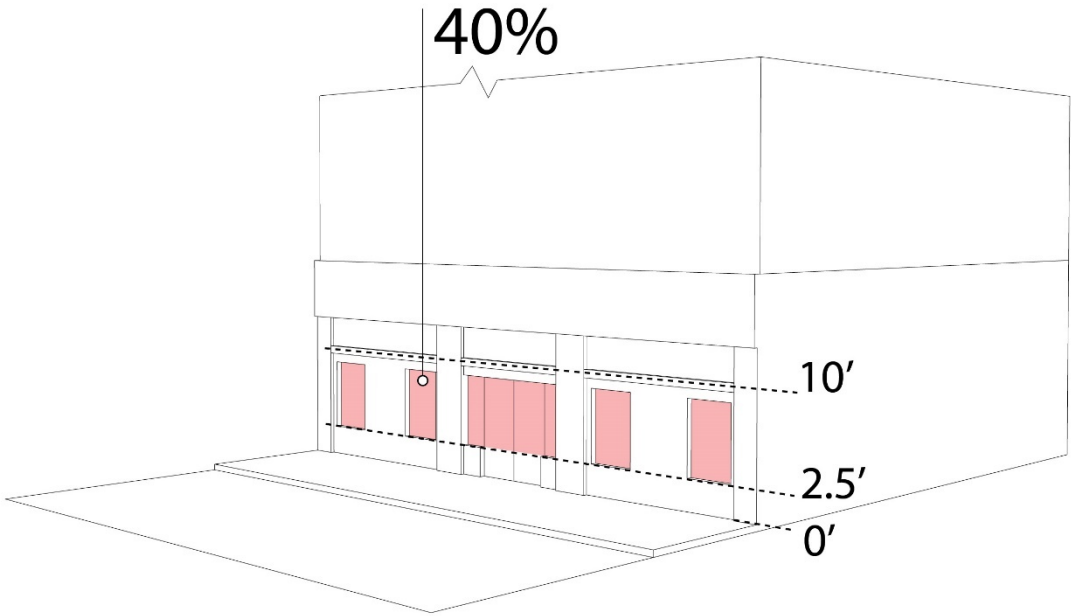
Existing Ground Floor Active Use Map

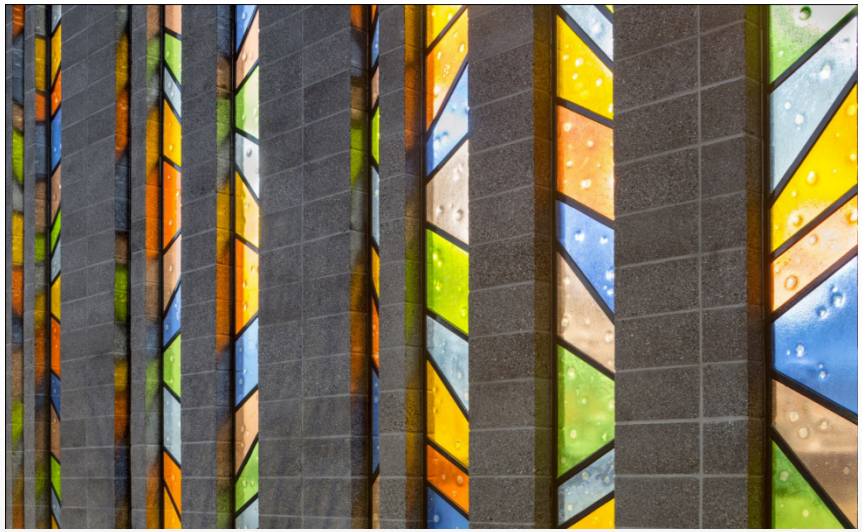
Proposed Ground Floor Active Use Map

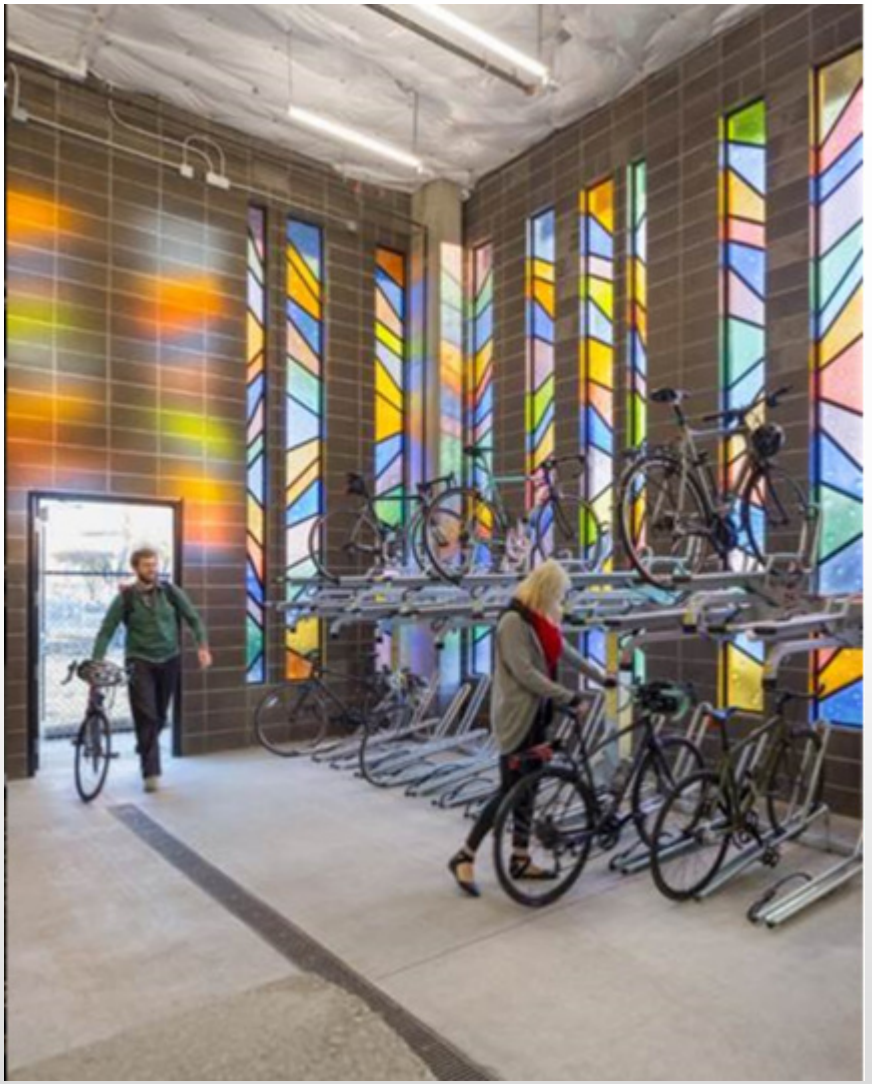
Ground floor windows at 60%



Ground floor windows at 40%








Abercrombie & Fitch
STOPPING OR PARKING


BANANA REPUBLIC
BANANA REPUBLIC
BANANA REPUBLIC
ALE


THE HEATHMAN
RESTAURANT & BAR
BREAKFAST • LUNCH • DINNER
THE HEATHMAN HOTEL

Summary of SEIU Proposal

- Commercial FAR transfers of at least 1:1.
- Pay service workers a rate = 50% MFI.
- Record covenant on the property.
- Enforcement is thru court action.
- Historic property transfers still available.

Staff recommendation and rationale

- **Recommendation**: maintain proposed draft
- Public benefit = meeting density goals more quickly and efficiently.
- Could discourage development - Covenant & other risks
- BDS may not be able to administer the regulations.
- Best implemented in some way other than zoning code.

Decision Table P. Policy (and associated actions) Amendments

Testimony included requests for changes to policies. Some of these requests have been incorporated into other decision tables where they covered a specific topic such as tree canopy. All other policy requests as well as staff identified amendments are presented below. Attachments at the end of this packet cover areas where more detailed information has been provided.

Contents of Decision Packet P: Policy Amendments

- Decision Table P
- Attachment 1

Items Marked for PSC Discussion:
None

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P1	20397, 20399, 21019 21098 20980, 21017, 20968, 21064	Gates, Gnich, Dennis, Linden, McNamara	Central City	**Central Citywide Policy 2.8 Housing Diversity supports family housing as part of the mixture of housing types, but there is no policy that specifically states this objective.** The policy reads: "Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. Support new housing opportunities for students, families and older adults." There are also subdistrict-specific versions of this policy. **Reference:** Volume 1 (pg. 43)	**CC2035 needs stronger support for family friendly housing and related services such as schools, community centers and parks.**	**New policies are proposed below. Attachment 1 shows the package of policies and actions staff propose to adequately address this important issue.** Proposed new policies: **Policy 2.7 Family-compatible housing.** Encourage the development of housing projects and units that are compatible with the needs of families with children. **Policy 2.8 Family supportive services.** Provide and create access to public schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services needed to sustain families in the Central City.	• Staff research over the last five years shows there is a trend of families locating in the Central City and increasingly a market response through the creation of more multi-bedroom housing units. • Specifically, between 2009 and 2015, approximately 550 children were born to families living on the west side of the Central City. This is equivalent to 68% of the current enrolment for Chapman Elementary, the sole public elementary school serving this area. • During this period, approximately 1,000 2-bedroom housing units were built in the Pearl District, 32% of all housing developed in this district. This is consistent with a shift in the market across the Central City where approximately 27% of the housing units in the last 6 years had 2 or more bedrooms. • Although the Central City has many daycare facilities and a small number of schools, demand consistently outstrips supply. • There is an increased and critical need that these affordable housing provisions are trying to meet. It remains uncertain if the cost of providing these while subsidizing the costs of affordable units can both be met. As such, staff are proposing a strong policy and action framework.	☒	☐ Support staff rec. ☐ Other
P2	20438, 20924	Woodsong, Vogel	Central City	**The Proposed Draft includes actions (Goose Hollow UD31, West End UD80, University District/South Downtown UD66) that seek to cap I-405 at SW Columbia and Jefferson, and at SW Morrison and Yamhill, and capping I-5 in the Lloyd District, but does not currently have a policy that explicitly supports the concept.** **References:** Volume 1 (pg. 53, 93), Volume 5 (pg. 173, 175, 178)	**Create a new policy for the SW Columbia/Jefferson I-405 cap.**	**Create a new Central Citywide policy that supports the capping of freeways.** Proposed new policy: **Housing and Neighborhoods Policy 2.7 Reconnecting neighborhoods across infrastructure.** Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or developing other innovative approaches.	• This is an oversight and staff have proposed new policy language to address this issue. • The language has been written to cover the different project ideas already incorporated into Volume 5 as actions and to support innovative solutions developed at a later time that may address other infrastructure barriers.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P3	20343, 20417	Bliss	West End	**"Policy 1.OT-4 Strategic redevelopment" applies only to Old Town/Chinatown subdistrict.** It reads: "Encourage the reuse, rehabilitation and seismic upgrade of underutilized buildings to increase useable space and economic activity in the district. Support location of retail uses in the ground floors of buildings, including retail businesses that complement and enhance the cultural and historical significance of the area." **Reference:** Volume 1 (pg. 36)	**Apply this policy to the West End subdistrict.**	**Retain Proposed Draft version.**	• The policy was the result of specific and detailed discussions with the Old Town/Chinatown community and was tailored to that community's shared interests. Staff do not support applying a similar policy elsewhere based on one individual's request. • Policy 5.18 encourages the use, preservation and rehabilitation of historic buildings Central Citywide including the West End.	☐	☐ Support staff rec. ☐ Other
P4	20438, 20924	Woodsong, Vogel	West End	**The Proposed Draft identifies Salmon Street as having a signature boulevard/flexible character in various parts of the Central City (Policies 5.DT-3, 5.GH-3, 5.CE-6).** **References:** Volume 1 (pg. 70, 71, 74)	**Add a policy for the West End that supports the development of a SW Salmon Green Street.**	**Amend "Policy 5.WE-2 Street hierarchy and development character" to include mention of the intended boulevard/flexible character of Salmon in this subdistrict.** Proposed amended policy: **POLICY 5.WE-2 Street hierarchy and development character.** Support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets, ~~and~~ the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue, and the boulevard/flexible character of SW Salmon Street.	• Staff believe this is an oversight in the Proposed Draft. The Plan identifies the intended street hierarchy and development character of Salmon Street in the neighborhoods where it exists on both sides of the Willamette River.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P5	20438, 20924	Woodsong, Vogel	West End	**The Proposed Draft includes "Policy 5.WE-2 Street hierarchy and development character. Support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets and the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue."** **Reference:** Volume 1 (pg. 71)	**Make it clearer in the policy language that this is an aspiration.** The revised policy would read: **Policy 5.WE-2 Street hierarchy and development character.** Support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets and develop the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue.	**Adopt the amendment as proposed.**	• Staff agree that the amendment makes it clearer that future improvements will be needed to develop a boulevard character on Morrison, Columbia, Clay, Market and 12th Ave.	☐	☐ Support staff rec. ☐ Other
P6	20984	Matson	Central City	**The Proposed Draft includes many policies that are supportive of alternative and community uses of the public right-of-way. The Comprehensive Plan includes citywide policies.**	**Policies supportive of community uses of the right-of-way in CC2035 should be adopted citywide (beyond the Central City Plan District).** Specifically, the request is to apply the following policies citywide: 3.6 Street Diversity, 3.7 Streetscape, 3.CE-3 Green Streets, 4.1 Portland's Commons, 5.1 Experimentation and Innovation, 5.8 Public Realm, 5.9 Wayfinding, 5.12 "Green Loop" Concept, 6.9 Strategic Tree Canopy Enhancement, and 6.CE-1 Freight-Compatible Green Infrastructure.	**Do not apply these policies citywide. Policies in the 2035 Comprehensive Plan support many of the same aims citywide.**	• The update to Comprehensive Plan policies had its own public development and review process and this outcome needs to be respected. • Many of the policies in CC2035 have similar aims to those applied citywide through the updated Comprehensive Plan. • Other policies are specific to parts of the Central City and not relevant to other parts of Portland (e.g., 5.12 Green Loop and 6.CE-1 Freight Compatible Green Infrastructure).	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P7	20979, 20985, 20991, 21068	Anderson, Olsen, Schwab	Downtown	**The Proposed Draft includes "Policy 2.1 Complete Neighborhoods" which supports creating public schools and other amenities as needed to accommodate population growth. In addition, there are subdistrict specific versions of this policy for all subdistricts except for Lower Albina.** Policy 2.1 Complete neighborhoods. Ensure Central City neighborhoods have access to essential public services, including public schools, parks, open space and recreation opportunities, community centers, urban canopy and amenities such as neighborhood-serving retail and commercial services that support sustainable and diverse community structure. **Reference:** Volume 1 (pg. 42)	**Need policy supportive of building new schools and particularly a new high school on the west side.**	**Amend the language of the Central Citywide policy to incorporate common elements repeated in the subdistrict policies. Convert components to actions where necessary.** Proposed amended policy: **Policy 2.1 Complete neighborhoods.** Ensure Central City neighborhoods have access to essential public services, including ~~public schools,~~ parks, open space and recreation opportunities, senior centers, community centers and spaces, family serving amenities such as public schools, urban canopy, ~~and amenities such as~~ grocery stores and other neighborhood-serving retail and commercial services that support sustainable and diverse community structure.	• Staff conducted a thorough analysis of the subdistrict specific versions of Policy 2.1 to produce the proposed amended Central Citywide policy that staff believe satisfies this request. • Staff also concluded that the new Central Citywide policy language covers much of the needs addressed by the subdistrict policies and propose deleting all but Policy 2.OT-1 which has policy language that is unique to Old Town/Chinatown. • A number of the subdistrict policies were clearly actions and have been added to the proposed amendments in the Action Decision Table (see Table R). • None of the content from the subdistrict policies has been lost. It is either incorporated into the Central Citywide policy, retained as a subdistrict policy, or added as a new action.	☐	☐ Support staff rec. ☐ Other
P8		Staff	Lloyd District	**The Proposed Draft includes "Regional Center Policy 1.LD-4 Union Pacific alignment. Support relocation of the Union Pacific rail tracks to improve freight and passenger rail operations; create new public open space and riverbank enhancement opportunities; improve access to and along the Willamette River; and enhance the development potential of the 'Thunderbird' site."** **Reference:** Volume 1 (pg. 37)	**Amend this policy to remove elements that are duplicative of Willamette River Policies 4.LD-1 Lloyd urban riverfront, 4.LD-2 Public trails, and 4.LD-3 Watershed health and native species recovery.**	Amend policy: **Regional Center Policy 1.LD-4 Union Pacific alignment.** Support relocation of the Union Pacific rail tracks to improve freight and passenger rail operations~~; create new public open space and riverbank enhancement opportunities; improve access to and along the Willamette River; and enhance the development potential of the 'Thunderbird' site~~."	• In addition to reducing policy redundancy, this amendment retains policy support for Lloyd District action TR72: Work with property owners to confirm the benefits and feasibility of straightening the "s curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site.	☐	☐ Support staff rec. ☐ Other

Attachment 1: Proposed family compatible housing and services policies and actions

New Policies

Policy 2.7 Family-compatible housing. Encourage the development of housing projects and units that are compatible with the needs of families with children.

Policy 2.8 Family supportive services. Provide and create access to public schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services needed to sustain families in the Central City.

New Actions – Listed for reference here. See Action Decision Table.

The North Pearl District Plan (NPDP) and CC2035 Quadrant Plans included a number of objectives addressing the development of housing and essential services that serve the growing number of families with children. To ensure this direction is included in the Adopted Central City 2035 Plan, staff proposes 5 new actions addressing the need for public school facilities, public recreation facilities, and housing that would meet the needs of residents of all ages and income levels, including families with children.

Public Schools

New Action 1: Support PPS in the redevelopment of Lincoln High School and including the development of new K-8th grade facilities to serve the significant growth of families with children living in the Central City.

Timeline: Next 5 years
Implementers: **BPS**, PPS, PDC

Public Parks and Recreation

New Action 2: Develop a community center that offers access to a range of services for residents of all ages and abilities in the Central City.

Timeline Next 5 years
Implementers: **PPR**

New Action 3: When public parks are created and upgraded in the Central City, explore opportunities to include recreation facilities and play grounds to promote active living and human health.

Timeline Ongoing
Implementers: **PPR**

Housing Diversity

New Action 4: Encourage the development of affordable family housing projects with two-bedroom units or larger that are compatible with the needs of families with children at all income levels.

Timeline: Ongoing
Implementers: **BPS**, **PHB**, PDC, Private

New Action 5: Establish and maintain a publicly accessible system to track and report on housing diversity and development in the Central City. The system must capture the number and type of all housing units created, the percent that are affordable and at what percent of MFI. Use this data to produce an annual report to the Planning and Sustainability Commission and Portland City Council.

Timeline: Next 5 years
Implementers: **BDS, PHB, BPS**

Bureau of Planning and Sustainability
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MEMO P

DATE: January 13, 2017

TO: Planning and Sustainability Commission

FROM: Troy Doss, Senior Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table P, Attachment 1: Family Compatible Housing and Services**

23395

This memorandum contains BPS staff-recommended amendments pertaining to Decision Table P, Proposed family compatible housing and services. This memorandum provides background information and action items.

In 1990, the City of Portland implemented a number of zoning regulations and incentives aimed at increasing the total number of units in the Central City. Development bonus incentives that provided more floor area and height were granted to projects developing residential units. Additionally, residential target areas were established, development agreements were created for specific districts required residential densities to increase over time, and no-net housing loss provisions were adopted.

All of these measures were intended to reverse a four-decade decline in residents in Portland's city center following the loss of tens of thousands of units. These efforts and further zoning amendments in the Pearl, South Waterfront, and West End reversed this tide with over 14,000 units being created and several new neighborhoods that did not exist prior to these initiatives.

In 2008, an effort known as the North Pearl District Plan (NPDP) sought to refine these approaches to increase the diversity of the housing stock. Although the risk to developing housing had been abated, and approximately 30% of all housing was affordable to those earning less than 60% of the regional median family income (MFI), the majority of all housing consisted of studios and 1-bedroom units. These statistics became a concern to city officials and neighborhood advocates as the number of families with children was significantly increasing in the Pearl and other Central City neighborhoods.

Annual Housing Projects and Total Units Developed in Central City

Year	Housing Projects	Total Units All Projects
1990	1	110
1991	1	132
1992	3	102
1993	4	522
1994	2	121
1995	8	286
1996	5	464
1997	15	1,293
1998	8	668
1999	4	517
2000	8	684
2001	8	1,171
2002	8	1,463
2003	7	1,046
2004	6	866
2005	13	2,736
2006	5	1,148
2007	3	513
2008	2	328
Total	**111**	**14,170**

For instance, in 2008 Multnomah County records show that 52 children were born to families in the Pearl, while an additional 60 new families with children were created in the other neighborhoods of the Central City.

Thus, the NPDP proposed new development bonuses intended to encourage the development of modest 2- and 3-bedroom units in projects that also included other family-supportive amenities such as indoor and outdoor plays areas and gathering spaces for families. Incentives to create family supportive amenities and services such as play grounds, daycare, public schools, community centers, and libraries were also adopted. In the eight years since these provisions were adopted two projects specifically designed for families have been developed, and the market has shifted such that the majority of new development in the North Pearl now has more 2-bedroom units than before the adoption of the plan.

Specifically, prior to 2008 only about 15% of all housing in the Pearl District consisted of 2-bedroom or larger units; however, between 2009 and 2015, approximately 1,054 2-bedroom units were developed which was 32% of all housing developed. The market outside of the North Pearl also showed an increase in multi-bedroom units. Of the 9,211 housing units built Central City-wide during this same period, approximately 27%, or 2,080 units were 2- and 3-bedroom units.

23396

Annual Housing Projects and Total Units Developed in Central City 2009-2015

District	Projects	Studios	1 Bedroom	2 Bedroom	3 Bedroom	Total Units
Pearl	19	467	1,647	1,054	110	3,278
Old Town / China Town	1	46	13	6	0	65
Goose Hollow	5	187	97	62	4	350
West End	3	52	173	33	0	258
Downtown	1	34	124	43	0	201
University / South Downtown	0	0	0	0	0	0
South Waterfront	5	113	821	214	0	1,248
Central Eastside	9	331	644	202	3	1,340
Lloyd	5	415	1,602	453	13	2,471
Lower Albina	0	0	0	0	0	0
Totals	**48**	**1,645**	**5,121**	**2,067**	**130**	**9,211**
Percentages	**-**	**18%**	**56%**	**22%**	**5%**	**-**

This trend correlated with an increase in the total number of children born to families in the Central City. Between 2010 and 2015, approximately 407 children (547 children between 2009-2015) were born to families living on west side of the Central City. If all of these children began attendance at Chapman Elementary, the sole public elementary school serving the west side of the Central City, these students would constitute approximately 68% of the school's total current attendance of 600 students.

Annual Birth Rates in Central City Districts

General Neighborhood	2009	2010	2011	2012	2013	2014	2015	Totals
Central Eastside/Inner SE	41	45	34	42	38	38	36	274
Lloyd District/Irvington	32	44	47	44	35	44	34	280
Pearl	68	63	70	70	70	74	83	498
Goose Hollow	22	30	21	32	26	28	18	177
Downtown	8	4	8	15	4	9	13	61
University District	13	21	16	13	13	26	19	121
South Waterfront	29	22	27	41	29	19	21	188
TOTALS	**213**	**229**	**223**	**257**	**215**	**238**	**224**	**1,599**

To ensure more family compatible housing is developed through the life of the CC2035 Plan, BPS proposes the new policies and action items presented in Table P, Attachment 1.

23397


CENTRALCITY
2035
Decision Packet P:
Policy Amendments & Additions
PSC Work Session 4
February 14, 2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

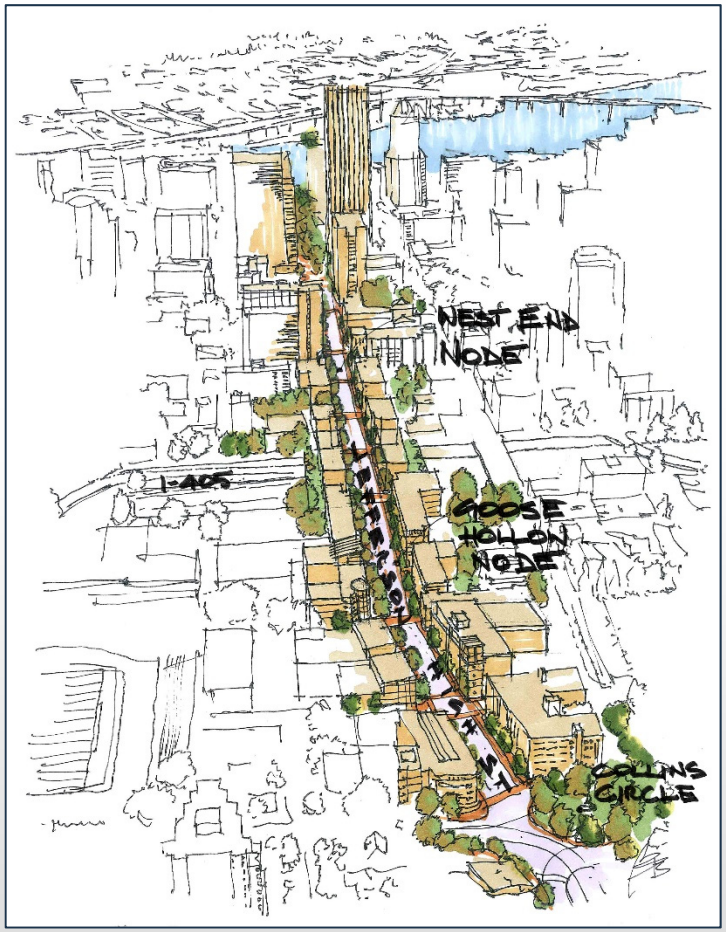
Policy Amendments: District Policies

West End

Policy 5.WE-2 **Street hierarchy and development character.** Support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets, ~~and~~ the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue, and the boulevard/flexible character of SW Salmon Street.
(Reference No. P4 & P5)

Lloyd District

Policy 5.WE-2 **Union Pacific alignment.** Support relocation of the Union Pacific rail tracks to improve freight and passenger rail operations~~; create new public open space and riverbank enhancement opportunities; improve access to and along the Willamette River; and enhance the development potential of the 'Thunderbird' site~~.
(Reference No. P8)



Jefferson Main Street

Policy Amendments: Central Citywide Policies

Housing and Neighborhoods

Policy 2.1 **Complete neighborhoods.** Ensure Central City neighborhoods have access to essential public services, including ~~public schools,~~ parks, open space and recreation opportunities, senior centers, community centers and spaces, family serving amenities such as public schools, urban canopy, ~~and amenities such as~~ grocery stores and other neighborhood-serving retail and commercial services that support sustainable and diverse community structure.

(Reference No. P7)

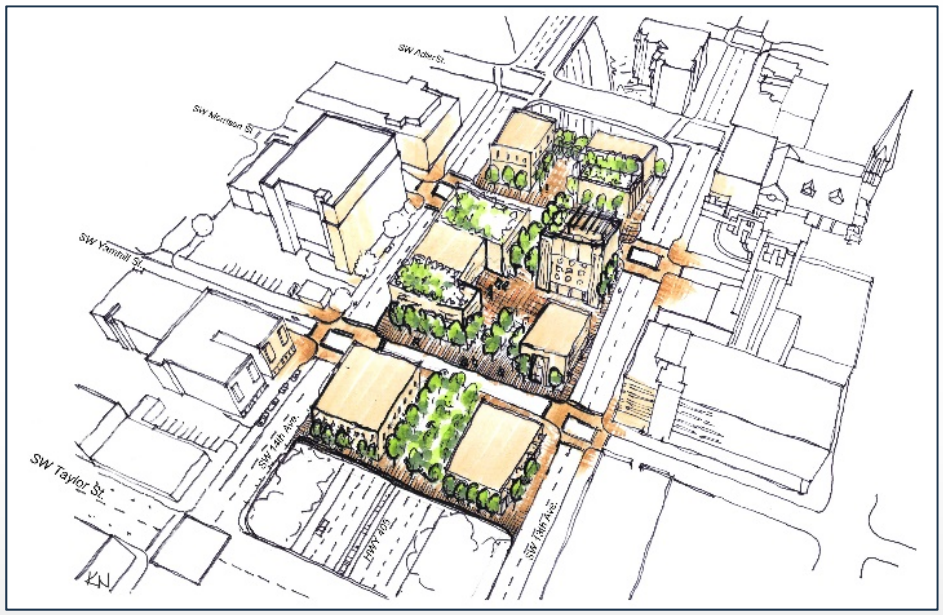


Families at Jamison Square – Pearl District

Policy Additions: Central Citywide Policies

Housing and Neighborhoods

Policy 2.9 **Reconnecting neighborhoods across infrastructure.** Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or developing other innovative approaches. (Reference No. P2)



Freeway Capping Concept at Morrison and Yamhill

Policy Basis: Growth of Central City Families

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Policy Basis: Growth of Central City Families

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Percentages	-	18%	56%	22%	5%	-

Policy Additions: Central Citywide Policies

Housing and Neighborhoods

Policy 2.7 **Family-compatible housing.** Encourage the development of housing projects and units that are compatible with the needs of families with children.
(Reference No. P1)

Policy 2.8 **Family supportive services.** Provide and create access to public schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services needed to sustain families in the Central City.
(Reference No. P1)



Ramona Apartments – Pearl District

Associated Actions: Housing and Neighborhoods Policies

Public Schools

Action 1 Support PPS in the redevelopment of Lincoln High School, including the development of new K-8th grade facilities to serve the significant growth of families with children living in the Central City.

Timeline: Next 5 years
Implementers: **BPS**, PPS, PDC

Public Parks and Recreation

Action 2 Develop a community center that offers access to a range of services for residents of all ages and abilities in the Central City.

Timeline: Next 5 years
Implementers: **PPR**

Action 3 When public parks are created and upgraded in the Central City, explore opportunities to include recreation facilities and play grounds to promote active living and human health.

Timeline: Ongoing
Implementers: **PPR**

Associated Actions: Housing and Neighborhoods Policies

Housing Diversity

Action 4 Encourage the development of affordable family housing projects with two-bedroom units or larger that are compatible with the needs of families with children at all income levels.

Timeline: Ongoing
Implementers: **BPS, PHB,** PDC, Private

Action 5 Establish and maintain a publicly accessible system as a way to track and report on housing diversity and development in the Central City. The system must capture the number and type of all housing units created, the percent that are affordable and at what percent of MFI. Use this data to produce annual report to the Planning and Sustainability Commission and Portland City Council.

Timeline: Next 5 years
Implementers: **BDS, PHB, BPS**

Decision Table M: Willamette River – Miscellaneous Code Amendments Part 2

This table contains:

- *Proposed amendments to the River Environmental overlay zone including exemptions for replacing existing structures and the schedule for maintenance of required mitigation;*
- *Updates to the supplemental site plan requirements; and*
- *Proposed amendments to the River Review approval criteria to require no net loss of functions during environmental enhancement actions and to remove the option to purchase credits from a mitigation bank.*

Contents of Decision Packet M:

- Decision Table M
- Memo M

Items Marked for Discussion:

M1 (Carryover from Jan 10)

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M1 (Carryover from Jan 10)	20885	Susie Lahsene, Port of Portland	Existing Development in the River Environmental Overlay Zone	**Zoning code 33.475.040.B.2.d exempts maintenance, alterations, repair and replacement of existing development and structures** located above the ordinary high water mark from the river environmental overlay zone regulations. Development and structures below the ordinary high water mark are not exempted and must meet standards or go through River Review.	Allow as an exemption, the replacement of piles, which are located below ordinary high water.	**Proposed amendment to allow maintenance, alterations, repair and replacement of existing development and structure located both above and below the ordinary high water mark.**	This recommendation (to exempt replacement of existing structures) is consistent with the environmental overlay zones throughout the rest of the city, but not the Willamette River. While there has been concern expressed about allowing replacement of existing structures, BDS indicates that very few replacements occur every year in the Central Reach. Most times, the structure is changed in some way – expanded or moved. However, replacement could be an issue for the Willamette River North Reach, where there are many more in-water structures, and a standard should be reconsidered when planning for the North Reach.	☒	☐ Support staff rec. ☐ Other
M21		BPS	Maintaining Mitigation Plantings	**Zoning code 33.475.440.K is standards for mitigation and requires the mitigation to be maintained for 10 years.**	Be consistent with 33.430, Environmental Zones, which requires that mitigation plantings be maintained in perpetuity.	**Proposed amendment to meet standards of 33.248.090 which requires any plants that die to be replaced in kind, with no time limit.**	The standards of 33.248.090 are in perpetuity, with no end time limit. Therefore, mitigation plantings must be maintained and any that die must be replaced. Using this standard, rather than limiting maintenance to 10 years, is consistent with how mitigation plantings are addressed in the conservation and protection overlay zones – plants must survive or be replanted.	☐	☐ Support staff rec. ☐ Other
M22		BPS	References to Scenic Resources	**Zoning codes throughout 33.475 reference maps 480-1 and 480-2, which shows the location of viewpoints and view corridors.**	Update 33.475 to reflect changes to mapping of scenic resources and changes to 33.480.	**Proposed amendment to change the references to either the Scenic (s) overlay zone or the Central City Scenic Resources Protection Plan.**	Changes to 33480, Scenic Resources, include applying a Scenic (s) overlay to all protected view corridors that overlap with River Environmental overlay zone. For other scenic resources, including view corridors that do not overlap river e-zones, the resources will be mapped in the adopted Central City Scenic Resources Protection Plan.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M23 and **Memo M pg 7-15**		BPS	Supplemental Site Plan Requirements	**Zoning code 33.865.040.A summarizes the submittal requirements for a supplemental site plan.**	BDS currently provides applicants with a separate check list of submittal requirements. Staff would like to bring the zoning code more into alignment with the updated check list for environmental overlay zone supplemental site plan requirements.	**Proposed amendments throughout 33.865.040.A to be consistent with the BDS check list.**	The check lists have been updated over time. The Proposed Draft 33.865.040.A was based on the supplemental site plan requirements of 33.430, Environmental Overlay Zones, not on the BDS check list. However, BDS staff use the check list to ensure that applicants provide sufficient information for staff to conduct the review. These updates to do not change the intent of the requirements.	☐	☐ Support staff rec. ☐ Other
M24 and **Memo M pg 9**	20324	Staci Monroe, BDS	Supplemental Site Plan Requirements	**Zoning code 33.865.040 A.1.a. require trees to be shown within the e-zone.** See Volume 2, Park 2 page 227 and 279.	For land use reviews the planner would want the site plan to show existing trees within the entire site, not only in the River Environmental zone.	**Proposed amendment to require trees over 3 inches in diameter to be shown on the entire site.** (This subsection has been reorder and this is now 33.865.040.A.1.g.)	Title 11 requires trees 3 inches in diameter or large to be shown. This creates consistency between the two applicable zoning codes.	☐	☐ Support staff rec. ☐ Other
M25 and **Memo M pg 9**	20324	Staci Monroe, BDS	Supplemental Site Plan Requirements	**Zoning code 33.865.040.A.c requires depiction of the location, species and size of each shrub and tree to be planted.** See Volume 2, Part 2 page 281.	Insert ", using standard landscape graphics for each plant."	**Retain proposed draft version.** (This subsection has been reorder and this is now 33.865.040.A.1.f.)	The zoning code requires that each individual tree, shrub or plan be identified by the location of the plant, the species and size and the tree crown cover.	☐	☐ Support staff rec. ☐ Other
M26 and **Memo M pg 19**	20324	Staci Monroe, BDS	Supplemental Narrative	**Zoning code 33.865.040.B.5.a. states that if mitigation credits will be purchased from a City certified mitigation bank, then the mitigation plan must identify the number and type of credits being purchased.** See Volume 2, Part 2 page 284.	Delete the reference to a mitigation bank because there is no mitigation in Portland.	**Proposed amendment to strike the sentence regarding a mitigation bank.**	There are no city approved mitigation banks available for use in Portland. If a mitigation bank is established, it should be determined at that time what it can be used for and the zoning code should be updated accordingly.	☐	☐ Support staff rec. ☐ Other
M27 and **Memo M pg 21**	20324	Staci Monroe, BDS	Development in the River Environmental Overlay Zone	**Zoning code 33.865.100.A.1 states that resource enhancement projects will have no net loss of total resources area and improvement of at least one functional value.** See Volume 2, Part 2 page 289.	Unlike chapter 33.430, "significant detrimental impact on resources and functional values" will be allowed for resource enhancement projects.	**Proposed amendment to add "There will be no net loss of functional values;"** to the list of approval criteria.	Because these approval criteria pertain to resource enhancement projects, there should be no net loss of area or functions and improvement of at least one function.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M28 and **Memo M**	20324	Staci Monroe, BDS BPS	33.865 Clarifications and Cross References		Add clarifying text and/or cross references throughout 33.865	**Proposed amendments to add clarifications and cross reference.**			
M29 and **Memo M**	20324	Staci Monroe, BDS BPS	33.865 Typos		Multiple typos and clerical errors throughout 33.865.	**Proposed amendments to fix typos and clerical errors.**			
M30 and **Memo M**		BPS	33.865 Commentary		Update the commentary.	**Proposed amendments to make the commentary consistent with amended zoning code.**			

Bureau of Planning and Sustainability
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MEMO M

DATE: February 3, 2017

TO: Planning and Sustainability Commission

FROM: Mindy Brooks, City Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table M: Zoning Code 33.865, River Review**

This memorandum contains:

1. BPS staff-recommended amendments pertaining to Decision Table M items M22 through M30, which are staff proposed amendments to Proposed Draft zoning code 33.865, River Review (pg. 3-29). The substantive changes are described in Table M. There are many other changes that clarify the code, correct cross references and fix typos. All amendments to the Proposed Draft are underlined and strike-through and new changes are highlighted; and

2. The BDS Environmental Check List (pg. 30-31). Many of the changes to 33.865 are to bring the submittal requirements more in line with the Environmental Check List that BDS provides to applicants. This is necessary because the Proposed Draft 33.865 was based on 33.430, Environmental Overlay Zones, submittal requirements but BDS relies more on the Environmental Check List than the code. The check list that BDS currently uses has evolved over time with the goal of ensure that applicants provide sufficient information in the submitted plans for BDS to conduct their review.

23411

Commentary

Chapter 33.865 is a new chapter and the text is not underlined for ease of reading.

33.865 River Review

This chapter contains the review process, application requirements and approval criteria for River Review. This is a new chapter and it replaces Greenway Review in the Central Reach.

23412

33.865 River Review

865

Sections:

33.865.010 Purpose
33.865.020 When River Review is Required
33.865.030 Procedure
33.865.040 Supplemental Application Requirements
33.865.100 Approval Criteria
33.865.110 Modification of Site-Related Development Standards
33.865.120 Corrections to Violations of the River Environmental Overlay Zone Standards
33.865.200 Use of Performance Guarantees
33.865.210 Special Evaluations by a Trained Professional

33.865.010 Purpose

River Review is intended to:

- Protect, conserve and enhance identified resources and functional values in the River Environmental overlay zone, compensate for unavoidable significant detrimental impact to those resources and functional values, and ensure the success of mitigation and enhancement activities;

- Help the City meet existing and future requirements pursuant to federal and state laws including the Clean Water Act, the Safe Drinking Water Act, the Endangered Species Act, the Migratory Bird Treaty Act, and the National Flood Insurance Act;

- Provide flexibility for unusual situations. River Review allows for evaluation of alternative development scenarios that may have less detrimental impact on protected resources, and allows for the evaluation of off-site mitigation proposals;

- Provide a mechanism for the evaluation of detailed, site-specific information on the location or quality of resources and functional values;

- Provide a mechanism for modifying the location of the River Environmental overlay zone to reflect permitted changes in the location or quality of resources and functional values.

- Provide for the replacement of resources and functional values that are lost through violations of the River Environmental overlay zone standards;

- Provide a mechanism to modify the River Environmental overlay zone standards of Chapter 33.475, River Overlay Zones; and

- Allow for modifications to site-related development standards when modification will result in greater resource protection.

23413

Commentary

23414

33.865.020 When River Review is Required

River Review is required in the following situations:

A. When an applicant proposes non river-dependent or river-related primary uses within or riverward of the River Setback;

B. When a development or regulated activity in the River Environmental overlay zone is not exempt from the River Environmental overlay zone regulations and either does not meet the standards of subsection 33.475.440 or there are no development standards applicable to the proposal;

C. When River Review is required to correct a violation of the River Environmental overlay zone regulations, as described in subsection 33.475.450;

D. When an applicant wishes to fine tune the boundary of the River Environmental overlay zone based on a detailed environmental study that more accurately identifies the location and quality of resources and functional values. Minor boundary changes are allowed through River Review. Map error corrections are reviewed under 33.855.070, Corrections to the Official Zoning Maps, and removal of the River Environmental overlay zone is processed as a change of overlay zone as stated in 33.855.060, Approval Criteria for Other Changes; or

E. To modify the boundary of River Environmental overlay zone to reflect permitted changes in the location or quality of resources or functional values. The modification of River Environmental overlay zone procedure does not apply to changes caused by violations of subsection 33.475.440.

33.865.030 Procedure

A River Review is processed through a Type IIx procedure, except as described in 33.475.450.B when River Review is required to correct a violation of the River Environmental overlay zone regulations.

23415

Commentary

33.865.040 Supplemental Application Requirements

The supplemental application requirements are substantively the same as those required for the Environmental Overlay Zones.

23416

33.865.040 Supplemental Application Requirements

In addition to the application requirements of Section 33.730.060, the following information is required when the River Review application is for development in the River Environmental overlay zone, or for modification of the River Environmental overlay zone boundary:

A. Supplemental site plan requirements. The following supplemental site plans are required. Each supplement site plan must include all of the information listed. Five copies of each supplemental site plan are required and at least o~~O~~ne copy of each supplemental plan must be at a scale of at least one inch to 20~~40~~ feet. All copies of supplemental site plans must be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches. All copies of supplemental site plans must be drawn accurately to scale, show all property lines with dimensions, include a north arrow, and include a date. Additional site plans that show only a portion of the site may also be submitted. ~~Site plans must show existing conditions, conditions prior to a violation (if applicable), proposed development, and construction management. A mitigation site plan is required when the proposed development will result in unavoidable significant detrimental impact on the resources and functional values ranked high or medium in the *Willamette River Natural Resource Inventory* or when mitigation is proposed in order to meet River Review approval criteria. A remediation action site plan is required when significant detrimental impacts occur in violation of the Code and no permit was applied for.~~ The Director of BDS may waive items listed in this subsection if they are not applicable to the specific review; otherwise they must be included. Additional information such as wetland characteristics or soil type may be requested through the review process.

1. Existing conditions site plan. The existing conditions site plan must show the following:

   ~~a. For the entire site:~~

   a.~~(1)~~ Location of any wetlands or water bodies on the site or within 50 feet of the site. Indicate the location of the top of bank, centerline of stream, ordinary high water, or wetland boundary as appropriate. In the case of a violation, also identify the location of the wetland or water body prior to alteration;

   b.~~(2)~~ 100-year floodplain and floodway boundaries. In the case of a violation, also identify the location of the 100-year floodplain and floodway prior to alteration;

   c. Drainage patterns, using arrows to indicate the direction of major drainage flow;

   d.~~(3)~~ The top of bank of the Willamette River, and the structures and topographic contours referenced to determine the top of bank. ~~The site plan depicting the top of bank must be drawn accurately to scale, and be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches. The scale of the drawing must be between 1 inch = 50 feet, and 1 inch = 10 feet. Ground elevations must be shown by contour lines at 2-foot vertical intervals.~~ See Section 33.910.030, Environmental-Related Definitions, Top of Bank. In the case of a violation, also identify the location of the top of bank prior to alteration;

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e.(4) Boundaries of the River Environmental overlay zone. These boundaries may be scaled in relation to property lines from the Official City Zoning Maps;

f. Within the River Environmental overlay zone:

(1) Distribution outline of shrubs and ground covers, with a list of most abundant species; and

(2) Trees over 1.5 inches in diameter identified by species and size, including the location of the trunk and the root protection zone or canopy drip line. In the case of a violation, also identify the trees that were cut or damaged by showing a stump diameter and species;

g. Outside of the River Environmental overlay zone, trees over 3 inches in diameter, including the location of the trunk and crown cover, identified by species and size;

h.(5) Location and boundaries of designated scenic resources. The location of viewpoints, view corridors and scenic corridors must be show in relation to the property lines, existing and proposed public trails and boundaries of the River Environmental overlay zone;

i.~~(6)~~ Topography shown by contour lines at two foot vertical contours in areas of slopes less than ten percent and at five foot vertical contours in areas of slopes ten percent or greater. In the case of a violation, also identify the topography prior to alteration;

~~(7) Drainage patterns, using arrows to indicate the direction of major drainage flow; and~~

j.(8) Existing improvements such as structures, buildings, utility lines, stormwater systems, septic or sewer facilities, fences, etc.

~~b. Within the River Environmental overlay zone:~~

~~(1) Distribution outline of shrubs and ground covers, with a list of most abundant species; and~~

~~(2) Trees over 3 inches in diameter identified by species and size, including the location of the trunk and the root protection zone or canopy drip line. In the case of a violation, also identify the trees that were cut or damaged by showing stump diameter and species.~~

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2. Proposed development site plan. A proposed development site plan must show the following:

   a. Location of the River Environmental overlay zone, the top of bank and river setback areas, and the landscaping area subareas;

   b. Location of all proposed development including buildings, structures, decks, retaining walls, bridges, trails/pathways, etc.;

   c. Location of proposed utility lines and connections, stormwater systems and septic or sewer facilities;

   d. Location of protected ~~scenic resources~~ viewpoints and view corridors;

   e. Delineated areas, and total square footage of, temporary and permanent disturbance, including equipment maneuvering areas;

   f. Delineated areas of vegetation removal and identification of trees to be removed using a bold X;

   g.~~e.~~ Proposed final contour lines at 2-foot vertical intervals in areas of slopes less than ten percent and at 5-foot vertical contours in areas of slopes ten percent or greater;

   ~~f. Delineated areas of ground disturbance and vegetation removal;~~

   h.~~g.~~ Location of excavation and fill and total quantities of each, including b~~B~~alanced cut and fill calculation for any grading in the 100-year floodplain; and

   i.~~h.~~ Areas to be left undisturbed. Location and species of existing trees, including the required root protection zone per Title 11, shrubs and ground covers to remain;

3. Construction management site plan. A construction management site plan must show the following:

   a. Location of the River Environmental overlay zone;

   b. Delineated areas of temporary and permanent ~~ground~~ disturbance ~~and vegetation removal~~, including equipment maneuvering areas;

   c. Proposed grading plan with existing and proposed contours. The grading plan must show proposed alteration of the ground at 2-foot vertical contours in areas of slopes less than ten percent and at 5-foot vertical contours in areas of slopes ten percent or greater;

23421

23422

d. Location of excavation and fill and total quantities of each, including balanced cut and fill calculation for any grading in the 100-year floodplain;

e. Location of all proposed development;

f. Delineated areas of vegetation removal and identification of trees to be removed using a bold X;

g.~~e.~~ Areas where existing topography and vegetation will not be affected by the development proposal;

h.~~f.~~ ~~Identification of trees to be removed using a bold X and the~~ Llocation of trees to remain including the required root protection zone per Title 11;

i.~~g.~~ Location of site access and egress;

j.~~h.~~ Equipment and material staging and stockpile areas; and

k.~~i.~~ Erosion control measures~~; and~~

~~j. Measures to protect trees and vegetation in accordance with Title 11~~.

4. Mitigation or remediation site plan. A mitigation site plan is required when the proposed development will result in unavoidable significant detrimental impact on the resources and functional values ranked high or medium in the *Willamette River Natural Resources Protection Plan* or when mitigation is proposed in order to meet River Review approval criteria. A remediation site plan is required when significant detrimental impacts occur in violation of the Zoning Code and no permit was applied for. ~~An~~ The on-site or off-site mitigation or remediation site plan must show the following:

a. Location of the River Environmental overlay zone in relation to the mitigation site;

b. Distribution outline, species composition, and percent cover of ground covers to be seeded or planted using standard landscape graphics;

c. Location, species, and size of each individual tree to be planted;

d. A planting table listing the size, number, and species (common and scientific) of all trees, shrubs, groundcover or seeds to be installed ~~including the ratio of seeds to area to be planted, species name (common and scientific), number, size and spacing~~;

e. The area of the mitigation site in square feet in relation to the project impact area;

f. The location of the mitigation site in relation to existing, proposed or anticipated future development on the site;

g. Stormwater management features, including retention, infiltration, detention, discharges, and outfalls;

h. Location of protected viewpoints and view corridors;

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Commentary

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i. Water bodies to be created, including centerline, top of bank, wetland boundary and depth;

j. Water sources to be used, including volumes;

k. Location of excavation and fill and total quantities of each, including balanced cut and fill calculation for any grading in the 100-year floodplain; and

l.~~k.~~ Information showing compliance with Section 33.248.090, Mitigation and Restoration Plantings.

B. Supplemental narrative. The following is required:

1. Impact evaluation. An impact evaluation is required to determine compliance with the approval criteria, and to evaluate practicable development alternatives for a particular site. The alternatives must be evaluated on the basis of their impact on identified resources and functional values. Significant resources and functional values are identified in the ~~*Willamette River North Reach Natural Resources Inventory: Riparian Corridors and Wildlife Habitat* (2008)~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)*, and a supplemental environmental assessment can be provided to more accurately identify resources and functional values on the site. In the case of a violation, the impact evaluation is used to determine the nature and scope of the significant detrimental impacts.

   a. An impact evaluation includes:

      (1) Identification, by characteristic and quantity, of the natural resources and their functional values found on the site. The ~~Willamette River North Reach Natural Resources Inventory: Riparian Corridors and Wildlife Habitat (2008)~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)* provides site-specific information on natural resource features including:

- open water;
- shallow water (river depth 0-20 feet);
- beach;
- riparian vegetation;
- upland and bottomland forest;
- grassland;
- flood area and floodplain;
- wetlands, streams and ponds; and
- special habitat area.

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(2) Scenic resources are mapped with a scenic (s) overlay zone. The adopted *Central City Scenic Resources Protection Plan* describes the specific resources to be protected. Chapter 33.480, Scenic Resources, says that adjustments and modifications to the standards can be made through Environmental or River Review. Scenic resources should be considered in context of the natural resources features and functions. In the case where resource values will be diminished in order to protect the scenic resources, mitigation is required to compensate for the loss of function. ~~Map 480-1 includes the location of Scenic (s) overlay zones and view corridors with special height limitations.~~

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The ~~*Willamette River/Central Reach Natural Resources Inventory (2015)*~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)* provides site-specific information on the functional values provided by the various natural resource features including:

- Microclimate and shade;
- Stream flow moderation and water storage;
- Bank function, and sediment, pollution and nutrient control;
- Large wood and channel dynamics;
- Organic inputs, food web and nutrient cycling;
- Fish and wildlife habitat;
- Habitat connectivity/movement corridor;

The ~~Willamette River/Central Reach Natural Resources Inventory (2015)~~ *Willamette River Central Reach Natural Resources Protection Plan (2016)* also provides information on wildlife and plant special status species that are known or reasonably expected to occur within or use a site. The application must contain current information regarding any special status species known or expected to occur on the site;

(2) Identification and description of the scenic resources on the site to be protected. Scenic resources are mapped on the official zoning maps with a scenic (s) overlay zone and are described in ~~T~~the *Central City Scenic Resources Protection Plan* (2015) ~~provides site-specific information on the scenic resources. The application must contain current information regarding the scenic resources.~~

(3) Identification of significant unavoidable detrimental impacts on identified natural and scenic resources and functional values. Actions that could cause detrimental impacts and should be identified include:

- excavation and fill both in the water and above the ordinary high water mark. The quality and source of fill material is an important factor to be considered;
- clearing and grading;
- construction;
- vegetation removal;
- tree planting;
- altering bathymetry;
- altering a vegetated riparian corridor or upland vegetated area;
- altering the floodplain;
- altering the temperature of the river especially the altering of existing cold water sources;

(3) Evaluation of practicable alternative locations, design modifications, or alternative methods of development that both achieve the project purpose, taking into account cost and technology, and minimize significant detrimental impacts on identified natural and scenic resources and functional values; and

(4) Determination of the practicable alternative that best meets the applicable approval criteria.

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b. An impact evaluation for a violation includes:

(1) Description, by characteristics and quantity, of the natural and scenic resources and functional values on the site prior to the violation; and

(2) Determination of the impact of the violation on the natural and scenic resources and functional values.

2. Biological assessment. A biological assessment developed for the purposes of a federal or state permit may be submitted in place of some or all of the impact evaluation if the biological assessment includes the information described in subparagraph B.1, above. In the event that the applicant submits a biological assessment in place of some or all of the impact evaluation, the applicant must identify which aspects of the impact evaluation are covered by the biological assessment and, if necessary, identify which pieces of information will be included in the impact evaluation.

3. Supplemental environmental site assessment. A site-specific environmental assessment, prepared by a qualified consultant, to more precisely determine the existence, location, type, extent, and quality of the natural resources and functions on the site can be provided as part of the supplemental narrative. The assessment may verify, supplement, or challenge the information in the City's inventory for the purpose of informing the impact evaluation and identifying mitigation obligations;

4. Construction management plan. Identify measures that will be taken during construction or remediation to protect the remaining natural and scenic resources and functional values at and near the construction site and provide a description of how areas that are not affected by the construction will be protected. For example, describe how trees will be protected, erosion controlled, construction equipment controlled, and the timing of construction; and

5. Mitigation or remediation plan. The purpose of a mitigation or remediation plan is to compensate for unavoidable significant detrimental impacts on identified natural and scenic resources and functional values that result from the chosen development alternative or violation. A mitigation or remediation plan includes:

a. Natural or scenic resources and functional values to be restored, created, or enhanced within mitigation or remediation area~~. If credits will be purchased from a City certified mitigation bank, the mitigation plan must identify the total number and the type of credits being purchased~~;

b. Documentation of coordination with appropriate local, regional, special district, state, and federal regulatory agencies;

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Commentary

33.865.100.A Development within the River Environmental Overlay Zone
The approval criteria for development within the River Environmental overlay zone are intended to protect and conserve the natural resources and functional values that exist in the overlay zone. The approval criteria are modeled on the environmental conservation overlay zone approval criteria and will allow development to occur as long as the applicant can show that all other practicable alternatives to locating development in the resource area have been explored and are not practicable within the context of project purpose. In cases where development will occur and resource values will be diminished, mitigation is required to compensate for the loss of function due to the development.

33.865.100.A.1 Resource Enhancement Projects
Resource enhancement project should result in an overall increase in natural resource functions. That could result from an increase in natural resource area; for example, removing impervious surface and landscaping with native plants. Or it could result from keeping the area the same but removing invasive plants and landscaping with native plants. No net loss of functional value does not mean that no trees or native vegetation can be removed. For example, if older mature trees are dying out and becoming hazardous; removing those trees and replacing with new native trees should be considered no net loss of functional value.

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c. Construction timetables;

d. Operation and a long-term maintenance plan;

e. Monitoring and evaluation procedures that include periodic reporting;

f. Remedial actions for unsuccessful mitigation;

g. Information showing compliance with Section 33.248.090, Mitigation and Restoration Plantings; and

h. If off-site mitigation is proposed, demonstration that on-site mitigation is not practicable or ecologically beneficial.

33.865.100 Approval Criteria.
Requests for a River Review will be approved if the review body finds that the applicant has shown that all applicable approval criteria have been met.

A. Development within the River Environmental overlay zone. The applicant's supplemental narrative must demonstrate that all of the following are met:

1. Resource enhancement projects:

   a. There will be no net loss of total resource area;

   b. There will be no net loss of functional values; and

   ~~b~~c. There will be a significant improvement of at least one functional value.

2. All other proposals in the River Environmental overlay zone:

   a. Proposed development minimizes the loss of identified natural or scenic resources and functional values consistent with the uses that are generally permitted or allowed in the base zone without a land use review, or permitted or allowed by an approved conditional use review;

   b. Proposed development locations, designs, and construction methods are less detrimental to identified natural and scenic resources and functional values than practicable and significantly different alternatives, including alternatives on the same site but outside of the River Environmental overlay zone;

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33.865.100.A.2.d Mitigation
Mitigation for unavoidable impacts from development will be required for every River Review.

(3) The applicant will be required to show that the proposed mitigation compensates for all significant detrimental impacts to identified natural resources and functional values including the interim loss of resource area and functionality. Lost resource features and functions on the site will have to be fully replaced with in-kind resources, and any interim loss of functionality that will happen between the time the impacts occur and the time the mitigation site is mature will have to be addressed.

Through previous mitigation project, staff determined a mitigation ratio of 1.2:1 is the absolute minimum to account for time lag between impacts and mitigation establishment and that ratio is associated with mitigation for grassland habitat. Shrublands, woodlands and forests will have a longer time lag between impacts and establishment of mitigaiton. Therefore, a 1.5:1 ratio of project impact area to mitigation area is the least amount mitigation that may be proposed. This is also the mitigation ratio required by the standard 33.475.430.K, Mitigation.

During review it is possible that a higher mitigation ratio will be required due to the factors listed in 3. The applicant's response to the first bullet, uniqueness of the features and functions, should include consideration of how rare the habitat or fish/wildlife are in the local area or region and if any species listed in the Natural Resources Inventory as *at-risk* are impacted, including Endangered Species Act listed species. The applicant's response to distance between the impact area and mitigation area should address the species being impacted and how well the mitigation area will serve those species that will have to relocate.

Responses to the last bullet should address the time for plants to grow and fully replace the lost functions. The City or applicant may proposed a different mitigation ratio that better accounts for the time lag between impacts and a fully functioning mitigation site. Time lag is dependent on the plant and fish/wildlife species impacted and the time it takes for those functions to be replaced. An old growth bottomland hardwood forest can take more than 50 years to be replaced, where a grassland may take only a few years.

(45) On-site mitigation opportunities must be explored before off-site mitigation can be approved. On-site mitigation is a priority in cases where there is adequate space to mitigate based on the mitigation ratio, and appropriate conditions exist to support successful mitigation. An adequate on-site mitigation area should be able to sustain on-going resource functionality and habitat connectivity without being negatively impacted by surrounding development. On-site opportunities will be evaluated within the context of existing, proposed and future development on the site.

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c. There will be no significant detrimental impact on areas of the site reserved for mitigation, areas within the River Environmental overlay zone not proposed for development at this time, downstream river habitat within the Central Reach, or other sites in the Central Reach where environmental restoration is in progress or complete;

d. Mitigation:

(1) The mitigation plan ~~must~~ demonstrates that all significant detrimental impacts on identified scenic and natural resources and functional values, and the interim loss of functional value will be compensated for;

(2) To the extent practicable, the natural and scenic resources and functional values restored or enhanced as mitigation must be the same kind of resource, performing the same function~~sal value~~ as the lost resource;

(3) The amount of natural resource mitigation due as compensation must~~will~~ be based on the amount and relative condition of the resources and functional values impacted by the proposal. The amount of natural resource mitigation required will be at a ratio no less than 1.5:1 of mitigation area to project impact area, but may be more to address the following:

- the uniqueness of the resources and functional values impacted;
- the relative condition of the mitigation area;
- the distance between the impact area and mitigation area; and
- the time lag between when the resources and functional values are lost due to the impacts and the point when the mitigation site will achieve full functions;

(4) Mitigation must occur within the River Environmental overlay zone or in an area that is contiguous to the River Environmental overlay zone. The applicant must own the mitigation site, possess a legal instrument that is approved by the City as sufficient to ensure the right to carry out, monitor, and maintain the mitigation (such as an easement or deed restriction);

(~~4~~5) Mitigation must occur on-site when practicable, and ecologically beneficial. Factors to be considered when evaluating this criterion include:

- The potential for the long-term success of the restored resources and functional values in the mitigation area;
- The amount, size, shape, and connectivity potential of on-site mitigation areas;
- The location of the mitigation area in relation to existing, proposed or future development on the site, and the impact development may have on the mitigation area;
- Contamination; and
- Any other site specific issue or constraint;

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33.865.100.A.2.d.~~5~~6 Mitigation

A higher ratio of mitigation to impacts is applied to off-site mitigation because there are natural resource functions lost permanently when resources are removed at one location and mitigated for at a different location. The approval criteria of 33.865.100.A.2.d.3 allows the mitigation ratio to be higher than 1.5:1 depending on the distance between the impact area and the mitigation area. ~~A higher ratio~~ The minimum ratio of 3:1 for off-site mitigation ensures that compensation for moving the resources to a different site is accounted for. Staff may propose an even higher ratio if the mitigation area is located far from the impact area and the species that use the resources impacted are not benefitting from the mitigation. Best available science includes ratios of 7:1 or higher if there is a large distance between the impact area and mitigation area and the species in the impact area cannot easily transplant to the mitigation area. ~~The mitigation can be completed outside of the River Environmental overlay zone provided that it is contiguous to the River Environmental overlay zone.~~

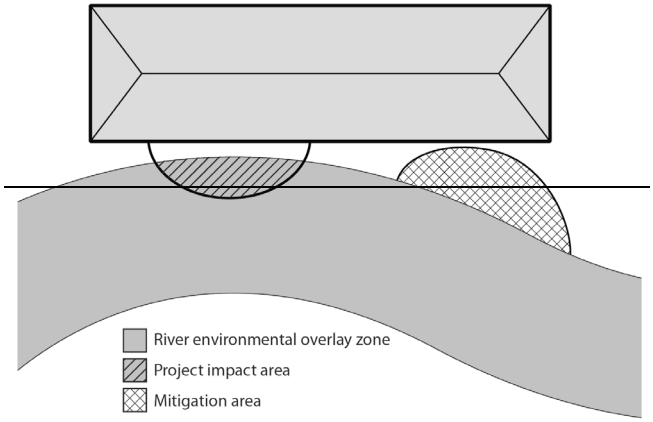
23434

(~~5~~6) If on-site mitigation is not practicable or ecologically beneficial, the applicant may perform mitigation off-site. The off-site mitigation must meet ~~33.865.100.A.2.d.1-4~~ all other approval criteria in this subparagraph and the following:

- Mitigation must occur at a minimum 3:1 ratio of mitigation area to project impact area; and
- The mitigation area must be located within the Willamette River Central Reach, shown on Map 475-1; and
- ~~Mitigation must occur in the River Environmental overlay zone or in an area that is contiguous to the River Environmental overlay zone; and~~

(7) The requirements of Section 33.248.090, Mitigation and Restoration Planting, must be met.

~~Figure 865-1~~
~~Mitigation Area Contiguous to River Environmental Overlay Zone~~



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33.865.100.B Modifications to zone boundaries
These approval criteria are the same criteria used for modifications of Environmental Overlay zone boundaries and the boundary of the Pleasant Valley Natural Resource Overlay zone.

3. Additional, more detailed data may be provided that results in a remapping of the River Environmental overlay zone on a site. For example, a survey of the top of bank of a river, stream or drainageway may be provided. The City may need to perform a site visit to verify the data.

Modifications to the location of the River Environmental overlay zone based on more site specific data should be reviewed to determine if any natural resource features or functions have been altered in a way that constitutes a violation to 33.475. Natural resource features and functions change naturally over time due to weather changes, growth of new plants, flooding, etc. Natural changes can result in the features and functions moving on the site and thus the River Environmental overlay zone may need to change accordingly. However, if natural resource features or functions are altered by humans in a way that does not meet the exemptions or standards of 33.475, and have not been reviewed through 33.865, then the location of the River Environmental Overlay zone should not be changed.

3.a. The applicant may use the more detailed feature data (e.g., location of top of bank, flood area, tree canopy, etc.) and apply the adopted methodology of the Natural Resources Inventory to determine the revised location of high and medium ranked resources. This should be verified by the City using the Natural Resources Inventory GIS models.

33.865.110 Modification of Site-Related Development Standards
This approval criterion allows adjustments to site-related development standards to be considered and approved as part of a River Review. The applicant must show that granting the adjustment will result in greater protection of the resources and functional values on the site and that the proposal is consistent with the purpose of the standard that is being adjusted. This approval criterion is the same as a criterion used in Environmental overlay zones and the Pleasant Valley Natural Resource Overlay zone.

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B. Modification of River Environmental overlay zone boundaries. Modifications of River Environmental overlay zone boundaries that reflect permitted changes in the location or quality of resource areas will be approved upon finding that the applicant's statement demonstrates that either Paragraph B.1 or B.2 are met. For ~~M~~modification of environmental zone boundaries based on a more detailed site specific environmental study, that confirms the location of natural resource features identified in the adopted Natural Resources Inventory, the applicant's impact evaluation must demonstrate that Paragraph B.3, below, is met:

1. Successful mitigation. An approved mitigation plan has been successful and a new, restored, or enhanced resource exists which should be included in the River Environmental overlay zone; or

2. Approved loss of resource area. All of the following must be met:

   a. All approved development in a resource area has been completed;

   b. All mitigation required of this development has been successful; and

   c. The identified resources and functional values at the developed site no longer exist, or have been subject to a significant detrimental impact.

3. Modification of River Environmental overlay zone boundaries based on a more detailed site-specific environmental study. The River Environmental overlay zone line location may be modified to more accurately reflect the location of natural resources and functional values on the site. All of the following must be met:

   a. The modified River Environmental overlay zone boundary must include all natural resource features that receive a high or medium rank using the methodology ~~adopted~~ within ~~in~~ the adopted Natural Resources Inventory; and

   b. The modified River Environmental overlay zone boundary must be located no closer than 50 feet from the top of bank of a river, stream, drainageway, wetland or other water body.

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33.865.110 Modifications of Site-Related Development Standards

The review body may consider modifications to site-related development standards that are not otherwise prohibited from being adjusted as part of the River Review process. These modifications are done as part of the River Review process and are not required to go through the adjustment process. Adjustments to use-related development standards (such as floor-area ratios, intensity of use, size of the use or concentration of uses) are subject to the adjustment process of Chapter 33.805. In order to approve these modifications, the review body must find that the development will result in greater protection of the resources and functional values identified on the site and will, on balance, be consistent with the purpose of the applicable regulations.

Commentary

33.865.120 Corrections to Violations of the River Environmental Overlay Zone Standards

These approval criteria are the same criteria that are used for violations of the Environmental overlay zones and for violations of the Pleasant Valley Natural Resource Overlay zone.

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33.865.120 Corrections to violations of the River Environmental Overlay Zone Standards
For corrections to violations of the River Environmental development standards the application must meet all applicable approval criteria stated in Subsection 33.865.100.~~B~~A, above, and Subsection A, and Paragraphs B.2 and B.3, below. If these criteria cannot be met, then the applicant's remediation plan must demonstrate that all of the following are met:

A. The remediation is done in the same area as the violation; and

B. The remediation plan demonstrates that after its implementation there will be:

1. No permanent loss of any type of resource or functional value;
2. A significant improvement of a least one functional value; and
3. There will be minimal loss of resources and functional values during remediation until the full remediation program is established.

33.865.200 Performance Guarantees
The Director of BDS may require performance guarantees as a condition of approval to ensure mitigation or remediation. See Section 33.700.050, Performance Guarantees.

33.865.210 Special Evaluation by a Professional
A professional consultant may be hired to evaluate proposals and make recommendations if the Director of BDS finds that outside expertise is needed due to exceptional circumstances. The professional will have expertise in the specific resource or functional value or in the potential adverse impacts on the resource or functional value. A fee for these services will be charged to the applicant in addition to the application fee.

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Environmental Review Submittal Checklist

See Portland Zoning Code Sections 33.430.210 through 280 and 33.730.060 for specific application requirements

This checklist is for use by applicants to prepare Environmental Review applications.

All Site Plans

The following items are required for site plans submitted in your application:

- ❑ A minimum of five (5) full sized complete sets including the following labeled plans are required: Existing Conditions Site Plan; Proposed Development Site Plan; Construction Management Site Plan; and Mitigation/Remediation Site Plan.
- ❑ All plans must be black and white line drawings, drawn to an accurate scale (preferably 1 inch = 20 feet), and include a north arrow and date. Reductions may be to a graphic scale.
- ❑ At least one (1) copy of each complete plan set must be legibly reduced to no greater than 8.5 x 11 inches, and be suitable for black and white photocopy reproduction. Aerial photos are not acceptable.
- ❑ Illustrate the site in its entirety (additional plans may be submitted that show a portion of the site)
- ❑ Include the official City of Portland Environmental overlay boundaries of the Environmental Protection and/or Conservation zones, and show the 25 foot transition area.

Site Plans

Existing Conditions Site Plan

- ❑ Information from ***All Site Plans*** section above
- ❑ Location of existing buildings and fences
- ❑ All existing utility lines and connections, stormwater systems, septic or sewer facilities and easements
- ❑ Location, size, and species of existing trees > 6 inches in diameter at breast height (dbh)
- ❑ Distribution outline and species of existing shrubs and ground covers;
- ❑ 100-year floodplain and floodway boundaries
- ❑ Ordinary High Water Line (OHWL) of all water bodies
- ❑ Surveyed top-of-bank of all water bodies
- ❑ Existing contour lines at two-foot vertical intervals in areas of slope < 10% (five-foot intervals for slopes ≥10%)
- ❑ Drainage patterns shown by arrows indicating direction of flow
- ❑ If this is a violation case, indicate areas impacted by unpermitted activities (ground disturbance) and indicate the trees (location, size, type) that were cut or damaged

Proposed Development Site Plan (not required for Resource Enhancement projects)

- ❑ Information from ***All Site Plans*** section above
- ❑ Location of proposed development (including but not limited to buildings, pathways, decks, retaining walls, bridges, garages, etc.)
- ❑ Location of proposed utility lines and connections, stormwater systems (water quality, detention and discharge), and septic or sewer facilities
- ❑ Proposed final contour lines at two-foot vertical intervals in areas of slope < 10% (five-foot intervals for slopes ≥ 10%)
- ❑ Delineation of limits of temporary and permanent disturbance areas
- ❑ Total area, in square feet, of the disturbance areas
- ❑ Location and species of existing shrubs & ground covers to remain
- ❑ Location and species of existing trees over six inches in diameter that will remain

Construction Management Site Plan

- ❑ Information from ***All Site Plans*** section above

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- ❑ Proposed grading plan with existing and proposed contour lines at two foot vertical intervals in areas of slope <10% (five foot vertical intervals in areas of slope ≥ 10%)
- ❑ Location of excavation and fill areas (include amount of cubic yards for each)
- ❑ Illustration of the limits of the temporary and permanent areas of disturbance, including permanent development and equipment maneuvering areas
- ❑ Identification of areas to be left undisturbed
- ❑ Location of trees to be removed using a bold "**X**"and location of trees to remain, including the City-defined Root Protection Zone for all trees to be saved, according to chapter 11.60.
- ❑ Identification of device(s) used to protect trees to be preserved (including, but not limited to construction fencing, etc.). Tree protection fencing must be placed at the edge of Root Protection Zones, depicted as required in 11.60.030
- ❑ Balanced cut-and-fill calculations for any grading within the 100-year floodplain
- ❑ Location of construction ingress and egress
- ❑ Location of equipment staging and stockpile areas
- ❑ Location and type of erosion control measures to be installed

Mitigation / Remediation Site Plan

- ❑ Information from ***All Site Plans*** section above
- ❑ Location of trees, shrubs and ground covers to be planted, using standard landscaping symbols, as required in chapter 33.248
- ❑ Species name (scientific and common), size, and number of trees, shrubs, and ground covers listed in a table
- ❑ Ordinary High Water Line (OHWL) of all waterbodies
- ❑ Remediation grading or removal of structures
- ❑ Location of additions and new buildings, utility lines, stormwater control measures, septic or sewer facilities, and in-stream structures

Narrative

Two copies of a written statement addressing each of the following is required for the narrative portion of your application*:

- ❑ Description of the project and site
- ❑ Written findings for each applicable approval criterion (Zoning Code Section 33.430.250 and/or Plan district designation), including:
  - ❑ Evaluation of alternatives to the proposal, considered to reduce impacts.
  - ❑ Resource site identified from City of Portland resource inventories, and description of resources and functional values present on the property
  - ❑ Potential development impacts identified
  - ❑ Mitigation proposed for unavoidable impacts
  - ❑ Monitoring plan for mitigation plantings
  - ❑ Findings for additional Development Standards or Approval Criteria required by applicable Natural Resource Management Plans (NRMP) or Plan Districts

Other

- ❑ Note that three copies of supplemental reports (geotechnical studies, or drainage analyses, for example) may be required, depending on specific site conditions related to this review.
- ❑ An electronic copy of your narrative
- ❑ Pre-application summary notes, if applicable
- ❑ Application form for Land Use Reviews
- ❑ Application fee (see current fee schedule)

*Portland Zoning Code Section 33.430.240.B provides additional detail regarding submittal requirements for an Environmental Review Narrative.

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For more information visit or call the Planning and Zoning at the Development Services Center at 1900 SW 4th Avenue, Suite 1500, 503-823-7526

For Portland Zoning Code visit *www.portlandoregon.gov/zoningcode* Information is subject to change.

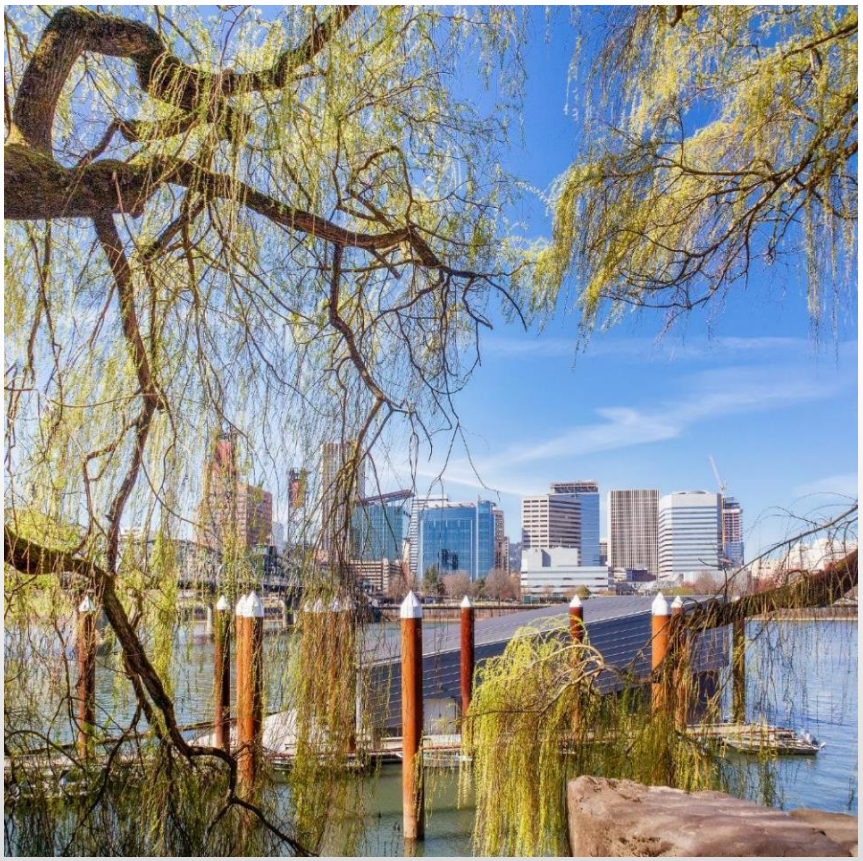

CENTRALCITY
2035
Decision Packet M: Willamette River – Miscellaneous
PSC Work Session 5 – 02/14/2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

River Overlay Zones

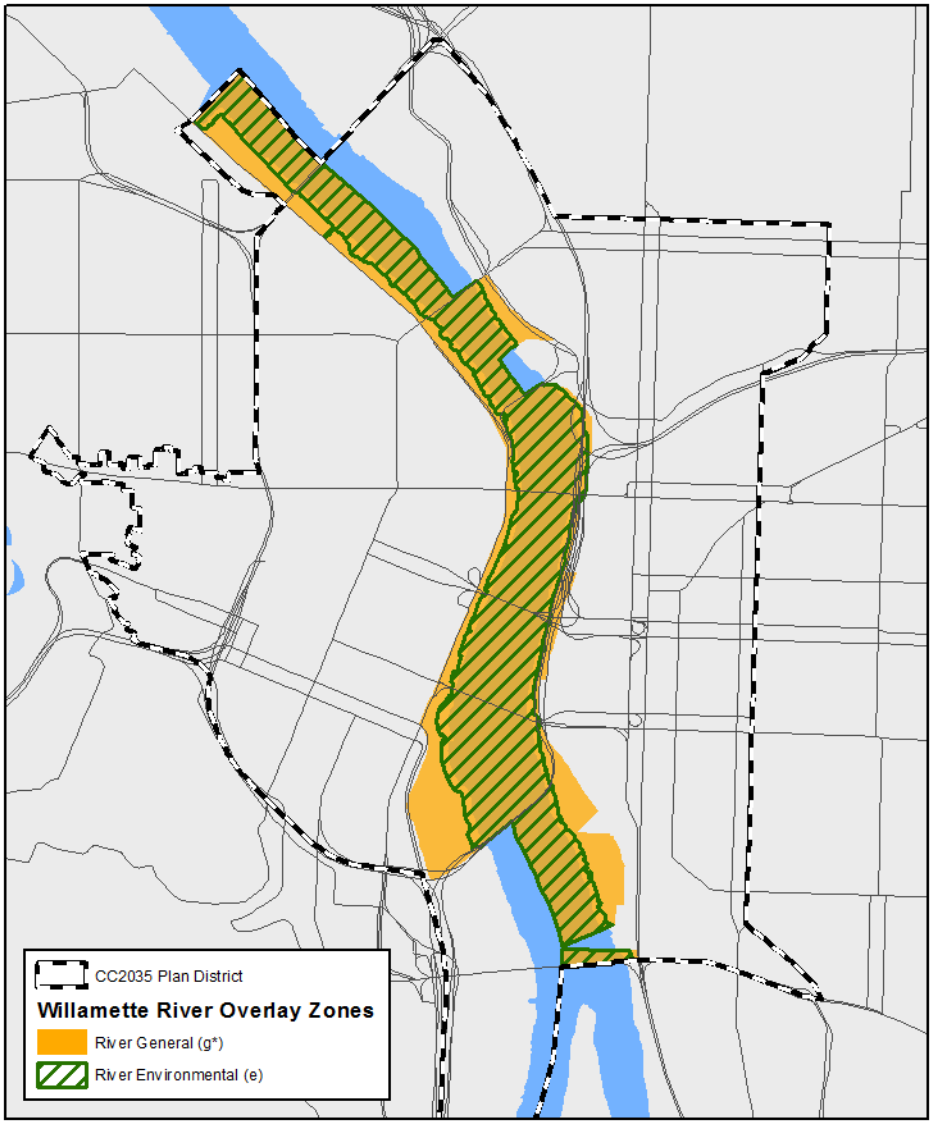
Topics in Table –

- Site plan submittal requirements
- Clarifying approval criteria

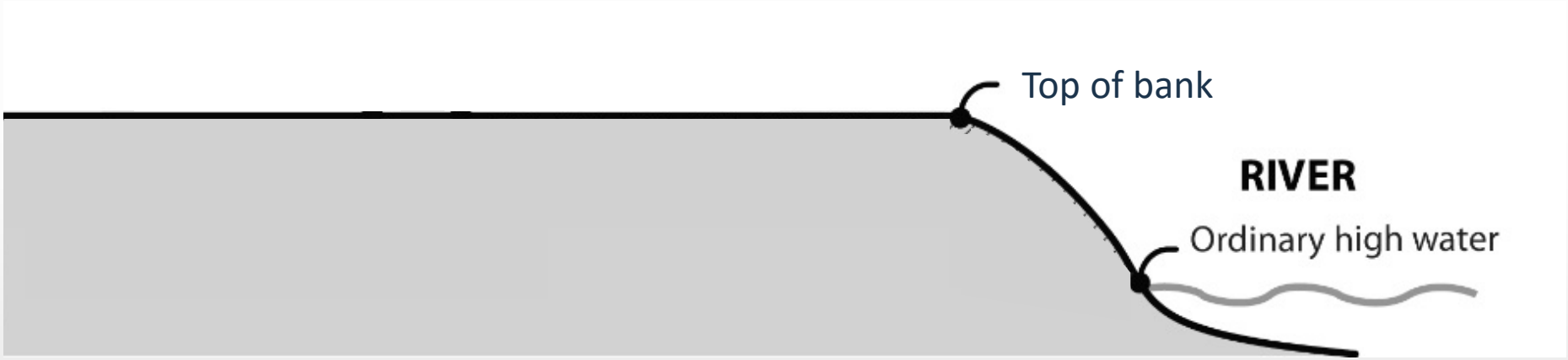
Discussion item – M1, exemptions for replacing existing structures



River Overlay Zones



Ordinary High Water Mark



Decision Table I. Miscellaneous Code and Map Amendments – Carryover from January 10, 2017

I4 and I5 are regarding ground floor active uses and ground floor windows are carryover items from January 10, 2017. I29 is a new amendment to the ecoroof requirement.

Contents of Decision Packet I:

- Decision Table I
- Memo I

Items Marked for Discussion:

Items I4, I5 and I29

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I4 and **Memo I (Jan 10 PSC Packet)**	20324	BDS Staff	Ground Floor Windows	Ground floor windows are required in the Central City. Generally, 40% to 60% of the ground level wall area on street-facing facades must be glazed. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.220.B, p. 139	1. Remove display window as acceptable elements to meet Ground Floor Window standard. An applicant may still request a display case and it could be considered through a Modification but should not be allowed outright. 2. Add mechanical rooms and bicycle parking to list of uses that do not qualify behind Ground Floor Windows.	**Proposed Amendment:** 1. Remove "display windows set into the wall" from the first paragraph. 2. Add mechanical rooms and bicycle parking to the list of items that do not qualify behind ground floor windows. **See Memo I: Miscellaneous Code and Map Amendments, Part 2, for code language.**	1. The ground floor window standard currently states that windows must allow views into work areas or lobbies, be windows in pedestrian entrances, or be display windows set into the wall. Staff believes that display windows often result in minimal activation of the ground floor. To ensure that they activate the ground floor, staff would prefer that these situations be reviewed through a modification. 2. Staff believes the list of elements that do not qualify for uses behind a window should be expanded to include mechanical and utility areas and bike and vehicle parking. These are not truly active spaces and BDS has indicated that these elements are often requested.	☒	☐ Support staff rec. ☐ Other
I5 and **Memo I (Jan 10 PSC Packet)**	20324	BDS Staff	Ground Floor Active Uses	New development and major remodels are required to have ground floors of buildings constructed such that they can accommodate active uses, e.g. lobbies, retail, and offices. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.225, p. 147.	1. Add language from ground floor windows standard clarifying which uses are NOT allowed in these active use areas [e.g. storage, utility room, parking, etc.] 2. Ground Floor Active Use requirement must be built now, not designed for later. Strike "or may be designed for later conversation to active uses" in section 33.510.225 C2.	**Proposed Amendment:** 1. Amend the purpose statement to clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas. 2. Require active use areas to be developed at the time of construction. **See Memo I: Miscellaneous Code and Map Amendments, Part 2, for code language**	1. Staff proposes to amend the purpose statement of the ground floor active use standard because the statement talks about allowed uses. The active use standard itself provides the required dimensions for the space. 2. In the standard, BPS staff agrees that spaces must be built to meet specifications at the time of development. See attached memo for proposed code edits.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I29	N/A	BPS Staff	Ecoroof Standard	Standard requires ecoroofs on new buildings in the CX, RX, EX, and IG1 with a net building area of at least 20,000 square feet. Sixty percent of the building's roof area must be covered by an ecoroof. **References**: Volume 2A, Part 1: Central City Plan District, 33.510.243B.1 Pages 155.	N/A	**Proposed Amendment:** 33.510.243.B.1 The ecoroof must cover at least 60 percent of the roof area. Roof area does not include: a. Areas covered by solar panels, skylights, or mechanical equipment; b. Areas used for fire evacuation routes; and c. <u>Areas used for parking on the top floor of structured parking.</u>	Staff proposes to exempt the top deck of a parking structure used for parking from the ecoroofs requirement. Staff believes an applicant should not have to build an additional roof over a parking structure in order to comply with the requirement. The areas that are not used for parking will still need to meet the standard. The parking structure will still need to comply with the stormwater management manual. While this standard is modifiable, it would be difficult to meet the purpose statement of the ecoroofs standard without providing an additional roof.	☒	☐ Support staff rec. ☐ Other

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MEMO I revised

DATE: January 13, 2016

TO: Planning and Sustainability Commission

FROM: Rachael Hoy, Senior Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table I: Miscellaneous Code and Map Amendments, Part 2**

23449

This memorandum contains BPS staff-recommended revisions to various Zoning Code sections in the Proposed Draft Central City 2035 Plan. Items I4 and I5 are carried over from Decision Packet I, Part 1.

Changes from the proposed draft are highlighted:

I4: 33.510.220.B: The ground floor windows regulations are amended to exclude display windows as elements that meet the window requirements and to clarify that windows into parking, mechanical and utility areas do not qualify.

33.510.220 Ground Floor Windows

A. [no change]

B. **Ground floor windows.** ~~**Major remodeling projects.** In the RX, CX, and EX zones, all major remodeling projects must also meet the ground floor window standard of the base zone, or the option below.~~ The following ground floor window standards apply to new development and major remodels in the RX, CX and EX zones. To meet the standards, ground floor windows must be windows that allow views into work areas or lobbies~~,~~ or be windows in pedestrian entrances~~, or be display windows set into the wall~~. Windows into storage, vehicle or bicycle parking, garbage and recycling, mechanical and utility areas, and display cases attached to outside walls, do not qualify. The bottom of the windows of nonresidential spaces must be no more than 4 feet above the finished grade: […]

I5: 33.510.225: The ground floor active use area regulations are amended to: 1) clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas and, 2) state that the active use areas need to be developed at the time of construction.

33.510.225 Ground Floor Active Uses

A. Purpose. The ground floor active use standards are intended to reinforce the continuity of pedestrian-active ground-level building uses. The standards are also intended to help maintain a healthy urban district through the interrelationship of ground-floor building occupancy and street level accessible public uses and activities. The standards are also intended to encourage a transit-supportive and pedestrian-oriented environment that is safe, active with uses, and comfortable for residents, visitors, and others. Active uses include but are not limited to: lobbies, retail, ~~residential,~~ commercial, and office, but do not include storage, vehicle and bicycle parking, garbage and recycling, or mechanical and utility areas.

B. Sites and development subject to the ground floor active use standards. The ~~G~~ground floor active use standards apply to new development and major remodels on sites with frontage on a street ~~areas are~~ shown on Map 510-9.~~7 at the end of this chapter. On identified sites, all new development and all major remodeling projects must meet the standard below.~~

C. Ground floor active use standards.

1. Dwelling units are prohibited on the ground floor.

2. Buildings must be designed and constructed to accommodate uses such as those listed in Subsection A.~~, above.~~ Areas designed to accommodate these uses ~~may~~ must be developed at the time of construction~~, or may be designed for later conversion to active uses~~. This standard must be met along at least 50 percent of the ground floor of walls that front onto a sidewalk, plaza, or other public open space.

   Areas designed to accommodate active uses must meet the following standards:

   ~~1~~a. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;

   ~~2~~b. The area must be at least 25 feet deep, measured from the street-facing facade;

   ~~3~~c. The area may be designed to accommodate a single tenant or multiple tenants. In either case, the area must meet the standards of the Accessibility Chapter of the State of Oregon Structural Specialty Code. This code is administered by BDS; and

   ~~4~~d. The street-facing facade must include windows and doors~~, or be structurally designed so doors and windows can be added when the space is converted to active building uses~~.

23450

Decision Table B: Scenic Resources Part 2

This table includes item B2, view of Vista Bridge from Jefferson Street. Item B2 was discussed at the September 27, 2016 PSC Work Session and is being revisited at the request of Commissioner Smith. Also included in this table are amendments to zoning code 33.480, Scenic Resources, zoning maps and amendment to zoning code 33.430, Environmental Overlay Zones, to clarify the relationship between the scenic (s) and environmental (c) and (p) overlay zones.

Contents of Decision Packet B: Scenic Resources

- Decision Table B
- Memo B

Items Marked for Discussion:

None

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale *(Revised)*	Discuss?	PSC decision
B2 (revisit) and **Memo B**	20301, 20302, 20309, 20328, 20385, 20396, 20401, 20403, 20446, 20452, 20461, 20823, 20856, 20899, 20932, 20936, 20941, 20943, 21011, 21022, 21049, 21050, 21093	Tracy Prince—Goose Hollow Foothills League Michael Molinaro Joanna Malaczynski Denise Archer Nancy Seton Mark Velky Liz Cooksey Daniel Salomon Ellen Davidson Levine Richard Potestio Cliff Weber Susan Younie Peggy Moretti – Restore Oregon Mark Velky Elizabeth Cooksey Elizabeth L Perris Rob Fallow – Jefferson Holdings LLC Tracy J. Prince Kal Toth Cliff Weber Liz Cooksey Elizabeth Perris Bill Failing	View of Vista Bridge from Jefferson Street	Continue to protect the view of Vista Bridge from the Jefferson St/I-405 Overpass; adjust height limits to account for existing development and vegetation	1. Protect the view of Vista Bridge by keeping the existing height limits. 2. Allow for 5-over-1 construction on Jefferson St. 3. Move the viewpoint to a location where more of the bridge can be seen.	**Proposed amendment to increase maximum heights along the north side of Jefferson St to 75ft.** **Proposed amendment to add a viewpoint at Collins Circle and actions to develop a formal viewpoint and improve pedestrian connectivity at Collins Circle.**	Allowing 75ft of height along the north side of Jefferson St supports redevelopment of the commercial corridor because 75ft allows for 5-over-1 construction. The view of Vista Bridge from I405 overpass is seen from auto or bike. Increase the height along Jefferson St to 75ft will have a slight impact on the view of Vista Bridge from I405 and as one travels west along Jefferson St. There is little opportunity to create a formal viewpoint at Jefferson St and I405 – the view from this location will be from auto or bike only. Developing the viewpoint at Collins Circle, Jefferson St and 18th Ave, would provide a safe location for the public to stop and view the Vista Bridge.	☒	☒ Support staff rec. 09/27/16 *Request to revisit*

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale *(Revised)*	Discuss?	PSC decision
B11	20324, 20846, 20688	Staci Monroe-BDS Mike Abbate-PP&R Bob Sallinger-Audubon Society of Portland	Scenic and Environmental Overlay Zone Overlap	**Zoning code 33.430.080.C.** exemptions from the environmental overlay zones throughout the city was updated to clarify that that the **exemption applies to pruning of vegetation and to clarify how the exemption applies to view corridors with special height restrictions**. **33.430.195 is a proposed a new standard to allow tree removal within scenic overlay zones.**	Clarify the zoning code standards	**Proposed amendments to add a cross-reference** statement in 33.430 that explains the relationship between chapters 33.430 and 33.480 with regards to tree removal in scenic (s) overlay zones.	This will make it clear to the applicant that if there is both a scenic (s) overlay and an environmental conservation (c) or protection (p) overlay that the regulations of both chapters apply.	☐	☐ Support staff rec. ☐ Other
B12		BPS	Scenic Overlay Zone Code and Maps	**The Proposed Draft updated 33.480 to add maps for all protected resources and to add code references to the maps.**	Apply a Scenic (s) overlay zone to all view corridors that have a limit ESEE recommendation.	**Proposed amendments to remove the maps** and return to the code referencing the Central City Scenic Resources Protection Plan.	In order to not create confusion between scenic resources that are protected by applying a scenic (s) overlay zone and resources that are protected by the Protection Plan without a s-overlay, the maps will be moved from the zoning code to the Protection Plan. This does not change the intent or the outcome of the zoning code. It simply makes it clear that some codes are applied in the s-overlay zone and other codes are applied to resources designated in the Protection Plan.	☐	☐ Support staff rec. ☐ Other

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MEMO B

DATE: February 03, 2017

TO: Planning and Sustainability Commission

FROM: Mindy Brooks, City Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table B: Scenic Resources – View of Vista Bridge**

23453

This memorandum contains additional information related to Decision Table B, item B2 – View of Vista Bridge from Jefferson Street. Item B2 was discussed at the PSC Work Session on September 27, 2016. The preliminary decision was to continue to protect the view of Vista Bridge from the I405 overpass at Jefferson St but allow slight impacts to view by increase height along the north side of Jefferson St to 75ft. Part of the decision was to also add a formal viewpoint at Collins Circle.

Existing Protections

The 1991 Scenic Resources Protection Plan designated a view of the Vista Bridge from the SW Jefferson St/I-405 overpass. Height restrictions were placed on the north side of SW Jefferson Street to protect the view (see Figure 1).

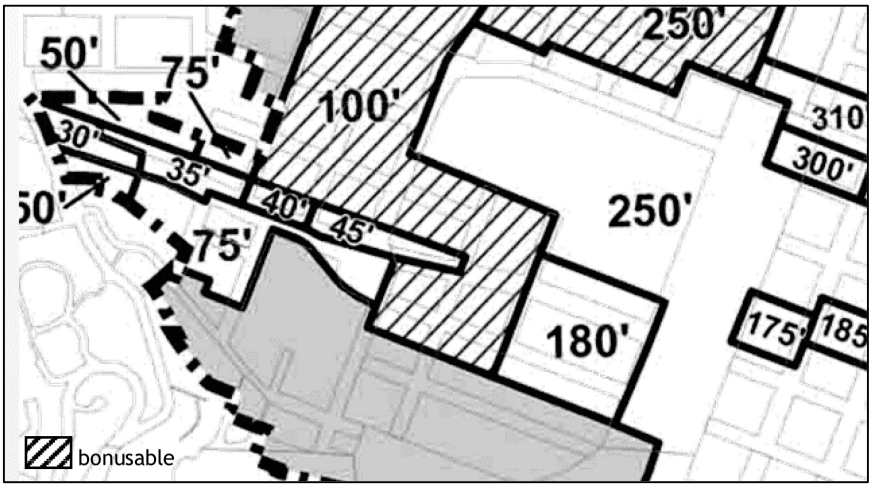


Figure 1. Existing 510-3 Maximum Heights

Inventory Results

The view was inventoried along with all other scenic resources identified in the 1991 Plan. The viewpoint was set at the middle of the crosswalk on the western side of the overpass because that is the closest approximation to the original viewpoint that also provides a view of most of the bridge. The view was sent to the experts for scoring and received a low score (see *Central City Scenic Resources Inventory* for a summary of the scoring methodology).

At the same time, staff was refining the definitions of view corridors, viewpoints and view streets. Staff met with the project consultants and agreed that the view of Vista Bridge from SW Jefferson St better met the criteria as a view street rather than a view corridor. So although it received a score as a view corridor from a viewpoint, that was not reported in the inventory because the designation was changed to view street and the criteria for view streets is different than for view corridors and viewpoints.

The view of Vista Bridge from the Jefferson St overpass is currently impacted by development and existing tree canopy on both the north and south sides of the street (see Figure 2). The view is only visible from the center of the crosswalk; the view from the sidewalks blocked by trees. From the crosswalk, the viaduct to the north is partially visible, but development and trees block some of the view.



Figure 2. View of Vista Bridge from Jefferson Street

ESEE Decision and Protection Tools

The initial ESEE decision presented in the Discussion Draft was to keep the view street from the historic location at I405 and limit vegetation and structures that would impact the view of the focal feature. The initial implementation of that tool was to rely on the right-of-way to protect the views. This resulted in removing height limits along SW Jefferson St. Public comments on the Discussion Draft stated that because

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SW Jefferson St is not linear, relying on the right-of-way would not be protective of the view. Staff reevaluated the view street based on this input.

The Proposed Draft ESEE decision was to prohibit structures to maintain the view of Vista Bridge from the historic location. The view is partially blocked by existing buildings and trees. The height limits applied in the Proposed Draft were based on location and height of those uses. This would allow for roughly 15 feet of additional height on the north side of SW Jefferson St (Figure 3). This increase in height would have a negligible impact the view of Vista Bridge from the I405 overpass (Figure 4).

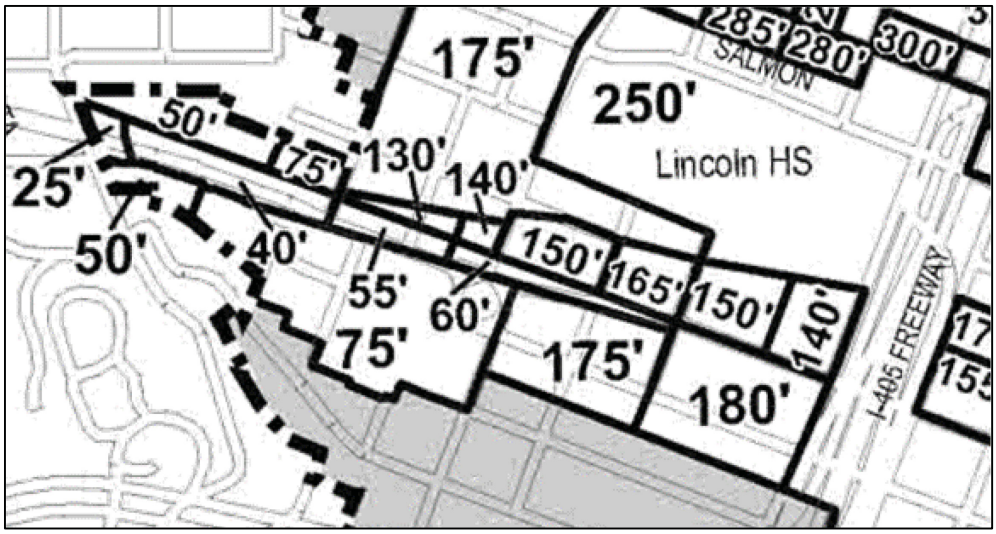


Figure 3. Proposed 510-4 Bonus Heights


Figure 4: View of Vista Bridge from Jefferson St/I405 Overpass based on Proposed Draft 510-4

23455

Public Comment

Testimony submitted on the Proposed Draft was split. Some testimony requested that the view of the Vista Bridge viaduct be preserved by keeping the existing height limits (Figure 1) and adding new height restrictions such that within a 20-foot setback on both sides of SW Jefferson Street the height be set at 15 feet/one story.

Other testimony requested that heights along SW Jefferson Street be set at 75 feet, which would allow for typical 5-over-1 construction with ground floor retail and residential above. The testimony states that this would support the desire for SW Jefferson Street to be a mixed use commercial corridor and allow for additional housing near the MAX stop at Collins Circle.

Staff Recommendation

Staff recommend a proposed amendment to allow 75 feet of height along the north side of Jefferson St and to add a viewpoint at Collins Circle. This height would support commercial redevelopment along Jefferson St as well as supporting transit-oriented development.

In the Proposed Draft, Jefferson St is designated a view street from the I405 overpass to Vista Bridge. That designation would remain in place. By allowing 75 feet of height along Jefferson St, there would be a slight impact to the view of Vista Bridge from the I405 overpass (see Figure 5). More of the northern viaduct would be blocked from the view.



Figure 5: View of Vista Bridge from Jefferson St/I405 Overpass based on Staff Recommendation

Because the view from the I405 overpass to Vista Bridge is primarily from auto or bike, and the view for pedestrians is only visible from the middle of the crosswalk, it is recommended that a new viewpoint be added at Collins Circle. Collins Circle is a publically owned park with a culturally significant art feature. Unlike viewing the bridge from a crosswalk, where you cannot stop easily to see the view, Collins Circle offers a

23456

place to stand or sit to enjoy the view and take a picture. Currently Collins Circle is underutilized because pedestrian traffic is directed around the circle. But with the addition of crosswalks, a sidewalk and vegetation maintenance at Collins Circle, this could become an attractive public open space with a view of Vista Bridge (see Figure 5). The view of Vista Bridge from Collins Circle would not be impacted by 75-foot height limits (see Figure 6).

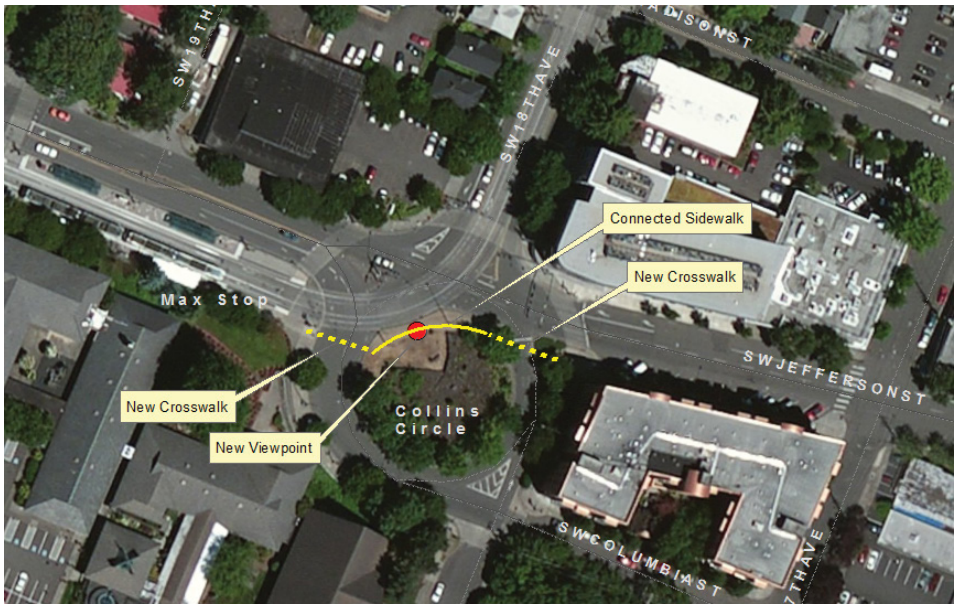


Figure 5: Actions to Improve Pedestrian Connectivity at Collins Circle



Figure 6: View of Vista Bridge from Collins Circle with Potential Development based on Staff Recommendation

23457


CENTRALCITY
2035
Decision Packet B: Scenic Resources
PSC Work Session 5 – 02/14/2017
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Scenic Resources Topics

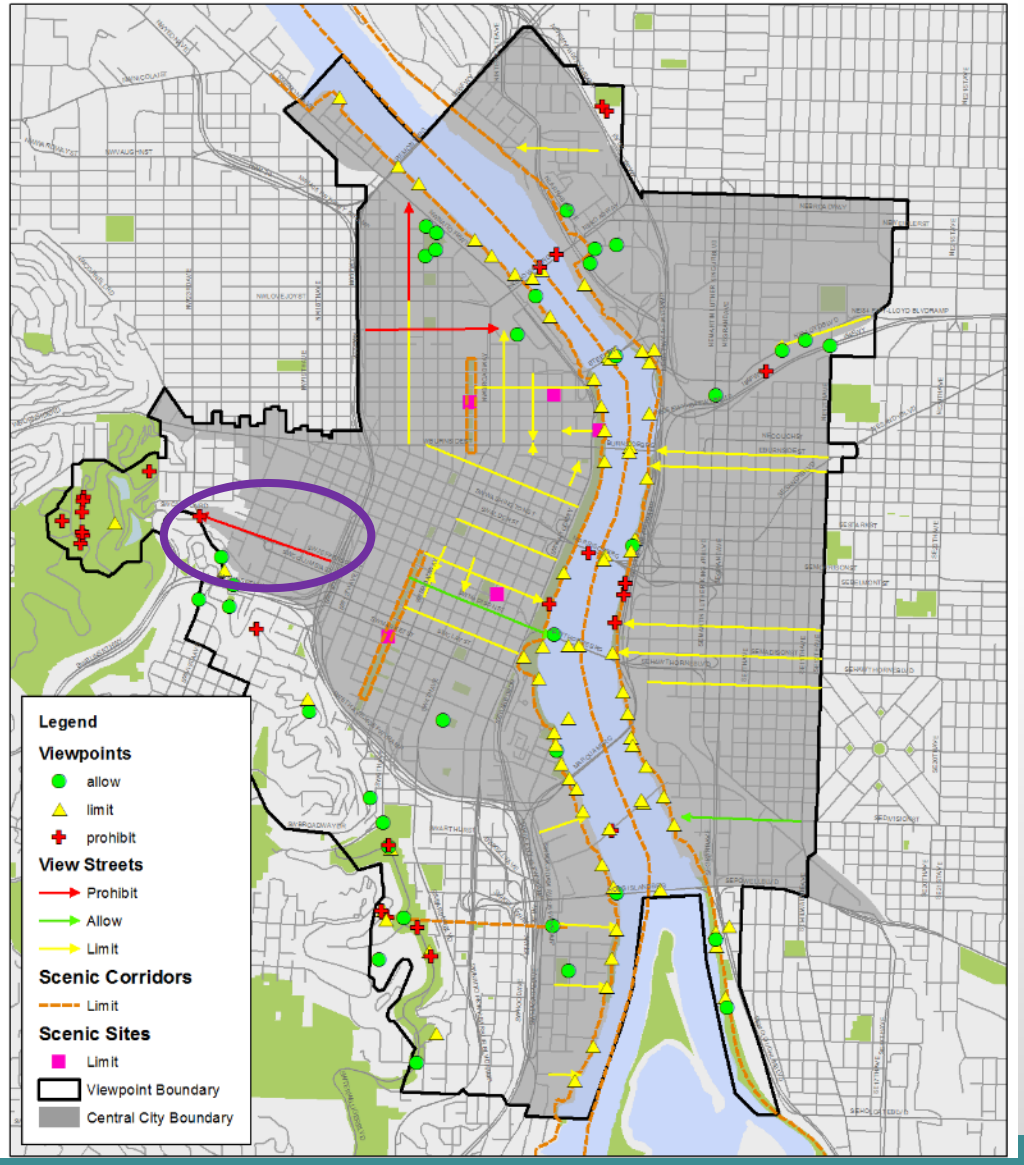
1. Memo items –
   - Mapping Scenic Resources
   - Edits to 33.480, Scenic Resources
   - Edits to 33.430, Environmental Overlay Zones
2. Discussion – View of Vista Bridge from Jefferson Street



Overview



Background


Legend
Viewpoints
allow
limit
prohibit
View Streets
Prohibit
Allow
Limit
Scenic Corridors
Limit
Scenic Sites
Limit
Viewpoint Boundary
Central City Boundary

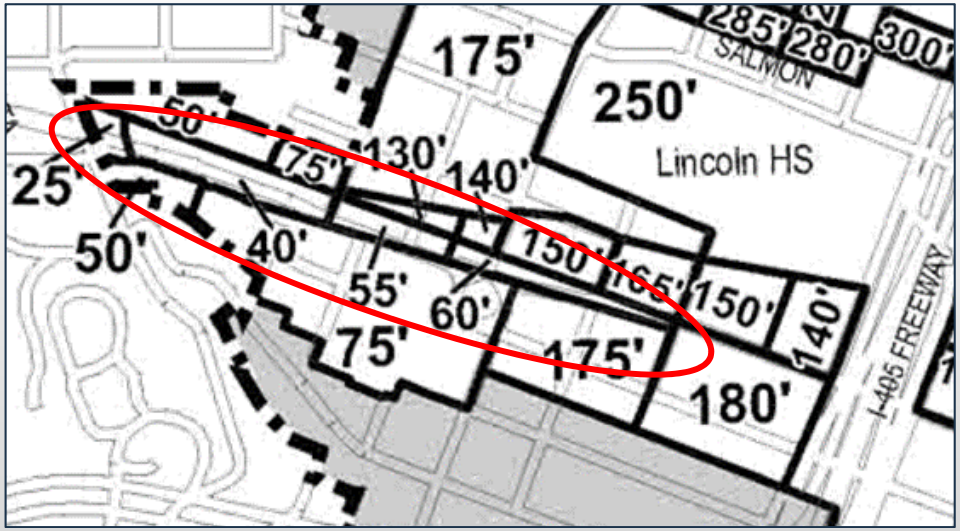

SWJEFFERSONST
SWCOLUMBIAST

Proposed Draft

Existing Heights



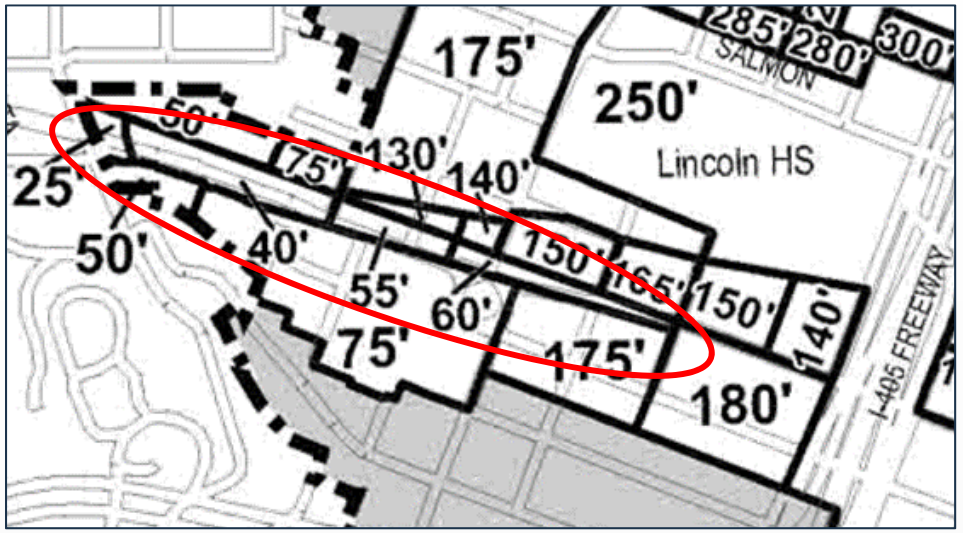
Proposed Draft Heights



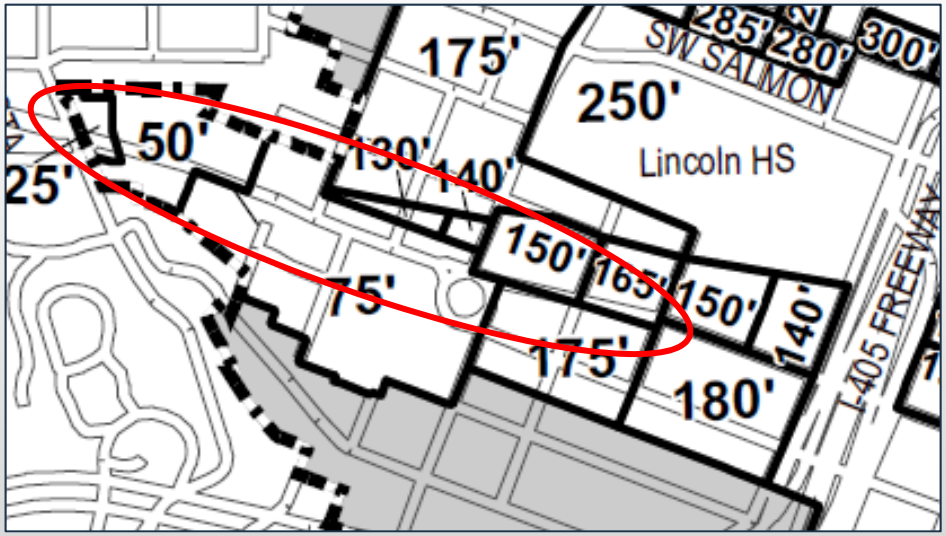
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PSC Amendment

Proposed Draft Heights



PSC Amended Proposed Draft Heights



23463

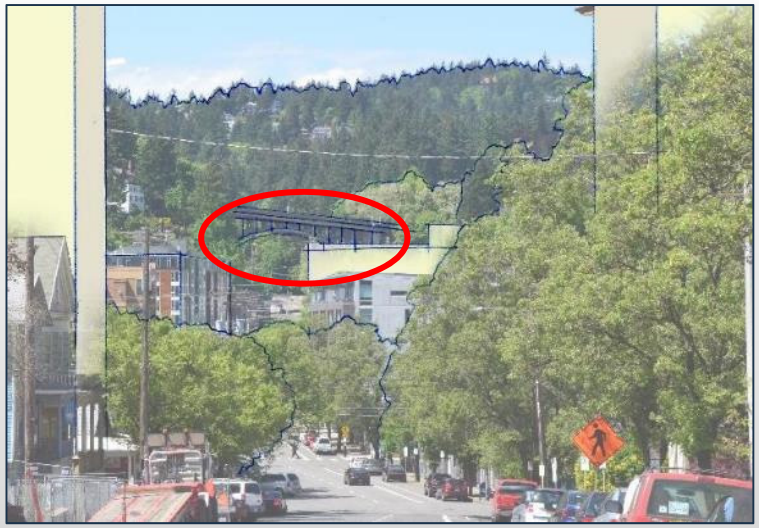
PSC Amendment



Existing: 45’ – 30’

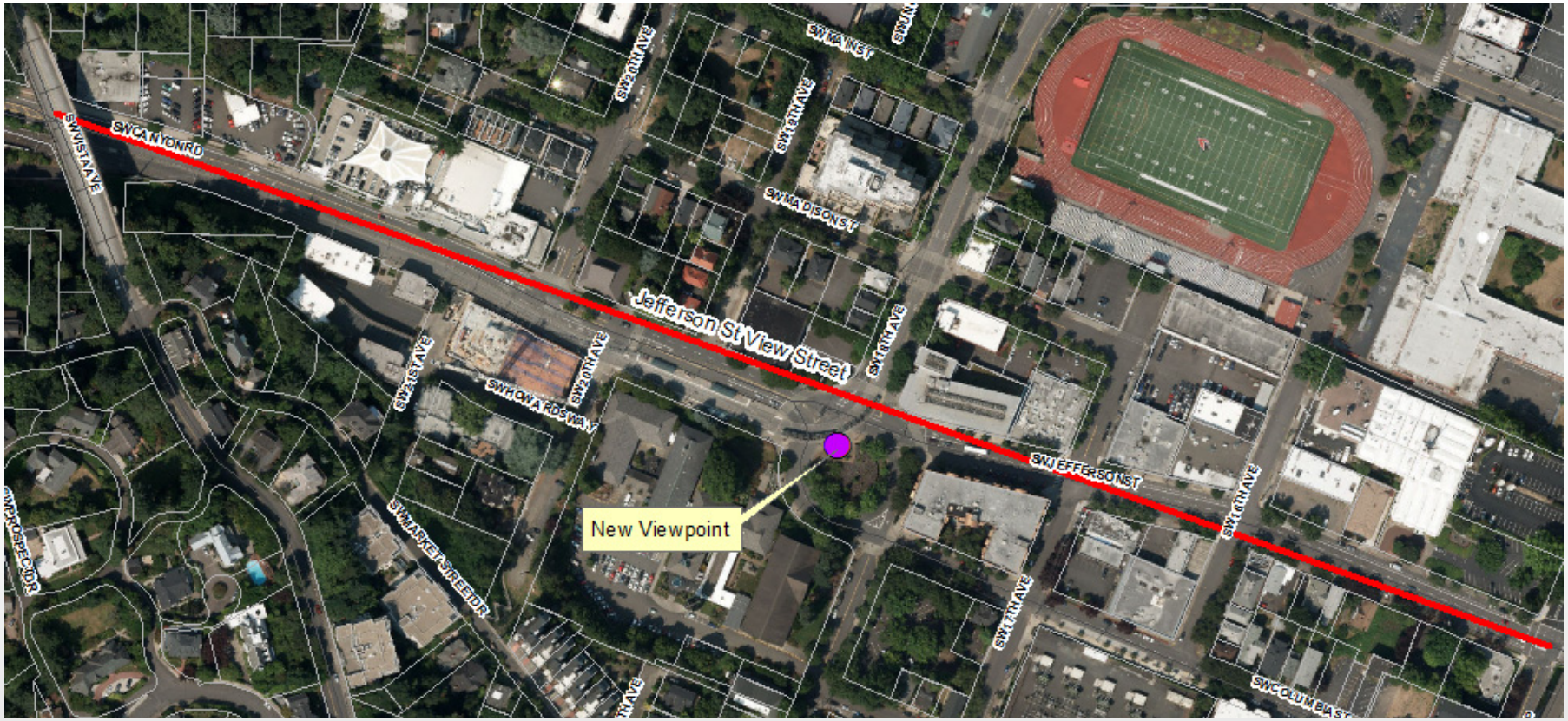


Proposed: 60’ – 25’



Amended: 75’ – 25’
(as amended by PSC 9/27)

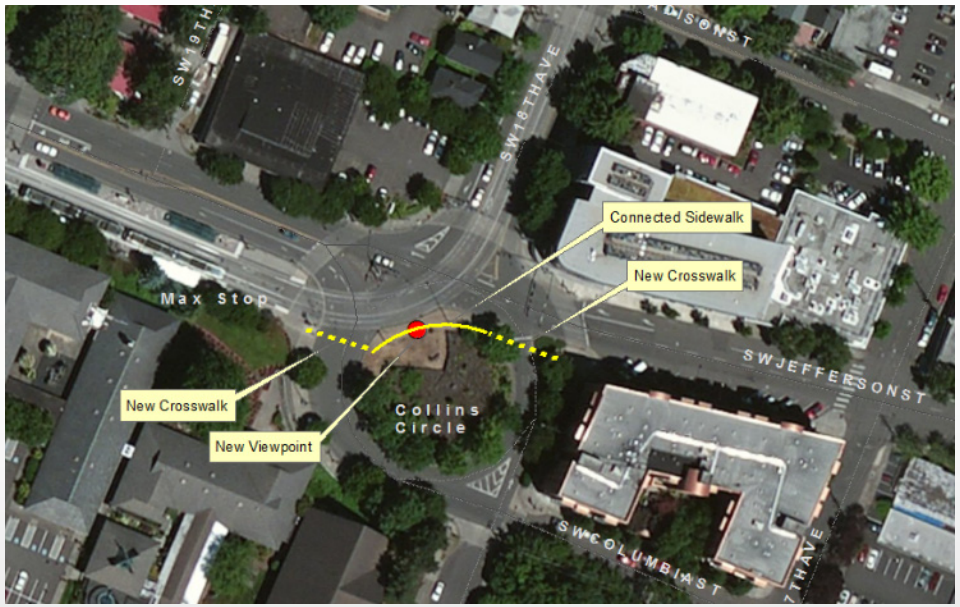
Collins Circle Viewpoint



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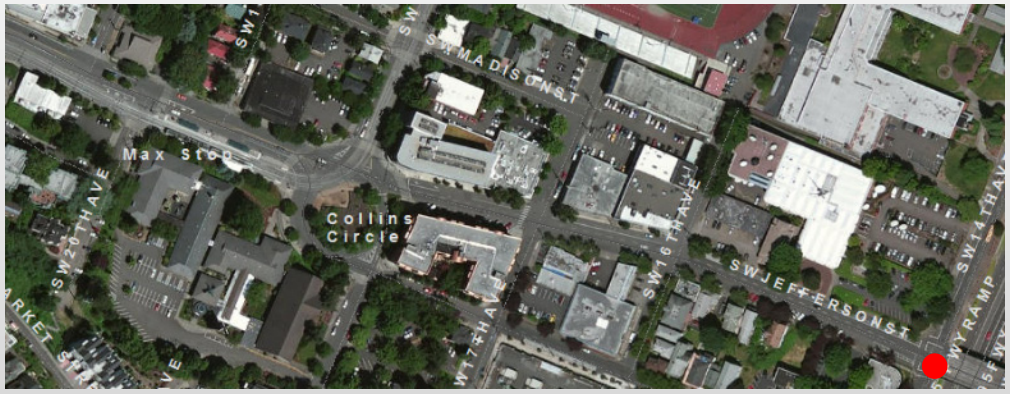
Collins Circle Viewpoint

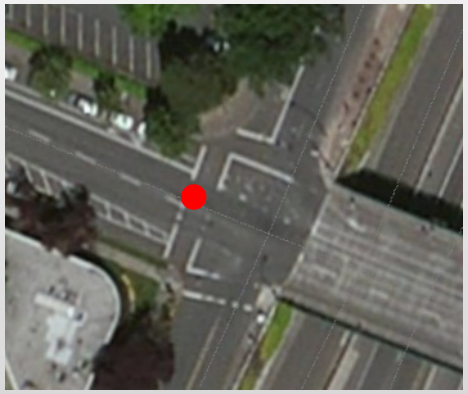




Walking Tour of Jefferson Street



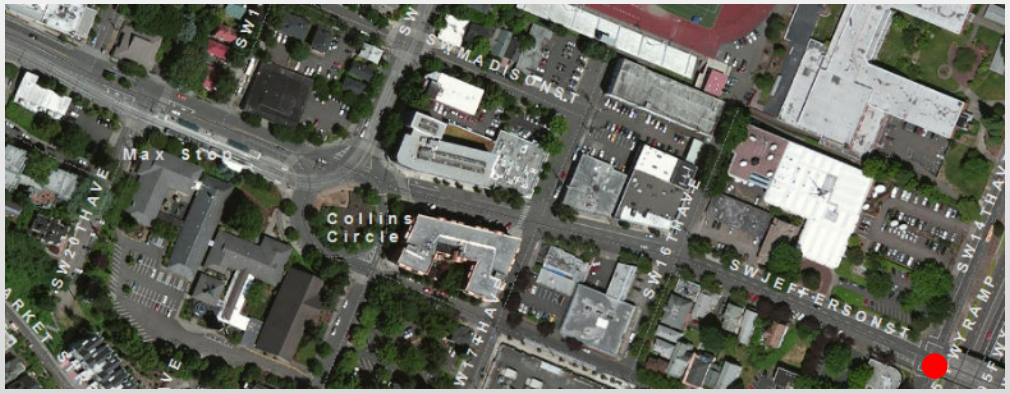


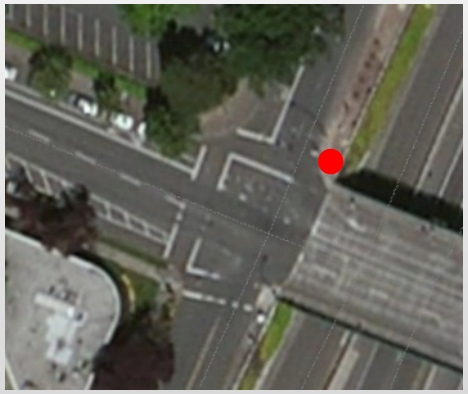


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Walking Tour of Jefferson Street



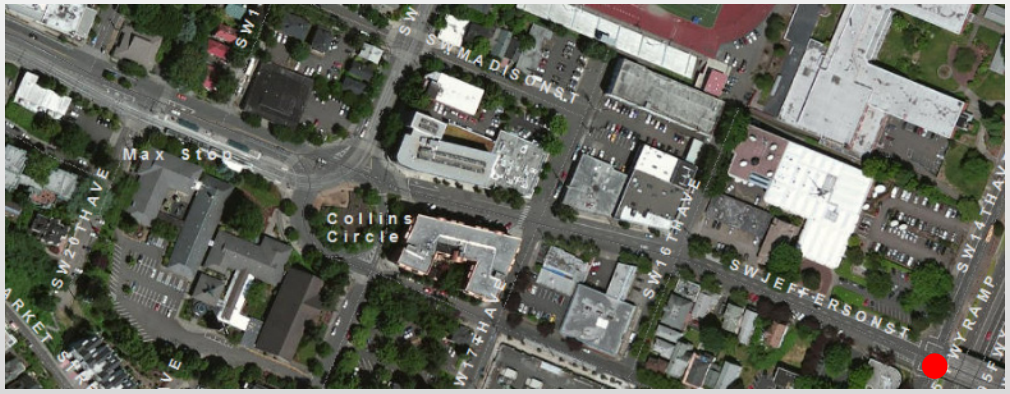




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Walking Tour of Jefferson Street





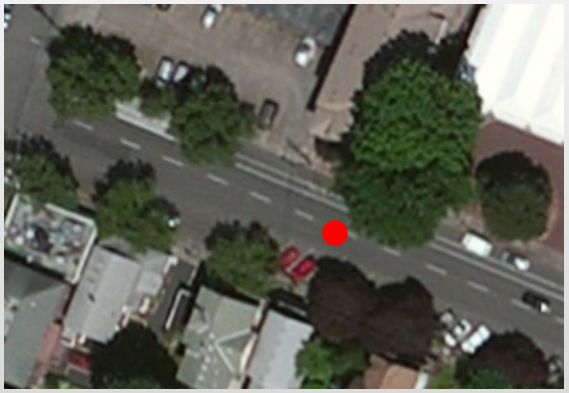


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Walking Tour of Jefferson Street







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Walking Tour of Jefferson Street







Walking Tour of Jefferson Street







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Walking Tour of Jefferson Street







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Walking Tour of Jefferson Street







Walking Tour of Jefferson Street





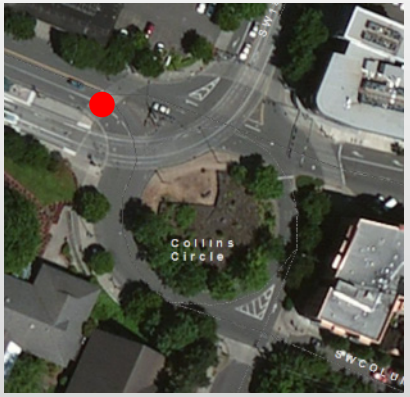


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Walking Tour of Jefferson Street



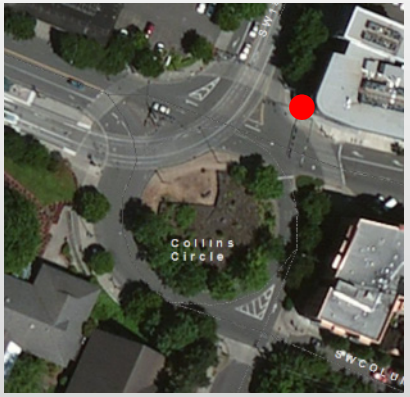




Walking Tour of Jefferson Street



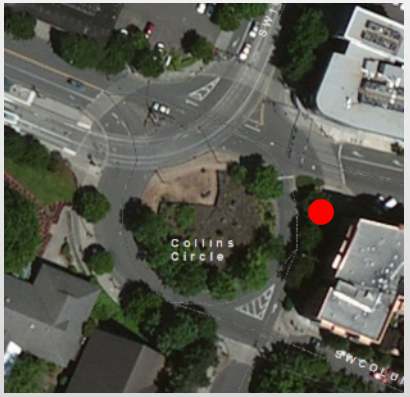




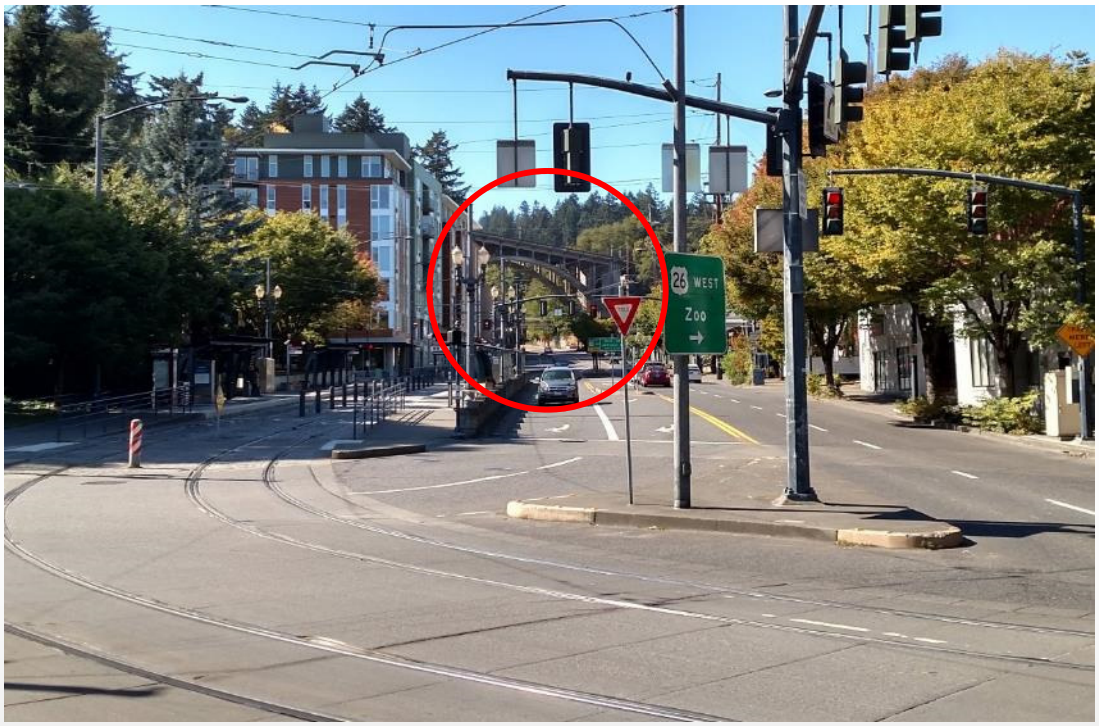
Walking Tour of Jefferson Street



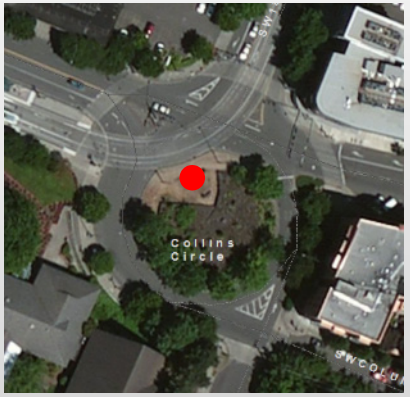




Walking Tour of Jefferson Street

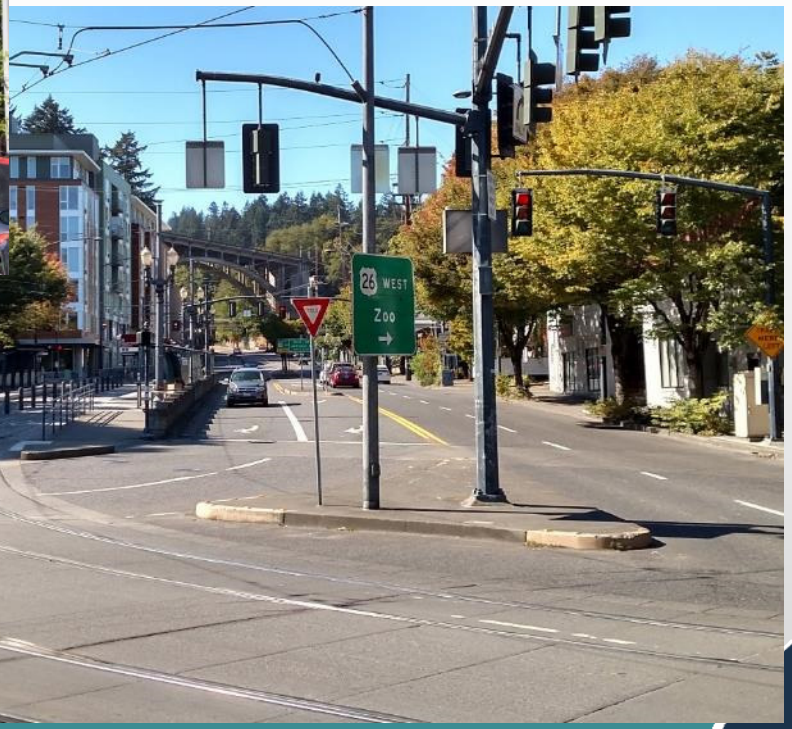






Summary





Buildable Lands Inventory



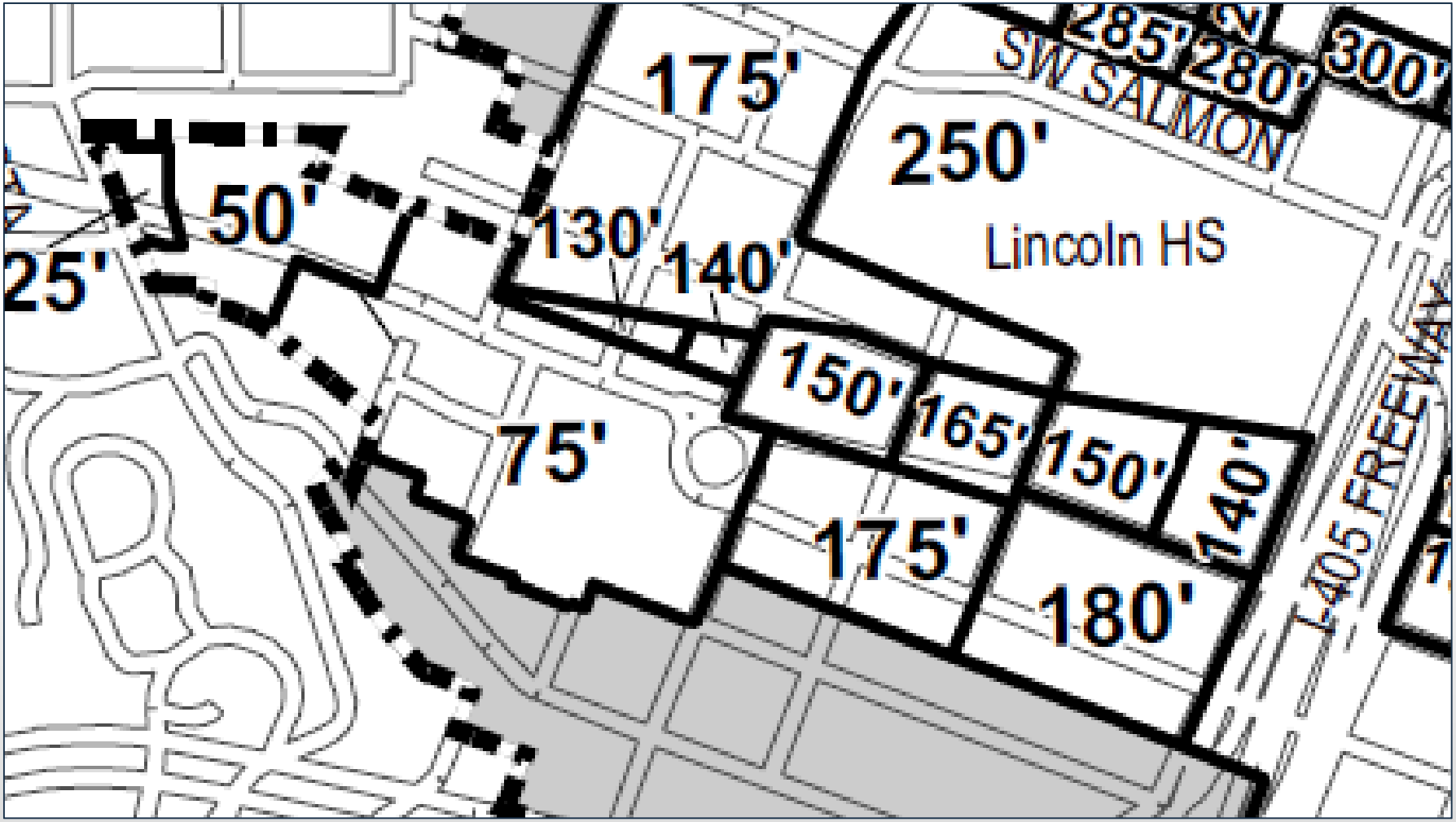
Vacant "underutilized" lots

Non-vacant "underutilized" lots



23482

PSC Amended Proposed Heights



23483

Existing Heights



23484

Existing Heights



Existing: 45’ – 30’

Proposed Draft Heights



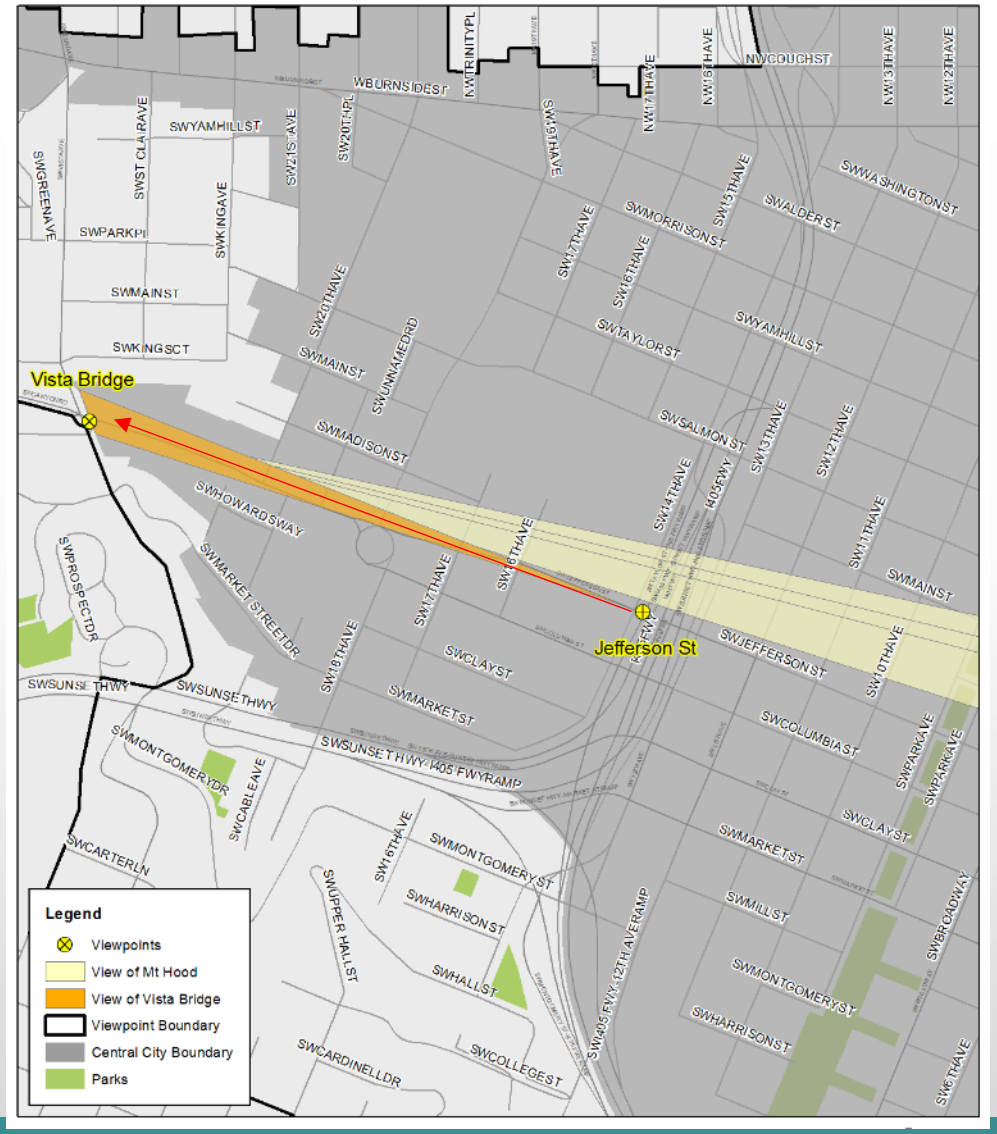
Proposed: 60’ – 25’

PSC Amended Proposed Draft



Amended: 75’ – 25’ (as amended by PSC 9/27)

Background


Vista Bridge
Jefferson St
Legend
Viewpoints
View of Mt Hood
View of Vista Bridge
Viewpoint Boundary
Central City Boundary
Parks
SWBURNSIDEST
NWTRINITYPL
NWCOUCHST
SWYAMHILLST
SWSTCLAIRAVE
SWGREENAVE
SWPARKPL
SWKINGAVE
SWMAINST
SWKINGSCT
SWUNNAMEDRD
SWMADISONST
SWHOWARDSWAY
SWPROSPECTDR
SWMARKETSTREETDR
SWSUNSETHWY
SWMONTGOMERYDR
SWCABLEAVE
SWCARTERLN
SWCLAYST
SWMARKETST
SWSUNSETHWY-I405FWYRAMP
SWJEFFERSONST
SWSALMONST
SWTAYLORST
SWMORRISONST
SWWASHINGTONST
SWALDERST
SWCOLUMBIAST
SWMILLST
SWBROADWAY
SWHARRISONST
SWHALLST
SWCOLLEGEST
SWCARDINELLDR
SWUPPERHALLST
I405FWY
SW12THAVE
SW13THAVE
SW14THAVE
SW15THAVE
SW16THAVE
SW17THAVE
SW18THAVE
SW19THAVE
SW20THAVE
SW21STAVE
NW17THAVE
NW16THAVE
NW13THAVE
NW12THAVE
SWPARKAVE
SW6THAVE


CENTRALCITY
2035
Planning and Sustainability
Commission Worksession
February 14, 2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Agenda for the CC2035 Work session

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
30 min	Bonus and Transfers, Part 1 • Presentation • **Discussion items: Q3, Q6, ~~Q9~~**	Decision Table Q	Q1 – Q2
30 min	Policies (and related actions) • Presentation • **Discussion items: P1, P7**	Decision Table P Memo P	P1 -P5 Memo P 1-3
15 min	Actions • Presentation • **Discussion item: R36**	Decision Table R Memo R	R1 – R9 Memo R 1-3
15 min	River Review • Presentation • **Discussion item: M1**	Decision Table M Memo M	M1 – M3 Memo M 1-31
30 min	Scenic Resources • Presentation • **Discussion items: B2, R43**	Decision Table B Memo B Decision Table R	B1 – B2 Memo B 1-5 Page R7
30 min	Miscellaneous Code and Map Amendments • Presentation • **Discussion items: I4, I5, I29**	Decision Table I Memo I, Revised	I1 – I2 Memo I 1-2
-	Adjourn	-	-

Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission
February 14, 2017
12:30 – 4:30 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

12:30 PM **Call to Order**
Items of Interest from Commissioners
Director's Report

12:35 PM **Consent Agenda**

- Consideration of Minutes from January 24, 2016 PSC meeting
- RW #7652: SW Hall, Lincoln, Grant and Sherman streets at SW Naito Pkwy
- RW #7927: NE Couch Ct east of NE 3rd Ave

12:36 PM **Central City 2035 Plan**
Work Session

4:30 PM **Adjourn**

For background information, see the PSC website at www.portlandoregon.gov/psc, call 503-823-7700 or email psc@portlandoregon.gov. Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30 (closed-caption)
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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503-823-7700: Traducción o interpretación | Chuyển Ngữ hoặc Phiên Dịch | 翻译或传译 | Traducere sau Interpretare | Письменный или устный перевод | Письмовий або усний переклад | Turjumida ama Fasiraadda | 翻訳または通訳 | □□□□□□□□□□ □□□ □□□□□□□□□□□ | الترجمة التحريرية أو الشفهية | www.portlandoregon.gov/bps/71701

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REVISED MEMO

DATE: **February 3, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Work Session on February 14, 2017**

The attached packet includes a set of decision tables and memos that staff will walk you through at the work session on February 14, 2017. As you will note, the packet includes a number of items that were on the January 10 and 24th agenda that you asked us to defer to future meetings. The topics on this work session agenda include part one of a set of amendments related to the bonus and transfer system, policy amendments including some related to family compatibility, river review, updates to the scenic resource code and ground floor bike parking. All of the materials for the work session are posted on the BPS website. The proposed agenda is on page 2 of this memo.

The agenda and the decision tables referenced in the agenda indicate which items are currently tagged for PSC discussion. Items are tagged either because a PSC member has indicated that they want to talk about it or staff would like to discuss it with the PSC. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are on the table but not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last work session, we will ask the PSC to vote on all of the volumes as a package.

Agenda for the CC2035 Work session
February 14, 2017

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
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-	Adjourn	-	-

On February 28, 2017 we expect to discuss changes to the code that are necessary due to the adoption of the Inclusionary Housing Program, several transportation items carried over from January 10 and 24, amendments to the Master plan provision, among other items.

In late March 2017, staff will publish a Revised Staff-Proposed Draft based on PSC guidance. We will ask PSC to consider any final amendments and vote on the entire CC2035 on April 11, 2017.

Portland Planning and Sustainability Commission
January 24, 2017
5:00 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh, Mike Houck, Katie Larsell (left at 8:15 p.m.), Gary Oxman, Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak, Teresa St Martin, Maggie Tallmadge

Staff Presenting: Susan Anderson, Joe Zehnder, Sallie Edmunds, Rachael Hoy, Mark Raggett, Tyler Bump; Dave Helzer, Henry Stevens, Tim Kurtz, Marie Walkiewicz, BES; Ian Carlton, EcoNW.

Chair Schultz called the meeting to order at 5:00 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner Rudd* mentioned the Lents project she's been involved with that includes participants from different City bureaus, state agencies and others, that is working to provide relief to property owners with high and increasing flood insurance rates, better utilize industrial land that is underutilized and working to provide environmental benefits as well. We had a tour where we stopped at Zenger Farms to hear about their partnerships with the City and with OHSU linking healthy food with people with dietary health related issues; Bridgetown Foods, whose warehouse is about 140,000 square feet with 300 employees; and 100 acres of freeway lands, about 65 of which are on the flood plain with about the same density of workforce currently as Bridgetown foods.
- *Commissioner Smith* has been keeping the PSC apprised about Vision Zero. On the roads, we had 44 fatalities in 2016, the highest since 2003. The largest group of fatalities were people in motor vehicles, but the number also includes 5 cyclists, the second highest ever since we've been tracking.
- *Commissioner Houck* noted a Nature of Cities Project with a symposium in Portland April 25-27 to start planning an international conference. On April 26 is a summit allowing the 20 experts who will be here from around the world to interact and talk about building green cities. I'll send a notice out to PSC members.
- *Chair Schultz*: The DOZA Subcommittee (Gary, Teresa, Mike, Eli) met last week with staff. Thank you for your attendance. We have a number of issues and topics to discuss, and we'll be pulling together a letter that outlines what took place. In addition, I will be meeting with David Roark (Design Commission [DZ] Chair) to share our comments together. There will be a joint Subcommittee/DZ session next month. The consultants' report will go to Council, and each commission will have an opportunity to share its thoughts about the report.

Director's Report

Susan Anderson

- Our budget is due on Monday. We need to put in a 5 percent cut, but we're hopeful that won't have to be taken. I'll review the full submission with PSC officers. We have a housing package request that includes the Residential Infill Project, community design standards, multi-dwelling housing code and SW Corridor housing strategy. BDS has agreed that it's appropriate to use land use fees for some of these projects as well as RICAP. Likely in February/March we'll be asking the PSC for a letter of support to Council. *Commissioner St Martin* commented that BPS has put together a good budget submission. I think supporting implementation and code writing is what

we need to push for in this fiscal year because that is what the community has been requesting.

Consent Agenda

Consideration of Minutes from January 10, 2017 PSC meeting.

Commissioner Smith moved to approve the Consent Agenda. *Commissioner Baugh* seconded.

The Consent Agenda was approved with an aye vote.
(Y11 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin, Tallmadge)

Central City 2035 Plan

Work Session

Sallie introduced today's work session topics. There are a few additional topics that commissioners have asked to discuss that weren't on the original agenda.

Green Building

Memo E3, Memo E5 (with attachments), Decision Table E

Rachael introduced the Bird-Safe Glazing topic. There are BES staff with us today should we need additional information or responses from them.

Mark highlighted Portland's bird-safe history, including Council's 2013 resolution. Research has shown that up to 1 billion birds die annually as a result of window strikes in the US alone. This puts window collisions as one of the top mortality factors, second only to habitat destruction. The areas that pose the highest risk of strikes on a building are the first 60 feet. This is because of the reflection of street trees and other vegetation.

The proposal applies:

- New development and major remodels that alter at least 75 percent of the building's facade.
- At least 90 percent of windows on the first 60 feet of a building.
- Windows located directly adjacent to an eco-roof.
- Glazed portions on balcony railings, sky bridges, atria and glass walls.

Proposed amendments:

1. Add a glazing percentage threshold: If a building facade has 30 percent or more glazing, the bird-safe standard will be applied to that facade.
    - According to a BES literature review, 30 percent falls within the acceptable range of glazing.
    - 30 percent glazing threshold will capture the main offenders, e.g. the predominately glazed condominiums while exempting traditional industrial and affordable housing projects.
    - Portland Housing Bureau has stated that affordable housing projects generally do not exceed 30 percent glazing cumulatively. This is partially due to PHB wanting to forgo a state-required energy modelling analysis, which is costly.
    - According to Oregon Energy Code, 30-40 percent range is the difference between a project going through a prescriptive path vs. a required energy analysis to demonstrate that a building envelope is properly insulated.
    - *Commissioner Spevak*: Regarding affordable housing, if we do an exemption, it would be difficult to define it, particularly with Inclusionary Housing (IH) coming.
2. The second proposed amendment is to add drawings to the standard to show required spacing and patterns.

    - A specification sheet for glass and window films can be provided by vendors upon request and can be part of the applicant's permit requirement.
3. Glazing Treatments for the Ground Floor: Provide the ground floor with a more limited material menu of more transparent glazing options to help meet City goals for active ground floor use, while concurrently adhering to the bird safe standard.

The net cost for bird safe design for a project can range from cost-neutral to just around 1 percent if you apply the following:

- Have bird safe building design in mind from the start of the project.
- Seek opportunities to meet multiple project goals such as using the treatments to meet energy reduction goals and provide occupant comfort from solar glare and additionally privacy.

The standard is explicitly intended and designed to meet multiple objectives:

- Support bird safety and development goals, including ground floor uses and active streetscapes.
- Prevent barriers to affordable housing and industrial development.
- Promote synergy between bird safe glazing and energy efficiency.

The revised proposal reflects close collaboration with BDS and BES. Both bureaus are in support of the revised proposal.

Commissioner St Martin: In terms of threshold, there were recommendations between 20 and 30 percent. Why did we choose the high level at 30 percent?

- Dave Helzer, BES: I conducted some of the research via peer-reviewed literature. As a starting point, the City's green building policy is 10 percent, but I found compelling information at below 30 percent. You have a recommendation of 20 percent from another expert. But BPS had a policy reason, based on the affordable housing, to go to 30 percent. We are trying to best address the risk. We were trying to address the risk across the landscape, which is how we landed on 30 percent.
- Rachael: We saw within the range a couple specific studies that it really is many cities in the range, but above 30 percent had dramatically more bird strikes.

Commissioner Houck would have preferred 20 percent, but this was clearly a compromise. I hope we do research over time to evaluate the efficacy of this proposed percentage and adjust it if necessary.

Commissioner Bachrach: What cities have adopted bird-safety regulations? How far out in front would Portland be in adopting this?

- Dave: There are mandatory regulations in San Francisco, Toronto, Oakland and Cook County (Chicago).
- Rachael: SF has a mandatory mapped area, and we modeled ours after some of what they did, but we decided not to go with the mapping aspect. We wanted to apply it across the city here. *Commissioner Houck*: At least Chicago has a lights-out program as well, which is something we should be dealing with. I think we pride ourselves on being out in front of other cities, and this is a case where we're following and can be leading.

Commissioner Bachrach: Have we been successful with voluntary bird-safe designs on the buildings you've shown?

- Mark: The amendment #1 slide shows buildings that are not yet adhering. The outreach was working with development professionals to develop the 2012 bird-safe guidelines that were voluntary. We haven't gotten the response we wanted with the volunteer option in the private sector.

Commissioner Bachrach: I think it's great that Portland is trying to be cutting edge, but I think we sometimes need to balance cost-benefit. Are there notable benefits? I understand we don't want birds crashing into buildings, but there are obviously costs. Help me quantify the problem. I don't think we know the scale in the Central City.

- Dave: Slide 13 shows an example of the highest cost treatment on the market. 125 collisions per year, mostly birds of conservation concern. 90-100 resulted in fatalities. Research has shown that the treatments have greater than 90 percent reduction in collision rate.

Commissioner Rudd: Does the developer get to decide what glazing they can use? Is this an issue where Design Review would have feedback on what types of glazing may be used at different levels?

- We will have an increasingly limited options closer to the ground floor. Design Review will have input on the treatment selected for the various floors and variation between the floors would be a consideration in design review.

Commissioner Spevak: It's disappointing the voluntary efforts didn't give better result. It doesn't seem like it would cost that much more for glazing, but that could be because those doing this are few right now. If people are buying special windows routinely, I would think the market would mature and costs would decrease per square foot with more producers and purchasers.

- Dave: Architects are pretty good at being creative. When you're designing a building with these issues up front, you can stack objectives to increase cost efficiencies.

Commissioner Houck: There are other examples. Years ago, native restoration projects were rejected by developers, but with this requirement, lots of jobs were created and costs went down. I believe this is similar to ecoroofs. I would say that, unlike other issues, we have haven't gone into this detail. I think today's presentation is a case study in doing a cost-benefits study.

Commissioner Baugh: We have gone in much more detail here on this topic than on many others, but if we're going to postpone this and bring it back, we know the cost side… but the benefits side is questionable. We should be able to hear from Audubon the cost of species and bird strikes if we go down this road.

Commissioner Houck: I move we adopt staff's recommendation. *Commissioner Spevak* seconded.

Chair Schultz: I suggest we have the discussion on cost analysis then come back to this discussion and ecoroof discussion and recommendation after that portion.

Commissioner Houck withdrew his motion. *Commissioner Spevak* withdrew his second.

Ecoroof Standards

Rachael highlighted the proposed standard. We are not proposing to change the proposed standard, which is:

- To require a ecoroof on new buildings with a net building area of at least 20,000 square feet
- At least 60 percent of the buildings' rooftop must be covered by an ecoroof
- Rooftop area doesn't include mechanical equipment, solar panels, skylights or fire routes

We are proposing some minor changes to the purpose statement and to add stairwell enclosures to the list of exemptions.

Benefits of ecoroofs include:

- Ecoroofs are a tool for reducing stormwater runoff, especially in densely developed areas, ecoroofs are one of the most flexible, space-efficient approaches for meeting the City's stormwater requirements
- They allow more flexibility in building and site design and can serve as attractive outdoor areas for tenants and visitors

Along with the stormwater management benefits, ecoroofs also:

- Improve air quality
- Keep the Central City cooler
- Reduce building energy use
- Attract birds and pollinators
- Increase urban greenspaces

Staff is proposing to update the purpose statement of the provision to be more inclusive of some of these items to include urban heat island and improving air quality.

There were questions raised about allowing other types of rooftops, like white roofs.

- White roofs help manage urban heat island effects, but they do not address stormwater management, habitat, or provide amenities for building users.
- In addition, while white roofs are used in Portland, they may not always be effective in our pacific northwest climate because they quickly get covered in moss and alga growth. If not properly cared for, white roofs may not be produce the desired results.
- In 2015 the green building policy for City owned facilities removed the requirement for white roofs because of differing accounts of their benefits and drawbacks when not maintained properly. The green building policy now just requires ecoroofs.

Cost impacts:

- Initial costs are more for an ecoroof than a standard roof, but over the life cycle the costs are nearly the same as for a conventional roof.
- There is a wide range of cost. An ecoroof can be simply functional and meet the stormwater requirements or it can be more attractive and provide other amenities like walkways and seating areas.
- CC2035 standard could come close to meeting all stormwater requirements in the Stormwater Management Manual. BES is evaluating this now.
- *Commissioner Houck* initially thought we should be requiring 90 percent. But I see the advantage of the 40/60 percent to provide people access to these areas in the Central City.

Commissioner Tallmadge: Is it possible to overlay a deck over an ecoroof with the same benefits?

- This has been done, for example, walkways over ecoroofs, so the sunlight and rain still penetrate. If the ecoroof is functional and meets the Stormwater Manual requirements, that could be considered in the ecoroof percentage.

Henry provided a cost-benefit example based on median cost of an ecoroof and is based on our requirement of 60 percent ecoroofs coverage.

- Construction costs (includes design): Ecoroof scenario is 28 percent more than the conventional roof, on average; this is approximately $5 per square foot.
- Life cycle costs: The differential is narrowing, meaning the costs are getting closer, because a conventional roof must be replaced over 40 years and an ecoroofs does not.
- Net Present Value over 40 years (including environmental benefits like building heating/cooling, air cooling): the two roof scenarios are similar with the ecoroof.

Commissioner Houck: There is a huge range in costs for an ecoroof. Does the $23 represent the mid-range?

- The middle 50 percent is quite a range, from $7 to $20 per square foot.

Chair Schultz: Do the variations in ecoroofs have an effect on stormwater management?

- There is variability. Depth and materials are the primary factors in how they perform. We require a 4 inch ecoroof, so that's standard.

Commissioner Rudd: The slide shows that the cost recovery point is 40 years. Is the idea that someone will probably own a property for 40 years, or that they'll be able to sell at a higher cost within the 40 years?

- We didn't consider.
- *Chair Schultz*: If we're analyzing different systems, a 40-year payback isn't typically considered a good option.

Commissioner Spevak: To the extent that benefits flow to BES, might the incentive cover a portion of these costs be brought back?

- Tim: The question about incentives and requirements is exactly the conversation. Normally incentives are to bring in new ideas.
- Marie: We have a Stormwater Management Manual, so the ecoroof provision here isn't substituting for that. We believe that technology and expertise has evolved so that incentive isn't needed.

Commissioner Bachrach: 100 percent of stormwater needs to be managed on-site. Are you getting more or better management with ecoroofs versus other systems?

- Tim: Flow-reduction is similar. In the form of retaining stormwater, ecoroofs do substantially better than other options such as planters. Roughly about twice as much water is removed with an ecoroof, so we're saving capacity in the system.

Commissioner Bachrach: If an ecoroof cuts in half the amount of stormwater you have to manage, I think that would justify some sort of SDC credit.

- Tim: While the overall runoff volume is lower, the conveyance capacity needed to carry larger storm events from the building roof is still needed. The SDC charges are for that conveyance infrastructure.

Instead of mandating ecoroofs, if stormwater management is done via other options, a policy decision could be considered for those options.

Commissioner Spevak: It seems the discussion of incentives could be parsed out. The performance of an ecoroof system is above and beyond the stormwater requirement.

- Staff at BES is not in a position to say yes we can or can't commit to doing this incentive.

Chair Schultz: I have a couple technical and quick questions. On a parking garage without roof, would this now mean they required to have an ecoroof?

- You'd have to meet the stormwater management requirement, but we'd have to look at the provision.

Chair Schultz: Certain types of buildings make getting access to an ecoroof difficult (e.g. condos). There is a complexity here that needs to be thought through. Added structural costs should be considered. I need some more backup for your numbers since I'm hearing different numbers, and things don't seem to be aligning.

Chair Schultz: There is energy efficiency with ecoroofs, but we can make some extremely energy-efficient buildings without ecoroofs. So there are ways to tackle the energy benefits. I think ecoroofs are one option. There are a number of buildings in town that have green roofs, not officially ecoroofs. Are ecoroofs as a mandate the only way to go to achieve stormwater, habitat and energy goals?

Commissioner Houck: The fee-in-lieu bothers me because that money will go out of the Central City. And I do have a more of a philosophical comment about this: the whole is greater than the sum of its parts in terms when we're talking about ecoroofs. They are like Swiss army knives, lots of tools in one compact option, and we have nothing equivalent to that. This is a fundamental concept of sustainability.

Commissioner Tallmadge: Just a note that France mandates either a green roof or solar. Are there parallel requirements outside the Central City or will there be?

- There is an incentive being considered in Mixed Use Zones.

Commissioner St Martin: It seems that fossil fuel-intensive materials are used in making ecoroofs.

- Most materials for any type of roof are fuel-intensive. There are costs to mine and haul material, but the major components are similar to other roofs in general.

Commissioner Oxman: How much land area are we talking about with ecoroofs in the Central City, in comparison to existing impervious surface area that's already there?

- We would expect that about 55 percent of the roof area would become ecoroofs. This is a significant increase from current totals.
- About 40 percent in Central City is streets. Building footprint is a third of the rest.

Commissioner Spevak: Would an applicant be able to propose an adjustment to meet these goals?

- Yes.

Commissioner Houck: Solar and ecoroofs are quite compatible. Some research shows solar can be more efficient with solar overlaid.

Commissioner Smith: As I listen to this debate, it seems like this comes down to having a package of benefits we're trying to achieve. The hypothesis of ecoroof proponents is that they are a 3- or 4-for. What I'm looking for, if we're getting more data, is how do we quantify that effect so I can vote for it over a set of performance measure alternatives?

Commissioner Rudd is leaning toward performance standards to give people the ability to be creative to get there.

Commissioner Larsell: Are we still driving market transformation with ecoroofs, or has it already happened for ecoroofs?

- The thought is that they will become less expensive, as costs have come down during the incentive period, and we expect that will continue to occur.

Chair Schultz: We have seen technology advancing and improving with costs going down as well. We haven't seen ecoroofs in the latest boom is because we've seen lots of wood-frame buildings versus high-rises. If we're going to require it, perhaps it's about what type of building we're requiring them on.

Commissioner Baugh: When you look at the costs, differentiating between 5-over-1 wood versus a steel building is a big difference. As we look at the standard options, I want to see examples of how a developer would be able to prove benefits that an ecoroof provides if they choose to do other options instead.

Susan: If you want to have a standard, it wouldn't be part of this project right now. And, it would be BES changing the Stormwater Manual to have a higher standard for the stormwater portion. Do you (BES) have a regular update coming?

- There was an administrative update this year, so the next scheduled one wouldn't be until 2019.

Chair Schultz: If you can quantify ecoroof benefits above and beyond stormwater management, you could prescribe what the alternate approach and performance criteria would have to meet.

Susan: If we're talking about consistency and implementation for BDS staff at the counter, this would be difficult to be consistent with.

Chair Schultz: Let's get to the cost analysis discussion then come back to these items to see if we want to make a recommendation this evening.

Cost Analysis
Memo O, EcoNW Attachment

Joe walked through the assessment of the cumulative impact that new policy requirements could have on the cost and feasibility of Central City development:

- Low Carbon Buildings
- Ecoroof
- Bird safe glazing
- Parks SDC fee schedule changes
- Construction excise tax
- Inclusionary housing (with offsets)

What CC2035 Plan would require:

- Low Carbon buildings: Buildings over 50,000 square feet in net building area are required to register with a third party program.
- Ecoroofs: Buildings over 20,000 square feet in net building area are required to have an ecoroof that covers 60 percent of the roof area (minus mechanical equipment and other exempt elements).
- Bird-Safe glazing: All new development or major remodels are required to use bird-safe glazing: films, etching, UV coatings, etc on the first 4 floors of building facades with greater than 30 percent glazing.

Cost Study Findings

- Under current conditions, the prototypes studied are not financially feasible.
    - Land costs, construction costs, tightening capital.
- Additional costs further reduce feasibility.
    - IH includes offsets, but other policies do not.
    - There are no IH offsets for commercial or industrial.
- This may result in:
    - Fewer sites where development occurs.
    - Less density in projects developed.
    - Greater need for public subsidy on PDC projects.

Joe showed the cost chart break-out for two examples

- Old Town 6-story, frame construction over parking.
- Central City office 14-story, concrete and steel.

Conclusions

- New policies add upfront costs without offsets:
    - About 1 percent of Total Costs.
    - Low carbon adds about $2,500
    - Eco-roof adds up to .7 percent to Total Costs
    - Bird safe adds up to .3 percent to Total Costs
- Feasibility much more affected by construction costs, lease rates, land values and financial costs.
- The PSC already supported a low-carbon building certification policy.
- Additional costs of bird safe glazing seem acceptable for Central City projects.
- Questions remain about ecoroof cost impacts especially for frame construction buildings and/or industrial space.

The larger the building, you have more square feet to spread the cost of an ecoroof over. The buildings that costs had the most impact on were wood frame over podium buildings, particularly industrial multi-story buildings.

Commissioner Smith: You're looking at an individual project template model, but I'm trying to take that to the macro level. Development is infeasible before construction costs are high because demand for labor and materials has pushed up costs. Construction costs won't come down until the pipeline starts to clear.

- Under today's conditions, things need to adjust. When we get to the new normal, this was the attempt to show the costs.

Commissioner Smith: We want higher density to better leverage what we've already invested in. Can we set it up so higher density results in lower costs?
- The big difference is that you change construction type.

Commissioner Smith: Are our policy choices making that tipping point worse or better?
- IH is the biggest impact. The incentives are tilted for higher-density projects to acknowledge this impact.

Commissioner Houck: I wanted to push the envelope on the standard. Green building items are tiny additional cost comparatively speaking. The suggestion to send the ecoroof question back to BES through the Stormwater Manual doesn't cut it because the non-stormwater benefits won't be addressed. That is the PSC's and BPS' mission.

Commissioner St Martin: So right now, the "tariff" to build in our city is 7 percent?
- This is not the only thing we have in the cost of doing business.
- 3 percent is for IH and the reduction in the Green building registration reduces the number from the slide to an overall of approximately 3 percent for IH plus 1 percent for the other programs. Then the question is what an appropriate level for these added costs is. Each policy has merits on its own, but we need to look at the overall picture and implement what is most important to reach an overall acceptable level.

Commissioner Bachrach: I agree with *Commissioner Houck* about the Stormwater Manual question. On any given regulation, how do you balance the cost and make sure the cost makes sense? I don't have an answer. But I did try to quantify the numbers. For example, we're looking at $27M for a 5-story building. For birds, .003 is $81,000. For ecoroofs, .007 is $189,000. So for that standard building, we're staying we're adding about $270,000.

Commissioner Larsell: You note this is a policy impact calculator. Can you describe this a bit more?
- Ian: This is a simple spreadsheet, pencil-out pro forma. We replicated it many times. So what you see is a comparison between a base case prior to policies followed by the costs after-the-fact (future case).

Commissioner Baugh: 60 percent hard costs with $270,000 is about 2 percent of the total. This is generally in the contingency for costs. If we looked at comparable cities that have policy desires (ecoroofs, IH, etc), do we have an idea of if these costs are similar?
- We have not seen this analysis particularly about these policies versus straight-up fees.

Chair Schultz: 2 percent of hard costs isn't much, but what do these relate to on hard costs?
- Ian: Bird-safe is about .3 percent hard costs, which then has a soft cost implication. Ecoroof is about .2 percent hard costs with soft cost implications. CET includes both hard and soft costs.

Commissioner Houck highlighted the cost-benefit study. EcoNW is famous for Ed Whitelaw's "second paycheck" theory. When I look at this, I see burdens and costs but not benefits. What are the benefits to social and environmental to taking on these green building options?
- Joe: We were asked to evaluate the cost burden, in particular to PDC. So that's what show in this presentation. We did not carry out a broad economic impact evaluation.

Chair Schultz: Did PDC comment about how this would affect their go/no-go decision?
- Joe: They had concerns about certain product types, particularly the industrial office for the Central Eastside. They are concerned about Old Town/Chinatown model as well. This is why it gets a bit more complicated.

- Tyler: We've been focusing so much on housing. PDC is specifically concerned about job growth in the Central City. We don't have off-sets with commercial or industrial in the Central City.

Commissioner Tallmadge asked about these cumulative costs for the Old Town building example.
- On the 6-story building, the cost of policies would not actually be 4 percent. As you receive the off-sets, that lowers considerably.

Bird-Safe Glazing
Commissioner Houck moved to accept the bird-safe glazing standard with the proposed amendments. *Commissioner Smith* seconded. [Item E3]

Commissioner St Martin highlighted the information that was provided in the memo about additional benefits of bird-safe glazing.

Commissioner Bachrach: It's important when we're imposing costs to have this big type of conversation. We should always look at costs and trade-offs together. I want to be sure we're receiving a real benefit. I would have liked to have seen a better explanation of the problem for this one.
- *Commissioner Tallmadge* agreed with wanting more information about costs and impacts.

Commissioner Houck: I do appreciate the questions that are raised. I heard a totally different presentation that provided a strong rationale and evidence from staff and Audubon.

Commissioner Bachrach asked about types of birds being affected by windows and if there are particular species that are more vulnerable.
- Dave: There is a disproportionate effect on a specific type of song birds, and as a group they are a high priority for conservation.

Commissioner Oxman: In the public health field, we go through how we monetize impacts. If we did this type of analysis, what would I be comfortable with? What's the price of a bird? I don't know the answer, but we have research that shows this intervention helps with bird safety.

Commissioner Baugh: I would like to keep in mind that we're looking at the analysis today. But because we're the PSC, another of other factors impact our recommendations. We can say no today, but do we put ourselves in a position of having to come back and put a different regulation on a more severe problem in the future? Don't we want to build in safe-guards for the future versus having to come back and fix problems?

Motion to accept the bird-safe glazing standard with the proposed amendments [Item E3].

(Y10 — Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin, Tallmadge; N1 — Bachrach)

The motion passed.

Ecoroof Standard
Commissioner Houck moved to approve the staff recommendation as written, including the proposed amendments. *Commissioner Baugh* seconded.

Chair Schultz: Would you consider having green roofs added towards ecoroofs? A part of this as a consideration, not a requirement. Many amenity roofs have areas that are planted but are not "official" ecoroof function counting.
- Tim commented on the difference between a roof garden and an ecoroof. They are treated differently in our Stormwater Manual. We've had internal conversation about changing this in the Stormwater Manual. It's not just vegetation, and we'd have to discuss lawns specifically

since they really don't provide the same benefits, but yes, in terms of the 60 percent coverage, we could consider green roofs.

Commissioner Smith: So my understanding is that the benefits beyond stormwater are also achieved by these green roofs including habitat, health benefits, etc.

- Yes.

Commissioner Bachrach: We can't amend stormwater code, but we can amend the language in Title 33 to incorporate the green roof option.

Commissioner Smith: If there is a definition of green roof in the Stormwater Manual we can use in Title 33, that would be what I'd suggest.

Chair Schultz: My amendment can just be direction and consideration for BES if we don't want to include it here tonight.

- Dave: It could be included in the workplan for our 2019 Stormwater Manual update.

Commissioner Spevak: I would support an alternative approach as an option in addition to the ecoroof standard. Don't touch stormwater with this. The other benefits need to be met too.

Commissioner Houck: I go back to the philosophy that the whole is more than the sum of its parts in this situation.

Chair Schultz: I would argue I could solve other areas with objectives other than ecoroofs.

Susan: If we have a criteria consideration instead of requiring ecoroofs, we'd have to agree on what the criteria are… carbon; marketing benefit; human health, etc. We could do that, but I'd want the PSC to agree on what those criteria are. We could vote on the amendment, and if it passes, we'd have to come back with a list of criteria.

Chair Schultz: Perhaps we vote on the option for including a green roof separately from the ecoroof requirement.

Susan: Either you vote on it as-is or you recommend that we come back with something that is an equivalent with criteria. But that wouldn't be part of this CC2035 Plan.

Commissioner Houck: This is my concern if we don't act on the current proposal now. We can then hold our feet to the fire to address the concerns that have been raised.

Commissioner Baugh: In 2012, Council passed the resolution to look at ecoroofs. If we take out this requirement, Council very well may put it back into the CC2035 Plan. I don't think we should pull it out.

Chair Schultz: I have two amendments to propose: (1) I'd like to remove the requirement for areas with an FAR percentage of under 5:1; and (2) exempt industrial buildings because the cost burden on those is so much greater. *Commissioner Bachrach* seconded.

Commissioner Smith: What percentage of Central City building activity do we expect to be inside/outside those additional criteria?

- 5:1 and under and industrial areas in the Central City are about 50 percent.

Commissioner Baugh: Are Central Eastside buildings going to be more remodel or new buildings?

- We're starting to see new construction be more prominent in the CES.

Commissioner Spevak: I think industrial buildings are where ecoroofs make the most sense. So it's murkier on the wood frame, but industrial buildings are expansive roof area.

Commissioner Rudd: The job issue, in terms of the industrial exemption, is why I'd support that amendment. We need the construction and industrial jobs. If PDC has a specific pot of money, there is a trade-off in costs for building more units.

Commissioner Tallmadge: For industrial buildings, could we have a different percentage to reduce the coverage requirement but still have some required?

Chair Schultz: I proposed we vote on the industrial exemption separate from wood-frame exemption. *Commissioner Bachrach* seconded.

Motion to exempt industrial buildings

(Y3 — Bachrach, Rudd, Schultz, N7 — Baugh, Houck, Oxman, Smith, Spevak, St Martin, Tallmadge)

The motion failed.

Motion to exempt development in areas that are zoned less than 5:1 FAR. This would not exclude industrial. Industrial office (3:1) would not be exempt under the proposal.

(Y4 — Bachrach, Rudd, Schultz, St Martin; N6 — Baugh, Houck, Oxman, Smith, Spevak, Tallmadge)

The motion failed.

Motion to accept the ecoroof standard with the proposed amendments to request that BES look at green roofs for future consideration [Item E5].

(Y8 — Baugh, Houck, Oxman, Schultz, Smith, Spevak, St Martin, Tallmadge; N2 — Bachrach, Rudd)

The motion passed.

Next Steps
Items that were to be discussed today will be moved to future PSC CC2035 Plan work sessions:

- Policies & Related Actions (Items P1 and P7 for discussion)
- Actions (Item R36 for discussion)
- FAR (Item K11)
- Miscellaneous Code and Map Amendments (Items I4 and I5)
- Bonus and Transfers (Items Q6, Q3, Q9)

Adjourn

Chair Schultz adjourned the meeting at 8:36 p.m.

Submitted by Julie Ocken

Decision Table R: Recommended Amendments to Work Plan Action Charts

This table contains the following categories of recommendations

I. Actions from Quadrant Plans and the Discussion Draft CC2035 Plan recommended for re-inclusion in the CC2035 Plan;
II. Proposed Draft actions recommended for deletion;
III. Proposed Draft actions recommended for revision;
IV. Recommended new actions; and
V. Other action chart changes

Note: Action items from the quadrant plans and the Discussion Draft and the Proposed Draft CC2035 Plan used a timeframe category of "2-5 Years" for near-term action items for work to be done post CC2035 Plan adoption**. Staff recommends changing this category to "Next 5 Years."**

Action Items that include an asterix* have more detailed descriptions in Volume 5, beginning on page 179.

Contents of Decision Packet R: Actions

- Decision Table R

Items Marked for Discussion:

None

I. Actions from Previous Documents Recommended for Re-Inclusion in the CC2035 Plan *Note: Action item numbers have changed through various planning documents; the action numbers in this section are those used in the identified source document, not the Proposed Draft. These actions will be given a new number when included in the Recommended Draft*

Ref #	Action	Subdistrict	Source Document	Staff Recommended Action Language	Timeframe	Lead & Partner Implementer	Staff rationale	Discuss?	PSC decision
R1	RC4	Lloyd	N/NE Quadrant Plan	~~Adjust regulations and~~ Consider incentives to encourage new development that supports the Convention Center such as new or expanded hotel development, retail and other services on adjacent blocks.	~~CC2035~~ Next 5	**BPS, PDC**	The CC2035 Plan bonus and transfer system prioritizes affordable housing and historic preservation and does not include any regulatory incentives to support the Convention Center. Therefore, this action is recommended for re-inclusion.	☐	☐ Support staff rec. ☐ Other
R2	TR11	Lloyd	Discussion Draft	Implement the Sullivan's Gulch Trail Concept Plan per City Council Resolution No. 36947.	6-20	**PPR, PBOT** Partners: Private, ODOT, UPRR	Action was inadvertently omitted from Proposed Draft.	☐	☐ Support staff rec. ☐ Other
R3	UD3	~~Lloyd~~ Central City	N/NE Quadrant Plan	Consider ~~Develop regulatory tools~~ incentives to encourage the provision of open space, including public open space, publicly-accessible private open space ~~on large blocks,~~ with new residential and mixed use development and ~~multifunctional private courtyard spaces with new high density residential development~~ pocket parks. ~~Possible tools include: height/FAR bonus incentives, superblock regulations, and master plan requirements.~~	~~CC2035~~ Next 5	**BPS**	The CC2035 Plan bonus and transfer system prioritizes affordable housing and historic preservation. This action is recommended for re-inclusion to support future work to identify additional new tools that encourage provision of open spaces.	☐	☐ Support staff rec. ☐ Other
R4	RC3	Lower Albina	N/NE Quadrant Plan	~~Apply~~ Consider zoning provisions ~~to~~ for the IG1 zone~~d properties~~ east of the Union Pacific railroad alignment that allow ~~certain~~ compatible office-like uses, similar to the ~~Employment Opportunity Subarea regulations~~ Industrial Office allowances in the Central Eastside. Implementation of ~~the Employment Opportunity Subarea regulations is contingent on developing~~ these provisions should be accompanied by a Lower Albina parking strategy that explores on- and off-street parking ~~facilities~~ strategies for workers and visitors ~~and on-street parking strategies.~~	~~CC2035~~ 6-20	**BPS, PBOT**	While the CC2035 does not propose significant land use changes in the Lower Albina area, staff believes potential allowances for Industrial Office uses should be studied in the future.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Source Document	Staff Recommended Action Language	Timeframe	Lead & Partner Implementer	Staff rationale	Discuss?	PSC decision
R5	HN3	Central City	SE Quadrant Plan	Create tools to help bridge the minority homeownership gap in the Central City. [no change]	~~CC2035~~ ongoing	**PHB**	This is an important policy goal and reflects ongoing PHB efforts.	☐	☐ Support staff rec. ☐ Other
R6	RC1	Downtown	West Quadrant Plan	Develop regulatory and financial incentives to encourage new office development and businesses. [no change]	~~CC2035~~ Next 5	**BPS** Partners: City, PDC	The CC2035 Plan bonus and transfer system prioritizes affordable housing and historic preservation and does not include any regulatory incentives to support the office development in the Downtown, an priority identified in the West Quadrant planning process. Therefore, this action is recommended for re-inclusion.	☐	☐ Support staff rec. ☐ Other
R7	HN3	Downtown	West Quadrant Plan	Provide incentives to increase residential development along SW Naito Parkway and the South Park Blocks. [no change]	~~CC2035~~ Next 5	**BPS** Partners: PHB	This action supports Central City 2035 goals for increased residential development near the riverfront and along the Park Blocks.	☐	☐ Support staff rec. ☐ Other
R8	HN2	Old Town / Chinatown	West Quadrant Plan	~~Implement~~ Develop incentives that encourage new housing in the Naito Parkway/riverfront area	~~2-5~~ Next 5	**BPS, PDC**	This action supports Central City 2035 goals for increased residential development near the riverfront.	☐	☐ Support staff rec. ☐ Other
R9	EN9	~~Central City~~ Citywide	SE Quadrant Plan	Pursue ~~Consider~~ new regulatory tools that would encourage or require large multi-family and commercial development projects to include ~~charging facilities for electric vehicles~~ EV-ready ~~wiring~~ conduit and electrical capacity for electric vehicles when parking is provided.	~~CC2035~~ Next 5	**BPS**	This action reflects current BPS citywide policy efforts related to creation of EV-ready infrastructure.	☐	☐ Support staff rec. ☐ Other
R10	UD1	Central Eastside	SE Quadrant Plan	Update existing Central Eastside Design Guidelines and adopt new guidelines specific to the OMSI and Clinton station areas, mixed-use development along the IG1/EX interface, and recognition of the historic Morrison and Belmont main streets. [no change]	~~CC2035~~ Next 5	**BPS**	This action was inadvertently omitted from the Proposed Draft.	☐	☐ Support staff rec. ☐ Other
R11	EN6	~~Lloyd~~ Central City	N/NE Quadrant Plan	Develop an integrated strategy to implement the Street and Development Character concept, to include direction for street trees, streetscape design and relationships of adjacent buildings, among others ~~and implement a tree planting strategy for the Lloyd District. The strategy should indentify available planting locations including streets and underutilized space within public rights of way.~~	~~6-20~~ Next 5	**BPS** Partners: BES, Parks; PBOT, BDS	This action has been revised to cover more aspects of the Street and Development Character concept. It is currently being implemented by BPS in collaboration with other bureaus.	☐	☐ Support staff rec. ☐ Other

II. Proposed Draft Actions Recommended for Deletion

Ref #	Action	Subdistrict	Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R12	~~HN2~~	~~Central City~~	~~Adopt inclusionary zoning provisions to increase the supply of affordable housing~~	~~Ongoing~~	~~BPS, PHB~~	This action has been implemented.	☐	☐ Support staff rec. ☐ Other
R13	~~WR12~~	~~Central City~~	~~Create an inter-bureau, inter-agency team, modelled after the BES Streamlining Team, to provide coordinated environmental permit review for private development projects. This may require a fee-for-service in addition to individual permit fees.~~	~~Ongoing~~	~~BES~~ ~~Partners: BPS, BDS, DSL, USACE, MOAA, ODFW~~	Instead of creating a separate new process, the City is joining with state and federal partners in the Kaizen process, designed to achieve similar goals.	☐	☐ Support staff rec. ☐ Other
R14	~~RC19~~	~~Downtown~~	~~Study the feasibility of removing or reconfiguring the ramps and approaches to the Morrison bridge to create more developable land parcels and improve multimodal connectivity to the river. Consider the impacts to providing southbound freeway access from the Central Eastside~~	~~2-5~~	~~PBOT, County, BPS~~	This has been studied and determined to be infeasible by PBOT as part of the James Beard Public Market analysis.	☐	☐ Support staff rec. ☐ Other
R15	~~TR70~~	~~Lower Albina~~	~~Evaluate the feasibility of including a public viewing area near the north landing of the new bike/pedestrian I84 overpass between NE 7th and NE 8th. The view is of downtown Portland.~~	~~6-20~~	~~PBOT, PPR~~ ~~Partners: ODOT, UPRR, Private~~	Corrects error. This was an earlier version of Lloyd District action RC36 mistakenly included in the Proposed Draft and listed under Lower Albina.	☐	☐ Support staff rec. ☐ Other
R16	~~TR87~~	~~Old Town/ Chinatown~~	~~Implement signalization and pedestrian improvements at the intersections of 4th and Burnside and Couch and Broadway.~~	~~2-5~~	~~PBOT~~	These improvements have been completed.	☐	☐ Support staff rec. ☐ Other
R17	~~EN36~~	~~Old Town /Chinatown~~	~~Improve river health and riverbank conditions with enhanced native vegetation on the bank in the McCormick Pier area and on the riverbank between the Steel and Broadway Bridges.~~	~~6-20 years~~	~~PPR, BES, BPS, Private~~	This action's location is on private property and the amount of benefit is minimal at best due to constraints with the condo development. This is not a priority for PPR or BES. There is a Central City action to develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach (WR7*). Also see the riverbank enhancement targets in Volume 5, p. 4.	☐	☐ Support staff rec. ☐ Other
R18	~~EN41~~	~~University District/South Downtown~~	~~Enhance river bank and shallow water around RiverPlace to maintain and improve fish and wildlife habitat.~~	~~2-5 years~~	~~PPR~~	PPR would like to see BES lead on this action. BES does not support this action because it would create an attractive nuisance for fish with the RiverPlace Marina there.		
R19	~~TR77~~	~~Lower Albina~~	~~Study options for the Larrabee Street ramp that would preserve auto, bicycle and freight access while accommodating the Greenway Trail and pedestrian and bicycle access to the district and river.~~	~~2-5~~	~~PBOT~~ ~~Partner: PPR~~	A revised version of this action is now included in the TSP Major Projects list.		

III. Revised Proposed Draft Actions

Ref #	Action	Subdistrict	Commenter	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R20	TR36	Central Eastside	PBOT	Study the potential for shuttle bus service along SE Water Avenue.	~~2-5~~ Next 5	**PBOT, TriMet** Partner: Metro (TPAC)	TriMet and PBOT have determined that Water Ave is not well-suited for traditional fixed-route service. Transit street classification is proposed for removal.	☐	☐ Support staff rec. ☐ Other
R21	TR8*	Central Eastside	PBOT	Create a one-way couplets on ~~Stark/Washington and~~ Yamhill/Taylor to alleviate congestion at signalized intersections.	~~2-5~~ Next 5	**PBOT** Partner: PDC	Couplet operation has been determined to be infeasible on Stark/Washington	☐	☐ Support staff rec. ☐ Other
R22	TR14	Central Eastside	PBOT	Build a bicycle/pedestrian bridge that connects the Central Eastside to the Lloyd District across I-84. [no change]	~~6-20~~ Next 5	**PBOT** Partner: PDC	This project is advancing on a more rapid timeline.	☐	☐ Support staff rec. ☐ Other
R23	TR59	Goose Hollow	PBOT	Explore traffic calming opportunities for SW 20th. Incorporate pedestrian and bicycle-oriented features where feasible. [no change]	~~6-20~~ Next 5	**PBOT**	Traffic calming measures will be implemented soon and a neighborhood greenway project is funded.	☐	☐ Support staff rec. ☐ Other
R24	RC36	Lloyd District	PBOT	At viewpoint NE01 identified in the Scenic Resources Inventory (BPS), construct a viewing area, including a belvedere with bench and marker, on the new bike/pedestrian I84 overpass at~~between~~ NE 7th ~~and NE 8th~~. The view is of downtown Portland. The viewing area should be separated from lanes of travel.	~~2-5~~ Next 5	**PBOT** Partners: BPS, ODOT, UPRR	The bridge is planned to connect NE 7th across the I-84 overpass.	☐	☐ Support staff rec. ☐ Other
R25	TR90	Pearl	PBOT	Develop a bike/pedestrian bridge connecting NW Flanders over I-405. [no change]	~~6-20~~ Next 5	**PBOT** Partner: ODOT	This project is funded.	☐	☐ Support staff rec. ☐ Other
R26	TR96	Pearl	PBOT	Enhance connectivity across railroad tracks and Naito Parkway to access the River. Build new pedestrian bridges over the tracks at Marshall, connecting the Fields Park to Centennial Mills over Naito Parkway and explore a possible bridge that extends NW 13th to the River. Explore feasibility of connecting this future bridge to the Broadway Bridge to directly connect cyclists to the Marshall bikeway and pedestrians to Naito Parkway. [no change]	~~2-5~~ 6-20	**PBOT** Partners: PDC, BPS, PPR, Private	Change in timeline.	☐	☐ Support staff rec. ☐ Other
R27	WR7*	Central City	BPS	Develop an action plan to enhance and restore fish and wildlife habitat throughout the Central Reach.	~~2-5~~ Next 5	**BES, BPS** Partners: ~~BES~~, PPR, State & Federal Agencies, Private	Error correction, BES is already co-lead.	☐	☐ Support staff rec. ☐ Other
R28	~~EN10~~ EN11	Central City	BPS	Explore opportunities for new multi-family and commercial property developments to consider building designs that allow for the capturing and reuse of water.	Ongoing	**BPS, Private**	Numbering correction; second action EN10 should be EN11	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R29	EN50	West End	BPS	Identify tree and shrub preservation and planting opportunities and implementation strategies along I-405, including improving vine coverage of canyon walls.	6-20	**ODOT, Private** Partners: PBOT, BES, PPR	Adds shrubs for preservation and planting opportunities near I-405.	☐	☐ Support staff rec. ☐ Other
R30	WR11*	Central Eastside	BPS	Partner with property owners and stakeholders to seek funding and implement ~~a preferred~~ the concept plan for Eastbank Crescent ~~that includes~~ for fish and wildlife habitat, along with boating, swimming, educational opportunities, and an enhanced greenway trail.	~~2-5 years~~ Ongoing	**BPS, PPR, PDC, BES,** OMSI, Private	This is an ongoing project to implement the concept plan for the Eastbank Crescent area. OMSI is not a property owner in this geographic area.	☐	☐ Support staff rec. ☐ Other
R31	WR12	Central Eastside	BPS	Explore concepts and partnerships to enhance fish and wildlife habitat along the Eastbank Esplanade between the Morrison and Hawthorne Bridges.	Ongoing	**BPS, BES, PPR,** PDC, ~~OMSI,~~ ODOT		☐	☐ Support staff rec. ☐ Other
R32	TR25	Central Eastside	BPS	Study the feasibility of realigning the Morrison Bridge off ramp to MLK to allow for through eastbound traffic on Yamhill.	~~2-5~~ Next 5	**PBOT, County,** PDC	Multnomah County has jurisdiction over the Morrison Bridge and is added to this action as an implementer.	☐	☐ Support staff rec. ☐ Other
R33	UD7	Central City	BPS	Identify remnant parcels or portions of publicly owned right-of-way (City, County and State owned lands) that could be used for publicly accessible parks, open space, recreation opportunities and stormwater management.	Ongoing	**PPR,** BES, PBOT, County, State	Add County and State as partners since specifically identified in action.	☐	☐ Support staff rec. ☐ Other
R34	EN3	Central City	BES	Identify tree preservation and planting opportunities and implement strategies (e.g., street tree planting and maintenance programs) that meet multiple objectives, including reducing urban heat island, improving local air quality, intercepting rainfall to reduce stormwater runoff and providing habitat. [no change]	~~2-5~~ Next 5	~~**BPS**~~ **BES** Partners: BPS ~~BES~~, PPR, BDS, PBOT, PWB, PDC	BES manages the tree program which is best suited to implement this action item.	☐	☐ Support staff rec. ☐ Other
R35	EN14	Central City	BES	Evaluate options to increase property owner interest in street tree planting, including potential public assistance with tree pruning or other tree-related maintenance	~~2-5~~ Next 5	~~**BES,**~~ **PPR** Partners: BES, PBOT, BPS	PPR (Urban Forestry) manages and regulates existing trees throughout the city and engages with the public to ensure appropriate maintenance of street trees. Thus PPR is best to lead this effort.	☐	☐ Support staff rec. ☐ Other
R36	EN32	Lower Albina	BES	Develop and implement a strategy to install community gathering spaces, trees, and other green infrastructure in existing streets and underutilized space within rights-of-way (e.g. freeway ROW, Broadway bridgehead, west end of Russell Street). Ensure improvements do not compromise operations for industrial businesses.	6-20	~~**BES**~~**BPS** Partners: PPR, UF, BES, PBOT, PWB, ODOT, Private	BPS is best to lead the development of a strategy and implementation approach for this effort.	☐	☐ Support staff rec. ☐ Other
R37	UD83	West End	BES	Develop and implement a strategy to encourage main-street friendly streetscape and green infrastructure improvements on SW Jefferson Street.	~~2-5~~ Next 5	**PBOT, BPS~~BES~~** Partners: BES, ~~BPS~~	BPS is best positioned to work with PBOT to develop this strategy. BES will be a critical partner in implementation.	☐	☐ Support staff rec. ☐ Other
R38	HN13	Goose Hollow	BES	Develop and implement a strategy to encourage main street-friendly streetscape and stormwater management improvements on SW Jefferson Street. Explore the feasibility of burying utilities as part of improvements and planting additional trees.	~~2-5~~ Next 5	**BPS, PBOT** Partners: BES, PGE, Private	BES will be a critical partner in implementation.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R39	EN13	Central City	20503 Colin Cortes; Audubon	Consider ~~Develop~~ a "Dark Skies" initiative ~~strategies~~ to reduce the impacts of nighttime lighting and sky glare ~~to reduce impacts of building lighting~~ on human health and well-being, wildlife and energy consumption.	~~2-5~~ Next 5	**BPS, ~~Private~~** Partners: PBOT, BES	BPS believes a comprehensive project that analyzes the effects of nighttime lighting, identifies best practices and develops options for reducing negative impacts is needed.	☐	☐ Support staff rec. ☐ Other

IV. Recommended New Actions *Note: Action item numbers will be assigned for these actions in the Recommended draft; policy areas are identified in the "Action" column below.*

Ref #	Action	Subdistrict	Commenter	Request	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R40	UD	Old Town / Chinatown	Jenn Cairo—Urban Forestry (20710)	Add language that considers altering height/location of White Stag sign so it's visible from VPs and avoids conflicts with tall trees in Waterfront Park.	Study the potential for changes to the position and elevation of the White Stag sign in order to preserve public views of the sign and avoid conflicts with tall trees in Gov. Tom McCall Waterfront Park.	6-20	**BPS**	Identifies a potential approach to balance preservation of views of this iconic landmark and tree preservation.	☐	☐ Support staff rec. ☐ Other
R41	EN	Central City	Bob Sallinger at Audubon (20688) and Urban Forestry (20710)	Assess the impact of existing and potential future tree-related policies, regulations and investments, and ensure that canopy targets are aspirational, practical, and attainable.	Evaluate progress toward tree canopy targets by assessing existing tree canopy every five years and monitoring change in total canopy over time. Revisit tree canopy targets, as necessary.	Ongoing	**BPS** Partners: BES, PPR	Monitoring progress toward the tree canopy targets over the life of the plan is important. Assessing the targets every five years provides adequate data to characterize trends and effectively evaluate progress.	☐	☐ Support staff rec. ☐ Other
R42	EN	Central City	Jeanne E. Galick, Bob Salinger-Audubon, Mary Coolidge-Audubon	Prohibit highly reflective/ mirrored glass.	Study the impacts of glass reflectivity and identify tools to limit highly reflective glass in buildings.	Next 5 years	**BPS**, BDS, BES	Staff wants to study the factors related to glass reflectivity in buildings that contribute to urban heat island and added risks for bird strikes; and then develop recommendations.	☐	☐ Support staff rec. ☐ Other
R43	UD	Goose Hollow	BPS	NA	Develop a view point at Collins Circle with a view of Vista Bridge and improve pedestrian connectivity to the view point.	Next 5	**PBOT** Partners: TriMet, PPR	This action supports the PSC decision to create a view point to the Vista Bridge at Collins Circle.	☐	☐ Support staff rec. ☐ Other
R44	HN	Downtown	BPS	NA	Encourage the development of a dog park to serve Downtown residents.	6-20	**PPR** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other
R45	HN	West End	BPS	NA	Encourage the development of a dog park to serve West End residents.	6-20	**PPR** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other
R46	HN	Lloyd	BPS	NA	Identify a site for a future grocery store to directly serve residents and workers in district.	Next 5	**BPS, PDC** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other

Ref #	Action	Subdistrict	Commenter	Request	Staff Recommended Action Language	Timeframe	Lead Implementer	Staff rationale	Discuss?	PSC decision
R47	HN	University District / South Downtown	BPS	NA	Identify a site for a future grocery store to directly serve residents and workers in district.	Next 5	**BPS, PDC** Partners: Private	New action resulting from clean-up of Policy 2.1, Complete Neighborhoods.	☐	☐ Support staff rec. ☐ Other
R48	TR	University District/South Downtown	PBOT	NA	Develop and implement a new design for the Willamette Greenway Trail through the RiverPlace development that improves safe pedestrian and bicycle access and reduces conflicts with RiverPlace visitors. Until such improvements are constructed, bicycle access through the area will be re-routed to local streets to reduce conflicts at RiverPlace.	6-20	**PBOT, BPS** Partner: PPR	Due to significant space constraints and conflicts between retail patrons, bicyclists and pedestrians, a new design is warranted to improve safety for all users. In the meantime, bicycles should be re-routed to surface streets for safety.	☐	☐ Support staff rec. ☐ Other

V. Other Action Chart Changes

Ref #	Commenter	Topic	Proposed draft	Staff recommendation	Staff rationale	Discuss?	PSC decision
R49	BPS	Action table timeline categories	First action item timeline category is "2-5 Years."	Replace "2-5 Years" with "Next 5 Years" for all action items in this timeline category.	Many actions in the 2-5 Year category are already underway or will begin soon after the adoption of the plan.	☐	☐ Support staff rec. ☐ Other
R50	BPS	Scenic resources related actions	Scenic resource-related actions are identified under the Regional Center (RC) policy area.	Move all scenic resource-related action items from the Regional Center (RC) category to the Urban Design (UD) category and renumber actions as necessary	The scenic resources policies that the action items implement are in the Urban Design policy section in Volume 1.	☐	☐ Support staff rec. ☐ Other

Decision Table Q: Bonus and Transfer Amendments, Part 1

This table highlights and responds to diverse public testimony and recent City Council decisions on Inclusionary Zoning as it relates to Bonus Options and Floor Area Ratio (FAR) transfers and incentives. Specific topics covered are:

- *Transfer of FAR in historic districts and a FAR incentive for structured parking;*
- *New bonus options for building worker wages, on-site open areas with trees, and a Willamette River Restoration Fund;*
- *Retention of existing bonuses, e.g. Percent for Art;*
- *Expansion of Riverfront Open Space Bonus for River Access; and*
- *Changes to the Industrial Bonus option.*

Contents of Decision Packet Q:

- Decision Table Q

Items Marked for Discussion:

- Q6

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q1	20324	BDS Staff	Limits on additional floor area in historic districts	Reference: Volume 2A: Part 1 Central City Plan District, p. 49 & p. 65 33.510.200.D.2: States that floor area may not be transferred to sites zoned RX along the south Park blocks. 33.510.205.D.1.c: States that eligible sites to receive floor area must be zoned RH, RX, CX or EX and be within the Central City Plan District.	Transfer of FAR is prohibited along the South Park Block frontages – why can it not be prohibited within historic districts? The ability to transfer more FAR into historic districts will result in oversized buildings being proposed and staff and the Historic Landmarks Commission will have to continue to argue with applicants for more compatibly-scaled development. Historic districts should not be eligible to receive FAR.	**Retain Proposed Draft version**	BPS is proposing to set maximum heights in historic districts and allow FAR up to that maximum height. PSC has discussed and offered a tentative recommendation to lower heights in historic districts. Base FAR entitlement and bonus and transfers may be used up to the maximum height. As part of the Proposed Draft, BPS proposes to allow the bonus/transfers system to be used, but no bonus height in historic districts.	☐	☐ Support staff rec. ☐ Other
Q2	20952 21058	Patricia Gardner	Historic Resource Transfer	Reference: Volume 2A: part 1 Central City Plan District, p. 63 33.510.205.D The proposed draft allows the transfer of FAR from a historic resource to anywhere in the Central city plan district within RH, RX, CX or EX zone. The sending site must be seismically upgraded or enter into a phased seismic agreement to upgrade the building.	1) Do not allow transfers from historic structures outside of the subdistrict where the structure is located. 2) Transfer should be available to buildings that have not been upgraded in order to encourage and help offset costs of upgrading.	**Retain Proposed Draft version**	1) BPS thinks the proposed provision may encourage the historic resource transfer to be used more, or at least offer more options to a developer, as it allows a receiving site to be anywhere in the Central City. 2) The proposed provision applies to buildings that are already seismically upgraded or buildings that sign an agreement with the City to upgrade their building within a certain period of time.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q3	NA	BDS Staff	Transfer of FAR from a surface parking lot	Reference: Volume 2A: Part 1 Central City Plan District, p. 63 33.510.205.D. Surface Parking lots are prohibited from being sending sites for an FAR transfer.	Does that last sentence mean that the whole site cannot be a sending site if it has surface parking or only sites that are fully developed with surface parking cannot be sending site? Is there a formula when part of the site is surface parking?	**Proposed Amendment: Amend 33.510.205.D.** Staff recommends clarifying the sentence as follows: <u>Lots that are entirely used for s</u>~~s~~<u>urface parking lots are prohibited from being a sending site for an FAR transfer.</u>	Staff does not want to allow the transfer of FAR off a lot/parcel that is fully developed with surface parking. The intent is to encourage redevelopment of surface parking lots.	☐	☐ Support staff rec. ☐ Other
Q4	20353	Design Commission	Industrial Bonus	Reference: Volume 2A: Part 1 Central City Plan District, p. 63 33.510.205.C.2.g This bonus is only available to IG1 properties in the Central Eastside. Proposal may gain an additional 1:1 FAR for industrial office use if they building traditional ground floor industrial.	Make this a tiered bonus – when there is a higher % of industrial use on the ground floor there would be greater flexibility of FAR and allowed uses within bonus sq. ft.	**Retain Proposed Draft Version**	This bonus was crafted with the Central Eastside Industrial Council and industrial stakeholders in the district. There is much support for the provision as crafted, as it maintains an acceptable level of industrial office, while not allowing for additional retail and traditional office uses which are not compatible at greater ratios.	☐	☐ Support staff rec. ☐ Other
Q5	20397 20399 20968 20980 21017	Ben Gates Audrey Craig Ed McNamara Mike Dennis Brent Linden	Family compatible housing	Reference: Volume 2A: Part 1 Central City Plan District, p. 124-125 The bonus currently applies to the Pearl District sub area only. It is proposed for deletion in the Proposed Draft.	1) Keep the family friendly bonus in the Pearl and expand it to other areas. There is a need for 2-3 bedroom units in the Central City. 2) There is a lack of family housing that is affordable. Keep the FAR incentive to keep family units. Consider increasing the 3:1 cap above the current 3:1. 3) There are family friendly policies but no implementation actions or regulations.	**Proposed Amendment**: See Decision Table P for staff recommendation	See Decision Table P for staff rationale.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q6	20334, 20395	David Noren	Transfer within a subdistrict	Reference: Volume 2A: Part 1 Central City Plan District, p. 65 33.510.205.D.2 Transfer from both sending and receiving sites must be located in the same subdistrict	Require a public benefit for increased floor area from the transfer within a sub district. The public benefit would be tied to living wage jobs for workers within new commercial development. The proposal is to allow a transfer of developable floor area to a site from another only with an agreement from the developers to require the eventual building operators to pay higher wages to service workers employed at the building. The required level of compensation, including wages and benefits, would be equivalent to 50% of the Area Median Income for a family of four (50% AMI). The proposed requirement would apply to any commercial development using a floor area transfer of at least an additional 1:1 FAR or 35,000 square feet. The latter amount is the floor area that would typically require one additional worker for janitorial service.	**Retain Proposed Draft Version**	1. **The proposed transfer within a subdistrict provides a public benefit.** The proposed ability to transfer floor area between parcels helps meet the City and Regional density goals more rapidly. The floor area transferred is already part of the approved development capacity for the Central City. Transferring it between properties does not increase or decrease that total amount of development capacity. It allows floor area to be utilized sooner than waiting for the eventual development of the site donating the floor area. 2. **Staff thinks that the request could discourage development**. Developers, investors or lenders likely would find the short and long-term risks unacceptable. The risks come from complicating the title with restrictive covenants and opening the current and future owners to the risk of enforcement by third parties. This may reduce the ability to get new development financed. 3. **The Bureau of Development Services may not be able to administer the regulations**. BDS likely would have no way to inspect, monitor or enforce the terms of the proposal. BDS inspectors compare the approved permit plans with what is physically developed on the site. This approach would not work for ensuring compliance with wage provisions over time. BDS Code Compliance staff, in essence, would enforce contracts between a developer and SEIU. This would be beyond Code Compliance's limited resources, expertise and perhaps authority. 4. **The proposal would be best implemented in some way other than the zoning code.** SEIU hasn't offered any examples of cities where this approach has been implemented through a zoning code. To date, SEIU has only advanced this concept through a community benefits agreement for a large public infrastructure project or other project that receives some public funding, etc.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q7	20491 20497 20956	Allyson Medeles Willie Levenson Ruth Williams	Riverfront Open Space bonus	Reference: Volume 2A: Part 1 Central City Plan District, p. 58-59 Applies in the EX, CX, and RX zones along the riverfront. Proposals that provide additional open space along the riverfront adjacent to river setback receive bonus floor area.	Allow bonus FAR for improving or increasing access to the river's edge.	**Retain Proposed Draft Version**	Staff supports expanding opportunities for safe river access for swimming and boating in the Central Reach. A new Central City action related to swimming was agreed to by the PSC at the November 16, 2016 worksession, reinforces this notion. However, there are only a very limited number of redevelopment sites. These few sites may not be the best location for public access, for example, near heavy industry north of the Fremont Bridge. Staff favors City and private interests' pursuit of expanding river access with property owners on a case-by-case basis as part of redevelopment.	☐	☐ Support staff rec. ☐ Other
Q8	20688	Bob Sallinger, Audubon Society of Portland	River restoration bonus	N/A	Create a new bonus to contribute to a Willamette River Restoration Fund.	**Retain Proposed Draft Version**	Staff supports river restoration projects and appreciates the suggestion to develop a new bonus that contributes toward funding these projects. However, staff does not support adding this new bonus to the list of Central City bonus options at this time. River enhancement and restoration projects will occur as sites redevelop. The City actively works with property owners to restore habitat at specific sites to benefit particular species. The proposed draft already includes an FAR bonus for increasing the width of the river setback, which will provide more space for restoration or enhancement.	☐	☐ Support staff rec. ☐ Other
Q9	20945 20698 20947	Brad Malsin Jonathan Malsin Central Eastside Industrial Council	FAR calculation for structured parking	N/A	Create a new incentive for structured parking by not counting FAR utilization for that type of development.	**Retain Proposed Draft Version**	City Council recently adopted a new Inclusionary Housing code that clearly indicates affordable housing as its top priority. Therefore, staff does not support adding this new bonus to the list of Central City bonus options at this time. In the future, this suggestion could be reconsidered.	☐	☐ Support staff rec. ☐ Other
Q10	20947 20992	Central Eastside Industrial Council Kristin Calhoun	Percent Art bonus	Reference: Volume 2A: Part 1 Central City Plan District, p. 110-111 Percent for Art bonus applied to all area of Central City except for South Waterfront. Funds committed to public art received additional floor area. This bonus is proposed for deletion in the Proposed Draft.	Concerned about eliminating all bonuses. The bonus for percent art can be valuable to maintain for commercial development because the affordable housing bonuses are not appropriate for commercial development.	**Retain Proposed Draft Version**	City Council recently adopted a new Inclusionary Housing code that clearly indicates affordable housing as its top priority. Therefore, staff does not support maintaining this bonus in the list of bonuses for the Central City at this time. However, for commercial development that does not trigger the inclusionary housing requirement, a project will have a choice between paying into the inclusionary housing fund or transferring FAR from a historic resource.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
Q11	20710	Urban Forestry Commission	Bonuses & incentives for trees	The Proposed Draft contains no bonuses or incentives for the preservation or incorporation of trees into development projects or ecoroofs.	Recommend establishing an FAR bonus for outdoor open space w/ trees on development sites; Encourage regulatory incentives for trees to be planted in ecoroof or on building roof areas.	**Retain Proposed Draft Version**	City Council recently adopted a new Inclusionary Housing code that clearly indicates affordable housing as its top priority. Therefore, staff does not support adding this bonus. In the future, this suggestion could be reconsidered.	☐	☐ Support staff rec. ☐ Other

Decision Table K. Floor Area Ratio (FAR) Requests – Carryover from January 10, 2017

Testimony included requests for both increases and decreases in FAR. Generally, the highest FARs in Portland are applied in the Central City plan district to support its role as the region's premier center for jobs, cultural amenities, health and human services, and urban living. The staff recommendations are consistent with multiple objectives of the Central City 2035 Plan including:

- *Locating the largest floor area ratios along the Transit Mall and high-capacity transit lines;*
- *Varying building bulk across the Central City;*
- *Generally, stepping down allowed building bulk to the Willamette River and neighborhoods adjacent to the Central City; and*
- *Ensuring that building bulk is compatible within historic districts*.

Contents of Decision Packet K:

- Decision Table K

Items Marked for Discussion:

K11

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
K11	20663	Downtown Development Group	Central City	Floor area in residential use counts toward maximum FAR **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.200, p. 47-53	Floor area above the maximum base FAR plus the initial 3:1 earned through bonuses should not count towards maximum FAR for a site if it is in residential use.	**Retain Proposed Draft version**.	• Staff recommends retaining the existing limit of 3:1 bonus FAR per site (with potential unlimited transfer of FAR to a site, subject to maximum height limits). Creating an exception for residential FAR would increase the *overall* pool of potential development in the Central City. This large increase would be difficult to quantify and model for transportation purposes and would provide less certainty about the future scale of building forms in Central City neighborhoods. • The proposed CC2035 bonus floor area and height system is predicated on providing clear public benefits, with an emphasis on affordable housing and seismic improvements to historic structures. The requested exemption for residential development does not appear to support these goals.	☒	☐ Support staff rec. ☐ Other

Decision Table E. Green Building Standards – Carryover from January 10, 2017

Comments on the Bird Safe Glazing Standard and Eco roof standard are grouped into this packet. Additional memos provide more context.

Contents of Decision Packet E:

- Decision Table E
- Memo E3 – Bird Safe Glazing
- Memo E5 – Ecoroofs

Items Marked for Discussion:

Items E3 and E5

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
E3 **and** **Memo E3**	20324, 20481, 20688, 21004, 21005, 21014	Staci Monroe-- Bureau of Development Services, Jeanne E Galick Bob Sallinger—Audubon Society of Portland Karina Adams Alan Armstrong Mary Coolidge- Audubon Society of Portland	Bird Safe Glazing standard	Standard requires bird safe glazing in the areas shown on Map 510-22. Ninety percent of windows on first four floors must be treated. A list of options for fritting, UV coating, films and screens are provided. **References**: Volume 2A, Part 1: Central City Plan District, Pages 142-144 and Map 510-22, Page 397-399.	1. Expand area where standard applies to entire Central City to align with Pacific Flyway and ease of implementation. Current map and rationale for selecting areas of high tree canopy makes for a very complicated map and tree canopy will change over time. 2. Calculating the bird-safe protections against the Ground floor windows requirements is cumbersome and conflicts with the standard. These regulations should only apply to the levels 2-4 above the ground floor. 3. Consider adding a drawing to the code to show types of patterns and dimension to eliminate some of the complex measurement language.	**Proposed Amendments:** **1. Apply standard to the entire Central City. This removes the need for a map in the zoning code. Add a threshold to the standard. Any building with more than 30% exterior glazing (per façade from 0 to 60 feet measured from the sidewalk) must meet the standard. See attached memo for more detail.** **2. Identify specific bird safe patterns for the ground floor to ensure transparency including a UV coated and lighter fritting pattern. BPS will create an Administrative Rule to update approved glazing patterns and types of glass.** **3. Add an illustration to the standard to show the minimum required spacing and types of patterns that may be used. Also clarify the patterns and measurements that are allowed.**	1. BPS Staff agrees that the proposed draft map may be challenging to implement and would need to be amended to allow for changes in tree canopy over time. Staff proposes to apply the standard Central City-wide and maintain some exemptions, including for historic or conservation resources and single family residential development. Based on discussion with bird safe experts, staff believes 30% is an appropriate threshold. Staff has chosen to recommend 30%, the higher end of the recommended range. See attached memo for more detail. 2. Staff proposes to limit the types of glass available for use on the ground floor to ensure that new development includes high-transparency ground floor windows that encourage a vibrant pedestrian experience. A new Administrative Rule will allow staff to update glazing standards and keep up with quickly changing technology. 3. Staff agrees that a drawing to show the dimensions will help clarify the complex language. Also, staff needs to clarify in the code which measurements apply to glass and what applies if alternatives such as netting, louvres or mullions are used.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
E5 **and** **Memo E5**	 20466 20499 20506 20560 20663 20688 20698 20945 20950 20993 20994	BDS, BES, BPS Staff Tom Liptan NAIOP CEIC Land Use Committee GRIT Downtown Development Group Bob Salinger- Audubon Jonathan Malsin Brad Malsin Amy Chomowitz Susan Lindsay Elizabeth Hart	Ecoroof standard	Standard requires ecoroofs on new buildings in the CX, RX, EX, and IG1 with a net building area of at least 20,000 square feet. Sixty percent of the building's roof area must be covered by an ecoroof. **References**: Volume 2A, Part 1: Central City Plan District, Pages 154-155.	1. Strengthen language in purpose statement to include more benefits of an ecoroof. 2. Add stairwell enclosures to list of items exempt from the calculation of the roof area. 3. Update code language to require ecoroofs to cover 90% of roof tops and reduce threshold for standards to be based on a 5,000 sq.ft roof tops and higher. 4. Update code language to require ecoroofs on 10,000 sq ft roof top and 75% coverage. 5. Rooftops need to be for amenities such as trees, gardens, patio space. Stormwater can be addressed other ways. 6. Restore BES ecoroofs incentive program and keep the ecoroofs bonus. 7. Ecoroofs have considerable cost impacts at time of construction and on-going maintenance. White or cool roofs should be considered as an alternative to ecoroofs.	**Proposed Amendments:** **1. Add language to the purpose statement that identifies additional benefits including reducing urban heat island and improving air quality,** **2. Update list of items exempt from eco roof calculation to include stairwell enclosures.** **3 -7: Retain proposed draft version.** **See memo E5 for more detail on BES research on implementing the proposed requirement and a cost comparison between a conventional roof and an ecoroof**.	1-2. Staff agrees that the purpose statement should be strengthened by adding additional benefits. Staff is adding stairwell enclosures as part of the list of exemptions. These may be necessary as part of required building evacuation routes. 3-5. Staff is not proposing to increase the percent coverage on the rooftop because BPS and BES believe the 60% coverage requirement provides adequate space to meet some stormwater management requirements while also reducing urban heat island effects and providing habitat for birds, plants and pollinators. The remaining 40% of roof area may accommodate other uses such as patios, gardens and architectural details that are not suitable for ecoroofs. 6.The ecoroof FAR bonus and BES incentive program have already been eliminated. The Central City bonus system is now focused on affordable housing development. 7.Ecoroofs typically have higher up-front costs than conventional roofs, but provide multiple benefits to the property owner and the public over the life of the roof. In addition, ecoroofs extend the life of the roof membrane, protecting it from sun exposure and extreme temperatures. Staff research shows that white and cool roofs are not very effective in the wet and cool Pacific Northwest climate. Maintenance costs are high, with a need to remove moss and algae that accumulates during rainy months. Also, ecoroofs have multiple benefits whereas cool roofs and blue roofs typically only provide energy efficiency benefits.	☒	☐ Support staff rec. ☐ Other

Memo E3

CITY OF PORTLAND
ENVIRONMENTAL SERVICES

1120 SW Fifth Avenue, Room 1000, Portland, Oregon 97204 ▪ Nick Fish, Commissioner ▪ Michael Jordan, Director

TECHNICAL MEMORANDUM

Date: December 12, 2016

To: Sallie Edmunds, Rachael Hoy

From: David Helzer

CC: Marie Walkiewicz, Marc Asnis, Paul Ketcham, Kaitlin Lovell

Re: CC2035: Technical Elements of Proposed Bird Safe Standards

Collisions with windows are estimated to kill between 365 and 988 million birds per year in the United States. In terms of anthropogenic threats to birds, window collisions are second only to feral and free-ranging domestic cats as a cause of direct mortality. Local studies in Portland by Audubon Society of Portland and Environmental Services have documented the mortality threat is real here in the city's built environment. Songbirds are most at risk, as opposed to other avian species groups.

The proposed Bird Safe Exterior Glazing Standards in the CC 2035 Plan District address this threat to native bird populations, many species of which are in serious decline. It is estimated from 2% to 9% of the entire North American bird population dies annually due to collisions with windows. The highest risk occurs where vegetation is found adjacent to reflective glass.

This memorandum summarizes key findings and recommendations to inform the proposal. These are based on a literature review, local studies of bird window strikes, consultation with local and national experts, and best professional judgment. Key findings and recommendations are:

1. Neotropical migratory songbirds, such as warblers, thrushes, and vireos, are disproportionally affected by window collisions, and as a group are a priority for conservation locally and nationally.

2. Large surface areas of glass cause more strikes than smaller surface areas of glass.

3. The highest risk on a building façade is the first 60 vertical feet because the majority of bird activity (including migrating birds) occurs in this zone and due to the presence of adjacent vegetation (trees and shrubs). **Bird safe glass treatment should prioritize this 60-foot zone**, including the ground level.

4. BPS has identified a need to set the zoning standard based on a threshold for the percentage of glazing on a building façade. Façades that exceed that percent would be required to use bird safe glazing in the first 60 feet of height. Based on findings in peer reviewed studies and consultation with leading national experts, **there is a sound scientific basis for setting the trigger at 20-30% glazing** in the first 60 vertical feet.

    a. Borden et al. found a statistically significant increase in strikes on facades with >31% glazing (excerpt from paper attached).

    b. Dr. Daniel Klem, a leading national researcher, recommends 20% for CC 2035, based on his research (correspondence attached).

    c. Keith Russel, another expert, recommends 25% for CC 2035.

5. **The standard should apply to the entire CC 2035 Plan District**. Proposed map 510-22 is not a realistic representation of bird window collision risk in the CC 2035 District, for these reasons:

    a. The map is not based on location data for documented bird strikes, rather on existing vegetation (> 1 acre); its assumptions about the risk of bird window collisions are not consistent with bird behavior and distribution in the central city.

    b. Resident and migratory birds are found throughout urban landscapes and are not limited to areas with one acre or larger patches of vegetation. In fact, neotropical migrant songbirds, such orange-crowned warblers or yellow-rumped warblers, are conspicuous for their use of isolated, tiny, or unexpected vegetation patches. Examples includes downtown sidewalk landscaping or small street trees on a block dominated by impervious surfaces and glass.

    c. The map is based on existing tree canopy conditions. City of Portland policies, programs and regulations actively encourage an increase in the presence, size and canopy coverage of trees throughout the Central City. As a result, the location and extent of tree canopy coverage is expected to increase over the life of the CC 2035 Plan and over the expected life cycle of the buildings that will be constructed under the new zoning requirements.

ORNITHOLOGICAL LITERATURE REVIEWED (partial list, focused on research related to the correlation between the percentage of glazing and risk to birds):

Bayne, Erin M., Corey A. Scobie and Michael Rawson, 2012. Factors influencing the annual risk of bird–window collisions at residential structures in Alberta, Canada. Wildlife Research

Borden, W.C., O.M. Lockhart, A.W. Jones and M.S. Lyonn, 2010. Seasonal, taxonomic and local habitat components of bird-window collisions on an urban campus in Cleveland, OH. Ohio J Sci 110(3):44-52.

Collins, K. A. and D. J. Horn. 2008. published abstract. Bird-window collisions and factors influencing their frequency at Millikin University in Decatur, Illinois. . Bird-window collisions and factors influencing their frequency at Millikin University in Decatur, Illinois 101(supplement):50.

Cusa, Marine, Donald A. Jackson and Michael Mesure, 2015. Window collisions by migratory bird species: urban geographical patterns and habitat associations. Urban Ecosystems doi:10.1007/s11252-015-0459-3)

Gelb, Y. and N. Delacretaz. 2006. Avian window strike mortality at an urban office building. Kingbird 56(3):190-198.

Hager, S.B., H. Trudell, K.J. McKay, S.M. Crandall, L. Mayer. 2008. Bird density and mortality at windows. Wilson Journal of Ornithology 120(3):550-564.

Hager SB, Cosentino BJ, McKay KJ, Monson C, Zuurdeeg W, and B. Blevins, 2013. Window Area and Development Drive Spatial Variation in Bird-Window Collisions in an Urban Landscape. PLoS ONE 8(1): e53371. doi:10.1371/journal.pone.0053371

Kahle LQ, Flannery ME, Dumbacher JP (2016) Bird-Window Collisions at a West-Coast Urban Park Museum: Analyses of Bird Biology and Window Attributes from Golden Gate Park, San Francisco. PLoS ONE 11(1): e0144600. doi:10.1371/ journal.pone.0144600

Klem, D. Jr. 2009. Preventing Bird-Window Collisions. The Wilson Journal of Ornithology 121(2):314–321.

Klem, D. Jr., C. J. Farmer, N. Delacretaz, Y. Gelb and P.G. Saenger, 2009. Architectural and Landscape Risk Factors Associated with Bird-Glass Collisions in an Urban Environment. Wilson Journal of Ornithology 121(1): 126-134.

Loss, Scott R., Tom Will, Sara S. Loss and Peter P. Marra, 2014. Bird–building collisions in the United States: Estimates of annual mortality and species vulnerability. Condor 116:8-23. DOI: 10.1650/CONDOR-13- 090.1

Ocampo-Peñuela N, Winton RS, Wu CJ, Zambello E, Wittig TW, Cagle NL. (2016) Patterns of bird-window collisions inform mitigation on a university campus. PeerJ 4:e1652

Parkins, Kaitlyn L, Susan B. Elbin and Elle Barnes, 2015. Light, Glass, and Bird–building Collisions in an Urban Park. Northeastern Naturalist 22(1): 84-94.

Sloan, Allison, 2007. Migratory bird mortality at the World Trade Center and World Financial Center, 1997-2001: A deadly mix of lights and glass. Transactions of the Linnaean Society of NY 10:183-204.

From: Daniel Klem [mailto:klem@muhlenberg.edu]
Sent: Thursday, November 10, 2016 11:50 AM
To: Peter Saenger <PSaenger@muhlenberg.edu>; Helzer, David <David.Helzer@portlandoregon.gov>
Cc: Mary Coolidge (mcoolidge@audubonportland.org) <mcoolidge@audubonportland.org>
Subject: Re: inquiry on glass building facades and bird strike risk - City of Portland

10 November 2016, Thursday

Dear Environmental Specialist Helzer,

Thanks for your question. My most relevant study (conducted with others) to your question looked at architectural risk factors using proportional hazards models (Klem et al. 2009; attached). For the data we collected and analyzed for architectural features, these mathematical models revealed that % of glass was important in calculating the risk of a bird strike, as you justifiably identify. Using fall and spring migration data, our analyzes found that a 10% increase in % of glass increased the risk of a strike by 19% and 32%, respectively (see p. 129 in Klem et al. 2009 attached). This study conducted in New York City provides quantitative evidence and suggests to me that you should consider 20% or greater glazing as your trigger for your requirement. More generally, I, at least, believe this study offers you information to permit you to decide at what level of risk you are willing to accept to trigger your requirement. The paper by Borden et al. 2010 you provide highlights, at least for me, the importance of architectural and landscape context. Contrasting to those modest % of glass facades where many strikes were documented, the all or near all glass corridors (90% glass) that no strikes were recorded are far different than what occurs at other sites, many of which I have monitored and are part of other published works of mine. My interpretation and suggestion is a trigger point for your requirement should be below, legitimately far below the 50% level, not unreasonably at the 20% level.

Hope this helps you and your colleagues in assessing what is most relevant for your city and its part in trying to protect more bird lives from the windows. I continue to be sincerely and respectfully yours, Dan (D. Klem, Jr.)

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morning descent birds appear most susceptible to collisions. This scenario may also suggest why building height is a poor predictor of bird mortality (DeCandido 2005, Klem and others 2009).

In urban and suburban areas such as metropolises bordering the Great Lakes, stopover sites increasingly take the form of residential neighborhoods, parks, and landscaped green spaces. Bird fatalities at CSU are clustered into a few hot spots (i.e., green spaces), characterized by large areas of sheet glass windows and adjacent vegetation taller than five meters. Sites where vegetation, glass windows, and permanent water converge and cause disproportionately high numbers of bird deaths are "migrant traps" (O'Connell 2001). These traits are consistent with campus hotspots (e.g., Fig. 2A, 2D) and help explain the variability of bird deaths among buildings. Our results support the tenet that local habitat characteristics can greatly exacerbate the prevalence of bird-window collisions (Klem 1990, O'Connell 2001, Klem and others 2004, 2009, Gelb and Delacretaz 2006, 2009, Hager and others 2008). Finally, the three extreme data points are informative and hint that building attributes not measured in this study (e.g., glass treatments, the area of contiguous glass surface rather than strictly the percentage of total glass) may be relevant parameters when assessing causative factors leading to bird-window collisions. For example, reflective glass yields more collisions (Klem and others 2009).

This year-long study is the first to investigate the association between local habitat and building factors with bird fatalities among a suite of low-rise buildings aligned within an important migratory pathway. Our results support many of the published temporal, taxonomic, and habitat patterns in deaths from bird-window collisions. More importantly, we demonstrate that low-rise buildings with adjacent green spaces are significant hazards to migrating birds, even when such buildings occur within a highly urbanized environment. The large number of dead migrants highlights their abilities to find small green spaces hidden within a city and emphasizes the biological value of fragmented green spaces to migrating birds. It also reinforces the urgency to mitigate the impact of architecture on the number of bird-window collisions. Additional studies that contrast urban coastal and urban inland sites and quantify the effect of site proximity to migration routes are needed.

Acknowledgments. We thank Jen Milligan for help with data collection. Birds were salvaged under Federal Fish and Wildlife Permit MB124772-0 and Ohio Division of Wildlife Wild Animal Permits 342 and 11-135 to A. W. Jones at the Cleveland Museum of Natural History. Robert Gibson, Tom Labedz, Bob Krebs, and several anonymous reviewers provided constructive critiques that greatly improved the manuscript. Since the completion of the study, four additional species have been documented as collision deaths on campus: Peregrine Falcon (*Falco peregrinus*), Belted Kingfisher (*Ceryle alcyon*), Fox Sparrow (*Passerella iliaca*), and Killdeer (*Charadrius vociferus*).

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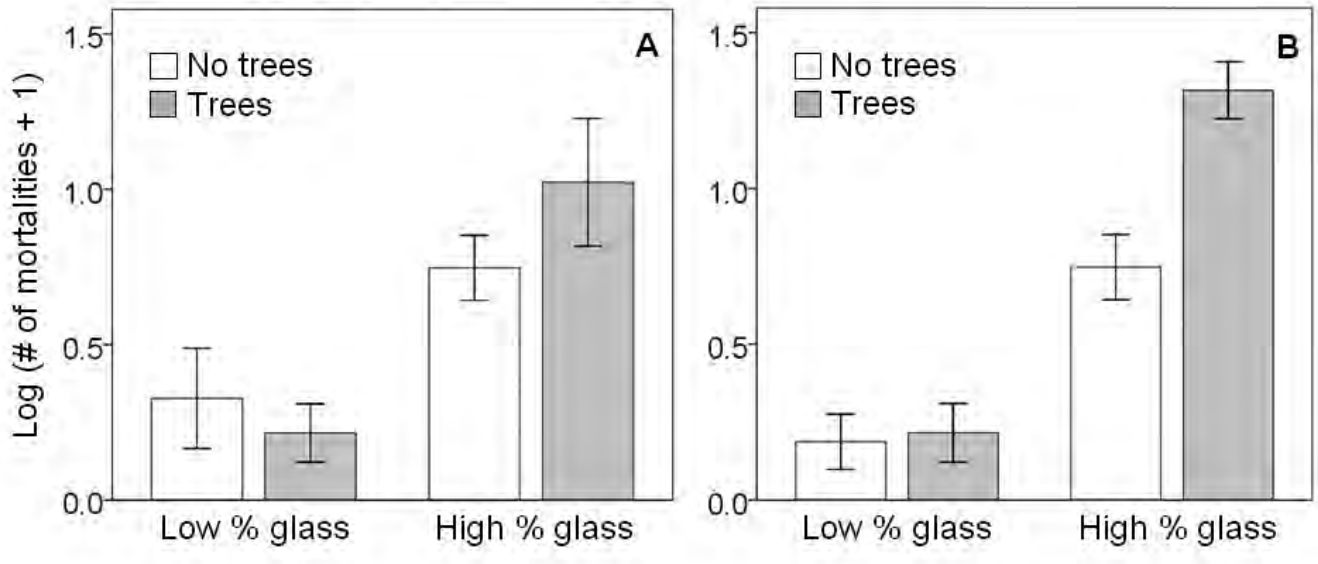


Figure 4. Effect of glass surface area and tree proximity on the frequency of bird mortality with the (A) inclusion and (B) exclusion of three data points greater than 5 SE from the mean (see text). Larger glass surfaces ($F_{1,26} = 67.25$, $P < 0.001$), trees ($F_{1,26} = 8.70$, $P = 0.007$), and the interaction between trees and glass ($F_{1,26} = 7.089$, $P = 0.013$) were associated with statistically more bird deaths following the removal of three extreme outliers. Bars represent the mean number of deaths per building surface (log-transformed values) ± 1 SE.

23526

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MEMO E5

DATE: December 29, 2016

TO: Planning and Sustainability Commission

FROM: Rachael Hoy, BPS; Stephen Himes and Marie Walkiewicz, BES

SUBJECT: Central City Ecoroof Requirement

Background

The ecoroof development standard for the Central City is being proposed to meet multiple objectives including: managing stormwater in an urban setting; keeping urban areas cooler in the summer; providing habitat for birds, pollinators and other wildlife; reducing CO2 emissions by reducing energy use; and creating greenspaces in the dense urban core. In most of the Central City, stormwater enters the same pipes that carry sanitary waste. One acre of ecoroof (about 1 city block) manages about 980,000 gallons of water per year. By reducing the amount of stormwater entering the combined and stormwater sewers, we can avoid costly pipe and treatment projects and limit the incidence of combined sewer overflows to the Willamette River.

Since 2009, the City of Portland has required ecoroofs on new City-owned buildings over 20,000 square feet and/or with a budget over $5 million. The entire roof must be covered minus skylights, mechanical systems, and fire access routes.

The Planning and Sustainability Commission received testimony, both for and against an ecoroof requirement. Many letters in support of the requirement requested a higher percentage of the roof top be covered by an ecoroof. Other letters raised concerns about the cost and future maintenance of an ecoroof. Additional testimony requested maintaining an incentive to help offset the cost of an ecoroof, or allowing other types of rooftops, including white roofs or other reflective roofs to help meet energy efficiency goals.

Currently new development may access bonus floor area in the Central City with the installation of an ecoroof. Through CC2035, it was determined that the ecoroof bonus would be one of many eliminated. Instead the Central City bonuses would focus on creating affordable housing, protecting historic resources and creating open space along the Willamette River. Some of the reasons for eliminating the ecoroof bonus were:

1) The Stormwater Management Manual, adopted in 1999 and last amended in 2016, requires that all new development manage stormwater from impervious surfaces. In the Central City, where buildings are allowed and encouraged to develop lot-line-to-lot-line, ecoroofs are one of the primary tools used to comply with the manual.
2) The market in the Central City is resulting in many sustainable buildings that meet LEED standards. Ecoroofs are one of a suite of options used to meet the requirements of sustainable building design.
3) Development bonuses and financial incentives are meant to encourage innovative practices that have public benefits by offsetting the costs and uncertainties associated with their early adoption. For example, floor area bonuses and financial incentives supported, in part, the development of 35 ecoroofs in the Central City since 2001. Typically, as a practice is more commonly used, local technical expertise increases and costs go down, so incentives and bonuses are no longer needed.

The attachments provide additional information on the Bureau of Environmental Services (BES) research, BES cost analysis and alternative roof types in response to public testimony. Each topic is briefly described and has an associated attachment.

Attachment A
This attachment includes the BES research to assess the feasibility of implementing the ecoroof requirement. It also presents an understanding of its likely outcome and benefits, and the implications for other uses of roofs (for example, would the requirement make it difficult to provide outdoor areas for building tenants). The analysis looked at how the provisions would work if applied to several projects currently in building permit review.

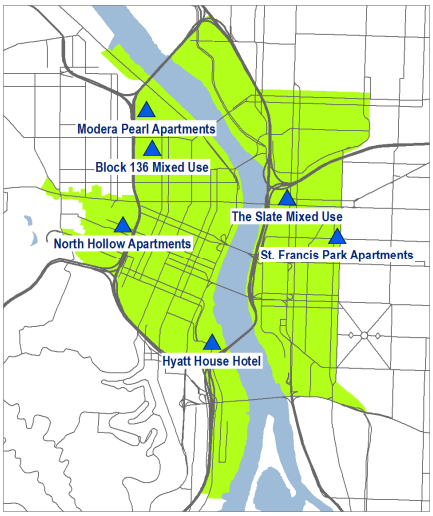
Attachment B
Attachment B highlights a BES analysis comparing the costs of installing a conventional roof and an ecoroof and identifies the multiple benefits that accrue over time with the installation of an ecoroof.

Attachment C
This attachment includes information from research on alternative roof types: cool roofs vs. ecoroofs, highlighting and comparing the potential benefits of each in Portland.

Attachment A
Application of Proposed CC2035 Ecoroof Requirement to Current Development

Summary

In Fall 2016, City staff from BES and BPS analyzed the Central City 2035 Proposed Draft ecoroof code by reviewing how it would apply to several development projects that had permits under review by BDS and other City agencies at the time. This exercise was completed for the purpose of determining the potential impact of the ecoroof standard on development and the net ecoroof area this requirement might yield for future development projects.



Given the illustrative nature of this analysis, projects were selected from a pool of projects that had sufficient source material readily available. Six projects were selected to represent geographic distribution across the Central City and, to the extent feasible, a diversity of project types. The six projects that were included in this analysis are shown at right.

Assumptions

In conducting this analysis, BES made the following assumptions in translating the proposed code language to implementation:

- Mechanical equipment was assumed to include mechanical units themselves, not pads or other associated features
- Mechanical units were assumed to sit directly on the roof surface even though some unit types can be raised on racks, thereby leaving adequate clearance to extend an ecoroof underneath them
- Areas internal to mechanical screens were not considered exempt from the proposed standard
- De minimis features such as vent pipe protrusions and fall protection tieback anchors were not included as mechanical equipment, nor were they subtracted from the ecoroof area even when located within the ecoroof
- Rooftop access points such as stairwells and elevator overruns were assumed to be components of required fire access routes and were therefore considered exempt from the code provisions
- Rooftops were measured to the outside building wall consistent with FAR calculation methods
- Incomplete rooftop mechanical plans were available for Block 136 (12th Ave Building), therefore the exemptions for that project are likely undercounted slightly.

CC2035 Ecoroof Requirement Applied to Current Development Projects

All measurements were hand scaled (square feet) and are therefore approximate

	North Hollow	St. Francis	Modera Pearl*	Block 136	The Slate	Hyatt House**
Gross Roof Area	19,321	18,829	33,664	27,596	13,737	27,685
Minus Exempted Area	*-938*	*-300*	*-1,864*	*-2,219*	*-1,095*	*-1,169*
Net Roof Area	18,383	18,529	31,800	25,377	12,642	26,517
Required Ecoroof Area (60% of Net Roof Area)	**11,030**	**11,117**	**19,080**	**15,226**	**7,585**	**15,910**
% of Gross Roof Area Covered by Required Ecoroof	*57%*	*59%*	*57%*	*55%*	*55%*	*57%*

** Modera Pearl included a 22,232 sf ecoroof on submitted permit plans, exceeding what the CC2035 plan would have required*
***Hyatt House included a 21,587 sf ecoroof on submitted permit plans, exceeding what the CC2035 plan would have required*

Conclusions

- From this analysis, we conclude that the proposed ecoroof requirement – had it been in place during the development of these six projects – would have yielded approximately 80,000 sf of gross ecoroof area (1.8 acres).
- Considering that the Modera Pearl and Hyatt House projects proposed 22,232 sf and 21,587 sf ecoroofs with their permit plans respectively, the *net gain* in ecoroof area under the CC2035 code as compared to existing conditions is 36,181 sf (0.83 acres).
- Across the six projects, the percentage of the total building roof area that would be required to be covered in ecoroof was fairly consistent, in the range of 55-60%.
- After subtracting out exemptible features and the required ecoroof area, each project was left with between 37-39% of the total roof area as flexible space to add features to respond to market forces (e.g. tenant/resident amenity spaces) or to regulations (e.g. maximize the ecoroof to contribute toward the project's overall stormwater management obligation).
- Two of the projects proposed outdoor amenity spaces with their permit plans, and in both instances the actual proposed amenity space could be accommodated in the flexible space that would remain after application of the CC2035 ecoroof requirement.
- All six projects met the City's Stormwater Management Manual by providing vegetated facilities to the maximum extent feasible. In addition to their ecoroofs, the Modera Pearl and Hyatt House projects are providing lined stormwater planters which are reduced in size because they manage only the non-ecoroof portions of developed impervious area. The other four projects are meeting their full stormwater obligation in a variety of ways, including 100% planters and a combination of planters with other BES-approved methods.



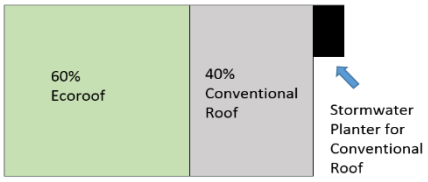
Rendering showing the Modera Pearl's ecoroof and outdoor amenity space

Attachment B
Comparison of the CC 2035 Ecoroof Scenario with a Conventional Roof

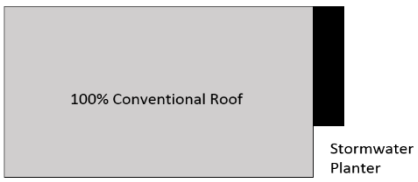
Summary

In November 2016, BES staff compared life-cycle costs for the CC 2035 ecoroof proposal with costs for conventional roofs. To be conservative, staff assumed in the ecoroof scenario that the green roof would cover 60% of the entire roof – as noted in Attachment A, in most cases a required ecoroof would cover less than 60% of the gross roof area, so the difference in initial costs between the scenarios would be smaller.

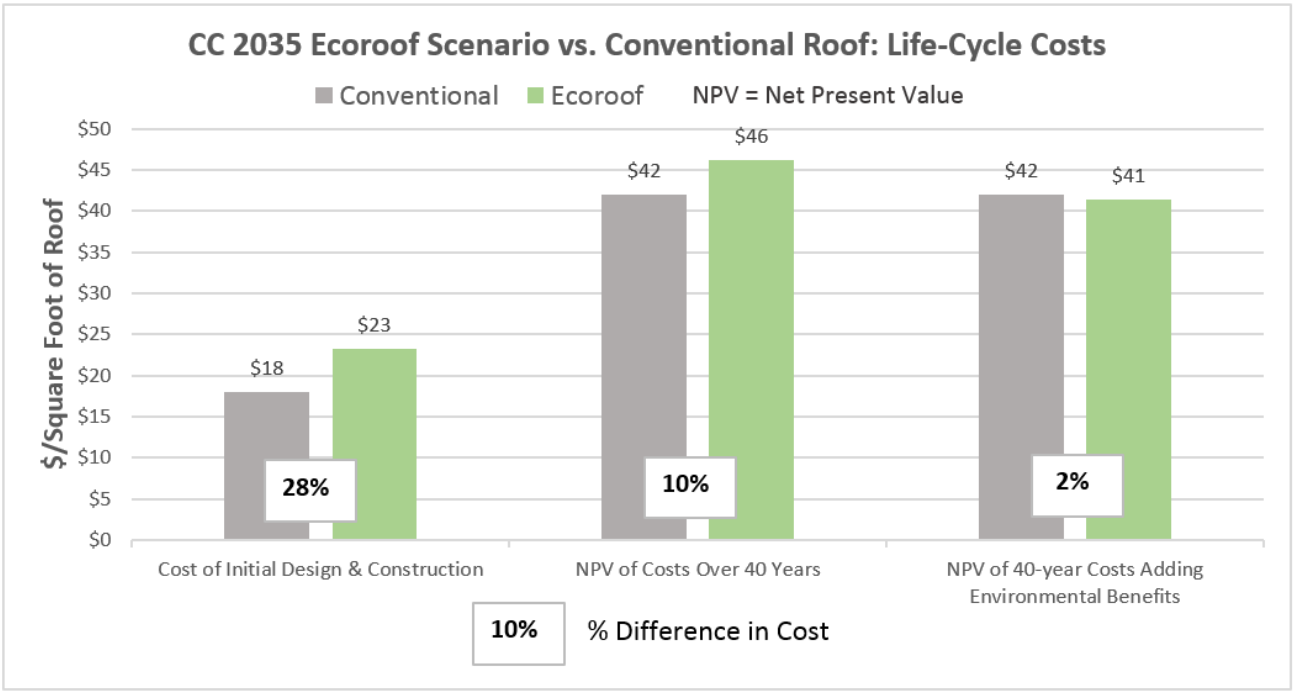
The evaluation followed the framework in the *San Francisco Living Roof Cost-Benefit Study* (ARUP, 2016) including assumptions about the life expectancy of the different roof types. Results are presented in the chart below: although initial costs for the ecoroof scenario are 28% more expensive, after 40 years the cost difference is only about 10%. With the addition of documented values for environmental benefits – air quality, heat island energy savings, habitat – the Net Present Values over 40 years are similar.



Ecoroof Scenario



Conventional Roof Scenario



Assumptions

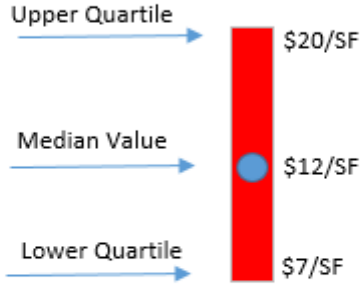
- A membrane is included in both scenarios;
- Discount rate = 2.5%, including inflation; term of the analysis = 40 years;
- Asset life: 20 years for the conventional roof; 40 years for the ecoroof; 30 years for the stormwater planter;
- Construction costs: conventional roof = $12/square foot; ecoroof = $24/square foot;
- Costs include design, construction, maintenance, replacement (demo, re-construction);

- Environmental benefits were calculated per the 2011 US GSA report *The Benefits and Challenges of Green Roofs on Public and Commercial Buildings,* adjusted for the lower cost of electricity in Portland.

Construction Costs – Sources

- Conventional roof and membrane: Green Roof info Think-Tank (GRiT)
- Green roof components: *Cost Analysis for the Portland Ecoroof Incentive*; Ecometrix, 2014. The median unit cost among the 36 projects with a land use type of commercial/multi-family/mixed use was $12/square foot.
- Stormwater planter costs: BES Private Retrofit Program

Variability in Ecoroof Unit Construction Costs - BES Ecoroof Incentive Program, '08-'14



Cost data for the middle 50% of applicable incentive program projects (36 projects); Ecometrix report, 2016 $.

Ecoroof Benefits Not Included in the Analysis

- Potential increase in property values. A 2012 study, *Willingness to Pay for Ecoroofs in the Portland, Oregon Condominium Market,* concluded that ecoroofs and other eco-friendly building features increased condominium property values by 5.5%.
- Stormwater management value. BES' stormwater monitoring program has collected data confirming that ecoroofs provide a significantly higher level of stormwater retention than stormwater planters.
- Increase in developable area. Other types of stormwater management systems sometimes take up land or space that could be covered by a building, plaza or other type of development.



A more complex design with a stylized planting plan, adjacent to walkways



A simple design with an inexpensive planting plan (sedum cuttings)

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Attachment C
Comparing Cool Roofs/Blue Roofs with Ecoroofs

Public testimony received on the Central City 2035 Plan asked whether white roofs, more typically called "cool roofs" in the building industry, might be a cheaper way to achieve the same results as requiring ecoroofs. At the hearing testifiers also asked the City to consider "blue roofs" as an alternative to requiring ecoroofs.

> **Cool roofs** are typically flat roofs covered with highly reflective surface materials (often white in color). Their purpose is to reflect sunlight into the atmosphere and away from the building where it would normally be absorbed, heating both the building and potentially increasing local Urban Heat Island effect by some amount.
>
> **Blue roofs** are non-vegetated roof treatments that detain and slowly release stormwater to reduce the surge of water going into the municipal stormwater system during a weather event. Like ecoroofs, the water collected by blue roofs can be utilized on-site for irrigation.

Staff reviewed academic research and spoke with building professionals to better understand this topic. As a result, staff propose maintaining the ecoroof requirement for the following reasons:

Cool roofs aren't very effective in our climate. Academic research and green building advocacy groups agree that cool roofs are most effective in warmer, dryer climates. In fact, the 2015 International Energy Conservation Code (IEEC) adopted by many states in the US including Oregon, does not require cool roofs in Portland's climate zone (climate zone 4c). In our climate, maintenance costs for cool roofs can be relatively high because wet non-summer months result in moss and algal growth that reduces its reflectance and must be removed. For large roofs, maintenance costs can be significant. For example, it costs $100,000 to clean the cool roof of New Orleans's Superdome.

Cool roofs and blue roofs would only provide a few of the many benefits of ecoroofs. Ecoroofs reduce the heat transferred to a building during the summer months through evaporating water stored in plants instead of reflecting sunlight. They have many other important benefits in urban environments, many of which offset other building costs. Ecoroofs:

- Treat much or all of the stormwater from the building,
- Insulate buildings during the majority of the year where heating buildings is desired,
- Provide habitat for birds and other animals, and
- Provide an amenity for the building's users while improving the visual environment for surrounding building users that look onto the ecoroof.


CENTRALCITY
2035
Decision Packet E: Bird Safe Glazing
PSC Work Session 4 – 01/24/2017
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Portland Bird-Safe History

- 2013 – City Council Resolution directing bureaus to seek ways to infuse bird safe design into city plans and policies.



Fire Station 21 – LEED Gold Certification
Utilized the LEED 55 Pilot Credit: Bird Collision Deterrence

Problem: Glass

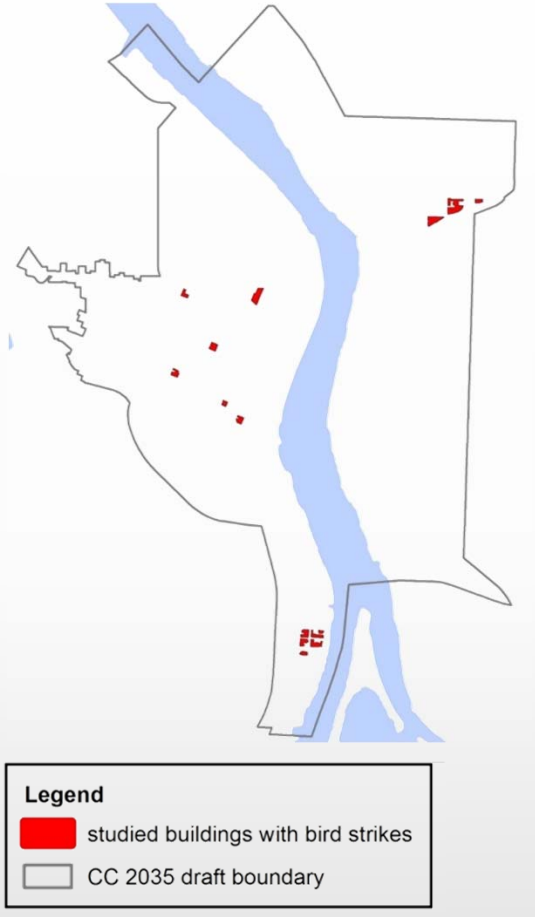
- Up to 1 billion birds die annually in the U.S. as a result of window strikes.

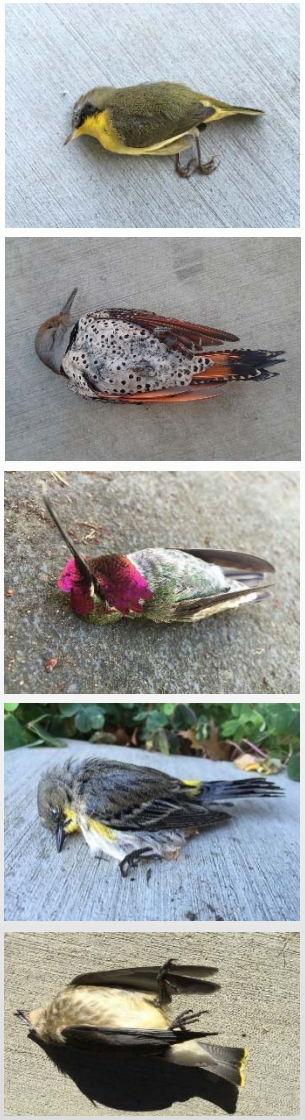
- **Birds do not perceive glass as a solid.**
  - Reflections: sky and vegetation create a habitat mirage.
  - Transparency: birds attempt to fly through to habitat visible on other side of glass.

- The **% of unmarked glass** on a façade is the strongest predictor of the magnitude of bird mortality at a building, **especially if it reflects vegetation**



Bird Window Collisions in Portland





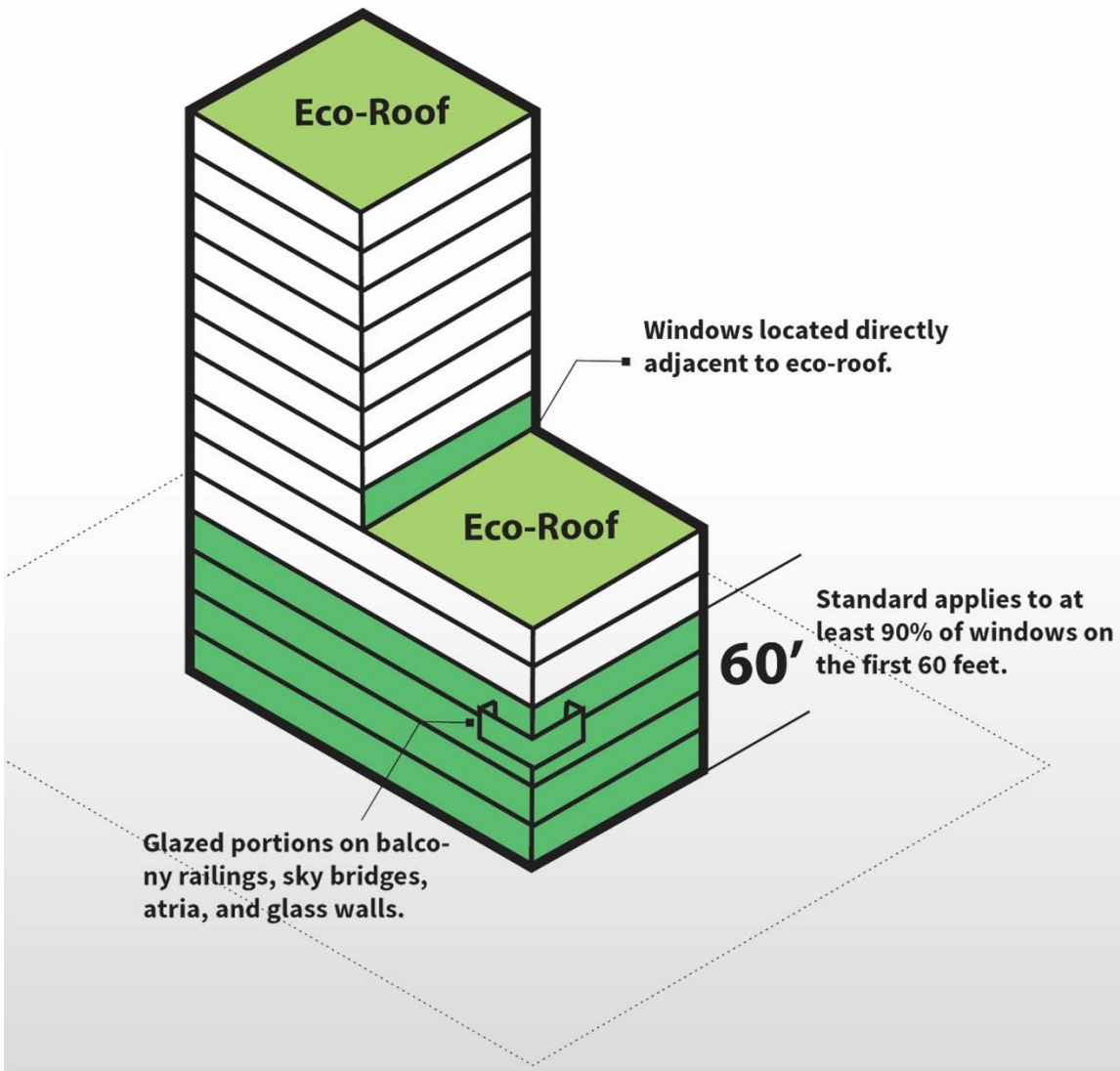
Two Bird Collision Studies in Portland:

- Audubon Society of Portland 3 year study of Downtown and Lewis and Clark College

Summary Statistics (combined for both studies):

- 17 buildings
- 44 species (42 native, 2 non-native)
- 252 verified bird window collisions
- Predominately songbirds, hummingbirds, woodpeckers
- Large proportion of neo-tropical migrants

Overview of the Proposed Standard



Where the standard applies:

- New development and major remodels that alter at least 75 percent of the building's façade.
- At least 90 percent of windows on the first 60 feet of a building.
- Windows located directly adjacent to an eco-roof.
- Glazed portions on balcony railings, sky bridges, atria and glass walls.

Amendment #1. Apply standard to the entire Central City

Initial Proposed Draft Map:

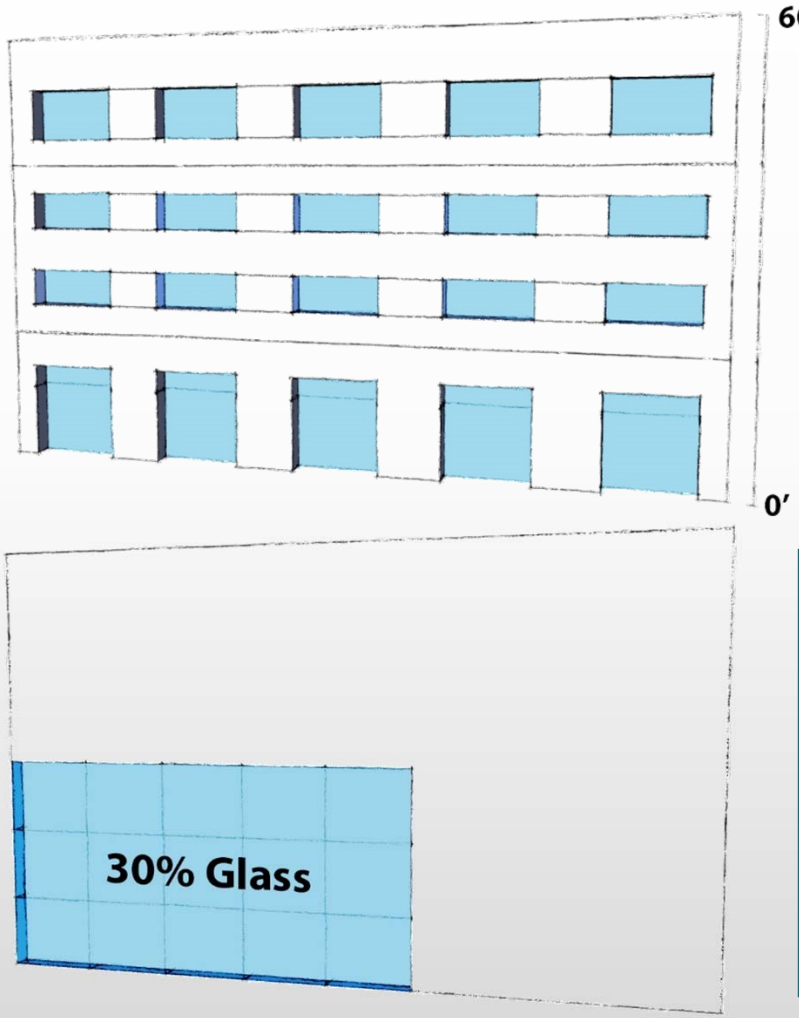
- Standard applied to areas adjacent to the river general overlay and areas within 200 feet of one acre or more of contiguous tree canopy.

Reasons to apply standard Central City wide:

- BDS voiced concerns that the map was too complicated and would be difficult to implement; other ways to address affordable housing and traditional industrial
- BES voiced concerns that the map does not reflect the migration patterns of regional songbirds.
- The map does not take into account the high concentration of glazing AND goals to expand tree canopy throughout the entire Central City.

Amendment #1. Add Glazing Percentage Threshold

If a building façade has 30 percent or more glazing, the bird-safe standard will be applied to that facade.



Glazing percentage unlikely to affect:

- Traditional Industrial
- Affordable Housing

Exemptions in the code:

- Single Family Dwellings
- Landmarks or Contributing Structures in Historic or Conservation Districts

Amendment #1. Add Glazing Percentage Threshold

✓ **Facade triggers the proposed standard**

Cosmopolitan on the Park – New Construction



✓ North Façade
79% glazing



✓ East Façade
82% glazing



✓ West Façade
66% glazing



✓ South Façade
72% glazing

Towne Storage Building – Major Renovation



North Façade
1% glazing



East Façade
28% glazing



West Façade
27% glazing

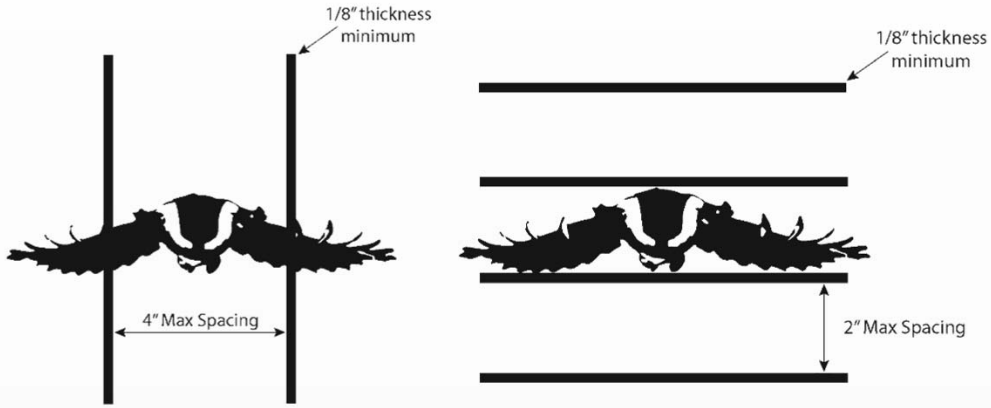


✓ South Façade
33% glazing

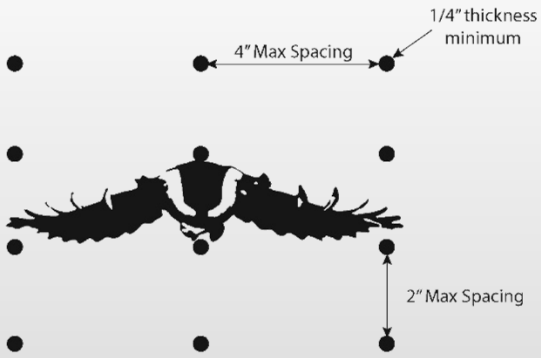
Amendment #2. Illustrate the Standard

The drawings will show types of patterns and dimensions (2x4 rule) which will provide clarity for design practitioners and help eliminate some measurement language in the code.

- Visible markers at least 1/8 inch wide, with a maximum spacing of 4 inches for vertical elements, or a maximum spacing of 2 inches for horizontal elements;



- Circular or square markers at least ¼ inch in diameter



Amendment #2. Create Admin Rule for Available Options

City staff will be able to easily update the list of available bird-safe treatments in order to keep up with changing technology.

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ASTM WK47853
New Test Method for Bird Collision Deterrence Material Threat Factor
(What is a Work Item?)
Developed by Subcommittee: C14.08 | Committee C14 | Contact Staff Manager

PPG

AviProtek®
Bird Friendly Acid-etched Glass

CollidEscape

feather·friendly
·for the prevention of bird collisions·

ORNILUX
Bird Protection Glass

3M

Amendment #3. Glazing Treatments for the Ground Floor

Identify bird-safe treatments such as UV coating, acid etch and lightly fritted glass, to ensure ground floor transparency and promote active streetscape.

U-V Coating



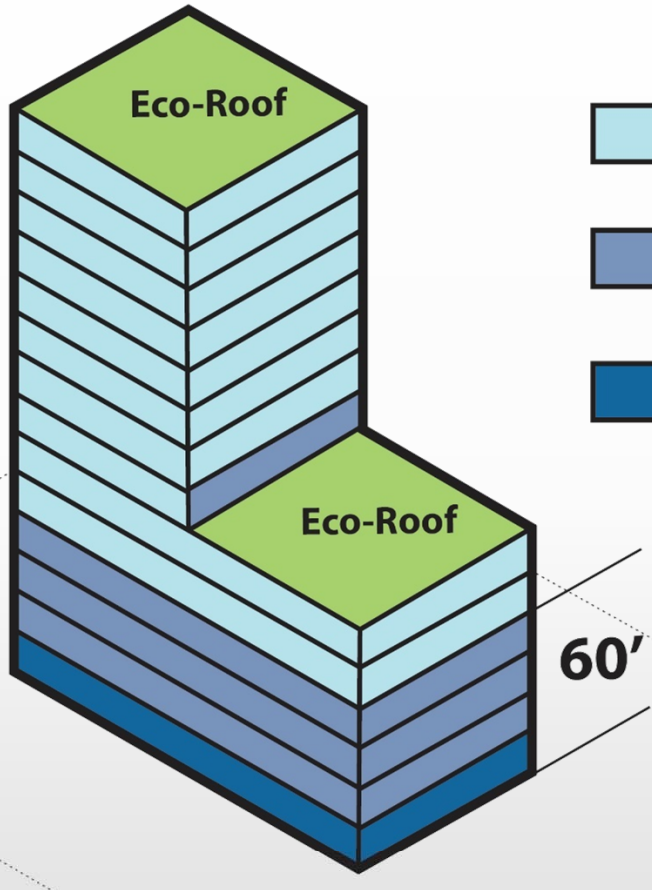
Acid Etch



Ceramic Frit



Amendment #3. Bird-Safe Building Materials Breakdown



Above 60 Feet: Choice of any building material

Upper Floor Menu: More robust selection of bird safe materials

Ground Floor Menu:
U-V Glass, Acid Etch, Ceramic Frit, and Films

Cost Comparison & Case Study

Standard glass: $15/sf

Technology	Bird-safe square foot (similar thermal performance)	Increased square foot cost for bird-safe*
UV glazing	$25 - 38	**$10 - $23**
Fritting	$21 - $25	**$6 - $10**
Etching (acid)**	$40	**$25**
Film**	$19	**$4**

*** Costs are rough estimates based on limited data**
**** These technologies involve post-manufacture treatments.**
Other technologies may be available that were not identified in this research.



Project:	**Forest Hall, Oregon Zoo**
Status:	**Complete**
Total Building Cost:	**$20,500,000**
Bird Safe Cost:	**$149,900**
Cost ratio of budget:	**0.73% (.0073) of total budget**

Other Cities Developing Bird-Safe Regulations



Alphen aan den Rijn, Netherlands



Toronto



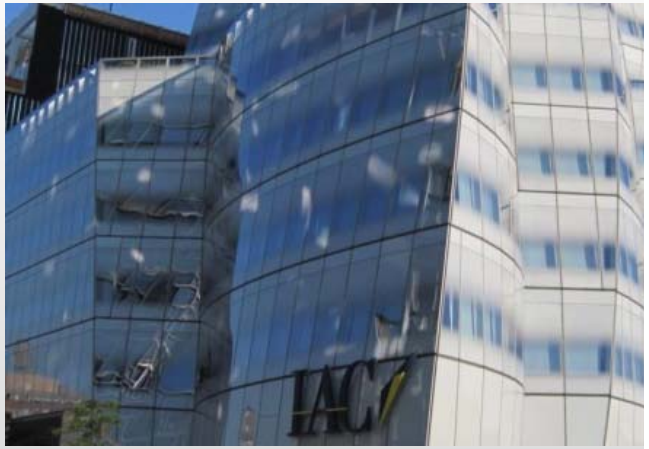
New York



San Francisco



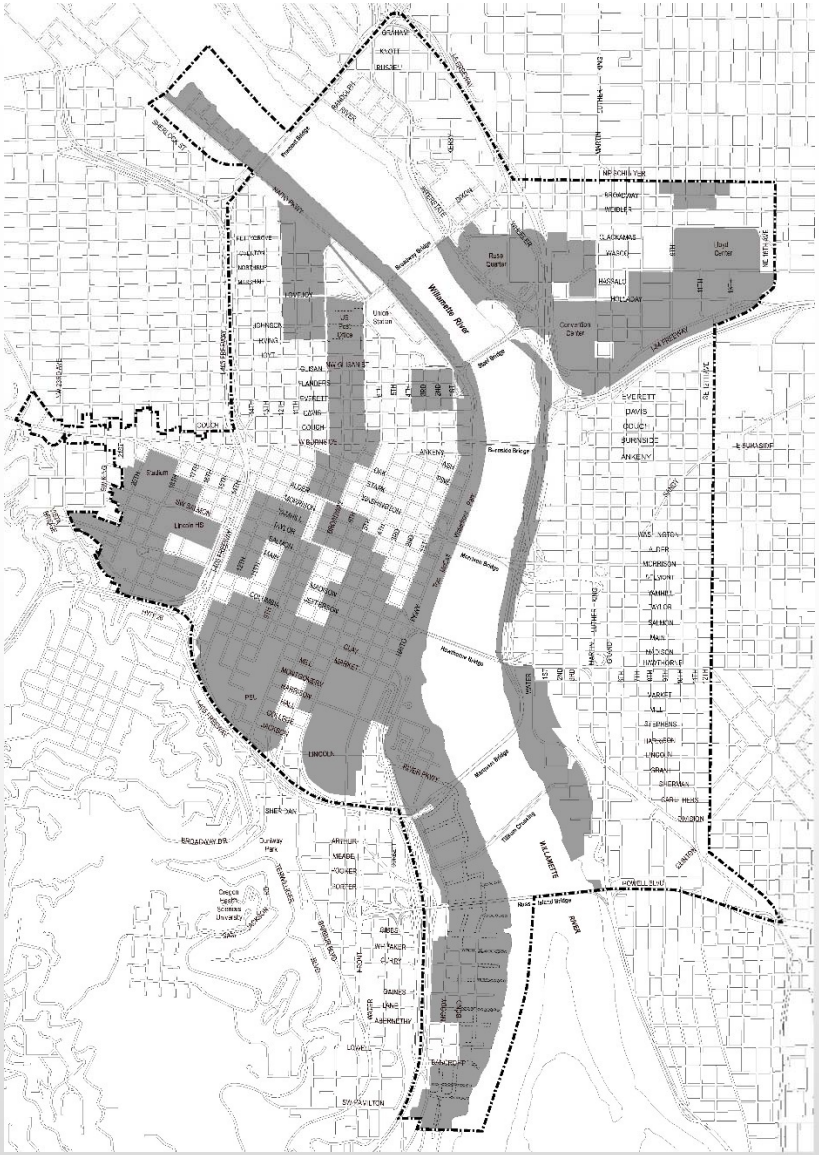
Minneapolis



New York

Add'l slides

- 2015 - Updated Green Building Policy which requires all new city-owned structures and facilities to incorporate measures to reduce bird strikes and fatal light attraction.
- 2012 – City of Portland releases a voluntary Resource Guide for Bird-friendly Building Design.
- 2003 – Portland becomes a pilot bird city as part of the USFWS Urban Migratory Bird Conservation Treaty. Act.


Willamette River
Burnside Bridge
Morrison Bridge
Hawthorne Bridge
Marquam Bridge
Ross Island Bridge
Steel Bridge
Broadway Bridge
Fremont Bridge
Interstate Bridge
Tilikum Crossing
Convention Center
Lincoln HS
Providence Park
Portland State University
Lloyd Center
Union Station
Pioneer Courthouse Square
Waterfront Park
Willamette River
SW Salmon
SW Main
SW Madison
SW Jefferson
SW Columbia
SW Market
SW Mill
SW Harrison
SW Hall
SW College
SW Lincoln
SW Broadway Dr
SW Arthur
SW Meade
SW Vacher
SW Porter
SW Gibbs
SW Whitaker
SW Hood
SW Barnes
SW Vista
SW Water
SW Lowell
SW Bancroft
SW Sheridan
SW Naito Pkwy
SW Broadway
SW 1st
SW 2nd
SW 3rd
SW 4th
SW 5th
SW 6th
SW 10th
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SW 16th
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SW 18th
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SW 20th
NW Johnson
NW Kearney
NW Flanders
NW Everett
NW Davis
NW Couch
NW Burnside
NW Ankeny
NW Glisan
NW Hoyt
NW Irving
NW Marshall
NW Lovejoy
NW Northrup
NW Thurman
NW Upshur
NW Raleigh
NW Vaughn
NW Wilson
NW Overton
NW Pettygrove
NW Quimby
NW Flanders
NW Everett
NW Davis
NW Couch
NW Burnside
NW Ankeny
NW Glisan
NW Hoyt
NW Irving
NW Marshall
NW Lovejoy
NW Northrup
NW Thurman
NW Upshur
NW Raleigh
NW Vaughn
NW Wilson
NW Overton
NW Pettygrove
NW Quimby
NE Multnomah
NE Holladay
NE Wasco
NE Halsey
NE Holladay
NE Clackamas
NE Weidler
NE Broadway
NE Irving
NE Couch
NE Davis
NE Everett
NE Flanders
NE Glisan
NE Hoyt
NE Ankeny
NE Burnside



Project:	**Fire Station 21**
Status:	**Complete**
Total Building Cost:	**$6,227,520**
Bird Safe Cost:	**$52,311**
Cost ratio of budget:	**0.84% (.0084) of total budget**

Technology	Bird-safe square foot (similar thermal performance)	Increased square foot cost for bird-safe*
UV glazing	$25 - 38	$7 - $21
Fritting	$21 - $25	$6 - $10
Etching (acid)**	$40	$25
Film**	$19	$4

* Costs are rough estimates based on limited data

** These technologies involve post-manufacture treatments. Innovative and/or local variations may be available that were not identified in this research.


CENTRALCITY
2035
Decision Packet E: Green Building Standards
PSC Work Session 4 – 01/24/2017
Bureau of Planning and Sustainability
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Proposed Ecoroof Standard

Proposed Standard:

- Requires ecoroof on new buildings at least 20,000 sq ft
- 60% of the roof area must be ecoroof
- Exemptions: mechanical equipment, solar panels, skylights, fire evacuation routes

Testimony received:

- Increase required ecoroofs percentage
- Reduce the threshold to 10,000 sq ft
- Provide space for amenities
- Cost impacts
- Consider white roofs

Benefits of Ecoroofs

- Reduce stormwater runoff
- Flexible and space- efficient
- Improve air quality
- Keep the Central City cooler
- Reduce building energy use
- Attract birds and pollinators
- Increase urban greenspaces





Application of Ecoroof Standard

CC2035 Ecoroof Requirement Applied to Current Development Projects

All measurements in square feet

	North Hollow	St. Francis	Modera Pearl*	Block 136	The Slate	Hyatt House*
Gross Roof Area	19,321	18,829	33,664	27,596	13,737	27,685
Minus Exempted Area	*-938*	*-300*	*-1,864*	*-2,219*	*-1,095*	*-1,169*
Net Roof Area	18,383	18,529	31,800	25,377	12,642	26,517
Resulting Ecoroof Area (60% of Net Roof Area)	**11,030**	**11,117**	**19,080**	**15,226**	**7,585**	**15,910**

** Project ecoroofs exceed what Central City regulation would require*

Application of Ecoroof Standard

- ~38% of the rooftop available for other amenities
- Two sites are proposing ecoroofs at 66% and 78%
- Both also have outdoor spaces
- Applying the standard would result in ~80,000 sq ft of total ecoroof (1.8 acres)



Ecoroof vs other roof types



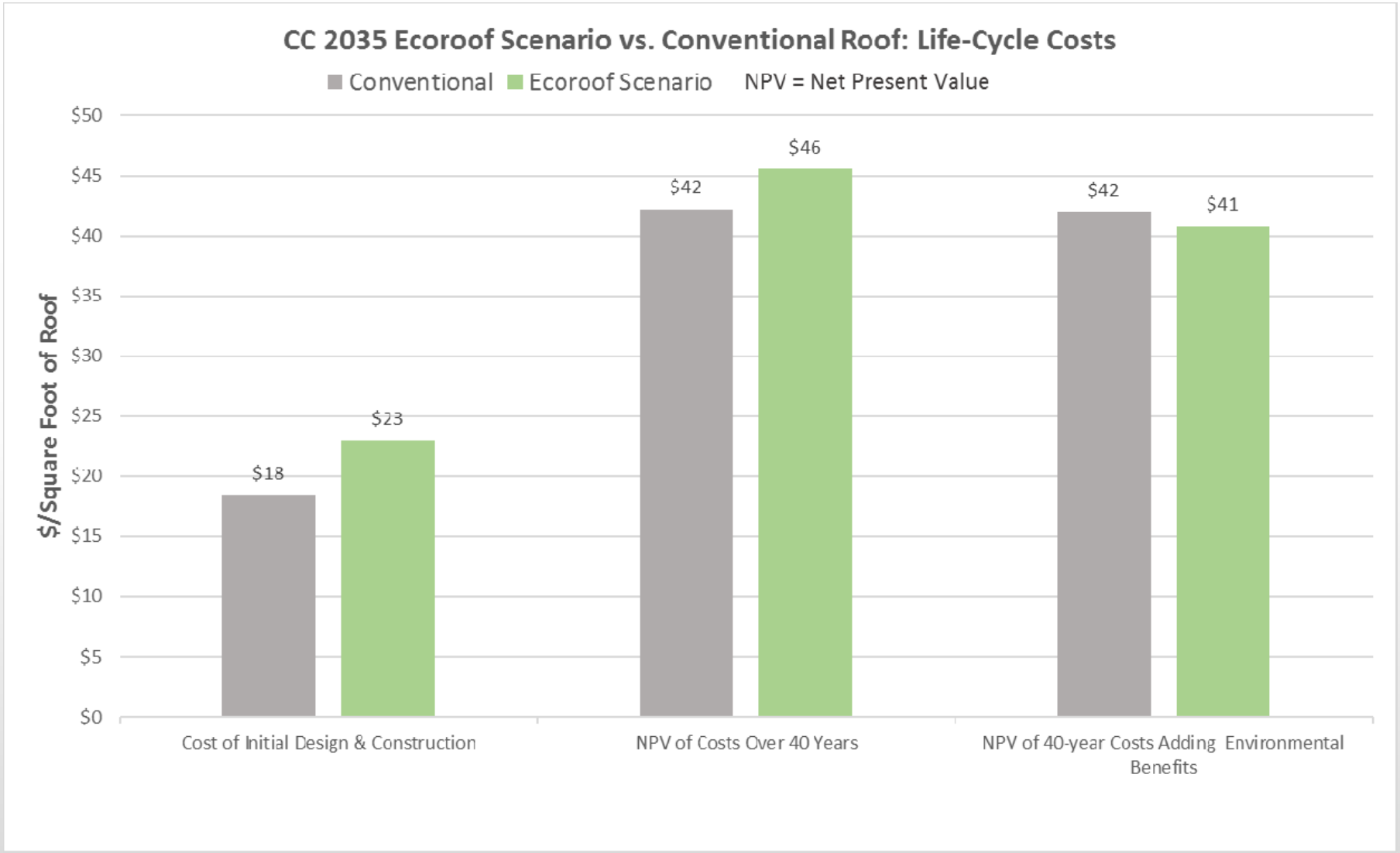


Cost Impacts of Ecoroofs

- Costs are more initially but nearly same over 40 years
- There is a wide range of cost: functional vs functional + attractive
- CC2035 standard comes close to meeting all stormwater requirements



Life Cycle Costs – 40 Year Net Present Value



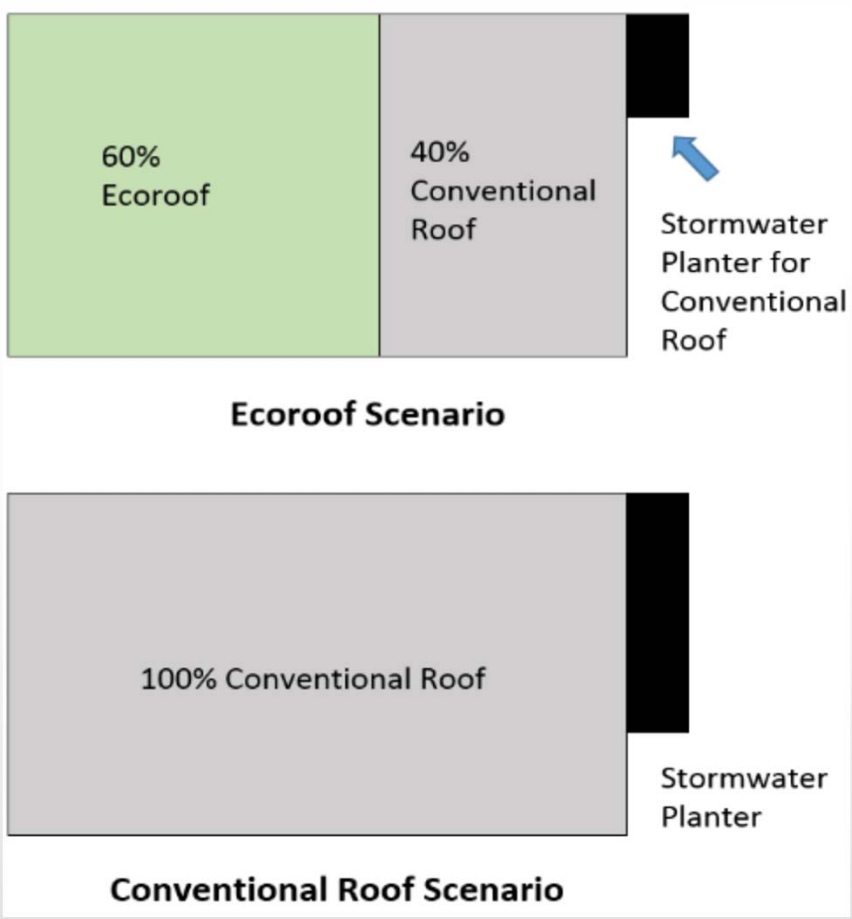
Cost Analysis Assumptions

A membrane is included in both scenarios.

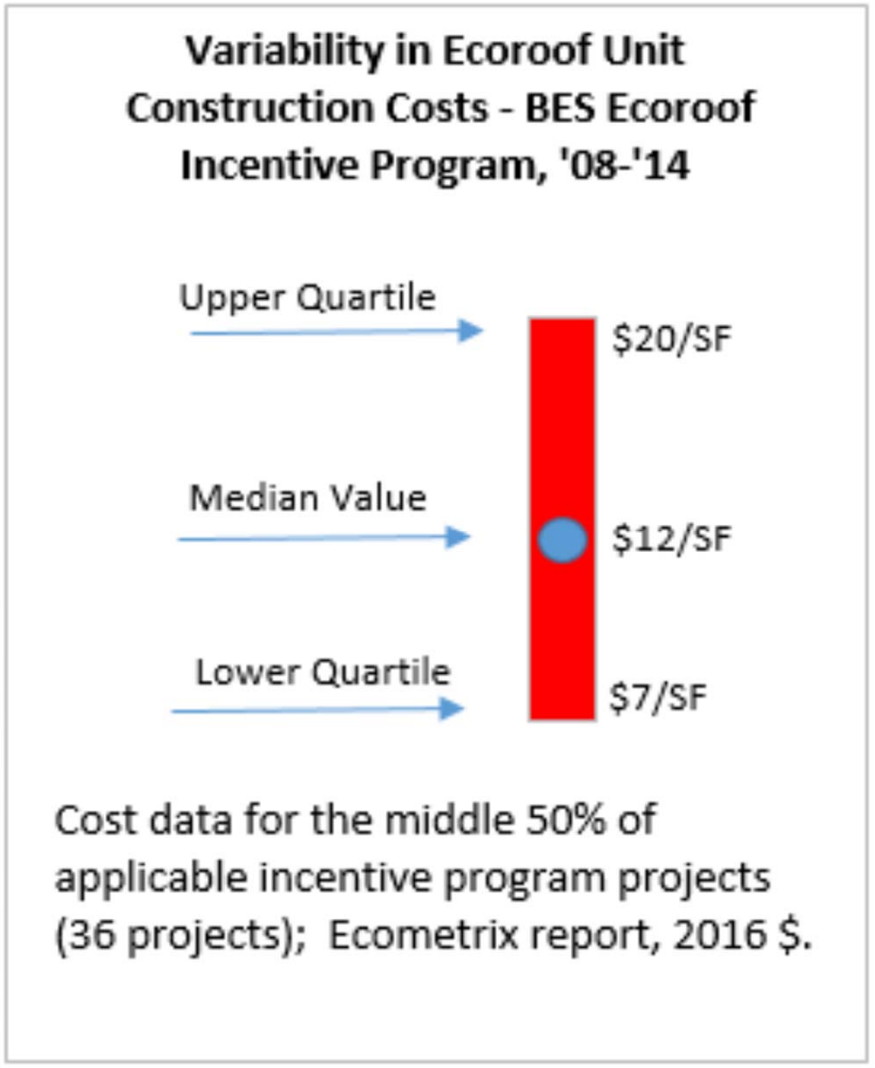
Asset life:

- Conventional roof = 20 yrs
- Ecoroof = 40 yrs
- Stormwater planter = 30 yrs

Costs - Design, construction, maintenance, replacement



Variability in Ecoroof Cost and Quality







Purpose

To assess the cumulative impact that new policy requirements could have on the cost and feasibility of Central City development.

Policies Studied

- **Low Carbon Buildings**
- **Ecoroof**
- **Bird safe glazing**
- Parks SDC fee schedule changes
- Construction excise tax
- Inclusionary housing (w/ offsets)

New w/ CC2035

What CC2035 would require:

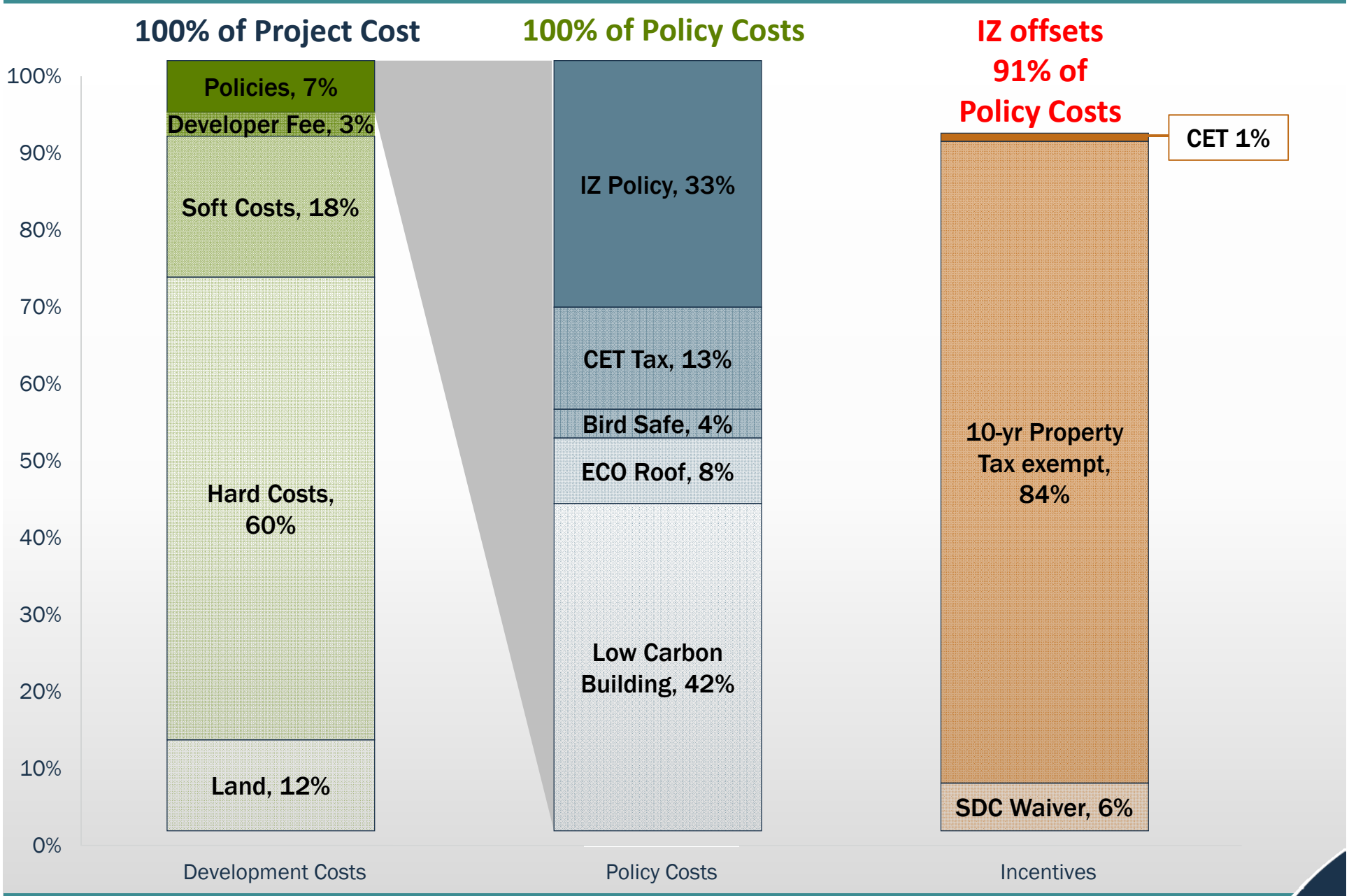
- Low Carbon buildings: Buildings over 50,000 sq ft in net building area are required to register with a third party program.

- Ecoroofs: Buildings over 20,000 sq ft in net building area are required to have an ecoroof that covers 60% of the roof area (minus mechanical equipment and other exempt elements).

- Bird-Safe glazing: All new development or major remodels are required to use bird-safe glazing - films, etching, UV coatings, etc. – on the first four floors of building facades with greater than 30% glazing.

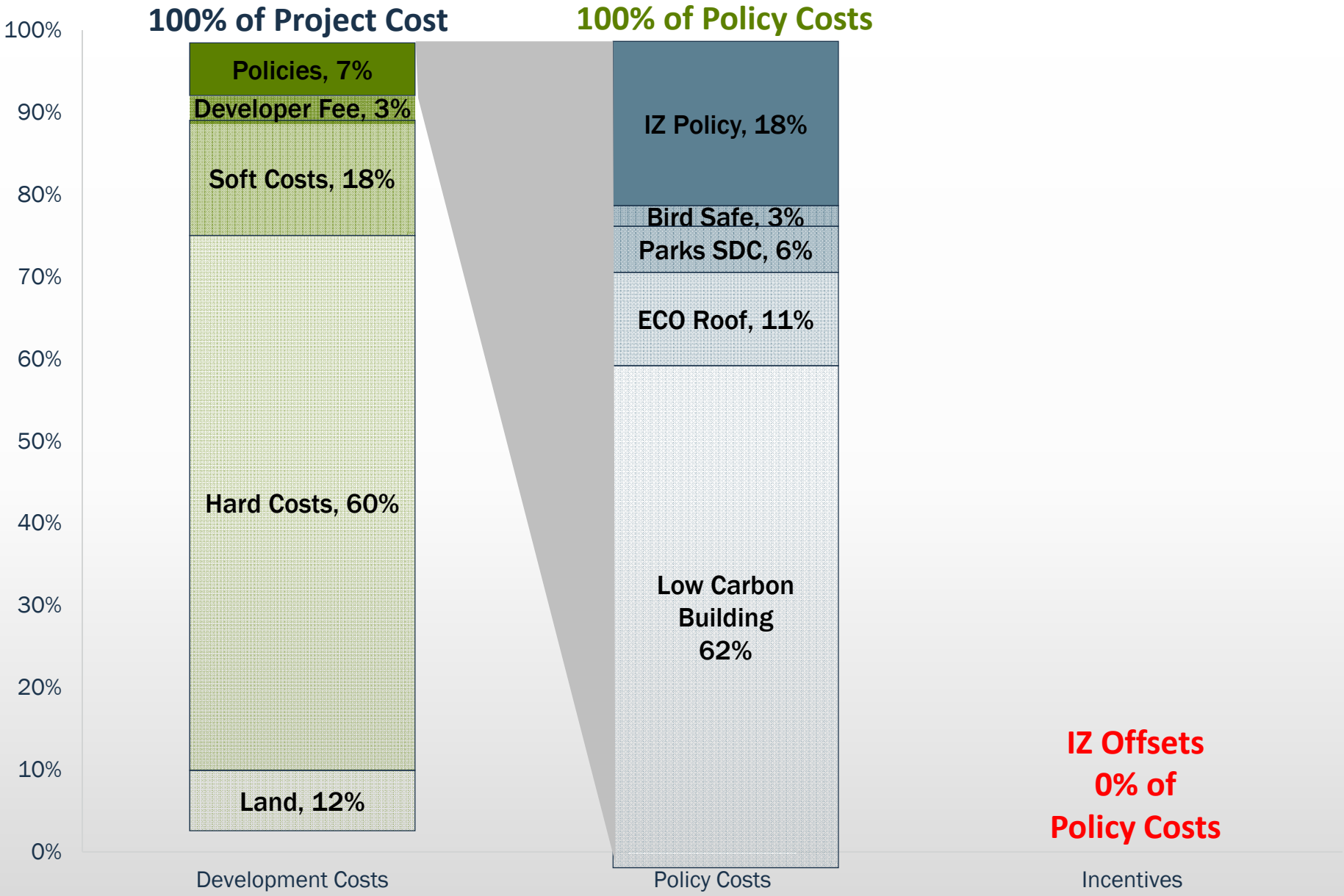
Cost Study Findings

- Under current conditions, the prototypes studied are not financially feasible.
  - Land costs, Construction costs, Tightening capital.
- Additional costs further reduce feasibility.
  - IHP includes offsets, other policies do not.
  - No IHP offsets for commercial & industrial.
- This may result in:
  - Fewer sites where development occurs.
  - Less density in projects developed.
  - Greater need for public subsidy on PDC projects.



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OLD TOWN - 6 Story, frame construction over parking



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CC OFFICE - 14 Story, concrete & steel construction

Conclusions

- New policies add upfront costs w/o offsets
  - ~ 1% of Total Costs.
  - Low carbon adds ~$2,500
  - Eco-roof adds up to .7% to Total Costs
  - Bird safe adds up to .3% to Total Costs
- Feasibility much more affected by construction costs, lease rates, land values and financial costs.
- PSC already supported low carbon building certification policy.
- Additional cost of bird safe glazing acceptable for Central City projects.
- Questions remain about ecoroof cost impacts especially for frame construction buildings and/or industrial space.


CENTRALCITY
2035
Planning and Sustainability
Commission Worksession
January 24, 2017
Bureau of Planning and Sustainability
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Planning and Sustainability Commission Revised Agenda 1/24/17

CC2035 Topic and Discussion Items	Related Materials	Page Numbers
Introduction	Revised Cover letter/Agenda	Cover 1-2
Green Buildings • **Presentation** • **Discussion items carried over: E3, E5**	Decision Table E: Carryover Items Memo E3 Memo E5 and Attachments, A, B, C	E1 – E2 Memo E3 (5 pgs) Memo E5 (7 pgs)
Cost Analysis	Memo O EcoNW Attachment	O1 – O8 1 - 15
Policies (and related actions) • **Presentation** • **Discussion items: P1, P7**	Decision Table P Memo P	P1-P5 Memo P 1-3
Actions • **Presentation** • **Discussion items:R36** • **Carry over item: R14, R20, R43**	Decision Table R	R1 – R7
FAR • **Presentation** • **Discussion item carried over: K11**	Decision Table K: Carryover Items	K1
Miscellaneous Code and Map Amendments • **Presentation** • **Discussion items carried over: I4, I5**	Decision Table I: Carryover Items Memo I, Revised	I1 Memo I 1-2
Bonus and Transfers, Part 1 • **Presentation** • **Discussion items: Q6, Q3, Q9**	Decision Table Q	Q1-Q4
Adjourn	-	-

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Portland Planning and Sustainability Commission
January 24, 2017
5:00 – 8:00 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

5:00 PM **Call to Order**
Items of Interest from Commissioners
Director's Report

5:05 PM **Consent Agenda**
- Consideration of Minutes from January 10, 2017 PSC meeting

5:06 PM **Central City 2035 Plan**
Work Session

8:00 PM **Adjourn**

For background information, see the PSC website at www.portlandoregon.gov/psc, call 503-823-7700 or email psc@portlandoregon.gov. Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30 (closed-caption)
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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503-823-7700: Traducción o interpretación | Chuyển Ngữ hoặc Phiên Dịch | 翻译或传译 | Traducere sau Interpretare | Письменный или устный перевод | Письмовий або усний переклад | Turjumida ama Fasiraadda | 翻訳または通訳 | ການແປພາສາ ຫຼື ການອະທິບາຍ | الترجمة التحريرية أو الشفهية | www.portlandoregon.gov/bps/71701

Bureau of Planning and Sustainability
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January 20, 2017

MEMO O

TO: Planning and Sustainability Commission

FROM: Joe Zehnder, Chief Planner

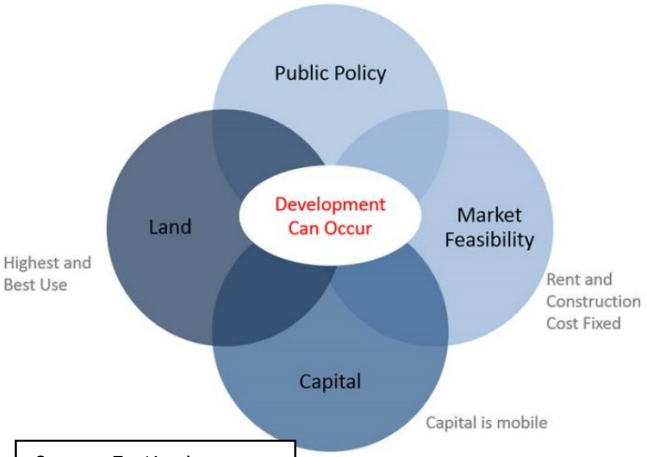
COPY: Susan Anderson, Tyler Bump, Rachael Hoy and Sallie Edmunds (BPS)
Lisa Abuaf and Sara Harpole (PDC)

SUBJECT: CC2035 Cost Analysis Summary

At the Planning and Sustainability Commission (PSC) hearings on Central City 2035 there was public testimony on new policies and requirements that could impact development. The Portland Development Commission (PDC) also provided testimony on the potential impacts on PDC/City sponsored projects. After the PSC hearings, PSC members requested an analysis of the cumulative cost that new policies and requirements could add to the cost of development. This was to allow the PSC to consider both the public benefits from these policies and how the combination of recent and potential new requirements could affect the feasibility, scale and pace of development in the Central City.

There are a number of factors that impact development feasibility. Market factors include things like material costs, labor costs, land costs, operations and maintenance costs, achievable revenue, interest rates, capitalization rates, and general demand for housing and commercial space. Regulatory factors include things like zoning, infrastructure requirements, impact fees and other fees.

While all of these factors affect project financials, they vary in relative size and volatility. Changes in the larger elements can quickly and significantly affect whether a project moves forward. Most of these elements are not significantly affected by local public policy.



Source: EcoNorthwest

City of Portland, Oregon | Bureau of Planning and Sustainability | www.portlandoregon.gov/bps
1900 SW 4th Avenue, Suite 7100, Portland, OR 97201 | phone: 503-823-7700 | fax: 503-823-7800 | tty: 503-823-6868

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PDC and BPS contracted with EcoNorthwest (EcoNW) to analyze the impact of the new policies on development costs and feasibility. PDC staff worked with EcoNW to understand the financial and market impact on projects where the City and PDC are investing tax increment and other public resources to realize public benefits. BPS staff compiled data about the benefits of these policies that warranted their inclusion in CC2035. This memo includes background on the study; a summary of the study findings; and a summary of the benefits of the proposed CC2035 policies.

1. Background on the Policy Impact Calculator study

EcoNorthwest undertook a study of the costs and potential impacts on development of the following four policies:

1. Changes to Parks System Development Charges (SDC)	Effective July 1, 2016.
2. New Construction Excise Tax (CET)	Effective August 1, 2016.[1]
3. Inclusionary Housing Program requirements (IHP)	Effective February 1, 2017.
4. New green building requirements	Proposed in the Central City 2035. Effective 2018

The assumptions in the study include the following:

A. The development cost related assumptions used in the study are the same as those used in Portland Housing Bureau (PHB) studies of inclusionary zoning. These assumptions include residential unit mixes, unit sizes, hard costs, soft costs, contingencies, achievable rents, vacancy rates, operating costs, and investor return.

B. Parks SDC and CET costs were set at the current adopted rates.

C. Costs related to inclusionary housing includes both development cost for affordable housing requirements and financial incentive offsets available from the IHP program. The offsets include a 10-year property tax exemption on all or part of the project, SDC waivers, CET waivers and a density bonus.

- The amount of IHP offsets varies by the base FAR of the site. For projects at 5:1 FAR and above, offsets include a 10-year property tax exemption on all residential units (market rate and affordable). For projects below 5:1 FAR, offsets include a 10-year property tax exemption only on the affordable residential units in the project.

[1] Portland Housing Bureau Construction Excise Tax Effective August 1, 2016. https://www.portlandoregon.gov/bds/article/582410

D. Green building requirements were estimated by BPS staff to be 1.5-3.5% of total construction costs given that costs vary by building size, mix of uses and level of certification. It also reflects that a significant proportion of Central City projects already include green building features. Green Building requirements include low carbon, ecoroofs and bird safe:

   a. Low carbon building registration costs approximately $900-2,500 (depending on the certifying organization and the level of certification). While actual certification is not required by CC2035, it is encouraged. There are many options to reach full certification which is why it is important to show green building costs as a range from 1.5-3.5%.

   b. Adding an ecoroof is estimated to result in $6/sq. ft. of hard costs and structural costs equal to 0.5% increase in total project costs.

   c. Including bird safe glazing on average could add an additional 0.33% of hard costs. Depending on glazing treatment chosen, costs could vary.

E. The prototype projects used in the study were based on development program assumptions (number and mix of uses, density, parking) for potential PDC supported projects. The assumptions in these projects reflect policy objectives of PDC that differ from what has been recently seen in private sector projects. PDC projects are expected to include public benefits such as delivering higher density development or a development program that is higher than current markets may support at particular locations.

   - For example, one prototype is based on high-density housing in Lents where such development is currently financially infeasible but needed to meet public goals for Lents.
   - Other prototypes, based on PDC development objectives, include very high-density, mixed-use projects with shared parking in Central City locations where the current market supports lower density, single-use development.

2. Findings from the Policy Impact Calculator study

A. Many of the projects in the Policy Impact Calculator were found to be already financially infeasible under today's conditions.

   - Current market conditions are challenging for development in spite of rising rents and sale prices. These conditions include relatively high construction costs, high land prices, and retracting capital markets even compared with a year when we did the Bonus and Transfer Study.
   - Still, development projects continue to occur in the Central City. These projects may have locked in entitlement, design, and financing before the recent changes in cost

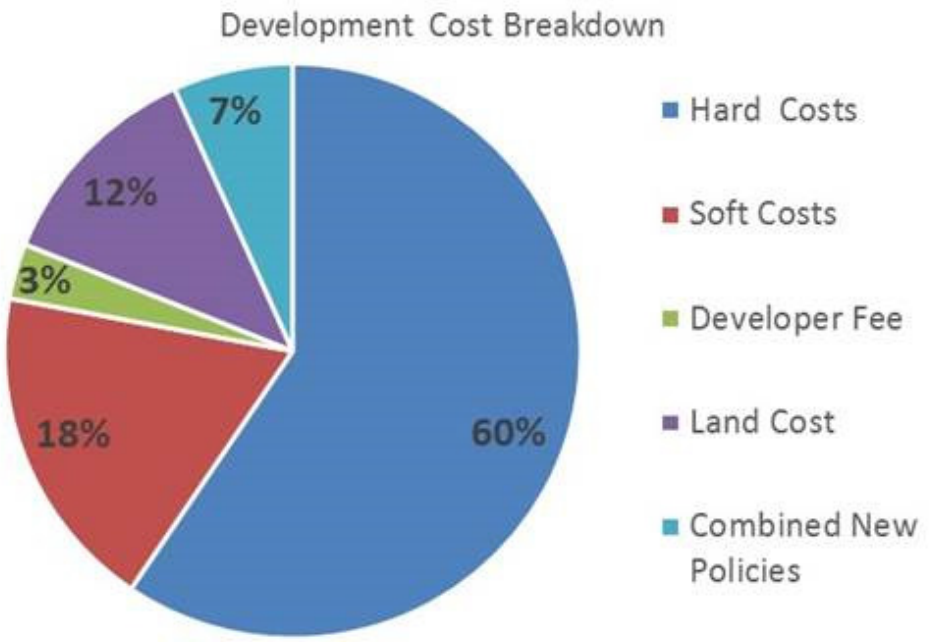
factors. Some projects that are moving forward are either smaller in scale to take advantage of the lower construction costs for that development type or are able to absorb higher costs since the land was acquired when prices were lower.

B. The calculator shows that adding the costs related to IHP, new SDCs, CET and green building requirements further reduce the development feasibility of the prototypes.

- This may result in fewer locations where development is feasible and a reduction in the density of projects that are feasible to develop. This, in turn, may result in a reduction in the production of housing units and office space; and/or a need for higher rents.

C. Overall, the new policies could result in as much as 7% increase construction and associated costs (soft, contingency, tax, and fees).

- The pie chart below provides a comparison of total project cost and the proportion of costs allocated to the new policies.



D. Costs related to the new Inclusionary Housing Program could add 3% to development costs after cost offsets.

- For projects in higher density Central City zones, offsets include a 10-year property tax exemption on all residential units (market rate and affordable). EcoNorthwest's model results indicate this benefit exceeds the additional cost of IHP requirements. This is even more so for projects providing 10% of units at 60% of Area Median

Income (AMI) as SDC Waivers for affordable units are provided in the 60% MFI voluntary option.

- For projects in lower density Central City Zones, offsets include a 10-year property tax exemption only on the affordable residential units in the project. Under current market conditions, this benefit at best matches the cost of IHP requirements.
- Commercial and industrial projects are not eligible for the cost offsets and will have to absorb the financial impact into their lease rates, if feasible.

E. Costs related to changes to Parks and Recreation SDCs and the new Construction Excise Tax could add 0.97% and 0.01% respectively to development costs, based on the calculator.

- These costs, while new, have already been added to projects and should be considered part of the base cost. When City Council adopted these changes they made findings that the increase was justified by the public need and benefit.

F. Green building requirements could add 1.5-3.5% to development costs, based on the calculator.

- The amount of additional cost depends on whether the project was already planning on including green building features or LEED certification. Ecoroof and bird-safe components can be counted toward LEED certification increasing cost savings. Between 2008-2015, most new commercial and multifamily buildings in the Central City 50,000 sf and larger achieved LEED certification.
- However as new development firms invest in Portland, they are not necessarily as committed to or aware of our achievements in green building. By requiring registration with a third-party green building certification programs, the Low Carbon Building Standard encourages developers to examine the benefits of certification (as outlined below). In addition, these certification programs provide valuable technical assistance and access to resources that can help developers construct high performing buildings.

3. Summary of the green building benefits from the proposed CC2035 policies.

A. What CC2035 would require:

- Low Carbon buildings: Buildings over 50,000 sq. feet in net building area are required to register with a third-party program.

- Ecoroof: Buildings over 20,000 square feet in net building area are required to have an ecoroof that covers 60% of the roof area (minus mechanical equipment and other exempt elements).
- Bird-Safe glazing: All new development or major remodels are required to use bird-safe glazing - films, etching, UV coatings, etc. – on the first four floors of building facades with greater than 30% glazing.

B. Benefits of low carbon buildings:

- Improving building performance is essential for reaching our long-term carbon emission reduction goals - building sector emission reductions of 33% by 2030 and 80% by 2050. Buildings are the single largest contributor to carbon emissions in Multnomah County, accounting for nearly half of all sector-based carbon emissions.
- Buildings that have pursued green building certification are more valuable, with an average expected increase in value of 4 percent (US Green Building Council-http://www.usgbc.org/).
- Buildings that have attained green building certification cost less to maintain and operate. For example, LEED buildings report almost 20 percent lower maintenance costs than typical commercial buildings.
- Buildings that have attained green building certification use less energy and water and produce less waste – saving money and reducing carbon emissions.
- The best time to begin addressing building efficiency is in the initial building design stage. Buildings that have been designed and built with performance as a primary goal are capable of significantly outperforming similar previously built buildings that have been retrofitted for efficiency.
- Ecoroof and bird-safe building components can be counted toward LEED certification increasing cost savings.

C. Benefits of ecoroofs:

- Development projects earn stormwater fee credits for an ecoroof and in some cases an ecoroof can satisfy a development's total Stormwater Management Manual requirements.
- Research shows that ecoroofs can help decrease the urban heat island effect and its impacts on vulnerable households (houseless, older adults, people with underlying medical conditions). This is a goal in the Climate Action Plan (CAP).

- An ecoroof performs better than many other stormwater management approaches. It retains more water than planters but does not reduce the site area available for development as would a ground level planter.
- An ecoroof has longer lifetime and therefore lower lifetime operation and maintenance costs compared to a conventional roof. There is a 10% cost difference after 40 years between conventional and eco roofs.
- An ecoroof may increase property values by up to 5.5% (2012 study Willingness to pay for Ecoroofs in Portland Oregon Condominium Market)
- Other environmental benefits include improving air quality, energy savings and providing habitat for birds and pollinators.

D. Benefits of bird-safe glazing:

- Protects and helps restore native and migratory bird populations that are currently in decline. Window strikes are a leading cause of bird mortality nationwide, second only to habitat destruction.
- May work as a strategy for controlling interior building climate passively through the use of films, frit, and acid etch.
- Reduces solar glare and infiltration that can help reduce operational costs.

4. Conclusion

The suite of green building policies recommended with CC2035 is estimated to increase development costs by 1.5-3.5% (the EcoNW study calculated costs at 3.5%). However, there are many options to reach certification which is why it is important to show green building costs as a range from 1.5 – 3%. For example, green building costs for a podium, mixed use building in the Central City would range between $380,000 – 879,000 on top of the base $27,000,000 development cost (excludes land cost).

While significant, this is not the most significant or influential cost changes that affect the viability of new development. The study estimated that all of the new policies (Green Buildings, Inclusionary Housing, Construction Excise Tax, System Development Charge), would represent approximately 7% of total costs. Today, studies estimate that many projects are not financially feasible. To reach feasibility with these regulatory changes, the most influential changes will be lower construction costs, higher lease rates, lower land values and market supportive financial costs.

To the extent that the other cost and revenue variables cannot absorb the additional cost of these policies, these requirements could contribute to reducing the pace and scale of development. However, the market may be able to absorb this impact and the public benefits behind these policies are significant, long-range, and best accomplished by the changes they would bring to development practices.

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REVISED MEMO

DATE: **January 20, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Work Session on January 24, 2017**

The attached packet includes a set of decision tables and memos that staff will walk you through at the work session on January 24, 2017. As you will note, the packet includes a number of items that were on the January 10, agenda but you asked us to defer to future meetings. The topics on this work session agenda include a Cost Analysis, Green Buildings (ecoroofs and bird safe glazing), policy amendments including some related to family compatibility, and part one of a set of amendments related to the bonus and transfer system. All of the materials for the work session are posted on the BPS website. Also see the revised proposed agenda on page 2.

The decision tables referenced in the agenda indicate which items are currently tagged for PSC discussion. Items are tagged either because a PSC member has indicated that they want to talk about it or staff would like to discuss it with the PSC. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are on the table but not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last work session, we will ask the PSC to vote on all of the volumes as a package.

Revised Agenda

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Revised Cover letter/Agenda	Cover 1-2
45 min	Green Buildings • Presentation • **Discussion items carried over: E3, E5**	Decision Table E: Carryover Items Memo E3 Memo E5 and Attachments, A, B, C	E1 – E2 Memo E3 (5 pgs) Memo E5 (7 pgs)
45 min	Cost Analysis	Memo O EcoNW Attachment	O1 – O8 1 - 15
15 min	Policies (and related actions) • Presentation • **Discussion items: P1**	Decision Table P Memo P	P1-P5 Memo P 1-3
20 min	Actions • Presentation • **No discussion items**	Decision Table R	R1 – R7
15 min	FAR • Presentation • **Discussion item carried over: K11**	Decision Table K: Carryover Items	K1
20 min	Miscellaneous Code and Map Amendments • Presentation • **Discussion items carried over: I4, I5**	Decision Table I: Carryover Items Memo I, Revised	I1 Memo I 1-2
20 min	Bonus and Transfers, Part 1 • Presentation • **Discussion items: Q6**	Decision Table Q	Q1-Q4
-	Adjourn	-	-

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DATE: January 16, 2017
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Sarah Harpole - HarpoleS@pdc.us | (503) 823-3337
FROM: Ian Carlton, Project Director, ECONorthwest – carlton@econw.com | (503) 200-5082
SUBJECT: PDC POLICY IMPACT CALCULATOR OVERVIEW

The Portland Development Commission (PDC) asked ECONorthwest to develop an Excel-based **Policy Impact Calculator** to allow staff to perform pro forma financial analysis of five prototype developments similar to real estate projects being undertaken by PDC and its partners.

The purpose of the tool is to help PDC and its partners understand potential financial impacts to PDC's development activities and to help PDC respond to the new policy environment.

It should be noted that the calculator is based on assumptions that may be unique to PDC properties and other private projects may vary in cost, size of lot, land price, and assumed FAR utilization. Specific policies that the calculator is being used to evaluate are:

1. New green building requirements proposed in the Central City 2035 plan, including LEED standards, bird-friendly, and ecoroof policies.
2. Changes to Parks and Recreation System Development Charges (SDCs) that went into effect July 1, 2016.
3. Introduction of a Construction Excise Tax (CET) that is effective as of August 1, 2016.[1]
4. Recently adopted inclusionary zoning (IZ) requirements that become effective February 1, 2017.

Each policy has been implemented or is currently under consideration in the City of Portland. The calculator reflects the most up-to-date policy formulations as of November 4, 2016.

The calculator does not account for policies for which policy proposals have not been made public, such as seismic building code requirements or Bureau of Transportation proposed transportation demand management or SDC changes. However, the calculator can be adjusted to reflect any new policy as policy proposals are developed.

[1] Portland Housing Bureau Construction Excise Tax Effective August 1, 2016. https://www.portlandoregon.gov/bds/article/582410

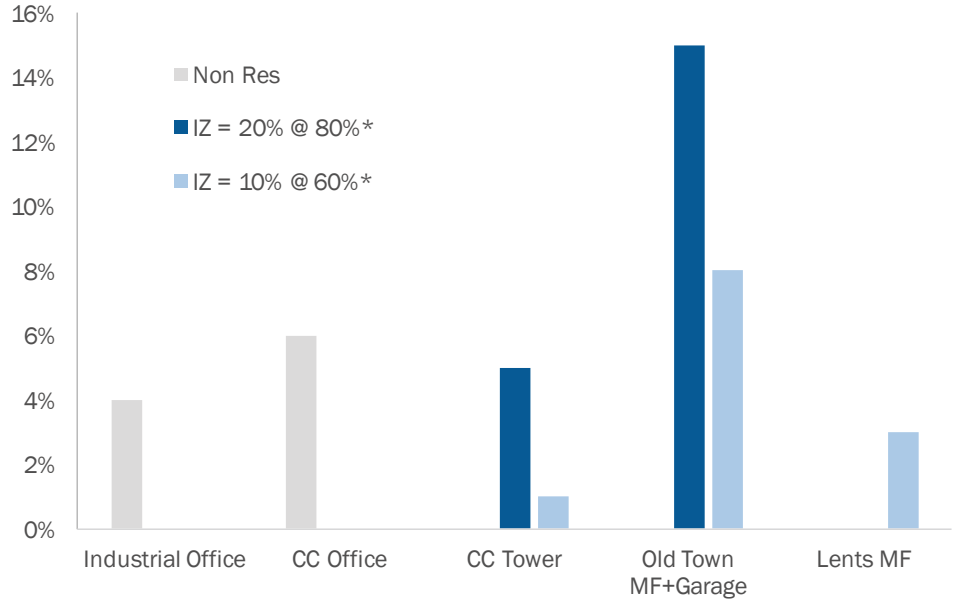
[2] Manufacturing/industrial rents in the industrial office prototype are assumed to be $12/SF per year. This was purposefully set lower than market rates to meet PDC's stated goals of industrial affordability.

Key Findings

As configured, the Policy Impact Calculator yielded the following findings:

- Many of the prototype projects examined in the Policy Impact Calculator were found to be already financially infeasible under today's conditions. Current market conditions are challenging for development in spite of rising rents and purchase prices. These conditions include relatively high construction costs, high land prices, and retracting capital markets.
- The prototype projects examined are not entirely representative of typical market rate development. The prototypes used were based on development program assumptions (number and mix of uses, density, parking) for potential PDC supported projects. These are understandably more aggressive than typically seen in private sector projects. PDC projects are expected to include public benefits, such as delivering development densities that may be higher than current markets support in a particular location.
    - For example, one prototype is based on high-density housing in Lents where such development is currently financially infeasible but meets public goals for Lents.
    - Other prototypes, based on PDC development objectives, include very high-density, mixed-use projects with shared parking in Central City locations where the current market supports lower density, single-use development.
- In general, the calculator shows that adding the costs related to IZ, new SDCs, CET and green building requirements further reduces the development feasibility of the prototypes. In particular, the burden of the policies falls heaviest on projects that are ineligible for the most robust IZ offsetting incentives. For example, commercial and industrial properties, which are typical in PDC's portfolio, are anticipated to shoulder the additional costs of CET, green building requirements, and increased SDC fees.
    - This may result in fewer locations where development is feasible and a reduction in the density of projects that are feasible to develop. This, in turn, may result in a reduction in the production of housing units and office space; and/or a need for higher rents. Figure 1 shows the rent increases needed for each prototype under the full policy framework, showing the differences between the two IZ policy formulations.

Figure 1: Incremental Change in the Rents Required to Make a Prototype Pencil as a Result of Combined Policy Changes



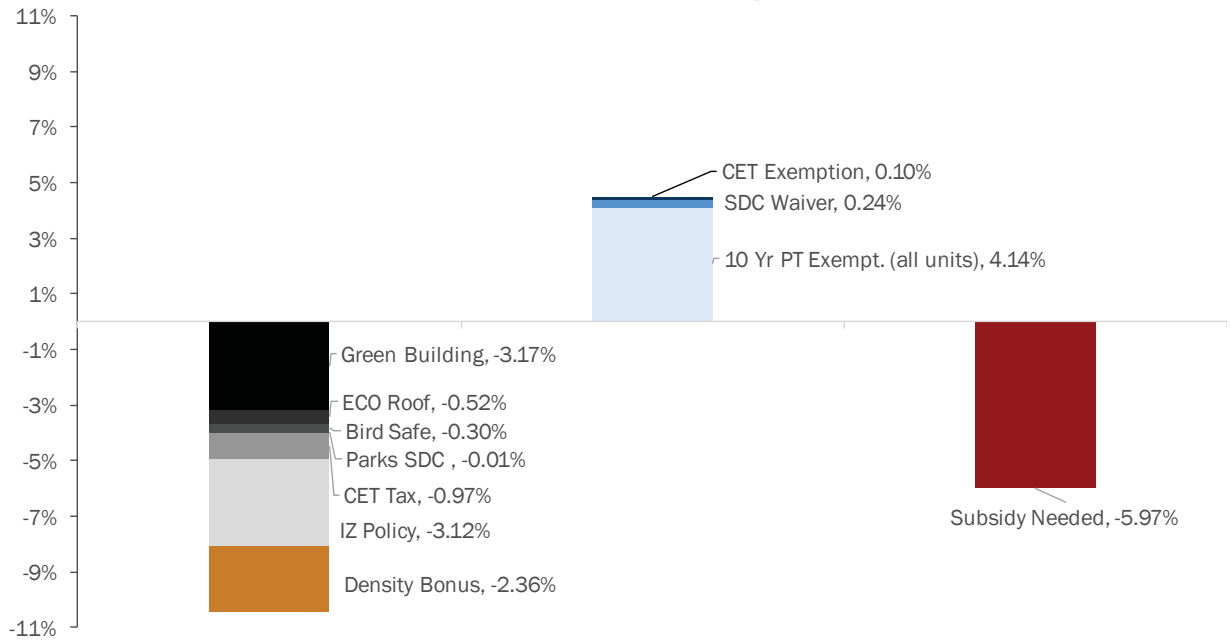
Source: Policy Impact Calculator, 1.7.16. Note: Includes all applicable policies.

- The impact of IZ on Central City projects varies by the size of project.
    - For projects in higher density Central City zones, off-sets include a 10-year property tax exemption on all residential units (market rate and affordable) in the project. This benefit exceeds the additional cost of IZ requirements. This benefit is relatively greater for projects opting to provide 10% of units at 60% of Area Median Income (AMI).
    - For projects in lower density Central City Zones, off-sets include a 10-year property tax exemption only on the affordable residential units in the project, which may not offset the cost of IZ.
- Overall, the new policies could result in increases to construction and associated costs (soft, contingency, tax, and fees). As an example, we have provided a chart of the impacts to the Central City Mixed-Use Prototype. Figure 2 shows the costs allocated to each of the new policies as a percent of total project costs (including land).
    - Costs related to changes in Parks and Recreation SDCs and the new Affordable Housing CET could add 0.01% and 0.97% respectively to development costs, based on the calculator.
    - Costs related to the new Inclusionary Housing program could add about three percent to the development's costs, based on the calculator. To mitigate the costs, the IZ policy also provides offsetting incentives. The most valuable of the off-sets offered is a 10-year property tax exemption, which more than offsets the cost of providing the affordable units. The other offsets are relatively modest,

including SDC waivers, CET waivers, and a density bonus. In fact, the density bonus has a negative impact on the project's financial performance that is nearly equal to the cost impact of providing the affordable units. Whereas a private sector developer would choose not to take the density bonus, it is a PDC imperative to maximize jobs, sustainability, and, therefore, density of development on land under their purview.

- Green building requirements could add about three percent to development costs for the Central City Mixed-Use prototype, based on the calculator. The amount of additional cost depends on whether the project's developers were already planning to include green building features and seek LEED certification, as most Central City projects do today. The estimate does not include any savings related to reduced operation and maintenance costs, many of which have a longer payback period than the time frame used by financial underwriters to determine project feasibility. The Policy Impact Calculator did not and is not intended to evaluate this cost against the potential public need and benefit.

Figure 2: Impact of New Policies as a Percent of Total Project Costs (Including Land) - Central City Mixed-Use Prototype



Source: Policy Impact Calculator, 1.7.16

Calculator Configuration

ECONorthwest built the Policy Impact Calculator as a simple, flexible tool that can be adapted relatively quickly to test policy formulations across the five prototypes. Reflecting this, the model uses **unlevered return on cost** as its financial return metric, making the model insensitive to changes in financial markets or variations in developer equity that fall outside of PDC and its partners' control. While the model does not incorporate the actual complexity of the real estate development work carried out by PDC and its partners, it helps PDC understand the direction, relative magnitude, and interactive effects of City policies.

To understand the combined impact of new policies on development, PDC staff selected five prototypes that provide realistic representations of potential PDC investments in various Portland submarkets. The prototypes are shown in Table 1.

Table 1: Overview of Physical Assumptions by Prototype

	Industrial Office	Central City Office	Central City Mixed-Use	Old Town Multifamily + Garage	Lents Multifamily
Location	Inner SE	Central City	Central City	Old Town	Lents
Zone	IG1	CXd	EXd	CXd	CM3
IH Incentive Package Classification	N/A	N/A	Central City >5 FAR	Central City >5 FAR	MUZ
Primary Land Use (Tax Classification)	Commercial	Commercial	Multifamily	Multifamily	Multifamily
Total Building Height (Stories)	4 Stories	14 Stories	19 Stories	6 Stories	5 Stories
Ground Floor + Parking Podium Height (Stories)	0 Stories	1 Stories	4 Stories	3 Stories	1 Stories
Ground Floor Uses	Lobby, Retail, Industrial	Lobby, Retail	Lobby, Retail, Parking	Lobby, Retail, Parking	Lobby, Retail
Office Upper Stories	4 Stories	13 Stories	6 Stories	0 Stories	0 Stories
Residential Upper Stories	0 Stories	0 Stories	9 Stories	3 Stories	4 Stories
Residential Units	0 Units	0 Units	218 Units	79 Units	52 Units
Ground Floor Retail	Yes	Yes	Yes	Yes	Yes
Parking Type	Leased Offsite	Underground	Integrated	Integrated	Surface
Construction Type	Timber	Concrete & Steel	Concrete & Steel	Stick over Garage	Stick over Podium

Source: Policy Impact Calculator, 1.7.16

Table 2 summarizes the calculator's assumptions for development costs.

Table 2: Cost Summary by Prototype

		Central City Office	Central City Mixed-Use	Old Town Multifamily + Garage	Lents Multifamily
Land Price ($/sqft)	$73.38	$242.40	$350.00	$200.00	$30.00
Total Hard Cost per Above Grade Square Foot ($/sqft)	$281.90	$317.53	$222.65	$163.66	$191.65
Total Project Cost (Including Market-rate Land) per Above Grade Square Foot ($/sqft)	$401.58	$436.68	$321.31	$251.20	$279.12
Total Project Cost (Excluding Land) per Above Grade Square Foot ($/sqft)	$374.06	$401.97	$287.87	$222.99	$266.62

Source: Policy Impact Calculator, 1.7.16

In all scenarios, the Policy Impact Calculator uses the same 2016 market assumptions. Construction costs, market demand, land prices, and other variables represent the realities in middle to late 2016. By holding these inputs constant and only varying policy inputs, the calculator can isolate the impacts of various policies.

To the extent possible, assumptions used in other recent City of Portland policy analyses were incorporated into the Policy Impact Calculator so that apples to apples comparisons can be made to other analyses. For example, the Portland Housing Bureau's recent analysis for the proposed Inclusionary Housing policy relied on assumptions about development supply and demand. These were incorporated into the Policy Impact Calculator where appropriate, including unit sizes (square feet), unit mix (percent of units by number of bedrooms), construction hard costs, tenant improvement costs, soft costs, contingency costs, market rents, vacancy rates, CAP rates, and return on cost requirements.

The full set of assumptions and their relevant sources can be found in the Policy Impact Calculator's 'Calculator' workbook sheet, which is included in the attached Excel file.

Performance in the Early 2016 Policy Context

The baseline of the Policy Impact Calculator is the financial performance of the development prototypes under the early 2016 policy context (prior to new Parks SDCs) with 2016 market assumptions. At the request of PDC, the model produces results that describe **what rents would have to be for the prototypes to be feasible** and **what land purchase subsidy would have to be granted to a developer to attract investment**. Modeled rents are presented as a percentage of the existing rents in the locations where the prototypes are assumed to be situated in Portland.

Land purchase subsidies represent the difference between present market value of land in the vicinity and the residual land value of the prototype developments.

Again, the impact of policies recently implemented or currently under discussion are not included in the baseline results presented in Table 3.

Table 3: Baseline Performance under early 2016 Policy Regime

	Industrial Office[2]	Central City Office	Central City Mixed-Use	Old Town Multifamily + Garage	Lents Multifamily
Assumed NNN Office Rent	$25 /SF/Yr**	$30 /SF/Yr*	$33 /SF/Yr**	N/A	N/A
Assumed Residential Rent	N/A	N/A	$3.25 /SF/Month**	$2.25 /SF/Month**	$1.25 /SF/Month*
Rents Must Be X% of IZ Analysis Market Rents* for Project to Pencil	162%	163%	133%	173%	218%
Office Rents Must Be $X Greater Than Market to Pencil	$15.49 /SF/Yr	$18.93 /SF/Yr	$11.03 /SF/Yr	-	-
Residential Rents Must Be $X Greater Than Market to Pencil	-	-	$1.09 /SF/Month	$1.65 /SF/Month	$1.48 /SF/Month
Residual Land Value of Base Project	$(10,304,092)	$(38,141,011)	$(24,866,977)	$(10,772,915)	$(8,430,315)
Residual Land Value of Base Project per Sq Ft of Land	$(343.47)	$(953.53)	$(621.67)	$(538.65)	$(421.52)
Land Purchase Subsidy Required for Project to Pencil	$12,505,442	$47,650,513	$39,549,477	$14,051,665	$9,030,315
Land Purchase Subsidy Required for Project to Pencil per Sq Ft of Land	$416.85	$1,191.26	$988.74	$702.58	$451.52

Source: Policy Impact Calculator, 1.7.16
*PDC provided these assumptions based on similar PDC project comparables.
**Assumed rents were taken from the Portland Housing Bureau's 2016 analysis of Inclusionary Zoning.

None of the prototypes pencil under the early 2016 policy context and all would require a subsidy or infeasible above market rents to attract real estate investment. The prototypes reflect projects underway or proposed in various Portland submarkets, and construction prices and land prices have risen considerably in recent years while market demand has not kept pace.

[2] Manufacturing/industrial rents in the industrial office prototype are assumed to be $12/SF per year. This was purposefully set lower than market rates to meet PDC's stated goals of industrial affordability.

Projects that are under construction or recently occupied were underwritten some time ago when construction prices and land prices were lower and the anticipated rise in demand was steeper. In addition, PDC often invests in projects where a baseline subsidy is anticipated to accomplish the community's desired outcomes.

2017 Policy Context

The following cost assumptions were included in the Policy Calculator to understand each policy's relative market and development feasibility impact:

- **Green building requirements** ($5,000 application cost; 3.5% increase in total project hard costs; can be varied by user)
- **Ecoroof requirements** ($6/sq ft hard cost; structural cost equal to 0.5% increase in total project hard cost; can be varied by user)
- **Bird-friendly design requirements** (0.33% hard cost increase; can be varied by user)
- **Parks SDC fee schedule changes** implemented in 2016
- **Construction excise taxes** (1% of hard costs and land costs; can be turned off to reflect current baseline; can be reduced to reflect IZ abatement)
- **Inclusionary housing unit set-aside requirement** (magnitude of requirement can be varied by user) and target depth of affordability (target AMI can be varied by user) with the model currently testing two policy specifications: 10% of units at 60% of AMI and 20% of units at 80% of AMI.
- **Central City Industrial Density Bonus** (offers an additional two square feet of industrial office floor area for every square foot of ground floor industrial floor area)
- **Inclusionary housing offsetting incentives:**
    - Density bonuses
    - Bureau of Environmental Services SDC Fee abatement (magnitude of abatement can be varied by user)
    - Transportation SDC fee abatement (magnitude of abatement can be varied by user)
    - Parks SDC Fee abatement (assumes recently implemented fee structure; magnitude of abatement can be varied by user)
    - Water SDC Fee abatement (magnitude of abatement can be varied by user)
    - Property tax exemption (magnitude of abatement can be varied by user)
    - CET exemption (magnitude of abatement can be varied by user)

Table 4 shows the policy changes as they apply to the five prototypes.

Table 4: Applicable 2017 Policy Context Changes by Prototype

	Industrial Office	Central City Office	Central City Mixed-Use	Old Town Multifamily + Garage	Lents Multifamily
Green Building	Yes	Yes	Yes	Yes	-
Ecoroof	Yes	Yes	Yes	Yes	-
Bird-friendly	Yes	Yes	Yes	Yes	-
New Parks SDC Fees	Yes	Yes	Yes	Yes	Yes
CET Tax	Yes	Yes	Yes	Yes	Yes
Central City Manufacturing Density Bonus	Yes	-	-	-	-
IH policy (% set-aside, % AMI)	-	-	Yes	Yes	Yes
Density bonus	-	-	Yes	Yes - Unused	Yes
SDC Fee Waivers (100% on Aff. Units for 10%@60% AMI only)	-	-	Yes	Yes	Yes
10 Year Property Tax Exemption on Affordable Units	-	-	-	-	Yes
10 Year Property Tax Exemption on All Units	-	-	Yes	Yes	-
CET Exemption on Affordable Units	-	-	Yes	Yes	Yes

Source: Policy Impact Calculator, 1.7.16

Individual Policy Impacts

To assess the impact of policies, the calculator compares the financial performance of the prototypes under the early 2016 policy context to the financial performance of the prototypes under policies already enacted in 2016 or proposed for implementation in 2017, both incorporating recent 2016 market assumptions. The individual policy impacts vary greatly, as shown in Tables 5 and 6. For example, while the Central City Mixed-Use prototype has the greatest negative impact on the residual land value from the green building requirement and the IZ policy, the new parks SDC fees has a relatively small impact. The 10-year tax abatement has the greatest possible impact, while the SDC fee waivers and the CET exemption on affordable units have a much smaller impact. Table 5 shows the impact of the policies as a percent of residual land value.

Table 5: Individual Policy Impacts ($/sq ft of Residual Land Value)[3]

	Industrial Office	Central City Office	Central City Mixed-Use	Old Town Multifamily+ Garage	Lents Multifamily
Green Building	$(47.67)	$(143.00)	$(193.67)	$(31.67)	
Ecoroof	$(11.00)	$(26.67)	$(32.00)	$(6.33)	
Bird-friendly	$(4.33)	$(13.33)	$(18.33)	$(3.00)	
New Parks SDC Fees	$(2.33)	$(6.33)	$(0.67)	$1.00	$2.67
CET Tax	$(14.33)	$(42.67)	$(59.33)	$(9.67)	$(5.67)
Central City Manufacturing Density Bonus	$(91.00)				
IZ policy (10% set-aside, 60% AMI)			$(191.00)	$(25.00)	
Density bonus			$(144.67)		$(57.33)
SDC Fee Waivers (100% on Aff. Units for 10@60 only)			$14.67	$4.33	$3.67
10 Year Property Tax Exemption on Affordable Units					$4.33
10 Year Property Tax Exemption on All Units			$253.33	$62.67	
CET Exemption on Affordable Units			$4.00	$0.67	$0.67

Source: Policy Impact Calculator, 1.7.17

Table 6 shows the impact of the policies on residual land value and as a percent of total cost.

[3] All values approximate, considers independent policy impact calculated from the bonus case or base case when no bonus taken

Table 6: Individual Policy Impacts on Residual Land Value, Total Cost and Percent of Project Cost[4]

	Industrial Office		Central City Office		Central City Mixed-Use		Old Town MF+ Garage		Lents Multifamily	
	Total Cost	$ Proj. Cost	Total Cost	$ Proj. Cost	Total Cost	$ Proj. Cost	Total Cost	$ Proj. Cost	Total Cost	$ Proj. Cost
Green Building[5,6] *> Low Est. (1.5%)* *> High Est. (6.0%)*	$(1.4 M) *$(610K)* *$(2.4M)*	-4.5% *-1.9%* *-7.6%*	$(4.3M) *$(1.8M)* *$(7.3M)*	-3.6% *-1.5%* *-6.1%*	$(5.8M) *$(2.5M)* *$(9.9M)*	-3.2% *-1.3%* *-5.3%*	$(950K) *$(410K)* *$(1.6K)*	-3.1% *-1.3%* *-5.1%*		
Ecoroof	$(330K)	-1.0%	$(800K)	-0.7%	$(960K)	-0.5%	$(190K)	-0.6%		
Bird-friendly	$(130K)	-0.4%	$(400K)	-0.3%	$(550K)	-0.3%	$(90K)	-0.3%		
New Parks SDC	$(70K)	-0.2%	$(190K)	-0.2%	$(20K)	0.0%	$30K	0.1%	$80K	0.5%
CET Tax	$(430K)	-1.3%	$(1.3M)	-1.1%	$(1.8M)	-1.0%	$(290K)	-0.9%	$(170K)	-1.1%
CC Manuf. Density Bonus	$(2.7M)	-8.5%								
IZ policy (10% @ 60% AMI)					$(5.7M)	-3.1%	$(750K)	-2.4%		0.0%
Density bonus					$(4.3M)	-2.4%			$(1.7M)	-11.0%
SDC Fee Waivers (100% on Aff. Units for 10% @ 60% only)					$440K	0.2%	$130	0.4%	$110K	0.7%
10 Yr PT Exemption (Affd. Units)									$130K	0.8%
10 Yr PT Exemption (All Units)					$7.6M	4.1%	$1.9M	6.0%		
CET Exemption on Affordable Units					$120K	0.1%	$20K	0.1%	$20K	0.1%

Source: Policy Impact Calculator, 1.7.17

Impact of Density Bonus

Notably, the density bonuses have a negative impact on residual land values and development feasibility. The model considers the application of density bonuses in the results of three of the prototypes – Industrial Office, **Central City Mixed-Use,** and **Lents Multifamily** – which are described in Table 5 and Table 6**.**

For these prototypes, we applied the bonuses in spite of the detrimental impact that the bonus units had on financial feasibility. In all instances, the baseline projects would yield a negative land residual and require substantial financial subsidies to attract investment. Building more unprofitable housing units and/or office space only yields greater losses and, therefore, more

[4] All values approximate, considers independent policy impact calculated from the bonus case or base case when no bonus taken

[5] BPS estimates of green building costs vary between 1.5% and 6% of hard costs. Our analysis used 3.5% as our primary estimate. Both low and high estimates are also provided in this chart. Further, both ecoroof and Bird Safe building design costs may be counted toward green building certification. Therefore, the high estimate of green building would potentially double count those costs.

[6] Potential savings from grants and subsidies may not be reflected in BPS's cost impact estimates for the Green Building requirement.

negative land residuals and greater need for financial subsidies. Table 7 shows the assumptions we used for these prototypes.

Table 7: Denser Development Project Assumptions

	Industrial Office	Central City Mixed-Use	Lents Multifamily
Change in form (bonus taken)?	Yes	Yes	Yes
Total Building Height (Stories)	5 stories (+1)	25 Stories (+6)	6 Stories (+1)
Ground Floor/Podium Height (Stories)	0 stories	5 Stories (+1)	1 Stories
Ground Floor Uses	Lobby, Retail, Industrial	Lobby, Retail, Parking	Lobby, Retail
Office Upper Stories	5 stories (+1)	6 Stories	0 Stories
Residential Upper Stories	0 Stories	14 Stories (+5)	5 Stories (+1)
Additional Residential Units	0 Units	120 Units	13 Units
Ground Floor Retail	Yes	Yes	Yes
Parking Type	Leased Offsite	Integrated	Surface
Construction Type	Timber	Concrete & Steel	Stick over Podium

Source: Policy Impact Calculator, 1.7.16

Had the density bonus not been applied to the Industrial Office prototype, the less-dense project would have required fewer subsidies than the project considered in the calculator, which included the bonus. In the case of the Central City Mixed-Use prototype, a "4 over 1" podium-style development in the same location would perform considerably better than the baseline tower and bonus-enhanced tower that we modeled.[7] The Lents Multifamily development would have performed better than the baseline had the density bonus not been applied in the comparative analysis. Without additional subsidies, a profit-seeking developer would not take the density bonuses offered, preferring instead to deliver lower-density alternatives.

Notably, a density bonus was not applied in the Old Town Multifamily+Garage prototype. For this prototype, the use of the density bonus triggers more costly construction methods due to the height of the structure. A concrete tower would require either a height variance or costly underground parking to accommodate the parking garage needs foreseen by PDC in Old Town.

Yet, it is the PDC's mission to maximize development in these locations, including delivering the maximum community benefits, like the number of affordable housing units. Thus, the Policy Impact Calculator incorporates density bonuses in the policy evaluations on these two occasions.

[7] Podium land residual is approximately $(2)M [Assuming CC IZ >5 FAR incentives apply even when <5 FAR used]

Combined Policy Impacts

Ultimately, the combined policy impacts on all five prototypes were negative. Table 8 shows the combined impacts. For the residential prototypes impacted by the inclusionary housing policy, we found a smaller negative impact under the optional inclusionary policy of 10% of units at 60% of AMI and a larger negative impact under the minimum mandated policy of 20% of units at 80% of AMI. This analysis is included in the attached full Policy Impact Calculator.

Table 8: Performance under 2017 Policy Context Relative to Early 2016 Policy Context Using 2016 Market Assumptions

	Industrial Office	Central City Office	Central City Mixed-Use	Old Town Multifamily + Garage	Lents Multifamily
Non-Residential*					
Change In Rent Required to Pencil as a Result of Policy Impacts	4%	6%	*Dependent on IZ*	-	-
Incremental Rent ($/sq ft) Required to Pencil	$1.43 /SF/Yr	$2.74 /SF/Yr	*Dependent on IZ*	-	-
Change in Residual Land Value	-46%	-18%	*Dependent on IZ*	-	-
Change in Land Purchase Subsidy Required to Pencil	38%	14%	*Dependent on IZ*	-	-
Combined Impacts w IZ = 20% @ 80%*					
Affordable Residential Units	-	-	68 Units	16 Units	N/A
Change In Rent Required to Pencil as a Result of Policy Impacts	-	-	5%	15%	N/A (1)
Incremental Market-Unit Rent Required to Pencil ($/sq ft)	-	-	$0.22 /SF/Month	$0.58 /SF/Month	N/A (1)
Change in Residual Land Value	-	-	-54%	-4%	N/A (1)
Change in Land Purchase Subsidy Required to Pencil	-	-	40%	8%	N/A (1)
Land Purchase Subsidy Required to Pencil per Affordable Unit	-	-	$230,013	$68,382	N/A (1)
Combined Impacts w IZ = 10% @ 60%*					
Affordable Residential Units	-	-	34 Units	8 Units	7 Units
Change In Rent Required to Pencil as a Result of Policy Impacts	-	-	1%	8%	3%
Incremental Market-Unit Rent Required to Pencil ($/sq ft)	-	-	$0.06 /SF/Month	$0.32 /SF/Month	$0.08 /SF/Month
Change in Residual Land Value	-	-	-42%	-4%	-19%
Change in Land Purchase Subsidy Required to Pencil	-	-	31%	7%	18%
Land Purchase Subsidy Required to Pencil per Affordable Unit	-	-	$365,537	$129,566	$231,368

Source: Policy Impact Calculator, 1.7.16 (1) 80% AMI > Market. *all values relative to performance under early 2016 policy context.

Notably, the policy impacts vary considerably across the prototypes. For example, the Old Town project sees a minor combined impact under the inclusionary housing policy of 10% of units at 60% of AMI. The incentives offset the financial impact of affordable housing AND the policies related to the Central City Plan. This is not the case in other locations.

On the other hand, the Lents Multifamily project sees a 19% reduction in the residual land value, which would require a 18% greater land purchase subsidy compared to the base case. The Industrial Office and Central City Office exhibited similar policy impact magnitudes. The Central City Mixed-Use project sees much greater impacts, resulting in a 42% decrease in the residual land value of the project and a 31% increase in the land purchase subsidy required to offset the combined policy impacts.

Model Caveats

There are several caveats that PDC staff should consider when using the Policy Impact Calculator:

- **This calculator assumes that developers will make a good faith effort to build LEED certifiable products.** The 2016 green building policy does not currently require LEED certification, only proof of submission of an application. Thus, the policy may not encourage developers to incur any additional green building costs.
- **The ecoroof and bird-friendly building components can be counted toward LEED certification**. We assumed that the green building policy costs in the model were 3.5% of hard costs excluding the ecoroof and bird-friendly costs. Per City of Portland analyses, an ecoroof would increase total hard costs by 0.5% plus $6 per square foot of ecoroof area. Also, bird-friendly improvements would have an incremental 0.33% impact on total hard costs. Combined, the total impact of these elements reflects a middle-ground LEED cost assumption, based on the high and low cost impacts estimated by policymakers.[8]
- **Results are based on prototypes reflecting recent PDC experience and may not reflect development proposals that are actually put forward.** Ultimately, the scale and scope of the prototypes analyzed in the calculator drive the results. Any change to the prototypes could change the outcomes.
- **All of the calculations rest on assumptions within the model**. In many instances, we used values in the model that reflect prior City of Portland studies or other ongoing policy discussions. For example, residential unit mixes, unit sizes, hard costs, soft costs, contingencies, market rents, vacancy rates, operating costs, and investor return thresholds all reflect the values used in ongoing City of Portland studies of inclusionary zoning. Likewise, parking requirements, building form, and land use restrictions reflect

[8] "Although not required by this standard, the incremental first cost of attaining LEED Gold certification often ranges from 2% to 6% of total (soft and hard) construction costs." (City of Portland, "Projected Costs of New Central City 2035 Regulations"; July 2016; p.3)

the latest proposals from PDC, the Bureau of Planning and Sustainability, and others. These include the draft *Central City 2035 Plan*, the Mixed-Use Zones policies, and the *Broadway Corridor Plan*. Whenever a prior policy study does not offer a workable input, the model's assumptions reflect PDC's actual experience in the field. For example, land prices were based on recent transactions in the geographies, including, but not limited to, transactions involving PDC. The source of each value is listed in a designated column within the calculator.

The model is a "living" tool designed for quick modification and easy sensitivity testing. We foresee that PDC will likely need additional updates to the model to ensure it represents the latest policy proposals and current market information.

Please let our team at ECO know if you have any questions regarding the Policy Impact Calculator and its function.

Thank you,



Ian Carlton, Project Director

Bureau of Planning and Sustainability
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MEMO P

DATE: January 13, 2017

TO: Planning and Sustainability Commission

FROM: Troy Doss, Senior Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table P, Attachment 1: Family Compatible Housing and Services**

This memorandum contains BPS staff-recommended amendments pertaining to Decision Table P, Proposed family compatible housing and services. This memorandum provides background information and action items.

In 1990, the City of Portland implemented a number of zoning regulations and incentives aimed at increasing the total number of units in the Central City. Development bonus incentives that provided more floor area and height were granted to projects developing residential units. Additionally, residential target areas were established, development agreements were created for specific districts required residential densities to increase over time, and no-net housing loss provisions were adopted.

All of these measures were intended to reverse a four-decade decline in residents in Portland's city center following the loss of tens of thousands of units. These efforts and further zoning amendments in the Pearl, South Waterfront, and West End reversed this tide with over 14,000 units being created and several new neighborhoods that did not exist prior to these initiatives.

In 2008, an effort known as the North Pearl District Plan (NPDP) sought to refine these approaches to increase the diversity of the housing stock. Although the risk to developing housing had been abated, and approximately 30% of all housing was affordable to those earning less than 60% of the regional median family income (MFI), the majority of all housing consisted of studios and 1-bedroom units. These statistics became a concern to city officials and neighborhood advocates as the number of families with children was significantly increasing in the Pearl and other Central City neighborhoods.

Annual Housing Projects and Total Units Developed in Central City

Year	Housing Projects	Total Units All Projects
1990	1	110
1991	1	132
1992	3	102
1993	4	522
1994	2	121
1995	8	286
1996	5	464
1997	15	1,293
1998	8	668
1999	4	517
2000	8	684
2001	8	1,171
2002	8	1,463
2003	7	1,046
2004	6	866
2005	13	2,736
2006	5	1,148
2007	3	513
2008	2	328
Total	**111**	**14,170**

For instance, in 2008 Multnomah County records show that 52 children were born to families in the Pearl, while an additional 60 new families with children were created in the other neighborhoods of the Central City.

Thus, the NPDP proposed new development bonuses intended to encourage the development of modest 2- and 3-bedroom units in projects that also included other family-supportive amenities such as indoor and outdoor plays areas and gathering spaces for families. Incentives to create family supportive amenities and services such as play grounds, daycare, public schools, community centers, and libraries were also adopted. In the eight years since these provisions were adopted two projects specifically designed for families have been developed, and the market has shifted such that the majority of new development in the North Pearl now has more 2-bedroom units than before the adoption of the plan.

Specifically, prior to 2008 only about 15% of all housing in the Pearl District consisted of 2-bedroom or larger units; however, between 2009 and 2015, approximately 1,054 2-bedroom units were developed which was 32% of all housing developed. The market outside of the North Pearl also showed an increase in multi-bedroom units. Of the 9,211 housing units built Central City-wide during this same period, approximately 27%, or 2,080 units were 2- and 3-bedroom units.

Annual Housing Projects and Total Units Developed in Central City 2009-2015

District	Projects	Studios	1 Bedroom	2 Bedroom	3 Bedroom	Total Units
Pearl	19	467	1,647	1,054	110	3,278
Old Town / China Town	1	46	13	6	0	65
Goose Hollow	5	187	97	62	4	350
West End	3	52	173	33	0	258
Downtown	1	34	124	43	0	201
University / South Downtown	0	0	0	0	0	0
South Waterfront	5	113	821	214	0	1,248
Central Eastside	9	331	644	202	3	1,340
Lloyd	5	415	1,602	453	13	2,471
Lower Albina	0	0	0	0	0	0
Totals	**48**	**1,645**	**5,121**	**2,067**	**130**	**9,211**
Percentages	**-**	**18%**	**56%**	**22%**	**5%**	**-**

This trend correlated with an increase in the total number of children born to families in the Central City. Between 2010 and 2015, approximately 407 children (547 children between 2009-2015) were born to families living on west side of the Central City. If all of these children began attendance at Chapman Elementary, the sole public elementary school serving the west side of the Central City, these students would constitute approximately 68% of the school's total current attendance of 600 students.

Annual Birth Rates in Central City Districts

General Neighborhood	2009	2010	2011	2012	2013	2014	2015	Totals
Central Eastside/Inner SE	41	45	34	42	38	38	36	274
Lloyd District/Irvington	32	44	47	44	35	44	34	280
Pearl	68	63	70	70	70	74	83	498
Goose Hollow	22	30	21	32	26	28	18	177
Downtown	8	4	8	15	4	9	13	61
University District	13	21	16	13	13	26	19	121
South Waterfront	29	22	27	41	29	19	21	188
TOTALS	**213**	**229**	**223**	**257**	**215**	**238**	**224**	**1,599**

To ensure more family compatible housing is developed through the life of the CC2035 Plan, BPS proposes the new policies and action items presented in Table P, Attachment 1.

Decision Table P. Policy (and associated actions) Amendments

Testimony included requests for changes to policies. Some of these requests have been incorporated into other decision tables where they covered a specific topic such as tree canopy. All other policy requests as well as staff identified amendments are presented below. Attachments at the end of this packet cover areas where more detailed information has been provided.

Contents of Decision Packet P: Policy Amendments

- Decision Table P
- Attachment 1

Items Marked for PSC Discussion:
None

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P1	20397, 20399, 21019 21098 20980, 21017, 20968, 21064	Gates, Gnich, Dennis, Linden, McNamara	Central City	**Central Citywide Policy 2.8 Housing Diversity supports family housing as part of the mixture of housing types, but there is no policy that specifically states this objective.** The policy reads: "Create attractive, dense, high-quality affordable housing throughout the Central City that accommodates a broad range of needs, preferences, and financial capability in terms of different types, tenures, sizes, costs and locations. Support new housing opportunities for students, families and older adults." There are also subdistrict-specific versions of this policy. **Reference:** Volume 1 (pg. 43)	**CC2035 needs stronger support for family friendly housing and related services such as schools, community centers and parks.**	**New policies are proposed below. Attachment 1 shows the package of policies and actions staff propose to adequately address this important issue.** Proposed new policies: **Policy 2.7 Family-compatible housing.** Encourage the development of housing projects and units that are compatible with the needs of families with children. **Policy 2.8 Family supportive services.** Provide and create access to public schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services needed to sustain families in the Central City.	• Staff research over the last five years shows there is a trend of families locating in the Central City and increasingly a market response through the creation of more multi-bedroom housing units. • Specifically, between 2009 and 2015, approximately 550 children were born to families living on the west side of the Central City. This is equivalent to 68% of the current enrolment for Chapman Elementary, the sole public elementary school serving this area. • During this period, approximately 1,000 2-bedroom housing units were built in the Pearl District, 32% of all housing developed in this district. This is consistent with a shift in the market across the Central City where approximately 27% of the housing units in the last 6 years had 2 or more bedrooms. • Although the Central City has many daycare facilities and a small number of schools, demand consistently outstrips supply. • There is an increased and critical need that these affordable housing provisions are trying to meet. It remains uncertain if the cost of providing these while subsidizing the costs of affordable units can both be met. As such, staff are proposing a strong policy and action framework.	☒	☐ Support staff rec. ☐ Other
P2	20438, 20924	Woodsong, Vogel	Central City	**The Proposed Draft includes actions (Goose Hollow UD31, West End UD80, University District/South Downtown UD66) that seek to cap I-405 at SW Columbia and Jefferson, and at SW Morrison and Yamhill, and capping I-5 in the Lloyd District, but does not currently have a policy that explicitly supports the concept.** **References:** Volume 1 (pg. 53, 93), Volume 5 (pg. 173, 175, 178)	**Create a new policy for the SW Columbia/Jefferson I-405 cap.**	**Create a new Central Citywide policy that supports the capping of freeways.** Proposed new policy: **Housing and Neighborhoods Policy 2.7 Reconnecting neighborhoods across infrastructure.** Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or developing other innovative approaches.	• This is an oversight and staff have proposed new policy language to address this issue. • The language has been written to cover the different project ideas already incorporated into Volume 5 as actions and to support innovative solutions developed at a later time that may address other infrastructure barriers.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P3	20343, 20417	Bliss	West End	**"Policy 1.OT-4 Strategic redevelopment" applies only to Old Town/Chinatown subdistrict.** It reads: "Encourage the reuse, rehabilitation and seismic upgrade of underutilized buildings to increase useable space and economic activity in the district. Support location of retail uses in the ground floors of buildings, including retail businesses that complement and enhance the cultural and historical significance of the area." **Reference:** Volume 1 (pg. 36)	**Apply this policy to the West End subdistrict.**	**Retain Proposed Draft version.**	• The policy was the result of specific and detailed discussions with the Old Town/Chinatown community and was tailored to that community's shared interests. Staff do not support applying a similar policy elsewhere based on one individual's request. • Policy 5.18 encourages the use, preservation and rehabilitation of historic buildings Central Citywide including the West End.	☐	☐ Support staff rec. ☐ Other
P4	20438, 20924	Woodsong, Vogel	West End	**The Proposed Draft identifies Salmon Street as having a signature boulevard/flexible character in various parts of the Central City (Policies 5.DT-3, 5.GH-3, 5.CE-6).** **References:** Volume 1 (pg. 70, 71, 74)	**Add a policy for the West End that supports the development of a SW Salmon Green Street.**	**Amend "Policy 5.WE-2 Street hierarchy and development character" to include mention of the intended boulevard/flexible character of Salmon in this subdistrict.** Proposed amended policy: **POLICY 5.WE-2 Street hierarchy and development character.** Support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets, ~~and~~ the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue, and the boulevard/flexible character of SW Salmon Street.	• Staff believe this is an oversight in the Proposed Draft. The Plan identifies the intended street hierarchy and development character of Salmon Street in the neighborhoods where it exists on both sides of the Willamette River.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P5	20438, 20924	Woodsong, Vogel	West End	**The Proposed Draft includes "Policy 5.WE-2 Street hierarchy and development character. Support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets and the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue."** **Reference:** Volume 1 (pg. 71)	**Make it clearer in the policy language that this is an aspiration.** The revised policy would read: **Policy 5.WE-2 Street hierarchy and development character.** Support the retail/commercial character of SW 10th Avenue, Jefferson and Yamhill streets and develop the boulevard character of Morrison, Columbia, Clay and Market streets and 12th Avenue.	**Adopt the amendment as proposed.**	• Staff agree that the amendment makes it clearer that future improvements will be needed to develop a boulevard character on Morrison, Columbia, Clay, Market and 12th Ave.	☐	☐ Support staff rec. ☐ Other
P6	20984	Matson	Central City	**The Proposed Draft includes many policies that are supportive of alternative and community uses of the public right-of-way. The Comprehensive Plan includes citywide policies.**	**Policies supportive of community uses of the right-of-way in CC2035 should be adopted citywide (beyond the Central City Plan District).** Specifically, the request is to apply the following policies citywide: 3.6 Street Diversity, 3.7 Streetscape, 3.CE-3 Green Streets, 4.1 Portland's Commons, 5.1 Experimentation and Innovation, 5.8 Public Realm, 5.9 Wayfinding, 5.12 "Green Loop" Concept, 6.9 Strategic Tree Canopy Enhancement, and 6.CE-1 Freight-Compatible Green Infrastructure.	**Do not apply these policies citywide. Policies in the 2035 Comprehensive Plan support many of the same aims citywide.**	• The update to Comprehensive Plan policies had its own public development and review process and this outcome needs to be respected. • Many of the policies in CC2035 have similar aims to those applied citywide through the updated Comprehensive Plan. • Other policies are specific to parts of the Central City and not relevant to other parts of Portland (e.g., 5.12 Green Loop and 6.CE-1 Freight Compatible Green Infrastructure).	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Area	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
P7	20979, 20985, 20991, 21068	Anderson, Olsen, Schwab	Downtown	**The Proposed Draft includes "Policy 2.1 Complete Neighborhoods" which supports creating public schools and other amenities as needed to accommodate population growth. In addition, there are subdistrict specific versions of this policy for all subdistricts except for Lower Albina.** Policy 2.1 Complete neighborhoods. Ensure Central City neighborhoods have access to essential public services, including public schools, parks, open space and recreation opportunities, community centers, urban canopy and amenities such as neighborhood-serving retail and commercial services that support sustainable and diverse community structure. **Reference:** Volume 1 (pg. 42)	**Need policy supportive of building new schools and particularly a new high school on the west side.**	**Amend the language of the Central Citywide policy to incorporate common elements repeated in the subdistrict policies. Convert components to actions where necessary.** Proposed amended policy: **Policy 2.1 Complete neighborhoods.** Ensure Central City neighborhoods have access to essential public services, including ~~public schools,~~ parks, open space and recreation opportunities, senior centers, community centers and spaces, family serving amenities such as public schools, urban canopy, ~~and amenities such as~~ grocery stores and other neighborhood-serving retail and commercial services that support sustainable and diverse community structure.	• Staff conducted a thorough analysis of the subdistrict specific versions of Policy 2.1 to produce the proposed amended Central Citywide policy that staff believe satisfies this request. • Staff also concluded that the new Central Citywide policy language covers much of the needs addressed by the subdistrict policies and propose deleting all but Policy 2.OT-1 which has policy language that is unique to Old Town/Chinatown. • A number of the subdistrict policies were clearly actions and have been added to the proposed amendments in the Action Decision Table (see Table R). • None of the content from the subdistrict policies has been lost. It is either incorporated into the Central Citywide policy, retained as a subdistrict policy, or added as a new action.	☐	☐ Support staff rec. ☐ Other
P8		Staff	Lloyd District	**The Proposed Draft includes "Regional Center Policy 1.LD-4 Union Pacific alignment. Support relocation of the Union Pacific rail tracks to improve freight and passenger rail operations; create new public open space and riverbank enhancement opportunities; improve access to and along the Willamette River; and enhance the development potential of the 'Thunderbird' site."** **Reference:** Volume 1 (pg. 37)	**Amend this policy to remove elements that are duplicative of Willamette River Policies 4.LD-1 Lloyd urban riverfront, 4.LD-2 Public trails, and 4.LD-3 Watershed health and native species recovery.**	Amend policy: **Regional Center Policy 1.LD-4 Union Pacific alignment.** Support relocation of the Union Pacific rail tracks to improve freight and passenger rail operations~~; create new public open space and riverbank enhancement opportunities; improve access to and along the Willamette River; and enhance the development potential of the 'Thunderbird' site~~."	• In addition to reducing policy redundancy, this amendment retains policy support for Lloyd District action TR72: Work with property owners to confirm the benefits and feasibility of straightening the "s curve" in the Union Pacific rail tracks for freight and passenger rail operations. Options pursued should prioritize maintaining the development potential of the "Thunderbird" site.	☐	☐ Support staff rec. ☐ Other

Attachment 1: Proposed family compatible housing and services policies and actions

New Policies

Policy 2.7 Family-compatible housing. Encourage the development of housing projects and units that are compatible with the needs of families with children.

Policy 2.8 Family supportive services. Provide and create access to public schools, parks, daycare facilities, playgrounds, community centers, libraries, and other essential services needed to sustain families in the Central City.

New Actions – Listed for reference here. See Action Decision Table.

The North Pearl District Plan (NPDP) and CC2035 Quadrant Plans included a number of objectives addressing the development of housing and essential services that serve the growing number of families with children. To ensure this direction is included in the Adopted Central City 2035 Plan, staff proposes 5 new actions addressing the need for public school facilities, public recreation facilities, and housing that would meet the needs of residents of all ages and income levels, including families with children.

<u>Public Schools</u>

New Action 1: Support PPS in the redevelopment of Lincoln High School and including the development of new K-8th grade facilities to serve the significant growth of families with children living in the Central City.

Timeline: Next 5 years
Implementers: **BPS**, PPS, PDC

<u>Public Parks and Recreation</u>

New Action 2: Develop a community center that offers access to a range of services for residentis of all ages and abilities in the Central City.

Timeline Next 5 years
Implementers: **PPR**

New Action 3: When public parks are created and upgraded in the Central City, explore opportunities to include recreation facilities and play grounds to promote active living and human health.

Timeline Ongoing
Implementers: **PPR**

<u>Housing Diversity</u>

New Action 4: Encourage the development of affordable family housing projects with two-bedroom units or larger that are compatible with the needs of families with children at all income levels.

Timeline: Ongoing
Implementers: **BPS**, **PHB**, PDC, Private

New Action 5: Establish and maintain a publicly accessible system as a way to track and report on housing diversity and development in the Central City. The system must capture the number and type of all housing units created, the percent that are affordable and at what percent of MFI. Use this data to produce annual report to the Planning and Sustainability Commission and Portland City Council.

Timeline: Next 5 years
Implementers: **BDS, PHB, BPS**

Bureau of Planning and Sustainability
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MEMO I revised

DATE: January 13, 2016

TO: Planning and Sustainability Commission

FROM: Rachael Hoy, Senior Planner

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table I: Miscellaneous Code and Map Amendments, Part 2**

This memorandum contains BPS staff-recommended revisions to various Zoning Code sections in the Proposed Draft Central City 2035 Plan. Items I4 and I5 are carried over from Decision Packet I, Part 1.

Changes from the proposed draft are highlighted:

I4: 33.510.220.B: The ground floor windows regulations are amended to exclude display windows as elements that meet the window requirements and to clarify that windows into parking, mechanical and utility areas do not qualify.

33.510.220 Ground Floor Windows

A. [no change]

B. **Ground floor windows.** ~~**Major remodeling projects.** In the RX, CX, and EX zones, all major remodeling projects must also meet the ground floor window standard of the base zone, or the option below.~~ The following ground floor window standards apply to new development and major remodels in the RX, CX and EX zones. To meet the standards, ground floor windows must be windows that allow views into work areas or lobbies~~,~~ or be windows in pedestrian entrances~~, or be display windows set into the wall~~. Windows into storage, vehicle or bicycle parking, garbage and recycling, mechanical and utility areas, and display cases attached to outside walls, do not qualify. The bottom of the windows of nonresidential spaces must be no more than 4 feet above the finished grade: […]

I5: 33.510.225: The ground floor active use area regulations are amended to: 1) clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas and, 2) state that the active use areas need to be developed at the time of construction.

33.510.225 Ground Floor Active Uses

A. Purpose. The ground floor active use standards are intended to reinforce the continuity of pedestrian-active ground-level building uses. The standards are also intended to help maintain a healthy urban district through the interrelationship of ground-floor building occupancy and street level accessible public uses and activities. The standards are also intended to encourage a transit-supportive and pedestrian-oriented environment that is safe, active with uses, and comfortable for residents, visitors, and others. Active uses include but are not limited to: lobbies, retail, ~~residential,~~ commercial, and office, but do not include storage, vehicle and bicycle parking, garbage and recycling, or mechanical and utility areas.

B. Sites and development subject to the ground floor active use standards. The ~~G~~ground floor active use standards apply to new development and major remodels on sites with frontage on a street ~~areas are~~ shown on Map 510-9.~~7 at the end of this chapter. On identified sites, all new development and all major remodeling projects must meet the standard below.~~

C. Ground floor active use standards.

1. Dwelling units are prohibited on the ground floor.

2. Buildings must be designed and constructed to accommodate uses such as those listed in Subsection A.~~, above.~~ Areas designed to accommodate these uses ~~may~~ must be developed at the time of construction~~, or may be designed for later conversion to active uses~~. This standard must be met along at least 50 percent of the ground floor of walls that front onto a sidewalk, plaza, or other public open space.

   Areas designed to accommodate active uses must meet the following standards:

   ~~1~~a. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;

   ~~2~~b. The area must be at least 25 feet deep, measured from the street-facing facade;

   ~~3~~c. The area may be designed to accommodate a single tenant or multiple tenants. In either case, the area must meet the standards of the Accessibility Chapter of the State of Oregon Structural Specialty Code. This code is administered by BDS; and

   ~~4~~d. The street-facing facade must include windows and doors~~, or be structurally designed so doors and windows can be added when the space is converted to active building uses~~.

Decision Table I. Miscellaneous Code and Map Amendments – Carryover from January 10, 2017

The topics in this table are regarding ground floor active uses.

Contents of Decision Packet I:

- Decision Table I
- Memo I

Items Marked for Discussion:

Items I4 and I5

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I4 and **Memo I (Jan 10 PSC Packet)**	20324	BDS Staff	Ground Floor Windows	Ground floor windows are required in the Central City. Generally, 40% to 60% of the ground level wall area on street-facing facades must be glazed. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.220.B, p. 139	1. Remove display window as acceptable elements to meet Ground Floor Window standard. An applicant may still request a display case and it could be considered through a Modification but should not be allowed outright. 2. Add mechanical rooms and bicycle parking to list of uses that do not qualify behind Ground Floor Windows.	**Proposed Amendment:** 1. Remove "display windows set into the wall" from the first paragraph. 2. Add mechanical rooms and bicycle parking to the list of items that do not qualify behind ground floor windows. **See Memo I: Miscellaneous Code and Map Amendments, Part 2, for code language.**	1. The ground floor window standard currently states that windows must allow views into work areas or lobbies, be windows in pedestrian entrances, or be display windows set into the wall. Staff believes that display windows often result in minimal activation of the ground floor. To ensure that they activate the ground floor, staff would prefer that these situations be reviewed through a modification. 2. Staff believes the list of elements that do not qualify for uses behind a window should be expanded to include mechanical and utility areas and bike and vehicle parking. These are not truly active spaces and BDS has indicated that these elements are often requested.	☒	☐ Support staff rec. ☐ Other
I5 and **Memo I (Jan 10 PSC Packet)**	20324	BDS Staff	Ground Floor Active Uses	New development and major remodels are required to have ground floors of buildings constructed such that they can accommodate active uses, e.g. lobbies, retail, and offices. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.225, p. 147.	1. Add language from ground floor windows standard clarifying which uses are NOT allowed in these active use areas [e.g. storage, utility room, parking, etc.] 2. Ground Floor Active Use requirement must be built now, not designed for later. Strike "or may be designed for later conversation to active uses" in section 33.510.225 C2.	**Proposed Amendment:** 1. Amend the purpose statement to clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas. 2. Require active use areas to be developed at the time of construction. **See Memo I: Miscellaneous Code and Map Amendments, Part 2, for code language**	1. Staff proposes to amend the purpose statement of the ground floor active use standard because the statement talks about allowed uses. The active use standard itself provides the required dimensions for the space. 2. In the standard, BPS staff agrees that spaces must be built to meet specifications at the time of development. See attached memo for proposed code edits.	☒	☐ Support staff rec. ☐ Other

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MEMO

DATE: **January 13, 2017**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Work Session on January 24, 2017**

The attached packet includes a set of decision tables and memos that staff will walk you through at the work session on January 24, 2017. As you will note, the packet includes a number of items that were on the January 10, agenda but you asked us to defer to future meetings. The topics on this work session agenda include a Cost Analysis, Green Buildings (ecoroofs and bird safe glazing), policy amendments including some related to family compatibility, and part one of a set of amendments related to the bonus and transfer system. See the draft agenda on page 2.

All of the materials for the work session are posted on the BPS website except for the Cost Analysis memo which will be posted later next week.

The decision tables referenced in the agenda indicate which items are currently tagged for PSC discussion. Items are tagged either because a PSC member has indicated that they want to talk about it or staff would like to discuss it with the PSC. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are on the table but not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last work session, we will ask the PSC to vote on all of the volumes as a package.

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Draft Agenda

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Cover letter/Agenda	Cover 1-2
45 min	Cost Analysis	Memo O (Not yet enclosed)	n/a
45 min	Green Buildings • Presentation • **Discussion items carried over: E3, E5**	Decision Table E: Carryover Items Memo E3 Memo E5 and Attachments, A, B, C	E1 – E2 Memo E3 (5 pgs) Memo E5 (7 pgs)
15 min	Policies (and related actions) • Presentation • **Discussion items: P1**	Decision Table P Memo P	P1-P5 Memo P 1-3
20 min	Actions • Presentation • **No discussion items**	Decision Table R	R1 – R7
15 min	FAR • Presentation • **Discussion item carried over: K11**	Decision Table K: Carryover Items	K1
20 min	Miscellaneous Code and Map Amendments • Presentation • **Discussion items carried over: I4, I5**	Decision Table I: Carryover Items Memo I, Revised	I1 Memo I 1-2
20 min	Bonus and Transfers, Part 1 • Presentation • **Discussion items: Q6**	Decision Table Q	Q1-Q4
-	Adjourn	-	-

Portland Planning and Sustainability Commission
January 10, 2017
12:30 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach (arrived 12:43 p.m.), Andre' Baugh, Mike Houck, Katie Larsell, Gary Oxman (arrived 1:45 p.m.), Michelle Rudd, Chris Smith, Eli Spevak

Commissioners Absent: Katherine Schultz, Teresa St Martin, Maggie Tallmadge

City Staff Presenting: Joe Zehnder, Sallie Edmunds, Rachael Hoy, Mindy Brooks, Debbie Bischoff, Nicolas Starin, Troy Doss, Alisa Kane, Jeff Caudill; Mauricio Leclerc (PBOT); Mike Abbate (PP&R); Jim Owens (Parks Board)

Vice Chair Baugh called the meeting to order at 12:33 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Vice Chair Baugh* reminded the PSC members of the DOZA Subcommittee: *Commissioner Schultz* will chair the group with member commissioners *Houck, St Martin, Spevak* and *Oxman*. They will provide updates to all commissioners during the Items of Interest section of upcoming meetings.

Consent Agenda

Consideration of Minutes from December 13, 2016 PSC meeting.

Commissioner Smith moved to approve the Consent Agenda. *Commissioner Bachrach* seconded.

The Consent Agenda was approved with an aye vote.
(Y6 — Baugh, Houck, Larsell, Rudd, Smith, Spevak)

Vote for PSC Officers

Commissioner Smith noted the proposal is to maintain the current officer slate until April: *Katherine Schultz* as Chair; *Chris Smith* and *Andre Baugh* as Vice Chairs.

Commissioner Larsell proposed maintaining the current officer slate. *Commissioner Rudd* seconded.

(Y6 — Baugh, Houck, Larsell, Rudd, Smith, Spevak)

Central City 2035 Plan

Work Session: Sallie Edmunds, Rachael Hoy, Mindy Brooks, Debbie Bischoff, Nicolas Starin, Troy Doss, Alisa Kane, Jeff Caudill; Mauricio Leclerc (PBOT); Mike Abbate (PP&R); Jim Owens (Parks Board)

Vice Chair Baugh noted the updated Work Session agenda and asked if commissioners have items they'd like to have discussions on that are not included on this memo. [none]

Sallie introduced today's work session. We currently have four more meetings on the PSC calendar to work through the remaining CC2035 items.

Commissioner Houck mentioned the green building items were noted to be discussed on January 22 but they are here on today's agenda.

- They are up for discussion on January 24, aside from the low carbon discussion, which we'll have today.

If there are additional items you'd like to talk about today or as a future item, please let us know. M1 is one that *Commissioner Houck* has already noted he'd like to raise at a future meeting.

TSP Amendments: Street Classifications & Projects
Mauricio walked through the presentation, and particularly highlighted Item J5. Many comments we received about the TSP were from bicycle advocates. The amendment packet also addresses technical amendments and changes we've made.

Mauricio highlighted the amendment made to 11th and 12th avenues to reflect what's in the current Bicycle Master Plan… from a Major City Bikeway to a City Bikeway. Upon analysis and reviewing the definitions, Major is supposed to be like a backbone, while bikeways are for access to significant destinations. 7th Ave is a better fit to be a Major City Bikeway, as opposed to 11th/12th, which dead end at Lloyd Center.

Commissioner Smith gave an overview of the overall set of classifications. We generally got to lots of agreement about Central City bikeways. This Stage 2 TSP work is setting homework for PBOT staff to bring forward in Stage 3 to think more about Major City Bikeways. A good solution was not found for a north-south connection in Goose Hollow, unless or until we can take over 18th/19th.

The last disagreement was this particular pair in Northeast. There is a concern about 7th, which is good going to Killingsworth if Council goes for that, and the bridge will be there. But it is also the Green Loop, and we're not sure if 7th can be a good facility for people both for Green Loop and through-movement paces of cycling.

Commissioner Spevak noted he bikes these routes daily and likes staff's approach to this. 11th becomes a bit complicated where it jogs to get on the Hawthorne Bridge.

Commissioner Houck is pleased to see reference to the Green Loop throughout this conversation and referred to.

Vice Chair Baugh thanked Mauricio for his work on budgeting and this work.

Commissioners gave a nod of approval to move forward with the TSP amendments aside from item J3, which will be discussed at a future meeting.

Miscellaneous Code & Map Amendments
Nicholas highlighted Item I20, the proposed a 60 percent ground floor window requirement facing open areas. This is proposed to help activate parks and open spaces and increase public safety. Staff's approach is to modify the existing ground floor window requirement for street facing facade in chapter 33.510.220 and Map 510-8.

The Proposed map on shows the streets along which buildings must have windows that cover 60 percent of ground level wall area. Most other streets have a 40 percent ground floor window requirement.

Staff's proposed revised map adds all of the Central City's parks and open spaces. Buildings facing these spaces would also need to meet the 60 percent ground floor window requirement.

Commissioner Spevak asked about the overall what's include or not in the 60 or 40 percent.

- The two carry-over items, I4 and I5, will be when we discuss ground floor building requirements and what qualifies.

Commissioners gave a nod of approval to move forward with this item.

Items I27 and *I28*
Debbie introduced the topic (Additional Uses in the Open Space Zone presentation) for activation of public spaces. This provision implements CC2035 Plan's big ideas and policy framework for activation of public spaces to serve residents, employees and visitors in a way that enhances the urban environment and balances different goals for livability and vibrancy. Overall, supporters want to see parks and plazas enlivened with a variety of activities.

The revised recommendation allows the potential for a limited amount of retail on all OS zoned properties in the Central City. The amount is based on the size of the size of the site.

The revised retail in open space code provides greater flexibility for retail structures. However, it is unlikely that every open space site will have retail development.

The code language maintains that retail uses must be desirable to support park users and activate the park. Restaurants or recreation-oriented retail are the likely uses that will locate at these open spaces.

Public input will happen in parks planning processes and with the ongoing Design Review requirement to ensure the public is aware of and can contribute toward a positive outcome. These efforts will also ensure that new development fits in with the park and local neighborhood context.

Mike Abbate, PP&R Director, and Jim Owens, representing the Parks Board, provided input. Director Abbate gave thanks to BPS staff, whom we've been collaborating with over the past couple of months. The Parks Board has given this matter great consideration. We're requesting more flexibility for how and where retail is possible in Central City parks. Existing code is restrictive and not in alignment with other cities around the country. Tools to activate parks are incredibly important, and we want to have as many tools as possible without prohibition. Retail or a commercial use could be a tool to activate park use. There are many controls on the use of retail outside the Zoning Code. The Parks Board has a specific goal and view of equity issues. Retail does provide benefits in certain places. The proposed changes are balanced, reasonable and appropriate, particularly given our current very restrictive code.

Jim Owens, Parks Board member, noted the board spent lots of time on this issue. We are generally not inclined to promote retail uses in parks, but it is different in the Central City. He highlighted the recommendations in the memo from the Parks Board. These recommendations are very limited, solely for the Central City. We were challenged in representing these recommendations. We arrived at our recommendations because the functions of parks in the Central City are different than from other parts of the city, and they're often difficult to manage. Retail use needs to be a good fit and have a community benefit associated with it, and it can't restrict access to parks. These are our key recommendations.

Commissioner Houck noted his concerns. There is a tendency throughout the country to want to fill open spaces. An example is the Central Park in New York; the park would be totally covered with retail and commercial uses if all requests were implemented. I am supportive of these items based on the testimony I've heard. I'm glad to hear this is only the Central City at this point. Food carts are a good option as well. Robust public involvement and Design Commission review makes me feel more comfortable about these code amendments.

Commissioner Spevak is also supportive of these amendments. There is opportunity to differentiate between urban and natural area parks. Now that we're allowing to build, is there some overlay that we could use to do retail in a piece of a park (e.g. at Pier Park)?

Commissioner Rudd: How do I overlay this with uses such as Saturday Market and festivals at Tom McCall Park?

- Saturday Market is a temporary use, and so it's not covered by this. Under these changes, Tom McCall Park would be allowed to have some more permanent uses, but we do a Master Plan for a parcel. It's more about the use. Revenue stays in PP&R, which is about 30 percent of PP&R's budget.

Vice Chair Baugh is very supportive of this proposal, particularly the highlight of equitable use for all users. I do have the similar concern for larger parks outside the Central City and how we preserve some land for natural purposes.

Commissioner Rudd: If we talk about outside the Central City, I have more concerns about existing commercial spaces and their losing business.

Commissioner Houck: I appreciate the director and board members coming in to talk with us.

Commissioners gave a nod of approval to move forward with items I27 and I28. Items I4 and I5 will be discussed at a future meeting.

Green Buildings
Rachael noted Decision Packet E, Green Buildings. Today we are looking at E1, the low-carbon building standard. This requires LEED Gold registration. We received some public testimony, mostly requesting we look at other programs aside from LEED.

Alisa highlighted the other green building certifications that are well-known in our marketplace: Earth Advantage; Green Globes; and the Living Building Challenge. We've decided to add these certifications and the authority to add other certifications via Admin Rules as other certifications come on board.

Commissioner Houck: This is in reference only to low-carbon related issues, right? I know LEED moved in the direction to pay more attention to the impact of buildings on the surrounding area as well.

- These all have certain benchmarks, particularly around energy use. But they do include other points such as transportation. LEED recognizes ecoroofs and bird-safe in their certification requirements. This is specific for low-carbon certification.

Commissioner Rudd: Can you elaborate on registration versus certification?

- In all cases, you have to register and pay a fee. This indicates intent. We have chosen just registration because these certifications have energy requirements over and above the state-wide code, and we can't require above that. Between 2008 and 2015, 90 percent of the square footage in the Central City has been LEED certified.

Commissioner Bachrach: I'm concerned about this program, which I voiced the last time the issue came up. The development community is largely already trying to qualify for these programs, so I'm wondering: if we're already successfully capturing most of our development, why are we mandating something that is already working? Also, these are all private sector businesses that market their certifications. I don't think this is appropriate for the City to mandate people pay to these vendors. We can't legally require a developer to go through the program, but we're now saying they have to pay a certification company.

- *Commissioner Spevak* noted the usefulness of certification. One option would be for the City to create its own standards, which would be very difficult. The City can lean on other systems and outsource some of the standard-setting that these 3rd party certifiers have been working on for years.

Commissioner Spevak had a concern that we were steering developers to just LEED, but I'm happy that we're now expanding the certification options.

Commissioner Rudd: I agree that it feels weird we're requiring to have someone do something but not requiring them to complete the certification.

- The developer signs a form that they will register and do their due diligence in implementing low-carbon measures.

Commissioner Smith: To the issue of the named list, have we considered a set of criteria for the certification that would be acceptable?

- Admin Rules would give the Director authority to add or remove to the list.

Vice Chair Baugh noted the examples of government directing contractors and developers to the private sector in other circumstances. In this case, we're encouraging an activity by requiring registration, which I think is appropriate. When you register, do the certifiers follow up with the registrants to provide assistance and/or help?

- Yes, definitely. Green Globes gives a full suite of support. LEED gives access to its credits. Earth Advantage provides an adviser.

Commissioner Houck: So we're getting additional expertise to encourage people follow through. I see this as a great benefit.

The City requires City-owned buildings be built to LEED Gold standard. We looked at the landscape of buildings being built in the Central City and are now seeing new developers in the marketplace and potentially different intentions from new developers. We want to put this on the radar as it is important to the City as we're looking forward with this plan. We added Green Globes because they are local and want to help us do this work.

Commissioner Houck: I am more comfortable supporting this as more and more comes out about the rationale. Thank you.

Commissioners voted on items on the E memo.

(Y6 — Baugh, Houck, Larsell, Oxman, Smith, Spevak; N2 — Bachrach, Rudd)

Items on the E memo were approved, aside from items E3 and E5 that will be discussed at a future work session.

FAR Requests

Nicholas: As a brief reminder, FAR is floor area ratio… the amount of development that is allowed on a site, expressed as the ratio between the square footage of a site and the square footage of the building.

Commissioner Bachrach noted now that IH is in effect, we may want to think about these considerations.

- We will talk about this at a future work session.
- What we've discovered with the structure of IH, in the Central City it has different benefits and effects of feasibility based on your FAR. We will take a look and see if we propose moving from 4:1 to 5:1.

Overall the quadrant and CC2035 planning processes, did not propose a great number of changes to maximum floor area ratios.

There are a few areas that the in the south downtown area that the proposed draft identified as potentially appropriate increased FAR, that we did not include at that time, because we wanted to wait until the completion of transportation system modelling to be sure the network could accommodate those potential increases:

K3 is the area south of Mill St. between 4th and Broadway along the south transit mall extension.

- This currently has an FAR of 6:1, and staff is proposing to raise this to 9:1.

- This area is proposed for an increase in height from 125' to 460' through bonuses.

K4 is the area south of the new Lincoln station on MAX orange line, primarily PSU's University Point site and the American Plaza Towers.

- Currently has an FAR of 2:1, the proposed draft raised this to 4:1, we received testimony from PSU requesting an increase to 6:1.

K5 is a smaller parcel just to the north of Lincoln Station.

- This currently has an FAR of 2:1, the proposed draft raised this to 4:1, we received testimony from the property owner to increase the FAR to 6:1.

Staff supports these increases in FAR. The potential for denser mixed use development in this area is supported by high levels of transit service and other urban infrastructure and will help accommodate the Central City's forecasted share of housing and employment growth.

Commissioner Oxman: You had mentioned in K3 the proposed height is 460 feet. Is this an amended height?

- This is in the proposed draft. Existing height is 125 feet.

Vice Chair Baugh: The change in FAR affects the affordable housing component. How does this affect the bonus question?

- Part of what we'll discuss is the rationale for changing it and making sure if works with the new Inclusionary Housing (IH) code.
- The proposals today show an increase to base FAR. If they trigger IH, they would get an additional 3:1 on top of this.

Commissioner Rudd: These are significant increases. Is this somehow highlighted when this goes to Council so the public sees these changes?

- The proposals were discussed in the commentary in the Proposed Draft and noted we'd do modeling, which we've now done.
- We will post a summary of significant changes we've made between drafts as well.

Commissioners gave a nod of approval to move forward with items K3, K4, K5. We will discuss item K11 at a future meeting.

Zoning Requests

Troy gave an overview of the requests in Packet L; none were pulled for discussion today.

Commissioner Bachrach: How are we tracking our goals for housing requirements?

- We exceeded them significantly in some locations and are matching or are on goal in other areas. Housing is still a hot marketing in the Central City.

Commissioner Oxman: CX produces more than RX. Why?

- There are fewer limitations, without even urban renewal or overlay zones being a requirement. This is particularly noticeable in the Central Eastside.

Commissioner Bachrach: Is it a location question versus regulatory or zoning? Why do we keep RX instead of just rezoning it to CX? What are regulations in RX that are discouraging to some developers, and why are they there?

- Yes, because it exists in various districts. We still find where those encumbrances aren't located, we see more housing in terms of number of projects and number of units / density per project. It doesn't correlate to height or FAR necessarily either.
- There are some parts of the West End and Goose Hollow that would prefer RX to keep commercial development out.
- It does allow for some ground floor retail and office development, but in very small amounts.

Commissioners gave a nod of approval to move forward with these 7 zoning proposals in Packet L.

Miscellaneous River Amendments
Commissioner Rudd recused herself from this part of the discussion.

Packet M.
Mindy noted this is the geography of the River Overlay Zone. She provided an overview of the memo. The code has grey highlighted text (we discussed at the last work session) and yellow (amendments that correspond to decision table M).

Major new amendments include:
- Exemptions for maintenance, repair and replacement of existing structures.
- Exemption for soil amendments prior to installing landscaping.
- Clarifications for landscaping in the e-zone.
- Clarifications for river-related uses.
- There are also lots of little typos, renumbering, minor edits throughout.

Commissioner Houck asked about M1, which he brought up to staff with concern before. I understand there is some difference of opinion between BPS and BES staff. I would appreciate the two bureaus coming back on this particular issue. I understand existing regulations allow for replacement of existing structures, but if we have changes being made, we have an opportunity to take care of issues that 20 or 30 issues weren't addressed. Regarding the 50-foot setback, I think this is below the bare minimum to improve conditions on the river. But I know we have limited opportunities to increase this in the Central City. I want to acknowledge that in the South and North reaches, regarding the setbacks, we should have different policies than in the Central Reach.

Commissioners gave a nod of approval to move forward with items in this package aside from item M1.

Tree Amendments
Packet N
Jeff gave a review of the approach and methodology used in developing the tree canopy target for the Central City. Canopy targets will be adopted by resolution and, as such, will not be binding. But they do establish the long-term goal for tree canopy over the next 20 years.

Commissioner Houck supports all this predicated on the Urban Forest Management Plan being where we address lots of these issues. I'm particularly pleased with the addition of the 5-year evaluation so we can observe change over time. And I'm happy to hear BPS will work to look at the ROW and opportunities to increase canopy in the Central City.

N6 is a huge policy issue that I hope we can get more aggressive about. Trees need to be recognized as legitimate capital expenditures so we can have a better way to protect and manage trees over time.

Vice Chair Baugh asked about the low figure/range for South Waterfront in terms of canopy. I would have thought it would have been at a much higher percentage.
- This is one of the largest ranges, which is a result of the uncertainty of what the development on the larger parcels will be. This is more of a representation of uncertainty with the large spread, not necessarily about South Waterfront itself.
- *Commissioner Houck:* If you look at that place now, all the trees planted in front of the existing development are willows. They won't provide the large canopy we'd like to see citywide, so the functionality of this canopy will be much less than larger trees.

Commissioner Oxman is less concerned about the large range than the Pearl District being lower than this range. What can we do in the shorter run to correct this?

- South Waterfront has its own design that is unique to the area. It is starting relatively low. In terms of what we can do, commercial and industrial lands are exempt, but we could change this requirement earlier (which isn't in the plan right now).
- *Commissioner Houck:* I'm hopeful Title 11 (Trees) additional work will provide an opportunity to correct this as well.

Commissioners gave a nod of approval to move forward with items in decision table N.

Next Steps
Our next discussion will be on January 24 including some carry-over items and other green building items.

Adjourn
Vice Chair Baugh adjourned the meeting at 2:38 p.m.

Submitted by Julie Ocken

Decision Table N: Tree Canopy

Tree canopy within the Central City is addressed in a variety of areas within the Central City 2035 Plan, including policies, actions, and a section of Volume 5 devoted to establishing tree canopy targets. The tree canopy targets will be adopted by resolution and will serve as a foundation for the City's tree-related policies and programs moving forward. The decision table below highlights testimony received related to trees.

Two other tree-related items were raised in testimony and will be addressed at the January 24, 2017, work session.

- *Master Plan Code: Tree standard in Section L., Open Area Requirement.*
- *Bonus and Transfers: Potential for bonuses and/or incentives for tree preservation*

Contents of Decision Packet N: Tree Canopy

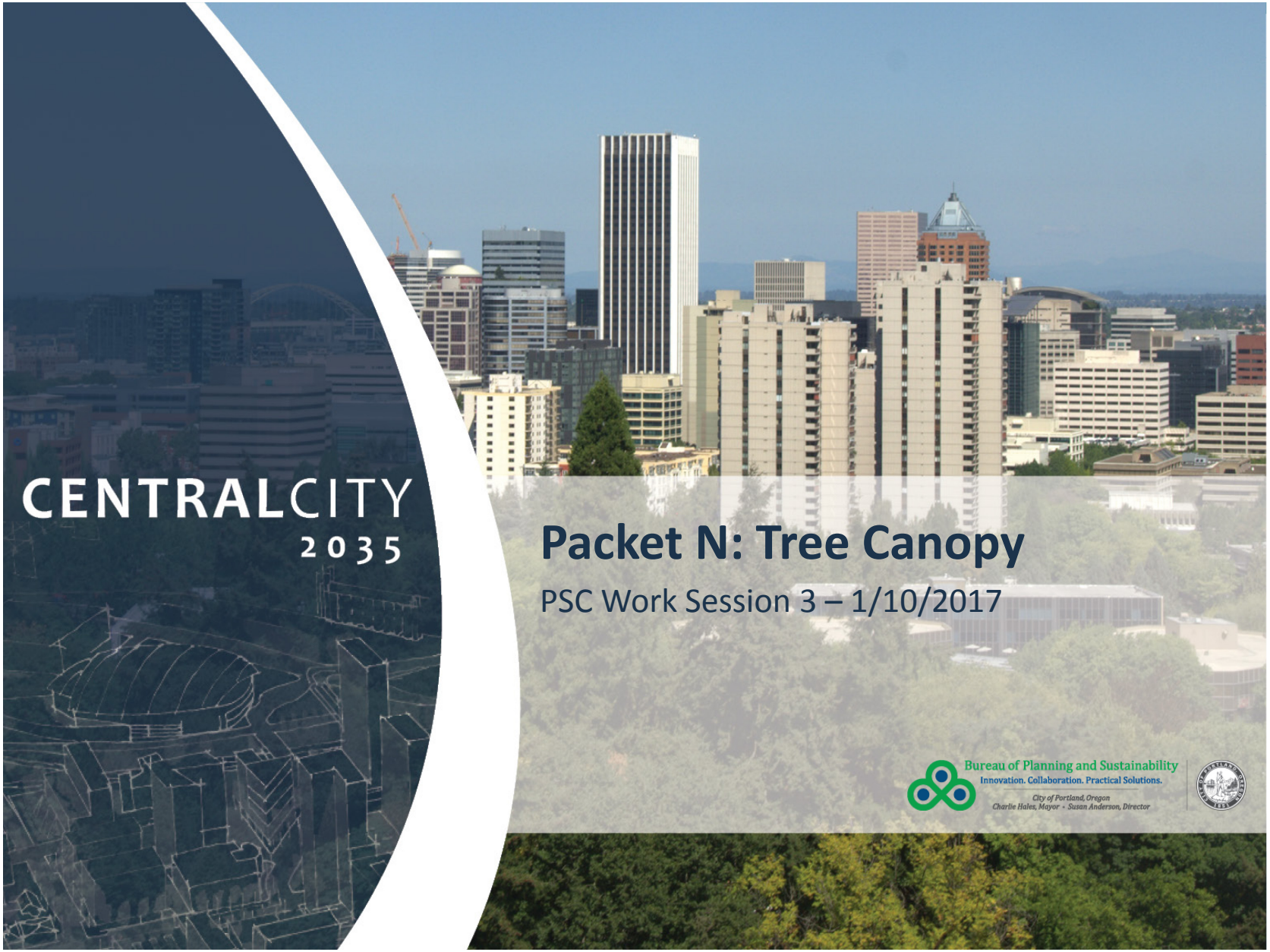
- Decision Table N

Items Marked for Discussion:

None

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
N1	20339 20846 20901	Mark Bello Mike Abbate Scott Fogarty, on behalf of Friends of Trees	Environmental health/ecosystem-based methodology for tree canopy targets	**Tree canopy target methodology** identifies locations of future tree canopy, including taxlots, rights-of-way, and parks, and calculates potential canopy changes based on unique assumptions for each location type.	Use environmental health/ ecosystem services-based methodology to determine needed tree canopy (i.e. based on health benefits, heat island effect reduction, etc.) in the Central City.	**Add sentence to the Introduction section (page 38): "The City should continue to explore creative ways to add canopy so that optimal canopy levels can be met, potentially exceeding what is targeted in this plan and feasible under today's current conditions. Tree canopy will continue to serve an important function in addressing pressing issues like climate change, heat island effect, and air pollution. The existing Urban Forestry Management Plan will be updated by Parks and Recreation in the next several years and will explore ways to achieve appropriate canopy in the Central City and throughout the rest of the city. "**	Though this is a potential approach to be used in the future, agreement on the foundations for such a methodology is not well-established. Application of this framework/methodology should be evaluated for future projects.	☐	☐ Support staff rec. ☐ Other
N2	20688 20710	Bob Sallinger, on behalf of Audubon Society of Portland Urban Forestry Commission	Monitor progress on tree policies over the life of the plan	**The Proposed Plan does not include a specific goal or action** to monitor the impact of tree policies over time.	Incorporate a goal of developing a methodology to test the impact of tree-related policies and regulations over the life of the plan.	**Add new action item: "Evaluate progress toward tree canopy targets by assessing existing tree canopy every five years and monitoring change in total canopy over time. Revisit tree canopy targets, as necessary."**	It is important to monitor progress toward the tree canopy targets over the life of the plan and revisit the assumptions, policies, and regulations underlying the targets, as needed. Adding an action item will ensure this monitoring is conducted.	☐	☐ Support staff rec. ☐ Other
N3	20688 20710 20901	Bob Sallinger, on behalf of Audubon Society of Portland Urban Forestry Commission Scott Fogarty, on behalf of Friends of Trees	Require landscaped setbacks	**Proposed Draft includes optional landscaped setbacks along select streets in the Central City.**	Require landscaped building setbacks, at minimum along Flexible Streets and the Green Loop.	**Retain Proposed Draft.**	Setbacks along the Park Blocks are proposed as a part of the Recommended Draft. No other required setbacks expected. BPS is working with our bureau partners to identify approaches to increase space for trees – especially larger form trees – within the ROW as a part of the Urban Design street typology project.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
N4	20688 20710	Bob Sallinger, on behalf of Audubon Society of Portland Urban Forestry Commission	Subsurface soil volumes under sidewalks	**The Proposed Draft encourages the provision of increased subsurface soil volumes**	Establish a new code section requiring incorporation of adequate subsurface soil volumes for trees as a part of development and infrastructure projects.	**Retain Proposed Draft.**	Incorporation of subsurface soil volumes are encouraged in conjunction with development projects and infrastructure improvement projects in Policy 6.10.b. Requiring the provision of subsurface soil volumes would increase costs for sidewalk improvements as a part of development and infrastructure projects.	☐	☐ Support staff rec. ☐ Other
N5	20710 20924	Urban Forestry Commission Mary Vogel	Utility vaults/voids in the right-of-way	**The Proposed Draft assumes a portion of the right-of-way and sidewalk along the street frontage will be used for vaults/voids, driveways, and other needs.**	Limit vaults and voids that compete for space for street trees in the future.	**Retain Proposed Draft.**	The competition between street trees and utility vaults/voids, driveways, and other needs is a recognized issue. BPS will be working with other bureau partners to address this concern as a part of the ongoing Street Typology effort.	☐	☐ Support staff rec. ☐ Other
N6	20688 20710	Bob Sallinger, on behalf of Audubon Society of Portland Urban Forestry Commission	Trees in streetscape improvements	**A number of policies and actions** address incorporating green infrastructure or greenery, which may include trees, into streetscape improvements.	Add language in appropriate sections of the plan to ensure incorporation of trees into capital funding, design, and construction of streetscape improvements.	**Retain Proposed Draft.**	Although incorporation of trees is desirable and will be done whenever possible, trees are not appropriate in all streetscape. Existing Title 11 requirements address street trees. The language in the plan allows the necessary design flexibility for future streetscapes.	☐	☐ Support staff rec. ☐ Other
N7	20688 20710	Bob Sallinger, on behalf of Audubon Society of Portland Urban Forestry Commission	Future tree canopy in parks	**The role of tree canopy in parks and public spaces is recognized in the plan.**	Add policy and/or action recognizing new City parks as a source of future tree canopy.	**Retain Proposed Draft.**	Policy 6.9, Strategic tree canopy enhancements, states "Plant trees on tax lots, in parks and public spaces, and along rights-of-way, throughout the Central City to meet urban forestry and other Central City goals…" Most subdistricts are expected to increase tree canopy in parks. Specific design of new parks will depend on PP&R determination of need and site characteristics.	☐	☐ Support staff rec. ☐ Other
N8	20688 20710	Bob Sallinger, on behalf of Audubon Society of Portland Urban Forestry Commission	Public/private partnerships for tree maintenance	**Policy 6.12, City Investment in Street Trees,** identifies public/private partnerships as a potential option for tree maintenance in the future.	Include action calling for development of public/private partnerships to sponsor maintenance of street trees.	**Retain Proposed Draft.**	Staff is interested in investigating innovative approaches to tree maintenance to increase tree canopy in the Central City and citywide. Public/private partnerships are one option to meet that goal.	☐	☐ Support staff rec. ☐ Other
N9		BDS Staff	Update to Title 11 Table 40-1	**New River Overlay proposed in the plan.**	Add row for the new River Overlay Zones to Title 11 Table 40-1, Tree Removal in Overlay Zones and Plan Districts.	**Add River Overlay Zones to Title 11.**	All other relevant overlay zones are included in Table 40-1. River Overlay should be included.	☐	☐ Support staff rec. ☐ Other


CENTRALCITY
2035
Packet N: Tree Canopy
PSC Work Session 3 – 1/10/2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

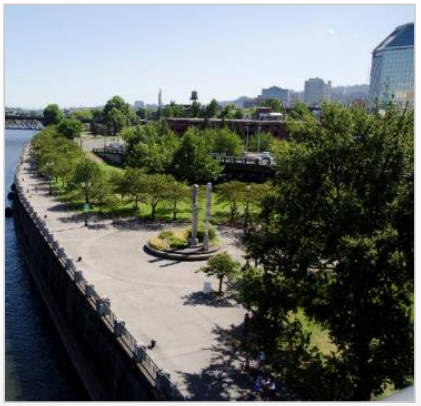
Overview

Brief review of tree canopy target methodology & results

Summary of testimony received

A few notes

- No items marked for discussion
- Tree canopy targets adopted by resolution





Existing Tree Canopy Targets

Urban Forestry Management Plan (2004)

- 10-15% - commercial/industrial/institutional
- 35-40% - residential
- 30% - parks
- 35% - ROW

Portland Plan (2012)

- 33% - citywide
- 10-15% - Central City/industrial
- 20-25% - residential



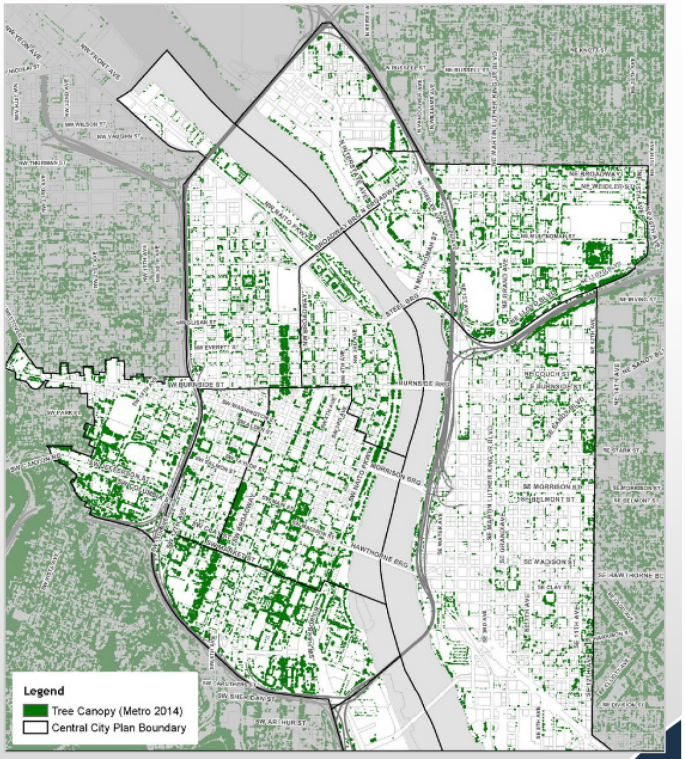


CC2035 Tree Canopy Targets - Approach

Calculated existing tree canopy using GIS & LiDAR data

Targets based on projected tree canopy resulting from CC2035 policies & programs

Developed collaboratively with PP&R, BES, & PBOT



CC2035 Tree Canopy Targets - Components

Factored in

- Development of BLI lots
- Street trees
- Streetscape improvements on Green Loop, Boulevards & “Flexible” Streets
- Optional building setbacks
- Master Plan sites
- Parks
- Expanded river setback
- Riverbank enhancements







CC2035 Tree Canopy Targets

CC Subdistrict	Existing tree canopy	CC2035 Plan Future Tree Canopy Targets (% of area) Range
Central Eastside	7.5%	8.7 – 10.3%
Lloyd District	15.9%	15.6 – 18.4%
Lower Albina	6.1%	7.1 – 7.3%
Downtown	20.4%	21.8 – 23.4%
Goose Hollow	21.2%	19.7 – 22.1%
Old Town/Chinatown	16.7%	17.4 – 18.8%
Pearl District	10.4%	20.7 – 23.7%
S Downtown/Univ	24.3%	22.1 – 25.5%
S Waterfront	9.1%	14.2 – 26.7%
West End	15.5%	19.1 – 20.2%
Central City Total	**13.5%**	**15.3 – 18.1%**

CC2035 Tree Canopy - Testimony Highlights

Process

- Monitor progress toward targets
- Utilize alternative environmental health/ecosystem services approach to determine targets

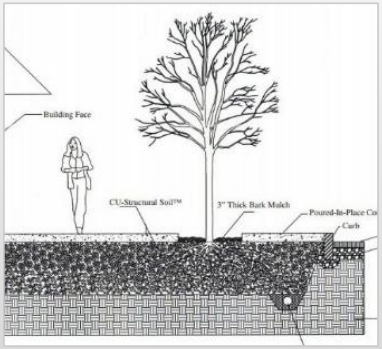


CC2035 Tree Canopy - Testimony Highlights

Streetscape

- Require landscaped setbacks & additional soil
- Limit private utility vaults in the ROW
- Prioritize trees in streetscape improvements







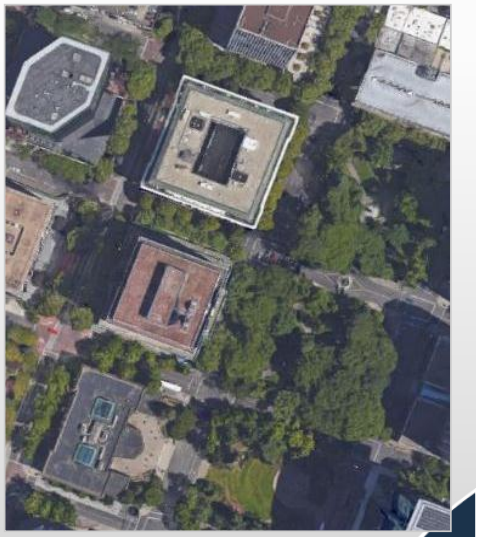
CC2035 Tree Canopy - Testimony Highlights

And stay tuned for…

- Increase tree requirement in Master Plan Code

- Provide bonuses/other incentives for tree preservation





Decision Table M: Willamette River – Miscellaneous Code Amendments Part 1

This table contains all remaining edits to Proposed Draft Volume 2A, Part 2, code section 33.475. Generally, the edits include:

- *Changes to the exemptions for maintenance/repair/replacement of structures below ordinary high water, new signs and soil amendments;*
- *Clarifications regarding landscaping disturbance areas;*
- *Clarifications to river-related uses associated with marine passenger docks; and*
- *Other minor edits.*

Contents of Decision Packet x:

- Decision Table M
- Memo M

Items Marked for PSC Discussion:

None

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M1 and **Memo Page 6**	20885	Susie Lahsene, Port of Portland	Existing Development in the River Environmental Overlay Zone	**Zoning code 33.475.040.B.2.d exempts maintenance, alterations, repair and replacement of existing development and structures** located above the ordinary high water mark from the river environmental overlay zone regulations. Development and structures below the ordinary high water mark are not exempted.	Allow as an exemption, the replacement of piles, which are located below ordinary high water.	**Proposed amendment to allow maintenance, alterations, repair and replacement of existing development and structure located both above and below the ordinary high water mark.**	This is consistent with the regulations throughout the rest of the City and the existing Greenway, which allow all existing development and structures to be maintained, repaired and replaced.	☐	☐ Support staff rec. ☐ Other
M2 and **Memo Page 8 And Page 54**	20324	Staci Monroe, BDS	Landscaping Standards	**Zoning code 33.475.040.B.2.f** exempts removal of structure and debris, application of soil amendments and placement of temporary erosion measure that are required by the landscaping standard, 33.475.220.	The code is not clear that the actions are exempt only when done as part of meeting the landscaping standard.	**Proposed amendment to:** **1. Move the application of soil amendment to a standard in the river environmental overlay zone subsection, 33.475.440;** **2. Retain the exemption for structures and debris only if above the ordinary high water mark; and** **3. Move installation of temporary erosion control to a separate exemption.**	1. Applying soil to amend the quality of the planting medium in the river environmental overlay zone will be reviewed through a plan check. Qualifications, copied from the landscaping standard, such as depth of medium and when the applications can occur (e.g., not when the ground is frozen) are be added. 2. Removal of structures and debris above OHWM in the river e-zone will improve the quality of the natural resources. 3. Temporary erosion control is necessary for many reasons to prevent erosion and sediment leaving the site and entering the water.	☐	☐ Support staff rec. ☐ Other
M3 and **Memo Page 8**	20324	Staci Monroe, BDS	Exemption for Structures on Docks	**Zoning code 33.475.040.B.2.j** exempts structures located on an existing dock, wharf or pier including on any gangway that provides access to the dock, wharf or pier.	The code is not clear if this applies to new or existing structures.	**Proposed amended to clarify that the exemption applies to new or alternations to existing structures.**	The intent of the code was to allow new and alternations to existing structures on existing wharf, docks and piers; however, the code was not clear.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M4 and **Memo Page 12**	20324	Staci Monroe, BDS	Planting Disturbance Areas	**Zoning code 33.475.040.B.2.o and .p exempt some development from the new River Environmental overlay zone requirements, provided disturbance areas are replanted to the standards of 33.475.220.** **Zoning code 33.475.220** is the landscaping standard that applies to the land riverward of the river setback.	1. Exemptions refer to 33.475.220 for replanting of temporary disturbance areas, but if that area is more than 50 ft landward of the top-of-bank there is no planting requirement? 2. Be consistent between the exemptions with regards to what plant is required. Some require replanting to 33.475.220 and others just require replanting to previous conditions.	**1. Proposed amendments to the exemptions that require temporary disturbance areas more 100 square feet in size to meet the landscaping standards of Table 475-1 if within the river setback, and the subarea 3 standards of Table 475-1 if outside of the river setback.** **2. Proposed amended to the exemptions to require that temporary disturbance areas less than 100 square feet in size must be planted with three shrubs and seeded with a grass/forbs mix.**	1. The subarea 3 requirements are intended to be compatible with Central City urban development and visibility and safety related to the Greenway Trail. The requirement is for tree densities equal to that of the other subareas and ground cover, but no shrub cover is required in subarea 3. 2. Typically, when there is ground disturbance that is exempt from the River Environmental overlay zone requirements, then any temporary disturbance must be replanted to meet the landscaping standards of Table 475-1. However, when the exemption specifies that the temporary disturbance be less than 100 square feet, then the landscaping standards of Table 475-1 cannot be met if the applicant chooses to plant a medium or large size tree. Therefore, for temporary disturbances that are required to be less than 100 square feet, the applicant may plant the area with shrubs and seed with grasses and forbs; no trees are required.	☐	☐ Support staff rec. ☐ Other
M5 and **Memo Page 12**	20885	Susie Lahsene, Port of Portland	Signs in the River Environmental Overlay Zone	**Zoning code 33.475.040.B.2 does not exempt signs from the regulations of the River Environmental overlay zone.**	Allow signs, including navigation markers and warning signs, in the river.	**Proposed amendment to exempt signs from the River Environmental overlay zone regulations.**	This is consistent with the existing Greenway regulations, which exempts signs. Signs are important for wayfinding along the Greenway Trail, information about resource enhancement projects, stormwater facilities, river navigation and public safety.	☐	☐ Support staff rec. ☐ Other
M6 and **Memo Page 14**	20324	Staci Monroe, BDS	Contamination Clean Up	**Zoning code 33.475.040.C** explains when the regulations of 33.475.500, Removal or Remediation of Hazardous Substances, apply. 33.475.500 applies to actions to remove or remediate hazardous substances that have been approved or selected under Oregon or federal clean up law.	Clarify that 33.475.500 only applies to the portion of the site where the removal or remediation action is being performed. Outside of that area, the rest of the site is subject to the other regulations of the chapter including 33.475.220, landscaping standards.	**Proposed amendment to clarify that the regulations of 33.475.500 only apply within the portions of the site where clean up actions are proposed.** Outside of the removal and remediation areas, all other relevant regulations and procedures of 33.475 apply.	It was always the intent that 33.475.500 would apply strictly to the area where clean-up actions are being performed. This amendment clarifies that intent.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M7 and **Memo Page 14**	20324	Staci Monroe, BDS	Property Line Adjustments	**Zoning code 33.475.050** addresses property line adjustments such that this action does not result in a property that is in more than one river overlay zone, unless the second overlay is in the River Environmental overlay zone.	1. Clarify if this is a standard or regulation. 2. Clarify if an adjustment is allowed. 3. Move this to a different location in the code. It's odd placement between exemption and permit requirements. Why not place it in the development standards section, like how 33.430 has standards for PLAs?	**Proposed amendment to code subsection to clarify that adjustments are prohibited and move it to 33.475.260.** The subsection would relocate from the chapter's General section to the River General Overlay Zone section.	1. It makes sense to clarify that adjustments are prohibited with property line adjustments. The goal of this regulation is not to create properties along the river without river frontage. 2. It also makes sense to move the code subsection out of the General section and into the River General Overlay Zone development standards section, since this would apply to all properties in the Central Reach (Map 475-1).	☐	☐ Support staff rec. ☐ Other
M8 and **Memo Page 14**	20324	Staci Monroe, BDS	Site Plan – Existing Conditions	**Zoning code 33.475.060.B.1 is the information required to be shown on the existing conditions site plan.** *(Note – In the PSC Amended Proposed Draft, .060 is now .050.)*	1. Add top of bank 2. Change 3" tree to 6" tree. There are no standards or exemptions to apply to 3" trees. If keeping 3" trees in this section, please add commentary to explain.	1. **Proposed amendment to add showing the top of bank** on the existing conditions site plan. 2. **Proposed amendments to require trees 1.5 inches** in diameter or larger to be shown on the site plan.	1. Adding the top of bank to the existing conditions requirement addresses a clerical error. 2. The second amendment reflects the decision by PSC at the November work session to require replacement of trees 1.5 inches or larger in diameter.	☐	☐ Support staff rec. ☐ Other
M9 and **Memo Page 22**		BPS	River-Related	**Zoning code 33.475.215 limits the size of development for river-related uses associated with a marine passenger dock.**		**Proposed amendment to update the purpose statement** to be clear that the size limitation within the river setback is only for river-related associated with a marine passenger dock and reason for limitation.	River-related development is typically allowed in the river setback. This limitation is specific to development associated with a marine passenger dock. The intent is to make sure that river setback is not dominated by a structure and that there is room for river-dependent uses, natural resources, recreation and public access.	☐	☐ Support staff rec. ☐ Other
M10 and **Memo Page 32**	20324	Staci Monroe, BDS	Exterior Lighting	**Zoning Code 33.475.230.C requirements do not apply to Tom McCall Waterfront Park or public rights-of-way.** However, the list of where exterior lights are allowed states both the park and rights-of-way.	Remove a and b from the list of where exterior lights are allowed	**Proposed amendments to rewrite this standard to be clear where exterior lighting is and is not allowed and where it is exempt from the standard.**	The amendment clarifies the standard and removes duplication under 33.475.230. C.1. As Governor Tom McCall Waterfront Park and public rights-of-way are exempt from this requirement per the beginning statement under 33.475.230.C.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M11 and **Memo Page 38**	20324	Staci Monroe, BDS		**Zoning code 33.475.440.B is the standards for new utilities and upgrades to existing utilities including stormwater conveyance facilities.**	This section is unclear. A semi-colon or other punctuation needed in the sentence to break up what new utility line includes. If it is all inclusive, then the standards below should be simplified to just refer to new utility line. • New utility line is listed in both standard 1 and 2 so it is unclear where the disturbance area is allowed. • Why would a new public utility line be limited to 10-foot wide disturbance area but an upgrade would be allowed to disturb a 15 feet area. The pipe width could be the same. • Does standard 3 only apply to a new line but not an upgrade? Shouldn't all lines be limited? • Standard 5 disturbance areas – if they extend beyond 50 feet from top of bank, how does 33.475.220 Landscaping get applied? If the landscaping regulations of 33.475.220 apply anyway, why is this standard needed? • Should standard 6 also include exempting B.5?	**Proposed amendments to:** **1. Clarify that the standards apply to both new and upgrades to existing utilities including stormwater facilities.** **2. Simplify the standard by allowing the disturbance area to be no more than 15 feet wide.** **3. Simplify that the disturbance area needs to be above top-of-bank.** 4. **Update the landscaping requirements to specify that the subarea 3 standards apply outside of the river setback.**	These amendments do not change the intent of the standard. They clarify the standard and make it more workable for staff performing a plan check. The one substantive change is to simplify the standard by making the disturbance area for any utility line (private, public, new or upgrade) 15 feet in width.	☐	☐ Support staff rec. ☐ Other
M12 and **Memo Page 42**	20324 20701 20846	Staci Monroe, BDS Michael Jordan, BES Mike Abbate, PPR		**Zoning Code 33.475.440.E is the standards for trails.** Trails must be setback 10 feet from the top of bank of the Willamette River or a stream and 30 feet from a wetland or other water body.	Setback distance to a wetland is listed in both standard E.1 and E.2. Please clarify which setback distance(s) should be used.	**Proposed amendment to delete a wetland or other water body from E.1 and maintain both in the standard for E.2.**	The Greenway Trail is allowed to be located nearer to streams than other types of disturbance in the river environmental overlay zone. This is to facilitate completion of the Greenway Trail in the Central City.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M13 and **Memo Page 42-44**	20324	Staci Monroe, BDS	Landscaping Requirements in the River Environmental Overlay Zone	**Zoning codes 33.475.440.E, E, F, and G are standards for trails, public viewing areas, view corridors and resource enhancement.** All four require that temporary disturbance areas be planted to meet the landscaping standards of 33.475.220.	All have a standard to plant temporary disturbance areas to meet 33.475.220. Not clear what to apply if the temporary disturbance area extends beyond 50 feet from top of bank. If these sites are already subject to the landscaping standards, area these standards necessary?	**Proposed amendments to the standards to require that temporary disturbance areas meet the landscaping standards of Table 475-1 if within the river setback, and the subarea 3 standards of Table 475-1 if outside of the river setback.**	The subarea 3 requirements are intended to be compatible with upland, Central City urban development and visibility and safety related to the Greenway Trail. The requirement is for tree densities equal to that of the other subareas and ground cover, but no shrub cover is required in subarea 3.	☐	☐ Support staff rec. ☐ Other
M14 and **Memo Page 44**	20324	Staci Monroe, BDS	Site Investigative Work	**Zoning code 33.475.440.H provides standards for site investigative work that is temporary and doesn't disturb more than 100 square feet of ground.** Zoning Code 33.475.040.B.2.r is an exemption that is written nearly the same as the standard.	What does "site investigative work mean? Test pits and access? Please clarify.	1. **Proposed amendment to 33.475.440.H to clarify that site investigative work includes test pits and that the disturbance limitation is per test pit or monitoring station**. 2. **Proposed amendment to 33.475.040.B.2.r to deleted this exemption.**	1. Test pits may be dug to test for soil contamination or cultural resources or other investigative work. 2. The exemption is duplicative and has nearly the same requirements. The standard requires a plan check to make sure the actions meet the requirements.	☐	☐ Support staff rec. ☐ Other
M15 and **Memo Page 52**		BPS	Mitigation Standards	**Zoning code 33.475.440.K.7 requires that for larger mitigation sites a diversity of trees and shrubs to be planted.**	Simplify the requirement and make it consistent with the landscaping standards.	**Proposed amendment to replace the current diversity standards with the 33.475.220.D landscaping requirement for plant diversity**	The proposed mitigation planting standard says if more than 10 trees are used then no more than 50% of the trees can be the same species and no more than 25% of the total plants may be the same genus. The proposed landscaping standard requires that for planting areas over 600 square feet, at least two different tree species and sizes and three different shrub species be used. Both result in at least two different tree species being used. However the landscaping standard approach is much more simple to implement.	☐	☐ Support staff rec. ☐ Other
M16 and **Memo Page 56-60**		BPS	Correcting Violations	**Zoning code 33.475.450.B.2 provides options for correcting violations of this chapter.** The remedy is to plant the disturbed area with one tree, six shrubs and eight other ground cover plants for every 200 square feet.	Make consistent with landscaping, resource enhancement and mitigation standards.	**Proposed amendment to make correcting violations consistent with the landscaping, resource enhancement and mitigation standards.**	Unlike other sections of this chapter, the option does not reference the landscaping planting options that allow flexibility for choosing planting density based on tree size.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
M17 and **Memo Page 62**	20324 20701	Staci Monroe, BDS Michael Jordan, BES	Contamination Clean Up	**Zoning code 33.475.500.E states that a supplemental site plan is required to receive a determination letter from the city.**	Remove the reference to "determining substantial conformance with standards", as these are not standards, they are regulations.	**Proposed amendment to remove E.**	The intent of this code section is to consolidate the substantive requirements of the River Environmental overlay zone. This is to make it easier for the Oregon Department of Environmental Quality to determine if an applicant is meeting the substantive requirements of the local jurisdiction, and is therefore exempt from local land use procedures. The City of Portland does not have a formal role in the process between ODEQ and the applicant. Per 33.475.500.C.2 if an applicant wants to obtain a permit, they may elect to do so even if otherwise exempted by the state.	☐	☐ Support staff rec. ☐ Other
M18 and **Memo Page 62**		BPS	Contamination Clean Up	**Zoning code 33.475.500.F.1.b.[3] and Table 475-4 specifies the planting requirements for contamination clean-up actions.**	Make the standards for planting consistent with the landscaping, resource enhancement and mitigation standards throughout the rest of the Chapter	**Proposed amendments to:** **1. Update Table 475-4 to be consistent with Table 475-3 for planting density.** **2. Update [3] to be consistent with other standards for planting density.**	These amendments simply make this section consistent with other sections of the Chapter.	☐	☐ Support staff rec. ☐ Other
M19	20324	Staci Monroe, BDS BPS	33.475 Typos		Multiple typos and clerical errors throughout 33.475.	**Proposed amendments to fix typos and clerical errors.**		☐	☐ Support staff rec. ☐ Other
M**20**		BPS	33.475 Commentary		Update the commentary.	**Proposed amendments to make the commentary consistent with amended zoning code.**		☐	

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

MEMO

DATE: December 28, 2016

TO: Planning and Sustainability Commission

FROM: Mindy Brooks, City Planner, Central City 2035

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment to Decision Table M: Willamette River – Miscellaneous Code Amendments**

Amendments to Proposed Draft CC2035 Volume 2A, Part 2, zoning code chapter 33.475 based on public testimony and requests from the Planning and Sustainability Commission. The amendments are shown in two highlighted colors that correspond with decision tables summarizing the amendments:

- Gray highlighted text shows amendments approved by the PSC on November 16, 2016. Those amendments were summarized in Decision Table G – Willamette River: Environment and Decision Table H – Willamette River: Open Space and Development.
- Yellow highlighted text identifies new amendments summarized in Decision Table M – Willamette River: Miscellaneous Code Amendments. These amendments are the subject of the January 10, 2017 PSC work session.

At the PSC work session, staff will be asking the commissioners to approve all of the amendments to 33.475 because the amendments are easier to understand when set in context of the entire code chapter. This zoning code chapter will come back to PSC with the full CC2035 package for a final vote in the spring.

City of Portland, Oregon | Bureau of Planning and Sustainability | www.portlandoregon.gov/bps
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Commentary

Chapter 33.475 is a new chapter and is not underlined for ease of reading

New Chapter 33.475 River Overlay Zones

This new chapter establishes the development regulations for sites within the Willamette Greenway boundary in the Central Reach, except for sites within the South Waterfront Subdistrict and sites zoned industrial. The City is updating the *Willamette Greenway Plan* (1988) for the Central Reach as part of the Central City 2035 Plan. Volume 1 of the proposed draft contains the policy framework for this regulatory update. Overall, it calls for a multifunctional river and riverfront area with a broad array of uses and functions that promote, protect, and enhance opportunities for recreation, commerce, natural resources, transportation and scenic appreciation in the urban center of our city.

The greenway regulations for the South Waterfront Subdistrict are found in 33.510.253. In the future, as river planning for the North and South reaches is completed, Chapter 475 will be updated specifically for those areas and will replace Chapter 440 Greenway Overlay Zones in its entirety. Industrially zoned sites will be included in the update of the industrial North Reach ~~Plan that focuses on the working harbor industrial district.~~ because ~~C~~central Reach sites zoned industrial share common characteristics with those in the North Reach.

River ~~O~~overlay ~~Z~~zones replaces Greenway ~~O~~overlay ~~Z~~zones' terminology of 33.440. In the Central Reach, the applicable river overlay zones are River General and River Environmental.

33.475 River Overlay Zones

475

Sections:

General
- 33.475.010 Purpose
- 33.475.020 River Overlay Zones
- 33.475.030 Where These Regulations Apply
- 33.475.040 When These Regulations Apply
- ~~33.475.050 Property Line Adjustments~~
- 33.475.060 Supplemental Permit Application Requirements

River General Overlay Zone
- 33.475.200 Use Regulations
- 33.475.210 River Setback
- 33.475.215 Marine Passenger Docks ~~and Marine Passenger Terminals~~
- 33.475.220 Landscaping
- 33.475.230 Exterior Lighting
- 33.475.240 Public Viewpoints
- 33.475.250 Nonconforming Uses and Development
- 33.475.260 Property Line Adjustments

River Environmental Overlay Zone
- 33.475.400 Use Regulations
- 33.475.410 Environmental Report
- 33.475.420 Review Procedures
- 33.475.430 Prohibitions
- 33.475.440 Development Standards
- 33.475.450 Corrections to Violations of River Environmental Overlay Zone Development Standards

Clean Up of Contaminated Sites
- 33.475.500 Removal or Remediation of Hazardous Substances

Map 475-1 Central Reach River Overlay Boundary

Map 475-2 Willamette River Top of Bank

Map 475-3 Landscaping Requirements at Governor Tom McCall Waterfront Park and Public Beaches

Commentary

33.475.0~~2~~10.A. Purpose

The River General and River Environmental overlay zones exist or are proposed along all of the Greenway Boundary within the Central Reach. The River General overlay zone covers entire sites and includes develop<u>ment</u> standards for the river setback, landscaping and lighting. There are no use restrictions outside of the river setback area in the River General overlay zone. Instead~~,~~ the base zones govern~~s~~ the allowed uses including urban scale residential, commercial, mixed-use development and open space/recreation uses that bring people to the riverfront, meeting the purpose of the River General overlay zone.

The River Environmental overlay zone overlaps the River General overlay zone. The River Environmental overlay zone is applied to high or medium ranked riparian corridors and wildlife habitat as identified in the Central Reach Natural Resources Inventory. Those natural resources include the river, riverbank and riparian areas within at least 50 feet of the top of bank. The width of the riparian area may ~~vary~~ <u>be wider than 50 feet from the top of bank</u> depending on the natural resources present including floodplain and riparian vegetation ~~– it may be wider than 50 feet from top of bank~~. This is consistent with best available science, including Metro's Title 13 Nature in Neighborhoods Program and City of Portland's Natural Resources Inventory, which ~~has~~ documented that the absolute minimum width of a protected riparian corridor around rivers, streams and wetlands ~~s~~should be 50 feet. Low ranking resources are not included in the River Environmental overlay zone.

Federal regulations related to the floodway and floodplain may change in the near future and result in necessary changes to the requirements of this section.

33.475.020.B. Map Symbols

This subsection provides the map symbols for River General and River Environmental overlay zones. The River General overlay zone has a map symbol g* to differentiate it from the River General overlay zones that exist in the other reaches and outside of the boundary of these regulations in the Central Reach.

There are code section spaces between the River g* and River e regulations that are placeholders for the other river overlay zones that will be included in this chapter in the future. In the North and South reaches of the Willamette River, there are the River Industrial and River Recreational overlay zones. When the City updates the Willamette Greenway Plan for the North and South reaches, the regulations from 33.440 will be replaced by 33.475. The final 33.475 will ~~have~~ the following sections:

33.475.100 River Industrial Overlay Zone (future – not included)
33.475.200 River General Overlay Zone (included)
33.475.300 River Recreational Overlay Zone (future– not included)
33.475.400 River Environmental Overlay Zone (included)
33.475.500 Clean Up of Contaminated Sites (included)

The River Environmental overlay zone will be applied ~~in addition to sites~~ along with one of the other ~~R~~river ~~O~~overlay ~~Z~~zones. It is not a freestanding overlay zone.

33.475.010 Purpose

The River Overlay ~~Z~~zones generally promote the protection, conservation, restoration, enhancement and maintenance of the economic, natural, scenic, and recreational qualities of lands along the central reach of the Willamette River. This purpose is achieved by applying regulations that control development of land, change of use and intensification of use. The regulations reflect the desired character of the central reach of the Willamette River—a character that includes:

- A healthy river and watershed;
- A thriving riverfront with regional gathering spaces, active and passive recreational uses, maritime and commercial activities, and a welcoming mixed-use community; and
- Multi-modal access to, along and in the river.

The River Overlay Zones also implement the City's responsibilities under ORS 390.310 to 390.368.

33.475.020 River Overlay Zones

A. Purpose. The River Overlay ~~Z~~zones implement the land use pattern identified in the River Plan/Central Reach. There are two River Overlay ~~Z~~zones each with their own purpose:

1. River General. The River General overlay zone allows for uses and development that are consistent with the base zoning and allows for public use and enjoyment of the riverfront.

2. River Environmental. The River Environmental overlay zone protects, conserves and enhances important natural resource functions and values while allowing environmentally sensitive development. The purpose is to limit the impacts from development and vegetation maintenance on the natural resources and functional values contained within the overlay zone. The environmental regulations encourage flexibility and innovation in site planting and provide for development that is carefully designed to be sensitive to the site's protected resources. Mitigation is required for unavoidable impacts and is intended to have no net loss of natural resource features or functions over time. The River Environmental overlay zone applies to specific natural resource areas identified in a detailed study titled *Central Reach Natural Resources Protection Plan (2015)*. This overlay zone always applies in combination with one of the other River Overlay zones.

B. Map symbols. The River Overlay Zones are shown on the official zoning maps with the following symbols:

Overlay Zone	Map Symbol
River General	g*
River Environmental	e

Commentary

33.475.030 and 33.475.040 Where and When These Regulations Apply
These sections clarify where and when the regulations in this chapter apply to uses and development that occur on the land and in the water. Map 475-1 depicts the area within which the river overlay zones and regulations of this chapter apply in the Central Reach minus South Waterfront (see 33.510.253) and sites zoned industrial. The latter will continue to meet the regulations of 33.440 Greenway Overlay Zones until such time ~~that the North Reach Plan is~~ as new regulations are adopted and those new regulations apply.

33.475.040.B.2 Exemptions
Some development and activities that occur within the River Environmental overlay zone will be exempt from regulation. The activities that are exempt from the regulations are important for the continued operation of existing facilities ~~and they have little or no impact on resources or the activity is adequately regulated by a state or federal agency~~. Examples include operation, maintenance, repair and replacement of existing structures and improvements, alterations that do not change the footprint of a building, and placement of a certain number of piles and dolphins. The majority of the recommended exemptions mirror the levels of development and alteration that are currently exempt from the regulations of the Environmental ~~O~~overlay zones or are exempt from Greenway Review.

33.475.030 Where These Regulations Apply

The regulations of this chapter apply to the land and the water within the Central Reach portion of the Willamette Greenway Plan boundary shown on Map 475-1 and designated on the Official Zoning Maps with the River General (g*) and the River Environmental (e) overlay zones. The regulations of this chapter do not apply to the River General (g) overlay zone located within the Greenway Overlay z~~Z~~one~~s~~ boundary shown on Map 440-1. See Chapter 33.440, Greenway Overlay z~~Z~~ones for regulations that apply to the River General (g) overlay zone within the Greenway Overlay z~~Z~~one~~s~~ boundary.

33.475.040 When These Regulations Apply

A. River General Overlay Zone. The regulations in Sections 33.475.200 through 33.475.230 apply to any changes to land or development in the River General (g*) overlay zone including rights-of-way.

B. River Environmental Overlay Zone. The regulations in 33.475.400 through 33.475.450 apply in the River Environmental (e) overlay zone as follows:

1. Unless exempted by Paragraph B.2., the regulations apply to:
   a. Development;
   b. Removing, cutting, mowing, clearing, burning or poisoning native trees or plants*;*
   c. Changing topography, grading, excavation or filling; and
   b. Resource Enhancement.
2. Exemptions. The following items are exempt from the River Environmental overlay zone regulations:
   a. Change of ownership;
   b. Temporary emergency procedures necessary for the protection of life, health, safety, or property;
   c. Changes to the interior of a building where there are no exterior alterations;
   d. Operation, maintenance, alterations, repair, and replacement of existing structures, exterior improvements, irrigation system, stormwater facilities, non-potable water systems, roads, utilities, public trails and paths, public viewpoints, public interpretive facilities, and erosion control measures ~~that are located above the ordinary high water mark~~. Alterations, repair and replacement is not exempt whenever total square footage, building coverage or utility size is increased;

Commentary

33.475.040.B.2.e.

Under the current greenway regulations all dredging, channel maintenance and removal of gravel/materials from the river is exempt from greenway review. This narrows the exemption because dredging in or near shallow water and beaches could have significant detrimental impacts on the habitat that the shallow water provides. Beaches and shallow water play important roles in the life cycle of aquatic species, including salmon, and impacts to these areas should be avoided and ~~mitigated if the impacts can't be avoided~~. The exemption language allows dredging in the main federal navigation channel and dredging in waters more than 35 feet deep without having to meet development standards or go through River Review. Shallow water is identified as water between the ordinary high water mark (OHWM) ~~zero~~ and 20 feet below the OHWM. ~~deep, however u~~Using 35 feet as the trigger for review is appropriate because the area between 20 and 35 feet deep represents an area of concern where the impacts of dredging could affect the habitat in the ~~more~~ shallow water areas.

Maintenance dredging that occurs outside the main river channel ~~that~~ and has been approved by the U.S. Army Corps of Engineers will continue to be exempt from the River Environmental overlay zone regulations.

33.475.040.B.2.f

The River General overlay zone requires landscaping and that landscaping standard requires removal of structures and debris prior to planting vegetation. If the structures or debris are located above the ordinary high water mark (OHWM), then removal is exempt from the regulations of 33.475.400. If the structures or debris are located below the OHWM, then the regulations of 33.475.400 must be met.

~~**33.475.040.B.2.g.**~~

~~The River General overlay zone requires landscaping and that landscaping requires removal of structures and debris and amending the soil prior to planting vegetation. If the landscaping standard is met, then it is exempt from the River Environmental overlay zone requirements.~~

e. Dredging, channel maintenance, and the removal of materials from the river as follows:

(1) Dredging, channel maintenance, and the removal of material within the federal navigation channel.

(2) Dredging, channel maintenance, and the removal of materials outside the federal navigation channel as follows:

- Dredging and the removal of materials in waters that area 35 feet deep or deeper; or
- Channel, slip and berth maintenance that has been approved by the U.S. Army Corps of Engineers.

(3) The placement of dredged materials within the River Environmental overlay zone is not exempt.

f. Removal of structures and debris~~, application of soil amendments, placement of temporary erosion control measures, and planting of vegetation as required by 33.475.220 Landscaping Standards. Removal of structures is not exempt if the structure is~~ located above ~~below~~ the ordinary high water mark of the Willamette River, streams or drainageways or located within 30 feet of a wetland;

g. Installation of temporary erosion control measures;

~~g~~h. Alterations to buildings that do not change the building footprint and do not require adjustments to site-related development standards;

~~h~~i. Continued maintenance of existing gardens, lawns, and other planted areas, including the installation of new plants except those listed on the *Nuisance Plants List*;

~~i~~j. Changes to existing disturbance areas to accommodate outdoor activities such as events, play areas and gardens as long as plantings do not include plants on the *Nuisance Plants List* and no trees six or more inches in diameter are removed;

~~j~~k. ~~Structures~~ Development located on an existing dock, wharf, or pier. ~~including~~ A dock, wharf, or pier includes the ~~on any~~ gangway that provides access to the dock, wharf or pier;

Commentary

33.475.040.B.2.l

Removal of non-native vegetation with handheld equipment and thinning of small trees allows for basic maintenance to ensure survivability of native vegetation within the ~~r~~River ~~e~~Environmental overlay zone. Disturbance areas must be replanted to meet the landscaping standards of Table 475-1. Because the ~~r~~River ~~e~~Environmental overlay zone may extend landward of the river setback, outside of the river setback the subarea 3 landscaping standards apply. This will ensure a consistent approach to planting trees throughout the ~~r~~River ~~e~~Environmental overlay zone.

It is possible that after the thinning of trees and removal of non-native vegetation, the remaining vegetation already meets the landscaping standards of Table 475-1. In this situation, no additional planting is required.

33.475.040.B.2.~~l~~m

In the Central City maintenance of vegetation is needed to prevent invasive and non-native vegetation from taking over native vegetation. This exemption is intended to allow ~~light weight~~ lightweight equipment, such as a small utility vehicle with attachments to be used to maintain invasive vegetation. Equipment specifications will need to be available to demonstrate compliance with this exemption.

This allowance permits ~~light weight~~ lightweight utility vehicle use that is needed for efficient vegetation management without creating significant soil compaction. The ground pressure of no more than 7.5 psi was chosen based on a typical ~~light weight~~ lightweight utility vehicle's wheel to ground pressure. Small riding lawn mowers and augers for drilling planting holes are typical types of equipment that would be allowed, provided the wheel to ground pressure is no more than 7.5 psi. For a comparable ground pressure, a typical human footprint has a ground pressure of 8.7 to 11.6 psi.

~~k~~l. Removal or pruning of vegetation that is not listed as native on the *Portland Plant List* or trees 1.5 inches in diameter or smaller. The removal or pruning may not be done with equipment other than handheld equipment. Temporary disturbance located within and riverward of the river setback is replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1.

~~Removal and trimming of vegetation if the following are met:~~

~~(1) All vegetation removal activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site;~~

~~(2) The removal or trimming is conducted with handheld equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;~~

~~(3) Any temporary disturbance area is planted to meet the landscaping standards of 33.475.220; and~~

~~(4) The vegetation that is proposed for removal or trimming is one of the following:~~

- ~~Vegetation listed on the *Nuisance Plant List*;~~
- ~~Dead, dying or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or certificate arborist;~~
- ~~Vegetation located within a designated view corridor. Tree removal is not exempt. View corridors are shown on Map 480-1; or~~
- ~~Vegetation located within 10 feet of an existing structure. Tree removal is not exempt.~~

~~l~~m. Planting of native vegetation listed on the *Portland Plant List* when planted with hand held equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;

~~m~~n. Public street and sidewalk improvements meeting all of the following:

(1) Improvements must be within an existing public right-of-way used by truck or automobile traffic; and

(2) Streets and sidewalks must not exceed the minimum width standards of the Bureau of Transportation Engineering.

~~n~~o. Groundwater monitoring wells constructed to the standards of the Oregon Water Resources Department and water quality monitoring stations, where access is by foot only;

33.475.040.B.2.p and q

Typically, when ground disturbance is exempt from the River Environmental overlay zone requirements, temporary disturbances must be replanted to meet the landscaping standards of Table 475-1. However, when the exemption specifies that the temporary disturbance be less than 100 square feet in size, the landscaping standards of Table 475-1 cannot be met if the applicant chooses to plant a medium or large canopy tree. Therefore, for temporary disturbances required to be less than 100 square feet in size the applicant can replant the area with shrubs and seed with grasses and forbs; no trees are required.

~~o~~p. Installation of security cameras provided that no more than 100 square feet of ground surface is disturbed landward of top of bank, no ground is disturbed riverward of the top of bank, no native trees are ~~not~~ removed, and any disturbed area is planted with three shrubs per 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre ~~restored to pre-construction conditions~~;

~~p~~q. Utility service using a single utility pole or where no more than 100 square feet of grorund surface is disturbed landward of the top of bank, no ground is disturbed riverward of top of bank, ~~no more than 100 square feet of ground surface is disturbed landward of the top of bank of water bodies,~~ and disturbance area is planted with three shrubs per 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre ~~planted to meet the landscaping standards of 33.475.220~~;

~~q~~r. Utilities installed above or below developed portions of the public right-of-way, and stormwater management facilities within the public right-of-way so long as there is no ground disturbed riverward of top of bank;

~~r. Temporary site investigative work including soil tests, land surveys, groundwater and water quality monitoring stations when all of the following are met:~~

~~(1) The work is conducted using hand-held equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;~~

~~(2) The disturbance is temporary; and~~

~~(3) No trees are removed;~~

s. Signs;

~~s~~t. Installation of fencing in the following situations:

(1) Fencing on an existing paved surface;

(2) Fencing around stormwater facilities that meet the Stormwater Management Manual; or

(3) Temporary fencing to protect resource enhancement project planting areas, prevent access to hazardous material spill areas or contaminated sites, or to close off or control the use of illegal trails. The fence must be removed within five years;

~~t~~u. Installation of signage provided no trees over six inches in diameter are removed; and

~~u~~v. Removal of trash, provided that native vegetation is not removed or damaged. This includes removal of trash from the river bed, or from the water. Removal of trash does not include the removal or remediation of hazardous substances.

Commentary

33.475.040.C Removal or Remediation of Hazardous Substances

The requirements of 33.475.500 only apply in areas where the removal or remediation actions are implemented. Outside of the removal or remediation action areas, all other procedures and regulations of this Chapter, including the landscaping standards, must be met.

~~33.475.050 Property Line Adjustments~~

~~In the past, property line adjustments have been approved that resulted in eliminating river frontage. The proposed regulations ensure that property line adjustments do not create more than one river overlay zone on the site with the exception of the River Environmental overlay zone, which is intended to coincide with other river overlay zones. The river overlay zones each have a different purpose and use regulations. River 'g' overlay zone is the one exception since it does not have specific use regulations.~~

33.475.0650 Supplemental Permit Application Requirements

This section details the information required when a permit for development or exterior alteration is sought for sites within River Overlay ~~Z~~zones. The list has been updated from the Greenway Overlay Zones chapter, 33.440.345.

C. **Removal or Remediation of Hazardous Substances.** The regulations in 33.475.500 apply to actions to remove or remediate hazardous substances that have been approved or selected under Oregon or federal cleanup law. The regulations in 33.475.500 only apply to the portion(s) of the site where the removal or remediation actions will occur; other portions of the site outside of the removal or remediation area(s) must meet all other applicable regulations and procedural requirements of this chapter. Remedial actions within City rights of way and actions not approved or selected by a state or federal cleanup authority must meet all other applicable regulations and procedural requirements of this chapter and may not use 33.475.500. The applicant conducting the removal or remediation action may choose to meet ~~the regulations and procedural requirements of this chapter, or may choose to meet~~ the regulations of 33.475.500 or all other applicable regulations of this chapter.

~~**33.475.050 Property Line Adjustments**~~

~~Property Line Adjustments may not result in a property a property that is in more than one river overlay zone, unless the second overlay is the River Environmental overlay zone.~~

33.475.0650 Supplemental Permit Application Requirements

The following information is required when a permit for development or exterior alteration in the River Overlay Zones is reviewed for compliance with this chapter.

A. **Site Plan.** ~~A~~ Five copies of a site plan are required and at a scale between one inch to 50 feet and one inch to ten feet. ~~must be provided~~ Copies of the site plans must show the entire site, be drawn accurately to scale, must show all property lines with dimensions, a north arrow, and a date. Additional site plans that show only a portion of the site may also be submitted. ~~And~~ All copies must be suitable for reproduction on paper no smaller than 8.5 x 11 inches and no larger than 36 x 48 inches. ~~The scale of the drawing must be between 1 inch = 50 feet, and 1 inch = 10 feet.~~ Ground elevations must be shown by contour lines at 2-foot vertical intervals; and

B. **Information required.** The following information must be provided on the site plan in addition to the application requirements of 33.730.060. The information in paragraphs 1 and 2 must be submitted with permit application plans. Submission of the information in paragraph 3 is optional.

1. An existing conditions site plan including:

   a. Location of all base zone and overlay zone lines on the site;

   b. Location of the top of bank, river setback line and the landscaping sub areas;

   c. Outline of any existing development, including existing river bank stabilization treatments, stormwater treatment facilities, environmental enhancement or mitigation areas, and trails and paths;

   d. Extent of the 100-year floodplain;

   e. Trees, including the location of the trunk and crown cover, must be identified as follows:

Commentary

(1) The location, size and species of trees that are 1.5 ~~3~~ inches or greater in diameter that are within the area where ground disturbance or vegetation removal will occur, or have crown cover that overlaps that area, must be indicated on the site plan; and

(2) The area of canopy crown cover and species composition of trees located outside of and within 50 feet of the area where ground disturbance and vegetation removal will occur.

f~~r~~. Vegetation, other than trees, within the area where ground disturbance or vegetation removal will occur and within 50 feet of the area where ground disturbance and vegetation removal will occur. Vegetation may be shown as the area of cover with a list and percent cover of plant species present.

g. Topography shown by contour lines at 2 foot vertical contours in areas of slopes less than 10 percent and at 5 foot vertical contours in areas of slopes 10 percent or greater.

2. A proposed development or exterior alterations plan including:

a. Outline of the proposed project area, including:

(1) limits of the temporary and permanent disturbance areas, including equipment staging and maneuvering areas, ingress and egress areas and areas to be left undisturbed;

(2) areas of ground disturbance, stockpiling or grading;

(3) outfalls and river bank stabilization treatments;

(4) trails and paths;

(5) areas of vegetation to be left undisturbed including the root protection zone for trees;

(6) environmental enhancement or mitigation areas,

b. Location and size (cubic yards) of fill to be placed within the 100-year floodplain;

c. Location and description of all proposed erosion control measures;

d. Location and description of all proposed stormwater management facilities;

e. Location of proposed fencing~~,~~ and identification of where the fencing is temporary fencing and where it is permanent fencing ~~indicated with the fencing is temporary and permanent~~;

f. Location of exterior lighting; and

g. A landscaping plan indicating the size, species, and location of all vegetation to be planted.

3. Photographs of the site are not required but are encouraged to supplement the existing conditions site plan.

Commentary

33.475.210 River Setback

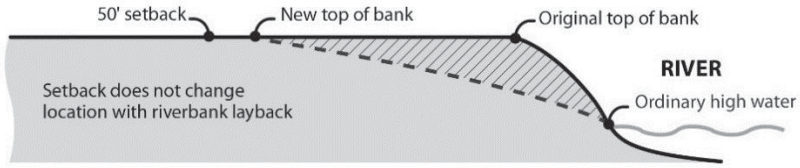
OAR 660-015-0005 and Statewide Planning Goal 15 require that a setback line be established to keep structures separated from the river. However, the requirement does not apply to "water-related or water-dependent uses". The existing greenway regulations require that development be setback 25 feet from the top of bank. The setback does not apply to development such as buildings and structures that are river-dependent and river-related development. The setback also does not apply to the Greenway Trail, viewing areas located at designated viewpoints, view corridors, hazardous material clean up or to natural resource enhancement or mitigation. The setback is 50 feet from the top of bank of the Willamette River ~~for~~ in the Central Reach for non-river dependent and river-related uses and development. One of the main goals of the River Plan/Central Reach is to provide enough space within the ~~R~~river ~~S~~setback for public recreation, natural resource protection and enhancement and other river related development and activities in the city's most urban section of riverfront. An expanded setback in the Central Reach helps fulfill the stated goals and policies of the CC2035 Plan for the Willamette River.

The setback is based on the location of the top of bank. A new top of bank map is included, which is based on Light Detection and Ranging (LIDAR) data. It is intended that applicants use the top of bank as mapped by the City or provide a surveyed top of bank based on the definition, Chapter 33.910, and measurements, Chapter 33.930. City staff plan to survey portions of this map and provide a refined map to the City Council.

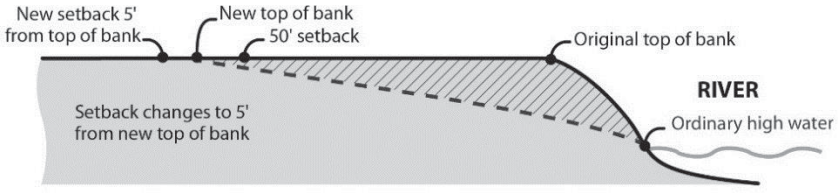
Best available science, including Metro's Title 13 Nature in Neighborhoods Program and City of Portland's Natural Resources Inventory, have documented that the absolute minimum area for protection of riparian corridors around rivers, streams and wetlands is 50 feet. A 50 foot setback that includes trails and other development does not meet the minimum requirement for protection of riparian corridors. However, due to the extent of existing development that already encroaches into the riparian corridor, as well as other Central City goals that encourage activation of and access to the Willamette River, a 50 foot setback is the maximum practical for the Central City. In other reaches of the Willamette River a wider setback that is more protective of the riparian corridor may be appropriate.

C. When the river bank is laid back to reduce the steepness, the location of the setback remains in its existing location unless laying the bank back creates a top-of-bank that is landward of the ~~existing~~ original setback. In that situation~~s~~ the new setback is 5 feet landward from the new top-of-bank. See examples below.

Example 1: The new top of bank is riverward of the original setback.



Example 2: The new top of bank is landward of the original setback, so a new setback is established 5 feet from top of bank.



River General Overlay Zone

33.475.200 Use Regulations

There are no special use restrictions in the River General overlay zone.

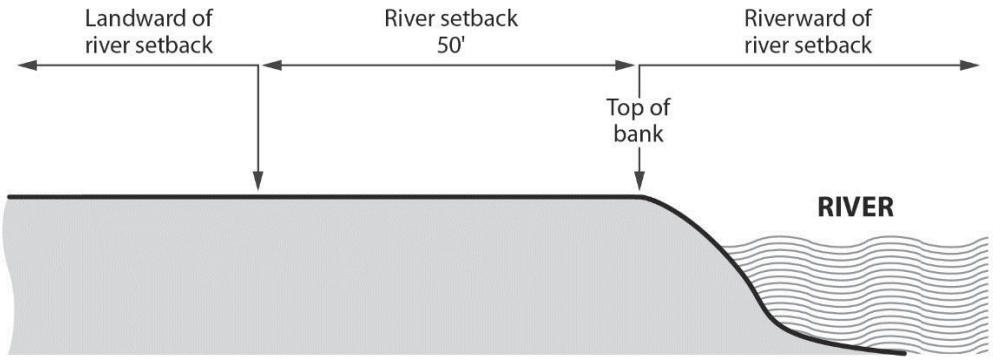
33.475.210 River Setback

A. Purpose. The purpose of the river setback is to keep structures separated from the river in areas where the land is not being reserved for river-dependent and river-related uses. Separating structures from the river facilitates protection, maintenance, restoration, preservation and enhancement of the natural, scenic, historic and recreational qualities of the Willamette River in the Central Reach by reserving space for the conservation and enhancement of natural vegetation and the opportunity for public access. In addition, OAR 660-015-0005 requires the establishment of a setback line.

B. General. The requirements of this section focus on whether the development is river-dependent or river-related. The focus is not on the primary use of the land. For example in the River General overlay zone, a marine transportation terminal is a river-dependent primary use, but not all development associated with the terminal is river-dependent. The dock is river-dependent, but the parking lot and offices are not.

C. The river setback. The river setback extends from the top of the bank to a point 50 feet landward of the top of the bank. See Figure 475-1. Top of bank is shown on Map 475-2, or is determined as described in 33.910.030, Definitions, and 33.930.150, Measuring Top of Bank. Where alteration to the river bank carried out to meet 33.475.440.G results in the top of bank shifting landward, the applicant may choose to measure the setback from the original top of bank. When this occurs, a survey of the original top of bank line and new top of bank line must be submitted for verification that the top of bank has been measured according to the standard in 33.930.150, Measuring Top of Bank, and then recorded with the County recorder. ~~See Figure 475-2.~~ In all cases the setback line must be at least 5 feet landward of the new top of bank line. ~~See Figure 475-3.~~

Figure 475-1
River Setback



Commentary

~~**33.475.210.D. River Setback Standards**~~

33.475.210.E Encroachment into the setback.

One of the main goals of the River Plan/Central Reach is to provide flexibility for property owners in the Central City to expand and redevelop on site. This standard allows non-river-dependent and non-river-related development to encroach up to 5 feet into the ~~R~~river ~~S~~setback as long as the setback is enlarged an amount equal to the square footage of the encroachment. The regulations also stipulate that at no point can development encroach closer than 45 feet from top of bank. Staff does not recommend further encroachment into the river setback due to the importance of retaining as much of a 50 foot setback as possible to provide space for public access and recreation and environmental protection and enhancement.

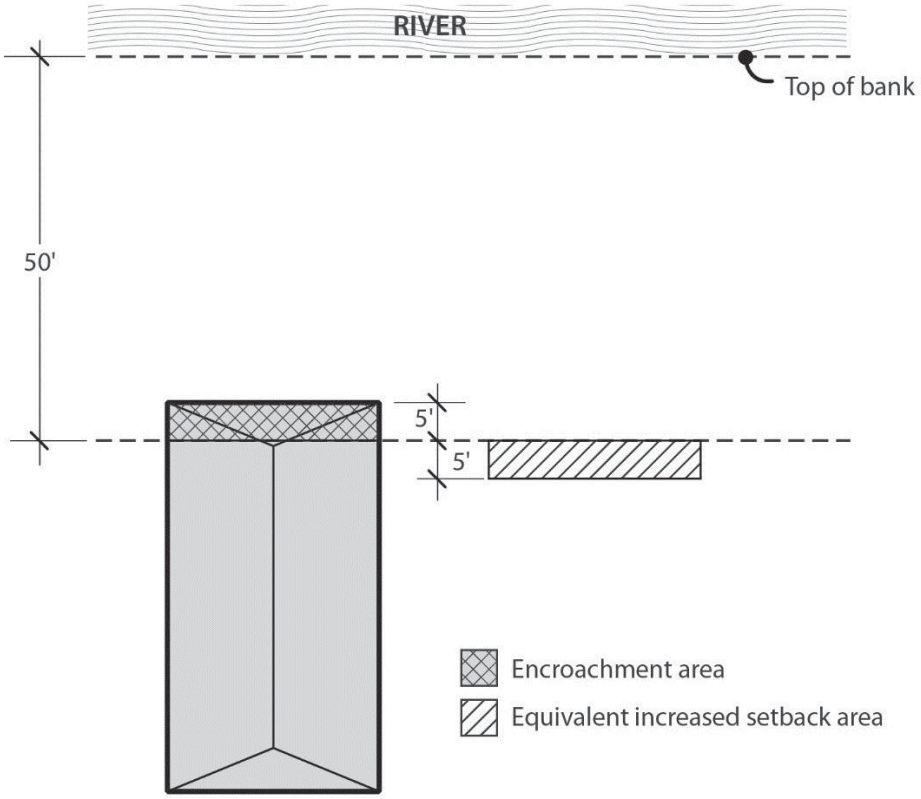
D. River setback standards.

1. Development landward of the river setback. Development, exterior alterations, excavations, and fills landward of the river setback are not required to be river-dependent or river-related.

2. Development within or riverward of the river setback. Development, exterior alterations, excavations, and fills within or riverward of the river setback must be river-dependent or river-related. Development, exterior alterations, excavations, or fills that are not river-dependent or river-related are allowed within or riverward of the river setback only if it meets 33.475.210.E, Encroachment into the setback, or is approved through River Review and a Greenway Goal Exception.

E. Encroachment into the setback. Development that is not river-dependent or river-related may encroach up to 5 feet into the river setback as long as an area equivalent in size to the encroachment area is provided adjacent and contiguous to the setback area. See Figure 475-2.

Figure 475-2
Encroachment into the River Setback



Commentary

33.475.215 Marine Passenger Docks ~~and Marine Passenger Terminals~~

As stated in 33.910.030, the river-related definition is updated to add certain uses and development associated with a marine passenger dock (and a marine passenger terminal) ~~that's~~ with a primary purpose ~~is~~ to load and unload passengers from marine vessels. Passenger waiting and queuing areas, security checkpoints, and machine shops associated with marine passenger docks and marine passenger terminals can locate in the river setback.

Section 33.475.215 limits building coverage to 5,000 square feet for river-related development associated with marine passenger docks within the river setback. Allowed river-related development could be located in multiple stories as long as the building footprint within the river setback does not exceed 5,000 square feet. Staff looked at the queuing area at the Salmon Springs dock, the average square footages for similar uses associated with an aviation passenger terminal and the square footage for other related uses provided by an interested property owner to calculate the square footage limitation. The elements that are essential to the loading and unloading of passengers are the queuing and security areas (and thus river-related). Some amount of passenger waiting area (with seating) is appropriate within the setback, especially for seniors and those with special needs. If a larger waiting area is needed, it can locate contiguous to the river setback. Limiting the footprint of this development in the river setback to essential river-related development will help address other Willamette River goals and objectives including the conservation and enhancement of natural, scenic and historic resources, recreation or public access.

33.475.220.B. Required Landscaping

New development must comply with this standard, which is intended to increase vegetation along the Willamette River to improve multiple ecosystem functions, increase habitat and provide other environmental benefits. Legally nonconforming development can maintain their nonconforming landscaping or may choose to come further into conformance; but may not become more nonconforming. If a legal nonconforming development alters their site they are subject to Chapter 33.258. Alterations costing more than $154,000 will ~~result in~~ require that 10% of project value be~~ing~~ dedicated to coming more into conformance with existing zoning codes. Landscaping is one option that counts towards becoming more conforming.

~~1.~~ This requirement does not apply to Governor Tom McCall Waterfront Park because the park is in the center of Portland's urban center, serves the entire region as a recreational destination and has multiple and varied uses and activities including large scale events. There is a master plan for the park that includes improvements and landscaping that will accommodate the current and future uses and activities at the park.

The landscaping requirement also does not apply to the mapped portion of the Eastbank Crescent where there is a naturally occurring beach and the riverbank near the beach. If the Eastbank Cresent is improved as a public beach and swimming area, landscaping will be determined as part of a public planning process for that area.

33.475.215 Marine Passenger Docks ~~and Marine Passenger Terminals~~

A. Purpose. River-related development provides goods or services that are directly associated with river-dependent land or waterway use. River-related development is typically allowed within the river setback, however certain river-related development associated with a marine passenger dock, while river-related in nature, does not need to be fully located within the river setback. In order to ensure that these particular types of river-related development do not overwhelm or dominate within the river setback, the total amount of footprint allowed within the setback is limited. The limitation will ensure that the river setback can accommodate other river-related or river-dependent development and provide opportunities for the conservation and enhancement of natural, scenic and historic resources, recreation or public access. ~~The standard to limit the built area of river-related development associated with marine passenger docks in the river setback ensures that other goals of the Willamette River Greenway (Statewide Planning Goal 15) such as conservation, enhancement and maintenance of natural resources, recreation and public access, scenic and historic values can be met. [NOTE: The purpose statement for this code section will be provided at the Planning and Sustainability Commission public hearing on 7/26]~~

B. Passenger waiting and queuing areas, security checkpoints, ~~cold food storage,~~ and machine shops associated with marine passenger docks for subregional travel and ~~marine passenger terminals~~ for regional travel are limited to a 5,000 square ~~feet~~ foot footprint within or riverward of the river setback.

33.475.220 Landscaping

The following regulations apply in the River General overlay zone. Modifications and adjustments are prohibited.

A. Purpose. The landscaping regulations are intended to increase vegetation along the Willamette River. Adding a diversity of vegetation within the river setback will improve multiple ecosystem functions, increase fish and wildlife habitat, provide shade, cool the air, and create visual diversity. The regulations are also intended to accommodate safe and enjoyable public access to and along the Willamette River.

B. Required landscaping.

1. Governor Tom McCall Waterfront Park and the Eastbank Crescent, shown on Map 475-3, ~~is~~ are exempt from this Section.

2. Required landscaping for all other areas. For all other areas, land within and riverward of the river setback that is not covered with a building or other structure or developed with a trail or viewing area must be landscaped to meet Table 475-1, Landscaping Planting Density. Subareas are shown on Figure 475-3 and described below. There are three planting densities allowed within each subarea. The applicant may choose which planting density standard to apply within each subarea, and more than one planting density may occur on a site. For example, the applicant may choose planting density 1 for all the subareas, or planting density 2 for subarea 1, planting density 3 for subarea 2, and planting density 1 for subarea 3.

~~2. Map 480-1 identifies the scenic viewpoints and view corridors. View corridors that extend from designated viewpoints should remain clear of vegetation that would block the focal features of the view. Focal features are identified in the *Central City Scenic Resources Protection Plan*. Shrubs are allowed if the shrubs won't block the view. Trees must not be planted with the view corridors.~~

33.475.220.B.4.d.

Resource~~s~~ enhancement areas and mitigation areas have planting standards that require a higher density of tree planting than the landscaping requirements. When the standards for enhancement and mitigation areas are met, the planting density will automatically meet the landscaping requirements. Outside of the areas used for resource enhancement or mitigation, the landscaping standards must be met.

33.475.220.B.4.e. Exceptions

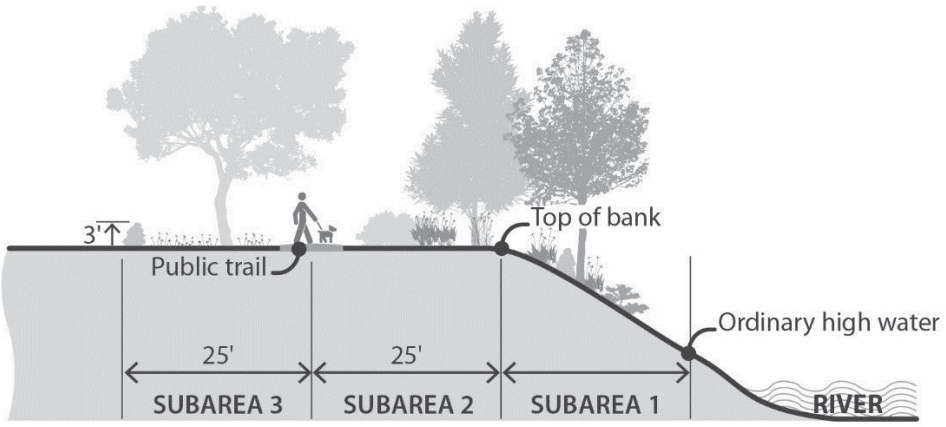
On contaminated sites, the Oregon Department of Environmental Quality works with the property owners and other jurisdictions to determine the appropriate removal or remediation actions to clean up the site. The areas where the removal or remediation actions are implemented do~~es~~ not need to meet the landscaping standards. Outside of the removal or remediation areas, the landscaping standards must be met.

a. Subarea 1. Subarea 1 extends from the ordinary high water mark to the top of bank of the Willamette River.

b. Subarea 2. Subarea 2 extends from the top of bank to a point 25 feet landward of the top of bank of the Willamette River.

c. Subarea 3. Subarea 3 extends from a point 25 feet landward of the top of bank ~~and~~ to a point 50 feet landward of the top of bank of the Willamette River.

Figure 475-3
Landscaping Area



d. Vegetation planted to meet the resource enhancement standards of 33.475.440.G or the mitigation standards of 33.475.440.K may be counted towards meeting the landscaping standard.

~~d~~e. Exceptions.

~~(1) Landscaping is not required within resource enhancement areas that meet the standards of 33.475.440.G;~~

~~(2) Landscaping is not required within mitigation areas that meet the standards of 33.475.440.K;~~

(~~3~~1) Landscaping is not required within portions of sites where contamination removal or remediation actions meet the standards of 33.475.500;

(~~4~~2) Within utility easements trees and shrubs are not required but the area must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre;

(~~5~~3) Trees and shrubs are not required within a scenic view corridor shown on Map 480-1 but the area must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees may not be planted within a scenic view corridor~~.~~; or

Commentary

33.475.220.B.4.e.4 Exceptions

Where the riverbank between the ordinary high water mark and the top of bank is steep and armored with rip rap or where the rip rap is very thick, vegetation cannot survive. Rather than plant the armored bank, the equivalent size landscaped area can be provided elsewhere on site provided that area is outside of the river setback but within the river overlay zones. While on-site landscaping located within 100-200 feet of the Willamette River or within the river's floodplain provides riparian corridor functions and wildlife habitat, on-site landscaping located more than 100-200 feet from the river does provides wildlife habitat.

Most of the Central Reach sites that have river frontage are already developed. Incorporating landscaping landward of the river setback at an equivalent size to the subarea 1 area that would have been landscaped may not be feasible. Therefore, there is an option to pay a fee-in-lieu of landscaping.

(~~6~~4) If the area to be landscaped within subarea 1 has an average slope of 30 percent or steeper (30 percent slope represents a rise over run ratio of 1:3.3) and the area with an average slope of 30 percent or steeper is armored with rip rap, or the area within subarea 1 has rip rap that is at least four feet deep , then the required subarea 1 landscaping may be planted on an area of the site that is landward of the river setback but within the River overlay zone, or the applicant may pay a revegetation fee-in-lieu as described below. If the landscaping will be provided on-site, the total area outside of subarea 1 to be landscaped must be equivalent in size to the area that would have been required to be landscaped in subarea 1. More than one landscaped area may be provided to achieve the total, but other required landscaping may not count toward the total:

- Revegetation fee-in-lieu use and administration. The revegetation fee is collected by Bureau of Development Services and is administered by the Bureau of Environmental Services. The fees collected are used for revegetation projects on public or private property within the same reach of the Willamette River as the site. The reaches are shown on Map 475-1.
- Calculation of required fee-in-lieu contributions. Applicants must contribute the cost to purchase and plant trees, shrubs and groundcover plants as set out in the next bullet. The cost to purchase and plant trees and plants will be adjusted annually as determined by the Director of BES based on current market prices for materials, labor and maintenance.
- Required fee-in-lieu contribution. The applicant must contribute the cost to purchase, plant and maintain one tree, three shrubs and four ground cover plants per 100 square feet of required planting area before a building permit will be issued. The fee calculation will be rounded up to the next multiple of $10. The minimum area to be used in this calculation is 100 square feet. Calculations that are not a multiple of 100 will be rounded up to the next multiple of 100.

Commentary

Table 475-1

The intent of Table 475-1 is to allow a mix of tree types, densities and heights. Applicants may choose to install a mix of tree sizes, and planting densities, within each subarea. However, applicants are not required to choose a mix of densities, unless the total area to be planted is greater than 600 square feet. The shrub and grass densities are consistent across the entire setback, only the density of trees may vary depending on the size at maturity of the tree species.

Planting a mix of tree types, densities and heights will provide a diversity of habitat. In addition, a diversity of trees will create unique experiences along the river for the public.

Within a 600 square foot area, to meet the diversity requirement the applicant would need to plant:

- 3 small trees (300 sq. ft.) and 1 large tree (300 sq. ft.);
- 1 small (100 sq. ft.), 1 medium (200 sq. ft.) and 1 large (300 sq. ft.); or
- 2 small (200 sq. ft.) and 2 medium (400 sq. ft.).

As the total landscaping area gets larger, a wider mix of tree sizes can be chosen. For 1,200 sq. ft. there is a wide mix of sizes that could be used to meet the requirement. It is up to the applicant to show how they are meeting the planting density.

Title 11, Trees, code section 11.60.020.C. Canopy includes canopy size categories. Tree canopy types are categorized as small, medium, or large based on the estimated canopy size at maturity. The "Portland Tree and Landscaping Manual" suggested plant lists include the size categories recognized for many trees. To determine the size category of a tree not listed in the "Portland Tree and Landscaping Manual", the applicant will provide an objective source of information about the tree's mature height, crown spread, and growth rate. This information can come from published sources, internet sources, or nursery information such as cut sheets.

The canopy size category is calculated according to the following formulas, which incorporate the estimated height and crown spread of a mature specimen and the tree species' growth rate:

1. Small trees have a canopy factor of less than 40, Medium trees have a canopy factor from 40 to 90, and Large trees have a canopy factor greater than 90;
2. Canopy factor = (Mature height of tree) x (Mature canopy spread) x (Growth rate factor) x 0.01;
3. The growth rate factor is 3 for fast-growing trees, 2 for medium growing trees, and 1 for slow-growing trees

Table 475-1 Landscaping Planting Density			
Subarea	**Planting Density 1: Small Trees[1]**	**Planting Density 2: Medium Trees[1]**	**Planting Density 3: Large Trees[1]**
Landscaping Subarea 1	One tree, three shrubs, and four other ground cover plants must be planted for every 100 square feet. Trees may be clustered. All plants must be native.	One tree, six shrubs, and eight other ground cover plants must be planted for every 200 square feet. Trees may be clustered. All plants must be native.	One tree, nine shrubs, and 12 other ground cover plants must be planted for every 300 square feet. Trees may be clustered. All plants must be native.
Landscaping Subarea 2	One tree and one of the following two options for every 100 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Three shrubs and four other groundcover plants.	One tree and one of the following two options for every 200 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: Six shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Six shrubs and eight other groundcover plants.	One tree and one of the following two options for every 300 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: ~~Three~~ Nine shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Nine shrubs and 12 other groundcover plants.
Landscaping Subarea 3	One tree for every 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.	One tree for every 200 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.	One tree for every 300 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.

[1]Tree size~~s~~ is based on Title 11.60.020.C Canopy Size

Commentary

33.475.220.C. Landscaped area site preparation.
The urban riverfront in the Central Reach has been highly altered with hardscaped materials and debris. This standard is intended to help ensure that the site conditions are conducive to plant survival over time when the planting of vegetation is required.

Erosion control measures, which includes existing riverbank rip rap, does not need to be removed.

33.475.220.D.
This subsection details plant requirements. It is based on planting requirements in 33.430.

Staff notes that willow and tree cuttings and branches cut off existing trees, can be planted directly into rip rap.

C. Landscaped area site preparation. Before installing the required landscaping, the following standards must be met:

1. All prohibited and nuisance plants listed on the *Portland Plant List* must be removed within and riverward of the river setback.

2. All structures and debris located within and riverward of the river setback must be removed except for river-dependent and river-related structures, legal non-conforming structures, erosion control measures, flood control facilities, large wood, and bioengineered structures. Examples of bioengineered structures include bundles of plant materials or soil cells wrapped in biodegradable fabrics.

3. If the area to be planted is not currently vegetated, the soil must be amended with 12 inches of growing medium. If the planting area is in subarea 1~~,~~ has ~~a~~ an average slope of 30 percent or less steep ~~20 percent of steeper slope~~ (~~20~~30 percent slope represents a rise over run ratio of ~~1:5~~ 1:3.3), and is armored with rip rap, the growing medium may be placed in planting wells. The composition of the growing medium must meet one of the following:

   a. For all planting areas located outside of the flood hazard area, the growing medium must be a blend of loamy soil, sand, and compost that is 30 to 40 percent plant material compost (by volume); or

   b. For all planting areas located within the flood hazard area, the growing medium must be a blend of loamy soil, sand, small gravels and compost. A landscape architect or civil engineer must certify that the growing medium is adequate to support the establishment and growth of vegetation, and is heavier than water.

4. Placement of the growing medium is not allowed when the ground is frozen or saturated; and

5. Temporary erosion control measures are required until permanent stabilization measures are functional. Temporary erosion control measures must be biodegradable or removed after permanent stabilization measures are functional or within 3 years, whichever is sooner.

D. Plant requirements. Trees must be a minimum ½-inch caliper, bareroot, or live stakes, unless they are oak or madrone, which may be one gallon size. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent. For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species must be used.

Commentary

33.475.230 Exterior Lighting

The standards are intended to minimize the adverse health, safety, and livability impacts of exterior lighting on humans, fish and wildlife, including glare, light spill, and encroachment into habitat areas. The standards and exemptions are also intended to continue providing for public safety in public parks and along trails and rights of way, and to support river dependent uses. These standards are also proposed in the South Waterfront Subdistrict under the River General (g) overlay zone regulations, (see 33.253.E.5.h).

This section includes general standards for directionality and shielding of exterior light fixtures that apply throughout the overlay zone. These standards will support policies calling for energy efficiency, reducing light pollution and glare, and reducing light-related hazards to birds. This section also includes standards for exterior lighting on land proximate to the Willamette River. These standards restrict the location, spacing, brightness and spectral character of lighting to reduce impacts on birds, pollinators, and other wildlife and their habitat.

33.475.230 Exterior Lighting

A. Purpose. The standards for exterior lighting are intended to:

- Avoid or minimize light glare and light spill from artificial lighting and associated negative impacts on fish and wildlife and their habitats;
- Reduce light pollution and glare impacts on residential developments;
- Maintain public safety and security along the Greenway trail, in parks, along public rights-of-way, and on piers and gangways; and
- Provide flexibility for river dependent operations associated with docks.

B. General standards. The following standards apply to all exterior lights located within the River General (g*) overlay zone.

1. Exterior lights must not project light upward or to the side of the fixture; and
2. The top and sides of all exterior light fixtures must be shielded with 100 percent opaque materials.

C. Additional standards for areas near the Willamette River. The following standards apply to all permanent exterior lights located within and riverward of the river setback, and all permanent exterior lights located within 25 feet landward of the river setback. Exterior lights within Governor Tom McCall Waterfront Park, and exterior lights within public rights-of-way are exempt from ~~the standard in~~ this Subsection ~~Subsubparagraph, but must meet the standards in Subparagraph B.~~:

1. Exterior lights are allowed only if the lights are for the ~~as~~ followings use or development:
   a. ~~In property owned or managed by the City of Portland Parks and Recreation~~ Park and Open Area uses;~~,~~
   b. ~~In a public right-of-way,~~ The major public trail;
   c. ~~When associated with a major public trail or~~ A public viewing area; or
   d. ~~When associated with a~~ ~~r~~River-dependent or river-related development.
2. Structures that support exterior light fixtures must be setback at least 5 feet from the top of bank of the Willamette River except for docks and gangways, and must be setback at least 30 feet from any other stream, drainageway, wetland or water body;
3. Structures that support exterior light fixtures must be spaced at least 25 feet apart;
4. Lamps must fall below 3000K or within an S/P ratio range of 1- 1.2; and
5. Exterior lights must not project directly into the Willamette River.

Commentary

33.475.240 Public Viewpoints

Statewide Planning Goal 15 Willamette River Greenway calls for protecting, enhancing, and maintaining the natural, scenic, historical and recreational qualities of lands along the river. The provision allows public viewpoints within the river setback to help achieve scenic, natural and other public appreciation of this significant resource, consistent with state and local policies. This standard is similar to one that is in effect in 33.440. It will now apply to sites that are within the River Overlay ~~Z~~zone~~s~~ boundary, specifically sites that have viewpoints identified on Map 480-1 of the Scenic Resources Protection Plan.

33.475.250 Nonconforming Uses and Development

Nonconforming uses and development exist where a site met all the regulations at the time it was developed but does not meet the current regulations because of subsequent changes to the Zoning Code. For example, many parking lots were built before Portland required landscaping. Such development can remain as long as there are no changes to the site.

~~Chapter 33.440, Greenway Overlay Zones, includes a section that addresses nonconforming uses and development within the greenway setback. Staff proposes to replicate this standard in 33.475 for nonconforming uses and development in the Central Reach's river setback.~~ The language allows nonconforming uses and development to continue. Expansion of the use or development may occur provided that it is not within or riverward of the river setback. This means that overhanging or cantilever structures like decks or bay windows are not allowed. These structures would bring the nonconforming development further out of compliance with river setback regulations. Development may change to allow river-dependent and river-related development by right, consistent with Statewide Planning Goal 15, Willamette River, and other zoning code regulations.

33.475.~~05~~260 Property Line Adjustments

In the past, property line adjustments have been approved that resulted in eliminating river frontage. The proposed regulations ensure that property line adjustments do not create more than one river overlay zone on the site with the exception of the River Environmental overlay zone, which is intended to coincide with other river overlay zones. The river overlay zones each have a different purpose and set of regulations.

33.475.240 Public Viewpoints

A. Purpose. Public viewpoints providing stopping places along the Greenway ~~t~~Trail and the Willamette River where the public can view and enjoy the natural, scenic, recreational and economic qualities of the Greenway.

B. Viewpoint Requirement. All sites designated with a viewpoint symbol on Map 480-1 are required to provide a public viewpoint. The viewpoint design is addressed through the Central City Fundamental Design Guidelines. In addition, the viewpoint must comply with the Use of Trail, Hours of Use, Trespass and Trail Maintenance and Liability sections of Chapter 33.272, Major Public Trails. The Trails Maintenance and Liability section is applicable when the viewpoint is located along the physically contiguous trail segment.

33.475.250 Nonconforming Uses and Development

Nonconforming uses and development in the River General (g*) overlay zone are subject to the regulations and reviews of Chapter 33.258, Nonconforming Situations. The additional regulations stated below and apply to development within or riverward of the river setback that is not river-dependent or river-related.

A. The development may continue.

B. The development may be changed to an allowed river-dependent or river-related development by right.

C. The development may be changed to another nonconforming development if within the existing building. If outdoors, it may not be changed to another nonconforming development.

D. The development may be expanded, but not within or riverward of the river setback. Expansion includes adding additional floor area.

33.475.260 Property Line Adjustments

All property line adjustments may not result in a property ~~a property~~ that is in more than one river overlay zone, unless the second overlay is the River Environmental overlay zone. Adjustments are prohibited.

Commentary

33.475.400 River Environmental Overlay Zone Purpose
The River Environmental overlay zone is a new overlay that has been created specifically to address the protection and conservation of remaining high and medium ranked natural resource areas in the Willamette River. The location, extent and relative condition of natural resources that provide riparian corridors and wildlife habitat functions in the Central Reach are identified in the Central City Natural Resources Inventory (2016). The River Environmental overlay zone does not apply to low-ranked natural resources, for example developed floodplains located more than 50 feet from top of bank.

The primary focus of the River Environmental overlay zone is to limit the impacts from development on the natural resources and functional values contained within the overlay zone. When impacts cannot be avoided, mitigation is required. Development in the overlay zone will not be precluded if proposed development meets the standards or if there are no practicable alternatives that will avoid adversely affecting the resource—in that sense the ~~r~~River ~~e~~Environmental overlay zone will function more like the ~~e~~Environmental ~~c~~Conservation zone than the ~~e~~Environmental ~~p~~Protection zone.

33.475.420 Review Procedures
The River Environmental overlay zone ~~is~~ includes a multi-track system that allows some types of development and activity to be exempt from regulation, allows some development and exterior alteration ~~allowed~~ if it meets standards, and requires some development ~~will require~~ to go through a land use review. The standards are modelled after the standards listed in Chapter 33.430, Environmental Zones; however, there are some differences specific to the Central Reach. One of the significant differences is that the Environmental zones included general standards as well as specific standards. The River Environmental ~~O~~overlay ~~Z~~zone does not include general standards; only standards that apply to specific development and exterior alterations.

River Environmental Overlay Zone

33.475.400 Use Regulation

There are no special use restrictions associated specifically with the River Environmental ~~O~~o~~v~~erlay ~~Z~~z~~v~~one. However, any use restrictions that apply as a result of an accompanying River Overlay zone also apply within the River Environmental ~~O~~o~~v~~erlay ~~Z~~z~~v~~one.

33.475.410 Environmental Report

The application of the River Environmental overlay zone is based on a detailed study titled *Central Reach Natural Resources Protection Plan (2016)*. The report identifies the type, location, extent and relative condition of natural resource features and describes the functional values they provide within the study area. Functional values are the benefits provided by resources. The values for each resource site are described in the inventory section of the report.

33.475.420 Review Procedures

Development and exterior alterations will be reviewed through one of the following tracks:

A. **Standards.** Several specific types of development and exterior alterations are allowed within the River Environmental overlay zone if the proposal meets certain standards. Standards are provided for bulkheads, rights-of-way, utility lines, stormwater outfalls, trails, viewpoints, resource enhancement, exterior lights, and site investigative work. The standards are intended to encourage sensitive development while providing clear limitations on disturbance, including tree removal, and minimizing impacts on resources and functional values. Adjustments to the standards are prohibited. Modification of the standards may be approved through River Review. When a proposal can meet the standards, the applicant may choose to meet the objective standards of this section or go through the discretionary River Review process. When there are no applicable standards, the proposal must be approved through River Review. Compliance with the standards is determined as part of the building permit or development permit application process. The standards are listed in 33.475.440.

B. **Review.** River Review is required when the proposed development or exterior alteration is subject to the River Environmental ~~O~~o~~v~~erlay ~~Z~~z~~v~~one regulations, and the development or exterior alteration either does not meet the River Environmental development standards or there are no River Environmental development standards that apply to the proposal. The process and approval criteria for River Review can be found in Chapter 33.865, River Review.

Commentary

33.475.430 Prohibitions

This section prohibits the packaging and storage of most hazardous substances, the planting and propagation of identified nuisance plants and the dumping of trash or yard debris within the River Environmental overlay zone area. All of these materials and activities negatively impact protection and enhancement of high and medium ranked natural resources.

33.475.440 Standards

As previously mentioned, some development and alteration will be allowed within the River Environmental overlay zone without requiring a discretionary review. The types and levels of development and alteration allowed are generally low-impact activities that can be readily mitigated. The standards limit the amount of disturbance that can occur and limit how close the development or alteration can be to the river, a stream or a wetland. Tree removal is limited and mitigation is always required.

Development standards are proposed for the installation of railroad tracks, the installation of utility lines and stormwater outfalls, public trails and viewing areas, view corridors, resource enhancement projects, site investigative work, and the removal of trees. These categories, which are necessary or desired infrastructure or allowed greenway development, represent the extent of the activities that will be allowed within the River Environmental overlay zone without further discretionary review. Mitigation and tree replacement will be required for these activities.

33.475.440.A Standards for rail rights-of-way

The width of corridor allowed for the development of a rail right-of-way is based on discussions with BDS staff who have reviewed the installation and extension of rail road track in the Central Reach. The width is intended to accommodate standard gauge rail (4 feet 8 inches) with added space for ballast and any equipment that may be necessary for track operations.

33.475.440.B-C Standards for utility lines and stormwater outfalls

The standards in these paragraphs mirror standards for the installation of a utility line or stormwater outfall in the Environmental Conservation and Protection ~~O~~overlay zones.

33.475.430 Prohibitions
The following are prohibited within the River Environmental ~~O~~overlay ~~Z~~zone:

A. The packaging or storage of hazardous substances, except as follows:

1. Use of consumer quantities of hazardous substances is allowed. Consumer quantities of hazardous substances are packaged and distributed in a form intended or suitable for sale through retail sale outlets for consumption by individuals for purposes of personal use; and

2. Marine vessel fueling stations are allowed.

B. The planting or propagation of any plant listed on the *Nuisance Plant List*; or

C. Dumping of trash or yard debris.

33.475.440 Development Standards
Unless exempted by 33.475.040.B.2., the standards in this Section apply to development and exterior alterations in the River Environmental overlay zone. All of the applicable standards must be met. Modification of any of these standards requires approval through River Review.

A. Standards for rail right-of-way. The following standards apply to rail rights-of-way:

1. Disturbance associated with the development of a rail right-of-way must occur within a corridor no more than 20 feet wide. No disturbance is allowed outside of the 20-foot-wide corridor;

2. Disturbance associated with the rail corridor or development of the rail corridor must not occur riverward of the top of bank of the Willamette River, within the river channel, or within 30 feet of the top of bank of any other stream, wetland or water body;

3. Tree removal is allowed as specified in Subsection J.; and

4. Mitigation is required as specified in Subsection K.

B. Standards for utility lines. The following standards apply to new and upgrades to existing utility lines, including stormwater conveyance facilities, and private connections to ~~existing or new~~ utility lines~~, and upgrades of existing utility lines~~:

1. The disturbance area for the installation of a ~~private connection to an existing or new utility line must be no more than 10 feet wide;~~

~~2. The disturbance area for the installation of a new~~ utility line or upgrades to existing utility lines, including utility trenching, must be no more than 15 feet wide;

~~3~~2. The disturbance area ~~associated with the installation of a utility line or a private connection to a utility line~~ must not be riverward of the top of bank of the Willamette River, within the river channel, or within 30 feet of the top of bank of any other stream, wetland, or other water body;

~~4~~3. Tree removal is allowed as specified in Subsection J.;

Commentary

~~5~~4. Temporary disturbance located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a view corridor show on Map 480-1 ~~Disturbance areas must be planted to meet the landscaping standards of 33.475.220~~; and

~~6~~5. Exemption. If a proposed utility line or upgrade to a utility line runs through an area that has already been approved as a permanent disturbance area, or allowed by standards of this section, it is exempt from Paragraphs B.1., B.2., and B.3.

C. Standards for stormwater outfalls. The following standards apply to the installation of stormwater outfalls:

1. Disturbance associated with the installation or replacement of a stormwater outfall must occur within an area that no more than 15 feet wide;
2. When constructed open channels or vegetated swales are proposed, the slope between the stormwater source and the water body must not exceed 15 percent at any point;
3. If an outfall riprap pad is used it must be planted with live stakes of native plant stock, one-half inch in diameter. Stakes must be installed at a density of three stakes per square yard. Detailed specifications for installing live stakes are found in the *Erosion Control Manual*;
4. Tree removal is allowed as specified in Subsection J.; and
5. Mitigation is required as specified in Subsection K.

D. Standards for placement of piles. The following standards apply to the placement of up to four single piles or two multiple-pile dolphins for each 100 feet of shoreline:

1. The placement of the piles or dolphins must be associated with a river-dependent or river-related use;
2. An equal number of piles or dolphins as are placed in the river environmental overlay zone, plus one, must be removed from the river environmental overlay zone within the Central Reach. The boundaries of the Central Reach are shown on Map 475-1; and
3. If the applicant does not own the property where the pile or dolphin removal will occur, they must have an easement or deed restriction sufficient to allow the necessary removal.

Commentary

33.475.440.E. Standards for Trails

In the Central City, major public trails are shown as a star symbol on the Official Zoning Maps. During site development, a trail easement dedication and potentially the construction of the trail is required. These standards are intended to allow for major public trails to locate within the River Environmental overlay zone, but limit the impacts of the trails, and associated public use on the natural resource functions of the riparian corridor.

If the trail crosses a stream it needs to set back 10 feet from the top-of-bank on both sides of the stream. This is different than standards for other development in this section which require disturbance area to be setback 30 feet from a stream. The reason for the allowance for trails to be located closer to streams is to facilitate completion of a contiguous Greenway Trail along both sides of the Willamette River in the Central City. Much of the Greenway Trail is already constructed and new segments need to connect with the existing. In the North Reach and South Reach, the conditions and circumstances of the Greenway Trail, zoning, land use and existing natural resource may warrant a different standard for stream crossings.

33.475.440.EF-~~FG~~ Standards for Viewing Areas and View Corridors

These standards allow for the construction and maintenance of public viewing areas and view corridors that are shown on Map 480-1 and in the River Environmental overlay zone. Trees ~~(6-12 inches in diameter)~~, including native trees, may be removed ~~in the s overlay zones~~. The area where vegetation is removed must be revegetated with ground cover. Trees cannot be planted in view corridors because they grow and block or partially block the view. Shrubs can be planted along with the ground cover in the view corridors.

E. Standards for trails. The following standards apply to the construction of a new major public trail and alterations to an existing major public trail:

1. The trail must be setback at least 10 feet, and disturbance associated with construction of the trail must be setback at least 5 feet, from the top of bank of the Willamette River~~,~~ or a stream~~, a wetland or other water body~~;
2. The trail and disturbance associated with construction of the trail must be setback at least 30 feet from the top of bank of a wetland or other water body;
3. The total width of the trail must be no more than 16 feet;
4. The total width of disturbance area must be no more than 24 feet;
5. Tree removal is allowed as specified in Subsection J; and
6. Temporary disturbance located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a view corridor show on Map 480-1. ~~Temporary disturbance areas must be planted to meet the landscaping planting standards of 33.475.220.~~

~~E~~F. Standards for public viewing areas. The following standards apply to the construction of a public viewing area:

1. The viewing area must be associated with a viewpoint shown on Map 480-1;
2. The total disturbance area must be no more than 800 square feet in area;
3. The permanent disturbance area associated with the viewing area must not be more than 500 square feet in area;

~~3.~~4. The total disturbance area must not be located below the top-of-bank of the Willamette River, stream, or any other water body, and must not be located within 30 feet of a wetland;

~~4.~~5. Tree removal is allowed as specified in Subsection J.; and

~~5.~~6. Temporary disturbance located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a view corridor show on Map 480-1. ~~Temporary disturbance areas must be planted to meet the landscaping planting standards of 33.475.220.~~

~~F~~G. Standards for view corridors. The following ~~are~~ standards apply to establishment or maintenance of view corridors shown on Map 480-1.

1. Tree removal is allowed as specified in Subsection J.; and
2. Temporary disturbance must be replanted with three shrubs per 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. ~~Temporary disturbance areas must be landscaped to meet the standards of 33.475.220.~~

33.475.430.~~G~~H Standards for resource enhancement

These standards are intended to ensure that the river bank is less steep than before the enhancement project because a shallow bank provides better resource function than a steep bank. The standards also require that the bank be stabilized with vegetation rather than rock armoring, which has little to no habitat value.

For projects that occur landward of the top of bank, the standards allow disturbance of the ground as long as there is no net increase in soil within the River Environmental overlay zone and the area disturbed is replanted with native vegetation. Resource enhancement projects, by definition, must result in a net increase in functional value and an improvement in the quantity or quality of resources. ~~Mature native vegetation in many cases provides high quality natural resource function. The removal of native vegetation is limited so that staff can evaluate whether or not the removal of vegetation will result in a net increase in functional value and an improvement in quality or quantity of resource.~~

33.475.440.~~H~~I Standards for site investigative work

Typically, when there is ground disturbance exempt from the River Environmental overlay zone requirements, then temporary disturbances must be replanted to meet the landscaping standards of Table 475-1. However, when the exemption specifies that the temporary disturbance be less than 100 square feet in size, then the landscaping standards of Table 475-1 cannot be met if the applicant chooses to plant a medium or large size tree. Therefore, for temporary disturbances required to be less than 100 square feet in size the applicant can replant the area with shrubs and seed with grasses and forbs; no trees are required.

~~G~~H. **Standards for resource enhancement.** The following standards apply to resource enhancement projects:

1. There must be no excavation or fill, or construction activity, below ordinary high water mark of any river, stream, wetland or other water body;

2. The riverbank may be re-graded if the slope after grading is shallower than the slope prior to grading and the slope is no greater than 20 percent (20 percent slope represents a rise to run ratio equal to 1:5);

3. Rock armoring must not be used on the surface between the top of bank and the ordinary high water mark of any water body except as required surrounding outfalls;

4. The placement of large wood and bioengineered structures on the bank is allowed to reduce localized erosion and improve bank stabilization. Examples of bioengineered structures include bundles of plant materials or soil cells wrapped in biodegradable fabrics;

5. No structures are proposed landward of the top of bank except public trails that meet the regulations of 33.475.440.E or public viewing areas that meet the regulations of 33.475.440.E;

6. All nuisance plants listed on the *Portland Plant List* must be removed;

7. Tree removal is allowed as specified in Subsection J; and

~~7.~~8. Temporary disturbance located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1. Trees may not be planted within a view corridor show on Map 480-1. ~~Areas where ground disturbance has occurred must be planted to meet the landscaping planting standards of 33.475.220.~~

~~H~~I. **Standards for site investigative work**. The following standards apply to site investigative work. Site investigative work includes soil tests and test pits, land surveys, and groundwater and water quality monitoring stations.

1. No more than 100 square feet of disturbance is allowed per test pit or monitoring station ~~site investigative work activity~~;

2. Disturbance associated with site investigative work must be temporary;

3. No trees are removed; and

4. Temporary disturbance must be planted with three shrubs per 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. ~~Areas where ground disturbance has occurred must be planted to meet the landscaping planting standards of 33.475.220.~~

33.475.440.~~I~~J Standards for development in a City of Portland park
These standards allow the City of Portland Bureau of Parks and Recreation ~~department~~ to install park amenities in City parks located in the Central Reach. The types of amenities that Parks envisions being installed without river review include park benches, picnic tables, drinking fountains, bicycle racks, trash cans, playgrounds, memorials, kiosks, etc. The standards limit the amount of additional disturbance that will occur within the River Environmental overlay zone to a total of 1,800 square feet of additional permanent disturbance area. The standards also limit tree removal and require mitigation.

33.475.440.~~J~~K Standards for tree removal or pruning of vegetation
These standards allow the removal of non-native trees, including those that are listed as nuisance or prohibited on the *Portland Plant List*. These trees must be replaced with native trees. This is a change from existing allowances for the rest of the city found in 33.430, Environmental Overlay Zones. Currently, nuisance and prohibited trees may be removed and replacement is not required.

Under certain circumstances, the standards also allow the removal of native trees up to 12 inches in diameter. The removal of trees is limited to the areas within which the development or activity will occur and replacement is required for trees over 6 inches in diameter.

Trees may not be replaced within the scenic overlay zones. Trees grow and block views that are intended to be protected.

~~I~~J. **Standards for other development in a City of Portland park.** The following standards apply to development in a City of Portland park that is not subject to another set of development standards contained in this Section.

1. The total disturbance area must not be more than 2,200 square feet;

2. Disturbance areas must not be located below the top-of-bank of the Willamette River, streams, or other water body, or located within 30 feet of a wetland;

~~4.~~3. Tree removal is allowed as specified in Subsection J.; and

~~5.~~4. Mitigation is required as specified in Subsection K.

~~J~~K. **Standards for removal or pruning of vegetation ~~tree removal~~.** The following standards apply to the removal or pruning of vegetation ~~trees 6 inches or greater in diameter~~:

1. All vegetation removal activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site;

2. The removal or pruning must be conducted with handheld equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;

3. Temporary disturbance located within and riverward of the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside and landward of the river setback is replanted to meet the subarea 3 standard of Table 475-1;

4. The vegetation that is removed or pruned is limited to the following:

   a. Vegetation listed on the Nuisance Plant List;

   b. Dead, dying or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or certified arborist. All sections of wood more than 12 inches in diameter must be placed in the environmental overlay zone of the ownership within which the wood was cut unless the City Forester authorizes the removal because the wood is diseased and will threaten the health of other trees;

   c. Vegetation that exceeds the height restriction of a view corridor shown on Map 480-2;

   ~~1.~~d. Trees that are not native trees on the *Portland Plant List* ~~may be removed with hand-held equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi~~; or

   ~~2.~~e. ~~Generally,~~ Madrone, Garry Oak or Pacific Yew that are less than 6 inches in diameter, or other native trees on the *Portland Plant List* ~~may not be removed except native trees 6 inches or greater but~~ less than 12 inches in diameter may be removed if the remove~~d~~al or prune~~d~~ing is in conjunction with development or exterior improvements approved under the standards of this section as follows:

Commentary

~~a.~~(1) Within the rail right-of-way and within 10 feet of the rail right-of-way;

~~b.~~(2) Within the utility line corridor;

~~c.~~(3) Within the disturbance area for installation or replacement of stormwater outfalls;

~~d.~~(4) Within a major public trail;

~~e.~~(5) Within a public viewing area~~s~~ associated with viewpoints shown on Map 480-1;

~~f.~~(6) Within a view corridor shown on Map 480-1; ~~and~~

(7) Within a resource enhancement area; or

~~g.~~ (8) Within the disturbance area associated with development in a City of Portland park.

~~3. Madrone, Gary Oak or Pacific Yew that are larger than 6 inches may not be removed;~~

~~4.~~5. Trees ~~that are over 6 inches in diameter that are~~ removed must be replaced as shown in Table 475-2 and must meet the following:

~~4.~~a. Replacement vegetation must meet all of the following:

~~a.~~(1) Trees must be a minimum ½-inch caliper, bareroot or live stakes, unless they are oak or madrone, which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent;

~~b.~~(3) The planting must occur within the River Overlay Zones. Trees must not be planted within a view corridor ~~designated in the Scenic Resources Protection Plan,~~ shown on Map 480-1. If the vegetation is not planted on the applicant's site, then the applicant must own the property or have an easement or deed that ensures the vegetated area will not be developed; and

~~c.~~(4) The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met; and

~~5.~~b. Vegetation~~Trees~~ planted to meet the landscaping requirements of 33.475.220 may be counted towards meeting the tree replacement standard.

Commentary

33.475.4340.KL Standards for mitigation

In order to develop in or alter the River Environmental overlay zone, mitigation is required. Mitigation must occur in an area that is one and one-half times the size of the area that will be disturbed for the development. This ratio is intended to mitigate for the fact that when mature, and established vegetation is removed and replaced with new plantings, there is a loss of resource functional value until the new vegetation becomes established.

Mitigation ~~would be~~ is usually installed within the River Environmental overlay zone. However, if the land within the River Environmental overlay zone is already planted at a high density, then the mitigation can be done elsewhere on-site provided that the mitigation area is contiguous to the River Environmental overlay zone.

Table 475 – 2 Tree Replacement in River Environmental Overlay Zone		
Size of tree to be removed (inches in diameter)	Option A (no. of native~~s~~ trees to be planted)	Option B (combination of native trees and shrubs)
At least 1.5 and up to 6	1	Not applicable
~~At least~~ More than 6 and up to 12	2	Not applicable
More than 12 and up to 20	3	1 tree and 3 shrubs
More than 20 and up to 25	5	3 trees and 6 shrubs
More than 25 and up to 30	7	5 trees and 9 shrubs
More than 30	10	7 trees and 12 shrubs

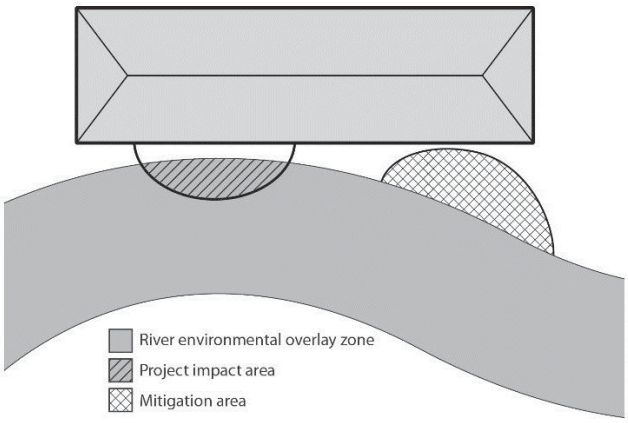
~~K~~**L. Standards for mitigation.** The following standards apply to mitigation required by ~~Paragraphs~~ Subsections A through ~~F~~G and ~~I~~J.

1. Mitigation must occur at a 1.5:1 ratio of mitigation area to project impact area. Project impact area is the total area within the River Environmental overlay zone where structures will be built, vegetation will be removed, or ground disturbance will occur as a result of the proposal. Mitigation area is not counted as part of the project impact area.

2. Mitigation must occur in the River Environmental overlay zone or in an area that is contiguous to the River Environmental ~~O~~overlay ~~Z~~zone, see Figure 475-4.

3. If the mitigation area is not on the site where the project occurs, then the applicant must own the property or have an easement or deed restriction sufficient to ensure the right to carry out, monitor, and maintain the mitigation for 10 years.

Figure 475-4
Mitigation Area Contiguous to River Environmental Overlay Zone



33.475.4340.kL.5.
The tree replacement standard specifies the number of trees that must be planted to replace the trees removed. Those trees can be counted towards meeting the mitigation planting density. Additional tree planting may be required to fulfill the mitigation ratio.

Table 475-3
This table represents the same planting density as the landscaping planting density for subarea 1, described in Table 475-1. It is intended to result in a multistoried habitat with tree canopy, shrub layer and ground cover that provide a wide range of riparian corridor and wildlife habitat functions. This planting density applies everywhere in the River Environmental overlay zone where mitigation is conducted.

Title 11, Trees, code section 11.60.020.C. Canopy includes canopy size categories. Tree canopy types are categorized as small, medium, or large based on the estimated canopy size at maturity. The "Portland Tree and Landscaping Manual" suggested plant lists include the size categories recognized for many trees. To determine the size category of a tree not listed in the "Portland Tree and Landscaping Manual", the applicant shall provide an objective source of information about the tree's mature height, crown spread, and growth rate. This information can come from published sources, internet sources, or nursery information such as cut sheets.

The canopy size category is calculated according to the following formulas, which incorporate the estimated height and crown spread of a mature specimen and the tree species' growth rate:

1. Small trees have a canopy factor of less than 40, Medium trees have a canopy factor from 40 to 90, and large trees have a canopy factor greater than 90;

2. Canopy factor = (Mature height of tree) x (Mature canopy spread) x (Growth rate factor) x 0.01;

3. The growth rate factor is 3 for fast-growing trees, 2 for medium growing trees, and 1 for slow-growing trees.

4. Nuisance plants identified on the *Portland Plant List* must be removed within the area to be replanted. Trees removed to meet this Paragraph must be replaced as specified in Subsection J.;

5. Plantings required for tree removal, as specified in Subsection J., can be counted towards mitigation if the planting is located within the River Environmental overlay zone or in an area that is contiguous to the River Environmental overlay zone;

6. Required planting density standards are specified in Table 475-3. Trees may be clustered. Trees must not be planted within a view corridor shown on Map 480-1. Plants must be selected from the *Portland Plant List*;

Table 475-3
Planting Density

	Small Trees[1]	**Medium Trees[1]**	**Large Trees[1]**
Planting Density	One tree ~~and three shrubs for every 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 100 square feet. Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Three shrub and four other groundcover plants.	One tree ~~and six shrubs for every 200 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 200 square feet. Option 1: Six shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Six shrub and eight other groundcover plants.	One tree ~~and nine shrubs for every 300 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 300 square feet. Option 1: Nine shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Nine shrub and 12 other groundcover plants.

[1] Tree size~~s~~ is based on Title 11.60.020.C Canopy Size

7. ~~If more than 10 trees, shrubs or groundcover plants are used to meet the above standard, then no more than 50 percent of the trees, shrubs or groundcover plants may be of the same genus. If more than 40 trees, shrubs or groundcover plants are used, then no more than 25 percent of the plants may be of the same genus.~~ For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species must be used;

8. Trees must be a minimum ½-inch caliper, bareroot or live stake, unless they are oak or madrone, which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent; and

9. The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met.

Commentary

33.475.440.M

Typically, application of soil, including placing fill in the River Environmental overlay zone, requires river review. However, the landscaping standards of 33.475.220 require amending the soil prior to installing the required plants. This standard, 33.475.440.M, exactly matches the landscaping soil amendment standard to ensure that applying soil amendments as required by the landscaping standard does not require river review.

33.475.450 Corrections to Violations of River Environmental Overlay Zone Development Standards

The proposed regulations for corrections to violations match the regulations that currently govern violations of standards in 33.430, Environmental Overlay Zones. The regulations are intended to facilitate timely remediation for damage to resources and functional values that occur as a result of a violation.

M. Standards for application of soil amendments. The following standards apply to the application of soil amendments:

1. The depth of the soil amendment must be no more than 12 inches;

2. The soil must not be applied below the ordinary high water mark of the Willamette River, streams, or other water body, or within 30 feet of a wetland;

3. The composition of the growing medium must meet one of the following:

   a. For all planting areas located outside of the flood hazard area, the growing medium must be a blend of loamy soil, sand, and compost that is 30 to 40 percent plant material compost (by volume); or

   b. For all planting areas located within the flood hazard area, the growing medium must be a blend of loamy soil, sand, small gravels and compost. A landscape architect or civil engineer must certify that the growing medium is adequate to support the establishment and growth of vegetation, and is heavier than water.

4. Placement of the growing medium is not allowed when the ground is frozen or saturated; and

5. Temporary erosion control measures are required until permanent stabilization measures are functional. Temporary erosion control measures must be biodegradable or removed after permanent stabilization measures are functional or within 3 years, whichever is sooner.

33.475.450 Corrections to Violations of River Environmental Overlay Zone Development Standards

A. Purpose. The purpose of the correction regulations is to ensure the timely restoration of natural resources and functional values that have been degraded due to a violation of the River Environmental ~~O~~overlay ~~Z~~zone standards.

These regulations establish a process to determine which review requirements will be applied to remedy a violation that takes place in the River Environmental Overlay Zone. The type of review required depends on the circumstances of the violation. Section 33.475.450.B details methods for correcting such violations and Title 3 of the City Code details the enforcement penalties.

B. Correction Options. Applicants must choose one of the following options to correct environmental code violations.

1. When these options may be used.

   a. If all of the following are met, the applicant may choose Option One, Option Two, or Option Three:

      (1) No more than 12 diameter inches of trees were removed;

Commentary

(2) No ground disturbance occurred riverward of the top of bank of the Willamette River or within 30 feet of the top of bank of a stream, wetland or other water body;

(3) The correction will remove all illegal development; and

(4) The correction will replant illegal clearing.

b. If any of the following occurred, the applicant may not use Option One, but may choose either Option Two or Option Three:

(1) More than 12 diameter inches of trees were removed;

(2) A Madrone ~~larger than 6 inches~~, Garry Oak ~~larger than 6 inches~~, or Pacific Yew larger than 6 inches was removed; or

(3) Disturbance occurred riverward of the top of bank of the Willamette River, or within 30 feet of the top of bank of a stream, wetland or other water body.

c. If the applicant cannot meet Options One or Two, Option Three must be used.

d. If the violation also violates a condition of approval of a land use review, no trees have been removed, and disturbance did not occur riverward of the top of bank of the Willamette River or within 30 feet of the top of bank of a stream, wetland or other water body, the applicant may choose Option One or the process described in Section 33.730.140. The applicant may not choose Options Two or Three.

e. If the violation also violates a condition of approval of a land use review, trees have been removed, and disturbance occurred riverward of the top of bank of the Willamette River or within 30 feet of the top of bank of a stream, wetland or other water body, the applicant must use the process described in Section 33.730.140. The applicant may not choose one of the options in this section.

2. Option One, Remove and Repair. This option results in removal of illegal development and replanting and repair of any damage. All of the requirements of this paragraph must be met. Adjustments and modifications to these requirements are prohibited.

a. All items and materials placed in the area of violation are removed and no new disturbance area is created;

b. Any soil compaction resulting from the violation is tilled or otherwise broken up to a depth of 6 inches prior to planting;

c. Violation remediation planting. The area to be planted is the area disturbed by the violation. All of the following must be met:

(1) The area disturbed by the violation activity must be replanted to meet the standards of Table 475-3;

Commentary

(2) ~~One tree, six shrubs, and eight other ground cover plants are required to be planted for every 200 square feet of planting area.~~ For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species must be used. All plants must be native;

(3) A second area, equal in size to the area disturbed by the violation activity, must also be replanted to meet the standards of Table 475-3 ~~as remediation, or seven additional plants as described in B.2.c.2 must be planted on the site for every 50 square feet disturbed;~~

(~~5~~4) Any Nuisance or Prohibited Plants listed on the *Portland Plant List* must be removed from the planting area and within 10 feet of the planting area;

(~~6~~5) Trees must be a minimum ~~one~~ ½ inch in diameter, bareroot or live stake, unless they are oak, madrone, or conifer, which may be three- to five-gallon size. No more than 10 percent of the trees may be oak or madrone. Trees must not be planted within a view corridor designated in the Scenic Resources Protection Plan, shown on Map 480-1. Trees may be clustered. Shrubs must be a minimum of two-gallon size. All other species must be a minimum of four-inch pots;

(~~7~~6) The requirements of Section 33.248.090, Mitigation and Restoration Planting, must be met; and

(~~8~~7) For violations involving the removal of trees, two times the number of diameter inches removed must be planted on the site, in addition to other remediation vegetation planted. If any tree removed was a Garry Oak, Madrone, or Pacific Yew, the replacement trees must be of the same species. Planted trees must be a minimum one inch in diameter unless they are oak, Madrone, or conifer, which may be three- to five-gallon size.

3. Option Two, Retain and Mitigate. This option results in legalizing the illegal development and mitigating for any damage. All of the requirements of this subsection must be met. Adjustments and modifications to these standards are prohibited.

   a. The applicable standards of paragraphs 33.475.440.B must be met;

   b. Violation remediation planting. The area to be planted is the area disturbed by the violation. Where development is approved for the area disturbed by the violation, an area of the same size elsewhere on the site must be planted. All of the following must be met:

      (1) The area disturbed by the violation activity must be replanted to meet the standards of Table 475-3;

Commentary

(2) ~~One tree, one shrub, and five groundcover plants are required to be planted for every 50 square feet of planting area.~~ For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species are used. Plants must be native and selected from the *Portland Plant List*.

(3) A second area, equal in size to the area disturbed by the violation activity, must also be replanted to meet the standards of Table 475-3 ~~as remediation, or seven additional plants as described in B.2.c.2 must be planted on the site for every 50 square feet disturbed;~~

(4) Any Nuisance or Prohibited Plants listed on the *Portland Plant List* must be removed from the planting area and within 10 feet of the planting area;

(5) Trees must be a minimum ~~one~~ ½ inch in diameter, bareroot or live stake, unless they are oak, madrone, or conifer, which may be three- to five-gallon size. No more than 10 percent of the trees may be oak or madrone. Trees must not be planted within a view corridor designated in the Scenic Resources Protection Plan, shown on Map 480-1. Trees may be clustered. Shrubs must be a minimum of two-gallon size. All other species must be a minimum of four-inch pots; and

(6) The requirements of Section 33.248.090, Mitigation and Restoration Planting, must be met; and

c. For violations involving the removal of trees, two times the number of diameter inches removed must be planted on the site, in addition to other remediation vegetation planted. If any tree removed was a Garry Oak, Madrone, or Pacific Yew, the replacement trees must be of the same species. Planted trees must be a minimum ~~1~~ one inch in diameter unless they are oak, Madrone, or conifer, which may be three- to five-gallon size.

4. Option Three, River Review. This option requires River Review, using the approval criteria and procedures below:

a. Approval criteria. The applicable approval criteria of Subsection 33.865.120 must be met.

b. Review procedures. Reviews are processed as follows:

(1) Type III. A Type III review is required for any development, exterior alteration, or exterior improvement within a wetland, stream channel, drainageway, or water body.

(2) Type II. All other reviews to correct violations are processed through a Type II procedure.

(3) All River Reviews must provide the information required in Section 33.865.040, Supplemental Application Requirements

Commentary

33.475.500 Removal or Remediation of Hazardous Substances

The regulations in this section apply to removal or remediation of hazardous substances. The goal of these regulations is to ensure that cleanup actions do not impair river-dependent and river-related uses and development, public access and recreation or natural resources.

The requirements are intended to refine the cleanup design to be in conformance with City requirements and the Oregon Statewide Planning Goals, particularly Goal 15: ~~The~~ Willamette River Greenway. Goal 15 requires protection of significant fish and wildlife habitats, protection of natural vegetative fringe along the river, and setbacks from the river for non-water related or non-water dependent uses. The regulations have been written in a way that will provide the person conducting the cleanup and the regulating agency with the flexibility required to design the most appropriate removal or remediation action.

Portions of State or federally approved cleanups may be exempt from procedural requirements of the section. Under Oregon State Law (ORS 465.315(3)) the onsite portion of a state approved cleanup is exempt from the procedural requirements of the Code to obtain local permits if the substantive requirements of the local jurisdiction are met.

The regulations in this section are the City's substantive requirements for clean ups that must be met regardless of whether the cleanup may be exempt or is applying for a permit. The Bureau of Development Services implements what it calls an "exempt process" for evaluating hazardous substance removal or remediation plans compliance with the City's substantive regulations. Cleanup conducted under state law in a City right of way is not exempted and must comply with all applicable City requirements.

Under federal law (42 U.S.C. 9621 (e)(1)), EPA has its own process for determining the extent to which substantive requirements of City Code will be considered in a federally approved cleanup.

33.475.500.~~F~~E

Statewide Planning Goal 15 requires that structures or buildings be separated from the river. The City's river setback (called greenway setback outside of this chapter) requires that development in the River General overlay zone in the Central City that is not river-dependent or river-related be set back 50 feet from the top of bank. Structures required as part of remediation actions are considered river-related and allowed within the setback. The standard seeks to ensure that after cleanup actions are complete, the location of structures associated with the remediation will allow for future river-dependent and river-related development, such as development of the Greenway Trail.

Clean Up of Contaminated Sites

33.475.500 Removal or Remediation of Hazardous Substances

A. General. The following regulations are substantive requirements that apply to actions taken to remove or remediate hazardous substances. All of the regulations must be met unless one or more are demonstrated to be impracticable pursuant to subsection G, below.

B. Where these regulations apply. The regulations of this section apply to the portion of the site located within the boundaries of the removal or remediation action.

C. Review procedure.

1. Except as described in paragraph C.2, compliance with these regulations is processed through a Type II procedure.

2. If the action to remove or remediate hazardous substances is subject to this Code but exempt from procedural requirements, the action must comply with the substantive requirements of these regulations to the extent required under state or federal law and the person performing the action must notify the City that the action is exempt. A person conducting a cleanup otherwise exempted from the procedural requirements may choose to obtain a permit.

D. Relationship to other regulations in this chapter. Actions to remove or remediate hazardous substances that are approved or selected under Oregon or federal cleanup law are exempt from the procedural requirements of Chapter 33.475. Any part of ~~development~~ action that is not in itself a remedial or removal action must meet all other applicable regulations and procedural requirements of this chapter.

~~**E. Determination Letter.** To obtain a letter from the City of Portland Bureau of Development Services determining substantial conformance with standards 33.475.500, a supplemental site plan, as described in 33.865.040.A, is required.~~

~~F~~E. Regulations that apply to actions to remove or remediate hazardous substances. The following regulations apply to proposals for the removal or remediation of hazardous substances:

1. The removal or remedial actions and the final remedy must not preclude the use of the site consistent with the uses allowed by the base zone or an approved conditional use. If the site is within the River Industrial overlay zone or riverward of the river setback, the final remedy must allow the use of the site for river-dependent or river-related activities unless the site is found to be unsuitable for river-dependent or river-related uses. Generally, this means that the final remedy must allow development of the Greenway trail, dredging necessary to establish or maintain navigation to and from riverfront sites, the placement of piles or dolphins, or the development of a marine facility, dock, or wharf or other river-dependent or river-related structure;

Commentary

33.475.500.~~G~~F.1

The requirements of this subsection are aimed at encouraging the person conducting the cleanup to design a remedy that leaves identified natural resource areas intact as much as possible. The City is aware that this will not be possible in all cases, and therefore requires re-vegetation when ground disturbance and native plant removal cannot be avoided. The re-vegetation requirements are intended to allow flexibility in the type and size of trees planted.

2. Buildings, structures and equipment required as part of removal or remediation actions must be located and designed taking into account the purpose of the river setback standard which is to keep structures at least 50 feet away from the top of bank of the river, reserve space for public access to the river and development of the ~~g~~Greenway ~~t~~Trail, and allow for natural resource enhancement; and

3. Water quality treatment facilities must be located outside of the River Environmental Overlay Zone.

~~G~~F. **Regulations that apply to actions to remove or remediate hazardous substances that occur in specific areas.** The following regulations apply to actions within the River Environmental Overlay Zone to remove or remediate hazardous substances based on specific locations:

1. The following regulations apply to areas landward of the top of bank:

   a. Disturbance of the ground and removal of native vegetation must be avoided outside of the actual soil removal areas. If avoiding disturbance or native vegetation removal is not practicable, disturbance and removal must be minimized.

   b. Where ground disturbance or removal of native vegetation cannot be avoided, the area must be replanted. The replanting standards are as follows:

      [1] Nuisance and prohibited plants identified on the *Portland Plant List* must be removed within the area to be replanted and within 10 feet of any plantings;

      [2] Planting density. The replanting area must meet one of the following plant and planting density standards specified in Table 475-4. Trees may be clustered. Trees must not be planted within a view corridor designated in the Scenic Resources Protection Plan, shown on Map 480-1.

Table 475-4
This table represents the same planting density as the mitigation planting density, Table 475-3, and the landscaping planting density for subarea 1, Table 475-1.

Title 11, Trees, code section 11.60.020.C. Canopy includes canopy size categories. Tree canopy types are categorized as small, medium, or large based on the estimated canopy size at maturity. The "Portland Tree and Landscaping Manual" suggested plant lists include the size categories recognized for many trees. To determine the size category of a tree not listed in the "Portland Tree and Landscaping Manual", the applicant shall provide an objective source of information about the tree's mature height, crown spread, and growth rate. This information can come from published sources, internet sources, or nursery information such as cut sheets.

The canopy size category is calculated according to the following formulas, which incorporate the estimated height and crown spread of a mature specimen and the tree species' growth rate:

1. Small trees have a canopy factor of less than 40, Medium trees have a canopy factor from 40 to 90, and large trees have a canopy factor greater than 90;

2. Canopy factor = (Mature height of tree) x (Mature canopy spread) x (Growth rate factor) x 0.01;

3. The growth rate factor is 3 for fast-growing trees, 2 for medium growing trees, and 1 for slow-growing trees.

Table 475-5
This table's information is the same requirement as the tree replacement standard, Table 475-2.

Table 475-4 Planting Density			
	Small Trees[1]	**Medium Trees[1]**	**Large Trees[1]**
Planting Density	One tree ~~and three shrubs for every 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 100 square feet. Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Three shrub and four other groundcover plants.	One tree ~~and six shrubs for every 200 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 200 square feet. Option 1: Six shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Six shrub and eight other groundcover plants.	One tree ~~and nine shrubs for every 300 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre.~~ and one of the following two options for every 300 square feet. Option 1: Nine shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Nine shrub and 12 other groundcover plants.

[1] Tree size~~s~~ is based on Title 11.60.020.C Canopy Size

[3] Plant diversity. For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub species, and four different groundcover species are used ~~If more than 10 trees or shrubs are used to meet the above standard, then no more than 50 percent of the trees or shrubs may be of the same genus. If more than 40 trees, shrubs or groundcover plants are used, then no more than 25 percent of the plants may be of the same genus~~;

[4] Plant size. Trees must be a minimum ½-inch caliper or bareroot unless they are oak or madrone, which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent; and

[5] The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met.

c. Tree replacement. Trees that are 1.5~~-4~~ inches or greater in diameter that are removed must be replaced based on Table 475-5:

33.475.500.~~G~~F.2.a

If the river bank will be altered significantly as a result of the removal or remediation of hazardous substances, the City requires that the bank be restored using soil bioengineering instead of engineered inert materials to the extent practicable. The City's priority is a natural bank that can sustain vegetation for soil stabilization, improve ecological values and provide riparian functionality. However, the City recognizes that there will be cases when bioengineering will not be practicable. If rock armoring is used on the bank, the City requires re-grading to a slope level that will allow vegetation to be maintained, and requires that live willow or dogwood stakes be planted between the rocks to provide a minimum level of vegetative cover.

Table 475-5 Tree Replacement in Hazardous Substance Clean-up Sites		
Size of tree to be removed (inches in diameter)	**Option A (no. of native~~s~~ trees to be planted)**	**Option B (combination of native trees and shrubs)**
At least 4 and up to 12	2	Not applicable
More than 12 and up to 20	3	1 tree and 3 shrubs
More than 20 and up to 25	5	3 tree~~s~~ and 6 shrubs
More than 25 and up to 30	7	5 tree~~s~~ and 9 shrubs
More than 30	10	7 tree~~s~~ and 12 shrubs

[~~2~~1] Size. The replacement trees must be a minimum ½-inch diameter or bareroot unless they are oak or madrone, which may be one gallon size. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent.

[~~3~~2] Type. The replacement trees must be native trees selected from the *Portland Plant List*;

[~~4~~3] Location. All replacement trees must be planted within the River Environmental Overlay Zone, within 50 feet of the River Environmental Overlay Zone, or within 50 feet of the top of bank of the Willamette River in the Central Reach. The person conducting the cleanup must own the property where the trees are planted or have an easement or deed restriction sufficient to ensure the success of the tree planting; and

[~~5~~4] Replacement trees can be counted toward meeting the requirements of subsubparagraph G.1.b(2).

d. All vehicle areas and construction staging areas installed for purposes of conducting the removal and remediation actions must be removed from the River Environmental Overlay Zone when they are no longer necessary for remedy construction. All such areas must be removed by the time the project is complete and the areas must be replanted according to the standards of subparagraph G.1.b, above.

2. The following regulations apply to the area between the top of bank and the ordinary high water mark:

a. When there is an alteration to the area between top of bank and the ordinary high water mark that is greater than 500 square feet or includes more than 50 cubic yards or excavation or fill, changes the ground contours, results in the removal of buildings, requires engineering of the river bank or includes in-water work, the following should be met:

Commentary

[1] The area between the top of bank and the ordinary high water mark where the alteration occurs must be designed using biotechnical techniques including soil bioengineering. Figures 475-5 and 475-6 show examples of biotechnical techniques. In addition to using biotechnical techniques, the following requirements apply:

- Rock armoring or other hard surface armoring methods must not be used between the top of bank and the Ordinary High Water Mark except as needed surrounding outfalls. This is not intended to preclude using rock or other hard surface stabilization methods below the surface if necessary to contain hazardous substances or to preclude the use of rocks or gravel as part of the biotechnical technique;
- The bank must be sloped or terraced in a way that allows the establishment and maintenance of vegetation as the primary soil stabilization method;
- If the site is currently used for public recreation, including access to a beach or the river, the bank must be sloped or terraced in a way that allows for at least one public access way to the beach or river;
- Large wood, including root wads, tree boles and logs, must be used to reduce localized erosion, improve bank stabilization, and improve ecological values and, if the site is currently used for public recreation, support continued use of beaches and the river; and
- At least eighty percent of the area between the top of bank and the ordinary high water mark that is being altered as a result of the remedy must be planted with shrubs. At least one tree must be planted for every 400 square feet of altered area. All of the area that is not planted with shrubs or trees must be fully covered with ground cover plants. All plants must be selected from the Portland Plant List and should be appropriate for the conditions on the site. The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met.

[2] If biotechnical techniques are not practicable, as described in 33.475.500.H, and rock armoring is used on the surface between the top of bank and the Ordinary High Water Mark, then the slope of the bank must be shallow enough to allow a combination of rock and vegetation. At a minimum, live native willow or dogwood stakes should be planted in adequate soil, in the interstices between the rocks at a ratio of three stakes for every square yard of rock armoring.

33.475.500.~~G~~F.3

If the river bottom, which is the ground below the ordinary high water mark, will be altered significantly as a result of the removal or remediation of hazardous substances, the City requires that the river bottom be restored to support use by fish and people. The City's priority is a natural river bottom with improved ecological values and allows for public access where possible. However, the City recognizes that there will be cases when this will not be practical. If angular or large rock is necessary, the City requires adding a top layer of small gravel over the large rock.

b. When there is a minor alteration of less than 500 square feet or less than 50 cubic yards of excavation or fill to the area between the top of bank and the ordinary high water mark, the regulations of paragraph G.1, above apply.

3. In the area that is riverward of the Ordinary High Water Mark, the following apply:

a. Avoid in-water permanent structures that will impact the navigation channel or will preclude river-dependent or river-related development from accessing and utilizing the river for public recreation, transportation, tourism, or the transport, transfer and conveyance of goods and materials to and from the upland site;

b. Integrate large wood, or other natural wave deflection structures or techniques that mimic the function of large wood, into the near-shore environment. Rock armoring, chemically treated wood, articulated block, and industrial debris is discouraged;

c. If the area is a beach or is a shallow water depositional area, then the final design should include all of the following:

(1) At least six inches depth of substrate that is ½-inch rounded gravel or smaller in size should be placed over capping material;

(2) The submerged slope should be no steeper than 1:7 (rise to run ratio); and

(3) Public access from the Greenway Trail or abutting upland sites to the river should not be precluded.

d. If the area is not a beach or is not a shallow water depositional area, then the final substrate should be rounded rock no larger than 6 inches (D100=6") with an average gradation size of 3 inches (D50=3"). Angular rock is discouraged.

~~H~~G. **Demonstration of Impracticability.** A person conducting a cleanup may be exempted from compliance with any requirement in this section if the person demonstrates that compliance with the requirement is not capable of being done after taking into consideration cost, existing technology, and logistics in light of overall project remedial purposes. The person must still comply with that requirement to the extent practicable and remains subject to all other applicable requirements. To demonstrate impracticability the applicant must submit an engineering analysis, a cost schedule and any other information, such as desired future use of the site, that supports a demonstration that a requirement cannot be fully met.

Commentary

Figures 475-5 and 475-6

The examples that accompany this subsection were developed as part of a river bank design charrette conducted by River Plan staff as part of River Plan/North Reach, and attended by biologists, bank design experts, landscape architects, and City, state and federal agency representatives. Staff updated the figures to reflect types of contamination clean-up that have occurred in the Willamette River in recent years.

Figure 475-5

Example 1: Upland and In-Water Contamination Clean-Up

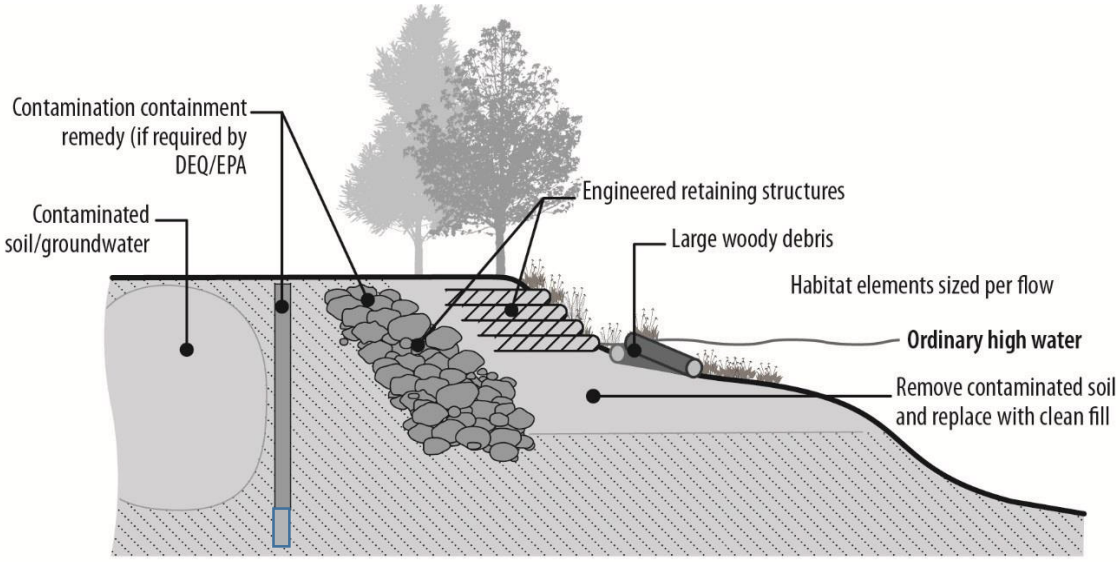
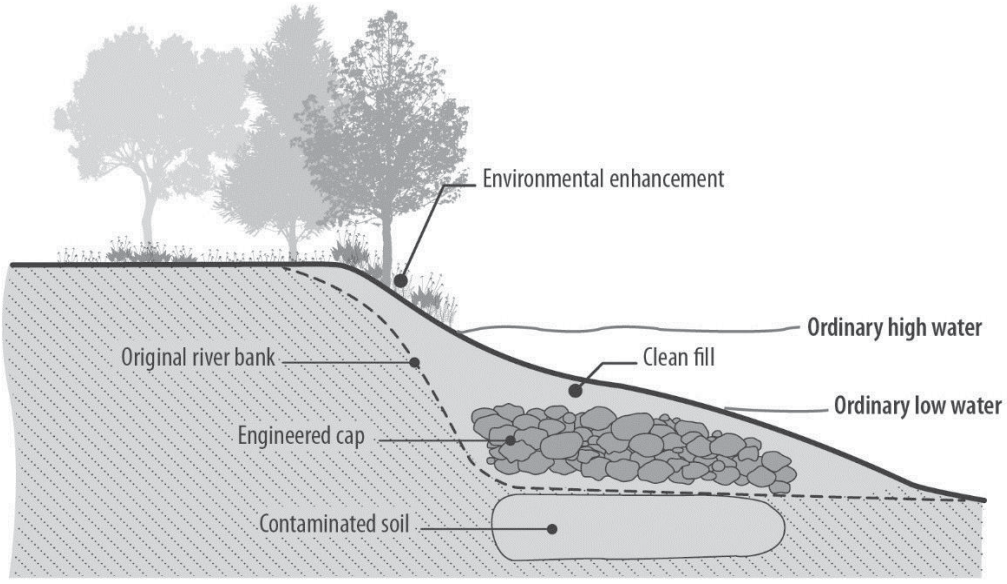


Figure 475-6

Example 2: In-Water Contamination Clean-Up



Commentary

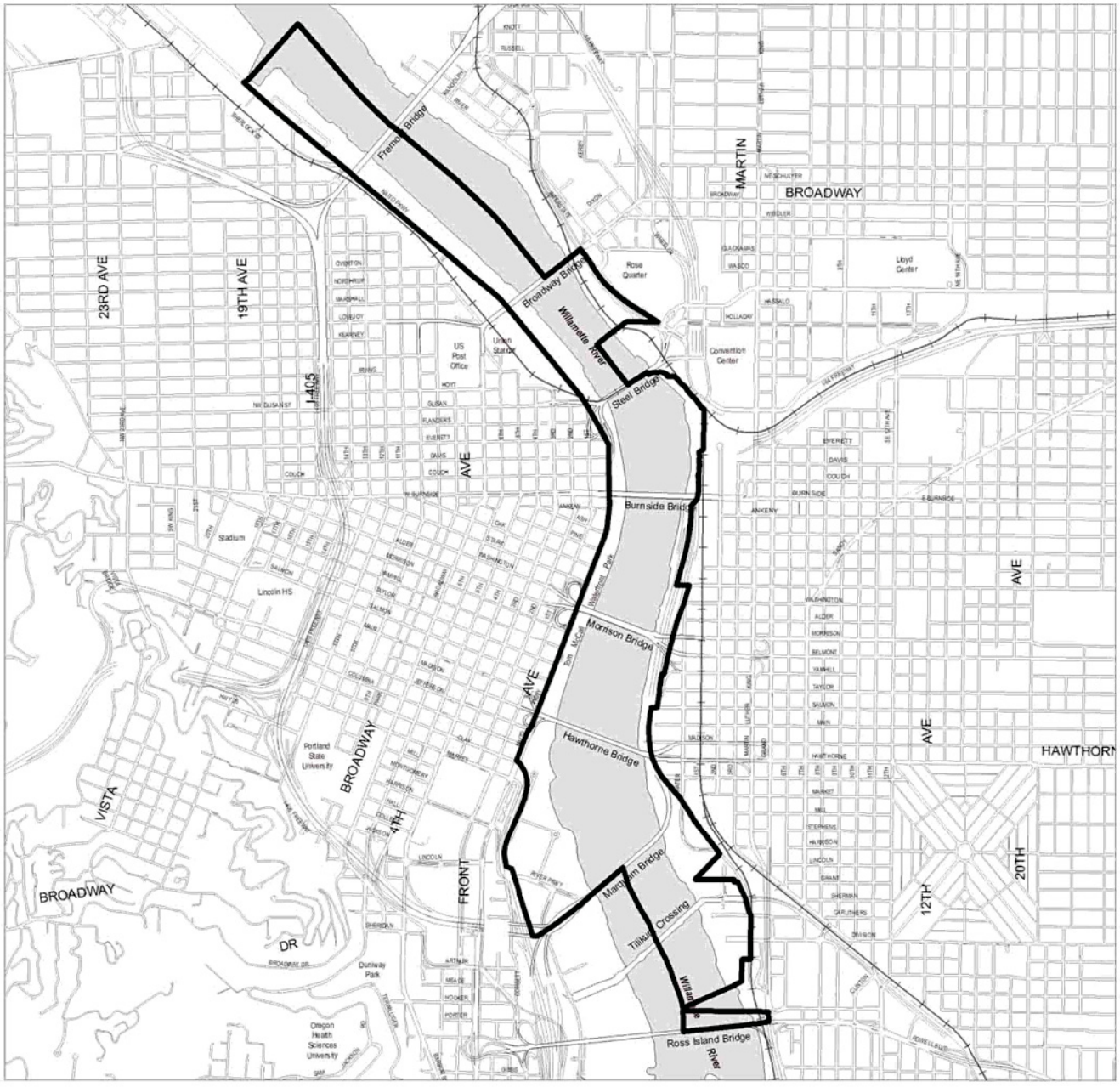
Map 475-1

This map depicts the Central Reach portion of the Willamette Greenway Boundary that is subject to the regulations of Chapter 475. Industrially zoned sites in the northeast and southeast portion of the Central Reach in the Central City remain subject to the regulations of the Greenway Overlay Zones chapter, 33.440. Revised regulations for these sites will be reviewed as part of the update to the Greenway Plan for the North Reach ~~Plan~~, which predominantly addresses river industrial sites and development.The greenway overlay zone regulations for the South Waterfront Subdistrict are contained in 33.510.253 and therefore, the South Waterfront Subdistrict is not included on this map and the regulations of this chapter do not apply.

Proposed Central Reach River Overlay Boundary

Map 475-1

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

NORTH

0 1,800 3,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Map 475-2

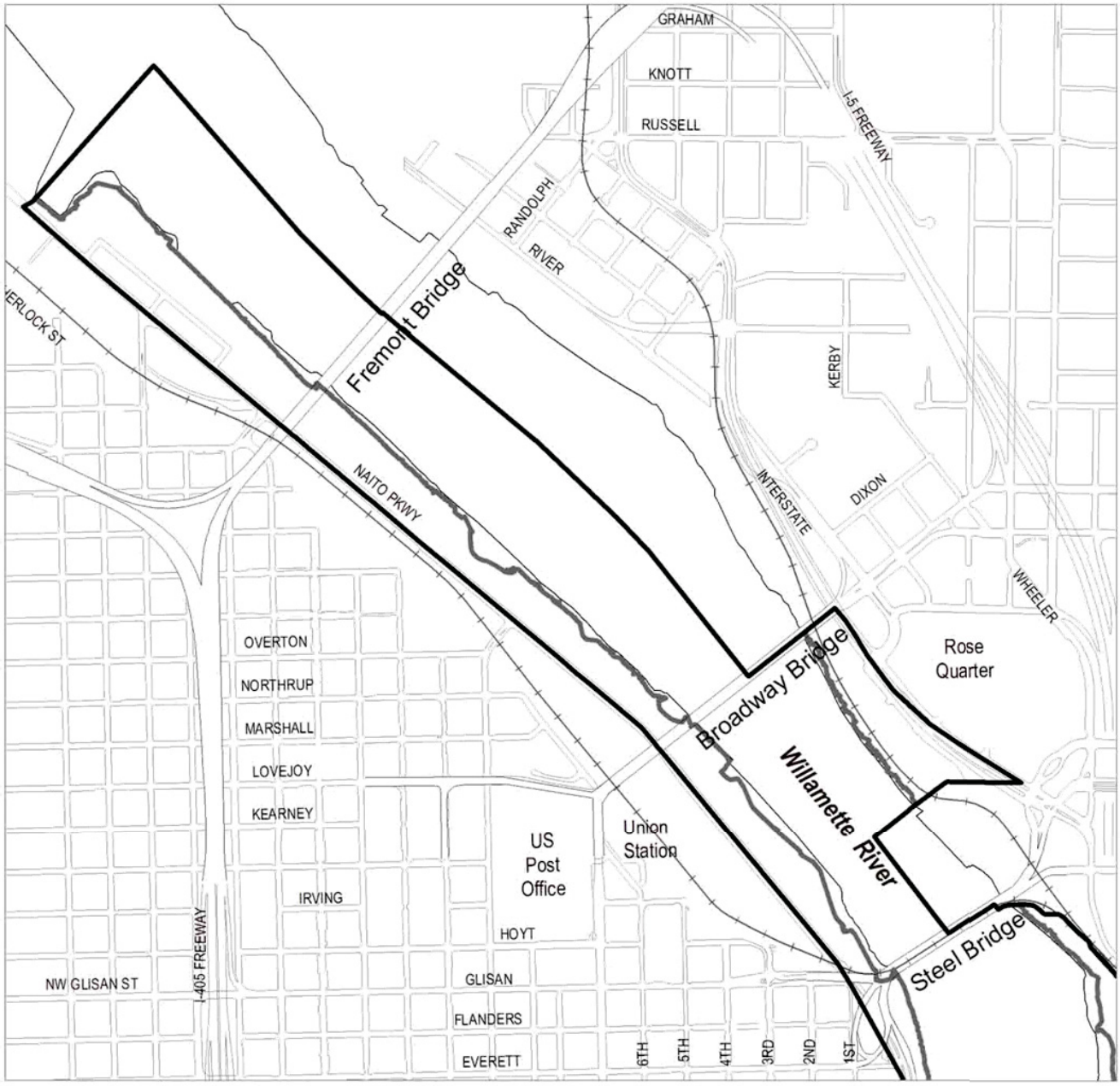
This map series shows the mapped top of bank for the Central City using Light Detection and Ranging (LIDAR). The top of bank is defined in 33.910 as the largest decrease in slope that is 10 percent or greater between the ordinary high water mark of a water body and a point 50 feet landward from the ordinary high water mark. See Section 33.930.150, Measuring Top of Bank. If there is no decrease in slope that is 10 percent or greater within a distance of 50 feet from the ordinary high water mark, then the top of bank will be the default location described in Section 33.930.150, Measuring Top of Bank. City staff plan to survey portions of this map and provide a refined map to the City Council.

Proposed Central Reach Top of Bank

Map 475-2

Map 1 of 3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Top of Bank (where mapped)

NORTH

0 800 1,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

Proposed Central Reach Top of Bank

Map 475-2

Map 2 of 3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Top of Bank (where mapped)

NORTH

0 800 1,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

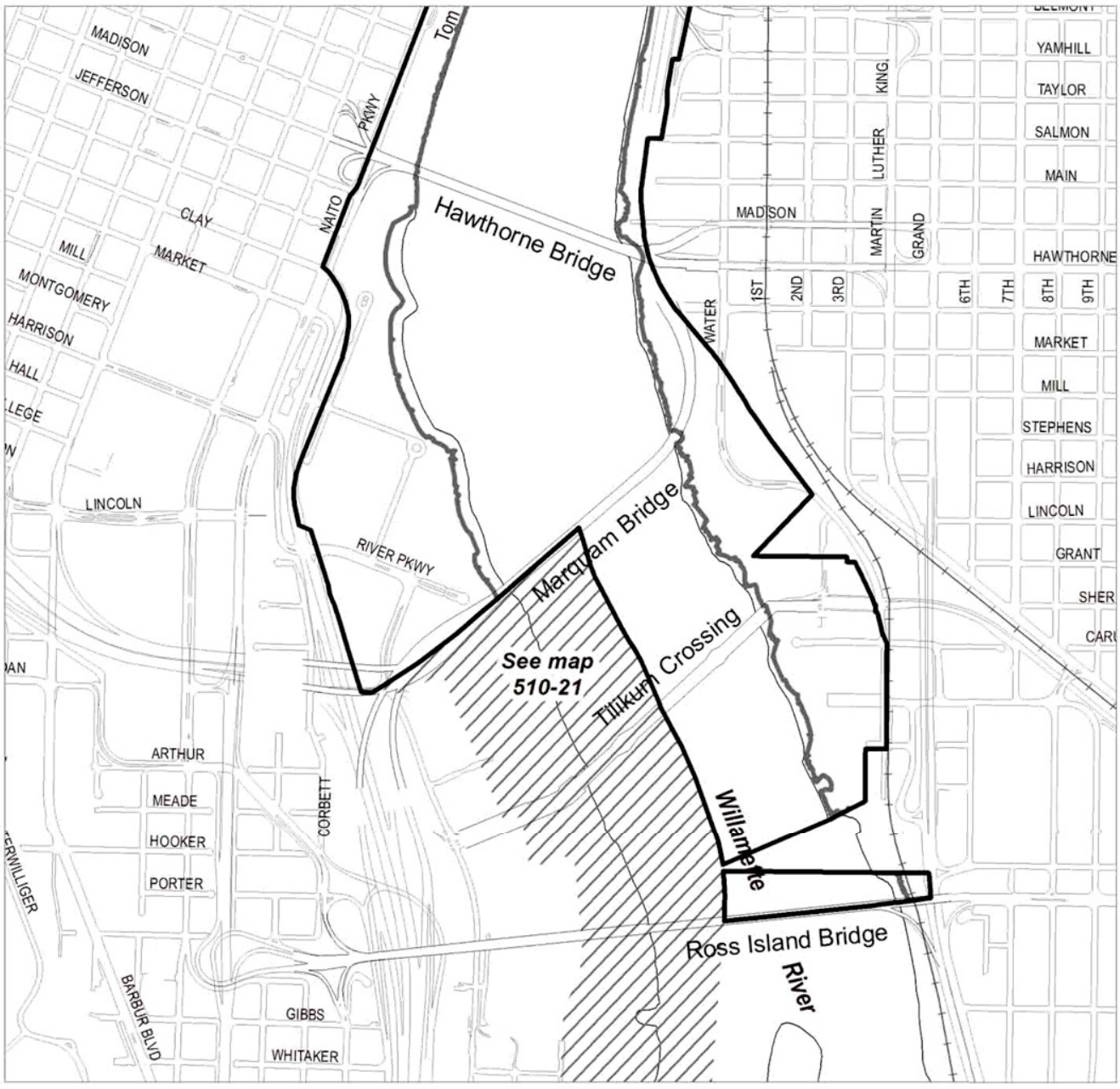
Commentary

Proposed Central Reach Top of Bank

Map 475-2

Map 3 of 3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Top of Bank (where mapped)

NORTH

0 800 1,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Commentary

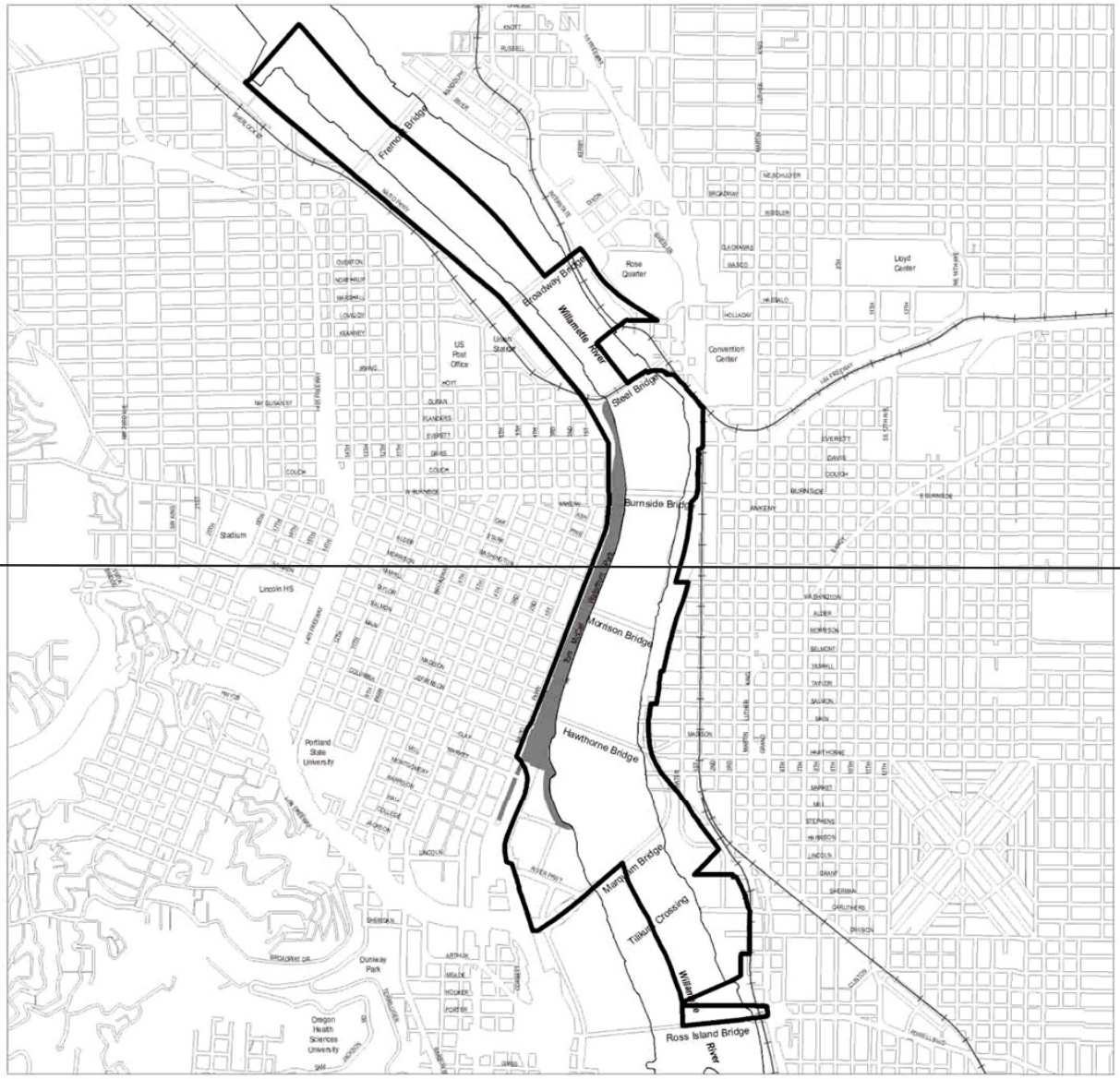
Map 475-3

This map depicts Governor Tom McCall Waterfront Park and the public beach at Eastbank Crescent. There are different requirements at ~~this~~ these location~~s~~, such as landscaping.

Proposed Landscaping Requirements at Governor Tom McCall Waterfront Park

Map 475-3

Map Revised Xxxxx X, 201X

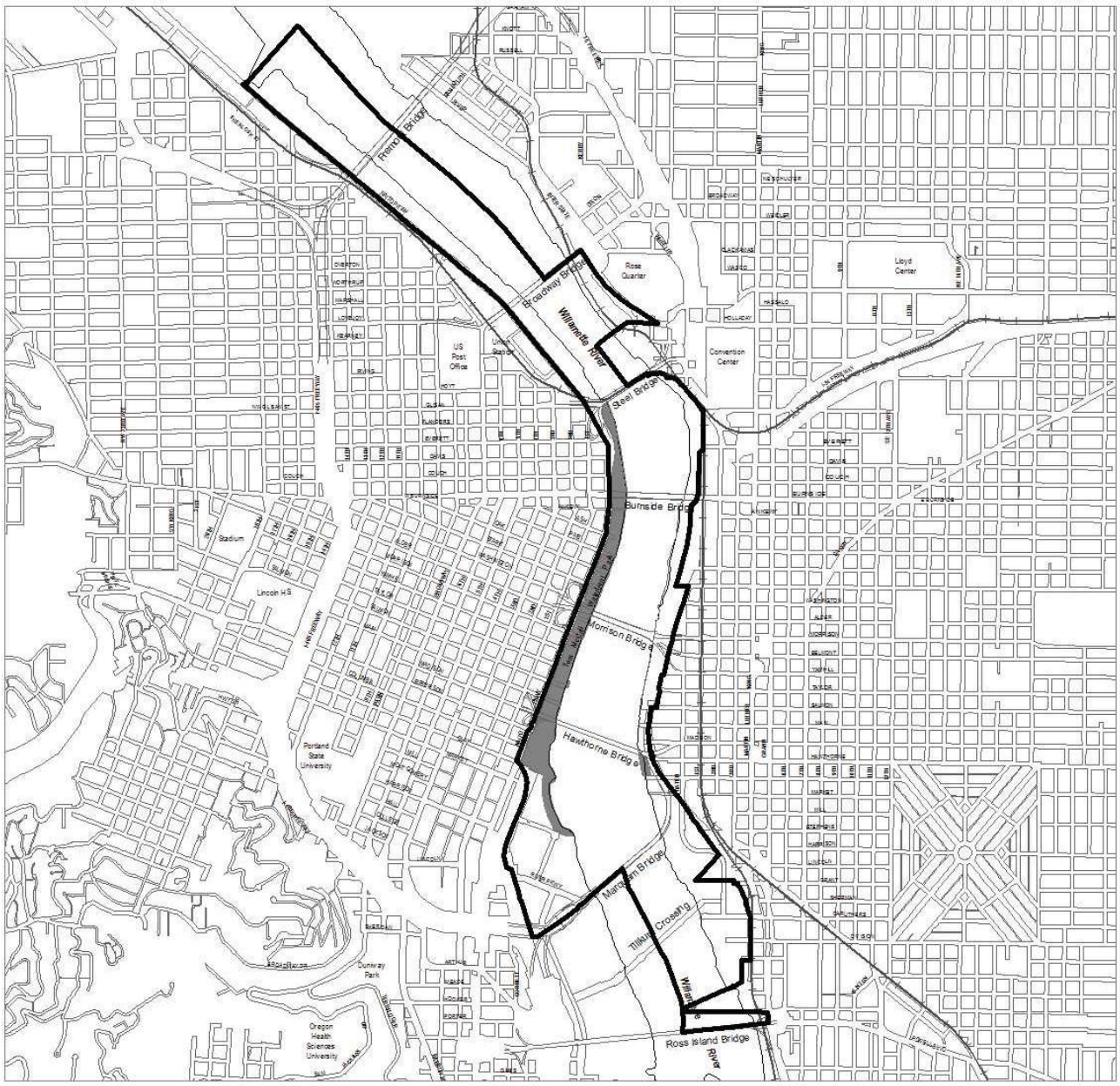


Commentary

Areas Exempt from Landscaping Requirements

Map 475-3

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

Exempt Areas

NORTH

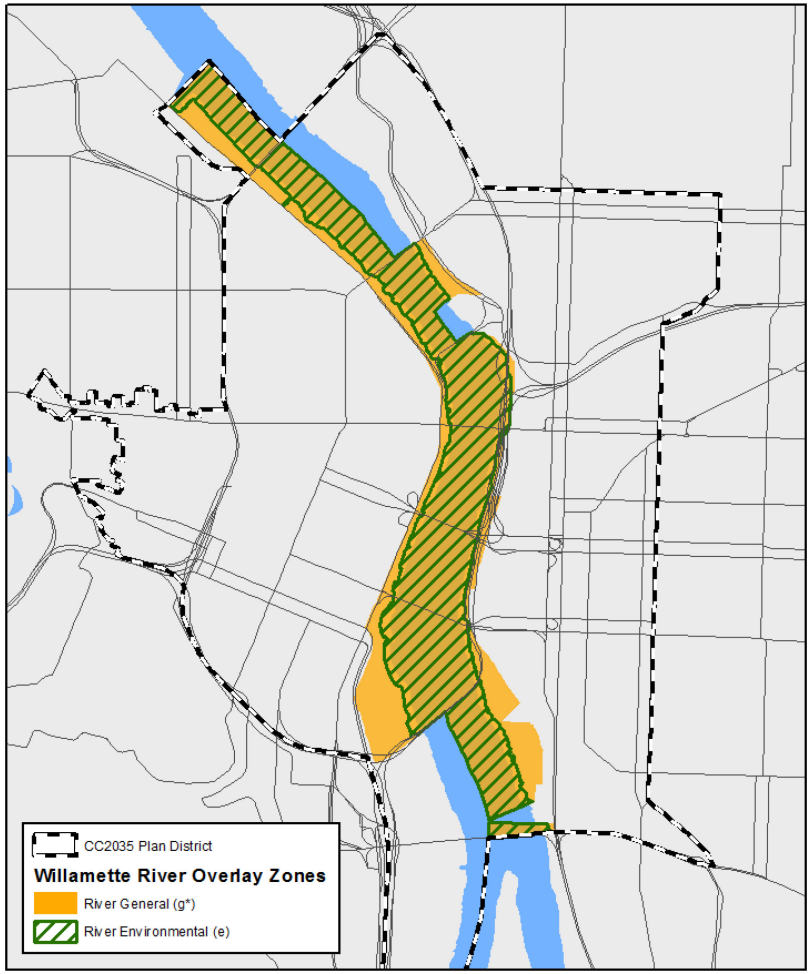
0 1,800 3,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon


CENTRALCITY
2035
Decision Packet M: Willamette River - Miscellaneous
PSC Work Session 3 – 01/10/2017
Bureau of Planning and Sustainability
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Charlie Hales, Mayor • Susan Anderson, Director

River Overlay Zones



River Overlay Zones

1. Previous amendments are grey
2. New amendments are yellow





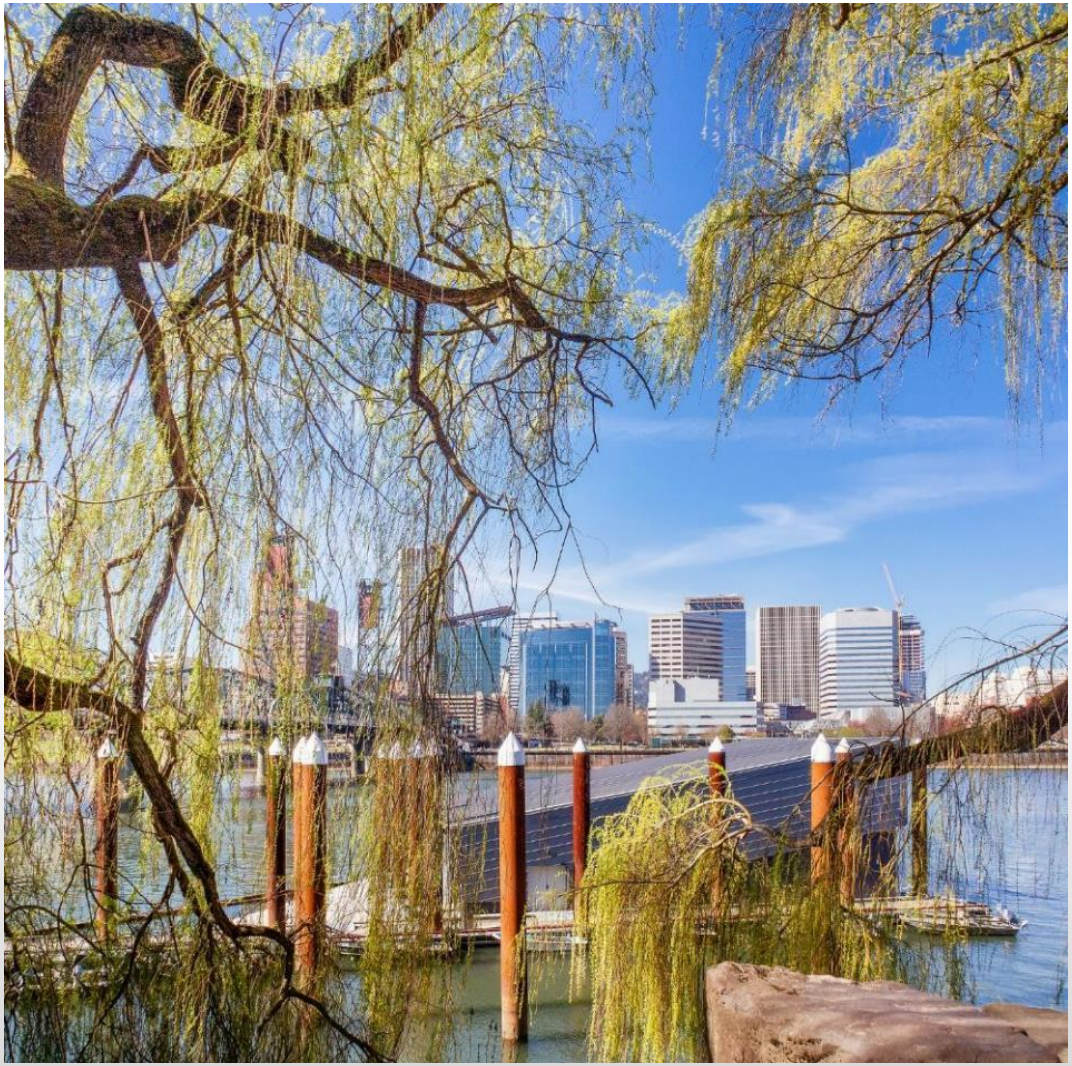


River Overlay Zones

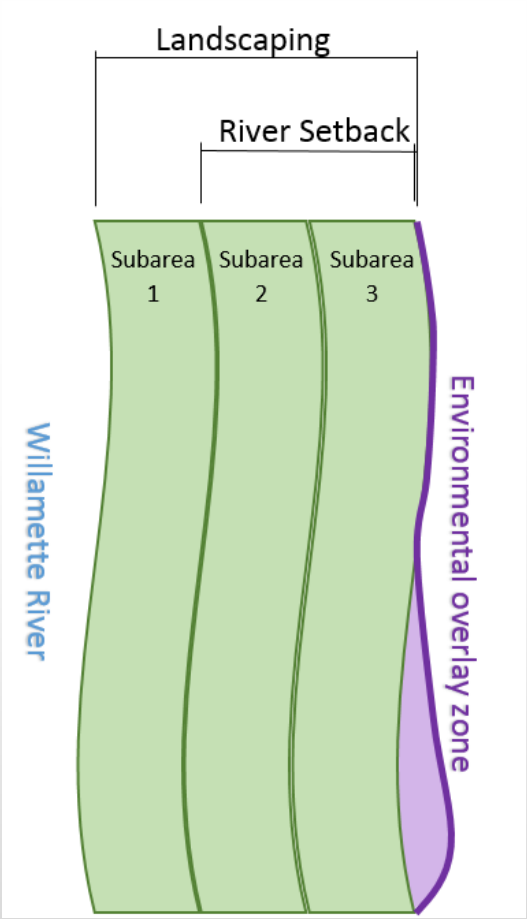
Summary of New Amendments

1. Exemptions for maintenance/repair of existing structures
2. Exemption for soil amendments
3. Clarifications for landscaping
4. Clarifications for river-related uses

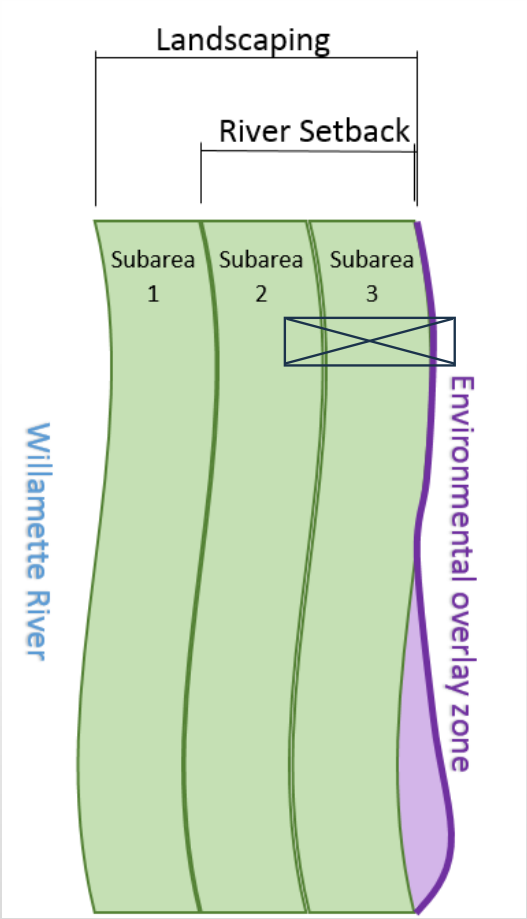




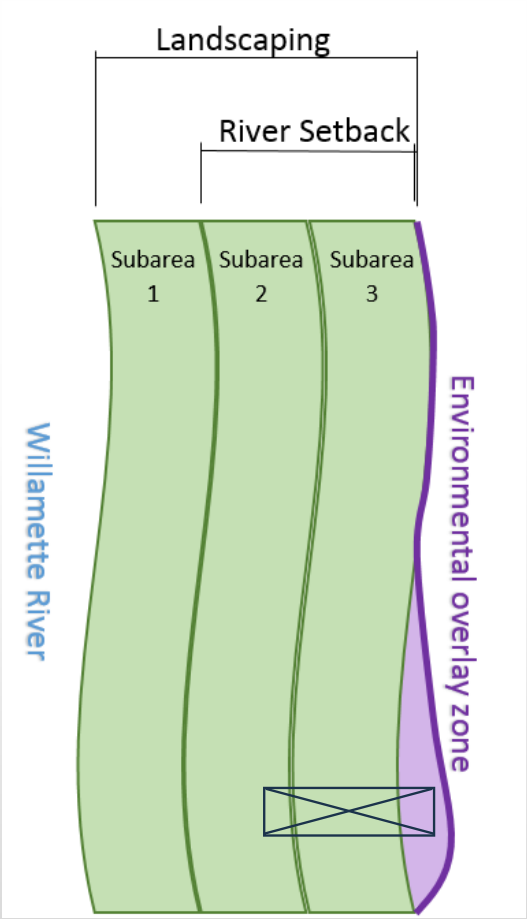
Landscaping



Landscaping



Landscaping



M9 (and previous H6)

Proposed Draft Regulation in 33.475.215

- Limits river-related development associated with Marine Passenger Docks and Marine Terminals to 5,000 square feet within the river setback.



Decision Table L: Zoning Requests

At the July and August PSC hearings, a small number of community groups and property owners advocated for changes to the zoning in the Central City. These requests typically centered around specific parts of neighborhoods, such as around Providence Park or the Central Eastside riverfront or — in a few cases — focused on specific properties. These requests are described briefly below along with staff's response and suggested action.

Contents of Decision Packet L: Zoning Requests

- Decision Table L
- Maps L1-L7
- Memo L

Items Marked for PSC Discussion:

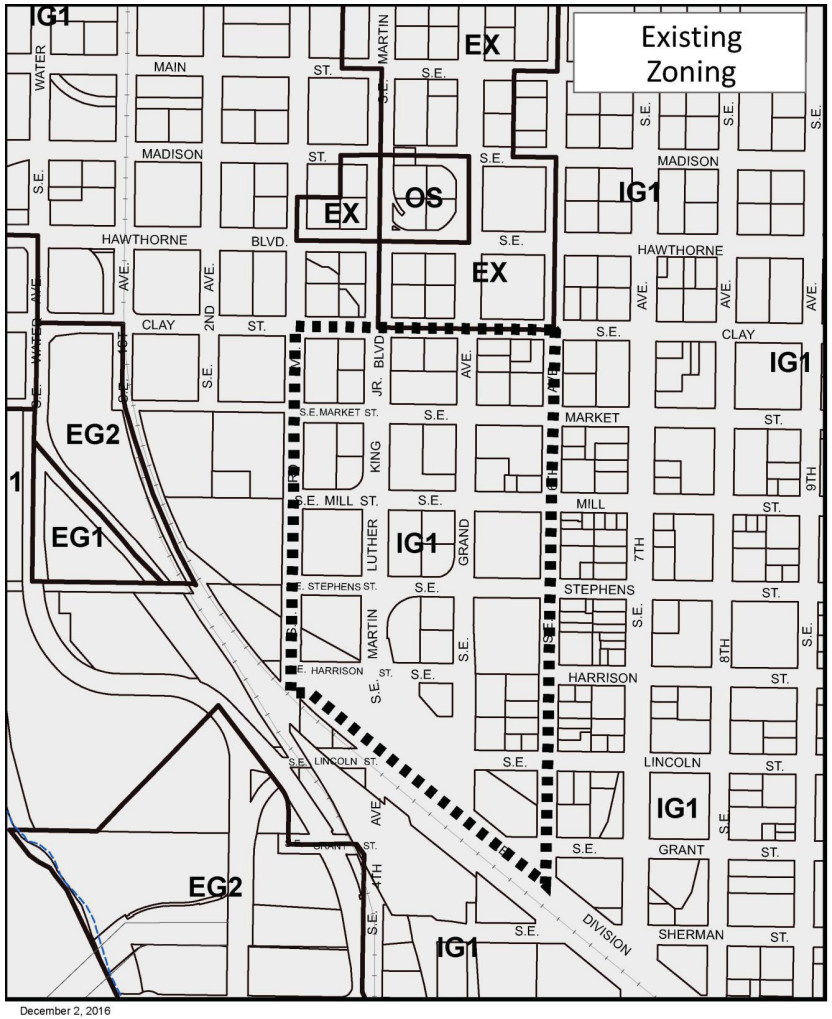
- None

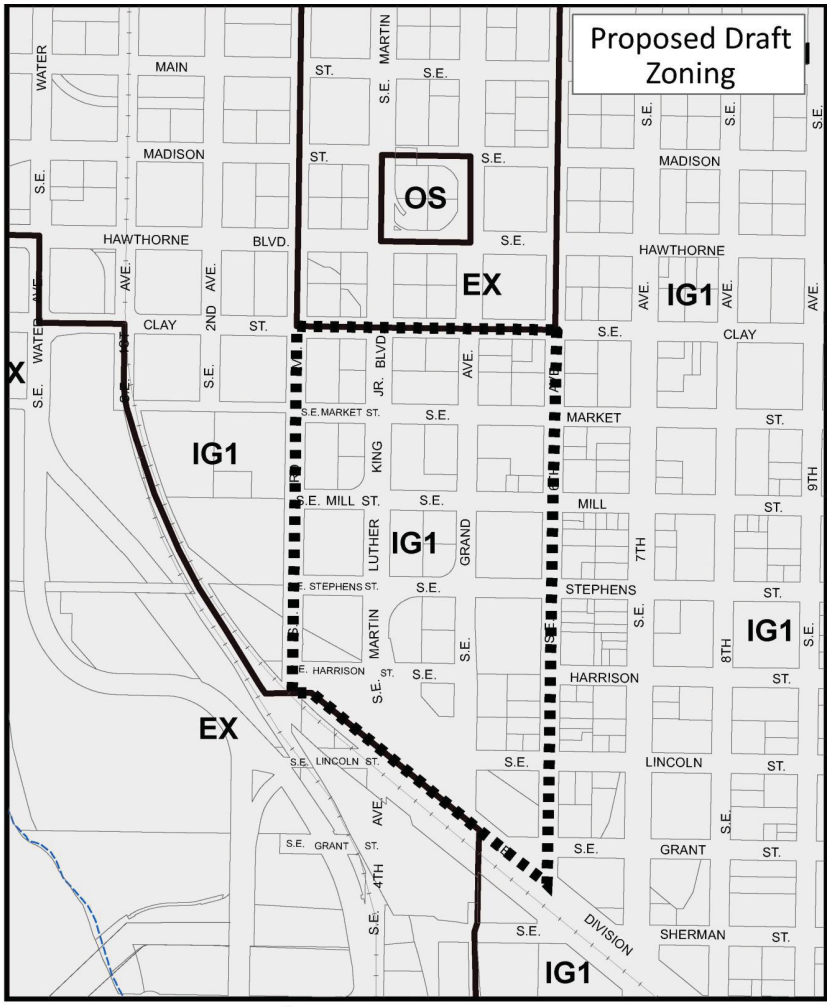
Ref #	Comment #	Commenter(s)	Subdistrict	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
L1 **and** **Map L1**	19920	William Eastman	Central Eastside	**Area:** 1800 SE MLK and all properties fronting SE MLK and SE Grand south of SE Clay to the Oregon Rail Heritage Center / OMSI area. **Existing Zoning:** IG1 **Proposal:** IG1, expansion of industrial office allowance. **Reference:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Rezone from IG1 to EX** **Why?** To complete the MLK/Grand mixed-use corridor south to the OMSI station area where EX is already proposed.	**Retain Proposed Draft version**	• Discussed during SE Quadrant Plan and the Stakeholder Advisory Committee was not comfortable with converting this much IG1 to EX. • Such a zone change would represent a significant loss of industrial/employment land. • Requested by one property owner but would affect many we have not heard from.	☐	☐ Support staff rec. ☐ Other
L2 **and** **Map L2**	20333 20355	Dana Krawczuk on behalf Haithem Toulan (property owner)	Central Eastside	**Area:** Riverfront properties south of the OMSI MAX station through the property of the requestor at 306 SE Ivon St. **Existing zoning:** IH **Proposal:** Rezone to EXd but prohibit residential uses. Do not require master plan for this site. **Reference:** Vol 2A1, Central City Master Plan (pg. 206), Map 510-6 Proposed Special Residential Use Areas, Map 510-19 Required Central City Master Plan (pg. 387), Proposed Zoning Map (pg. 468)	**In addition to staff's proposed rezone from IH to EXd, extend the conditional use allowance for housing and the required master plan review south from OMSI through this property.** **Why?** The commenters seek the option to build housing due to the proximity of their land to the OMSI MAX station.	**Retain Proposed Draft version**	• Staff recommends against extending these provisions to the Ivon Street property as it currently is zoned IH and has a long term heavy industrial use along its eastern border that is unlikely to close within this planning timeframe. • Only OMSI sites that are immediately adjacent to the actual station area and/or are currently zoned EG are allowed housing, if approved through a conditional use process, as is allowed in the EG zone today.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Subdistrict	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
L3 **and** **Map L3 and Memo**	20300, 20340, 20346, 20378, 20425, 20974, 21023, 21027	Fred Leeson, David Newman, Wendy Rahm, Deanna Mueller-Crispin, Suzanne Lennard	Downtown	**Area:** The western half of six blocks between SW Park, Broadway, Salmon and Market. **Existing Zoning:** RX **Proposal:** Rezone from RX to CX. **Reference:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Retain existing RX** **Why?** The commenters feel the area's historic churches and apartment buildings are more closely associated with residential zoning.	**Retain Proposed Draft version**	• Currently in the zoning code, household living and religious institutions are allowed by right in CX. In the RX zone, religious institutions are only allowed as a conditional use. • Further, the characteristics section for the CX zone in the zoning code has caused confusion because the language doesn't clearly state that mixed use development is intended in this zone. The result is that it would be possible for the reader to misconstrue the zone as strictly employment focused, when residential uses are intended as part of the mix. The MUZ project includes a correction to this language that makes this clear. • Staff research shows that CX zoning results in more residential development than RX. Between 1990 and 2016, 11,275 units were developed in the CX zone, while only 3,986 units were developed in the RX zone. Further, the CX zone on average has produced 166 units per acre, while the RX zone has produced 133 units per acre. See the attached memo for more details.	☐	☐ Support staff rec. ☐ Other
L4 **and** **Map L4 and Memo**	20301, 20402, 20823	Tracy Prince, Kal Toth, Susan Younie	Goose Hollow	**Area:** The blocks immediately east and west of Providence Park. **Existing Zoning:** The blocks around Providence Park are a mixture of RH, RX and CX zoning. The CX zoned block north of Providence Park has a "Required Residential" provision applied to it which requires 1 dwelling unit per 2,900 square feet of new net site area built. **Proposal:** Rezone RH and RX parcels to CX and remove the "Required Residential" provision. This would result in consistent CX zoning throughout the area. **References:** Vol 2A1, Deleted Map 510-5 Required Residential Development Areas (pg. 271), Map 510-6 Proposed Special Residential Use Areas (pg. 343), Central City Existing Zoning Map (pg. 467), and Proposed Zoning Map (pg. 468)	**Retain the existing CX zoning with the "Required Residential" provision.** **Why?** The commenters feel it's necessary to retain these zoning conditions in order to create 24/7 eyes on the street.	**Retain Proposed Draft version**	• There has been confusion about allowed uses in the RX and CX zones. Currently in the zoning code, household living is allowed by right in CX. • Staff research shows that CX zoning results in more residential development than RX. Between 1990 and 2016, 11,275 units were developed in the CX zone, while only 3,986 units were developed in the RX zone. Further, the CX zone on average has produced 166 units per acre, while the RX zone has produced 133 units per acre. See the attached memo for more details. • Lastly, removal of the Required Residential provision is consistent with input from the West Quadrant Stakeholder Advisory Committee (SAC) that more active, mixed use development was sought in this area than the existing zoning environment had achieved. While the SAC had representation from the Goose Hollow Foothills League, the membership of the neighborhood association changed after the SAC recommended the plan to the PSC and the new leadership opposes some of the elements of the plan that were supported originally.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Subdistrict	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
L5 and Map L5	21045, 21095, 21096	Irvington Community Association	Lloyd District	**Area:** Eight blocks between NE 8th and 16th Ave and NE Schuyler and Broadway that overlap both the Irvington Historic District and the Central City. **Existing zoning:** Mix of CX and RH. **Proposal:** No change. **Reference:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Rezone all eight blocks to Commercial Mixed Use 2 (CM2).** **Why?** The commenters believe the new CM2 zone from the MUZ Project with its 2.5:1 FAR and 45-foot height limit are more consistent with the existing fabric of the historic district.	**Retain Proposed Draft version**	• CM2 is a new MUZ zone that only applies outside the Central City. • The zoning, height and FAR proposals for these blocks have already considered the Irvington Historic District and take into account community input during the N/NE Quadrant Plan that sought to establish a step-down from the Lloyd District to Irvington.	☐	☐ Support staff rec. ☐ Other
L6 and Map L6	20345, 20430, 20433, 20447, 20474, 20703	Dean Gisvold, Stan Herman, Bill Badrick, Terrance Maloney, Geoffrey McCarthy, Roland Hoyle	Lower Albina	**Area:** 2410 N. Mississippi Ave and adjacent vacant lot. Both are adjacent to the Mississippi MAX light rail station. **Existing Zoning:** IG1 **Proposal:** No change. **Reference:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Rezone the area to CX.** **Why?** The owner wants to build a hotel/coffee shop with a roof top view lounge adjacent to the MAX station.	**Retain Proposed Draft version**	• There was discussion about rezoning the station area as part of the N/NE Quadrant Plan, but the Lower Albina Industrial Council was not supportive and the Stakeholder Advisory Committee approved keeping the industrial zoning in place. • The site is not contiguous with other commercial zoning, the request is to remove land from industrial use, and the proposed hotel use would likely generate significant trips that would negatively impact surrounding industrial uses.	☐	☐ Support staff rec. ☐ Other
L7 and Map L7 and Memo	20300, 20348, 20378, 20413, 20419	Fred Leeson, Duane Bietz, Wendy Rahm, Deborah O'Neill, Duane Bietz	West End	**Area:** Approx. 12 blocks between W Burnside, I-405, SW 11th and SW Taylor. **Existing Zoning:** RX **Proposal:** Rezone to CX. **Reference:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Retain existing RX** **Why?** Many of the buildings are historic and used for affordable housing which they believe is emphasized by RX zoning.	**Retain Proposed Draft version**	• Many of the historic structures in this area are National Register Historic Landmarks and have protection through that status. • Staff research shows that CX zoning results in more residential development than RX. Between 1990 and 2016, 11,275 units were developed in the CX zone, while only 3,986 units were developed in the RX zone. Further, the CX zone on average has produced 166 units per acre, while the RX zone has produced 133 units per acre. See the attached memo for more details.	☐	☐ Support staff rec. ☐ Other

Map L1: Blocks along the Grand/MLK corridor between SE Clay to the OMSI area





December 2, 2016

Central City Plan District boundary | Review Area | Zone Boundary

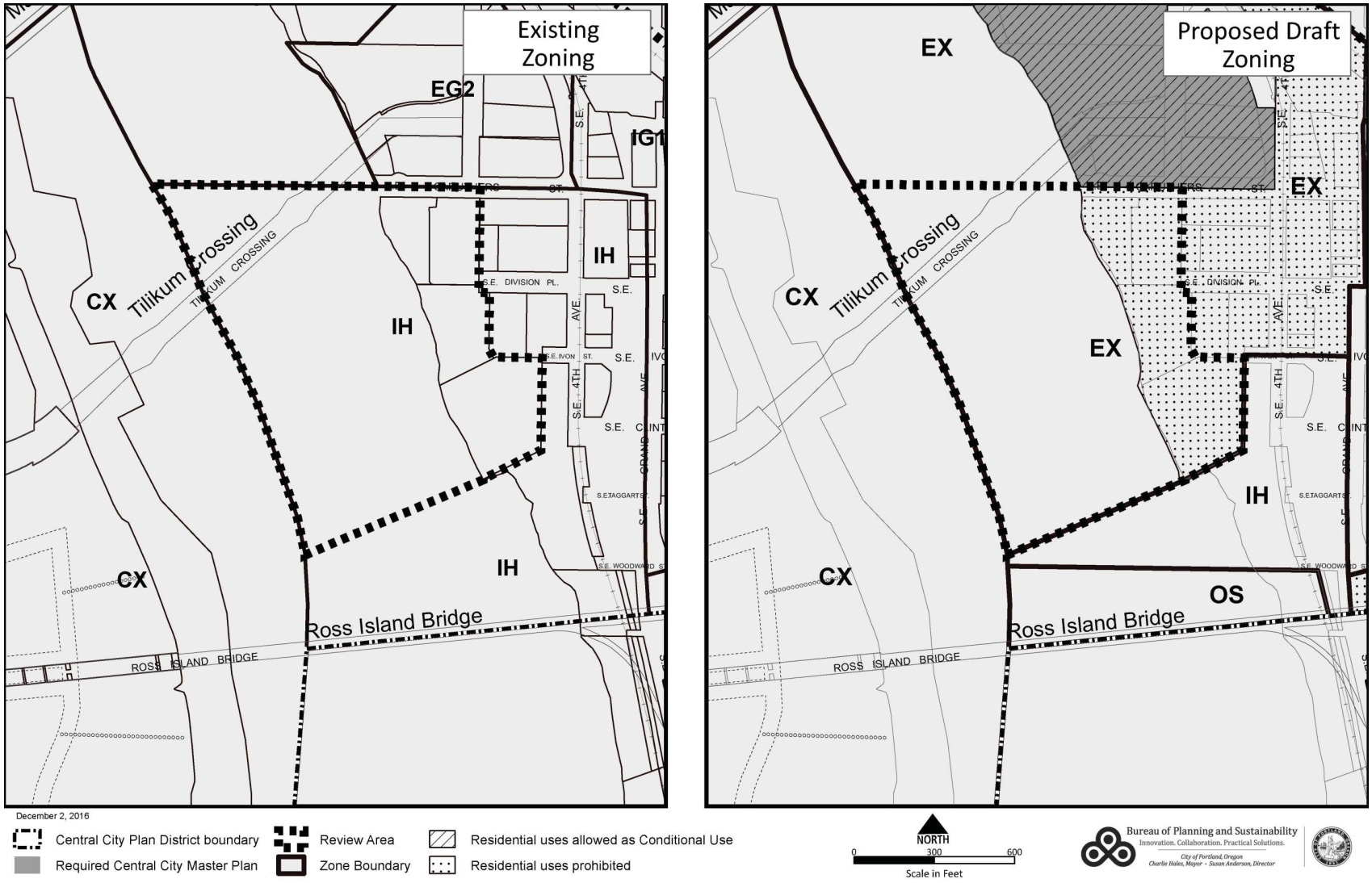
NORTH
0 300 600
Scale in Feet

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City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Request:
Rezone from IG1 to EX

Why?
To complete the MLK/Grand mixed-use corridor south to the OMSI station area where EX is already proposed.

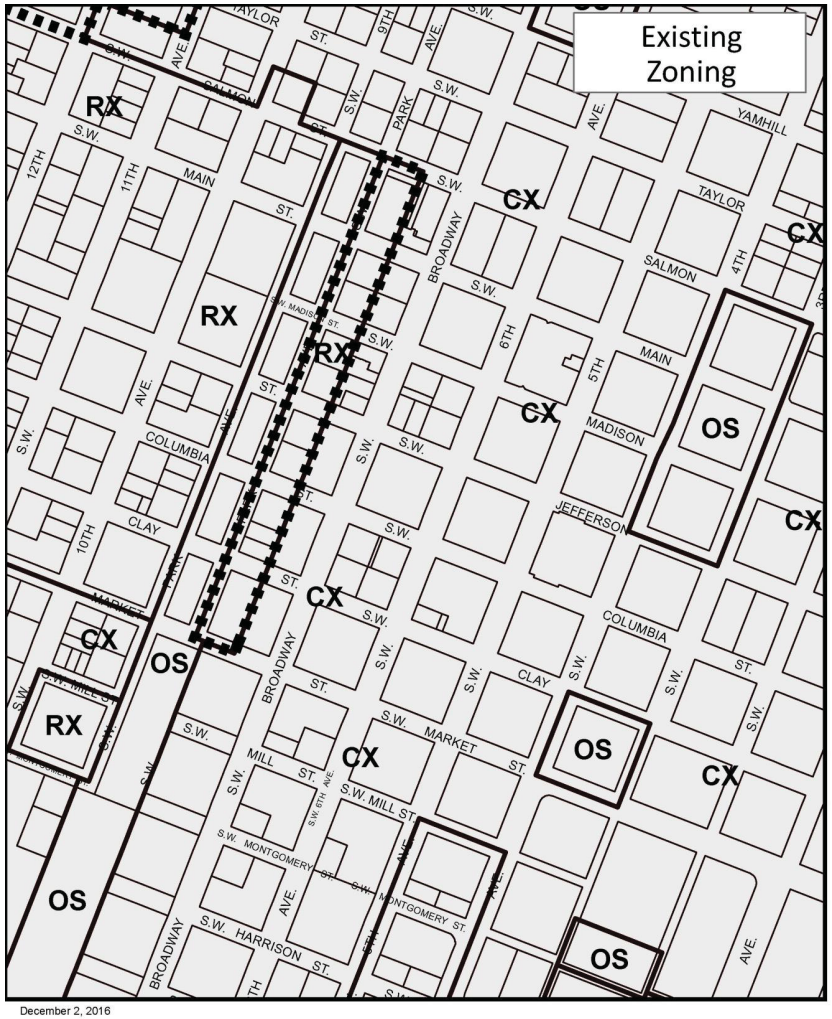
Map L2: Area south of the OMSI MAX station

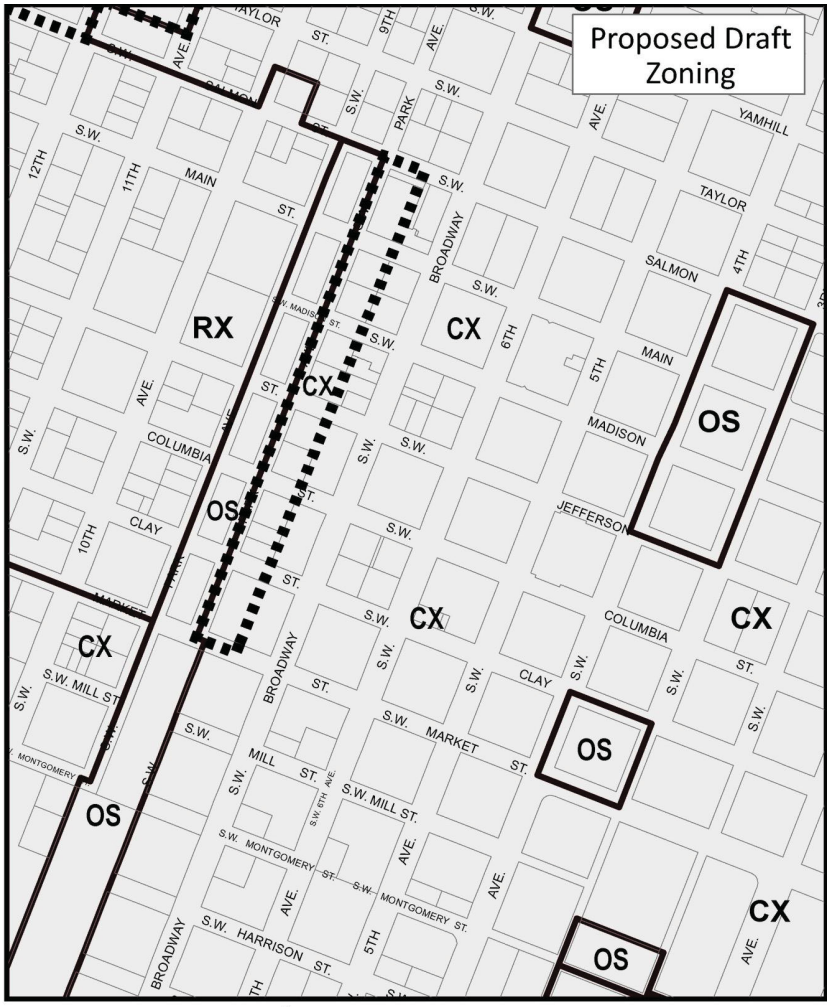


Request:
In addition to staff's proposed rezone from IH to EXd, extend the conditional use allowance for housing and the required master plan review south from OMSI through this property.

Why?
The commenters seek the option to build housing due to the proximity of their land to the OMSI MAX station.

Map L3: Half blocks east of the South Park Blocks

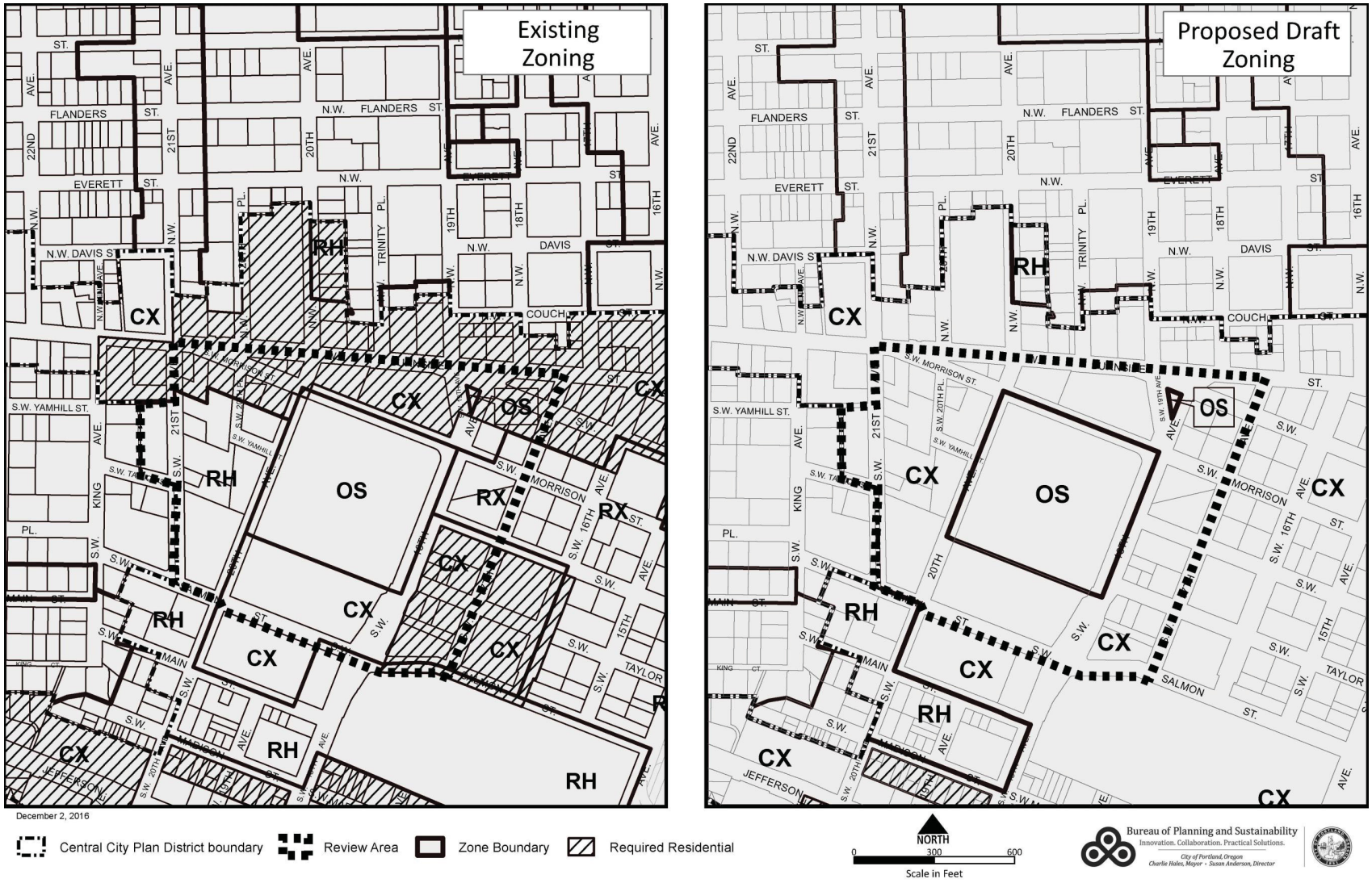




Request:
Retain existing RX

Why?
The commenters feel the area's historic churches and apartment buildings are more closely associated with residential zoning.

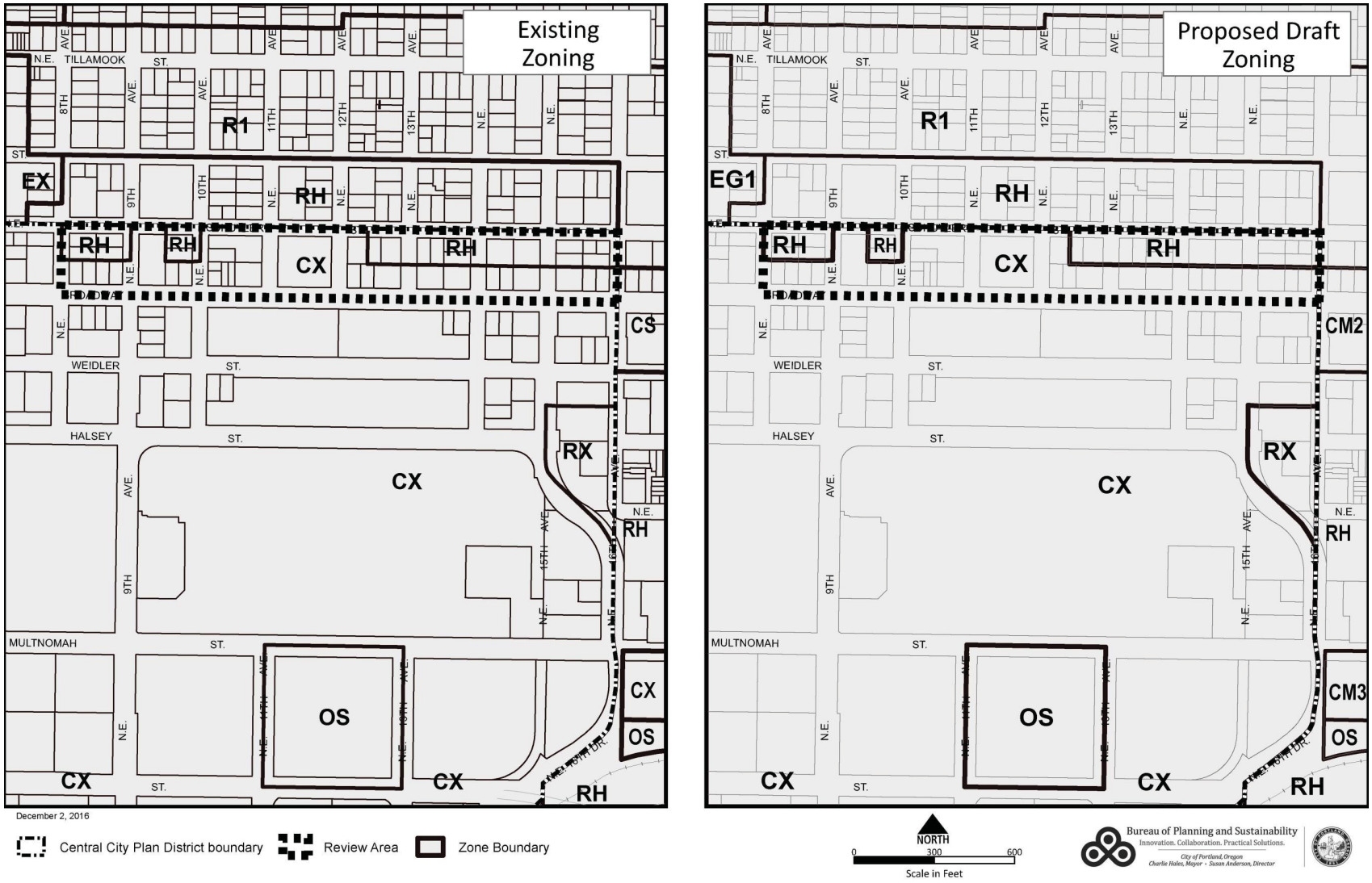
Map L4: Blocks east and west of Providence Park



Request:
Retain the existing CX zoning with the "Required Residential" provision.

Why?
The commenters feel it's necessary to retain these zoning conditions in order to create 24/7 eyes on the street.

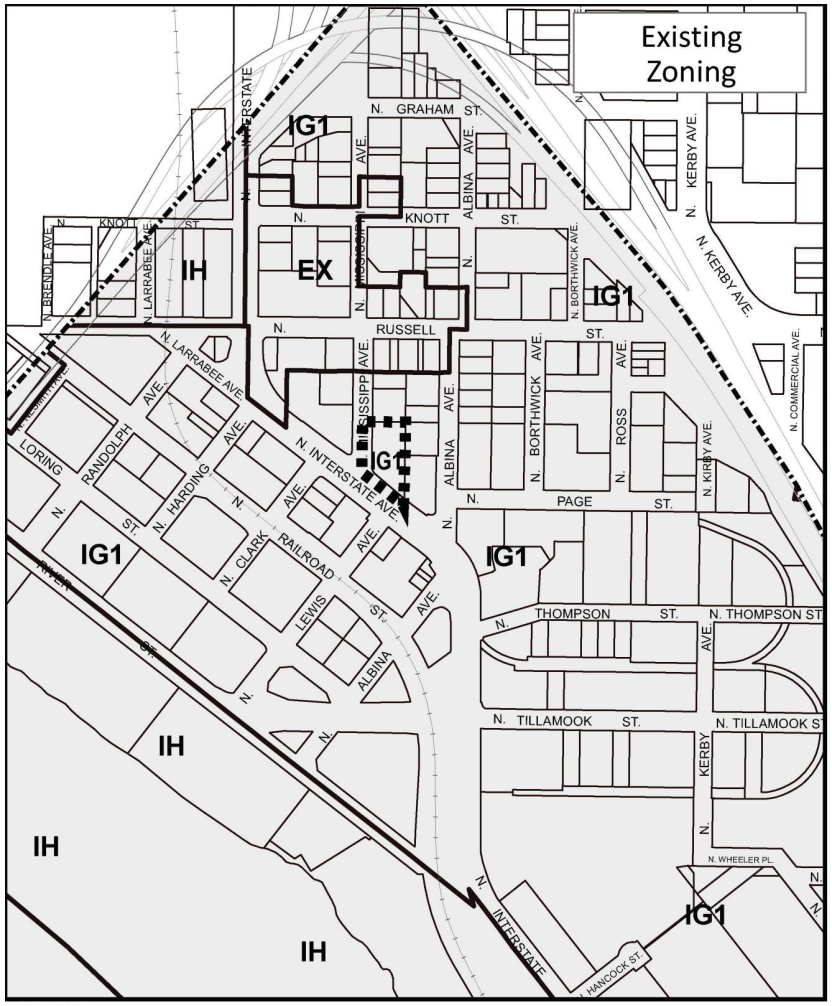
Map L5: Six blocks of the Lloyd District where the Central City overlaps the Irvington Historic District

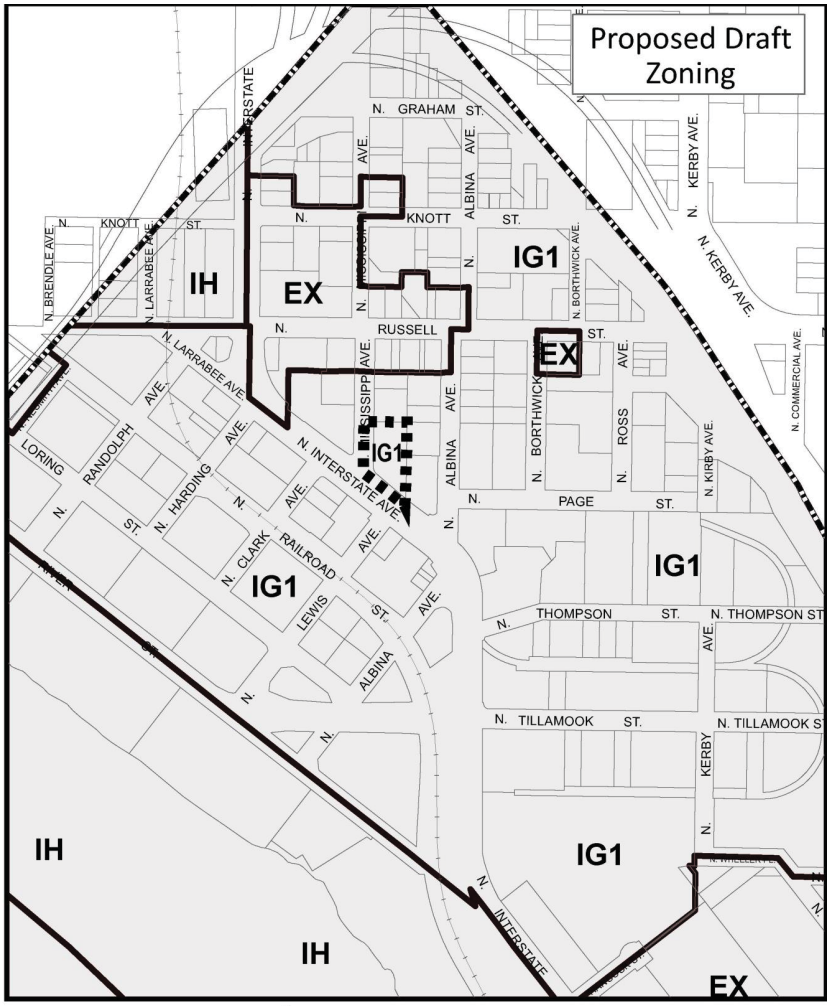


Request:
Rezone all eight blocks to Commercial Mixed Use 2 (CM2).

Why?
The commenters believe the new CM2 zone from the MUZ Project with its 2.5:1 FAR and 45-foot height limit are more consistent with the existing fabric of the historic district.

Map L6: Parcel near the Mississippi MAX station in Lower Albina

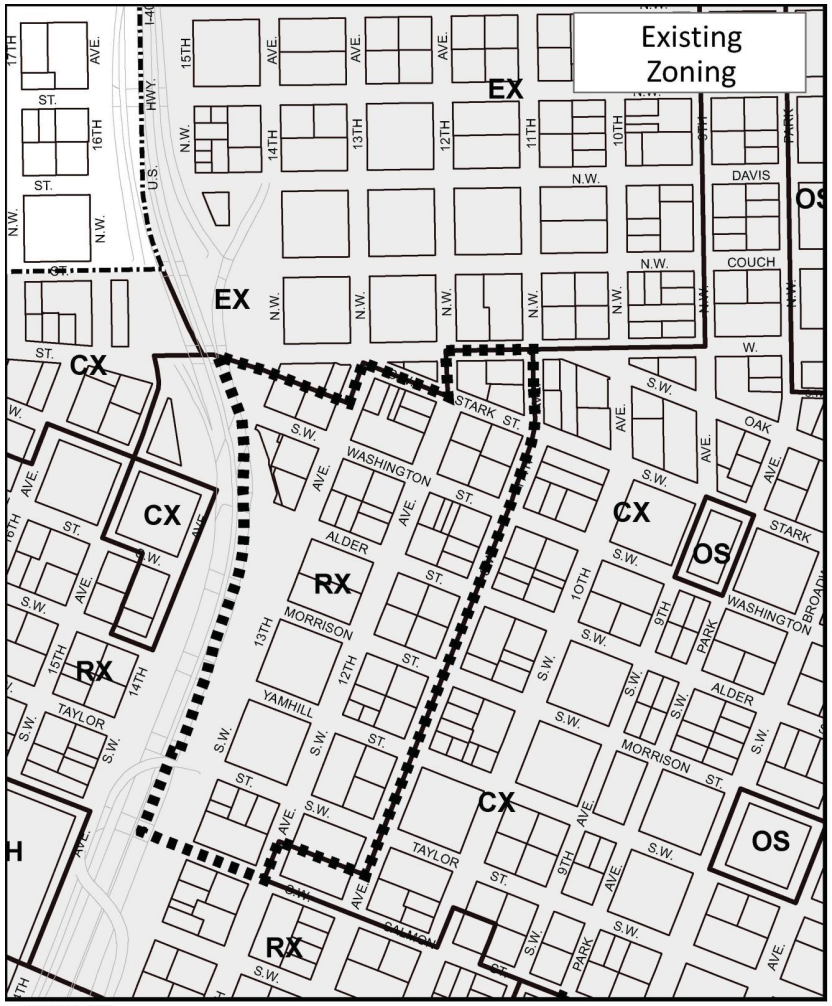


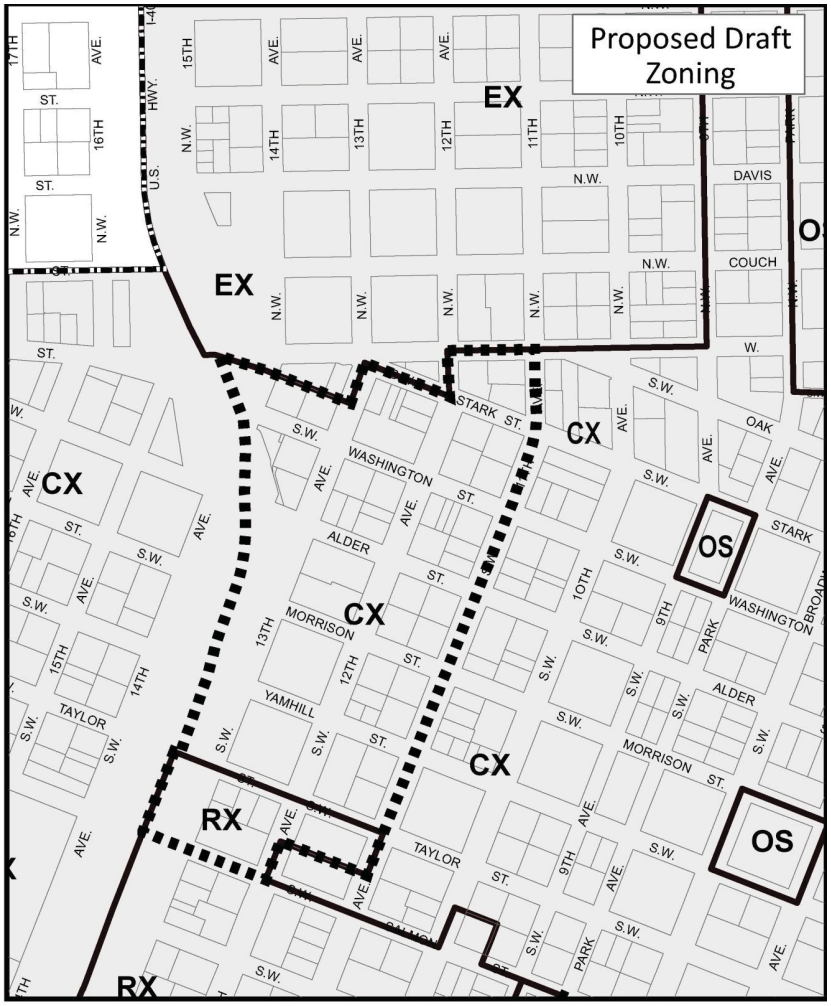


Request:
Rezone the area to CX.

Why?
The owner wants to build a hotel/coffee shop with a roof top view lounge adjacent to the MAX station.

Map L7: Northern section of the West End





Request:
Retain existing RX

Why?
Many of the buildings are historic and used for affordable housing which they believe is emphasized by RX zoning.

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MEMO

DATE: December 20, 2016

TO: Planning and Sustainability Commission

FROM: Troy Doss, Senior Planner, Central City 2035

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment to Decision Table I: Zoning Requests - Analysis Regarding Increased Housing Potential Resulting in Rezoning RX to CX in Central City**

23741

BPS staff have received questions regarding the potential impact to housing production if areas currently zoned Central Residential (CX) are rezoned to Central Commercial (CX). To better understand the relationship between these and other Central City zones in producing housing, staff identified all housing projects and the total number of units created in each zone since 1990 when the zoning for the 1988 Central City Plan was adopted.

Table 1 of this memorandum summarizes the housing projects and total units created each year since 1990 in the RX and CX zones, as well as the Central Employment (EX) and High Density Residential (RH) zone, all of which allow for housing. It should be noted that the RX and RH zones focus on housing as the primary use and contains development standard that significantly limits the amount of commercial and other uses allowed by right; whereas the CX and EX zones allow housing, commercial, and even some industrial uses with relatively no limitations by individual use.

Despite the intent and protections offered by these zones, the analysis presented in summary Table 2 demonstrates that the CX and EX zones, have produced more housing projects, more units, and housing at a higher density than the either the RX or RH zones. To provide an example of where these zones have been applied, the Pearl District and mixed-use corridors of the Central Eastside are zoned EX, and the Lloyd District, River Place, and South Waterfront are zoned CX. Conversely, the West End, University District, and portions of Goose Hollow contain the majority of lands zoned as RX and RH. These districts have also produced the least housing over the last 26 years despite the intent of the zones, and other tools, such as the Required Residential Overlay Zone which was often applied to the CX portions of these districts.

Table 1: Total number of housing projects and units by Central City base zone between 1990 - 2016.

Year Approved	CX Zone		EX Zone		RX Zone		RH Zone		All Zones	
	Projects	Units	Projects	Units	Projects	Units	Projects	Units	Projects	Units
1990	1	110	0	0	0	0	0	0	1	110
1991	0	0	0	0	1	132	0	0	1	132
1992	1	60	2	42	0	0	0	0	3	102
1993	2	288	1	86	2	148	0	0	4	522
1994	0	0	2	121	0	0	0	0	2	121
1995	1	30	5	127	1	39	1	90	8	286
1996	3	151	1	199	1	114	0	0	5	464
1997	8	1,085	1	6	1	202	0	0	15	1,293
1998	2	85	3	257	3	326	0	0	8	668
1999	1	60	3	457	0	0	0	0	4	517
2000	2	74	6	610	0	0	0	0	8	684
2001	2	166	4	563	4	442	0	0	8	1,171
2002	0	0	5	894	2	569	0	0	8	1,463
2003	1	38	3	571	3	437	0	0	7	1,046
2004	5	864	0	0	1	2	0	0	6	866
2005	5	1,290	9	1,366	1	74	0	0	13	2,736
2006	3	794	0	0	2	354	0	0	5	1,148
2007	3	513	0	0	0	0	0	0	3	513
2008	1	176	1	152	0	0	0	0	2	328
2009	1	220	2	288	2	101	0	0	5	609
2010	0	0	0	0	1	283	0	0	1	283
2011	4	200	1	70	0	0	0	0	5	270
2012	3	187	1	177	0	0	0	0	4	364
2013	3	1,038	8	1,575	0	0	0	0	11	2,613
2014	6	587	3	487	4	649	0	0	13	1,723
2015	1	417	5	776	0	0	0	0	6	1,193
2016	3	1,998	5	755	1	114	0	0	9	2,867
Proposed	6	844	7	1,251	0	0	0	0	13	2,095
Totals	**68**	**11,275**	**78**	**10,830**	**30**	**3,986**	**1**	**90**	**178**	**26,181**

Table 2: Summary of housing data 1990 – 2016.

Zone	Total Acres	Percentage of Central City Land Area	Total Number of Units	Percentage of All Units	Average Density / Total Acreage of Zone	Average Density / Acre
CX	668.9	44.4%	11,275	43%	16.86 units/acre	165.8 units
EX	229.3	15.2%	10,830	41%	47.23 units/acre	152.5 units
RX	102.8	6.8%	3,986	15%	38.77 units/acre	132.9 units
RH	27.7	1.8%	90	<1%	3.25 units/acre	90 units
Totals	**1,028.7**	**68.20%**	**26,181**	**100.00%**	**NA**	**NA**

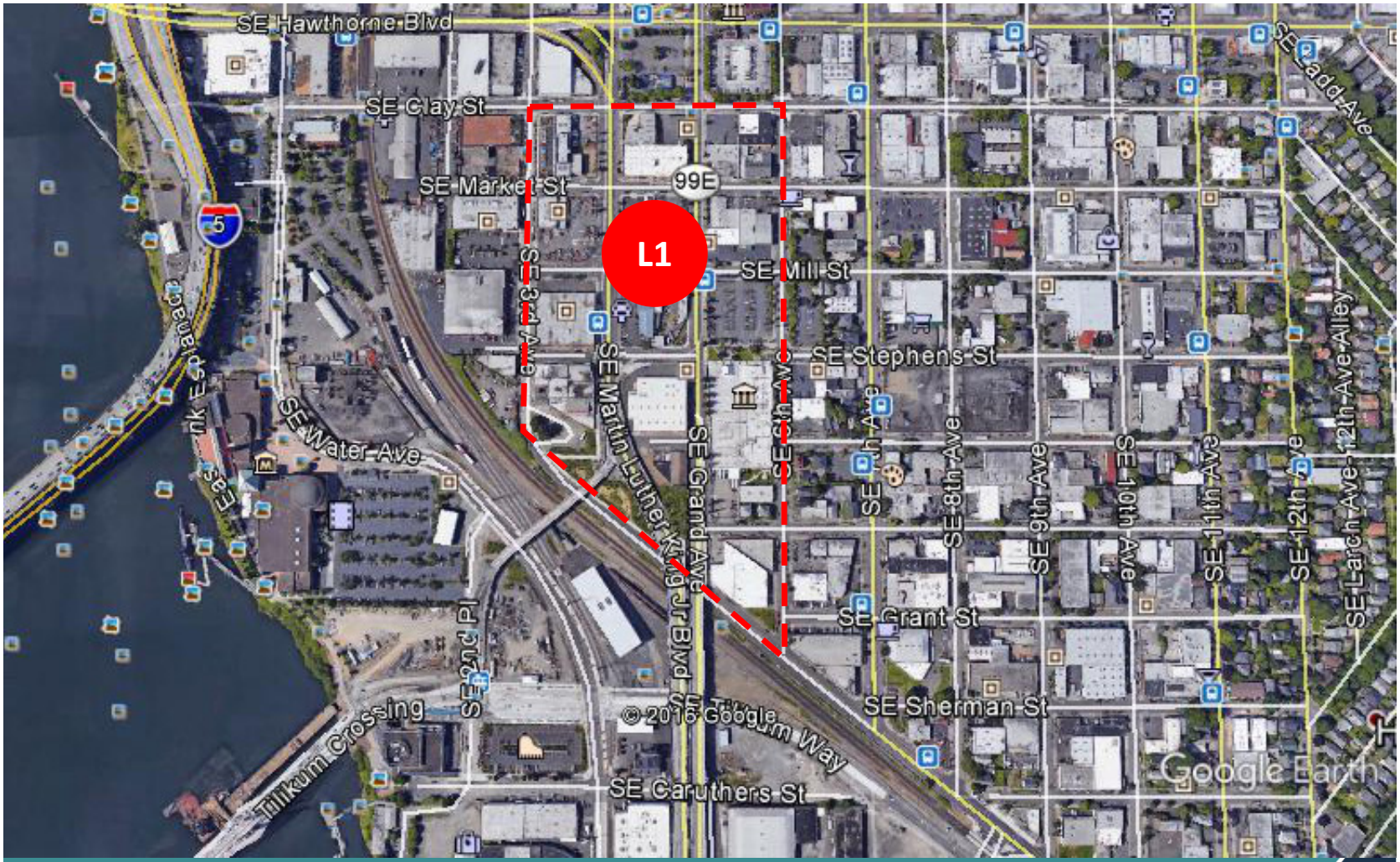
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1900 SW 4th Avenue, Suite 7100, Portland, OR 97201 | phone: 503-823-7700 | fax: 503-823-7800 | tty: 503-823-6868

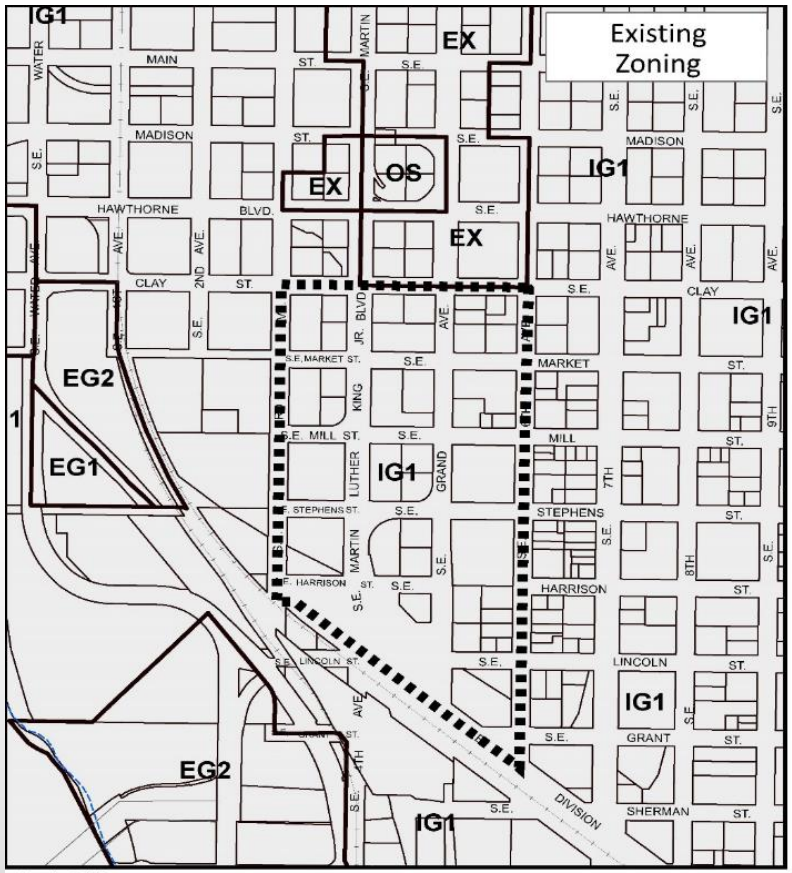
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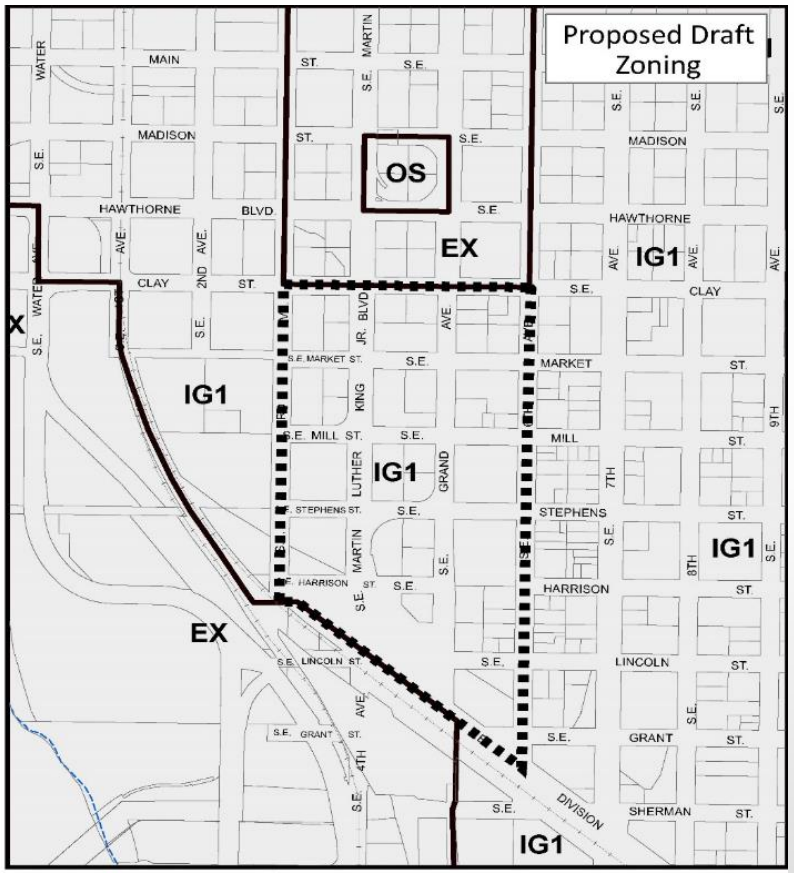

CENTRALCITY
2035
Packet L: Zoning Requests
PSC Work Session 3 – 1/10/2017
Bureau of Planning and Sustainability
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L1: MLK/Grand Corridor, south of SE Clay

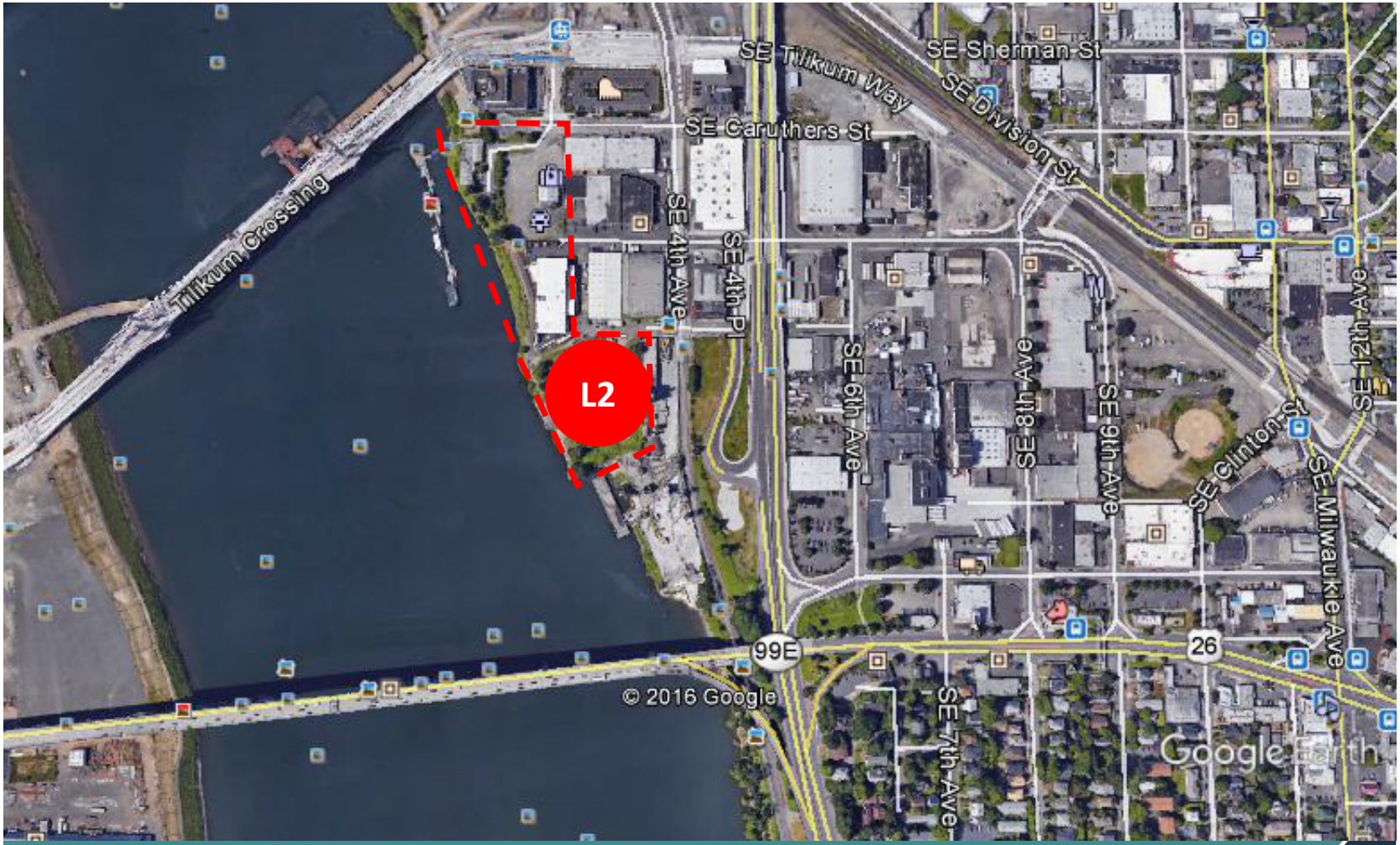


L1: MLK/Grand Corridor, south of SE Clay

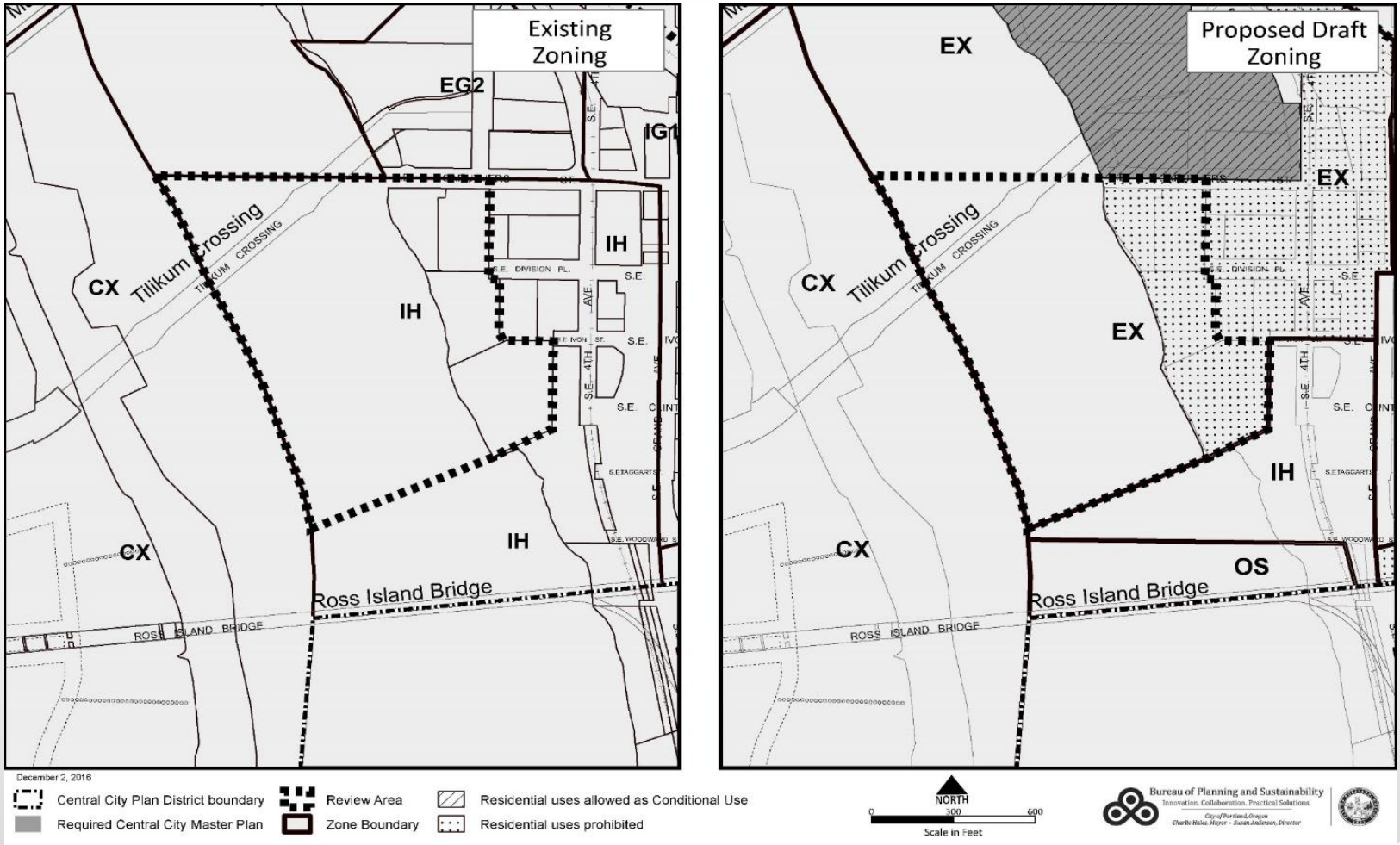




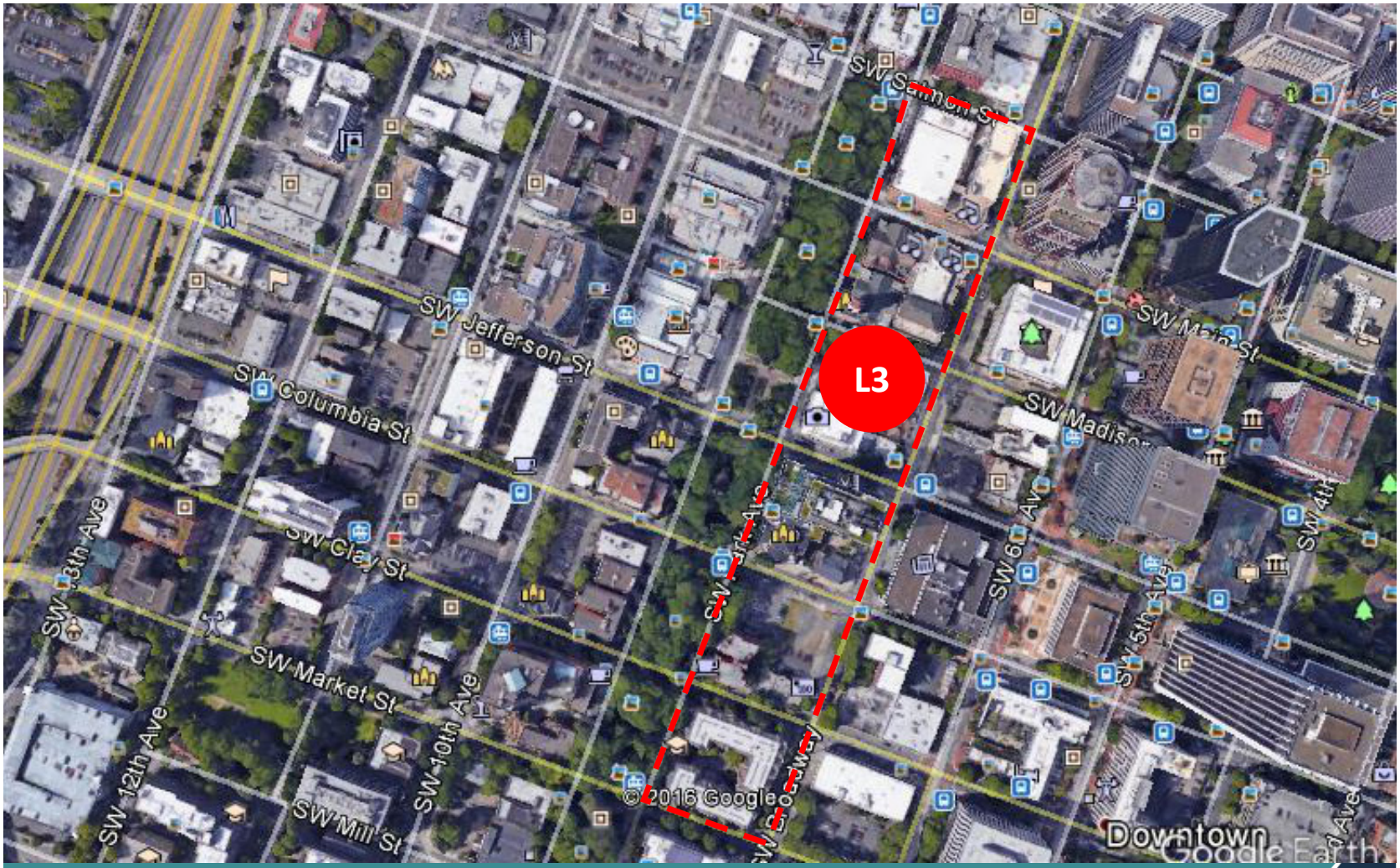
L2: Area South of OMSI Station Area



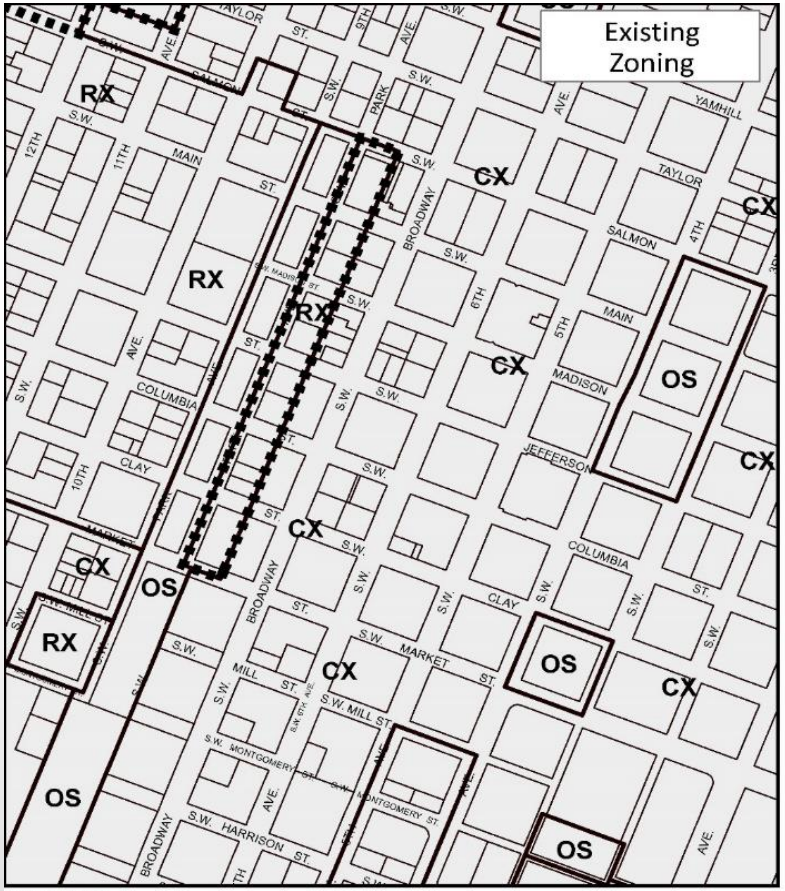
L2: Area South of OMSI Station Area

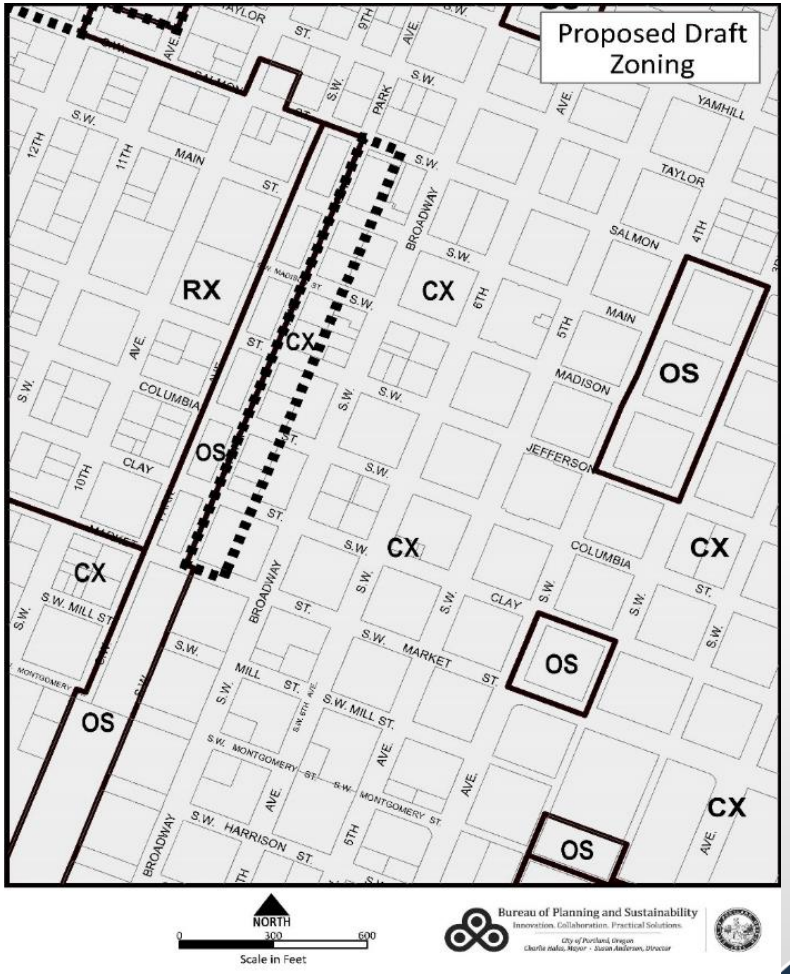


L3: Half blocks east of South Park Blocks

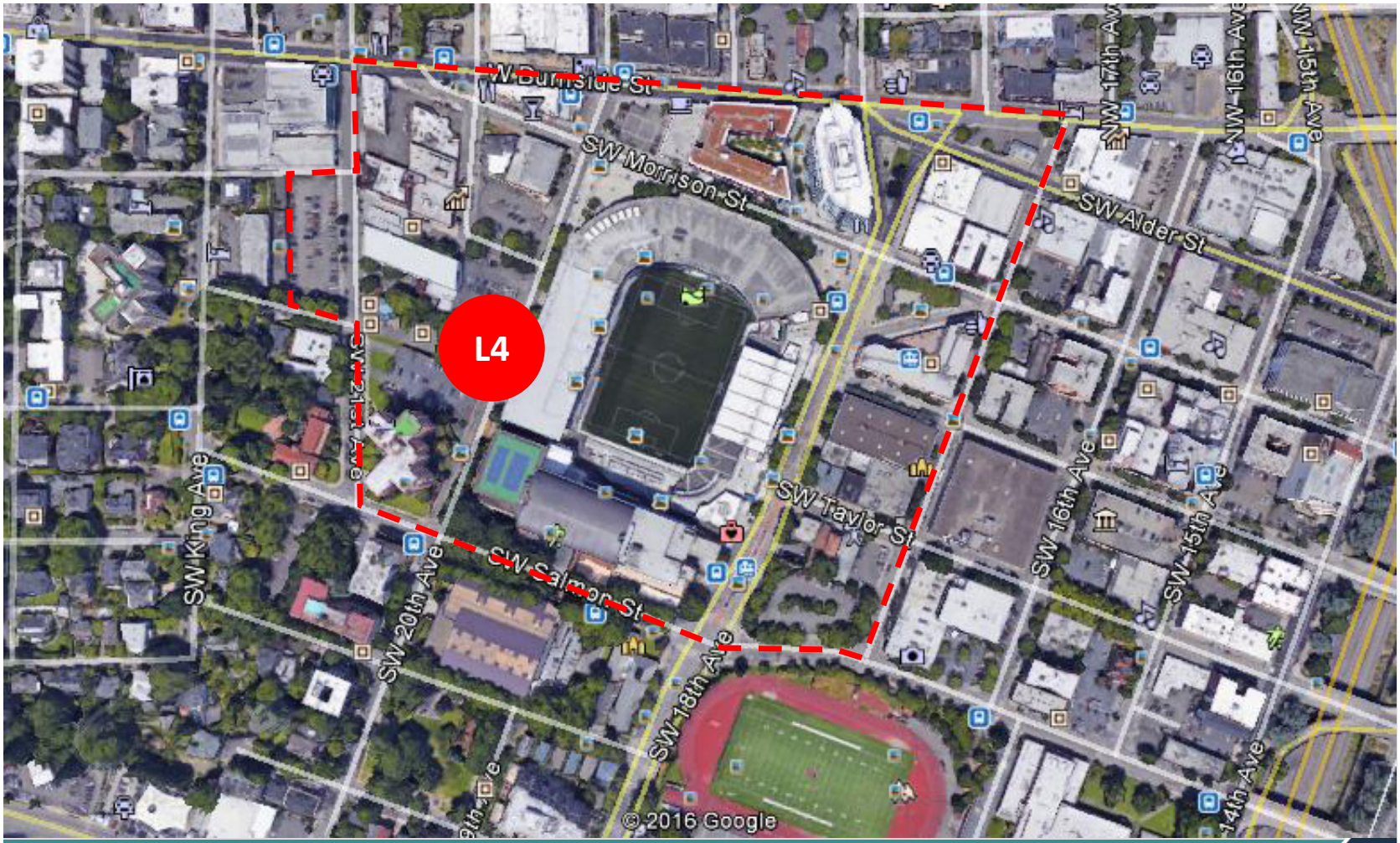


L3: Half blocks east of South Park Blocks

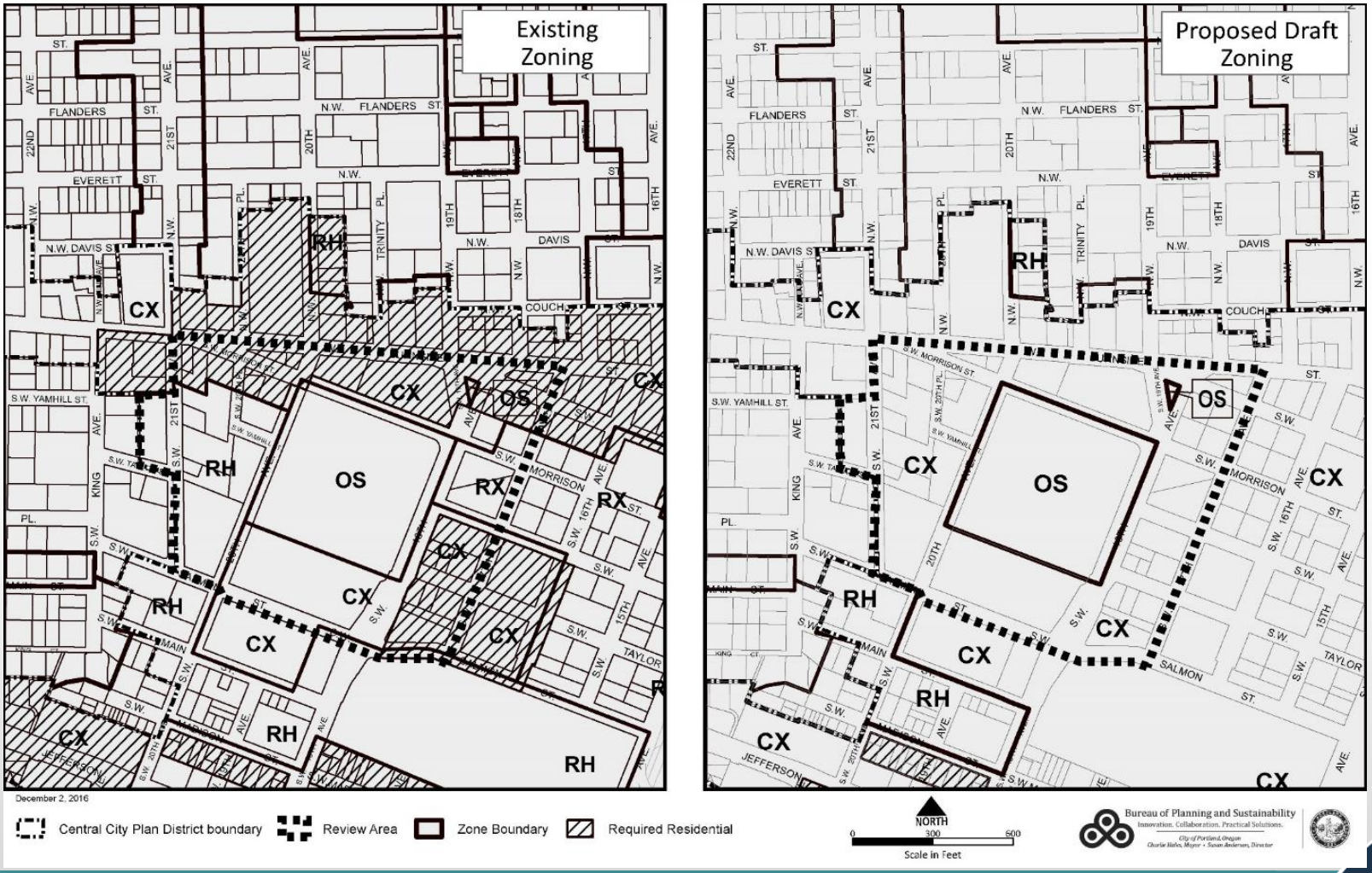




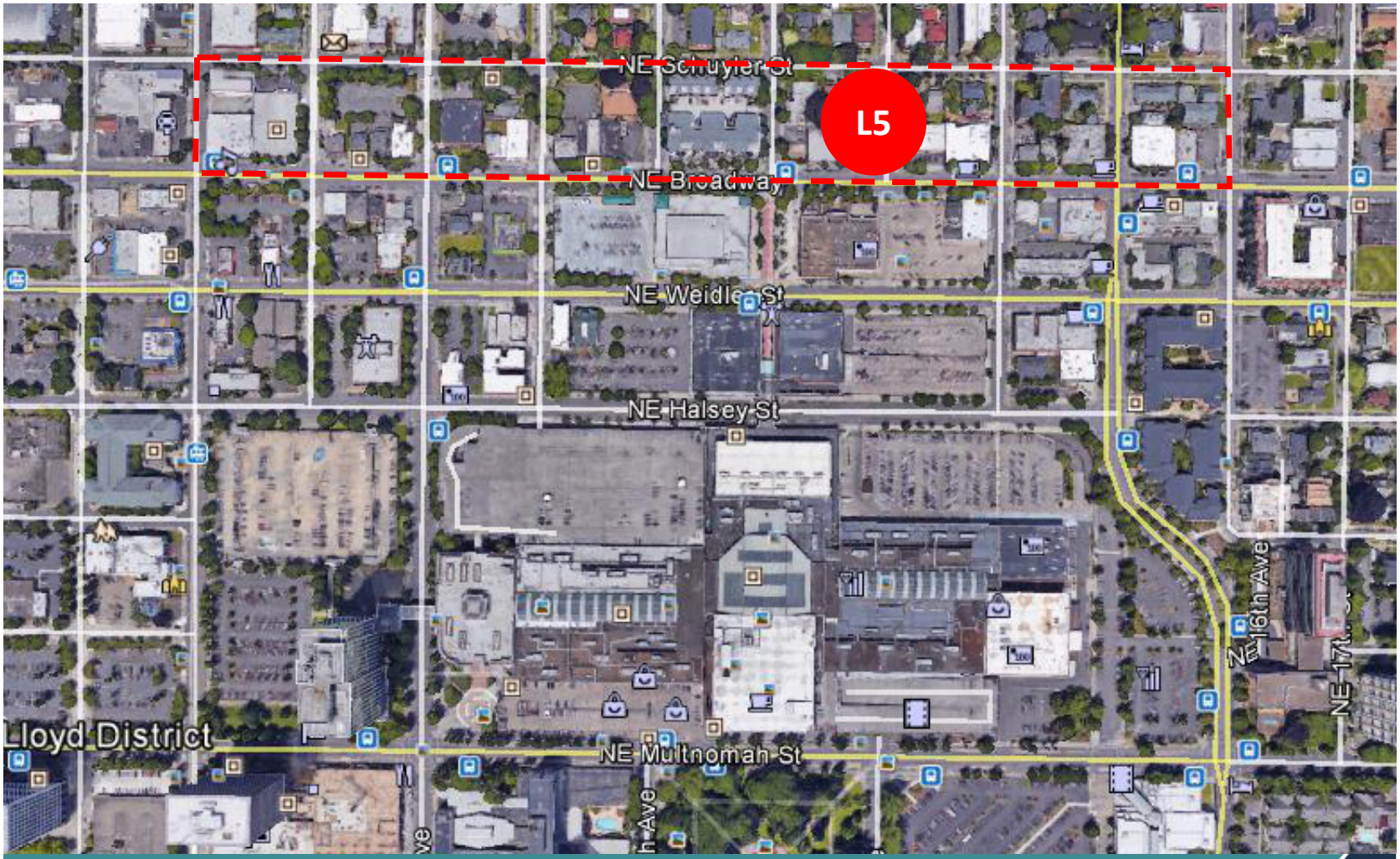
L4: Blocks east and west of Providence Park



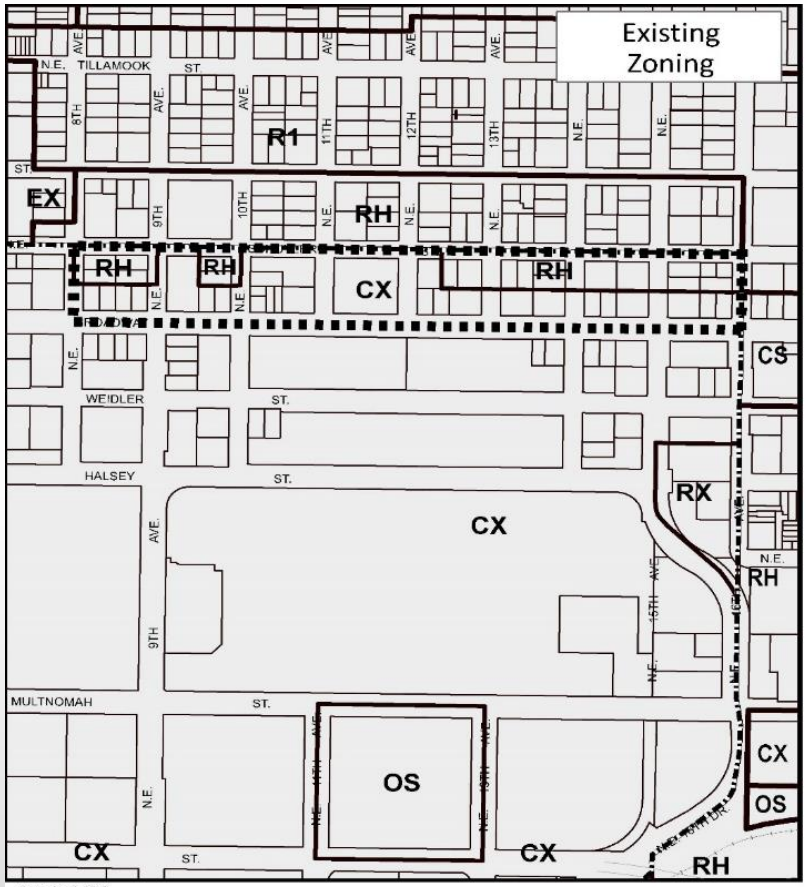
L4: Blocks east and west of Providence Park

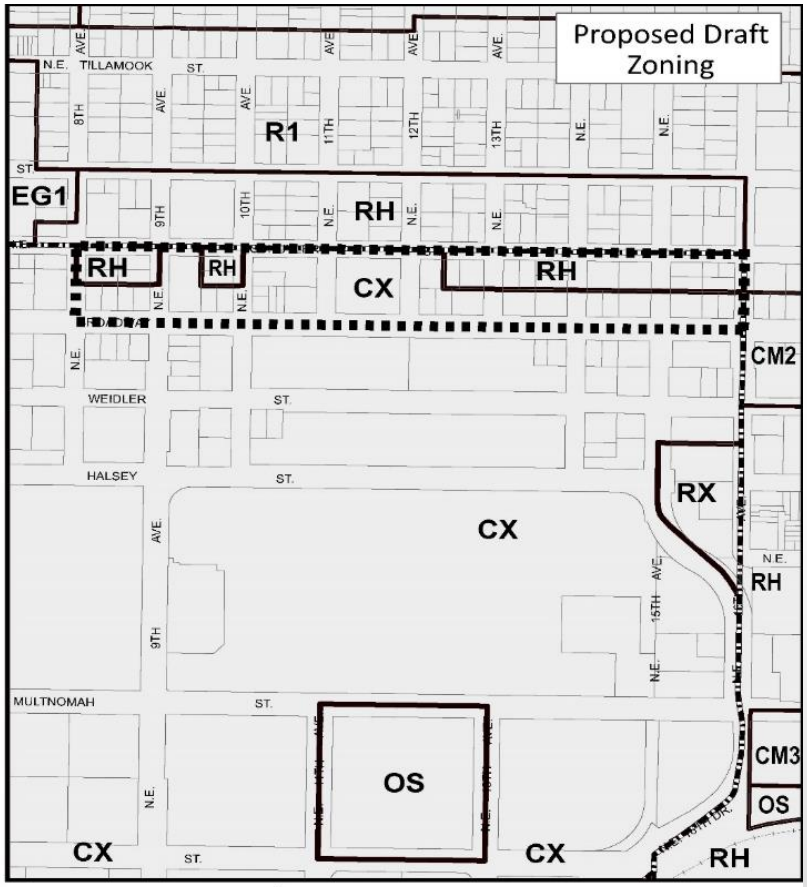


L5: Edge between Lloyd District and Irvington



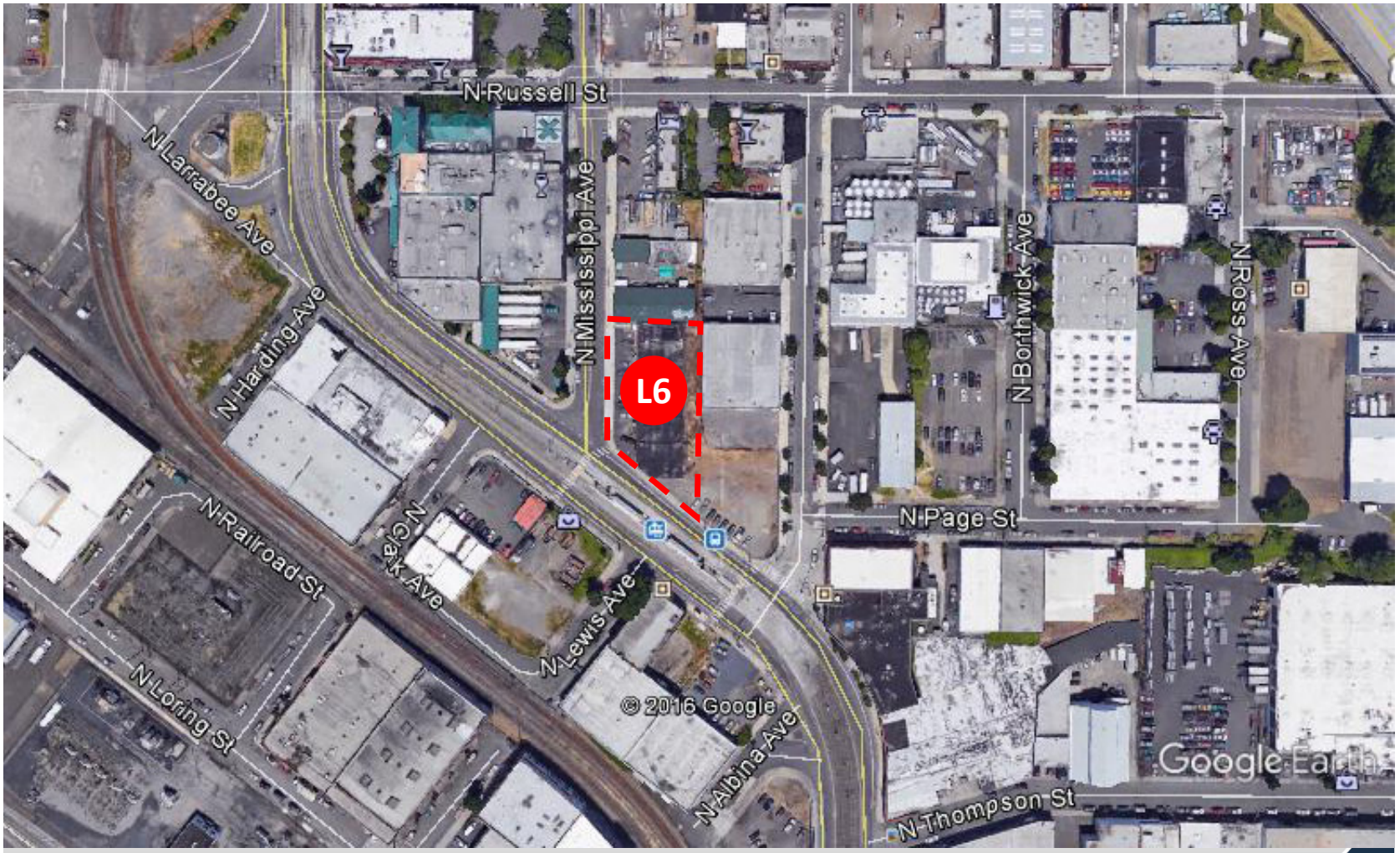
L5: Edge between Lloyd District and Irvington



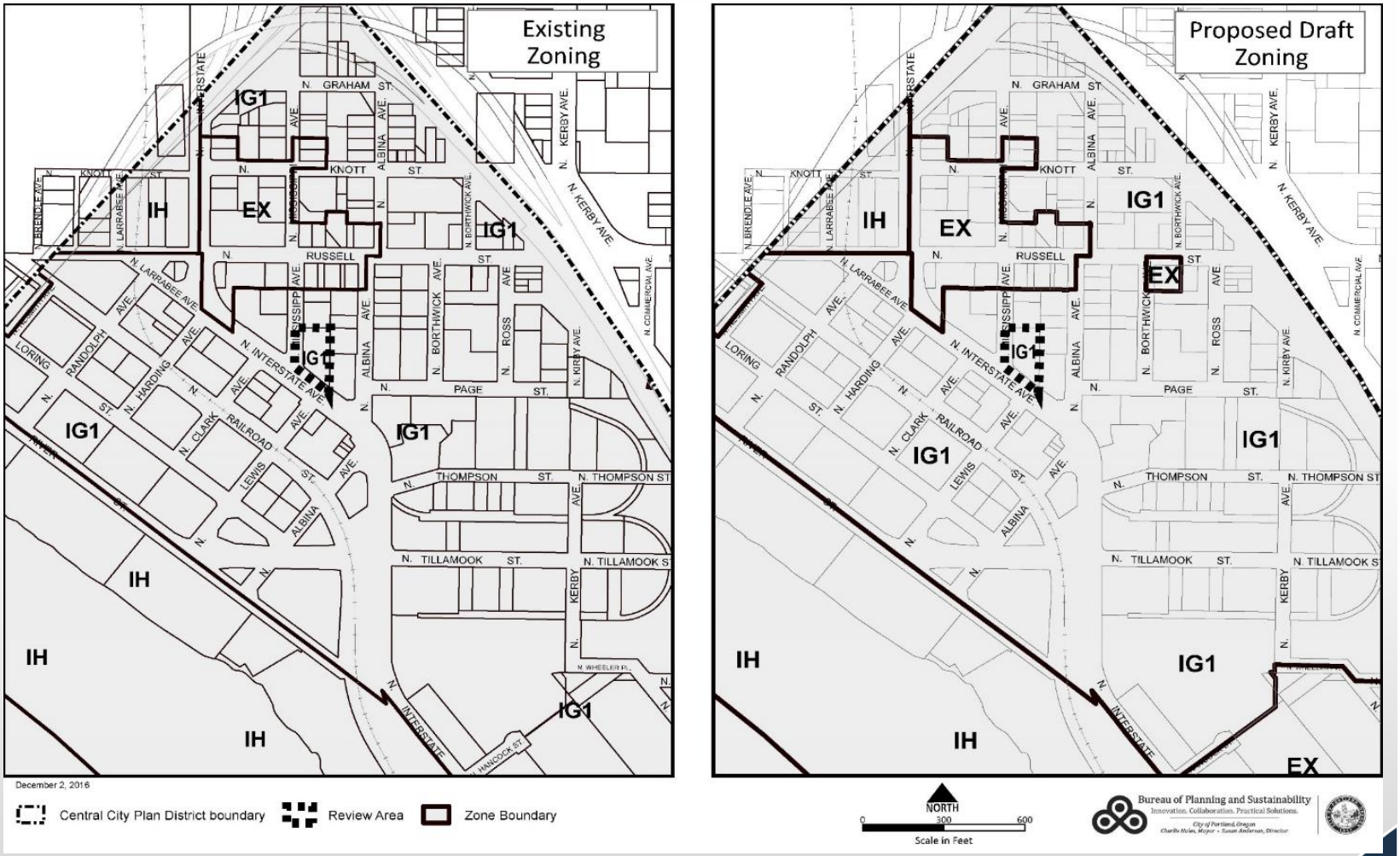


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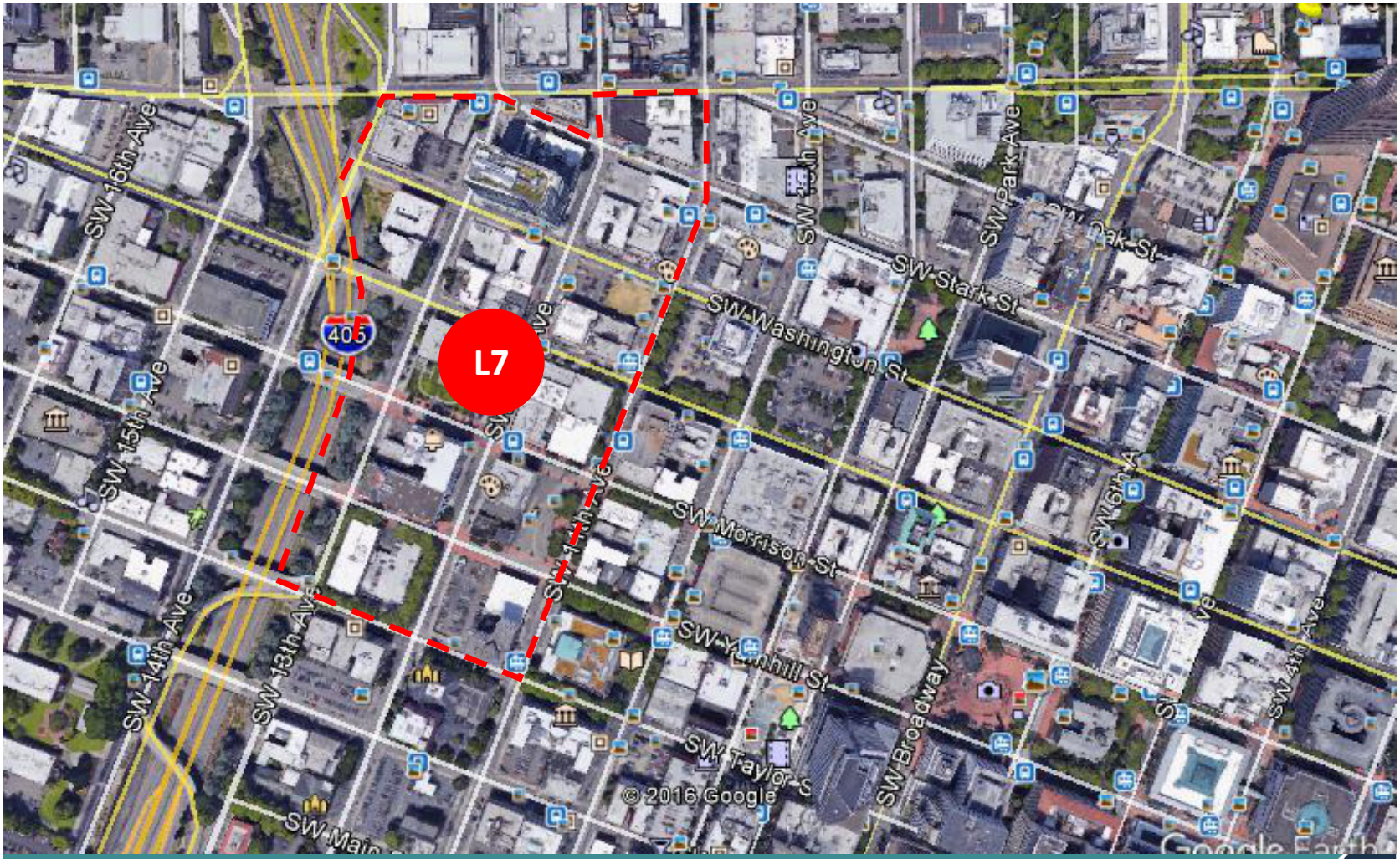
L6: Parcel near NE Mississippi MAX Station in Lower Albina



L6: Parcel near NE Mississippi MAX Station in Lower Albina

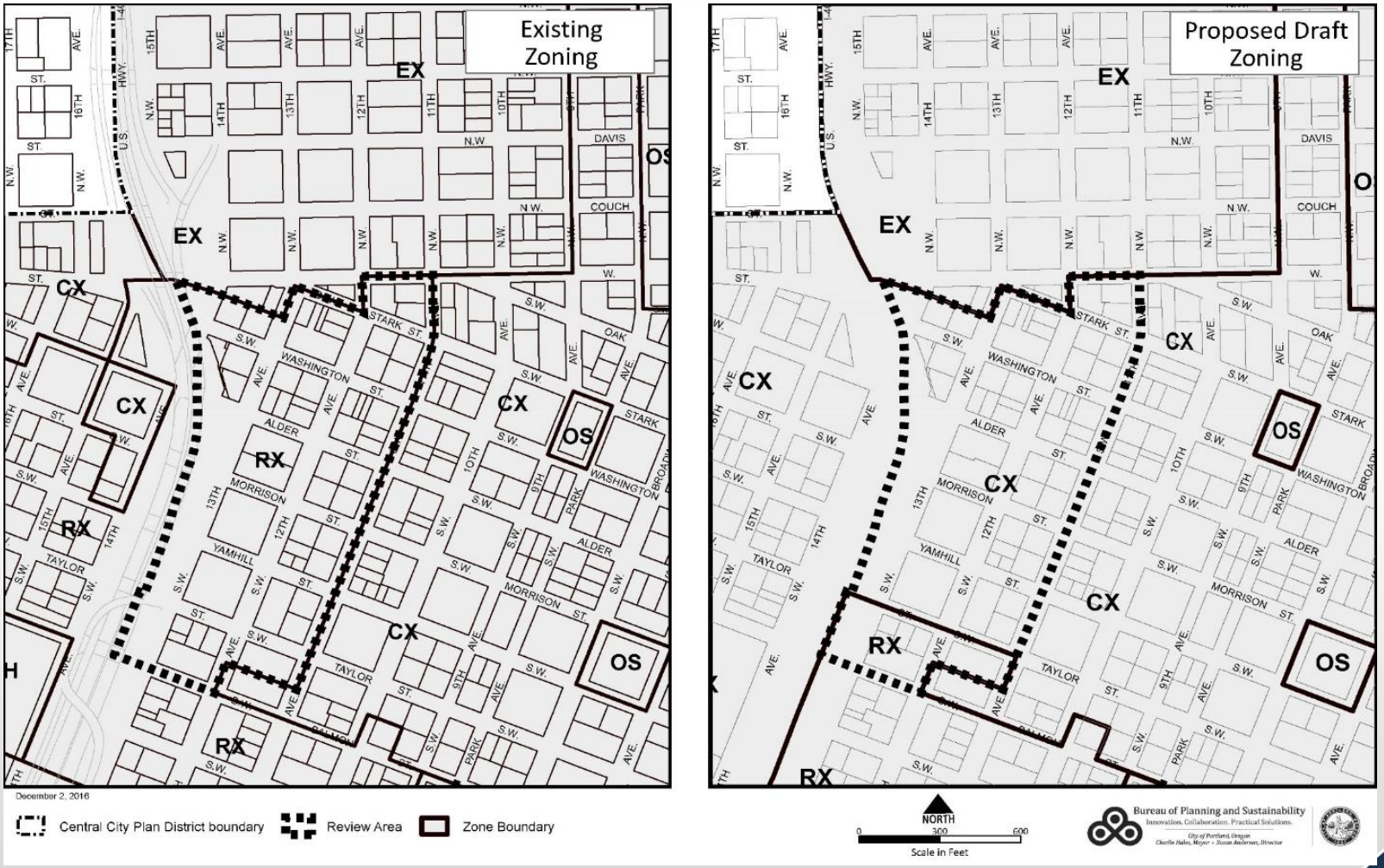


L7: Northern section of West End District



23756

L7: Northern section of West End District



Decision Table K: Floor Area Ratio (FAR) Requests

Testimony included requests for both increases and decreases in FAR. Generally, the highest FARs in Portland are applied in the Central City plan district to support its role as the region's premier center for jobs, cultural amenities, health and human services, and urban living. The staff recommendations are consistent with multiple objectives of the Central City 2035 Plan including:

- *Locating the largest floor area ratios along the Transit Mall and high-capacity transit lines;*
- *Varying building bulk across the Central City;*
- *Generally, stepping down allowed building bulk to the Willamette River and neighborhoods adjacent to the Central City; and*
- *Ensuring that building bulk is compatible within historic districts.*

Contents of Decision Packet K: FAR

- Decision Table K
- Map K3-5 and Map K6

Items Marked for PSC Discussion

- K3, K4 and K5

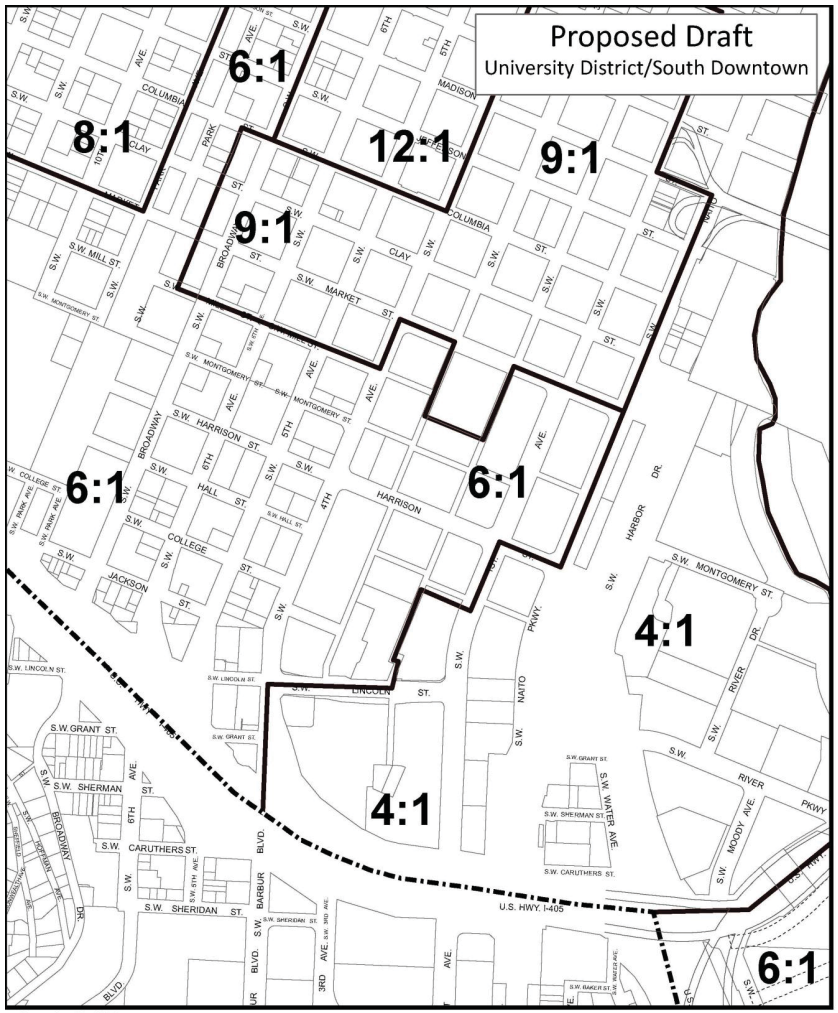
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
K1	20301, 20314, 20347, 20350, 20351, 20378, 20403, 20413, 20416, 20418, 20420, 20475, 20559, 20881, 20974, 20997, 21023, 21027	Tracy Prince--Goose Hollow/Foothills League, William Galen, Richard Rahm, Tom Neilsen, Wendy Rahm, Wendy Rahm, Daniel Salomon, Deborah O'Neill, Wendy Rahm, Tom Neilsen, Richard Rahm, Sheila & Gary Seitz, Daniel Salomon, Suzanne Lennard, Deanna Mueller-Crispin, Peter R. Meijer, Deanna Mueller-Crispin, Suzanne Lennard	West End **Area:** Entire subdistrict	**FAR:** 8:1 and 9:1 (Existing: 8:1 and 9:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 7:1 Lower FAR and height will create a step-down from the downtown to the more modest West End, Goose Hollow and University District.	**Retain Proposed Draft version.**	• Currently, FARs to the east of the West End rise to 9:1, 12:1 and 15:1 and to the west they are 6:1 and 4:1 in Goose Hollow. A maximum FAR of 8:1 in most of the district, with 9:1 in the northeastern portion of the district adjacent to the commercial core, preserves a transition from the highest densities in the core to lower densities on the edges of the Central City. • Metro has set average density targets to meet the demand for the forecasted future population. For the Central City this goal is 250 people/acre. This density goal recognizes the Central City as the most appropriate location in the region for the largest building scales and highest population density.	☐	☐ Support staff rec. ☐ Other
K2	20663	Downtown Development Group	West End **Area:** Entire subdistrict	**FAR:** 8:1 and 9:1 (Existing: 8:1 and 9:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 9:1 throughout subdistrict The portion proposed for 8:1 FAR and CX zone should be consistent with the similar area to the west with 9:1. The area north of SW Salmon currently allows 9:1. Do not reduce FAR to 8:1.	**Retain Proposed Draft version.**	• Currently, FARs to the east rise to 9:1, 12:1 and 15:1 and to the west they are 6:1 and 4:1 in Goose Hollow. A maximum FAR of 8:1 in most of the district, with 9:1 in the northeastern portion of the district adjacent to the commercial core, preserves a transition from the highest densities in the core to lower densities on the edges of the Central City. • Additional FAR is available through the bonus and transfer system.	☐	☐ Support staff rec. ☐ Other

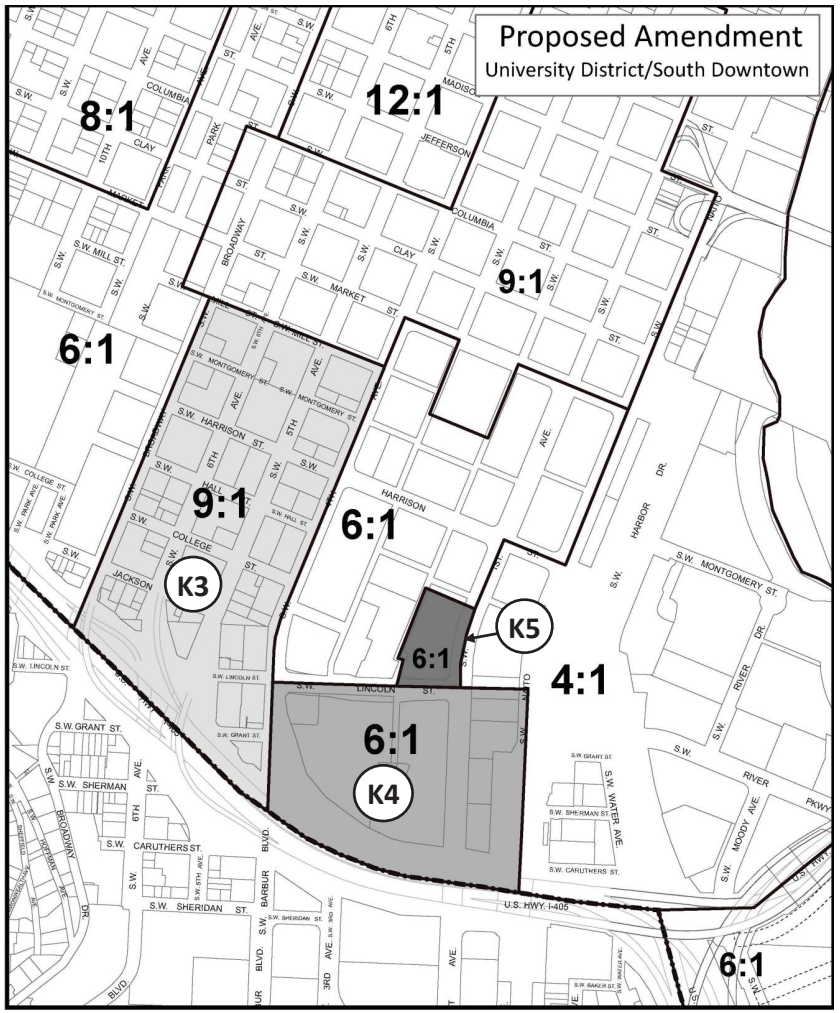
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
K3 **and** **Map K3-5**	20322, 20889 20189	Wim Wievel--PSU, Oregon Pacific Investment and Development Ernest Tipton BPS Staff	University District/ South Downtown **Area:** South Transit Mall	**FAR:** 6:1 (Existing: 6:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	1. **FAR:** 9:1 2. **FAR**: 8:1 Increased FAR will provide opportunities for growth and better urban form and take advantage of excellent transit infrastructure.	**Increase FAR:** 9:1	• This area corresponds to the southern extension of the Transit Mall and the addition of light rail in 2009. Staff is proposing to increase the maximum height to 460' here. • Increased FAR and the potential for denser mixed use development in this area is supported by high levels of transit service and other urban infrastructure and will help accommodate the Central City's forecasted share of housing and employment growth. • This area was considered for increased FAR and transportation modeling in the West Quadrant Plan and Proposed Draft 2035 Plan (see p. 322). While final modeling results are expected in January, early indications are that the transportation system can accommodate this increased FAR request.	☒	☐ Support staff rec. ☐ Other
K4 **and** **Map K3-5**	20322	Wim Wievel—PSU BPS Staff	University District/ South Downtown **Area:** Lincoln Station area	**FAR:** 4:1 (Existing: 2:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 6:1 Increased FAR will provide opportunities for better urban form and take advantage of excellent transit infrastructure.	**Increase FAR:** 6:1	• This area is adjacent to the recently completed Lincoln Station on the MAX orange line. Additional FAR is appropriate in this area of excellent transit infrastructure. • This area was considered for increased FAR during the Discussion Draft phase and was proposed for transportation modeling in the Proposed Draft (see p. 322). While final modeling results are expected in January, early indications are that the transportation system can accommodate this increased FAR request.	☒	☐ Support staff rec. ☐ Other
K5 **and** **Map K3-5**	20889	Oregon Pacific Investment and Development	University District/ South Downtown **Area:** 2075 SW 1st	**FAR:** 4:1 (Existing: 2:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 6:1 All other sites on this superblock have a 6:1 FAR.	**Increase FAR:** 6:1	• This area is adjacent to the recently completed Lincoln Station on the MAX orange line. Additional FAR is appropriate in this area of excellent transit infrastructure. • While final modeling results are expected in January, early indications are that the transportation system can accommodate this increased FAR request.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
K6		BPS Staff	Pearl District **Area:** Bounded by the Broadway Bridge, NW Naito and 9th in North Pearl	**FAR:** 2:1 (Existing: 2:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 4:1	**Increase FAR: 4:1**	• As part of the North Pearl District Plan, staff determined that increased FAR in this area should be investigated and considered with future improvements to infrastructure. Since this time, there have been pairings of one-way streets and street car expansion in this area. • Nearby areas on the west side of NW Naito already have a 4:1 FAR. • A request for increased FAR at this site was received during the Discussion Draft public comment period. Staff proposed the area for transportation modeling in the Proposed Draft (see p. 322). While final modeling results are expected in January, early indications are that the transportation system can accommodate this increased FAR request.	☐	☐ Support staff rec. ☐ Other
K7	20306	John Southgate LLC; on behalf of Ken Unkeles and Tom Goldsmith	Pearl District **Area:** West of NW Front in NW corner of Pearl District	**FAR:** 2:1 (Existing: no limit, zoned IH) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 4:1 Increased FAR and height will allow dense future redevelopment that supports many CC2035 policy goals.	**Retain Proposed Draft version**.	• This area is at the very northern edge of the Central City, adjacent to industrial sanctuary to the west and north. Staff is concerned about potential transportation and other impacts on nearby industrial operations if FAR is increased. • The site has the opportunity to gain a bonus FAR of 3:1. • A similar approach has been taken to setting FARs in the EX zone near OMSI due to adjacent industrial zoning.	☐	☐ Support staff rec. ☐ Other
K8	20503	Colin Cortes	Pearl District **Area:** US Post Office site	**FAR:** 7:1 (Existing: 4:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 6:1 6:1 is the same as area to the south and southeast.	**Retain Proposed Draft version**.	The Proposed Draft 7:1 FAR is consistent with the Broadway Corridor Framework Plan, adopted by City Council in 2015.	☐	☐ Support staff rec. ☐ Other
K9	20663	Downtown Development Group	Old Town/Chinatown **Area:** 87 SW Stark	**FAR:** 4:1 (Existing: 4:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR:** 9:1 Site is outside the Skidmore/Old Town historic district but has the same 4:1 FAR as properties in the district. Property should have the same 9:1 FAR as nearby properties outside the district.	**Retain Proposed Draft version**.	To be consistent with other areas along Naito and adjacent to the river, the FAR on this site is proposed to remain 4:1, with the potential to bonus. The nearby sites with 9:1 FAR are west of SW 1st and not adjacent to Naito.	☐	☐ Support staff rec. ☐ Other

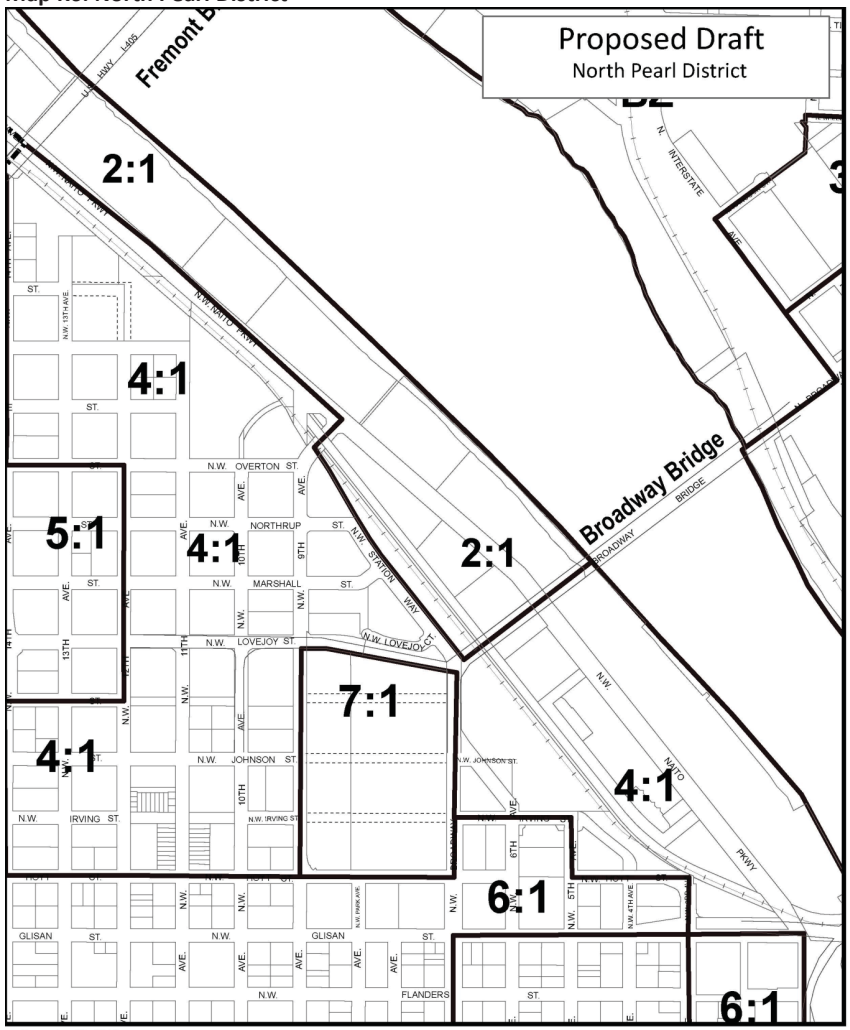
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
K10	20300 20378	Arch. Heritage Center Wendy Rahm	Downtown **Area**: N-S strip 1 to 2 blocks east of SW Park	**FAR**: 6:1, 12:1 and 15:1 (Existing: 6:1, 12:1 and 15:1) **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-2, p. 323-325.	**FAR**: 9:1 Lower height and FAR will create greater step-down from downtown corporate district to the West End.	**Retain Proposed Draft version**.	This area abuts the Transit Mall and is part of the downtown commercial core, long planned for the largest buildings in the Central City and region.	☐	☐ Support staff rec. ☐ Other
K11	20663	Downtown Development Group	Central City	Floor area in residential use counts toward maximum FAR **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.200, p. 47-53	Floor area above the maximum base FAR plus the initial 3:1 earned through bonuses should not count towards maximum FAR for a site if it is in residential use.	**Retain Proposed Draft version**.	• Staff recommends retaining the existing limit of 3:1 bonus FAR per site (with potential unlimited transfer of FAR to a site, subject to maximum height limits). Creating an exception for residential FAR would increase the *overall* pool of potential development in the Central City. This large increase would be difficult to quantify and model for transportation purposes and would provide less certainty about the future scale of building forms in Central City neighborhoods. • The proposed CC2035 bonus floor area and height system is predicated on providing clear public benefits, with an emphasis on affordable housing and seismic improvements to historic structures. The requested exemption for residential development does not appear to support these goals.	☐	☐ Support staff rec. ☐ Other

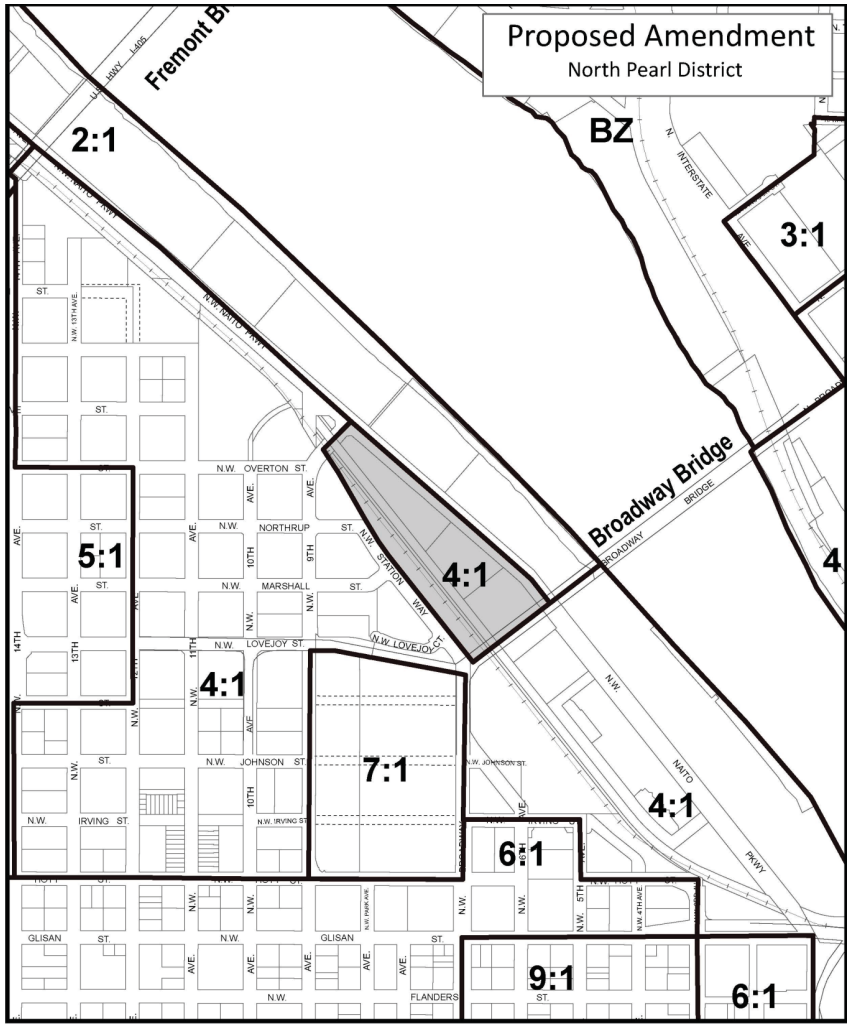
Map K3-5: University District/South Downtown





Map K6: North Pearl District





November 28, 2016

Central City Plan District Boundary

X:Y FAR area boundary

Focus Area(s)

NORTH

0 300 600

Scale in Feet

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director


CENTRALCITY
2035
Packet K: FAR Requests
PSC Work Session 3 – 1/10/2017
Bureau of Planning and Sustainability
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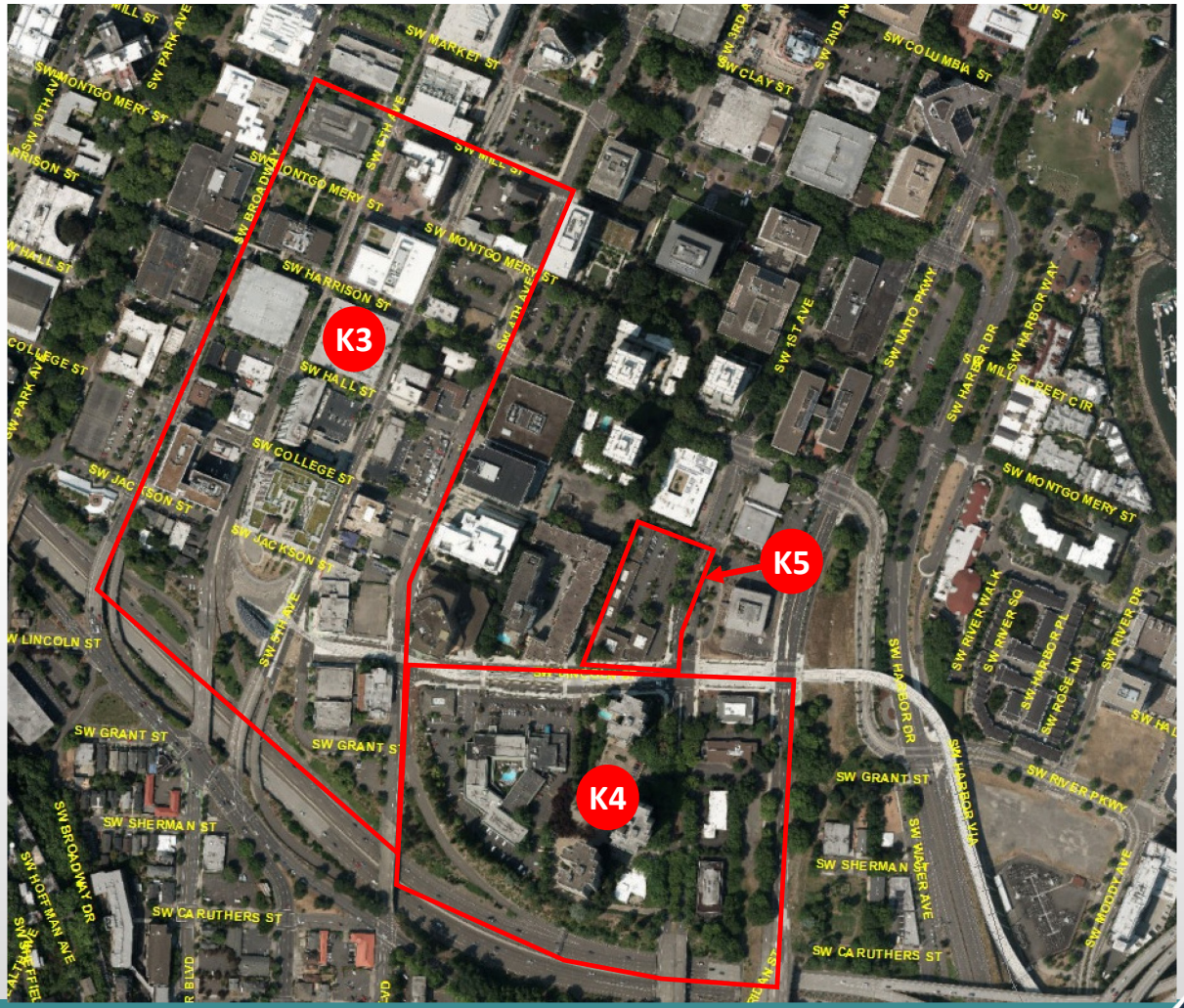
K3-K5: University District/South Downtown

Discussion Items

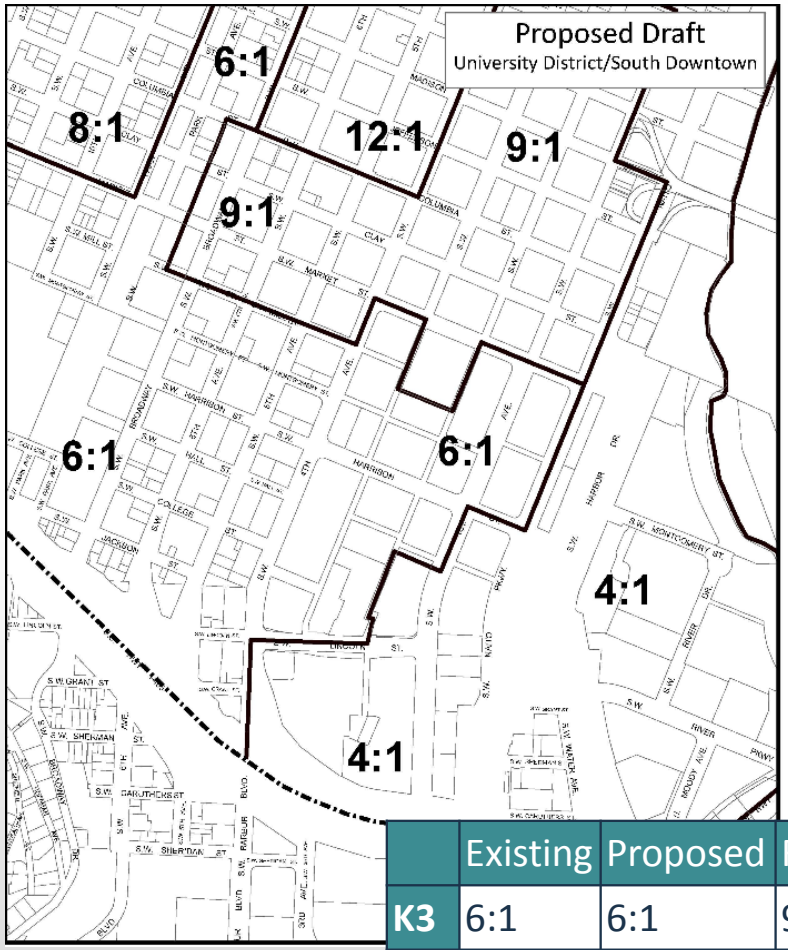
K3: South Transit Mall

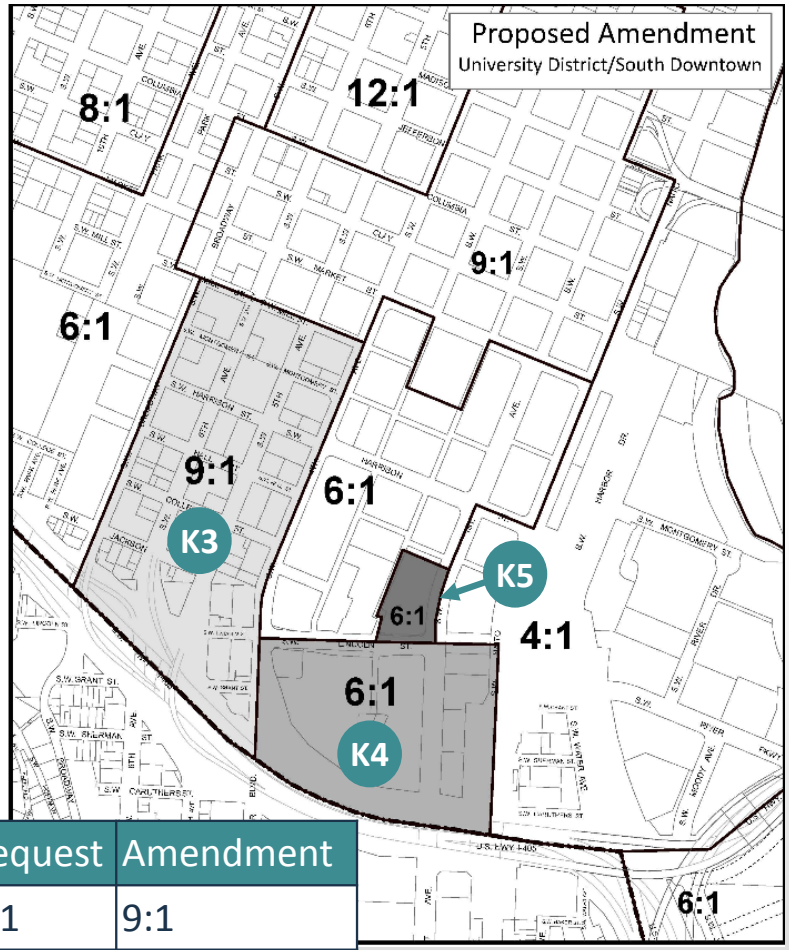
K4: Lincoln Station Area

K5: SW 1st and Lincoln



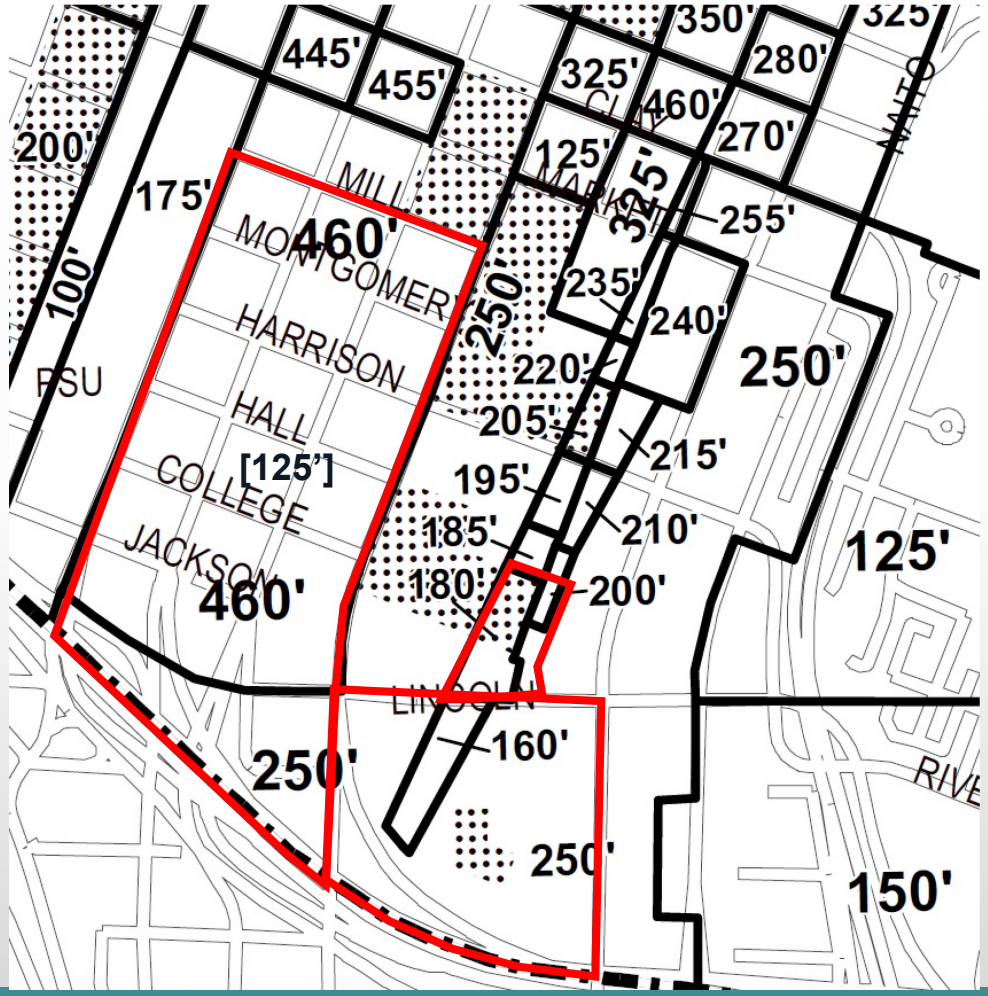
K3-K5: University District/South Downtown



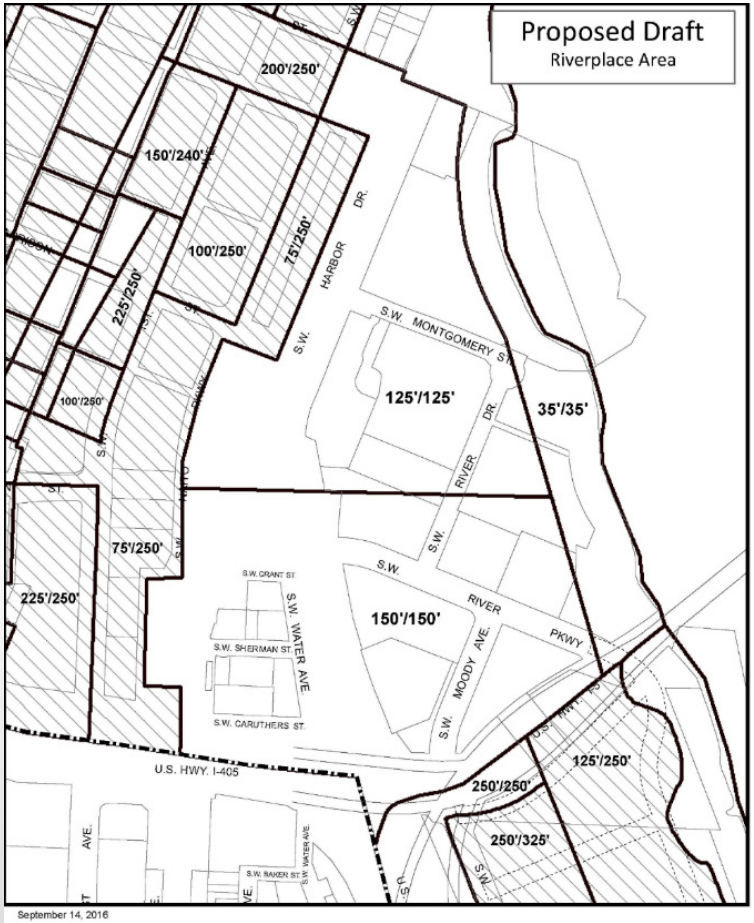


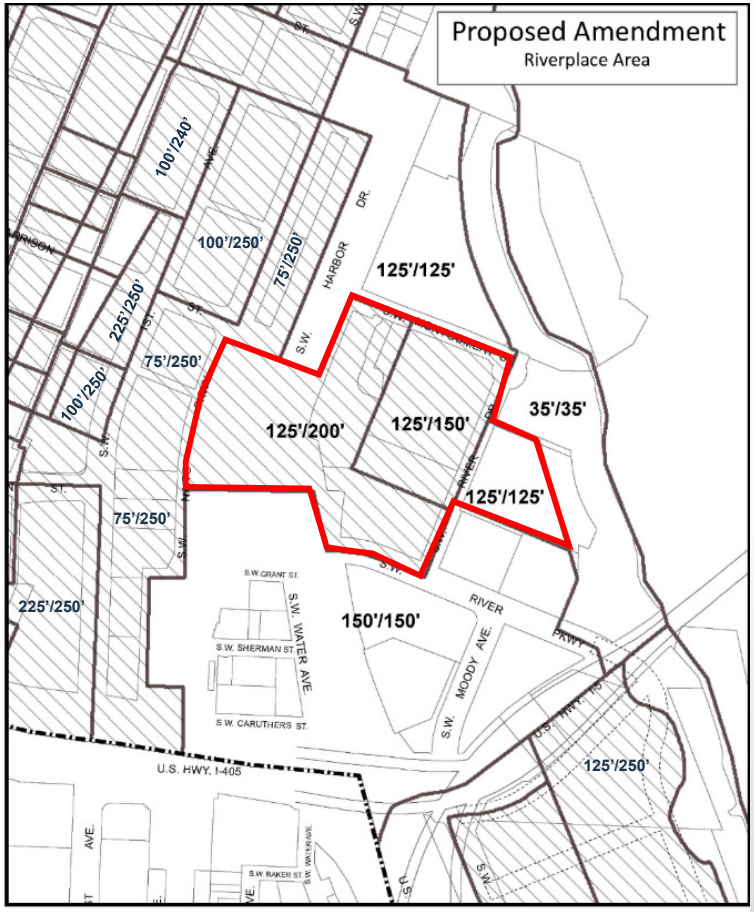
	Existing	Proposed	Request	Amendment
K3	6:1	6:1	9:1	9:1
K4	2:1	4:1	6:1	6:1
K5	2:1	4:1	6:1	6:1

K3-K5: University District/South Downtown—Maximum Heights



C3: University District/South Downtown

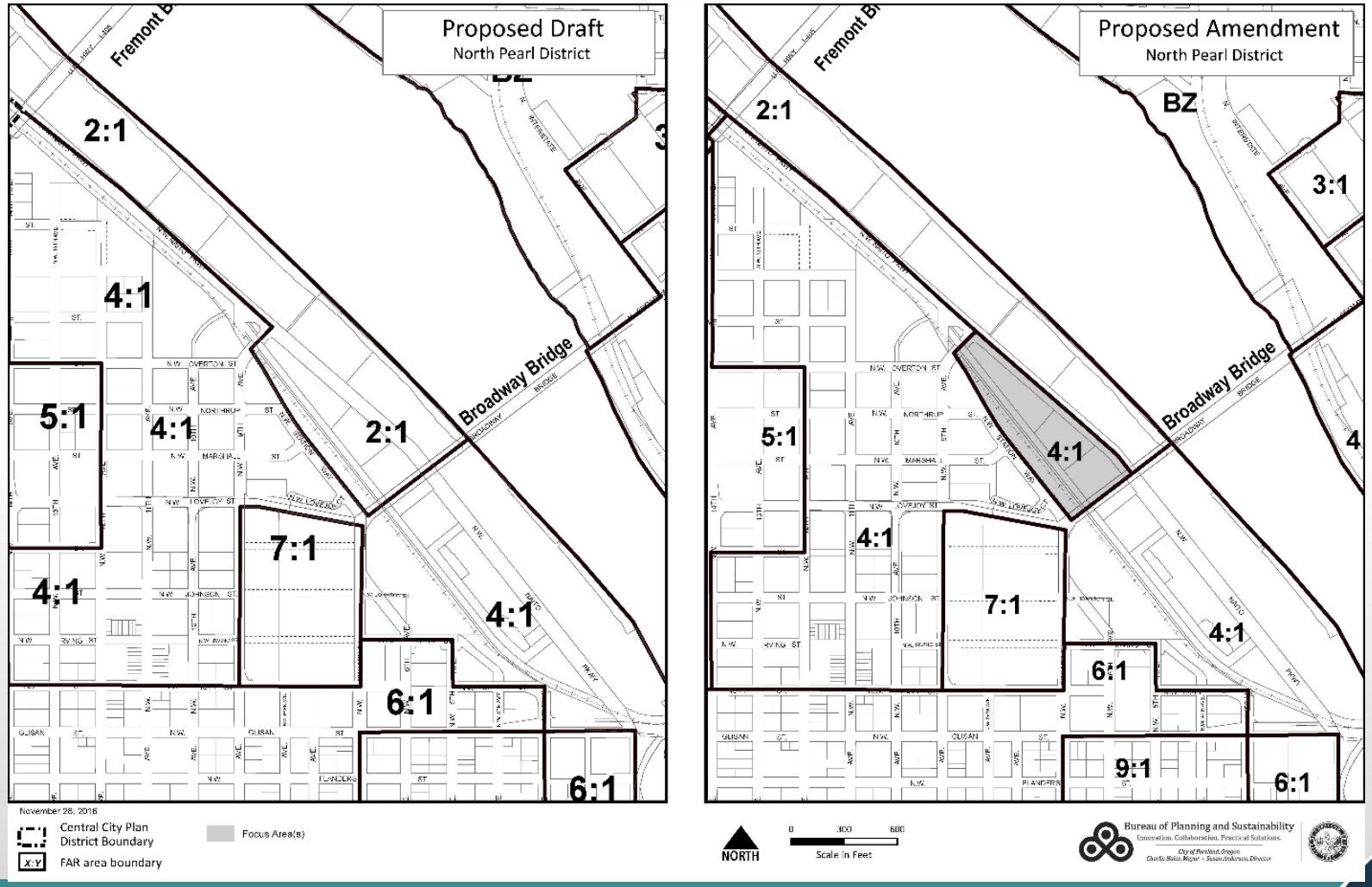




K6: Pearl District



K6: Pearl District



Decision Table J: TSP Major Projects List, Studies List and Street Classifications

The PSC received over 400 comments regarding the proposed amendments to the Transportation System Plan (TSP) list of Major Projects, list of Studies and Street Classifications for the Central City. The following decision table contains staff-recommended amendments responding to public testimony and staff analysis.

Contents of Decision Packet J: TSP Major Projects List, Studies List and Street Classifications

- Decision Table J
- Memo J
- Attachments:
  - J1: TSP Major Projects List (and Map J1)
  - J4: TSP Studies List
  - J5: Street Classifications and (Maps J2-J6)

Items Marked for Discussion:

- J3 and J5

Ref #	Topic	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
J1 **and Attachment J1 and Map J1**	TSP Major Projects List	Refer to CC2035 Proposed Draft, Volume 2B, pages 16-29.	See Attachment J1 for full list of 46 staff-recommended major project amendments and Map J1 for a revised map of Major Projects as-amended.	**Support full list of recommended amendments in Attachment J1.**	See Attachment J1 for staff rationale for each of the 46 amendments.	☐	☐ Support staff rec. ☐ Other
J2	TSP Major Projects List	The Proposed Draft does not add any preamble to the TSP Major Projects List.	Add a preamble to the TSP Major Projects List that includes the following language: • Projects with the potential to impact freeways will include coordination with ODOT to review and consider potential safety impacts. • Projects in Freight Districts or on streets classified as Major Truck Street or higher will review and consider the impacts to freight loading, access, and mobility prior to implementation. • Projects on streets classified as Major Transit Priority Streets or higher will review and consider the impacts to transit operations and transit stops prior to implementation. • Projects in Bicycle Districts or on streets classified as Major City Bikeways will review and consider the impacts to bicycle safety, access, and mobility prior to implementation. • Projects in Pedestrian Districts or on streets classified as City Walkway or higher will review and consider the impacts to pedestrian safety, access, and mobility prior to implementation.	**Support.**	Responds to testimony from individuals, organizations, and other agencies expressing concern that projects should carefully assess potential impacts to other modes prior to implementation to determine whether changes are needed. Staff determined that street classifications (or facility ownership, in the case of ODOT language) would offer an appropriate method for determining when this extra level of analysis would be needed.	☐	☐ Support staff rec. ☐ Other

Ref #	Topic	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
J3	TSP Major Projects List	Volume 2B, page 22 (TSP IDs 20119, 20120, 20121). The Proposed Draft retains the Broadway/Weidler Interchange project, which was included in the TSP Major Projects List adopted by City Council in June 2016.	Remove the ODOT Broadway/Weidler Interchange project from the TSP Major Projects List.	**Oppose. Retain Proposed Draft version.**	Removing another agency's project that is in the adopted Regional Transportation Plan (RTP) would put the TSP in non-compliance with the RTP and would likely mean the TSP would not be approved by state agencies. It would also be inconsistent with the Council-adopted N/NE Quadrant and I-5 Broadway/Weidler Facility Plans, and jeopardize the Mixed-use Multimodal Area (MMA) designation for the Central City as well as the local elements of the project (including lids over the freeway and new and improved multimodal connections).	☒	☐ Retain project (staff rec.) ☐ Remove project
J4 **and** **Attachment J4**	TSP Studies List	Refer to CC2035 Proposed Draft, Volume 2B, pp. 13-15.	See Attachment J4 for full list of staff-recommended amendments.	**Support full list of recommended amendments in Attachment J4.**	See Attachment J4 for staff rationale for each amendment.	☐	☐ Support staff rec. ☐ Other
J5 **and** **Attachment J5** **And** **Maps J2 to J6**	Street Classifications	Refer to CC2035 Proposed Draft, Volume 2B, pages 6 to 11.	See Attachment J5 for full list of staff-recommended amendments and Maps J2 to J6 for maps of Street Classifications as-amended.	**Support full list of recommended amendments in Attachment J5.**	See Attachment J5 for staff rationale for each amendment.	☒ Bicycle Classifications, Amendment Ref# A	☐ Support staff rec. ☐ Other

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Steve Novick Commissioner **Leah Treat** Director

MEMORANDUM

TO: Planning and Sustainability Commission
FROM: Mauricio Leclerc, Zef Wagner
DATE: December 29, 2016
SUBJECT: Decision Packet J: Amendments to Transportation System Plan (TSP) Elements of the Proposed Draft Central City 2035 Plan

This memo summarizes staff-recommended amendments to the Transportation System Plan (TSP) elements of the Central City 2035 Plan included in Decision Packet J. They include changes to the major project list (Attachment J1 and Map J1), the studies list (Attachment J4) and street classifications (Attachment J5 and Maps J2-J6). Because staff received over 400 TSP-related comments, the amendment tables do not include the names of individual commenters. Staff can identify the source of comments for any item if requested by the Planning and Sustainability Commission.

This memo focuses primarily on changes to the TSP project list, including adding and deleting projects, as well as modifying the language, timeline, lead agency, and project costs.

I. TSP Major Projects List Amendments

Most of the testimony focused on the major project list. The majority of the staff recommended project amendments are minor changes to incorporate more recent cost estimates, project development work, and staff analysis. Some project amendments include major changes or are new projects needed to respond to public testimony, staff analysis, other bureau and agency requests, and to keep the cost of projects within the TSP financial forecast. Staff analysis included feasibility analysis for several high-cost projects as well as a financial analysis of the entire list to ensure that the cost of the financially constrained projects fits within the TSP Financial Plan adopted by City Council in June 2016.

Because this list contains financially constrained projects, any changes to the staff recommendation will require readjustments to make sure the projects still fall within the financial constraints (for example, moving projects from unconstrained to constrained will require also moving projects of roughly equivalent cost from constrained to unconstrained).

Given that the TSP Projects form a unified list with a finite budget, they are presented as a packet. Doing otherwise risks treating projects as independent decisions absent of the need to evaluate system impacts and the need to stay within our constrained budget.

Citywide TSP Project Budget Process
As part of the TSP update, in 2014 PBOT worked with the public to develop a list of transportation projects for the next 20 years. PBOT was given direction to develop a project list that closely matched revenue

projections identified in the TSP's finance plan. The finance plan identified $1.391 billion in potential City revenues by 2035. This figure was used as a benchmark from which to develop a TSP "financially constrained" project list in which total project costs for City-led projects fit within the TSP finance plan forecast. The TSP project list also contains "financially unconstrained" projects, which are identified needs that would require substantial new revenue sources beyond what was included in the finance plan. This exercise is used for long-range planning purposes only and does not indicate actual budgeting of City funding, which is handled separately through the annual Capital Improvement Plan process.

During the TSP process of project identification and selection, staff developed Evaluation Criteria to gauge a project's value relative to several factors as well as in comparison to other projects.

Projects were evaluated based on equity, safety, economic opportunity, land use policy (Centers and Corridors), health, climate, cost effectiveness and community support. This analysis excluded projects led by partner agencies such as ODOT and TriMet and it led to a list of City of Portland financially constrained and unconstrained projects. Projects that scored higher in this evaluation were included as financially constrained projects, while projects that scored lower were included as financially unconstrained projects.

The citywide TSP project list already contained Central City projects (totaling roughly $200 million), the result of previous planning efforts. When it came to these Central City projects, the vast majority scored high based on the criteria because the Central City contains a high number of jobs and households, has high concentrations of equity communities, provides economic opportunities for people throughout the City and Region, and has several high-crash corridors that projects would help address.

Central City 2035 Plan TSP Major Projects (see Decision Table Item J1, Attachment J1 and Map J1)
While the Comprehensive Plan and TSP are citywide efforts, the Central City 2035 Plan will be the first amendment to the Comprehensive plan. As such, the Central City 2035 Plan contains goals, policies, action items and performance measures that will amend the Comprehensive Plan and new transportation projects will be added to the TSP.

Since the Central City 2035 Plan would likely identify new transportation projects, the citywide TSP allocated roughly $47 million for <u>new</u> Central City projects (about 3% of the total cost of TSP projects citywide) as shown in Table 1. Projects falling within this amount would be considered for inclusion in the amended citywide TSP "constrained list".

Table 1. Citywide Adopted TSP Projects

Total City of Portland revenue forecast	$ 1,391,500,000
Total cost of all constrained projects with Portland as lead or co-lead	$ 1,344,603,891
Revenue reserved for <u>new</u> Central City constrained projects	**$ 46,896,109**

The total list of "new constrained" projects (where the City is the lead or co-lead) in the Proposed Draft of the Central City 2035 Plan exceeded the allocated reserve by about $10 million. Following a conversation with PSC members and further PBOT technical analysis, **the TSP list of new projects proposed in this amendment package amounts to $46,860,000, within the $47 million allocation**.

Two TriMet projects were added to the unconstrained list (Rose Quarter and SW 1st Avenue turnaround). The Portland Development Commission asked to add projects in support of the Post Office redevelopment site and master plan.

Evaluation Criteria for New Central City Projects

For new Central City projects identified in the Proposed Draft and in the recommended amendment package, staff has evaluated projects using the same criteria discussed above. As in the case of the citywide effort, all new Central City projects score well under the citywide methodology. This applies to projects in the Proposed Draft and in the amendment packet.

This is because the methodology supports non single-occupancy vehicle (non-SOV) projects located in and in support of Centers and Corridors. The Central City has the highest land use designation and concentration of jobs, housing and services, offering unparalleled advantages in terms of supporting growth, multimodal access, access for low income populations and employment opportunities, and many others. Additionally, the vast majority of projects in the Central City TSP Project Lists and amendments serve non-SOV trips.

II. TSP Studies List Amendments (see Decision Table Item J4 and Attachment J4)

Most studies did not receive any testimony, and the testimony that was received generally requested minor changes. Most staff-recommended changes are meant to incorporate recent and upcoming planning work and other studies in the Central City.

III. Street Classification Amendments (see Decision Table Item J5, Attachment J5 and maps J2-J6)

Most public testimony centered on the bicycle classifications, which are changing the most compared to the previous TSP (adopted in 2007) and the Portland Bicycle Plan for 2030 (adopted in 2010). Some Transit and Emergency Response amendments respond to requests from TriMet and Portland Fire & Rescue. Most of the proposed amendments for Pedestrian, Traffic, Transit, and Emergency Response correct minor mapping errors in the Proposed Draft.

Attachment J1: Staff-Recommended Amendments to TSP Major Projects List

See Proposed Draft CC2035 Plan Volume 2B, Figure 2, Pages 17-29

Below are staff-recommended amendments to the CC2035 Proposed Draft list of major transportation projects in the Central City. Given that financially constrained City of Portland TSP Projects form a unified list that must fit within a revenue forecast, these amendments are presented as a packet. Doing otherwise risks treating projects as independent decisions absent of the need to evaluate system impacts and the need to stay within our constrained revenue forecast. Any changes to this amendment packet that affect the project costs within the financially constrained list will require off-setting adjustments to keep the list in balance with anticipated revenue. Note that the strike-through and underline formatting shows changes to the Proposed Draft, *not* to the adopted Citywide TSP. Projects with no recommended changes from the Proposed Draft are not shown in this table.

Ref #	TSP ID	Lead Agency	Facility Owner	Project Name	Project Location	Project Description	Estimated Cost	Financially Constrained?	Estimated Timeframe	Description of Staff Recommendation	Reason for Staff Recommendation	Discuss?
1	20007	Portland	Portland / ODOT	South Portal Intersection Improvements	Bancroft / Hood / Macadam, SW	Improve the South Portal to the North Macadam District (intersection of Bancroft, Hood, and Macadam) to address safety and capacity issues.	~~$10,000,000~~ $8,138,078	Yes	Years 1 - 10	Update cost estimate.	Update based on current project development work.	
2	20014	Portland	Portland	W Burnside Corridor Improvements	Burnside St, W (NW 15th to NW 23rd)	Design and construct boulevard improvements including pavement reconstruction, wider sidewalks, curb extensions, safer crossings, new traffic signals, and traffic management.	~~$8,000,000~~ $4,000,000	Yes	Years 1 - 10	Revise cost estimate.	Multiple signal replacements and other improvements were funded through General Fund and grants and will be completed before adoption of CC2035.	
3	~~20027~~	~~ODOT~~	~~ODOT~~	~~South Portland Connectivity Improvements~~	~~I-405 / US26 / Ross Island Bridge, SW~~	~~Construct new freeway access from Ross Island Bridge to I-405 and US 26 to improve connections between regional facilities and separate traffic from neighborhood streets.~~	~~$ 50,000,000~~	~~No~~	~~N/A~~	Remove project.	ODOT has requested that this be removed from the project list and instead studied as part of the proposed "US 26 Circulation Study"	
4	20065.2	Portland	Portland	Interstate-Larrabee ~~Pedestrian / Bicycle~~ Overpass	Interstate-Larrabee Ramp, N (Tillamook - Broadway)	Remove the existing weight-restricted, low-clearance, poor-condition Interstate to Larrabee southbound flyover ramp (Bridge #153) and replace with a ~~pedestrian / bicycle~~ new overpass ~~and~~ including a multi-use path to connect the future N Portland Greenway Trail to the Broadway Bridge. Assess the costs and benefits of providing vehicle access on the new structure as part of project development.	$ 5,000,000	Yes	Years 11 - 20	Update name and description.	Concern from BPS staff that proposal to replace vehicle overpass with a ped/bike overpass has not been adequately studied and has not been vetted with the public and freight stakeholders.	
5	20068	Portland	Portland	NE 12th Ave Bridge Replacement	12th Ave, NE (over I-84 and railroad tracks)	Replace the existing fracture critical and seismically deficient 12th Ave bridge (Bridge #025) over I-84 and railroad tracks with a new structure. Provide multimodal transportation improvements on the new structure.	~~$9,400,000~~ $13,236,245	~~Yes~~ No	~~Years 11 - 20~~ N/A	Update cost estimate, move to unconstrained.	PBOT has been unsuccesful in multiple funding requests from many sources for several years because it does not compete well according to most criteria. Without a source of funds for seismic upgrades, this bridge should be on the unconstrained list.	
6	20070	Portland	Portland	NW Naito/Front ~~Pkwy~~ Safety Improvements	Naito Pkwy / Front Ave, NW (9th - ~~15th~~ 21st)	Construct multimodal safety and capacity improvements including a lane reconfiguration, pedestrian improvements, and bicycle facilities.	~~$250,000~~ $2,600,000	Yes	Years 1 - 10	Revise name, description, and cost estimate.	Matches current project development work.	
7	20073	Portland	Portland	Stark / Washington Safety and Access Improvements	Stark / Washington, SE (Water - Sandy)	Improve safety and access by modifying signals on Stark and adding new signals on Washington at MLK, Grand, and Sandy freight and bicycle connectivity and mobility by reconfiguring traffic flow and turning movements on Stark and Washington Streets between Water and Sandy. Requires signals and/or crossings at Grand and MLK (see project 20205). Consider protected intersections ~~roundabouts~~ at Sandy & Washington and Sandy & Stark during project design.	$ 2,000,000	Yes	Years 1 - 10	Revise name, description, and cost estimate to reflect elements consolidated into new project 20205.	Some elements have been consolidated into project 20205.	
8	20077	Portland	Portland	Sullivan's Crossing Pedestrian / Bicycle Bridge	7th Ave, NE (over I-84)	Construct a pedestrian/bicycle bridge across Interstate 84 connecting the Lloyd District to the Central Eastside Industrial District. Supports future Green Loop project.	~~$12,000,000~~ $12,548,000	Yes	Years 1 - 10	Update cost estimate and add language regarding Green Loop.	Update to match current scope and cost estimate. Testimony supported Green Loop concept.	

9	20079	Portland	Portland	Lloyd Blvd Ped/Bike Improvements	Lloyd Blvd, NE (~~Grand~~ Eastbank Esplanade - 12th)	~~Widen and enhance the pedestrian walkway along the south edge of Lloyd Blvd. Design and implement a protected bikeway along Lloyd Blvd.~~ Design and construct a multi-use path or two-way protected bikeway on the south side of Lloyd Blvd, connecting to Sullivan's Crossing ped/bike bridge and future Sullivan's Gulch Trail.	~~$2,000,000~~ $1,000,000	Yes	Years 1 - 10	Update name, description, cost estimate.	Extends improvements to Easbank Esplanade, consistent with staff analysis of needed Sullivan's Crossing connections to ped/bike network. Project is consistent with Sullivan's Gulch Trail Concept Plan, which included a trail on the top of the gulch along Lloyd Blvd.	
10	20089	Portland	Portland	W Burnside/Couch Corridor Improvements, Phase 1	Burnside/Couch, W/NW (Burnside Bridge - NW 15th)	Construct transportation improvements including pavement reconstruction, traffic signals, turn lanes, curb extensions, bicycle network improvements, and crossing improvements.	~~$6,000,000~~ $3,000,000	Yes	Years 1 - 10	Update cost estimate.	Several signal upgrades and other improvements have recently been completed on Burnside and Couch or will be completed before adoption of CC2035.	
11	20102.1	Portland	Portland	Bond Ave Extension, Phase ~~2~~ 1	Bond Ave, SW (River Parkway - ~~Gibbs~~ Porter)	Extend SW Bond one-way northbound from ~~Gibbs~~ Porter to River Parkway ~~and convert Moody to one-way southbound operation to form a couplet~~.	~~$9,700,000~~ $9,569,600	Yes	Years 1 - 10	Break project into two phases, update cost estimate.	Update based on current project development work.	
12	20102.2	Portland	Portland	Bond Ave Extension, Phase 2	Bond Ave, SW (~~River Parkway~~ Porter - Gibbs)	Extend SW Bond one-way northbound from Gibbs to ~~River Parkway~~ Porter and convert Moody to one-way southbound operation to form a couplet.	~~$9,700,000~~ $9,000,000	Yes	Years 1 - 10	Break project into two phases, update cost estimate.	Update based on current project development work.	
13	20109	Portland	Portland	Moody Ave Extension	Moody Ave, SW (Bancroft - Hamilton Ct)	Extend SW Moody Ave from Bancroft to Hamilton Ct to improve circulation within the South Waterfront neighborhood.	~~$20,500,000~~ $34,168,374	~~Yes~~ No	~~Years 11 - 20~~ N/A	Update cost estimate and move to unconstrained list.	Recent project development work has determined that the Moody Ave Extension will require substantial new financial resources not anticipated in the TSP Financial Plan.	
14	~~20110~~	Portland	Railroad / ODOT	Sullivan's Gulch Trail, Segment 1	Banfield Corridor, NE (Eastbank Esplanade - 21st)	Construct a multi-use trail for pedestrians and bicycles within the Banfield (I-84) Corridor from the Eastbank Esplanade to NE 21st Ave.	~~$12,500,000~~ $40,000,000	~~Yes~~ No	~~Years 1 - 10~~ N/A	Update name and cost estimate, move to unconstrained list.	Previous cost estimate was for construction only, so it has been updated to include overhead, contingency, right-of-way, etc. Public testimony generally opposed spending scarce transportation funding on Sullivan's Gulch Trail, preferring surface street improvements. A parallel path along Lloyd Blvd was identified as part of the Sullivan's Gulch Trail in the adopted Concept Plan. Based on the high cost, low public support, and overall feasibility concerns, staff recommend moving the Gulch Trail to unconstrained but keeping Lloyd Blvd improvements (see project 20079) in Years 1 to 10 of the constrained list.	
15	20127	Portland	Portland	Better Naito Walkway / Bikeway	Naito Pkwy, SW/NW (Salmon - Railroad)	Design and implement a separated two-way walkway and bikeway on the east side of Naito Parkway while ensuring southbound freight movement from the Morrison Bridge to Harbor Drive.	~~$2,000,000~~ $3,700,000	Yes	Years 1 - 10	Updated cost estimate.	Cost estimate was refined during recent City budget process.	
16	20128	Portland	Portland	Broadway Multimodal Streetscape Improvements	Broadway, NW/SW (Hoyt - Clay)	Enhance the existing bikeway ~~and streetscape~~ on Broadway. Includes the construction of a ~~raised~~ protected bikeway, ~~widened sidewalk and amenities, green street features~~, signal improvements, short-term parking and loading zones, and shorter pedestrian crossings. Consider a protected intersection at Broadway/Burnside and a northbound bicycle facility from Oak to Hoyt during project design.	~~$5,000,000~~ $2,000,000	Yes	Years 1 - 10	Change description to be less specific about bikeway and streetscape treatments, and to include consideration of protected intersection and northbound bike facility. Update cost estimate.	Staff concern about specificity of design treatments. Public testimony indicated desire for improvements at Burnside/Broadway and northbound bicycle facility on two-way section of Broadway.	
17	20129	Portland	Portland	South Park Blocks Bikeway	9th / Park Ave, SW (Clifton - Oak)	Design and implement a ~~neighborhood greenway~~ bikeway, with traffic calming and improved crossings as needed. Supports future Green Loop project.	$ 1,000,000	Yes	Years 1 - 10	Add reference to Green Loop and revise description.	Testimony strongly supported Green Loop, but project list has few references to it. Reference to neighborhood greenway in Proposed Draft inappropriately pre-supposed facility type.	
18	~~20134~~	~~Portland~~	~~MultCo~~	~~Hawthorne Bridge Ramp Signal~~	~~Hawthorne Bridge~~	~~Signalize the top of the ramp from SW Naito to Hawthorne Bridge to improve safety and capacity for all modes.~~	~~$ 500,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Project has been consolidated into larger Hawthorne project 20181.	
19	~~20137~~	~~Portland~~	~~Portland~~	~~SW Alder Transit Improvements~~	~~Alder St, SW (19th - 2nd)~~	~~Design and implement improvements to facilitate bus service on SW Alder, including bus stop curb extensions and bus-only lanes where feasible.~~	~~$ 500,000~~	~~Yes~~	~~Years 11 - 20~~	Remove project.	TriMet does not support re-routing bus service from Salmon to Alder, so this project is unnecessary.	

20	20151	Portland	Portland / MultCo	Inner Burnside ~~Bridge~~ Multimodal Improvements	Burnside St, W/E (SW ~~3rd~~ Park - SE 12th)	Reconfigure lanes from SW ~~3rd~~ Park Ave to SE 12th Ave to reduce transit delay and improve pedestrian and bicycle safety. Enhance existing bike lanes across the bridge to provide climbing lanes and more physical separation from traffic. Extend bike lanes west to SW ~~3rd~~ 4th Ave and improve pedestrian crossing at SW 2nd Ave. Project may include signal modifications to improve transit operations and pedestrian safety. Explore feasibility of eastbound bus-only lane as part of project design.	~~$500,000~~ $1,000,000	Yes	Years 1 - 10	Multiple updates to better reflect recent planning work.	TriMet has requested improvements to reduce transit delay on Burnside as far west as Park Ave. Bike lanes extended to 4th to match addition of 4th Ave bikeway project and Major City Bikeway classification.	
21	20153	Portland	Portland	North Park Blocks Bikeway	8th / Park Ave, NW/SW (Oak - Glisan)	Design and implement a bikeway, with traffic calming, signals, and improved crossings as needed. Supports future Green Loop project.	$ 750,000	Yes	Years 1 - 10	Add reference to Green Loop.	Testimony strongly supported Green Loop, but project list has few references to it.	
22	~~20164~~	~~Portland~~	~~Portland~~	~~NW 9th Ave Traffic Signals~~	~~9th & Everett / 9th & Glisan, NW~~	~~Construct traffic signals at 9th & Everett and 9th & Glisan to improve safety and traffic flow.~~	~~$ 500,000~~	~~Yes~~	~~Years 11 - 20~~	Remove project.	Already covered by project 20193.	
23	20171	Portland	Portland	SW 15th/16th Ave Bikeway	15th/16th Ave, SW (Burnside - Salmon)	Design and implement a ~~two-way~~ bikeway couplet, with traffic calming and crossing improvements as needed.	$ 250,000	Yes	Years 1 - 10	Change to a bicycle couplet on 15th/16th.	Staff analysis determined this bikeway is more feasible as a couplet using the existing one-way streets.	
24	20172	Portland	ODOT	Upper I-405 Trail	I-405 (Water - 4th)	Design and implement a pedestrian and bicycle connection along the I-405 off-ramp to 4th & Lincoln. Supports future Green Loop project.	$ 2,800,000	Yes	Years 11 - 20	Add reference to Green Loop.	Testimony strongly supported Green Loop, but project list has few references to it.	
25	20174	Portland	Portland	SE Salmon ~~Multimodal Safety~~ Neighborhood Greenway Improvements	Salmon St, SE (Eastbank Esplanade - 12th)	~~Improve multimodal safety and accessibility by installing traffic signals at MLK & Salmon, Grand & Salmon, and 7th & Salmon.~~ Improve existing neighborhood greenway by installing improved crossings at 7th, 11th, and 12th. Once traffic signals are constructed at MLK/Grand (see project 20073), extend the Salmon neighborhood greenway from 7th to the Eastbank Esplanade.	~~$1,000,000~~ $400,000	Yes	Years 1 - 10	Revise name, description, and cost estimate to reflect elements consolidated into new project 20205.	Some elements have been consolidated into project 20205.	
26	20175	Portland	Portland	SE Ankeny ~~Multimodal Safety~~ Neighborhood Greenway Improvements	Ankeny St, SE (3rd - 12th); 3rd Ave, SE/NE (Ankeny - Couch)	~~Improve multimodal safety and accessibility by installing traffic signals at MLK & Ankeny and 11th & Ankeny.~~ Once traffic signals are constructed at MLK and 11th/Sandy (see project 20073), extend the Ankeny neighborhood greenway to 3rd Ave, along 3rd north to Couch Ct, and connecting to the Burnside Bridge.	~~$500,000~~ $100,000	Yes	Years 1 - 10	Revise name, description, and cost estimate to reflect elements consolidated into new project 20205.	Some elements have been consolidated into project 20205.	
27	20176	Portland	Portland	11th/12th Ave Multimodal Safety Improvements	11th/12th Ave, SE (Burnside - Clinton)	Enhance pedestrian and bicycle safety and access by installing improved crossings at Ankeny, Salmon, Madison, Clay, and Harrison. Design and implement improvements to enhance bicycle travel ~~facilities~~ on 11th and 12th. ~~by removing on-street parking or travel lanes as needed.~~	$ 1,000,000	Yes	Years 1 - 10	Revise description to be less specific about design treatments.	Public testimony generally supported bicycle facilities but had concerns about references to lane removal or bike lanes prior to a detailed traffic analysis.	
28	~~20178~~	~~Portland~~	~~Portland / ODOT~~	~~Irving / I-84 Traffic Improvements~~	~~Irving / 16th, NE~~	~~Improve multimodal safety, mobility, and accessibility by installing a traffic signal at Irving & 16th and modifying signals (if necessary) at 12th & Irving and 12th & Lloyd.~~	~~$ 250,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Consolidated into project 20205.	
29	~~20179~~	~~Portland~~	~~MultCo / TriMet~~	~~Hawthorne Viaduct Transit Platform~~	~~Hawthorne Viaduct~~	~~Construct a transit island to allow buses to serve the stop without crossing over bicycle traffic.~~	~~$ 100,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Project has been consolidated into larger Hawthorne project 20181.	
30	~~20180~~	~~Portland~~	~~MultCo~~	~~Hawthorne-Clay Ramp Signal~~	~~Hawthorne Viaduct~~	~~Signalize the top of the ramp from the Hawthorne Viaduct to Clay/MLK to improve safety and capacity for all modes.~~	~~$ 500,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Consolidated into project 20205.	
31	20181	Portland	MultCo	Inner Hawthorne ~~Bikeway & Transit~~ Multimodal Corridor Improvements	Hawthorne Blvd, SW/SE (~~Grand~~SW Naito - SE 12th)	Signalize the top of the ramp from SW Naito to Hawthorne Bridge to improve safety and capacity for all modes. Construct an eastbound protected bikeway with transit islands to improve pedestrian and bicycle safety and comfort as well as transit operational efficiency. Explore feasibility of eastbound bus-only lane as part of project design.	~~$2,000,000~~ $2,600,000	Yes	Years 1 - 10	Updated to match recent general fund request. Combines three projects into one.	More consistent with current project scope. Consolidates several projects into one.	
32	~~20182~~	~~Portland~~	~~Portland~~	~~SE Clay / Mill Circulation Improvements~~	~~Clay/MLK and Mill/MLK, SE~~	~~Improve safety and traffic flow by restricting left turns from Clay to MLK, adding a protected left turn signal from Mill to MLK, and providing way-finding to direct traffic to use Mill to turn left onto MLK.~~	~~$ 250,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Consolidated into project 20205.	
33	~~20183~~	~~Portland~~	~~Portland~~	~~SE Clay Corridor Improvements~~	~~Clay St, SE (Water - Grand)~~	~~Reconstruct deteriorating pavement on SE Clay St, regrade railroad crossing, and restripe to include a climbing bike lane.~~	~~$ 1,000,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Consolidated into project 20205.	

34	20185	Portland	TriMet	Gideon Street Pedestrian / Bicycle Bridge	Clinton MAX Station	Construct a pedestrian / bicycle bridge over the railroad and light rail tracks to connect the Clinton MAX Station with the adjacent neighborhood.	$10,000,000	Yes	Years ~~11 - 20~~ 1 - 10	Move to earlier timeframe and update cost estimate.	High volume of testimony in support of project and urging implementation sooner due to frequent rail blockages near Clinton MAX Station.	
35	~~20193~~ 20193.1	Portland	Portland	~~USPS Redevelopment Site Improvements~~ Post Office Blocks Transportation Improvements, Phase 1	~~NW 9th to Broadway; NW Lovejoy to Hoyt~~ Johnson St, NW (9th - Station Way); Park Ave, NW (Hoyt - Johnson); 9th & Everett; 9th & Glisan	Extend Johnson St as an east-west multimodal street through the ~~USPS~~ Post Office Blocks redevelopment site ~~from east to west~~, including diverter at 9th Ave. Extend Park Ave north to Johnson. ~~Extend the Green Loop through the site from North Park Blocks to Broadway Bridge.~~ Add traffic signals at 9th/Everett and 9th/Glisan. ~~Enhance existing bike lanes along Broadway and Lovejoy viaducts.~~ Create pedestrian connections throughout the site.	~~$10,000,000~~ $16,000,000	Yes	Years ~~11 - 20~~ 1 - 10	Split into two project phases, update scope/cost, and move first phase to earlier timeframe.	Revised description, cost, and timeframe requested by PDC to be consistent with adopted Broadway Corridor Framework Plan.	
36	20193.2	Portland	Portland	Post Office Blocks Transportation Improvements, Phase 2	NW 9th to Broadway; NW Lovejoy to Hoyt	Extend the Green Loop through the Broadway Corridor redevelopment site from North Park Blocks to Broadway Bridge. Enhance existing bike lanes along Broadway and Lovejoy viaducts.	$5,000,000	Yes	Years 11 - 20	Split into two project phases, update scope/cost, and keep second phase in later timeframe.	Revised description, cost, and timeframe requested by PDC to be consistent with adopted Broadway Corridor Framework Plan.	
37	20194	Portland	Portland	Central Eastside 7th Ave ~~Bikeway~~ Corridor Improvements	7th Ave, SE (Flanders - Division)	Design and implement a bikeway from I-84 to Division, connecting to Sullivan's Crossing ped/bike bridge, with separated bikeway segments, neighborhood greenway segments, pedestrian improvements, and crossing improvements as needed. Includes enhancement of existing bicycle facilities on 7th Ave from Sandy to Division ~~by removing parking and/or center turn lane as needed~~. Consider a protected intersection design at 7th/Washington/Sandy. Supports future Green Loop Project.	$ 1,000,000	Yes	Years 1 - 10	Update name and description.	Concerns from CEIC and other stakeholders about mentioning specific design treatments. Modified description also clarifies purpose of project and includes pedestrian elements.	
38	~~20195~~	~~Portland~~	~~Portland~~	~~Central Eastside 3rd Ave Multimodal Improvements~~	~~3rd Ave, NE/SE (Davis - Division); Division St, SE (3rd - 7th)~~	~~Design and implement multimodal transportation improvements to enhance safety and accessibility along 3rd Ave through the Central Eastside, including truck access improvements, pedestrian crossings, and shared roadway bicycle facilities.~~	~~$ 500,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Responds to concerns from CEIC and other stakeholders about bikeway project's impact to industrial area. City Bikeway classification would be retained north of Clay St.	
39	20200	Portland	Portland	SW/NW 4th Ave Bikeway	4th Ave, SW/NW (Madison - Flanders)	Design and implement a protected bikeway on 4th Ave to provide a bikeway couplet with Broadway connecting PSU, Downtown, and Old Town / Chinatown.	$ 1,000,000	Yes	Years 1 - 10	New project.	High volume of testimony from PSU and bicycle advocates called for a northbound bikeway on 4th Ave to complement the southbound bikeway on Broadway. Consistent with Bicycle Plan for 2030 project list and classifications.	
40	20201	Portland	Portland	Central Eastside Sandy Blvd Corridor Improvements	Sandy Blvd, SE (Washington - Burnside)	Enhance existing bicycle facilities to improve safety and comfort. Modify intersections to improve pedestrian crossing safety. Consider a protected intersection design at 7th/Washington/Sandy and Stark/Sandy.	$ 500,000	Yes	Years 1 - 10	New project.	High volume of testimony supporting enhancements to existing bike lanes on Sandy Blvd and need for more pedestrian improvements.	
41	20202	Portland	Portland	Bicycle / Rail Safety Improvements	Central City	Install pavement markings and signage on rail streets where needed to improve bicycle safety and comfort.	$ 250,000	Yes	Years 1 - 10	New project.	Testimony indicated that railway streets are useful bike routes that should receive some level of treatment to indicate that bikes are welcome and to encourage bicyclists to use non-rail lanes.	
42	20203	Portland	Portland	Union Station, Phase 3	Union Station	Core building improvements, operational improvements, and railside improvements for Union Station.	$ 150,000,000	No	N/A	New project.	PDC requested this project be added to unconstrained list.	
43	20204	Portland / ODOT	Portland / ODOT	Broadway / Weidler Interchange Area Multimodal Improvements	Broadway / Weidler / I-5	Construct multimodal transportation improvements supporting the ODOT Broadway / Weidler (Rose Quarter) Interchange Project, including enhancements of surface streets, lids over the freeway, and a new ped/bike bridge over I-5 at Clackamas St, consistent with the adopted Broadway / Weidler Facility Plan. Supports future Green Loop project.	$ 10,000,000	Yes	Years 11 - 20	Add new project.	PBOT intends to contribute funding to the non-freeway portions of the larger ODOT Rose Quarter Interchange that improve the surrounding street network for all modes, particularly for active transportation. This is consistent with the Council-adopted Broadway/Weidler Facility Plan.	

44	20205	Portland	Portland	Central Eastside Access and Circulation Enhancement Project	Central Eastside	Improve access and circulation in the Central Eastside by adding new signals and crossings at Hawthorne & Clay ramp, Salmon & Grand, Salmon & MLK, Washington & Grand, Washington & MLK, Ankeny & MLK, Ankeny & Sandy, 16th & Irving, modifying signals at Stark & Grand, Clay & Grand, Mill & MLK, and reconstructing SE Clay St from Water to Grand.	$5,400,000	Yes	Years 1 - 10	New project consolidating multiple projects in Proposed Draft.	This project was recently submitted for RFFA freight funding and is considered likely to be funded. It is preferable to have it as one project in this list rather than being split into multiple projects.	
45	30091	~~PBOT~~ Portland	Railroad	North Portland Greenway Trail, Segment 5	Albina Yard from Swan Island to Rose Quarter	Build a multi-use trail along the Albina Yard connecting Swan Island to the Rose Quarter.	$ 7,306,910	Yes	Years 11 - 20	Correction to Lead Agency and Facility Owner	Clarifies lead agency and facility owner.	
46	~~60036~~	~~Portland~~	~~Portland~~	~~NW 16th Ave Bikeway Improvements~~	~~16th Ave, NW (Johnson - Glisan)~~	~~Fill the gap in the NW 16th Ave Bikeway by reconfiguring parking and/or travel lanes to provide a southbound bike lane.~~	~~$ 100,000~~	~~Yes~~	~~Years 1 - 10~~	Remove project.	Project will be implemented as part of buffered bike lane program prior to adoption of CC2035.	

Central City Transportation Projects

Not shown on map are area wide projects:

20016 Central City Transporation System Management (TSM)
20125 Portland Street Car Operational Improvements
20202 Bicycle/Rail Safety Improvements

Date: 12/19/2016

1/4 mile

J-11

Attachment J4: Staff-Recommended Amendments to CC2035 Proposed Draft TSP Studies List (see Vol. 2B, Figure 1, p. 13-15)

Below are staff-recommended amendments to the CC2035 Proposed Draft list of transportation studies in the Central City. Note that the strike-through and underline formatting shows changes to the Proposed Draft, not to the adopted Citywide TSP. Studies with no recommended changes from the Proposed Draft are not shown in this table.

Ref #	Study Name	Description	Reason for Amendment	Discuss?
A	Green Loop Concept Plan	Study the feasibility of a connecting network of bicycle and pedestrian ways that creates a new 'loop' through Central City. A feasibility study is needed to determine whether bicycle facilities could be constructed in the right-of-way to complete the 'loop'. The study would need to determine the alignment and whether new facilities or enhancements to existing facilities are needed. It will examine how TSP projects can help build momentum. The Green Loop concept is part of a system that connects parks and places in the Central City that would be designed to provide access to all people of Portland. Consider the need to preserve right-of-way along I-405, I-5, and I-84 for potential future safety, seismic, and operations improvements.	Responds to testimony from ODOT.	
B	Morrison Bridge Westside Ramps Reconfiguration Study	~~Working with Multnomah County, study the feasibility of removing or reconfiguring the ramps and approaches to the Morrison bridge to create more developable land parcels and improve multimodal connectivity to the river. Consider the impacts to providing southbound freeway access from the Central Eastside.~~	This study was completed in 2016 in response to potential public market. The study concluded that removing or reconfiguring the ramps would not be feasible.	
C	Central City Multimodal Project Planning Phase	This project will plan for and address safety and access issues for people biking or walking resulting from competing demands on transportation infrastructure in Portland's Central City. The primary outcomes of the first phase (Planning and Development) of the Central City Multimodal Project will be (1) a plan that identifies a feasible bicycle and pedestrian transportation network which improves safety and eliminates barriers and improves access to transit, building off of the work in the Central City 2035 plan (2) an accompanying prioritized project list that identifies high priority and feasible capital investments that support the plan. The plan and related project list will complement adjacent land uses, integrate long term planning for the Green Loop, rebalance capacity for future growth and encourage expansion in the already significant active transportation and transit mode share in the Central City. The plan will also analyze and consider potential impacts to freight mobility, access, and loading in the Central Eastside and major freight routes.	Multiple public comments questioned why this upcoming project was not listed. Description also incorporates request from CEIC to analyze freight impacts.	

Attachment J4: Staff-Recommended Amendments to CC2035 Proposed Draft TSP Studies List (see Vol. 2B, Figure 1, p. 13-15)

Below are staff-recommended amendments to the CC2035 Proposed Draft list of transportation studies in the Central City. Note that the strike-through and underline formatting shows changes to the Proposed Draft, not to the adopted Citywide TSP. Studies with no recommended changes from the Proposed Draft are not shown in this table.

Ref #	Study Name	Description	Reason for Amendment	Discuss?
D	Central City Transit Network Study	Study potential improvements to public transportation services along Naito Parkway and the riverfront as development density and activity increases over time. ~~Study shifting bus service from Salmon to Alder to improve efficiency and usability of the bus line and improve the pedestrian/bicycle environment on Salmon.~~ Study the feasibility of consolidating routes and stops on fewer corridors by placing bus lines onto the southern end of the Transit Mall and on SW Lincoln and Naito Parkway.	Bus service on Salmon vs Alder was studied in early 2016 and it was determined that service should stay on Salmon.	
E	Naito Parkway Traffic Study	~~Study ways to lessen the impact of freight and general traffic on Naito Parkway.~~	Testimony questioned need for this study. Several upcoming projects will improve safety and accessibility along Naito Parkway, and other projects have been identified in the TSP and Central City 2035. Staff agree this study is no longer needed.	

Attachment J5: Staff-Recommended Amendments to Street Classifications (see Vol 2B, p.6-11)

Below are staff-recommended amendments to the CC2035 Proposed Draft street classifications in the Central City. Note that the list shows changes to the Proposed Draft, not to the adopted Citywide TSP. Studies with no recommended changes from the Proposed Draft are not shown in this table. Related packages of classification amendments have been grouped together for ease of reference.

Bicycle Classifications (see Map J2)

Ref #	Location	Proposed Draft	Staff Recommendation	Reason for Staff Recommended Amendment	Discuss?
A	NE/SE 11th/12th Ave (Ankeny - Clinton)	Major City Bikeway	City Bikeway	Responds to concerns from CEIC. Staff analysis concludes that 7th Ave better meets definition of Major City Bikeway (longer cross-district trips) than 11th/12th, which will likely serve shorter trips within Central City once Sullivan's Crossing is constructed. This change is also more consistent with the Bicycle Plan for 2030.	Y
	SE Belmont/Morrison St (7th - 12th)	Major City Bikeway	City Bikeway		
	SE Sandy Blvd (11th - 12th)	Major City Bikeway	City Bikeway		
B	NE Davis St (7th - 12th)	Local Service Bikeway	City Bikeway	Responds to public comments pointing out that Davis is the only available connection north of Burnside to get from 12th to the Burnside Bridge. However, CEIC has concerns about having City Bikeway, since Davis is a Major Truck St with a high volume of trucks both moving and parking on the street. Staff recommends adding City Bikeway classification at this time, but notes that the upcoming Central City Multimodal Project will explore alternative bike routes.	
C	SE Ankeny St (Eastbank Esplanade - 2nd)	City Bikeway	No Classification	Corrects a mapping error in the Proposed Draft. This connection was a remnant from the 1988 Central City Plan, which called for a lid over I-5 and a connection from Ankeny. That project is no longer included in Central City 2035.	
	SE Ankeny St (2nd - 3rd)	City Bikeway	Local Service Bikeway		
D	SE Sandy Blvd (7th - 11th)	City Bikeway	Major City Bikeway	Responds to public comments saying that Sandy provides a more direct connection from the 7th Ave Major City Bikeway to the Ankeny Major City Bikeway..	
E	SE Water Ave (Clay - Morrison Br off-ramp)	City Bikeway	Major City Bikeway	Responds to public comments pointing out that Water Ave provides a direct connection to the Morrison Bridge.	
F	SE 3rd Ave (Clay - Division)	City Bikeway	Local Service Bikeway	Corrects a mapping error in the Proposed Draft. This section of 3rd and Division was not a City Bikeway in the Bicycle Plan for 2030 and was not meant to be shown as such in the Proposed Draft.	
	SE Division St (3rd - MLK)	City Bikeway	Local Service Bikeway		
G	SE Caruthers St (Willamette Greenway - 2nd Pl)	No classification	City Bikeway	Corrects a mapping error in the Proposed Draft. Needed to reflect new bikeway connecting Willamette Greenway Trail to Caruthers.	
H	Gideon Overcrossing (SE Gideon St - SE 14th Ave)	No classification	City Bikeway	Corrects a mapping error in the Proposed Draft. Needed to reflect the planned Gideon ped/bike overcrossing.	
I	SE Woodward St (7th - 9th)	City Bikeway	Local Service Bikeway	Responds to comments from ODOT requesting removal of City Bikeway on this section of Powell and Ross Island Br to be consistent with the Regional Active Transportation Plan.	
	SE 7th Ave (Woodward - Powell)	City Bikeway	Local Service Bikeway		
	Ross Island Br / Powell Blvd (I-5 - SE 17th Ave)	City Bikeway	Local Service Bikeway		
J	SW 4th Ave (Madison - Stark)	City Bikeway	Major City Bikeway	Responds to high volume of public comments requesting that 4th Ave be upgraded to be a Major City Bikeway to act as a bikeway couplet with Broadway. Staff analysis concludes that 4th/Broadway better fits the definition of a Major City Bikeway (serving longer, cross-district trips) than 2nd/3rd.	
	SW/NW 4th Ave (Oak - Flanders)	City Bikeway	Major City Bikeway		
	SW Alder St (4th - 2nd)	Local Service Bikeway	Major City Bikeway		
K	SW 1st Ave (I-405 - Market)	Major City Bikeway	City Bikeway	Upgrading 4th Ave to Major City Bikeway (see amendment #10, above) means that the 1st/2nd/3rd bikeway should changed to City Bikeway in order to better space out Major City Bikeways. Staff analysis concludes that 4th/Broadway better fits the definition of a Major City Bikeway (serving longer, cross-district trips) than 2nd/3rd.	
	SW Market St (1st - 3rd)	Major City Bikeway	City Bikeway		
	SW/NW 2nd Ave (Market - Flanders)	Major City Bikeway	City Bikeway		
	SW 3rd Ave (Market - Jefferson)	Major City Bikeway	City Bikeway		
	SW/NW 3rd Ave (Main - Flanders)	Major City Bikeway	City Bikeway		

L	NW Naito Pkwy to Steel Br northbound ramp	Major City Bikeway	City Bikeway	Corrects a mapping error in the Proposed Draft. Major City Bikeway should connect Flanders to Steel Bridge at ground level, while City Bikeway should be on the ramp and the top deck of the Steel Bridge.	
	Waterfront Park Trail (Naito/Flanders Crossing - Steel Bridge Path)	City Bikeway	Major City Bikeway		
M	NW Johnson St (9th - Station Way)	Major City Bikeway	City Bikeway	Corrects a mapping error in the Proposed Draft. New connection on Johnson through Post Office Blocks should be a City Bikeway to match the rest of Johnson.	
N	NW Raleigh St (I-405 - 13th)	Local Service Bikeway	City Bikeway	Responds to concerns about removing City Bikeway classification from streets that are currently neighborhood greenways with sharrows. Staff recommendation is now to keep City Bikeway classification for now and only remove them if and when the neighborhood greenway facility switches to a different street.	
	NW Overton St (I-405 - 11th)	Local Service Bikeway	City Bikeway		
O	SW 6th Ave (I-405 - Jackson)	City Bikeway	Major City Bikeway	Responds to comments that for bicyclists coming into downtown from Terwilliger, 6th is and will remain the most direct path to cross I-405. Since TSP projects exist to improve both 6th and Jackson, staff recommend this upgrade.	
	SW Jackson St (Park - 6th)	City Bikeway	Major City Bikeway		
P	SW 15th Ave (Burnside - Salmon)	Local Service Bikeway	City Bikeway	Staff analysis has indicated that 15th and 16th would likely operate better as a bicycle couplet (southbound on 15th, northbound on 16th) to match existing traffic circulation.	
Q	SW Morrison St (20th - 18th)	Local Service Bikeway	City Bikeway	Responds to comments that a connection is needed from the planned 20th Ave Neighborhood Greenway to the 18th/19th and Alder bikeways.	
	SW 18th Ave (Alder - Morrison)	Local Service Bikeway	City Bikeway		
	SW 19th Ave (Alder - Morrison)	Local Service Bikeway	City Bikeway		

Pedestrian Classifications (see Map J3)

Ref #	Location	Proposed Draft	As Amended	Reason for Amendment	Discuss?
A	Hawthorne Bridge	No classification	Off-Street Path	Corrects a mapping error in the Proposed Draft. Needed to reflect existing conditions on Hawthorne Bridge.	

Transit Classifications (See Map J4)

Ref #	Location	Proposed Draft	As Amended	Reason for Amendment	Discuss?
A	SW Salmon St (18th - 2nd)	Transit Access Street	Major Transit Priority Street	Responds to concerns from TriMet regarding the concept of switching transit service from Salmon to Alder. Further staff analysis concluded that current network pattern is preferable. This amendment will make the transit classifications reflect existing Line 15 frequent service transit.	
	SW 2nd Ave (Salmon - Alder)	Transit Access Street	Major Transit Priority Street		
	SW Alder St (18th - 2nd)	Major Transit Priority Street	Local Service Transit Street		
	SW 18th/19th Ave (Burnside - Morrison)	Transit Access Street	Major Transit Priority Street		
B	Streetcar Line along Moody, River Pkwy, Harrison, 4th, Montgomery, and Urban Plaza (Gibbs - 6th)	Regional Transitway & Major Transit Priority Street	Major Transit Priority Street	Corrects a mapping error in the Proposed Draft. Streetcar is not considered a Regional Transitway because it does not operate regionally and mostly operates in mixed traffic.	
C	SW Harrison St (4th - 6th)	Local Service Transit Street	Major Transit Priority Street	Corrects several mapping errors in the Proposed Draft. Reflects existing and planned frequent service transit.	
	SW Market St (Naito - 1st)	Local Service Transit Street	Major Transit Priority Street		
	SW Main St (6th - Broadway)	Local Service Transit Street	Major Transit Priority Street		
	SW Madison St (6th - Broadway)	Local Service Transit Street	Major Transit Priority Street		
	SW Broadway (Main - Madison)	Local Service Transit Street	Major Transit Priority Street		
	SW Broadway (Burnside - Pine)	Local Service Transit Street	Major Transit Priority Street		
	SW Pine St (6th - Broadway)	Local Service Transit Street	Major Transit Priority Street		
	NW Everett/Glisan St (6th - Steel Br)	Transit Access Street	Major Transit Priority Street		
	NE 7th Ave (Weidler - Oregon)	Transit Access Street	Major Transit Priority Street		
	NE Oregon St (MLK - 7th)	Transit Access Street	Major Transit Priority Street		
	NE 15th/16th Ave (Multnomah - Schuyler)	Transit Access Street	Major Transit Priority Street		

	SE 12th Ave (Madison - Hawthorne)	Transit Access Street	Major Transit Priority Street		
D	SE Water Ave (2nd Pl - 4th)	No classification	Local Service Transit Street	Corrects a mapping error in the Proposed Draft. Reflects current alignment of Water Ave and 4th Ave.	
	SE 4th Ave (Caruthers - Division Pl)	No classification	Local Service Transit Street		
E	NW 15th Ave (Burnside - Couch)	Major Transit Priority Street	Local Service Transit Street	Corrects a mapping error in the Proposed Draft. Inconsistent with planned transit service.	
	NE 16th Dr (Holladay - Multnomah)	Transit Access Street	Local Service Transit Street		
F	NW Hoyt St (Naito - 3rd)	Transit Access Street	No Classification	Corrects a mapping error in the Proposed Draft. Hoyt does not connect to Naito.	
	NW Hoyt St (5th - 3rd)	Transit Access Street	Local Service Transit Street		

Traffic Classifications (see Map J5)

Ref #	Location	Proposed Draft	As Amended	Reason for Amendment	Discuss?
A	NE Broadway/Weidler (Grand - 16th)	Traffic Access Street	Major City Traffic Street	The Broadway/Weidler couplet is currently a Major City Traffic Street. Staff had proposed down-grading to Traffic Access Street in the Proposed Draft, but further analysis has shown that Broadway/Weidler is likely to continue to function as a Major City Traffic Street (primarily serving longer, cross-district trips) and would not meet the definition of a Traffic Access Street.	
B	SE Division St (3rd - 7th)	Traffic Access Street	Local Service Traffic Street	Corrects a mapping error in the Proposed Draft.	
C	SE Division Pl (Grand - 8th)	Traffic Access Street	Major City Traffic Street	Reflects preferred route for through traffic going from MLK/Grand southbound to Powell westbound.	
	SE 8th Ave (Division Pl - Powell)	Traffic Access Street	Major City Traffic Street		
D	SW Stark St (10th - 13th)	Traffic Access Street	Local Service Traffic Street	Corrects a mapping error in the Proposed Draft.	

Emergency Response Classifications (see Map J6)

Ref #	Location	Proposed Draft	As Amended	Reason for Amendment	Discuss?
A	SW Salmon St (18th - 20th)	Major Emergency Response Street	Minor Emergency Response Street	Corrects minor mapping errors in the Proposed Draft.	
	SW 12th Ave (Montgomery - College)	Minor Emergency Response Street	Secondary Emergency Response Street		
	SW 13th Ave (College - Hall)	Minor Emergency Response Street	Secondary Emergency Response Street		
	SW Hall St (13th - 14th)	Minor Emergency Response Street	Secondary Emergency Response Street		
	NW 17th Ave (Front - Railroad)	Minor Emergency Response Street	Major Emergency Response Street		
	NW 1st Ave (Burnside - Everett)	Major Emergency Response Street	Minor Emergency Response Street		
	Everett to Steel Br ramp	Minor Emergency Response Street	Major Emergency Response Street		
	N Vancouver Ave (I-5 - Broadway)	Minor Emergency Response Street	Major Emergency Response Street		
	SE Hawthorne Blvd (11th - 12th)	Minor Emergency Response Street	Major Emergency Response Street		
	SE Caruthers St (4th - Grand)	Major Emergency Response Street	Minor Emergency Response Street		
	SE Grand Ave (under viaduct, Caruthers - Division Pl)	Major Emergency Response Street	Minor Emergency Response Street		
	SE Grand Ave to Division Pl ramp	Minor Emergency Response Street	Major Emergency Response Street		
	SE Woodward St (Grand - 8th)	Minor Emergency Response Street	Major Emergency Response Street		
	NW Hoyt St (10th - 11th)	Major Emergency Response Street	Minor Emergency Response Street		

B	SE Mill St (3rd - Grand)	Minor Emergency Response Street	Major Emergency Response Street	Request from Portland Fire and Rescue.	
	SE 3rd Ave (Mill - Division)	Minor Emergency Response Street	Major Emergency Response Street		
	SE Division St (3rd - Grand)	Minor Emergency Response Street	Major Emergency Response Street		
C	NW 10th/11th Ave (Burnside - Northrup)	Major Emergency Response Street	Secondary Emergency Response Street	Feedback from Portland Fire and Rescue that physically constrained streetcar streets would not be appropriate as a major route when other nearby routes are available.	
	NW 10th/11th Ave (Northrup - Overton)	Minor Emergency Response Street	Secondary Emergency Response Street		
	NW Northrup St (9th - 15th)	Major Emergency Response Street	Minor Emergency Response Street		

Date: 12/19/2016

Proposed Central City Bicycle Classifications

CC classifications

- Major city bikeway
- City bikeway
- Local service
- New connection, e.g. bridge
- Bicycle district

Remove/downgrade to local service

Bicycle Classifications beyond the Central City Boundary are part of the TSP Update - Stage 2, which will be before City Council in Fall 2016. They are

Date: 12/19/2016

Proposed Central City Pedestrian Classifications

CC classifications

- New connection
- Off-street path
- Central City transit/Pedestrian street
- City walkway
- Local access
- Pedestrian district, ***all streets in these areas are city walkways***

Pedestrian Classifications beyond the Central City Boundary are from the 2007 TSP they will be revised in the upcoming TSP Update-Stage 3. They are shown for contextual reference only.

Date: 12/19/2016

Proposed Central City Transit Classifications

CC classifications

- Regional Transitway
- Regional Transitway & Major Transit Priority Street
- Major Transit Priority Street
- Transit Access Street
- Community Transit Street
- Portland Street Car line
- Local Service Transit Street

Transit Classifications beyond the Central City Boundary are from the 2007 TSP they will be revised in the upcoming TSP Update-Stage 3. They are shown for contextual reference only.

Date: 12/19/2016

Proposed Central City Traffic Classifications

CC classifications

- Regional Trafficway
- Major City Traffic Street
- Traffic Access Street (Central City only)
- Local Service Traffic Street

- Regional Trafficway & Major City Traffic Street
- District Collector Street
- Neighborhood Collector Street

NOT IN CENTRAL CITY

Traffic Classifications beyond the Central City Boundary are from the 2007 TSP they will be revised in the upcoming TSP Update-Stage 3. They are shown for contextual reference only.

Date: 12/19/2016

Proposed Central City
Emergency Response Classifications

- Major Emergency Response route
- Secondary Emergency Response route (New classification)
- Minor Emergency Response route

Emergency Response Classifications shown beyond the Central City Boundary are a working draft of the upcoming TSP Update-Stage 3. They are shown for contextual reference only.


CENTRALCITY
2035
Transportation System Plan
PSC Work Session 3 – January 10th, 2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

What we've heard

- Over 400 comments with strong support overall
  - Many comments were about priorities for funding
  - Vast majority of comments were from bicycle advocates asking for greater separation of modes on busy streets
- Revisions
  - Technical revisions to project descriptions, timeline and costs based on public feedback, bureau/agency requests and new information
  - Missing elements included in amendments:
    - SW 4th Avenue Bikeway Classification
    - SE Sandy Boulevard Bikeway Classification

What we've heard

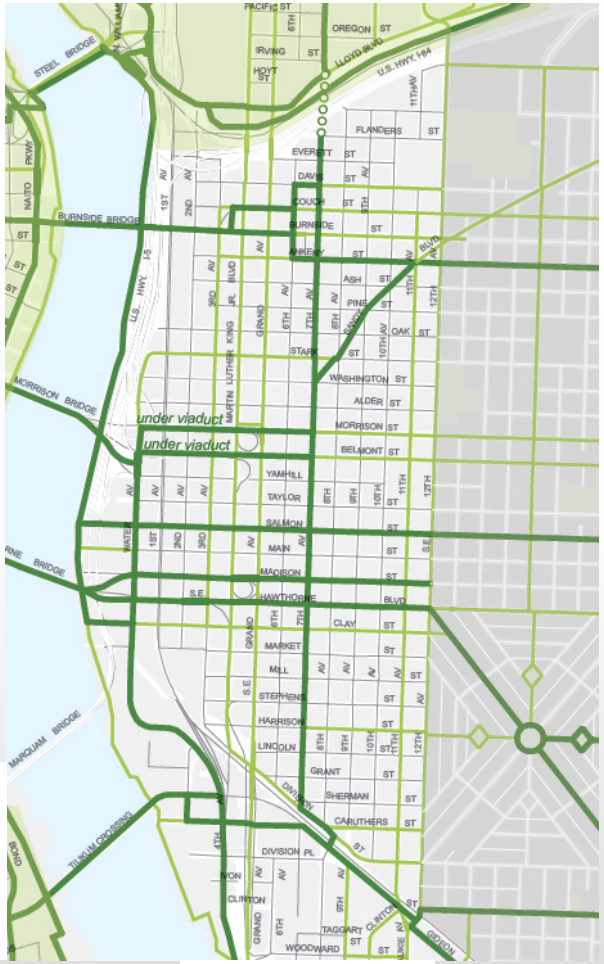
- PSC Officers raised issues related to:
  - Total Budget for Project List
    - Roughly $47 million for new projects
  - TSP Evaluation Criteria
  - Bike classifications

23795

11th/12th Ave Bikeway Classification

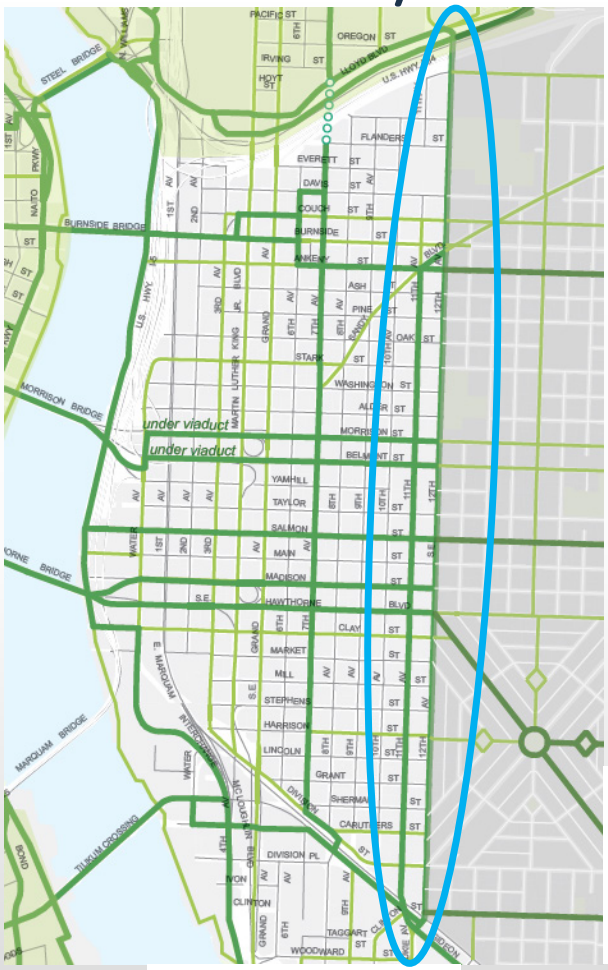


Proposed Draft

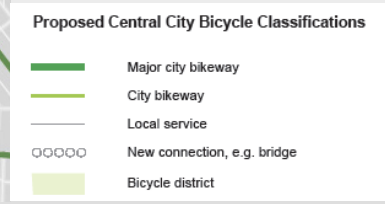


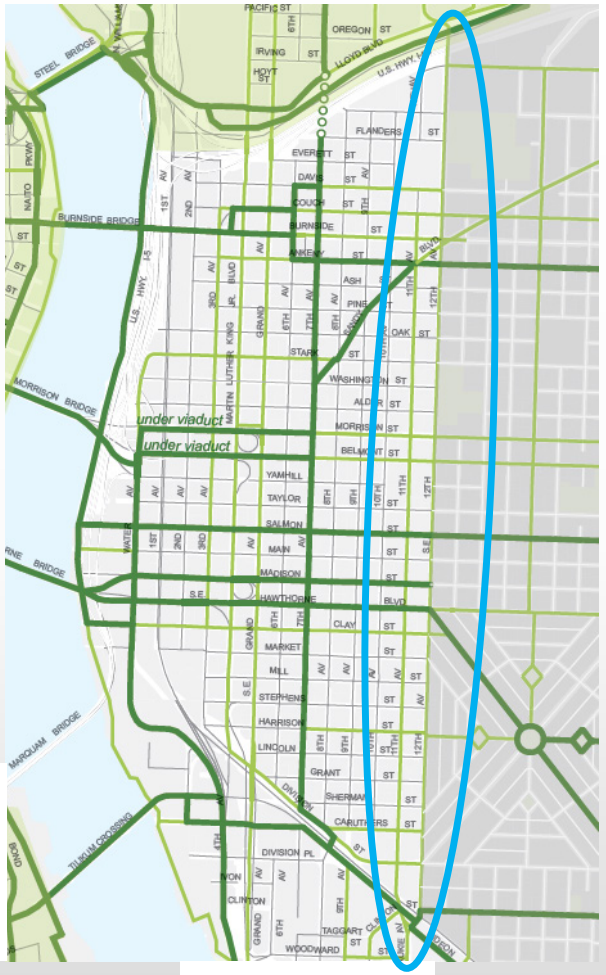
As Amended

11th/12th Ave Bikeway Classification



Proposed Draft





As Amended

11th/12th Ave Bikeway Classification

- Major City Bikeways
  - "Major City Bikeways form the **backbone** of the city's bikeway network and are intended to serve **high volumes** of bicycle traffic and provide **direct, seamless, efficient travel across and between transportation districts**."
- City Bikeways
  - "City Bikeways are intended to establish direct and convenient bicycle **access to significant destinations**, to provide convenient **access to Major City Bikeways**, and to provide **coverage** within three city blocks of any given point."
- Classifications are not intended to indicate funding priority or facility type

11th/12th Ave Bikeway Classification



Proposed Central City Bicycle Classifications

- Major city bikeway
- City bikeway
- Local service
- New connection, e.g. bridge
- Bicycle district

11th/12th Ave Bikeway Classification



Proposed Central City Bicycle Classifications

- Major city bikeway
- City bikeway
- Local service
- New connection, e.g. bridge
- Bicycle district

Thank you

23801

Decision Table I: Miscellaneous Code and Map Amendments, Part 2

This table is a continuation of Table I from the 11/16/16 PSC worksession. It contains miscellaneous code amendments recommended by the Bureau of Development Services, the Bureau of Planning and Sustainability and the Bureau of Parks and Recreation. Items I4 and I5 were flagged for additional discussion at the November 16 PSC work session. In addition, staff is requesting that the PSC reconsider a preliminary recommendation on one item made on November 16, C23 (now referred to as I26). Item I28 (formerly H2) is also included for PSC discussion. It was deferred to this worksession by the PSC on November 16.

Contents of Decision Packet I:

- Decision Table I
- Memo I

Items Marked for Discussion:

I4, I5 and I28.

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I4 and **Memo I**	20324	BDS Staff	Ground Floor Windows	Ground floor windows are required in the Central City. Generally, 40% to 60% of the ground level wall area on street-facing facades must be glazed. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.220.B, p. 139	1. Remove display window as acceptable elements to meet Ground Floor Window standard. An applicant may still request a display case and it could be considered through a Modification but should not be allowed outright. 2. Add mechanical rooms and bicycle parking to list of uses that do not qualify behind Ground Floor Windows.	**Proposed Amendment:** 1. Remove "display windows set into the wall" from the first paragraph. 2. Add mechanical rooms and bicycle parking to the list of items that do not qualify behind ground floor windows. **See Memo I: Miscellaneous Code and Map Amendments, Part 2, for code language.**	1. The ground floor window standard currently states that windows must allow views into work areas or lobbies, be windows in pedestrian entrances, or be display windows set into the wall. Staff believes that display windows often result in minimal activation of the ground floor. To ensure that they activate the ground floor, staff would prefer that these situations be reviewed through a modification. 2. Staff believes the list of elements that do not qualify for uses behind a window should be expanded to include mechanical and utility areas and bike and vehicle parking. These are not truly active spaces and BDS has indicated that these elements are often requested.	☒	☐ Support staff rec. ☐ Other
I5 and **Memo I**	20324	BDS Staff	Ground Floor Active Uses	New development and major remodels are required to have ground floors of buildings constructed such that they can accommodate active uses, e.g. lobbies, retail, and offices. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.225, p. 147.	1. Add language from ground floor windows standard clarifying which uses are NOT allowed in these active use areas [e.g. storage, utility room, parking, etc.] 2. Ground Floor Active Use requirement must be built now, not designed for later. Strike "or may be designed for later conversation to active uses" in section 33.510.225 C2.	**Proposed Amendment:** 1. Amend the purpose statement to clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas. 2. Require active use areas to be developed at the time of construction. **See Memo I: Miscellaneous Code and Map Amendments, Part 2, for code language.**	1. Staff proposes to amend the purpose statement of the ground floor active use standard because the statement talks about allowed uses. The active use standard itself provides the required dimensions for the space. 2. In the standard, BPS staff agrees that spaces must be built to meet specifications at the time of development. See attached memo for proposed code edits.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I20	20846	Mike Abbate / Parks	Ground floor window requirements: open spaces	The ground floor window requirements are generally applied to street-facing facades, with specific streets identified for 60% window coverage shown on Map 510-8. A number of parks and open areas are not identified on Map 510-8. **Reference**: Volume 2A: Part 1 Central City Plan District: 33.510.220, p.139 and Map 510-8, p. 351-353.	Add ground floor window requirements on parcels fronting parks	Amend 33.510.220 and Map 510-8 to require 60% ground floor window coverage on facades facing parks and open areas, in addition to facades facing identified streets. A map indicating open areas recommended for this provision will be provided on January 10.	Building facades adjacent to parks and open areas are highly visible, frequented locations and a major part of the public realm. Adding a ground floor requirement for these building facades will enhance the pedestrian experience and provide more visibility and "eyes on the park".	☒	☐ Support staff rec. ☐ Other
I21	20324	BDS Staff	Replacement of demolished ground floor area/prevention of new surface parking	1. Square footage of the ground floor of demolished buildings must be replaced as part of future development on the site. **Reference:** Volume 2A: Part 1 Central City Plan District, 33.510.242.B, p. 155. 2. Proposed code prohibits changes to existing parking that would be prohibited for new parking. **Reference:** Volume 2A: Part 1 Central City Plan District, 33.510.262.E, p. 243.	1. Is this section really still needed since surface parking is prohibited and minimum FARs apply? How would it be implemented anyway? 2. Clarify code to be clear that expansion of existing surface parking lots is prohibited	1. Delete 33.510.242.B 2. Amend 33.510.262.E to add: <u>An increase in site area devoted to surface parking is prohibited.</u>	1. This provision was originally created to prevent the creation of new surface parking on the sites of demolished buildings and to ensure a minimum level of development those sites. It is no longer needed because the proposed draft prohibits new surface parking and requires minimum FARs for new development. 2. Clarification. The recommended amendment would make explicit that expansion of existing surface parking lots is prohibited.	☐	☐ Support staff rec. ☐ Other
I22	NA	BPS Staff	Shadow study requirement	Map 510-4 shows a shadow study requirement for the area between SW Oak and Stark, Park and 10th. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 337, Map 510-4 (3 of 3).	NA	Revise Map 510-4 to remove shadow study requirement from area between SW Oak and Stark, Park and 10th.	This requirement is not needed for this area because there is no designated open space to the east and PPR does not plan on acquiring this land for a future park.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I23	NA	BPS, BDS, PDC Staff	Maximum size of Retail Sales and Service uses in the South Waterfront subdistrict	Retail Sales and Services uses in South Waterfront are allowed to a maximum of 40,000 sq. ft., or to a maximum of 50,000 sq. ft. as a conditional use. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.116, p. 29.	Maintain existing ability to develop Retail Sales and Services uses in South Waterfront up to a maximum of 60,000 sq. ft. as a conditional use.	Revise proposed section 33.510.116 to maintain existing provision allowing 60,000 sq. ft. of Retail Sales And Service uses as a conditional use	The existing code provision allowing up to 60,000 sq. ft. of Retail Sales and Service uses was established to reflect the block sizes and desired retail uses for South Waterfront and should be maintained.	☐	☐ Support staff rec. ☐ Other
I24	NA	BPS Staff	Extend prohibition on Vehicle Repair and Vehicle Sales or Leasing to OMSI and Clinton station areas	Map 510-17 identifies station areas along the light rail alignments were Vehicle Repair and Vehicle Sales or Leasing uses are prohibited; however, the OMSI and Clinton station areas were mistakenly not referenced. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.100, p.9.	NA	Amend Map 510-17 to include OMSI and Clinton station areas as locations where Vehicle Repair and Vehicle Sales or Leasing are prohibited.	Corrects a mapping error. The OMSI and Clinton station areas are intended to be developed with high density, transit-oriented uses. Vehicle Repair and Vehicle Sales or Leasing uses are inconsistent with the proposed zoning for these two station areas.	☐	☐ Support staff rec. ☐ Other
I25	NA	BPS	Central Eastside industrial space bonus	Provides additional 1:1 FAR for industrial office if ground floor accommodates industrial uses. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.205.C.2.g, p. 63.	NA	1. Move the provisions of this subparagraph to section 33.510.119, Retail Sales And Service and Office Uses in the IG1 Zone. 2. Delete Wholesale Sales from the list of qualifying ground floor industrial uses.	1. This is a technical correction, grouping related use regulations into the same code section. 2. The intention of this provision is to encourage primarily manufacturing and industrial service uses in the Central Eastside. In addition, wholesale sales operations often include retail components, drawing considerable numbers of customers to the site, increasing potential conflicts with traditional industrial activities.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I26	NA	BPS and PBOT Staff	Pearl District Area: Post Office site	The 510 series of maps in the Proposed Draft show incorrect proposed rights-of-way for the US Post Office site in the Pearl District. On Nov. 16, 2016 the PSC requested that the 510 series maps be revised to show the street network shown in the Broadway Corridor Concept Report (see item C23 in Table C). **Reference**: Volume 2A: Part 1 Central City Plan District, Maps 510-1 to 510-22, p. 321-399.	NA	Proposed Amendment: Remove all proposed ROW from the Post Office site until such time as a formal street plan is adopted by City Council.	There is no adopted street plan for the Post Office site. The future street network for the area may differ from that shown in the Broadway Corridor Concept. Because no street plan has been adopted, staff requests that PSC recommend that no ROW be shown for the area until such time as a street plan is adopted.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I27 (formerly H2 on Table H, 11/16/16)	20481 20497 20956 20688 21037 20701 20846 20911	Jeanne Galick Willie Levenson, Human Access Project Ruth Williams Ruth Williams Bob Salinger, Audubon Michael Jordan, BES Mike Abbate, PPR America Vicente	Additional Uses Allowed in the Open Space (OS) Zone (also known as Retail in Open Space)	**Retain in the Open Space Zone** proposed draft language that revises 33.510.115.B.1 and states: Additional uses allowed. The following uses are allowed on sites in the OS zone that are also shown on Map 510-10: a. On sites that are 5 acres or less, the net building area of each Retail Sales and Service use may be up to 1,000 square feet, but the total amount of Retail Sales and Service uses on the site may not be more than 5% of the total site area. b. On sites that are more than 5 acres in size, the next building area of each Retail Sales and Service use may be up to 1,000 square feet, but the total amount of all Retail Sales and Service uses on the site may not be more than 10,000 square feet. Note: the above text is a clean version of the strikethrough and underline for readability. Map 510-1~~01~~ was revised to add Governor Tom McCall Waterfront Park, Holladay Park and the Open Space zoned area by OMSI in the Central Eastside.	1. Limit retail structures in Open Space zone to 2, and limit each structure to less than 1,000 square feet. Encourage retail on the west side of Naito Parkway. 2. Do not allow permanent retail structures in parks. Temporary, (e.g. food carts) okay. 3. Objects to commercial development in Tom McCall Waterfront Park and inner eastside parks – not appropriate locations. Promote/incent retail near these locations. Consult Parks Board. 4. Retail in open spaces inconsistent with FEMA BIOp-related revisions. 5. Revert back to Discussion Draft code: 2,500 square foot retail structure allowance in mapped open space locations, with options for more retail in future parks. 6. America Vicente's request is to revise zoning code to allow development of squares and parks that have a mix of uses.	~~**Retain the Proposed Draft version**~~ **Revised staff recommendation. See I28 below.**	BPS staff is in consultation with PPR staff. • In general, the Zoning Code allows Retail Sales and Service uses in the Open Space zone when approved through a Conditional Use review and when associated with a Parks and Open Areas use. In the Central City Plan District, 33.510.115, one Retail Sales and Services use is allowed per site, up to 2,500 square feet but not larger than 5% of the site. This provision applies only to mapped open spaces – Providence Park, Director Park, O'Bryant Park and Terry Shrunk Plaza. Food carts and other retail uses in a trailer would not be allowed outright in the OS zone unless the Zoning Code specifically allows for Retail Sales and Service uses under the provisions mentioned above and the Proposed Draft recommendation. • Through CC2035 outreach, we learned that many people support a limited amount of retail in parks and open spaces that support park-related active and passive recreation.	☒ See I28 below.	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I28 (formerly H2 on Table H, 11/16/16)		Parks Staff, Parks Board	Additional Uses Allowed in the Open Space (OS) Zone (also known as Retail in Open Space)	The proposed draft altered the existing code for where and how much Retail Sales and Services uses and development could occur in the OS zone. It added 3 additional mapped areas to the existing 6 locations including: Governor Tom McCall Waterfront Park, Central Eastside riverfront area and Holladay Park. The proposal also delineated open space site area sizes of under and over 5 acres with separate square footage allowances for smaller versus larger sites. For sites under 5 acres, 1,000 sf maximum for each retail sales and service development would be allowed with the total amount no greater than 5% of the site area. For sites over 5 acres, the same limit of 1,000 sf per structure with an overall limit of 10,000 sf of the site. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.115, p.14-15	See I28. Public comments supported and opposed proposed draft recommendations. Parks staff discussed the proposed draft provision with the Parks Board, an advisory group to that bureau. Parks staff also conferred with BPS staff. After research on how other cities handle retail in open spaces and with an understanding of the general size of these uses in parks and plazas, Parks staff and the Parks Board developed an alternative proposal for Retail in the OS zone. The request from Parks staff and the Parks Board: 1. Allow this provision to apply to all OS sites in the Central City plan district; deleting a map of specific locations. 2. Delineates retail square footage allowances for sites under and over 1 acre (not the proposed draft 5-acre marker). 3. Allow up to a maximum of 2,500 sf of retail on sites less than one acre. 4. Allow up to a maximum of 10,000 sf of retail or up to 5% of total site area, on sites over 1 acre.	Revise 33.510.115.A. and B. according to the Parks staff and Parks Board requested amendments. **See Memo I: Miscellaneous Code and Map Amendments, Part 2, for code language.**	1. This recommendation provides more flexibility in locating retail uses in OS zoned areas. The uses and development will complement the parks/open space uses and users, such as a restaurant or a recreation equipment rental. It will also help activate spaces and will provide additional "eyes on the park". 2.The CC2035 Plan Proposed Draft includes applying the Design (d) overlay zone to all OS zoned properties. This means that all new retail development in the OS zone would be reviewed by the Design Commission through a public input process. The proposals would need to meet applicable code regulations and design guidelines. Compatibility and context for this type of development in a parks and open spaces setting will be considered. 3.Parks and BPS staff researched other big cities to learn about retail in open spaces in these places. Overall, most other cities do not regulate retail in parks through their zoning code. Retail in parks and open spaces are determined by the parks entity. Cities usually carry out agreements with parks entities (boards or nonprofits) on these sites. Flexibility in the size of retail structures is common. Staff did not learn of any set square footage limits. Staff did learn that most retail in these cities are restaurants and recreation rentals. The sizes of these developments in the other cities vary, but are in a similar range as proposed by Parks staff and the Parks Board.	☒	☐ Support staff rec. ☐ Other

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

MEMO

DATE: December 29, 2016

TO: Planning and Sustainability Commission

FROM: Rachael Hoy

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: **Attachment for Decision Table I: Miscellaneous Code and Map Amendments, Part 2**

23808

This memorandum contains BPS staff-recommended revisions to various Zoning Code sections in the Proposed Draft Central City 2035 Plan. Items I4 and I5 are carried over from Decision Packet I, Part 1. Item I28 is a carryover from Decision Packet H, item H2.

Changes from the proposed draft are highlighted:

I4: 33.510.220.B: The ground floor windows regulations are amended to exclude display windows as elements that meet the window requirements and to clarify that windows into parking, mechanical and utility areas do not qualify.

33.510.220 Ground Floor Windows

A. [no change]

B. **Ground floor windows.** ~~**Major remodeling projects.** In the RX, CX, and EX zones, all major remodeling projects must also meet the ground floor window standard of the base zone, or the option below.~~ The following ground floor window standards apply to new development and major remodels in the RX, CX and EX zones. To meet the standards, ground floor windows must be windows that allow views into work areas or lobbies~~,~~ or be windows in pedestrian entrances~~, or be display windows set into the wall~~. Windows into storage, vehicle or bicycle parking, garbage and recycling, mechanical and utility areas, and display cases attached to outside walls, do not qualify. The bottom of the windows of nonresidential spaces must be no more than 4 feet above the finished grade: […]

I5: 33.510.225: The ground floor active use area regulations are amended to: 1) clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas and, 2) state that the active use areas need to be developed at the time of construction.

33.510.225 Ground Floor Active Uses

A. Purpose. The ground floor active use standards are intended to reinforce the continuity of pedestrian-active ground-level building uses. The standards are also intended to help maintain a healthy urban district through the interrelationship of ground-floor building occupancy and street level accessible public uses and activities. The standards are also intended to encourage a transit-supportive and pedestrian-oriented environment that is safe, active with uses, and comfortable for residents, visitors, and others. Active uses include but are not limited to: lobbies, retail, ~~residential,~~ commercial, and office, but do not include storage, vehicle and bicycle parking, garbage and recycling, or mechanical and utility areas.

B. Sites and development subject to the ground floor active use standards. The ~~G~~ground floor active use standards apply to new development and major remodels on sites with frontage on a street ~~areas are~~ shown on Map 510-9.~~7 at the end of this chapter. On identified sites, all new development and all major remodeling projects must meet the standard below.~~

C. Ground floor active use standards.

1. Dwelling units are prohibited on the ground floor.

2. Buildings must be designed and constructed to accommodate uses such as those listed in Subsection A.~~, above.~~ Areas designed to accommodate these uses ~~may~~ must be developed at the time of construction~~, or may be designed for later conversion to active uses~~. This standard must be met along at least 50 percent of the ground floor of walls that front onto a sidewalk, plaza, or other public open space.

   Areas designed to accommodate active uses must meet the following standards:

   ~~1~~a. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;

   ~~2~~b. The area must be at least 25 feet deep, measured from the street-facing facade;

   ~~3~~c. The area may be designed to accommodate a single tenant or multiple tenants. In either case, the area must meet the standards of the Accessibility Chapter of the State of Oregon Structural Specialty Code. This code is administered by BDS; and

   ~~4~~d. The street-facing facade must include windows and doors~~, or be structurally designed so doors and windows can be added when the space is converted to active building uses~~.

23809

I28: 33.510.115 Additional Uses Allowed in the Open Space Zone

A. Purpose. Additional uses are allowed on ~~certain~~ sites zoned OS within the Central City plan district in recognition of the diversity of functions that Central City open spaces provide to residents and visitors. The Central City's open spaces tend to be more urban than open spaces found outside the Central City. Plazas, parks, and other improved outdoor spaces found in the Central City may be designed for a more intensive use ~~and some may be adjacent to the Willamette River, while others~~ ~~and~~ and may include little or no green space. ~~In some cases, more intense activities are appropriate when the open space site is located near a Transit Station.~~ These open spaces may contain buildings, benches, art, coffee shops or restaurants, or other small retail shops. These uses are encouraged in ~~some~~ urban parks in the Central City to help promote downtown as a regional attraction, enhance the Central City's role in culture and entertainment, provide space for outdoor activities that are appropriate in an urban setting, and increase desirable activity within and near the open space.

B. Additional uses allowed. ~~The following uses are allowed on sites in the OS zone that are also shown on Map 510-1011:~~

~~1.~~ ~~One~~ Retail Sales and Service use<u>s</u> ~~such as flower, food and drink stands, and other similar pedestrian-oriented uses, per site is~~ <u>are</u> allowed <u>as follows</u>:

~~a~~ <u>1</u>. <u>On sites that are ~~5~~1 acre~~s~~ or less in size, t~~T~~he total net building area of ~~each~~ all Retail Sales And Service ~~the~~ uses on the site may be up to ~~1,000~~2,500 2,500 square feet~~,~~. ~~but the total amount of all Retail Sales And Service uses on the site. may not be more no larger than 5 percent of the total site area of the site.~~</u>

~~b~~ <u>2</u>. <u>On sites that are more than ~~5~~1 acre~~s~~ in size, the total net building area of ~~each~~ all Retail Sales And Service uses on the site may be 10,000 square feet, or 5% of the total site area, whichever is less. ~~up to 1,000 square feet 5% of the site, but the total amount of all Retail Sales And Service uses on the site may not be more than 10,000 square feet.~~</u>

23810


CENTRALCITY
2035
Packet I: Additional Uses in the Open Space Zone
PSC Work Session 3 – 1/10/2017
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Additional Uses in the OS Zone
(Items I27 & I28)

Retail in the Open Space Zone and CC2035 Big Ideas

Celebrate Portland's Civic and Cultural Life

21st Century Urban Riverfront

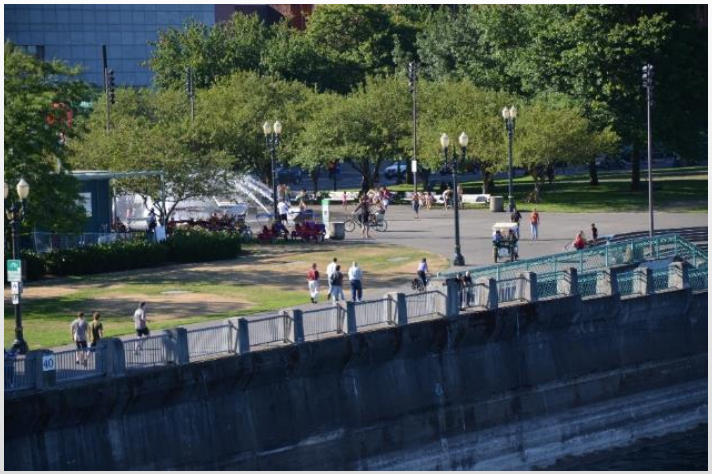
Enhance Green Loop Experience



Additional Uses in the OS Zone
(Items I27 & I28)

Public Testimony on Proposed Draft (I27)

- Limit retail structures by number and size
- Do not allow in parks, incent nearby
- Support existing code size limitation
- Revise code for a mix of uses in parks/plazas





Additional Uses in the OS Zone
(Items I27 & I28)

Revised Recommendation (I28): based on Parks Board /Parks staff recommendation

Central City Plan District – 33.510	Size of Park	Where	Allowed Square Footage
Existing	Not applicable	4 mapped sites	2,500 square feet (sq. ft..) cap or 5%
Proposed CC2035	<five acres > five acres	3 additional mapped sites	1,000 sq. ft.. and no more than 5% 1,000 sq. ft.. and 10,000 sq. ft.. max
Parks Board **Parks Staff**	≤1 acre >1 acre	All open space	2,500 sq. ft.. 10,000 sq. ft.. cap or 5%



Additional Uses in the OS Zone
(Items I27 & I28)

Rationale for Revised Proposal

- Provides flexibility for retail in the OS zone
- Purpose statement – promotes desirable uses that support park users and activation
- Benefits public safety - “more eyes on the park”
- Design Review - context and compatibility and public comment
- Square footage allowance similar to retail in parks in other large cities



Additional Uses in the OS Zone
(Items I27 & I28)



Additional Uses in the OS Zone
(Items I27 & I28)

Design Review Requirement

- Required for nearly all development in Central City
- 33.420.045 exempts Parks and Open Areas uses from Design Review – not applicable here
- 33.510.115 applies to Retail Sales and Service uses – Design Review required today
- Design Review ensures compatibility and provides public input opportunity

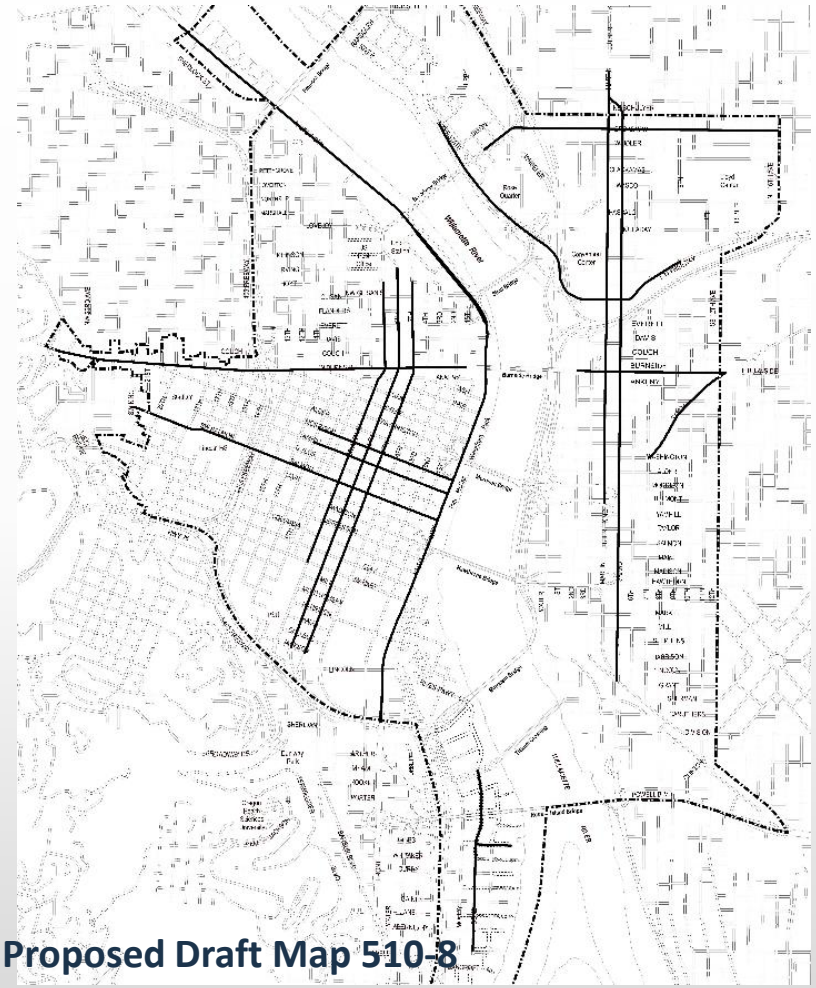
I20: 60% Ground Floor Window Requirement Facing Open Areas

Parks Bureau request to require ground floor windows facing open spaces, similar to street-facing facades

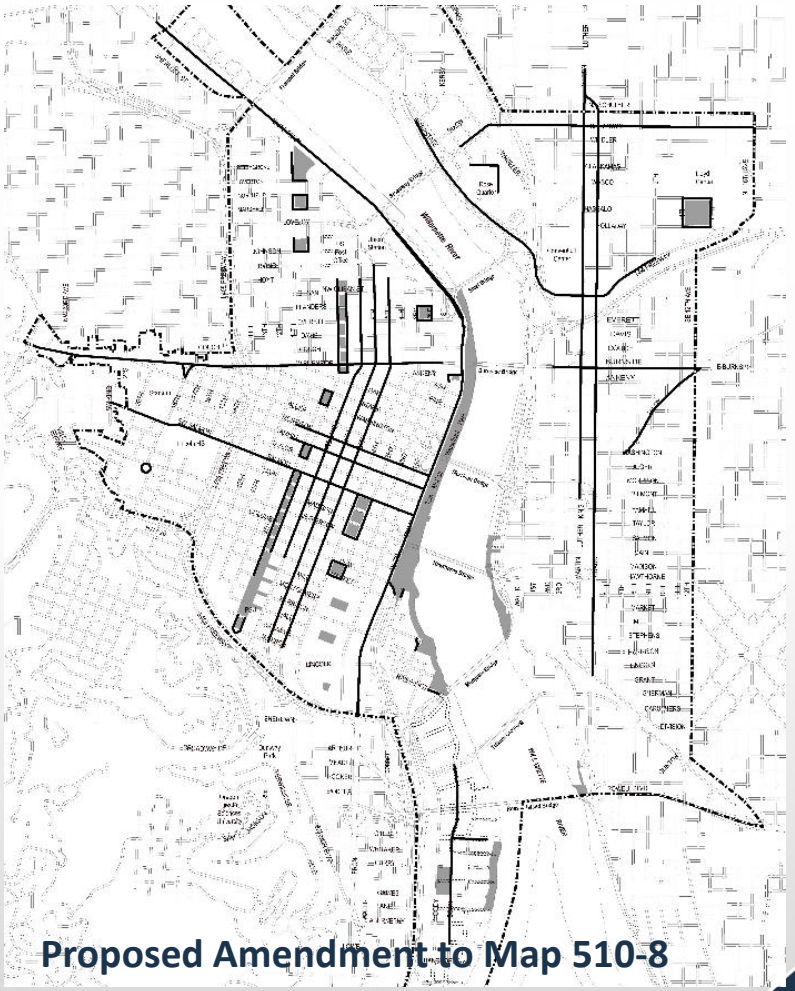
- Better activation of open spaces
- Enrichen pedestrian experience, public realm
- “Eyes on the park”



I20: 60% Ground Floor Window Requirement Facing Open Areas



Proposed Draft Map 510-8



Proposed Amendment to Map 510-8

Decision Table E: Green Building Standards

Comments on the Low Carbon Building Requirement, EV charging facilities, Bird Safe Glazing Standard and Eco roof standard are grouped into this packet. Additional memos provide more context about the proposed Low Carbon Building, Bird Safe Glazing and Ecoroof Standards.

Contents of Decision Packet E: Green Building Standards

- Decision Table E
- Memo E1 on the Low Carbon Building Standard
- Memo E3 on Bird Safe Glazing standard
- Memo E5 on Ecoroof standard

Items Marked for Discussion:

E1, E3 and E5

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
E1 **and** **Memo E1**	20183 20320 20324 20407 20409 20410 20663 20698 20896 20910 20914 20995	Sandra McDonough -- Portland Business Alliance Paul Grove --Homebuilders Association Staci Monroe—BDS Shaina Weinstein—Green Building Initiative Tim Atkinson Timm Locke Greg Goodman-- Downtown Development Group Jonathan Malsin Eric Cress-- Urban Development Partners Shaina Weinstein Jeremy Rogers-OR Business Council Jeff Frost--SERA Architects	Low carbon buildings	Standard requires LEED registration. **Reference**: Volume 2A: Part 1: Central City Plan District, 33.510.244, page 157	1. Add more program options 2. Make this an incentive for FAR 3. Recognize wood as a method to reduce carbon 4. Add lifecycle assessment requirement 5. Concerns and support raised about Green Globes as an option	**Proposed Amendment:** **1. Expand the list of third party programs and corresponding certification levels. See attached Memo for full list.** **2 – 5: Retain proposed draft version. See Memo**	1. Staff recognizes that there are other programs serving the marketplace that incorporate comprehensive green building practices. 2 – 5: See Memo E1	☒	☐ Support staff rec. ☐ Other
E2	20838	Robert Wright	EV charging facilities	Policy 6.14 f in the Central City wide policies, Health and Environment section pertains to infrastructure for electric vehicles: • **6.14 f. Low-carbon transportation**. Reduce carbon emissions from transportation systems, including supporting electric vehicle infrastructure. • The following action is in the plan: **Action # TR66**: Install electric vehicle charging stations in the Lloyd District. **References**: Volume 1: page 84; Volume 5: page 132	Require minimum parking for electric vehicles and electric power capacity wiring to support it in new multi-dwelling residential buildings in Goose Hollow, Pearl and West End subdistricts.	**Staff proposes to retain the Citywide policy which pertains to infrastructure for electric vehicles and the action in the Lloyd district.** **Proposed Amendment to add a City-wide action:** **Pursue new regulatory tools that would encourage or require large multi-family and commercial development projects to include EV-ready wiring and electrical capacity for electric vehicles when parking is provided. Lead: BPS, 2-5 years**	BPS has developed an Electric Vehicle Strategy that includes actions to incent or require EV-ready wiring in certain situations. This is an important and fast changing issue, and a requirement for EV-ready wiring will entail working with BDS to develop building code provisions that will be submitted to the state for approval. BPS and PBOT do not support requiring a minimum number of parking spaces for electric vehicles because the Central City does not have a parking minimum requirement. However, where parking is provided, the EV Strategy includes an approach to ensure that a certain allocation of these spaces have access to EV chargers.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
E3 **and** **Memo E3**	20324, 20481, 20688, 21004, 21005, 21014	Staci Monroe-- Bureau of Development Services, Jeanne E Galick Bob Sallinger—Audubon Society of Portland Karina Adams Alan Armstrong Mary Coolidge- Audubon Society of Portland	Bird Safe Glazing standard	Standard requires bird safe glazing in the areas shown on Map 510-22. Ninety percent of windows on first four floors must be treated. A list of options for fritting, UV coating, films and screens are provided. **References**: Volume 2A, Part 1: Central City Plan District, Pages 142-144 and Map 510-22, Page 397-399.	1. Expand area where standard applies to entire Central City to align with Pacific Flyway and ease of implementation. Current map and rationale for selecting areas of high tree canopy makes for a very complicated map and tree canopy will change over time. 2. Calculating the bird-safe protections against the Ground floor windows requirements is cumbersome and conflicts with the standard. These regulations should only apply to the levels 2-4 above the ground floor. 3. Consider adding a drawing to the code to show types of patterns and dimension to eliminate some of the complex measurement language.	**Proposed Amendments:** **1. Apply standard to the entire Central City. This removes the need for a map in the zoning code. Add a threshold to the standard. Any building with more than 30% exterior glazing (per façade from 0 to 60 feet measured from the sidewalk) must meet the standard. See attached memo for more detail.** **2. Identify specific bird safe patterns for the ground floor to ensure transparency including a UV coated and lighter fritting pattern. BPS will create an Administrative Rule to update approved glazing patterns and types of glass.** **3. Add an illustration to the standard to show the minimum required spacing and types of patterns that may be used. Also clarify the patterns and measurements that are allowed.**	1. BPS Staff agrees that the proposed draft map may be challenging to implement and would need to be amended to allow for changes in tree canopy over time. Staff proposes to apply the standard Central City-wide and maintain some exemptions, including for historic or conservation resources and single family residential development. Based on discussion with bird safe experts, staff believes 30% is an appropriate threshold. Staff has chosen to recommend 30%, the higher end of the recommended range. See attached memo for more detail. 2. Staff proposes to limit the types of glass available for use on the ground floor to ensure that new development includes high-transparency ground floor windows that encourage a vibrant pedestrian experience. A new Administrative Rule will allow staff to update glazing standards and keep up with quickly changing technology. 3. Staff agrees that a drawing to show the dimensions will help clarify the complex language. Also, staff needs to clarify in the code which measurements apply to glass and what applies if alternatives such as netting, louvres or mullions are used.	☒	☐ Support staff rec. ☐ Other
E4	20481 20688 21014	Jeanne E. Galick Bob Salinger- Audubon Mary Coolidge- Audubon	Glass reflectivity	NA	Prohibit highly reflective/ mirrored glass.	**Proposed Amendment: Add an action to study the impacts of glass reflectivity and identify tools to limit highly reflective glass in buildings. Lead Implementers: BPS and BES, next 5 years.**	More research is needed on the impacts of highly reflective glass. This is a bird safety, heat island and glare issue. Staff would like to look at what other cities have done to determine if there is an appropriate reflectivity range and what the associated costs would be.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
E5 **and** **Memo E5**	 20466 20499 20506 20560 20663 20688 20698 20945 20950 20993 20994	BDS, BES, BPS Staff Tom Liptan NAIOP CEIC Land Use Committee GRIT Downtown Development Group Bob Salinger- Audubon Jonathan Malsin Brad Malsin Amy Chomowitz Susan Lindsay Elizabeth Hart	Ecoroof standard	Standard requires ecoroofs on new buildings in the CX, RX, EX, and IG1 with a net building area of at least 20,000 square feet. Sixty percent of the building's roof area must be covered by an ecoroof. **References**: Volume 2A, Part 1: Central City Plan District, Pages 154-155.	1. Strengthen language in purpose statement to include more benefits of an ecoroof. 2. Add stairwell enclosures to list of items exempt from the calculation of the roof area. 3. Update code language to require ecoroofs to cover 90% of roof tops and reduce threshold for standards to be based on a 5,000 sq.ft roof tops and higher. 4. Update code language to require ecoroofs on 10,000 sq ft roof top and 75% coverage. 5. Rooftops need to be for amenities such as trees, gardens, patio space. Stormwater can be addressed other ways. 6. Restore BES ecoroofs incentive program and keep the ecoroofs bonus. 7. Ecoroofs have considerable cost impacts at time of construction and on-going maintenance. White or cool roofs should be considered as an alternative to ecoroofs.	**Proposed Amendments:** **1. Add language to the purpose statement that identifies additional benefits including reducing urban heat island and improving air quality,** **2. Update list of items exempt from eco roof calculation to include stairwell enclosures.** **3 -7: Retain proposed draft version.** **See memo E5 for more detail on BES research on implementing the proposed requirement and a cost comparison between a conventional roof and an ecoroof**.	1-2. Staff agrees that the purpose statement should be strengthened by adding additional benefits. Staff is adding stairwell enclosures as part of the list of exemptions. These may be necessary as part of required building evacuation routes. 3-5. Staff is not proposing to increase the percent coverage on the rooftop because BPS and BES believe the 60% coverage requirement provides adequate space to meet some stormwater management requirements while also reducing urban heat island effects and providing habitat for birds, plants and pollinators. The remaining 40% of roof area may accommodate other uses such as patios, gardens and architectural details that are not suitable for ecoroofs. 6.The ecoroof FAR bonus and BES incentive program have already been eliminated. The Central City bonus system is now focused on affordable housing development. 7.Ecoroofs typically have higher up-front costs than conventional roofs, but provide multiple benefits to the property owner and the public over the life of the roof. In addition, ecoroofs extend the life of the roof membrane, protecting it from sun exposure and extreme temperatures. Staff research shows that white and cool roofs are not very effective in the wet and cool Pacific Northwest climate. Maintenance costs are high, with a need to remove moss and algae that accumulates during rainy months. Also, ecoroofs have multiple benefits whereas cool roofs and blue roofs typically only provide energy efficiency benefits.	☒	☐ Support staff rec. ☐ Other

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

MEMO E1

DATE: December 29, 2016

TO: Portland's Planning and Sustainability Commission

FROM: Alisa Kane, Green Building Manager

CC: Susan Anderson, Director

SUBJECT: Low Carbon Building Standard in the Central City 2035 plan

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The goal of the Central City's standard in section **33.510.244 Low-Carbon Buildings** is to encourage the continued use of third-party green building certifications that reduce emissions, conserve natural resources, save money and protect the health of occupants. In the first draft of the Central City 2035 Plan, the Low Carbon Building standard referenced only one green building certification, the US Green Building Council's Leadership in Energy and Environmental Design (LEED) standards. After considering verbal and written testimony, the Bureau of Planning and Sustainability (BPS) recommends expanding the list of third-party programs and corresponding certification levels to those outlined in the table below and creating administrative rules so BPS can update the list of acceptable certifications over time.

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Table 1: Proposed third-party green building certifications

Certification program	Level required	About the certification	Required Compliance submittals to BPS
LEED	Gold	The U.S. Green Building Council's LEED certification program requires projects to satisfy prerequisites and earn credits related to site and transportation, energy and water efficiency, healthy indoor air, materials selection and waste management.	Copy of registration form and points spreadsheet from early design meetings.
Earth Advantage	Gold	Earth Advantage is a non-profit that certifies residential and commercial	Signed agreement and points worksheet from

		projects that demonstrate energy and water efficiency, durable material selection, healthy indoor air quality and sustainable site practices.	early design meetings.
Green Globes	Four Globes	The Green Building Initiative (GBI) administers Green Globes, an online assessment protocol and rating system for green building design, operation and management. It assesses projects on performance related to project management; energy, water and material usage; indoor air quality and polluting emissions.	Proof of registration and a copy of the project's preliminary score survey.
Living Building Challenge	Living Building Certification	The Living Building Challenge is a program of the International Living Future Institute (ILFI). The Challenge includes seven performance categories called Petals: Place, Water, Energy, Health & Happiness, Materials, Equity and Beauty.	Copy of confirmation email from ILFI that proves the project is registered for Living Building Certification and is intending to earn all seven petals.

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The process to demonstrate compliance with this section will be the same for all projects. Permit applicants will submit evidence to BPS that the project is registered for at least one of the accepted third-party programs. While there is no obligation to certify projects, the requirement encourages property developers to explore a variety of green building options with the intent to certify. After review, BPS will provide the applicant a letter confirming the project meets the Low Carbon Building Standard. The applicant will submit this to BDS with their permit application.

BPS recognizes that there are other certification programs serving the marketplace that are not on this list. At this point, BPS is only considering programs that incorporate comprehensive green building practices including energy and water conservation, stormwater management, healthy indoor air quality, waste reduction and low impact development practices. The list of accepted programs will be established through administrative rules and reviewed periodically.

Revisions to the commentary and standard in section **33.510.244 Low-Carbon Buildings** are attached to this memo. BPS staff look forward to discussing these recommendations further.

Commentary

33.510.244 Low-Carbon Buildings. Buildings are the largest source of carbon emissions in the City of Portland. Constructing and operating buildings consumes natural resources, generates waste and releases pollutants that can harm people and the environment. Green building certifications reduce the harmful impacts of development by achieving higher average performance than buildings constructed to meet code minimums. Since 2001, most of the new construction in the Central City has pursued certification under at least one green building program. An intended outcome of the Low-Carbon Buildings Standard is to maintain a high level of green building certification in the Central City.

Acceptable green building standards and certification levels will be determined by Administrative Rules and reviewed periodically to ensure the list reflects current industry practices. Standards and certification levels may include LEED Gold, Earth Advantage Gold, Four Green Globes and Living Building Certification. Qualifying standards may be added or eliminated over time. This new standard requires evidence of registration and submittal of the project's checklist to BPS. After confirming registration and reviewing the checklist, the Bureau of Planning and Sustainability will provide the applicant and Bureau of Development Services a letter for submittal with the building permit to satisfy this standard. The proposed standard does not require full certification because state law restricts local jurisdictions' ability to require better performance than the state building code; however, by requiring registration, BPS expects a large percentage of new construction throughout the Central City to pursue full certification.

23825

Because this is a new provision in the proposed draft it is underlined, however for ease of reading only the proposed changes are highlighted.

33.510.244 Low-Carbon Buildings

A. Purpose. The Low-Carbon Buildings standard ~~ensures~~ encourages ~~that~~ new ~~buildings and~~ development and additions to existing ~~buildings are~~ developments be designed and constructed to meet ~~the US Green Building Council's Leadership in Energy and Environment Design (LEED) standards at the gold level~~ green building certification programs that the Bureau of Planning and Sustainability deems acceptable. The benefits of meeting ~~LEED standards~~ one of these programs include improving energy efficiency, preserving natural resources, and protecting the health of occupants.

B. Low-carbon building standard. New ~~buildings~~ development with a net building area of at least 50,000 square feet, and alterations to existing ~~buildings~~ development that increase net building area by at least 50,000 square feet must provide a letter from the Bureau of Planning and Sustainability that verifies that the project has registered ~~to earn LEED gold level certification and prepared a preliminary LEED project checklist showing which LEED credits will be pursued for the building.~~ for a green building certification

program, approved by the Bureau of Planning and Sustainability and has prepared a preliminary description of how the building can achieve the certification. The Bureau of Planning and Sustainability has the authority to create an administrative rule listing which green building certifications are approvable.

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CITY OF PORTLAND
ENVIRONMENTAL SERVICES
1120 SW Fifth Avenue, Room 1000, Portland, Oregon 97204 ▪ Nick Fish, Commissioner ▪ Michael Jordan, Director

TECHNICAL MEMORANDUM

Date: December 12, 2016
To: Sallie Edmunds, Rachael Hoy
From: David Helzer
CC: Marie Walkiewicz, Marc Asnis, Paul Ketcham, Kaitlin Lovell
Re: CC2035: Technical Elements of Proposed Bird Safe Standards

Collisions with windows are estimated to kill between 365 and 988 million birds per year in the United States. In terms of anthropogenic threats to birds, window collisions are second only to feral and free-ranging domestic cats as a cause of direct mortality. Local studies in Portland by Audubon Society of Portland and Environmental Services have documented the mortality threat is real here in the city's built environment. Songbirds are most at risk, as opposed to other avian species groups.

23827

The proposed Bird Safe Exterior Glazing Standards in the CC 2035 Plan District address this threat to native bird populations, many species of which are in serious decline. It is estimated from 2% to 9% of the entire North American bird population dies annually due to collisions with windows. The highest risk occurs where vegetation is found adjacent to reflective glass.

This memorandum summarizes key findings and recommendations to inform the proposal. These are based on a literature review, local studies of bird window strikes, consultation with local and national experts, and best professional judgment. Key findings and recommendations are:

1. Neotropical migratory songbirds, such as warblers, thrushes, and vireos, are disproportionally affected by window collisions, and as a group are a priority for conservation locally and nationally.

2. Large surface areas of glass cause more strikes than smaller surface areas of glass.

3. The highest risk on a building façade is the first 60 vertical feet because the majority of bird activity (including migrating birds) occurs in this zone and due to the presence of adjacent vegetation (trees and shrubs). **Bird safe glass treatment should prioritize this 60-foot zone**, including the ground level.

4. BPS has identified a need to set the zoning standard based on a threshold for the percentage of glazing on a building façade. Façades that exceed that percent would be required to use bird safe glazing in the first 60 feet of height. Based on findings in peer reviewed studies and consultation with leading national experts, **there is a sound scientific basis for setting the trigger at 20-30% glazing** in the first 60 vertical feet.

    a. Borden et al. found a statistically significant increase in strikes on facades with >31% glazing (excerpt from paper attached).

    b. Dr. Daniel Klem, a leading national researcher, recommends 20% for CC 2035, based on his research (correspondence attached).

    c. Keith Russel, another expert, recommends 25% for CC 2035.

5. **The standard should apply to the entire CC 2035 Plan District**. Proposed map 510-22 is not a realistic representation of bird window collision risk in the CC 2035 District, for these reasons:

    a. The map is not based on location data for documented bird strikes, rather on existing vegetation (> 1 acre); its assumptions about the risk of bird window collisions are not consistent with bird behavior and distribution in the central city.

    b. Resident and migratory birds are found throughout urban landscapes and are not limited to areas with one acre or larger patches of vegetation. In fact, neotropical migrant songbirds, such orange-crowned warblers or yellow-rumped warblers, are conspicuous for their use of isolated, tiny, or unexpected vegetation patches. Examples includes downtown sidewalk landscaping or small street trees on a block dominated by impervious surfaces and glass.

    c. The map is based on existing tree canopy conditions. City of Portland policies, programs and regulations actively encourage an increase in the presence, size and canopy coverage of trees throughout the Central City. As a result, the location and extent of tree canopy coverage is expected to increase over the life of the CC 2035 Plan and over the expected life cycle of the buildings that will be constructed under the new zoning requirements.

23828

ORNITHOLOGICAL LITERATURE REVIEWED (partial list, focused on research related to the correlation between the percentage of glazing and risk to birds):

Bayne, Erin M., Corey A. Scobie and Michael Rawson, 2012. Factors influencing the annual risk of bird–window collisions at residential structures in Alberta, Canada. Wildlife Research

Borden, W.C., O.M. Lockhart, A.W. Jones and M.S. Lyonn, 2010. Seasonal, taxonomic and local habitat components of bird-window collisions on an urban campus in Cleveland, OH. Ohio J Sci 110(3):44-52.

Collins, K. A. and D. J. Horn. 2008. published abstract. Bird-window collisions and factors influencing their frequency at Millikin University in Decatur, Illinois. . Bird-window collisions and factors influencing their frequency at Millikin University in Decatur, Illinois 101(supplement):50.

Cusa, Marine, Donald A. Jackson and Michael Mesure, 2015. Window collisions by migratory bird species: urban geographical patterns and habitat associations. Urban Ecosystems doi:10.1007/s11252-015-0459-3)

Gelb, Y. and N. Delacretaz. 2006. Avian window strike mortality at an urban office building. Kingbird 56(3):190-198.

Hager, S.B., H. Trudell, K.J. McKay, S.M. Crandall, L. Mayer. 2008. Bird density and mortality at windows. Wilson Journal of Ornithology 120(3):550-564.

Hager SB, Cosentino BJ, McKay KJ, Monson C, Zuurdeeg W, and B. Blevins, 2013. Window Area and Development Drive Spatial Variation in Bird-Window Collisions in an Urban Landscape. PLoS ONE 8(1): e53371. doi:10.1371/journal.pone.0053371

Kahle LQ, Flannery ME, Dumbacher JP (2016) Bird-Window Collisions at a West-Coast Urban Park Museum: Analyses of Bird Biology and Window Attributes from Golden Gate Park, San Francisco. PLoS ONE 11(1): e0144600. doi:10.1371/ journal.pone.0144600

Klem, D. Jr. 2009. Preventing Bird-Window Collisions. The Wilson Journal of Ornithology 121(2):314–321.

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From: Daniel Klem [mailto:klem@muhlenberg.edu]
Sent: Thursday, November 10, 2016 11:50 AM
To: Peter Saenger <PSaenger@muhlenberg.edu>; Helzer, David <David.Helzer@portlandoregon.gov>
Cc: Mary Coolidge (mcoolidge@audubonportland.org) <mcoolidge@audubonportland.org>
Subject: Re: inquiry on glass building facades and bird strike risk - City of Portland

10 November 2016, Thursday

Dear Environmental Specialist Helzer,

Thanks for your question. My most relevant study (conducted with others) to your question looked at architectural risk factors using proportional hazards models (Klem et al. 2009; attached). For the data we collected and analyzed for architectural features, these mathematical models revealed that % of glass was important in calculating the risk of a bird strike, as you justifiably identify. Using fall and spring migration data, our analyzes found that a 10% increase in % of glass increased the risk of a strike by 19% and 32%, respectively (see p. 129 in Klem et al. 2009 attached). This study conducted in New York City provides quantitative evidence and suggests to me that you should consider 20% or greater glazing as your trigger for your requirement. More generally, I, at least, believe this study offers you information to permit you to decide at what level of risk you are willing to accept to trigger your requirement. The paper by Borden et al. 2010 you provide highlights, at least for me, the importance of architectural and landscape context. Contrasting to those modest % of glass facades where many strikes were documented, the all or near all glass corridors (90% glass) that no strikes were recorded are far different than what occurs at other sites, many of which I have monitored and are part of other published works of mine. My interpretation and suggestion is a trigger point for your requirement should be below, legitimately far below the 50% level, not unreasonably at the 20% level.

Hope this helps you and your colleagues in assessing what is most relevant for your city and its part in trying to protect more bird lives from the windows. I continue to be sincerely and respectfully yours, Dan (D. Klem, Jr.)

Daniel Klem, Jr., Ph.D., D.Sc.
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morning descent birds appear most susceptible to collisions. This scenario may also suggest why building height is a poor predictor of bird mortality (DeCandido 2005, Klem and others 2009).

In urban and suburban areas such as metropolises bordering the Great Lakes, stopover sites increasingly take the form of residential neighborhoods, parks, and landscaped green spaces. Bird fatalities at CSU are clustered into a few hot spots (i.e., green spaces), characterized by large areas of sheet glass windows and adjacent vegetation taller than five meters. Sites where vegetation, glass windows, and permanent water converge and cause disproportionately high numbers of bird deaths are "migrant traps" (O'Connell 2001). These traits are consistent with campus hotspots (e.g., Fig. 2A, 2D) and help explain the variability of bird deaths among buildings. Our results support the tenet that local habitat characteristics can greatly exacerbate the prevalence of bird-window collisions (Klem 1990, O'Connell 2001, Klem and others 2004, 2009, Gelb and Delacretaz 2006, 2009, Hager and others 2008). Finally, the three extreme data points are informative and hint that building attributes not measured in this study (e.g., glass treatments, the area of contiguous glass surface rather than strictly the percentage of total glass) may be relevant parameters when assessing causative factors leading to bird-window collisions. For example, reflective glass yields more collisions (Klem and others 2009).

This year-long study is the first to investigate the association between local habitat and building factors with bird fatalities among a suite of low-rise buildings aligned within an important migratory pathway. Our results support many of the published temporal, taxonomic, and habitat patterns in deaths from bird-window collisions. More importantly, we demonstrate that low-rise buildings with adjacent green spaces are significant hazards to migrating birds, even when such buildings occur within a highly urbanized environment. The large number of dead migrants highlights their abilities to find small green spaces hidden within a city and emphasizes the biological value of fragmented green spaces to migrating birds. It also reinforces the urgency to mitigate the impact of architecture on the number of bird-window collisions. Additional studies that contrast urban coastal and urban inland sites and quantify the effect of site proximity to migration routes are needed.

ACKNOWLEDGMENTS. We thank Jen Milligan for help with data collection. Birds were salvaged under Federal Fish and Wildlife Permit MB124772-0 and Ohio Division of Wildlife Wild Animal Permits 342 and 11-135 to A. W. Jones at the Cleveland Museum of Natural History. Robert Gibson, Tom Labedz, Bob Krebs, and several anonymous reviewers provided constructive critiques that greatly improved the manuscript. Since the completion of the study, four additional species have been documented as collision deaths on campus: Peregrine Falcon (*Falco peregrinus*), Belted Kingfisher (*Ceryle alcyon*), Fox Sparrow (*Passerella iliaca*), and Killdeer (*Charadrius vociferus*).

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23831

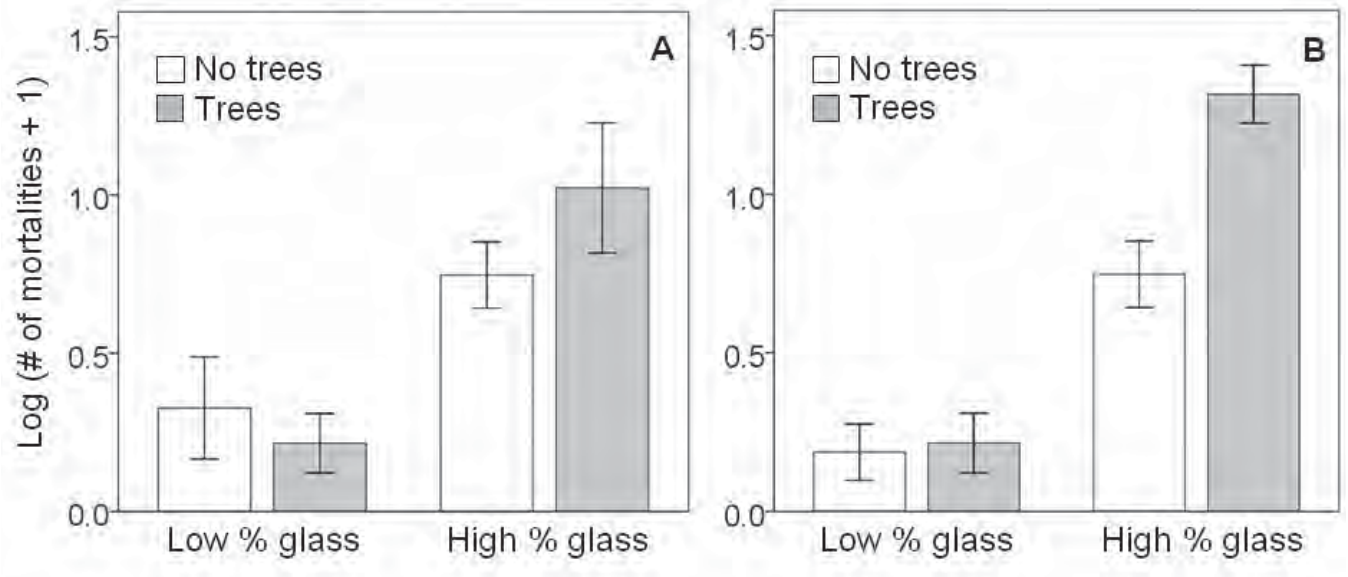


FIGURE 4. Effect of glass surface area and tree proximity on the frequency of bird mortality with the (A) inclusion and (B) exclusion of three data points greater than 5 SE from the mean (see text). Larger glass surfaces ($F_{1,26} = 67.25$, $P < 0.001$), trees ($F_{1,26} = 8.70$, $P = 0.007$), and the interaction between trees and glass ($F_{1,26} = 7.089$, $P = 0.013$) were associated with statistically more bird deaths following the removal of three extreme outliers. Bars represent the mean number of deaths per building surface (log-transformed values) ± 1 SE.

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MEMO E5

DATE: December 29, 2016

TO: Planning and Sustainability Commission

FROM: Rachael Hoy, BPS; Stephen Himes and Marie Walkiewicz, BES

SUBJECT: Central City Ecoroof Requirement

Background

The ecoroof development standard for the Central City is being proposed to meet multiple objectives including: managing stormwater in an urban setting; keeping urban areas cooler in the summer; providing habitat for birds, pollinators and other wildlife; reducing CO2 emissions by reducing energy use; and creating greenspaces in the dense urban core. In most of the Central City, stormwater enters the same pipes that carry sanitary waste. One acre of ecoroof (about 1 city block) manages about 980,000 gallons of water per year. By reducing the amount of stormwater entering the combined and stormwater sewers, we can avoid costly pipe and treatment projects and limit the incidence of combined sewer overflows to the Willamette River.

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Since 2009, the City of Portland has required ecoroofs on new City-owned buildings over 20,000 square feet and/or with a budget over $5 million. The entire roof must be covered minus skylights, mechanical systems, and fire access routes.

The Planning and Sustainability Commission received testimony, both for and against an ecoroof requirement. Many letters in support of the requirement requested a higher percentage of the roof top be covered by an ecoroof. Other letters raised concerns about the cost and future maintenance of an ecoroof. Additional testimony requested maintaining an incentive to help offset the cost of an ecoroof, or allowing other types of rooftops, including white roofs or other reflective roofs to help meet energy efficiency goals.

Currently new development may access bonus floor area in the Central City with the installation of an ecoroof. Through CC2035, it was determined that the ecoroof bonus would be one of many eliminated. Instead the Central City bonuses would focus on creating affordable housing, protecting historic resources and creating open space along the Willamette River. Some of the reasons for eliminating the ecoroof bonus were:

1) The Stormwater Management Manual, adopted in 1999 and last amended in 2016, requires that all new development manage stormwater from impervious surfaces. In the Central City, where buildings are allowed and encouraged to develop lot-line-to-lot-line, ecoroofs are one of the primary tools used to comply with the manual.
2) The market in the Central City is resulting in many sustainable buildings that meet LEED standards. Ecoroofs are one of a suite of options used to meet the requirements of sustainable building design.
3) Development bonuses and financial incentives are meant to encourage innovative practices that have public benefits by offsetting the costs and uncertainties associated with their early adoption. For example, floor area bonuses and financial incentives supported, in part, the development of 35 ecoroofs in the Central City since 2001. Typically, as a practice is more commonly used, local technical expertise increases and costs go down, so incentives and bonuses are no longer needed.

The attachments provide additional information on the Bureau of Environmental Services (BES) research, BES cost analysis and alternative roof types in response to public testimony. Each topic is briefly described and has an associated attachment.

Attachment A
This attachment includes the BES research to assess the feasibility of implementing the ecoroof requirement. It also presents an understanding of its likely outcome and benefits, and the implications for other uses of roofs (for example, would the requirement make it difficult to provide outdoor areas for building tenants). The analysis looked at how the provisions would work if applied to several projects currently in building permit review.

Attachment B
Attachment B highlights a BES analysis comparing the costs of installing a conventional roof and an ecoroof and identifies the multiple benefits that accrue over time with the installation of an ecoroof.

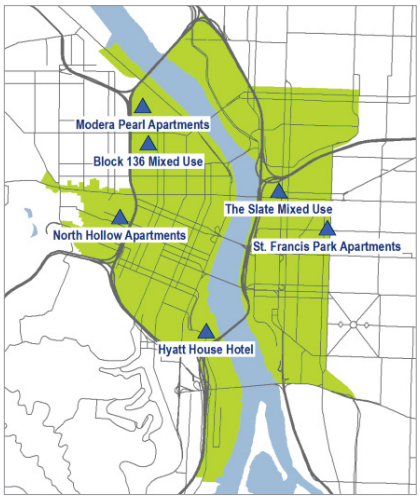
Attachment C
This attachment includes information from research on alternative roof types: cool roofs vs. ecoroofs, highlighting and comparing the potential benefits of each in Portland.

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Attachment A
Application of Proposed CC2035 Ecoroof Requirement to Current Development

Summary

In Fall 2016, City staff from BES and BPS analyzed the Central City 2035 Proposed Draft ecoroof code by reviewing how it would apply to several development projects that had permits under review by BDS and other City agencies at the time. This exercise was completed for the purpose of determining the potential impact of the ecoroof standard on development and the net ecoroof area this requirement might yield for future development projects.



Given the illustrative nature of this analysis, projects were selected from a pool of projects that had sufficient source material readily available. Six projects were selected to represent geographic distribution across the Central City and, to the extent feasible, a diversity of project types. The six projects that were included in this analysis are shown at right.

Assumptions

In conducting this analysis, BES made the following assumptions in translating the proposed code language to implementation:

- Mechanical equipment was assumed to include mechanical units themselves, not pads or other associated features
- Mechanical units were assumed to sit directly on the roof surface even though some unit types can be raised on racks, thereby leaving adequate clearance to extend an ecoroof underneath them
- Areas internal to mechanical screens were not considered exempt from the proposed standard
- De minimis features such as vent pipe protrusions and fall protection tieback anchors were not included as mechanical equipment, nor were they subtracted from the ecoroof area even when located within the ecoroof
- Rooftop access points such as stairwells and elevator overruns were assumed to be components of required fire access routes and were therefore considered exempt from the code provisions
- Rooftops were measured to the outside building wall consistent with FAR calculation methods
- Incomplete rooftop mechanical plans were available for Block 136 (12th Ave Building), therefore the exemptions for that project are likely undercounted slightly.

CC2035 Ecoroof Requirement Applied to Current Development Projects

All measurements were hand scaled (square feet) and are therefore approximate

	North Hollow	St. Francis	Modera Pearl*	Block 136	The Slate	Hyatt House**
Gross Roof Area	19,321	18,829	33,664	27,596	13,737	27,685
Minus Exempted Area	*-938*	*-300*	*-1,864*	*-2,219*	*-1,095*	*-1,169*
Net Roof Area	18,383	18,529	31,800	25,377	12,642	26,517
Required Ecoroof Area (60% of Net Roof Area)	**11,030**	**11,117**	**19,080**	**15,226**	**7,585**	**15,910**
% of Gross Roof Area Covered by Required Ecoroof	*57%*	*59%*	*57%*	*55%*	*55%*	*57%*

** Modera Pearl included a 22,232 sf ecoroof on submitted permit plans, exceeding what the CC2035 plan would have required*
***Hyatt House included a 21,587 sf ecoroof on submitted permit plans, exceeding what the CC2035 plan would have required*

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Conclusions

- From this analysis, we conclude that the proposed ecoroof requirement – had it been in place during the development of these six projects – would have yielded approximately 80,000 sf of gross ecoroof area (1.8 acres).
- Considering that the Modera Pearl and Hyatt House projects proposed 22,232 sf and 21,587 sf ecoroofs with their permit plans respectively, the *net gain* in ecoroof area under the CC2035 code as compared to existing conditions is 36,181 sf (0.83 acres).
- Across the six projects, the percentage of the total building roof area that would be required to be covered in ecoroof was fairly consistent, in the range of 55-60%.
- After subtracting out exemptible features and the required ecoroof area, each project was left with between 37-39% of the total roof area as flexible space to add features to respond to market forces (e.g. tenant/resident amenity spaces) or to regulations (e.g. maximize the ecoroof to contribute toward the project's overall stormwater management obligation).
- Two of the projects proposed outdoor amenity spaces with their permit plans, and in both instances the actual proposed amenity space could be accommodated in the flexible space that would remain after application of the CC2035 ecoroof requirement.
- All six projects met the City's Stormwater Management Manual by providing vegetated facilities to the maximum extent feasible. In addition to their ecoroofs, the Modera Pearl and Hyatt House projects are providing lined stormwater planters which are reduced in size because they manage only the non-ecoroof portions of developed impervious area. The other four projects are meeting their full stormwater obligation in a variety of ways, including 100% planters and a combination of planters with other BES-approved methods.



Rendering showing the Modera Pearl's ecoroof and outdoor amenity space

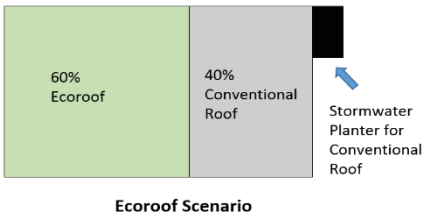
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Attachment B
Comparison of the CC 2035 Ecoroof Scenario with a Conventional Roof

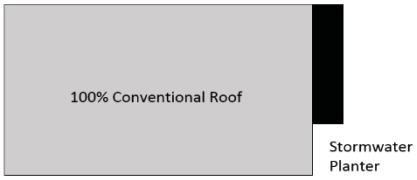
Summary

In November 2016, BES staff compared life-cycle costs for the CC 2035 ecoroof proposal with costs for conventional roofs. To be conservative, staff assumed in the ecoroof scenario that the green roof would cover 60% of the entire roof – as noted in Attachment A, in most cases a required ecoroof would cover less than 60% of the gross roof area, so the difference in initial costs between the scenarios would be smaller.

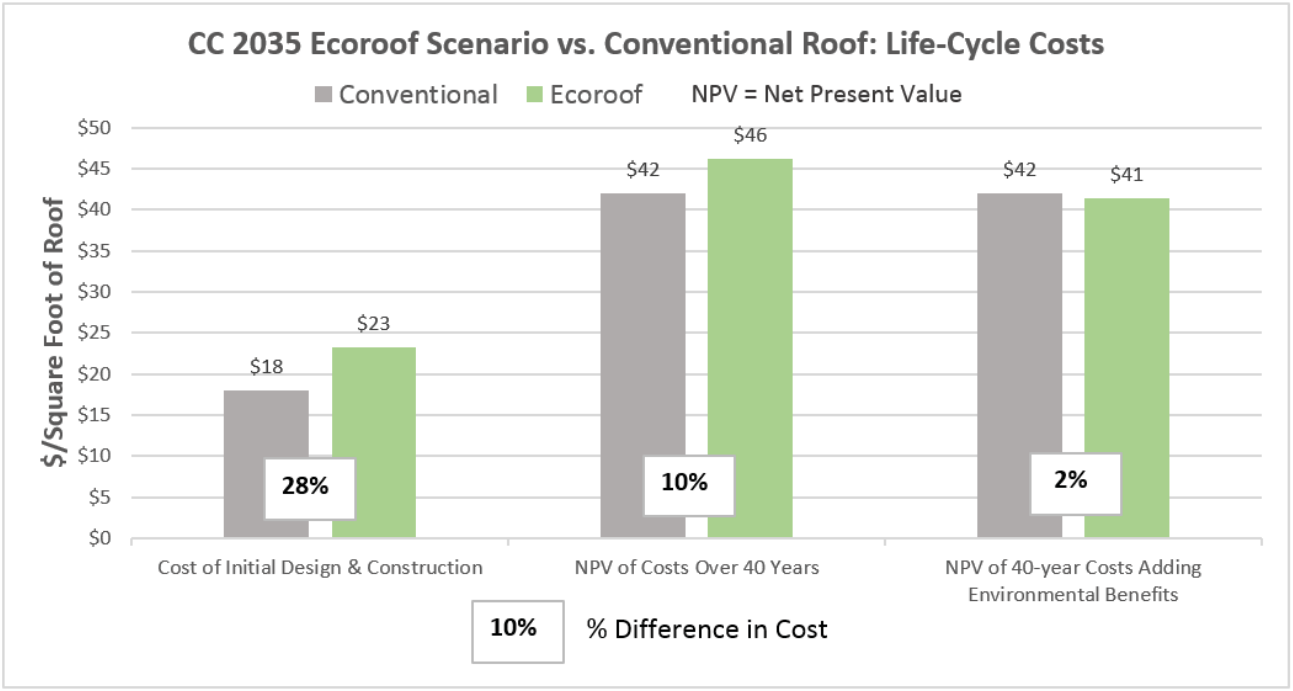
The evaluation followed the framework in the *San Francisco Living Roof Cost-Benefit Study* (ARUP, 2016) including assumptions about the life expectancy of the different roof types. Results are presented in the chart below: although initial costs for the ecoroof scenario are 28% more expensive, after 40 years the cost difference is only about 10%. With the addition of documented values for environmental benefits – air quality, heat island energy savings, habitat – the Net Present Values over 40 years are similar.



Ecoroof Scenario



Conventional Roof Scenario



Assumptions

- A membrane is included in both scenarios;
- Discount rate = 2.5%, including inflation; term of the analysis = 40 years;
- Asset life: 20 years for the conventional roof; 40 years for the ecoroof; 30 years for the stormwater planter;
- Construction costs: conventional roof = $12/square foot; ecoroof = $24/square foot;
- Costs include design, construction, maintenance, replacement (demo, re-construction);

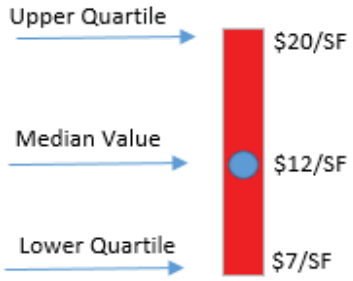
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- Environmental benefits were calculated per the 2011 US GSA report *The Benefits and Challenges of Green Roofs on Public and Commercial Buildings,* adjusted for the lower cost of electricity in Portland.

Construction Costs – Sources

- Conventional roof and membrane: Green Roof info Think-Tank (GRiT)
- Green roof components: *Cost Analysis for the Portland Ecoroof Incentive*; Ecometrix, 2014. The median unit cost among the 36 projects with a land use type of commercial/multi-family/mixed use was $12/square foot.
- Stormwater planter costs: BES Private Retrofit Program

Variability in Ecoroof Unit Construction Costs - BES Ecoroof Incentive Program, '08-'14



Cost data for the middle 50% of applicable incentive program projects (36 projects); Ecometrix report, 2016 $.

Ecoroof Benefits Not Included in the Analysis

- Potential increase in property values. A 2012 study, *Willingness to Pay for Ecoroofs in the Portland, Oregon Condominium Market,* concluded that ecoroofs and other eco-friendly building features increased condominium property values by 5.5%.
- Stormwater management value. BES' stormwater monitoring program has collected data confirming that ecoroofs provide a significantly higher level of stormwater retention than stormwater planters.
- Increase in developable area. Other types of stormwater management systems sometimes take up land or space that could be covered by a building, plaza or other type of development.

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A more complex design with a stylized planting plan, adjacent to walkways



A simple design with an inexpensive planting plan (sedum cuttings)

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Attachment C
Comparing Cool Roofs/Blue Roofs with Ecoroofs

Public testimony received on the Central City 2035 Plan asked whether white roofs, more typically called "cool roofs" in the building industry, might be a cheaper way to achieve the same results as requiring ecoroofs. At the hearing testifiers also asked the City to consider "blue roofs" as an alternative to requiring ecoroofs.

> **Cool roofs** are typically flat roofs covered with highly reflective surface materials (often white in color). Their purpose is to reflect sunlight into the atmosphere and away from the building where it would normally be absorbed, heating both the building and potentially increasing local Urban Heat Island effect by some amount.
>
> **Blue roofs** are non-vegetated roof treatments that detain and slowly release stormwater to reduce the surge of water going into the municipal stormwater system during a weather event. Like ecoroofs, the water collected by blue roofs can be utilized on-site for irrigation.

Staff reviewed academic research and spoke with building professionals to better understand this topic. As a result, staff propose maintaining the ecoroof requirement for the following reasons:

Cool roofs aren't very effective in our climate. Academic research and green building advocacy groups agree that cool roofs are most effective in warmer, dryer climates. In fact, the 2015 International Energy Conservation Code (IEEC) adopted by many states in the US including Oregon, does not require cool roofs in Portland's climate zone (climate zone 4c). In our climate, maintenance costs for cool roofs can be relatively high because wet non-summer months result in moss and algal growth that reduces its reflectance and must be removed. For large roofs, maintenance costs can be significant. For example, it costs $100,000 to clean the cool roof of New Orleans's Superdome.

Cool roofs and blue roofs would only provide a few of the many benefits of ecoroofs. Ecoroofs reduce the heat transferred to a building during the summer months through evaporating water stored in plants instead of reflecting sunlight. They have many other important benefits in urban environments, many of which offset other building costs. Ecoroofs:

- Treat much or all of the stormwater from the building,
- Insulate buildings during the majority of the year where heating buildings is desired,
- Provide habitat for birds and other animals, and
- Provide an amenity for the building's users while improving the visual environment for surrounding building users that look onto the ecoroof.

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CENTRALCITY
2035
Decision Packet E: Green Building Standards
PSC Work Session 3 – 01/10/2017
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PSC WORKSESSION ON CC2035 - REVISED AGENDA

The order of agenda items has changed and some items will be carried over to a future PSC Worksession.

Duration	Topic and Discussion Items	Related Materials	Page Numbers
5 min	Introduction	Cover letter/Revised Agenda	Cover 1-2
30 min	TSP Amendments: Street Classifications and Projects • Presentation • **Discussion items: J5** • **Carry over: J3**	Memo J Decision Table J Attachments: J1 (and Map 1) J4 J5 (and Maps J2-J6)	J1 – J17
30 min	Miscellaneous Code and Map Amendments • Presentation • **Discussion item: 120, I28** • **Carry over: I4, I5**	Decision Table I Memo I	I1 – I5 Memo 1 - 3
15 min	Green Buildings • Presentation • **Discussion item: E1** • **Carry over: E3, E5**	Decision Table E Memos for items E1, E3, E5	E1 – E19
15 min	FAR requests • Presentation • **Discussion items: K3, K4, K5** • **Carry over: K11**	Decision Table K Maps K3, K4, K5	K1 – K6
15 min	Zoning requests • Presentation • **Discussion items: none**	Decision Table L Maps L1 – L7 Memo L	L1 – L10 Memo 1-2
20 min	Miscellaneous River Amendments • Presentation • **Discussion items: none**	Decision Table M Memo M Attachment 33.475	M1 – M6 Memo i Attach 1 – 86
15 min	Tree Amendments • Presentation • **Discussion items: none**	Decision Table N	N1 - N2
-	Adjourn	-	-

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Portland Planning and Sustainability Commission
January 10, 2017
12:30 – 3:45 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

12:30	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
12:35	**PM**	**Consent Agenda** Consideration of Minutes from December 13, 2016 PSC meeting
12:36	**PM**	**PSC Vote for Officers** Decision
12:45	**PM**	**Central City 2035 Plan** Work Session
3:45	**PM**	**Adjourn**

For background information, see the PSC website at www.portlandoregon.gov/psc, call 503-823-7700 or email psc@portlandoregon.gov. Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30 (closed-caption)
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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MEMO

DATE: **December 28, 2016**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Worksession on January 10, 2017**

The attached packet includes a set of decision tables as well as maps and memos that staff will walk you through at the Worksession on January 10, 2017. The topics on this Worksession agenda include amendments related to the following topics (and CC2035 volumes):

- TSP street classifications and projects (Vol2B)
- FAR Requests (Vol 2A1)
- Zoning Requests (Vol 2A1)
- Green Buildings (Vol 2A1)
- River amendments (Vol 2A2)
- Trees (Vol 2A1 and Vol 5)
- Miscellaneous amendments (Vol2A1)

The decision tables indicate which items are currently tagged for PSC discussion. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. As always, items that are on the table but not tagged for discussion will be considered approved by consent at the end of each agenda item. At the last work session we will ask the PSC to vote on all of the volumes as a package.

City of Portland, Oregon | Bureau of Planning and Sustainability | www.portlandoregon.gov/bps
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Proposed Agenda (3 hours)

Est. Time	Topic and Discussion Items	Related materials	Page numbers
5 min	Introduction	Cover letter	Cover 1-2
45 min	TSP Amendments: Street Classifications and Projects • Presentation • **Discussion items: J3, J5**	Memo J Decision Table J Attachments: J1 (and Map 1) J4 J5 (and Maps J2-J6)	J1 – J-17
15 min	FAR requests • Presentation • **Discussion items: K3, K4, K5**	Decision Table K Maps K3, K4, K5	K1 – K6
15 min	Zoning requests • Presentation • **Discussion items: none**	Decision Table L Maps L1 – L7 Memo L	L1 – L10 Memo 1-2
45 min	Green Buildings • Presentation • **Discussion items: E1, E3, E5**	Decision Table E Memos for items E1, E3, E5	E1 – E19
20 min	Miscellaneous River Amendments • Presentation • **Discussion items: none**	Decision Table M Memo M Attachment 33.475	M1 – M6 Memo i Attach 1 – 86
15 min	Tree Amendments • Presentation • **Discussion items: none**	Decision Table N	N1 - N2
20 min	Miscellaneous Code and Map Amendments • Presentation • **Discussion items: I4, I5, I28**	Decision Table I Memo I	I1 – I–5 Memo 1 - 3

Future Work Sessions

The anticipated topics for the next work session include:

- January 24, 2017: discussion about bonuses and transfers and the cost analysis, family friendly housing amendments, and other miscellaneous amendments.

Please let me know if you have any questions: sallie.edmunds@portlandoregon.gov or 503-823-6950.

Portland Planning and Sustainability Commission
November 16, 2016
4:00 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach (arrived 4:09 p.m.), Andre' Baugh, Mike Houck, Katie Larsell, Gary Oxman, Michelle Rudd, Katherine Schultz, Chris Smith, Teresa St Martin (arrived 4:18 p.m.), Maggie Tallmadge

Commissioners Absent: Eli Spevak

City Staff Presenting: Joe Zehnder, Eric Engstrom, Sallie Edmunds, Mindy Brooks, Brandon Spencer-Hartle, Rachael Hoy, Mark Raggett, Marc Asnis, Debbie Bischoff, Troy Doss; Mauricio Leclerc, Grant Morehead, Teresa Boyle (PBOT); Bob Stacy, Metro Councilor

Chair Schultz called the meeting to order at 4:01 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Chair Schultz* noted the Council work session on IH will be November 29 at 9 a.m. The PSC has been requested to join the conversation.

Director's Report

Joe Zehnder

- The IH letter from the PSC is being finalized. Thanks for your input. The final draft will be sent out tomorrow since we need to get it to the Mayor on Friday.
- At your seat is a hard copy of the RICAP 8 proposal, and the PSC will have a hearing and recommendation on this proposal at the December 13 meeting. December 13 is our next and final PSC meeting of the calendar year.

Southwest Corridor DEIS

Briefing: Eric Engstrom; Teresa Boyle (PBOT); Bob Stacy, Metro Councilor

Councilor Stacy introduced the project and gave the context about the transit network. Regionally, we're currently missing options in the SW quadrant, which is why this project is going forward now. There is also a community development consideration, which has been provided by the SW Corridor strategy and plan that advances thinking about what kinds of connections and development we want in the development of this new high-capacity transit (HCT) corridor line.

The Barbur Concept Plan was the first of the HCT efforts. Metro was awarded an $895k grant to work on an equitable housing and connecting people throughout the corridor and region. Metro is also acting for the first round of equitable housing grants; Portland is poised to receive $100k for equitable housing in the SW Corridor.

Commissioner Tallmadge: Why did we choose light-rail over BRT?

- Distance is a factor. But the system's capacity will be reached by 2035 with 35,000 daily riders. That means at peak, a long bus would be going up or down Barbur every 2 minutes, and we'd soon run out of capacity in the lane. At the bus mall, we'd be adding too many long busses, and the system would break down and become ineffective.

Commissioner Houck: But we'd be remiss to not include that along with housing and transportation, green spaces will provide and manage some access. I want to acknowledge this vote and levy we just passed. All counties were at least 70 percent voting in favor of funding.

- Thank you to *Commissioner Houck* for his work on this levy. We will be adequately funding maintenance and improving our parks and nature with it.

Commissioner Baugh: I appreciate the planning but the real issue for me is housing accompanied with light-rail. Affordable housing being funded alongside the development of transportation infrastructure is necessary.

- The equitable housing grant will help us focus on this here in the SW Corridor with specific sites noted to build affordable housing. This allows us to target sites here and in other amenity-rich areas before the value increases.

Commissioner Smith: I had the opportunity to be on a Metro think-tank, and we talked about not putting light-rail lines on freeway ditches.

- I completely agree with you. We do face a choice to keep Barbur clear and put light-rail between and behind buildings. In my opinion, fortunately that is about $85M more expensive than building on Barbur, so ODOT is coming around to the idea of building light-rail as a civic amenity.

Eric mentioned that there was a decision about the long-term future about HTC that the SW Corridor and Powell-Division were the next in line for development. The Comp Plan provides some guidance about how we think about this, too, in the three main objectives. We also did the Barbur Concept Plan in 2013 to establish some of the land use goals for the SW Corridor.

As a note, TriMet would usually be here with us today, but they are meeting with the FTA right now. We can take any TriMet-related questions to get responses if necessary. There are still lots of options outside of the Portland boundary, and we are tracking these closely since they influence the full corridor and land use needs in the region.

Teresa reviewed some of the decisions that have been made about the Corridor recently. In June of this year, LRT was confirmed as the mode choice. It has a higher initial capital cost but lower operating costs "per rider".

Portland's concern remains about how to get people to transit, particularly with the lack of connectivity in the SW. We have turned our focus to make sure the project includes a way to bring people to the stations safely.

The Steering Committee meets next month to discuss alignment; connecting to Marquam Hill; PCC bike/pedestrian/bus connections; and limiting adjacency to I-5 versus connecting to places along Barbur. We will want to retain designs that stay on Barbur with a single transition point near the Barbur Transit Center. There are lots of questions about the adjacency question, and we expect these to continue as we get into the DEIS stage. A full schedule/timeline is included on Slide 9.

Further considerations in the next two years include narrowing the approaches and projects in the Central City, Central Barbur and West Portland Town Center.

- Central City: Naito / Ross Island Bridgehead versus Barbur alignment.
- Central Barbur: on the freeway or on Barbur directly.
- West Portland Town Center: yet-to-be accomplished town center. This is huge opportunity to activate this town center. The design choice is a surface alignment on Barbur versus a flyover.

City Council directed staff to include a housing strategy with this project as a condition of Portland's participation. We have applied for the Metro Equitable Housing Grant in partnership with Tigard to develop the foundations of the strategy. The Metro FTA TOD Grant will also be leveraged to advance the common goals of equitable housing in the corridor.

The FTA is requiring a local match of about 50 percent. For Portland's share, we don't yet know how we'll be paying for this. Potential match sources include SDC funds; LID; urban renewal; or a regional bond. We need to signal our intention for meeting our share of the project by the summer of 2018. One of the issues is that we inevitably acquire land as the project proceeds. We'd like to transition some of this land to housing, but there are some rules that limit some of these options.

ODOT is the road authority for Hwy 99 / Barbur until it meets Naito. Naito is also ODOT road authority, and its standards are different from what the City's are. We are looking at the option of transferring so the LRT project could build new infrastructure to the City's standards. This would be a huge opportunity in terms of updating stormwater management (instead of how it is now mostly unmanaged). The DEIS work needs to know ownership. Tigard is currently restrained from participating in the project to support LRT. "Yes" votes are leading as of today, but we won't know the final outcomes until November 28. Without a yes vote, it's unclear what we can do to move forward without the support of Tigard.

As we talk about local funding and a potential regional match, in November 2018 we might be looking at a bond measure.

We are going into the DEIS process, a new phase of formality with Metro as the project lead. Over the next 6-9 months, we'll be exchanging concepts and drawings, which is why we wanted to share with the PSC today.

Commissioner Rudd: On the Orange Line, what was the match?

- 50 percent. We formulated based on local being 40 percent, but it became clear that the most we could get from federal funding would be 50.

When talking to FTA, if they can be more flexible about local jurisdictions keeping money for projects that come in under budget and/or ahead of schedule, that would be good. If you can acquire more at the outset and identify land as a TOD site, then that might avoid some of the back-and-forth.

Commissioner Smith: I find it ironic that Bridgeport Village is the terminus since it wasn't on the original 2040 map. I would strongly prefer that Barbur Blvd be in City ownership to ensure greater bike/pedestrian standards. In terms of the bond measure, we need a funding source for a number of projects, but what do we put in to make it politically feasible? In the past we've bundled transit with freeway projects, I'd prefer we be bundling transit projects with active transportation projects.

Commissioner Baugh: Affordable housing is a great part of the strategy. I'd note that this is a station strategy, but what about the rest of the corridor and funding strategy? Regarding transit connections, TriMet didn't commit to all for the community on Powell-Division, so I'd like to see what TriMet will do here. SDCs: We have a TSP that has some SDC funding in it. This would potentially disrupt that, and if that's the case, we'd need a policy and discussion about extraordinary transportation projects… so funds don't all go to these huge projects while the rest of the City loses out. Is this the right investment for these funds? This is a policy discussion for the whole city, not just southwest neighborhoods.

- Some percentage of projects in the TSP are active transportation that feed into this, as is the Naito / Ross Island Bridgehead.

Chair Schultz: Are you looking at it as PBOT SDC funding? Or a specific overlay here?

- We're not sure yet; it could be either or both.

Central City 2035 Plan

Work Session: Sallie Edmunds, Mindy Brooks, Brandon Spencer-Hartle, Rachael Hoy, Mark Raggett, Marc Asnis, Debbie Bischoff, Troy Doss; Mauricio Leclerc, Grant Morehead (PBOT)

Introduction

Sallie provided an introduction about today's work session and discussion items on the agenda. As a reminder, this is your second work session after the first we held on September 27. We will continue to work through items staff and Commissioners have noted as items to discuss on the spreadsheets for each topic. Our assumption will be that items not discussed or otherwise asked to be pulled for a later work session discussion will be incorporated as-is into the final Proposed Draft that the PSC will make a formal vote about on February 28, 2016.

1. Height in Historic Districts (A3)
2. Other Height requests (C3, C8, C15, C32)
3. Height and Zoning: SE 11th and 12th (D1, D2, D3)
4. Parking Code (F1)
5. Willamette River (G1, H1, H2)
6. Miscellaneous Code Amendments (no discussion items identified)

Commissioner Baugh asked for discussion on items C6 and C23.

Commissioner Tallmadge clarified that she's interested in D3, D4 and D5 (not D1-3 as noted).

Historic Height follow-up

Group A Decision Table

Brandon introduced the topic of East Portland / Grand Ave height. He gave an overview of the testimony we received on both sides of height limits here.

We are proposing to eliminate the current allowance of additional bonus height. Around the historic Waverly Building in the center of the district, reduce from 200 to 160 to allow for proposals for taller buildings but not so much larger than the historic building and average height in the district. The edges will be up to 200 feet close to the Burnside Bridgehead.

The PSC had previously asked staff to study the impact of proposed height limits on the usability of existing base floor area ratio (FAR) in the historic district. We have a 9:1 FAR in the northern at 200 feet and 160 in the center; and 6:1 in the "vertical arms" with a 100-foot height limit.

Staff's FAR study found the proposed height limits would not preclude the use of full base FAR on non-contributing sites. Large sites bifurcated by the historic district boundary provide unique opportunities to arrange height and massing outside of the historic district. We do feel an applicant could make the case for the full use of their FAR. As a reminder, Historic Resource Review required to ensure site-specific compatibility for proposed new buildings.

Chair Schultz: Thank you for this. This explanation satisfies my original concerns.

Commissioner Bachrach: At the bridgehead, the height of 275 includes the bonus. This is outside of the historic district. Is this a change from what's currently there?

- This is what's allowed today. The difference is it's shown as a bonus on existing, but the heights on the map here include the bonus.
- The map that shows existing shows existing zoning, but this project proposes IG1 to become EX, which is already approved in the SE Quadrant Plan.

PSC is supportive of staff's proposal on A3.

Other Height
Group C Decision Table and Memo C

Rachael walked through the Other Height requests. We've added a few items (C20-32) from the original table. We had checked 4 items for discussion:

- C3: RiverPlace
- C8: West End
- C15: Lloyd Edge
- C32: Park Blocks
  and as requested this evening:
- C6: Bridgeheads
- C23: Post Office Site

C3: RiverPlace
Chair Schultz recused herself from this topic.

Staff is proposing to reconfigure the height pattern in this area to align with parcel boundaries and rights of way. We also maintain a base height of 125 but allow for bonus height to be earned in two areas and no bonus height as we step down to the river.

Staff believes that adding the potential for bonus height will encourage denser, urban scale development at this redevelopment site with more active uses along the riverfront, consistent with the goals of the CC2035 Plan. Maintaining base heights and adding bonus height is a similar approach we've taken across the Central City.

Commissioner Smith had wanted to discuss this to maximize construction along the streetcar line. This is responsive to this request.

PSC is supportive of staff's proposal on C3.

C8: West End
Testimony we received requested a decreased base height across the subdistrict to 100 feet and to create a step down from taller buildings in the downtown core.

Staff's proposal is to maintain the proposed maximum heights in the district. Staff believes that height flexibility is important to encourage different design options and allow for a variety of building forms on our smaller block. It offers flexibility for such as provision of on-site open areas, and ability to use transferred FAR/height from historic resources. In addition, there has been a great deal of investment in infrastructure in this district. Maintaining heights can helps support and leverage maximum benefit from light rail and street car development. Considered the western edge of downtown which has the highest heights and FARs in Portland as well as some of the densest, residential development in the Central City. Lastly, at least 12 existing structures would be made non-conforming by reducing heights to 100 feet, and there are many more in the pipeline.

Commissioner Oxman asked if this was where we had testimony from seniors who were concerned about heights in terms of access to sky and greenery.

- Yes. But we will also be discussing the Park Blocks in this regard in just a moment.

I'll hold until that portion.

Commissioner Houck: I'm glad we're having a conversation about this since there was such a difference of opinion between West End people and staff's proposal. Density targets could be met without taller buildings, but there would be trade-offs in terms of open space and design.

- The discussions have been ongoing with the neighbors. Allowing flexibility for height would keep historic. More height would also allow more open spaces and plazas when we build up.

PSC is supportive of staff's proposal on C8.

C15: Lloyd District Edge
The existing and proposed heights for this area are 150 for the base height with the ability to earn bonus height up to 225 feet.

Testimony from Sullivan's Gulch NA included a request to decrease height to 75 feet and create a step-down to adjacent neighborhoods, similar to what we've proposed near Irvington. This is also adjacent to a historic district, which is not what we have in Lloyd, particularly with adjacent taller buildings.

Staff proposed to maintain the proposal of 150-foot base with the ability to earn a bonus up to 225 feet. A bit outside the area, the Kaiser building is about 200 feet, where they are in an area for more potential bonus.

Commissioner Smith has been approached by Sullivan's Gulch neighbors and noted they have had some inter-association questions about their positions being shared. The adopted neighborhood plan has objectives including a transition from Lloyd and other considerations. How does this height regime reflect these objectives?

- Part of our reasoning is based on what's going on adjacent to the Central City. Our new multi-dwelling zoning project is looking at these areas, but we don't know what we'll find yet. The potential to go to 100 feet, with a base of 150 feet in the Central City, there is a step-down as you leave the Central City and head into the neighborhood. Also, the Irvington edge is within the historic district, but that's not the case here.

PSC is supportive of staff's proposal on C15.

C32: Park Blocks
Testimony was to lower heights to 100 feet along Park Blocks and require shadow study on east side of Park Blocks.

Staff's recommendations:

1. Apply shadow analysis requirement to east side of the Park Blocks.
    - This could allow flexibility in development and lowering heights. We'd apply the study on March 21 at 10 a.m. You couldn't shade more than 50 percent of the park block.
2. Require a ground floor setback on new development on both sides of Park Blocks.
    - 12-foot minimum setback with 50 percent landscaped.
    - This will be based on the Green Loop project.
3. Update Central City Design Fundamental Design Guidelines to move larger building forms away from Park Blocks.

Marc walked through some of the shadow modeling as well as the redevelopment potential along the Park Blocks. They only take into account cast by buildings, not by the trees along the Park Blocks.

Mark showed a sampling of setbacks currently along the Park Blocks.

Commissioner Houck likes the direction. One of the most pleasant aspects of the Park Blocks is that the tree canopy is not uniform.

Commissioner Oxman thanked staff for the shadow study. In testimony we heard a stream of people saying that the nature they've had access to is in the Park Blocks and going elsewhere is not really practical for their "nature fix". As an age-friendly city, this is important. It looks like the step-back is an effective strategy to maintain light. How much authority will there be in the design scheme to force this issue?

- Buildings will have to address the shadowing since it will be in the Zoning Code. The Design Commission will also use the Fundamental Design Guidelines to preserve light and air.

The shadow study is for the bonus height.

Commissioner Houck: The Park Blocks, during spring migration, are home to many migratory birds. This serves a great function in the heart of the city.

Chair Schultz: I don't see in the proposal that the shadow study is required for bonus height only.

- On the west and south side, the shadow study is applicable today. By applying this along all of the Park Blocks, we'll remove it from the bonus height section. It will be disconnected from the bonus height section.

I find it awkward to create buildings that have a clean wall then have buildings that are set back. All those images were extremely quiet conditions, so often set-backs promote less activity along the edge. Or do we want to activate and encourage activity here? And with the Green Loop, what about encouraging people to stop and sit in cafes, etc?

- Right now we're at a 50 percent proposal, and we're hedging our bets here. When the Green Loop project is more defined, we will look at a more block-by-block level to tailor this proposal. We want to cover our bases now then adjust later as needed.
- Joe noted that some form of set-back is not that unusual; it exists now. There are lots of historic structures that line the Park Blocks, so it will be episodic because of those buildings as well.

Commissioner Bachrach: You commented on the food pod block. It's across the street from the Park Blocks, and that stretch of the Park Block is fully built out. If it were to redevelop, would it be subject to this?

- It is already subject because it's kitty-corner to O'Bryant Square.

Commissioner Rudd: At base height level now, do we know the shadow would be more than 50 percent on March 21?

- We didn't do this analysis, but we can look into what the percentage of shaded area would be at just the base level.

PSC is supportive of staff's proposal on C32.

C6: Bridgeheads
Proposal: The bridgeheads and adjacent buildings act as gateways into and out of the downtown and plans since the 1970s have called for major attractions and new development at these important riverfront locations.

Commissioner Baugh noted the heights at the bridgeheads. What's the rationale for having this up to 300 feet versus the lower heights along the river? You're adjacent to two historic districts, so I'm concerned about lots of height right on the river then substantially lower height. I don't want to isolate a historic district. You're putting shadows on the park that has no shadows today.

- Bridgeheads are difficult sites to redevelop. We had lots of discussion about the Morrison Bridgehead. And we are trying to activate the waterfront and eyes on the park, so we wanted to further this objective, particularly near downtown.
- This demarcation of a historic site is generally preferred by historic district advocates.
- The height allowance is for the potential, not a requirement.

Commissioner Tallmadge: Concerts and festivals on the waterfront could benefit from shadows.

Commissioner Oxman: How likely is it that the configuration of the bridgehead remains?

- Mauricio: PBOT looked at this, and the removal of one or both ramps was study. It was challenging to take out the north ramp, so that likely will remain. The south ramp had one opportunity, but traffic analysis showed this would impact traffic congestion leaving downtown at rush hour.

- Joe: The ramp to the north can't go away (though it could be reconfigured). The south ramp has less function, but we're not sure. As long as the two ramps are there, there could be more than 75 feet height (helping to bring more activity to the park), but it would be hard to get the additional height with the ramps still in place.

PSC is supportive of staff's proposal on C6.

C23: Post Office Site
Commissioner Baugh notes this is a "blank slate" of a site right now.

There is a Framework Plan for the site that lays out rights-of-way. The project will go through a Master Plan process and meetings with PBOT. Part of a Master Plan requirements include meeting street scape and open space requirements.

When we did the Framework Plan, it was done to put a high level of essential public interest and urban design of the site: what do we do with the Park Blocks and expectations for connectivity through the site. When the master plan process goes through, if there are compelling reasons to change the street plan, it would happen at that time.

PSC is supportive of staff's proposal on C23.

Commissioner Bachrach had previously asked staff about testimony re: Jefferson Holdings. Rachael noted that this was part of the conversation about the Vista Bridge views. In the proposal we had recommended increased heights on the north side to 75 feet and a new Collins View viewpoint. This works with the testimony from Jefferson Holdings.

SE 11th/12th Ave Height and Zoning
Group D Decision Table

Troy introduced the topic. It's the corridor in the Central Eastside of what we've been looking at as industrial sanctuary.

Commissioner Tallmadge asked for discussion about topic D3, Rezoning from IG1 to EX on 11th Ave between SE Madison St and SE Main St.

- This becomes a further erosion of IG zoning. If we were to say yes to this request, you start to erode industrial capacity at this point. Industrial office here is preferred by those in the area.

PSC is supportive of staff's proposal on D3, D4 and D5.

Parking and Loading
Group F Decision Table and Memo F

Mauricio shared the process and Stakeholder Advisory Committee's work around parking regulations in the Central City. He shared staff's proposal about code changes regarding parking in the Central City.

The SAC recommendations and plan include:

- No requirement to build parking if you don't need it.
- If you need some, see if you can find existing parking nearby first (sharing parking resources).
- If you still need to build, build the minimum amount you can to support your development.
- If you need more parking later, you can use your remaining parking entitlement to add parking to your building, on or off site.

Staff compared the proposed regulations to other cities as summarized on Slide 16. There are a wide variety of parking policies in North American cities. Our context is on the progressive side of having no minimums and tight maximums.

Commissioner Smith: Thank you for this. The frame I come at this from is that we're in a long-term project to shift transportation modes. The Central City is on the leading edge of this effort. We're using a combination of carrots (building infrastructure to support transit, bikes, etc) and sticks including enforcing parking maximums. If we lower the maximums more, that could induce the modal shift even more. What's the countervailing force from reducing the rations even more?

We don't have minimums so we support affordable development. We have maximums, but commercial maximums are for both the workers and customers/clients. In residential zones, maximums are for those who live there and for their visitors. Maximums do not mean "district average".

Chair Schultz noted that existing buildings are getting denser internally with adding more people in them (less space per employee in the building) without creating more parking.

Commissioner Smith: If we were to further reduce maximums, we might not meet housing and jobs goals or we would require lots more investments in other transportation modes.

- Yes, this is the trade-off.

Commissioner St Martin: If parking looks like an entitlement, can it be transferred?

- Yes. There is a limit between districts, but this is an option within a district, so there is lots of transferability that could happen.

Commissioner Baugh: Workers coming to the Central City are generally not using cars to get here. And if we're spending lots of funding on the new transit line, the idea that we have to put in parking for workers coming to downtown doesn't make sense. The workforce today is working differently, remotely, compared to in the 1990s. It seems like a conflicting viewpoint.

- We have to support transit, particularly things in the TSP. But knowing we have lots of new people coming to Portland, and with the Central City being a regional attraction, we need to provide accessibility to everyone who wants to come here. With this, we are letting the market decide about parking development needs. We encourage not building parking, but we know if we don't have some, we won't grow as fast or as much at this time.

Will you review the code requirements 10 years from now?

- Yes, certainly. We can adjust things in the future, though this is not proposed in this packet.
- This can be recommended by the PSC as a staff work item.

Commissioner Smith: You're essentially saying that parking in the Central City is a market good. We want to make sure there aren't subsidies that distort the market. We don't want to let people provide parking in a bundled way so an individual chooses to pay for parking as a separate item. This is an important policy.

Commissioner Smith: I proposed we formally add an action item to review and assess parking ratios every 5 years. *Commissioner Houck* seconded.

Commissioner Bachrach: I think 10 years is a better and more realistic timeframe.

Commissioner Oxman is supportive of the reevaluation. I think 10 years would be good.

Mauricio: Our consultant told us there was a directive originally to review every 7 years.

With a friendly amendment, 7 years is the proposed reevaluation timeframe for parking ratios.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, St Martin, Tallmadge)

F1: Parking Ratios
Parking ratios vary from 0.5 to 2.0 depending on land use and location. Staff recommends retaining this proposal.

PSC is supportive of staff's proposal on F1.

Willamette River
Commissioner Rudd is recused herself from this discussion.

Group G Decision Table and Memo G + Item G11
and
Group H Decision Table and Memo H

Mindy provided an overview of the proposal.

In the Proposed Draft we are updating the zoning code for the Central Reach:
- We propose replacing the 1988 Greenway Overlay Zone chapter with a new River Overlay Zones chapter
- And replacing the Greenway Review with River Review
- Both of these address uses, development and impacts on the land and in the river

These new river overlays and river review won't apply to South Waterfront. South Waterfront has its own unique regulations. The regulations also won't apply to sites in the Central City that are zoned for industrial uses. These sites will be addressed when planning for the North Reach.

The proposal includes two River Overlay Zones:
- River General Overlay Zone
- A new River Environmental Overlay Zone

H1: Swimming in the River
Debbie introduced the topic. The Willamette River is healthy for people to swim in it. A major reason is the Big Pipe project, which greatly reduced sewer overflows into the river. The desire for and use of public swimming beaches in Portland is gaining popularity. Overall, the CC2035 Plan emphasizes bringing people to, along and in the river for a variety of activities including swimming.

The Central City Swimming Beach Sites Study recently was done, along with the Eastbank Crescent Riverfront Plan. Both plans are going to Council in early spring 2017.

Commissioner Houck: With the vegetation exemption, how would the Eastbank Crescent plan change?
- It would be a much smaller geography.

That's very helpful.
There's reference to PCBs being abundant here. Is that an issue?
- In the next year, PGE will be doing a capping of the area, covering the soil surface. Last year was another capping closer to the Marquam Bridge.
- We just don't know what happens when you cut into a bank.

CC2035 Plan contains:
- Thorough policy framework for increasing river's edge access.
- District-specific actions for publicly accessible river access.

CC2035 Plan lacks:
- An action to establish safe places to swim.
- Public information on safe swimming. PP&R is updating their website to provide this information.

The Human Access project and a few supporters submitted testimony about PP&R providing public information about safe swimming and no net loss of access at the river's edge.

Staff proposes a new Central City-wide action: Expand opportunities for safe swimming in the Willamette River in the Central City in places where conflicts with natural resource protection and enhancement can be avoided or minimized.

Commissioner Houck suggested a friendly amendment to be consistent with the hierarchy.

PSC is supportive of staff's proposal on H1.

G1: Landscaping Standard
Mindy provided background about the topic. We talked about the setback. The existing setback is 25 feet from top of bank and when development occurs on a site then the setback needs to be landscaped. The Proposed Draft expands the setback to 50 feet from top of bank and updates the landscaping standard and includes landscaping standards under 3 subareas. Most testimony was supportive of these standards.

Request 1: Do not require landscaping on public beaches.

PSC is supportive of staff's proposal on G1, Request 1.

Request 2: The request is to allow flexibility for subarea 1 when it is steep and armored with rip rap. The proposed draft said you could retrofit the wells with planters, but that could undermine the stability of the bank.

The updated proposal from staff is to amend the Proposed draft so that:
- If the river bank is very steep and armored with rip rap, OR
- If the rip rap is so thick that plants can't survive
- Then the required landscaping can be planted anywhere on the site or the applicant pay a fee-in-lieu. The money would go to BES into an existing program and be used within the Central Reach on a revegetation project.

Commissioner Houck: One option is to plant anywhere on the site, but we talked about a site where it could be denser.
- Yes, this would apply there.

I'll support this, but if you can't plant in subarea 1, it might be more beneficial to say the fee-in-lieu is required instead of planting upland.

Commissioner Oxman: How much of the river is armored with rip rap like this?
- A large portion, but some is in public versus private ownership. The trigger is development in the river overlay zone.

If there is a large extent of rip rap, what's the benefit to planting upriver from it?
- Creating favorable habitat for birds and fish. We lose sight in the Central City that the riparian area extends 100-200 feet back, even though it's developed.

Chair Schultz: Banks like this that are heavily contaminated still have the requirements of subarea 1 to do plantings. So are we setting up a bank erosion issue?
- If doing a state-approved formal clean-up, these standards don't apply. Clean-up sites don't need to follow these regulations.

PSC is supportive of staff's proposal on G1, Request 2.

Any planting done in the setback for any reason can count towards the landscaping standard; we will clarify this in the Recommended Draft. And we will clarify that the timing of the landscaping needs to be concurrent.

PSC is supportive of staff's proposal.

Miscellaneous Code Amendments
Group I Decision Table and Memo I

Rachael noted the table with further information that addresses comments about code edits, particularly from BDS staff.

Commissioner Baugh asked about I6: Are trains handled separately?

- If you have a complaint about the neighbor in an industrial area, you can have a conversation. But if you can have a complaint about the railroad noises, you don't have much of an option to do anything about it. This is a completely separate process from working within the City.

Chair Schultz: Can you please explain C3: Dwelling units are prohibited on the ground floor. Where is this applicable?

- This is mostly downtown commercial retail core. You could still have lobbies, just not the actual individual residential units.

For projects that today have something like bike parking with windows on the ground floor, if we are no longer counting the windows, that puts them into non-conformance. We've celebrated bike parking on the ground floor (with windows).

- It's a ground floor active use. This is an adjustable provision, so they could modify it. We'd have to come back and think about this more after talking with BDS staff.

Chair Schultz pulled ground floor windows and ground floor active uses.

PSC is supportive of staff's proposal excluding further conversation about ground floor windows and ground floor active uses.

(Y10 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, St Martin, Tallmadge)

Next Steps
The PSC has three additional work sessions on the calendar: January 10 and 24, and February 28, 2017.

Anticipated topics:

- January 10: transportation classifications and projects, green building items (ecoroofs, bird safe), specific zoning and FAR requests, tree canopy targets, environmental code amendments.
- January 24: bonuses and transfers, cost analysis, actions, miscellaneous code amendments, new historic resource tools.
- February 28: final amendments, vote on the draft recommended draft of the CC2035 Plan.

Adjourn

Chair Schultz adjourned the meeting at 7:38 p.m.

Submitted by Julie Ocken

Decision Table H. Willamette River: Open Space and Development

The testimony received on the River, Open Space and Trails covered in this table relate to:

- *Swimming in the Willamette River*
- *Retail in the Open Space zone*
- *City's implementation of Nollan/Dolan Supreme Court decisions*
- *Public trail requirements*
- *River-dependent/river-related definitions and a regulation for marine passenger docks*
- *Nonconforming uses and development in the river setback*

Contents of Decision Packet H:

- Decision Table H

Items Marked for PSC Discussion:

- H1: Requests related to access to the Willamette River for swimming.
- H2: Requests related to allowing retail in the Open Space zone.

Ref #	Comment	Commenter(s)	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
H1	20428 20497 20483 20491 20956 21025 21026 21028 21031 21033	Robin Cody Willie Levenson, Human Access Project Che Lowenstein Allyson Medeles Ruth Williams John Ostrander John Ostrander Leah Middlebrook Tom Vandel Mike Lindberg	**Swimming in the River** The policy framework in the Proposed Draft describes the important role the river/riverfront plays for public access and recreation. See Goals 4A and 4C, and Policies 4.1, 4.2 and 4.5. Specific district policies are also supportive. There is no swimming-related Central City-wide action. However, WR4 calls for efficient use of docks for river access points. There are district-specific actions, in the Central Eastside - UD10 (explore opportunities for open space and recreation) and WR11 (implement Eastbank Crescent concept plan); in Downtown, UD18 (Waterfront Park Master Plan update), and 19 (Hawthorne Bowl river access).	1. Establish guidelines for safe swimming in the river 2. No net loss of river's edge access in the Central City 3. PPR should provide public information directing people to safe swimming locations	**Propose new Central City-wide action – <u>Expand opportunities for safe swimming in the Willamette River in the Central City in places where conflicts with natural resource protection and enhancement can be avoided or minimized.</u> Ongoing, Parks (lead), BES, Private**	1. The Proposed Draft policy framework sufficiently addresses this topic, two examples are: Willamette River Policy 4.2 Willamette River Recreation – Provide for safe, enjoyable and valuable active and passive recreational experiences for all users on, along and in the river… and, Policy 4.5 Connections to the River – Increase the community's enjoyment of and direct experience with the Willamette River. Improve physical and visual connections between the districts and the Willamette River. What is needed is a Central City-wide action that states that the City and others interested in river swimming will continue to work on expanding opportunities for safe river swimming access. 2. Staff does not find the need to address no net loss of river access in the CC2035 Proposed Draft. • The policy framework as described above seeks to increase public access and enjoyment of the river in the Central City. • District-specific actions also support river access including swimming. Staff recognizes the importance of preserving and expanding public access into the river and there are related actions. • A no net loss standard would not take into account the quality and distribution of public access areas versus the square footage of area, and address competition with other river's edge desired outcomes such as habitat restoration and enhancement. 3. Parks is working on an internet page to upload on its web site that would provide public information on river swimming safety.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
H2	20481 20497 20956 20688 21037 20701 20846 20911	Jeanne Galick Willie Levenson, Human Access Project Ruth Williams Ruth Williams Bob Salinger, Audubon Michael Jordan, BES Mike Abbate, PPR America Vicente	**Retail in the Open Space Zone** proposed draft language that revises 33.510.115.B.1 and states: Additional uses allowed. The following uses are allowed on sites in the OS zone that are also shown on Map 510-10: a. On sites that are 5 acres or less, the net building area of each Retail Sales and Service use may be up to 1,000 square feet, but the total amount of Retail Sales and Service uses on the site may not be more than 5% of the total site area. b. On sites that are more than 5 acres in size, the next building area of each Retail Sales and Service use may be up to 1,000 square feet, but the total amount of all Retail Sales and Service uses on the site may not be more than 10,000 square feet. Note: the above text is a clean version of the strikethrough and underline for readability. Map 510-1~~01~~ was revised to add Governor Tom McCall Waterfront Park, Holladay Park and the Open Space zoned area by OMSI in the Central Eastside.	1. Limit retail structures in Open Space zone to 2, and limit each structure to less than 1,000 square feet. Encourage retail on the west side of Naito Parkway. 2. Do not allow permanent retail structures in parks. Temporary, (e.g. food carts) okay. 3. Objects to commercial development in Tom McCall Waterfront Park and inner eastside parks – not appropriate locations. Promote/incent retail near these locations. Consult Parks Board. 4. Retail in open spaces inconsistent with FEMA BIOp-related revisions. 5. Revert back to Discussion Draft code: 2,500 square foot retail structure allowance in mapped open space locations, with options for more retail in future parks. 6. America Vicente's request is to revise zoning code to allow development of squares and parks that have a mix of uses.	**Retain the Proposed Draft version**	BPS staff is in consultation with PPR staff. • In general, the Zoning Code allows Retail Sales and Service uses in the Open Space zone when approved through a Conditional Use review and when associated with a Parks and Open Areas use. In the Central City Plan District, 33.510.115, one Retail Sales and Services use is allowed per site, up to 2,500 square feet but not larger than 5% of the site. This provision applies only to mapped open spaces – Providence Park, Director Park, O'Bryant Park and Terry Shrunk Plaza. Food carts and other retail uses in a trailer would not be allowed outright in the OS zone unless the Zoning Code specifically allows for Retail Sales and Service uses under the provisions mentioned above and the Proposed Draft recommendation. • Through CC2035 outreach, we learned that many people support a limited amount of retail in parks and open spaces that support park-related active and passive recreation.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
H3	20183 20944	Sandra McDonough, Portland Business Alliance Richard Allan for American Waterways, Inc. (AWI)	The Proposed Draft addresses **Nollan/Dolan** US Supreme Court decisions with revised language in 33.272.020 that says the need for additional trail facilities and application of regulations is determined to be roughly proportional to the impacts of the proposed development. Additionally, a draft Administrative Rule, with a methodology for the City to use in determining rough proportionality is included in Volume 5, along with an action to implement the Administrative Rule after the CC2035 Plan is adopted.	1. Plan does not fully address Nollan and Dolan US Supreme Court decisions on takings; silent on nexus test. 2. City's proposal has flaws relating to constitutional standards for exactions. Local government burden to demonstrate threshold for exaction, proposes addition of code language in 33.272.A "when a development will increase the use of the trail system or will contribute to the need for additional trail facilities and it is determined that the City has demonstrated the exaction required by the regulations is to be logically related and roughly proportional to the impacts of the proposed development." 3. Rough proportionality test assumes that the nexus test has been met with a one-size fits all formula. Rough proportionality formula only accounts for dedication of land.	**Retain the Proposed Draft version but update the commentary to clearly reference the US Supreme Court decisions related to Nollan/Dolan.**	According to the City Attorney, case law is clear that it is the City's burden to demonstrate the need for a public trail exaction with a proposed development. In Proposed Draft, staff added clarifying language to 33.272, where the major public trails regulations apply, that acknowledges the City's consistency with the Nollan and Dolan US Supreme Court decisions. Therefore, the proposed code language per testimony is unnecessary. However, staff does find that the commentary could be updated to reference the City's addressing these US Supreme Court decisions. City staff is recommending a consistent approach/formula be applied to determine rough proportionality for proposed development projects that may involve major public trail exactions. The testimony is incorrect. The draft Rough Proportionality test does establish thresholds of proposed development impacts that trigger dedication of an easement only and dedication and construction of a trail segment as part of approving a new development (see Volume 5, page 200). Also, there is an opportunity for an applicant to dispute the number of trips used for the total number of average daily bicycle and pedestrian trips to determine proposed project impacts.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
H4	20944	Richard Allan for AWI	**Federal Marine Transportation Security Act (MTSA)** is not addressed in the Proposed Draft since there are no specific regulations or exceptions to regulations that relate to sites that are subject to this federal act.	Requiring a trail across the property of an MTSA regulated facility creates serious compliance issues with the MTSA. Remove trail designation from American Waterways site. Facility security plans cannot be readily shared with the public for security reasons. Requirements under the MTSA are not static and American Waterways Inc. must comply.	**Retain the Proposed Draft version with an update to the commentary that mentions MTSA.**	• MTSA was established after the 9/11 attacks as part of homeland security. It requires security measures to control public access to facilities and vessels that might be vulnerable to an incident that would result in a significant loss of life, damages or disruptions. It requires certain facilities to have an approved security plan. • During the SE Quadrant planning process, the Stakeholder Advisory Committee discussed MTSA and staff promised to follow-up with the City Attorney. The City Attorneys Office verified that nothing in federal law exempts MTSA regulated facilities from local regulations including a regulation that requires a public trail across an MTSA designated facility. • The MTSA does not prescribe exact remedies. A property owner develops and submits a facility security plan that contains site-specific measures that address ongoing security and heightened Maritime Security (MARSEC) levels. The US Coast Guard (USCG) reviews and approves a facility security plan on a case-by-case basis. • The City's design review process allows flexibility in how projects are designed. The 2.4 acre American Waterways Inc. site is proposed for EXd zoning and a development proposal for this property would need to go through design review. A public access trail could potentially be incorporated into the site's design and still meet MTSA requirements. For example, the trail segment could go behind the MTSA regulated facility. • Staff acknowledges that there is a confidentiality issue associated with MTSA. A regulated facility's security plan cannot be shared with the general public. However, the City Attorney has found that a security plan could be shared confidentially with a designated representative like a City Attorney. • Staff recommends retaining the trail stars on the zoning map for this property. It preserves the option for public access through the site to connect to existing trail segments to the north and south. It also maintains the requirement if and when alternative uses and development of this site are proposed in the future.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
H5	20701 20183 20506 20688 20944 20961 21037	Michael Jordan, BES Sandra McDonough, Portland Business Alliance Peter Finley Fry, Central Eastside Industrial Council Bob Salinger, Audubon Richard Allan for AWI Dan Yates, AWI Bob Salinger, Audubon	**Zoning code 33.910.030 revises the definition of river-related** to add resource enhancement projects and passenger waiting/queuing areas, security checkpoints, cold food storage and machine shops associated with marine passenger terminals. See Volume 2A, Part 2, page 310. This is directly related to the proposed new standard for marine passenger dock uses in the river setback – see Ref # H6 below.	1. Current definition of river-dependent uses should include natural resources restoration projects. 2. Need to more clearly define river-dependent and river-related uses to allow uses that are ancillary to river-dependent and river-related uses on a property. 3. Need to think of terminal from the customer's perspective. They expect shelter, restrooms, a place to sit, get a drink, get information, bike and luggage storage, ticketing, etc. 4. Do not expand the definition of river-related uses to include Marine Passenger Docks and Terminals. Violates Statewide Planning Goal 15 and could open opportunities for additional development in greenway throughout the Central Reach.	**Retain the majority of the Proposed Draft version with one edit that deletes cold food storage as river-related.**	1. Natural resource restoration is defined as river-related because it is not dependent on being located in the setback. As a river-related use it is allowed in the setback. 2. Uses that are ancillary to river-dependent and river-related uses need to be located outside of the setback per Statewide Planning Goal 15. These uses, like offices, restrooms and restaurants are not dependent on proximity to the river or river-dependent development such as docks. 3. Statewide Planning Goal 15's water-related definition states that "…uses that provide goods or services that are not directly associated with water-dependent land or waterway use, and which, if not located adjacent to water, would result in a public loss of quality in the goods or services offered." Proposed Draft changes clarify specific uses that meet this definition will support river-dependent transportation in Portland and activate the riverfront. 4. After further review, while cold food storage is important for a passenger ship, it is not a river-related use that needs to be located within the river setback. It is not dependent on proximity to the river and could serve a marine passenger dock if located outside the 50' river setback.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
H6	20944 20961 20688 21037	Richard Allan for AWI Dan Yates, AWI Bob Sallinger, Audubon Bob Sallinger, Audubon	**Zoning code 33.475.215 includes a new standard that would allow up to 5,000 square feet of development for river-related marine passenger terminal uses** within the river setback. See Volume 2A, Part 2, page 24. The standard is directly related to proposed revisions to the river-related definition – see Ref # H5 above.	1. Remove the limitation on the square footage of allowed marine passenger facilities within the setback. Limiting river-related development such as marine passenger facilities to 5,000 square feet in the river setback violates Statewide Planning Goal 15, which states "the setback line shall not apply to water-related and water-dependent uses." 2. Clarify that the 5,000 square feet standard applies to the footprint of development within the setback, not overall square footage. A multi-story structure within the same footprint could house more of the allowed river-related uses. 3. Limitation does not allow for a full-service terminal, and the testifier has plans for 50,000 square foot terminal. Do not undersize the allowance.	1. **Retain the majority of the Proposed Draft Version with three amendments:** **A. Retitle the code section to be: 33.475.215 Marine Passenger Docks, deleting "and Marine Passenger Terminals".** **B. Add back proposed deleted language in 33.475.215.B. from July 19,2016 memo with amendments to PSC: "for subregional travel" and "for regional travel".** **C. Clarify that the 5,000 square foot limit applies to the development footprint not total square footage of development within the setback.**	1. The City Attorney's Office reviewed Statewide Planning Goal 15 and concluded that nothing in the planning goal precludes the City from imposing development standards and limitations on uses and development within the Willamette River Greenway boundary, including within the river setback. This notion was tested with the River Plan/North Reach and the Supreme Court of Oregon upheld the City's ability to regulate development in the Willamette River North Reach in Gunderson v. City of Portland, 352 Or. 658 (2012) 2. Staff's minor amendment recommends changing the title of the code section and adding back clarifying language "for regional travel" and "for subregional travel" to be consistent with use category definitions. Regional travel" (ocean-going) may be associated with a marine terminal and is classified under the Aviation and Surface Passenger category. However, "sub-regional travel" (river) might not need a terminal and could be operated out of a retail shop and be classified as a Retail Sales and Service or Commercial Outdoor Recreation use. 3. The intent of the marine passenger dock development limitation is to avoid having this development type totally dominate the river setback area where it's desirable to implement other greenway goals such as landscaping and public access. The testimony is correct that the building footprint is the most important limitation factor. The proposed amendment allows additional vertical square footage for the river-related defined uses associated with a marine passenger dock. The terminal structure could build up with extra stories, but not out of the 5,000 square foot building footprint.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed Draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
H7	20464 20481 21036 20486 20501 20688 21037	Dana Coffee Jeanne Galick Jeanne Galick Dee Walsh Meredith Savery Bob Salinger, Audubon Bob Salinger, Audubon	The Proposed Draft does not change the approach to **nonconforming development within the Greenway Setback**. Nonconforming development (buildings existing today that would be brought into the setback by expanding the setback from 25 to 50 feet) would be allowed to stay and be maintained, repaired or replaced. In the July 19, 2016 BPS staff memo to the PSC, staff proposed an amendment to 33.475, River Overlay Zones, that added a nearly identical Nonconforming Uses and Development regulation to that in 33.440.270. It states: Nonconforming uses and development in the River General (g*) overlay zone are subject to the regulations and review of Chapter 33.258, Nonconforming Situations. The additional regulations stated below apply to development within or riverward of the river setback that is not river-dependent or river-related. A. The development may continue. B. The development may be changed to an allowed river-dependent or river-related development by right. C. The development may be changed to another nonconforming development if within the existing building. If it is outdoors, it may not be changed to another nonconforming development. D. The development may be expanded, but not within or riverward of the river setback unless expansion is limited to adding square footage to an existing building within the boundary of the existing footprint.	1. Prohibit replacement of nonconforming development within the setback when the property owner voluntarily removes a substantial portion of the structure. Old building footprints should not be the rationale for letting new building setbacks be less than the minimum setback requirements. There needs to be a mechanism to move existing development out of the 50-foot river setback over time. Existing development should be removed and existing footprints should not be allowed to redevelop (within the setback). 2. Prioritize landscaping with native plants as the first option when exceeding the nonconforming threshold.	**1. Retain the Proposed Draft amendment submitted to the PSC on July 19, 2016 with one amendment:** D. The development may be expanded, but not within or riverward of the river setback. Expansion includes adding additional floor area. ~~unless expansion is limited to adding square footage to an existing building within the boundary of the existing footprint.~~ **2. Retain Proposed Draft version, which allows the applicant to choose strategies from a list of desired nonconforming upgrades, to bring the structure closer to conformance.**	1. Expanding the setback from 25 to 50 feet from top-of-bank brings many new structures into nonconformance. The proposed amendment would prohibit expanding nonconforming development in the River Setback. Per this amendment, a building could be replaced on its existing footprint but could not expand within or riverward of the setback including adding additional floor area vertically. For example, additional floor area such as a second or third story to a building could only be added outside the River Setback. 2. When more than $153,400 is invested in a nonconforming building, the site must be brought more into compliance with the existing regulations (see 33.258.070 in Volume 2A, Part 2, page 318). There is a list of options to choose from to come more into conformance including landscaping, pedestrian circulation, screening, etc. Staff doesn't recommend prioritizing landscaping before any other option because in some cases site-specific conditions might warrant use of another option such as pedestrian circulation or screening.	☐	☐ Support staff rec. ☐ Other

Decision Table G. Willamette River - Environment

Many pieces of testimony focused on:

- *The width of the river setback including requests to retain the existing 25 ft setback be retained, support for the proposed expansion of the setback to 50 ft and requests for an even wider setback.*
- *Landscaping standards and tree replacement requirements.*
- *Development standards within the river environmental overlay zone including the location and size of the trail, size of public viewing areas and mitigation requirements.*

Contents of Decision Packet G:

- Decision Table G
- Memo G

Items Marked for PSC Discussion:

- G1: Four requests related to landscaping in the setback.

Ref #	Comment	Commenter(s)	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
G1 and **Memo G Page 2**	20428 20481 20558 20580 20688 20846 20901 20924 20940 20973 20361 20464 20375 20901 21041 20689 21036	Robin Cody Jeanne Galick Bruce Stephenson Jeffrey Lang Bob Sallinger, on behalf of the Audubon Society of Portland Mike Abbate, PPR Scott Fogarty, on behalf of Friends of Trees Mary Volgel Jeffrey Lang Jeanne Galick Elaine Birkett Dana Coffee Emily Hitchcock Jeffrey Lang Jeffrey Lang Dana Coffee Jeanne Galick Commissioner Houck	**Zoning code 33.475.220 establishes a new landscaping standard** for the river setback area. The setback must be landscaped based on Table 475-1. See Volume 2A, Part 2 pages 24-30.	Most comments were generally in support of landscaping in the setback. Three specific requests were made: 1. Do not require landscaping on public beaches. 2. Allow more flexibility in the landscaping requirements for Subarea 1. Plants installed in river banks previously armored with rip rap are unlikely to survive. Requiring retroactively adding planting wells, as currently proposed, to an armored bank could be costly and could undermine the integrity of the armoring. 3. Be clear that vegetation planted within resource enhancement areas, mitigation areas or clean-up sites can be counted towards meeting the landscaping standards. 4. Require a specific timeframe within which landscaping must be installed.	1. **Proposed amendment to exempt the Eastbank Crescent beach area from the landscaping requirement.** 2. **Proposed amendment to allow landscaping requirements for Subarea 1 to be planted anywhere on site if Subarea 1 is 30% slope or greater and is armored with rip rap. A new fee-in-lieu option is also added.** 3. **Proposed amendment to clarify that vegetation planted within resources enhancement area, mitigation areas or clean-up sites can be counted towards meeting the landscaping standard.** 4. **Retain the Proposed Draft version which includes no changes to the existing timeframes for installing landscaping.**	1. There are two potential public swimming beach areas identified within the Central City – Hawthorne Bowl at Tom McCall Waterfront Park and Eastbank Crescent near Holman Dock. The code already exempts Waterfront Park from the landscaping standard. The exemption is expanded to include the public beach area, as mapped, at Eastbank Crescent. 2. Vegetation planted into existing steep and armored banks has a low survival rate. The amendment would allow that vegetation to be planted anywhere else on the site; would have to be the equivalent in size to the subarea 1; and would have to be planted to the same densities required by Table 475-1 for Subarea 1. Alternately, the applicant may choose to pay a fee-in-lieu to BES, which would plant off-site but within the same river reach. 3. The intent is to make sure the river setback is landscaped. If the area is landscaped to meet the enhancement standards, then it will also meet the landscaping standards. This is similar for mitigation plantings and planting of clean-up sites. With mitigation areas, the ratio of 1.5:1 may result additional required plantings outside of the setback. 4. Landscaping must be installed when the temporary disturbance is completed (in the case of an exemption or standard) or as specified in the conditions of land use approval or the building permit.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
G2	20333 20375 20481 20524 20558 20563 20580 20688 20701 20886 20940 20944 20973 20327 21033 20183 20375 20482 20497 20501 20506 20710 20857 20901 20949 21044 21036 21041 21037 20961	Dana Krawczuk, on behalf of Haithem Toulan Emily Hitchcock Jeanne Galick William Savery Bruce Stephenson Mark Wilson Jeffery Land Bob Sallinger, on behalf of the Audubon Society of Portland Michael Jordan, BES Faye Brown, PDC Jeffery Lang Richard Allan, on behalf of American Waterways Jeanne Galick Tammi Harper Mike Lindberg McDonough Emily Hitchcock Dee Walsh Willie Levenson Saver/Meredith Peter Fry, on behalf of CEIC Merril Redish, on behalf of Urban Forestry Commission Steve Abel, on behalf of Albers Mill Scott Fogarty Jeanne Galick Lisa Abuaf, PDC Jeanne Galick Jeffery Lang Bob Sallinger, on behalf of the Audubon Society of Portland Dan Yates, on behalf of American Waterways Commissioner Houck	**Zoning Code 33.475.210 expands the river setback from the existing 25 feet from top-of-bank to 50 feet from top-of-bank.** River-dependent and river-related development (e.g., docks) is allowed within the setback. All other development (e.g., offices, parking) must be outside of the setback area or must get a Greenway Goal exception. *Note – This change does not apply to South Waterfront. The South Waterfront setback requirements are not proposed to change.	1. Widen the setback to 75 ft. Require that the first 40 ft. be dedicated to natural resource restoration and protection and the remaining 35 ft. be where the trail, viewpoints and other development is allowed. 2. Keep the setback at 25 ft. Sites are already constrained with other requirements and requiring more setback from the river will make some sites difficult to develop. 3. Don't set a precedent for the North or South Reach.	**Retain the Proposed Draft version**	As documented in Portland's Natural Resources Inventory, recently adopted with the Comprehensive Plan, a 50-foot setback is the absolute minimum width for a functioning riparian area, if the floodplain is less than 50 feet from top-of-bank. Ideally, the setback should be 100 feet or the floodplain, whichever is larger, to be protective of ESA-listed fish species. Most of the Central City is already developed based on the existing 25-foot setback. There are only five riverfront sites identified in the Comp Plan as BLI sites and expected to develop by 2035. Increasing the setback to 50 feet will result in development becoming non-conforming. Increasing the setback to 75 feet or wider would significantly increase the amount of non-conforming development. Although the develop is non-conforming, it could be maintained, repaired and replaced in its current footprint within the setback. The setback width should be considered in the context of each river reach. The Central City decision on the setback width does not a precedent for the North or South Reach. The commentary (Volume 2A, Park 2, page 19) includes language to that effect.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
G3	20949	Jeanne Galick Commissioner Houck	**Zoning code 33.475.210.E allows no more than 5 feet of encroachment** into the setback provided an additional area is provided to offset the encroachment.	Do not allow any encroachment into the setback because a 50-foot setback is already the absolute minimum needed for riparian function.	**Retain the Proposed Draft version**	This is needed to allow flexibility for development on narrow, small or irregularly shaped sites. The encroachment standard will maintain the same total area of setback on any given site by requiring an offset to the encroachment area.	☐	☐ Support staff rec. ☐ Other
G4 and **Memo G Page 8**	20481 20482 20524 20688 20701 21036	Jeanne Galick Jeanne Galick William Savery Bob Sallinger, on behalf of the Audubon Society of Portland Michael Jordan, BES Jeanne Galick Commissioner Houck	**Zoning code 33.475.440.B.2 proposes an exemption for removal and pruning of vegetation** in the river environmental overlay zone under specific circumstances (e.g., nuisance, dead, dying or dangerous plants). Temporary disturbance areas must be landscaped per 33.475.220. See Volume 2A, Part 2, page 12. **Zoning code 33.475.440.J proposes a standard for tree removal** that is not exempted by 33.475.040.B.2. Trees over 6 inches in diameter must be replaced. See Volume 2A, Part 2, page 46.	1. Move the exemption for vegetation removal and pruning to a standard because a plan check is needed to ensure the conditions for removal/pruning are met. 2. Reduce the size of tree allowed to be removed from 6 inches in diameter to 1.5 inches in diameter.	**1. Proposed amendment to combine the vegetation removal and pruning exemption and the tree removal standard. See Attachment G4.** **2. Proposed amendment to require replacement of trees >1.5" in diameter that are removed. Any trees planted as part of meeting the landscaping standard may be counted towards meeting the tree replacement requirements.**	It is a goal of the CC2035 Plan and the Comprehensive Plan to increase tree canopy throughout Portland and especially along riparian areas to support recovery of ESA-listed species, as well as supporting other goals including managing stormwater, reducing heat island and providing wildlife habitat. 1. The vegetation pruning and removal exemption was complicated and had a requirement that should be checked by BDS. It is appropriate to require a plan check to ensure that the standards are being met. Plan checks are nondiscretionary. 2. In the rest of the city within environmental overlay zones, trees less than 6 inches in diameter may be removed through an exemption. This change in the Central City will require that any tree 1.5 inches in diameter or larger located in the river e-zone that is removed will need to be replaced.	☐	☐ Support staff rec. ☐ Other
G5 and **Memo G Page 11**	20324	Staci Monroe, BDS Commissioner Houck	**Zoning code 33.430.080.C.** exemptions from the environmental overlay zones throughout the city was updated to clarify that that the **exemption applies to pruning of vegetation and to clarify how the exemption applies to view corridors with special height restrictions**. **33.430.195 is a proposed a new standard to allow tree removal within scenic overlay zones.** See Volume 2A, Part 2, pages 87-93.	1. Require that temporary disturbance be replanted. 2. Clarify the difference between view corridors with special height restrictions and view corridors within the scenic overlay zone. 3. Require that all trees that are removed be replaced.	**1. Proposed amendment to require the temporary disturbance be replanted.** **2. Proposed amendment to clarify code regarding view corridors.** **3. Retain Proposed Draft version.**	1. This citywide code requires permanent erosion control, such as replanting areas of bare soil. The amendment would require that areas of bare soil be replanted. 2. The Proposed Draft incorrectly references the view corridor maps. Map 480-2 shows view corridors with special height restrictions. Removal of trees that exceed the special height restrictions is exempt from the environmental zoning code. 3. Zoning code 33.430.080 applies city wide. Staff recommend considering updates to the tree replacement standards as part of a city wide project.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
G6	20846	Mike Abbate, PPR	**Zoning code 33.475.440, Development Standards**, does not require mitigation for development of public viewing areas or major public trails but does require mitigation for other development in a park.	1. In 33.475 clarify and make consistent when mitigation is required and when it is not. 2. Do not require mitigation for development within a park.	**Retain the Proposed Draft version**	1. Designated viewpoints (shown on map 480-1) and the Greenway Trail are public goods required within the Greenway Boundary and the preferred location is along the Willamette River within the river setback and thus within the river environmental overlay zone. Because the City requires that the viewing areas be developed and the trail be dedicated or constructed, mitigation for the resulting impacts is not required. Tree replacement is required. 2. Other impacts within the Greenway Boundary may be able to avoid the river environmental overlay zone and thus avoid any mitigation requirements. If impacts within the river environmental overlay zone cannot be avoided, then mitigation is required. For example, if a property owner wants to develop a restroom facility, that structure could be located outside of the river e-zone and mitigation would not be required.	☐	☐ Support staff rec. ☐ Other
G7 and **Memo G Page 12**	20846	Mike Abbate, PPR	**Zoning code 33.475.440.E is a standard for public viewing areas within the river e-zone**. The standard allows for 500 square feet of disturbance. If the viewing area cannot meet the standard, then river review is required.	Increase the size allowed by standard to allow larger viewing areas.	**Retain the Proposed Draft version**	The crux of the issue is the threshold between what is allowed through a standard and what should be reviewed through River Review. A standard only requires a plan check at the BDS counter. There is no public notice and no opportunity for bureaus, agencies or the public to weight in. The proposed standard allows for a paved 20x25 foot viewing area with amenities like a bench or signs. This is a sufficient size for most viewing areas along the Greenway Trail. (For reference, see Memo page G-12 with examples of two viewpoints in the Central City.) If a developed viewing area larger than 500 sq ft is desired or needed, then it can be approved through River Review.	☐	☐ Support staff rec. ☐ Other
G8 and **Memo G Page 13**	20324	Staci Monroe, BDS	**Zoning code 33.475.440.G includes standards for resource enhancement projects**. The standard requires improvement of at least one functional value and limits the amount of impacts to the resources.	1. Add that standards for tree removal must be met. 2. Revise commentary related to native vegetation.	**Proposed amendments to** **1. Require the replacement of trees removed within enhancement areas.** **2. Remove commentary regarding staff evaluating removal of native vegetation.**	1. Adding the requirement to replace trees is consistent with other standards in river environmental overlay zone. 2. The commentary is incorrect. Because this is a standard, not a discretionary review, staff will not be *evaluating* the removal of native vegetation. If the standard is met, then the proposal is approved. Evaluation of removal of native vegetation would only occur if the standard is not met and river review is required.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment	Commenter(s)	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
G9	20324	Staci Monroe, BDS	**The Proposed Draft includes a few revisions to the existing 33.430, Environmental Overlay Zones chapter.** One of those revisions was to limit tree removal associated with construction of a public trail to equipment with a surface-to-ground pressure of no more than 7.5 psi.	Remove the limitation on tree removal with equipment with a surface-to-ground pressure of no more than 7.5 psi.	**Proposed amendment to revise 33.430.190.E.1 to read "Native trees up to 12 inches in diameter and non-native trees may be removed. ~~with handheld equipment or equipment with a wheel/surface-to-ground pressure of no more than 7.5psi;~~"**	When constructing public trails, equipment larger than that with a surface-to-ground pressure of no more than 7.5 psi is typically necessary. The Proposed Draft edit was not intended to prohibit larger equipment from being used to construct public trails. The rest of the standard for major public trails will be retained, including that trees must be replaced per Table 430-3.	☐	☐ Support staff rec. ☐ Other
G10	20324	Staci Monroe, BDS	**The Proposed Draft does not include amendments to Title 11.**	The Proposed Draft proposes a new River Overlay chapter. This overlay zone is not currently identified in Title 11 and should be added.	**Proposed amendment to add the new requirements of River Overlay zones, e and g*, to Table 40-1, Tree Removal in Overlay Zones and Plan Districts, in Title 11.**	Table 40-1, Tree Removal in Overlay Zones and Plan Districts, lists tree permit requirements in other overlay zones and plan districts. The Proposed Draft calls for the establishment of a new River Overlay zones that should be added to the table in Title 11, once the Title 33 provisions are adopted.	☐	☐ Support staff rec. ☐ Other

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

MEMO

DATE: **October 31, 2016**

TO: **Planning and Sustainability Commission**

FROM: **Mindy Brooks, City Planner II**

COPY: **Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager**

SUBJECT: **Attachment for Decision Table G: Willamette River - Environment**

This memorandum contains BPS staff-recommended revisions to portions of Zoning Code sections 33.475 and 33.430 in the Proposed Draft Central City 2035 Plan. Specific changes include the following items described in Decision Packet G:

Discussion Item

G1: 33.475.220.B and 33.475.220.C (page 2 – 7)

- Adding Eastbank Crescent to the list of beaches exempt from the landscaping standard.
- Clarifying that planting done as part of resource enhancement, mitigation or contamination clean-up can be counted toward meeting the landscaping standard.
- Adding flexibility for steep banks armored with rip rap.

Other Items

G4: 33.475.040.B.2 and 33.475.440.J (page 8 – 10)

- Updating the exemption for minor removal of vegetation with hand held equipment.
- Moving the remainder of the exemption to the standards for removal and pruning of vegetation and removing duplication within the standard.
- Requiring trees 1.5 inches in diameter or larger to be replaced.
- Adding that tree replacement is required for resource enhancement projects.
- Clarifying map references.

G5: 33.430.080.C (page 11)

- Requiring that areas of bare soil that result from vegetation removal are replanted.
- Correcting map references.

G7: No zoning code changes. Examples of developed viewing areas are provided to support retaining the Proposed Draft version. (page 12)

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G8: 33.475.440.G (page 13)

- Adding that public trails are allowed within resource enhancement areas.
- Adding that tree replacement is required within resource enhancement areas.
- Clarifying the commentary to match the standard.

Changes from text in the Proposed Draft are highlighted.

G1 – River Setback Landscaping Standards

33.475.220.B

The following regulations apply in the River General overlay zone. Modifications and adjustments are prohibited.

A. Purpose. The landscaping regulations are intended to increase vegetation along the Willamette River. Adding a diversity of vegetation within the river setback will improve multiple ecosystem functions, increase fish and wildlife habitat, provide shade, cool the air, and create visual diversity. The regulations are also intended to accommodate safe and enjoyable public access to and along the Willamette River.

B. Required landscaping.

1. Governor Tom McCall Waterfront Park and the Eastbank Crescent, shown on Map 475-3, are exempt from this Section.

2. Required landscaping for all other areas. For all other areas, land within and riverward of the river setback that is not covered with a building or other structure or developed with a trail or viewing area must be landscaped to meet Table 475-1, Landscaping Planting Density. Subareas are shown on Figure 475-3 and described below. There are three planting densities allowed within each subarea. The applicant may choose which planting density standard to apply within each subarea, and more than one planting density may occur on a site. For example, the applicant may choose planting density 1 for all the subareas, or planting density 2 for subarea 1, planting density 3 for subarea 2, and planting density 1 for subarea 3.

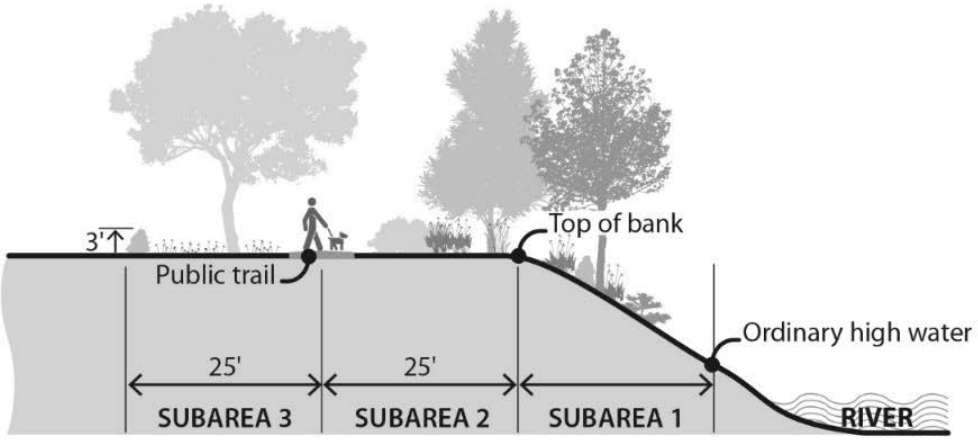
   a. Subarea 1 extends from the ordinary high water mark to the top of bank of the Willamette River.

   b. Subarea 2. Subarea 2 extends from the top of bank to a point 25 feet landward of the top of bank of the Willamette River.

   c. Subarea 3. Subarea 3 extends from a point 25 feet landward of the top of bank and a point 50 feet landward of the top of bank of the Willamette River.

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Figure 475-3
Landscaping Area



d. Vegetation planted to meet the resource enhancement standards of 33.475.440.G, the mitigation standards of 33.475.440.K or the clean-up of contaminated sites requirements of 33.475.500 may be counted towards meeting the landscaping standard.

e. Exceptions.

~~(1) Landscaping is not required within resource enhancement areas that meet the standards of 33.475.440.G;~~

~~(2) Landscaping is not required within mitigation areas that meet the standards of 33.475.440.K;~~

~~(3) Landscaping is not required within portions of sites where contamination removal or remediation meet the standards of 33.475.500;~~

(4) Within utility easements trees and shrubs are not required but the area must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre;

(5) Trees and shrubs are not required within a scenic view corridor shown on Map 480-1 but the area must be seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees may not be planted within a scenic view corridor; or

(6) If the area to be landscaped within subarea 1 has an average slope of 30 percent or steeper (30 percent slope represents a rise over run ratio of 1:3.3) and the area with an average slope of 30 percent or steeper is armored with rip rap, or the area within subarea 1 has rip rap that is at least is four feet thick, then the required subarea 1 landscaping may be planted on an area of the site that is outside of subarea 1 but within the River overlay zone, or the applicant may pay a revegetation fee-in-lieu as

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described below. If the landscaping will be provided on-site, the total area outside of subarea 1 to be landscaped must be equivalent in size to the area that would have been required to be landscaped in subarea 1. More than one landscaped area may be provided to achieve the total, but other required landscaping may not count toward the total:

- Revegetation fee-in-lieu use and administration. The revegetation fee is collected by Bureau of Development Services and is administered by the Bureau of Environmental Services. The fees collected are used for revegetation projects on public or private property within the same reach of the Willamette River as the site. The reaches are shown on Map 475-1.
- Calculation of required fee-in-lieu contributions. Applicants must contribute the cost to purchase and plant trees, shrubs and groundcover plants as set out in the next bullet. The cost to purchase and plant trees and plants will be adjusted annually as determined by the Director of BES based on current market prices for materials, labor and maintenance.
- Required fee-in-lieu contribution. The applicant must contribute the cost to purchase, plant and maintain one tree, three shrubs and four ground cover plants per 100 square feet of required planting area before a building permit will be issued. The fee calculation will be rounded up to the next multiple of $10. The minimum area to be used in this calculation is 100 square feet. Calculations that are not a multiple of 100 will be rounded up to the next multiple of 100.

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Table 475-1 Landscaping Planting Density			
Subarea	**Planting Density 1: Small Trees[1]**	**Planting Density 2: Medium Trees[1]**	**Planting Density 3: Large Trees[1]**
Landscaping Subarea 1	One tree, three shrubs, and four other ground cover plants must be planted for every 100 square feet. Trees may be clustered. All plants must be native.	One tree, six shrubs, and eight other ground cover plants must be planted for every 200 square feet. Trees may be clustered. All plants must be native.	One tree, nine shrubs, and 12 other ground cover plants must be planted for every 300 square feet. Trees may be clustered. All plants must be native.
Landscaping Subarea 2	One tree and one of the following two options for every 100 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Three shrub and four other groundcover plants.	One tree and one of the following two options for every 200 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: Six shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Six shrub and eight other groundcover plants.	One tree and one of the following two options for every 300 square feet. Trees must be separated from other trees by at least 20 feet on center. Shrub species must not exceed 3 feet in height at maturity. Option 1: Three shrubs and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre; or Option 2: Nine shrub and 12 other groundcover plants.
Landscaping Subarea 3	One tree for every 100 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.	One tree for every 200 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.	One tree for every 300 square feet and seeded with a grass and forb seed mix at a ratio of 30 pounds per acre. Trees must be separated from other trees by at least 20 feet on center. Shrubs or other ground cover are not required, however if they are included they must meet the standards for Landscaping Subarea 2.

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C. Landscaped area site preparation. Before installing the required landscaping, the following standards must be met:

1. All prohibited and nuisance plants listed on the *Portland Plant List* must be removed within and riverward of the river setback.

2. All structures and debris located within and riverward of the river setback must be removed except for river-dependent and river-related structures, legal non-conforming structures, erosion control measures, flood control facilities, large wood, and bioengineered structures. Examples of bioengineered structures include bundles of plant materials or soil cells wrapped in biodegradable fabrics.

3. If the area to be planted is not currently vegetated, the soil must be amended with 12 inches of growing medium. If the planting area in subarea 1 has ~~a~~ an average slope of 30 percent or less steep ~~20 percent of steeper slope~~ (~~20~~30 percent slope represents a rise over run ratio of ~~1:5~~ 1:3.3), and is armored with rip rap, the growing medium may be placed in planting wells. The composition of the growing medium must meet one of the following:

   a. For all planting areas located outside of the flood hazard area, the growing medium must be a blend of loamy soil, sand, and compost that is 30 to 40 percent plant material compost (by volume); or

   b. For all planting areas located within the flood hazard area, the growing medium must be a blend of loamy soil, sand, small gravels and compost. A landscape architect or civil engineer must certify that the growing medium is adequate to support the establishment and growth of vegetation, and is heavier than water.

4. Placement of the growing medium is not allowed when the ground is frozen or saturated; and

5. Temporary erosion control measures are required until permanent stabilization measures are functional. Temporary erosion control measures must be biodegradable or removed after permanent stabilization measures are functional or within 3 years, whichever is sooner.

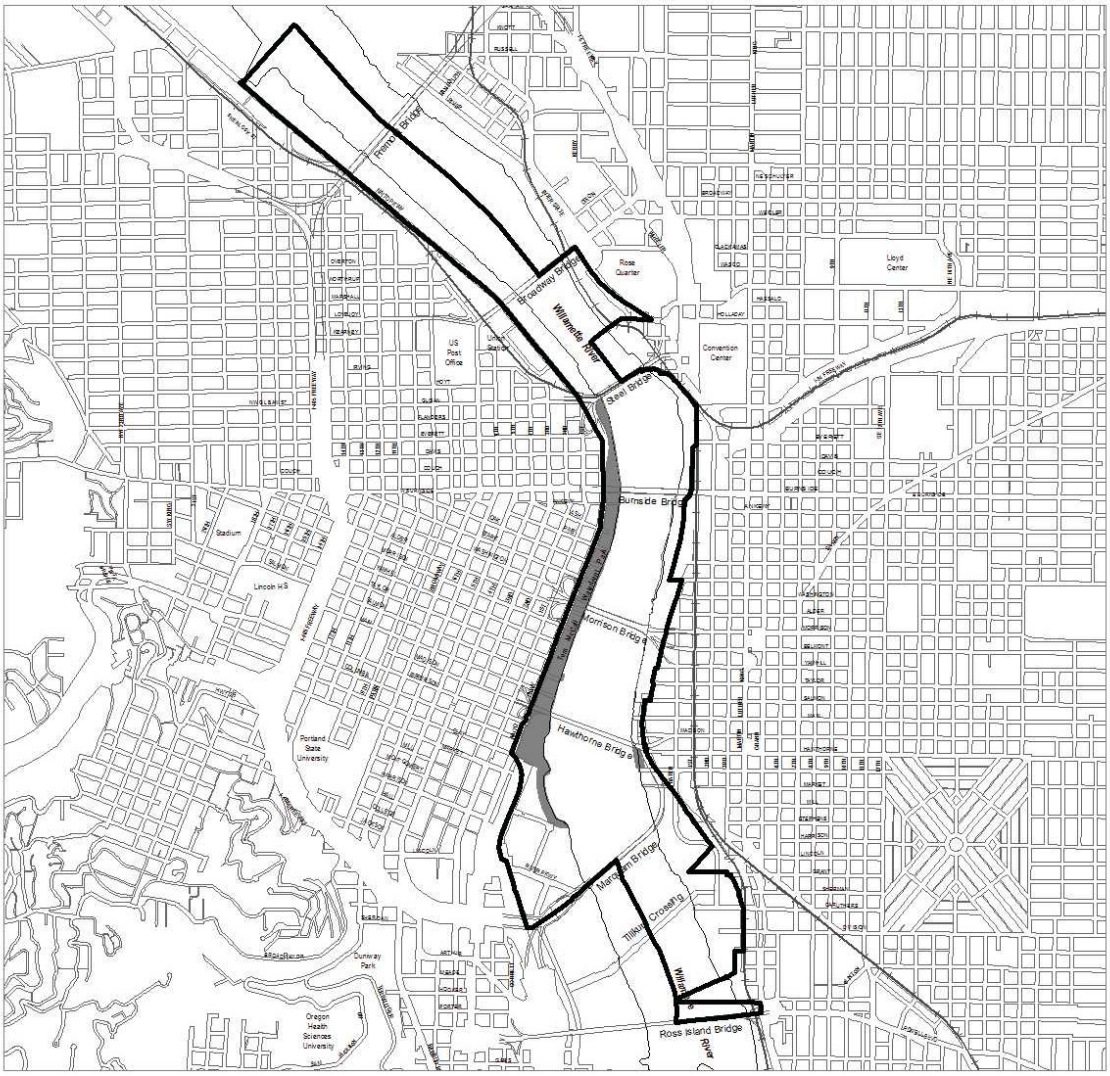
D. Plant requirements. Trees must be a minimum ½-inch caliper, bareroot, or live stakes, unless they are oak or madrone, which may be one gallon size. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent. For planting areas over 600 square feet, at least two different tree species and sizes, three different shrub, and four different groundcover species must be used.

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Areas Exempt from Landscaping Requirements

Map 475-3

Map Revised Xxxxx X, 201X



Legend

- Proposed Central Reach River Overlay Boundary
- Exempt Areas

NORTH

0 1,800 3,600

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

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G4 – Removal and Pruning of Vegetation in the Central City

33.475.040.B.2. Exemptions

k. Removal or pruning of vegetation that is not listed as native on the *Portland Plant List* or trees 1.5 inches in diameter or smaller. The removal or pruning may not be done with equipment other than handheld equipment. Temporary disturbance located within the river setback must be replanted to meet the relevant subarea standards of Table 475-1, and temporary disturbance located outside the river setback must be replanted to meet the subarea 3 standard of Table 475-1.

~~Removal and pruning of vegetation if the following are met:~~

~~(1) All vegetation removal activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site;~~

~~(2) The removal or pruning is conducted with handheld equipment or equipment with a wheel surface to ground pressure of no more than 7.5 psi;~~

~~(3) Any temporary disturbance area is planted to meet the landscaping standards of 33.475.220; and~~

~~(4) The vegetation that is proposed for removal or pruning is one of the following:~~

- ~~Vegetation listed on the *Nuisance Plant List*;~~
- ~~Dead, dying or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or certificate arborist;~~
- ~~Vegetation located within a designated view corridor. Tree removal is not exempt. View corridors are shown on Map 480-1; or~~
- ~~Vegetation located within 10 feet of an existing structure. Tree removal is not exempt.~~

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33.475.440. Development Standards

Unless exempted by 33.475.040.B.2., the standards in this Section apply to development and exterior alterations in the River Environmental overlay zone. All of the applicable standards must be met. Modification of any of these standards requires approval through River Review.

J. Standards for removal or pruning of vegetation ~~tree removal.~~ The following standards apply to the removal or pruning of vegetation ~~trees 6 inches or greater in diameter~~:

1. All vegetation removal activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site;

2. The removal or pruning must be conducted with handheld equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi;

3. Any temporary disturbance area must be planted to meet the landscaping standards of 33.475.220 within the greenway setback, and must be replanted to meet the subarea 3 standard in Table 475-1 in areas outside of the greenway setback;

4. The vegetation that is removed or pruned must be limited to the following:

   a. Vegetation listed on the Nuisance Plant List;

   b. Dead, dying or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or certificate arborist. All sections of wood more than 12 inches in diameter must be placed in the environmental overlay zone of the ownership within which the wood was cut unless the City Forester authorizes the removal because the wood is diseased and will threaten the health of other trees;

   c. Vegetation that exceeds the height restriction of a view corridor shown on Map 480-2;

   ~~1.~~d. Trees that are not native trees on the *Portland Plant List* ~~may be removed with hand-held equipment or equipment with a wheel surface-to-ground pressure of no more than 7.5 psi~~; or

   ~~2.~~e. Madrone, Gary Oak, or Pacific Yew less than 6 inches in diameter, or other native trees less than 12 inches in diameter if the removal or pruning is in conjunction with development or exterior improvements approved under the standards of this section as follows:

      ~~a.~~(1) Within the rail right-of-way and within 10 feet of the rail right-of-way;

      ~~b.~~(2) Within the utility line corridor;

      ~~c.~~(3) Within the disturbance area for installation or replacement of stormwater outfalls;

      ~~d.~~(4) Within a major public trail;

      ~~e.~~(5) Within a public viewing areas associated with viewpoints shown on Map 480-1;

      ~~f.~~(6) Within a view corridor shown on Map 480-1;

      (7) Within a resource enhancement area; or

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~~g.~~ (8) Within the disturbance area associated with development in a City of Portland park.

~~4.~~5. Trees ~~that are over 6 inches in diameter that are~~ removed must be replaced as shown in Table 475-2 and must meet the following:

~~4.~~a. Replacement vegetation must meet all of the following:

~~a.~~(1) Trees must be a minimum ½-inch caliper, bareroot or live stakes, unless they are oak or madrone, which may be one gallon size. No more than ten percent of the trees may be oak or madrone. Shrubs must be a minimum of one gallon size or bareroot. All other species must be a minimum of four-inch pots or equivalent;

~~b.~~ (3) The planting must occur within the River Overlay Zones. Trees must not be planted within a view corridor ~~designated in the Scenic Resources Protection Plan,~~ shown on Map 480-1. If the vegetation is not planted on the applicant's site, then the applicant must own the property or have an easement or deed that ensures the vegetated area will not be developed; and

~~c.~~ (4) The requirements of Section 33.248.090, Mitigation and Restoration Planting must be met; and

~~5.~~b. Vegetation~~Trees~~ planted to meet the landscaping requirements of 33.475.220 may be counted towards meeting the tree replacement standard.

Table 475 – 2
Tree Replacement in River Environmental Overlay Zone

Size of tree to be removed (inches in diameter)	Option A (no. of natives trees to be planted)	Option B (combination of native trees and shrubs)
At least 1.5 and up to 6	1	Not applicable
~~At least~~ More than 6 and up to 12	2	Not applicable
More than 12 and up to 20	3	1 tree and 3 shrubs
More than 20 and up to 25	5	3 tree and 6 shrubs
More than 25 and up to 30	7	5 tree and 9 shrubs
More than 30	10	7 tree and 12 shrubs

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G5 – Removal or Pruning of Vegetation Citywide

33.430.080.C. Exemptions

~~7~~8. Removal or pruning of vegetation when no development or other activities subject to the development standards or review requirements of this chapter are proposed, if the following are met:

a. All vegetation removal or pruning activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site. ~~Permanent erosion control, such as replanting a~~Areas of bare soil must be replanted~~, must be installed~~.

b. The vegetation proposed for removal or pruning is one of the following:

(1) Trees or plants listed on the Nuisance Plant List;

(2) Dead, dying, or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or an arborist. Removing these portions is exempt only if all sections of wood more than 12 inches in diameter either:

- Remain, or are placed, in the resource are of the same ownership on which they are cut; or
- Are removed, if the City Forester authorizes removal of diseased wood because it will threaten the health of other trees;

(3) Non-native non-nuisance trees and plants;

(4) Trees or tree limbs that are within 10 feet of an existing building and structures attached to buildings, such as decks, stairs and carports;

(5) Within view corridors shown on Map 480-2, ~~T~~trees that exceed the height restrictions ~~of a City designated view corridor~~ may be removed or pruned to maintain the view~~ corridor.~~; or

(6) Within view corridors shown on Map 480-1, tree limbs may be pruned to maintain a view. Tree removal with the Scenic overlay zone is not exempt.

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G7 – Examples of developed viewing areas

1. This developed viewing area is located along the Greenway Trail just north of the Broadway Bridge. It is approximately 590 square feet in size and accommodates two benches and a large area for enjoying the view. This is slightly larger than the proposed viewing area standard and would have required review.



Viewpoint NW07

2. This viewing area is located along the Eastbank Esplanade just north of the Morrison Bridge. It is approximately 275 square feet in size. There are no amenities although there is sufficient space for a single bench to be added. This viewing area would have met the size requirements for the proposed standard; however, because it has impacts below the top-of-bank, that portion of the design would have to go through review.



Viewpoint SE03

23881

G8 – Resource Enhancement Projects

33.475.440 Development Standards

G. Standards for resource enhancement. The following standards apply to resource enhancement projects:

1. There must be no excavation or fill, or construction activity, below ordinary high water mark of any river, stream, wetland or other water body;
2. The riverbank may be re-graded if the slope after grading is shallower than the slope prior to grading and the slope is no greater than 20 percent (20 percent slope represents a rise to run ratio equal to 1:5);
3. Rock armoring must not be used on the surface between the top of bank and the ordinary high water mark of any water body except as required surrounding outfalls;
4. The placement of large wood and bioengineered structures on the bank is allowed to reduce localized erosion and improve bank stabilization. Examples of bioengineered structures include bundles of plant materials or soil cells wrapped in biodegradable fabrics;
5. No structures are proposed landward of the top of bank except public trails that meet the regulations of 33.475.440.E or viewing areas that meet the regulations of 33.475.440.~~E~~ F;
6. All nuisance plants listed on the *Portland Plant List* must be removed;
7. Tree removal is allowed as specified in Subsection J; and
8. ~~7.~~ Areas where ground disturbance has occurred must be planted to meet the landscaping planting standards of 33.475.220.

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Commentary

33.475.~~43~~40.G Standards for resource enhancement

These standards are intended to ensure that the river bank is less steep than before the enhancement project because a shallow bank provides better resource function than a steep bank. The standards also require that the bank be stabilized with vegetation rather than rock armoring, which has little to no habitat value.

For projects that occur landward of the top of bank, the standards allow disturbance of the ground as long as there is not a net increase in soil volume within the River Environmental overlay zone and the area disturbed is replanted with native vegetation. Resource enhancement projects, by definition, must result in a net increase in functional value and an improvement in the quantity or quality of resources. ~~Mature native vegetation in many cases provides high quality natural resource function. The removal of native vegetation is limited so that staff can evaluate whether or not the removal of vegetation will result in a net increase in functional value and an improvement in quality or quantity of resource.~~


CENTRALCITY
2035
Decision Packet G: Willamette River - Environment
Decision Packet H: Willamette River - Open Space and Trails
PSC Work Session 2 – 11/16/2016
Bureau of Planning and Sustainability

Presentation Outline

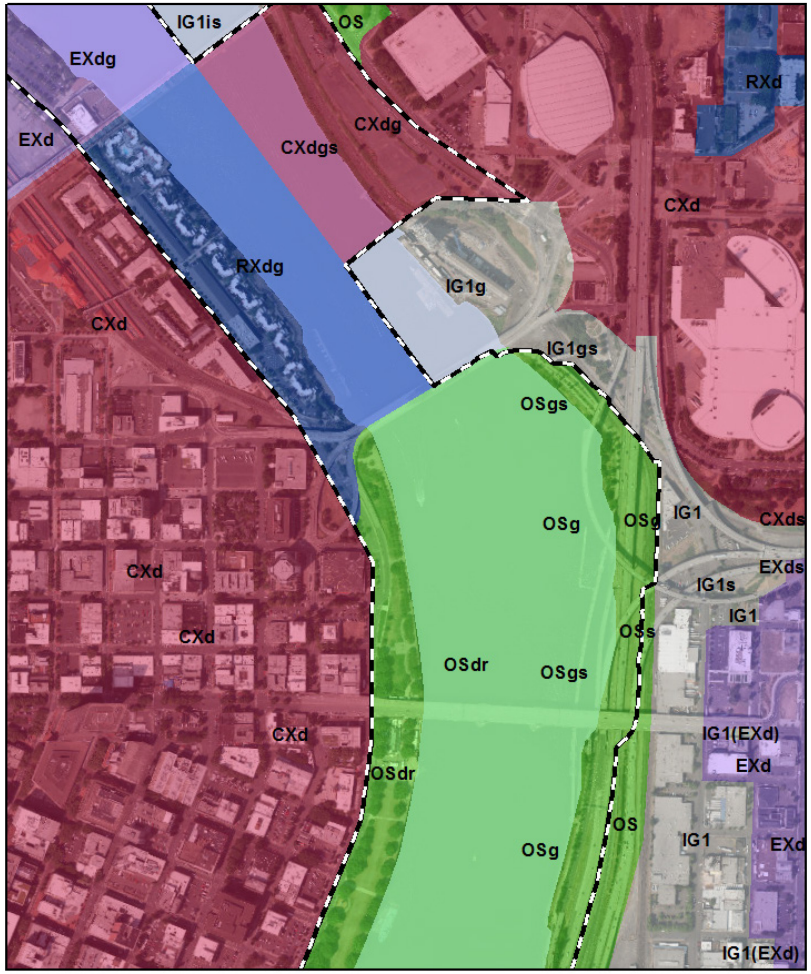
1. Background
2. Summary of Proposed Draft
3. Summary of Testimony Received
4. Discussion Items
    - H1: Swimming in the River
    - G1: Landscaping Standard



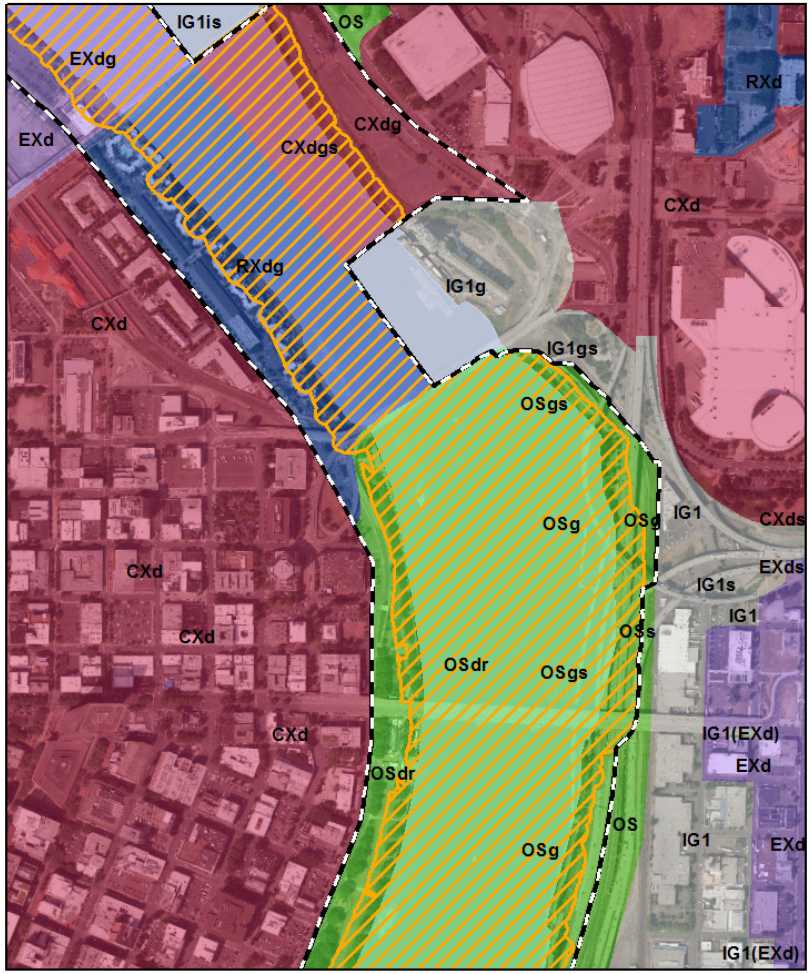
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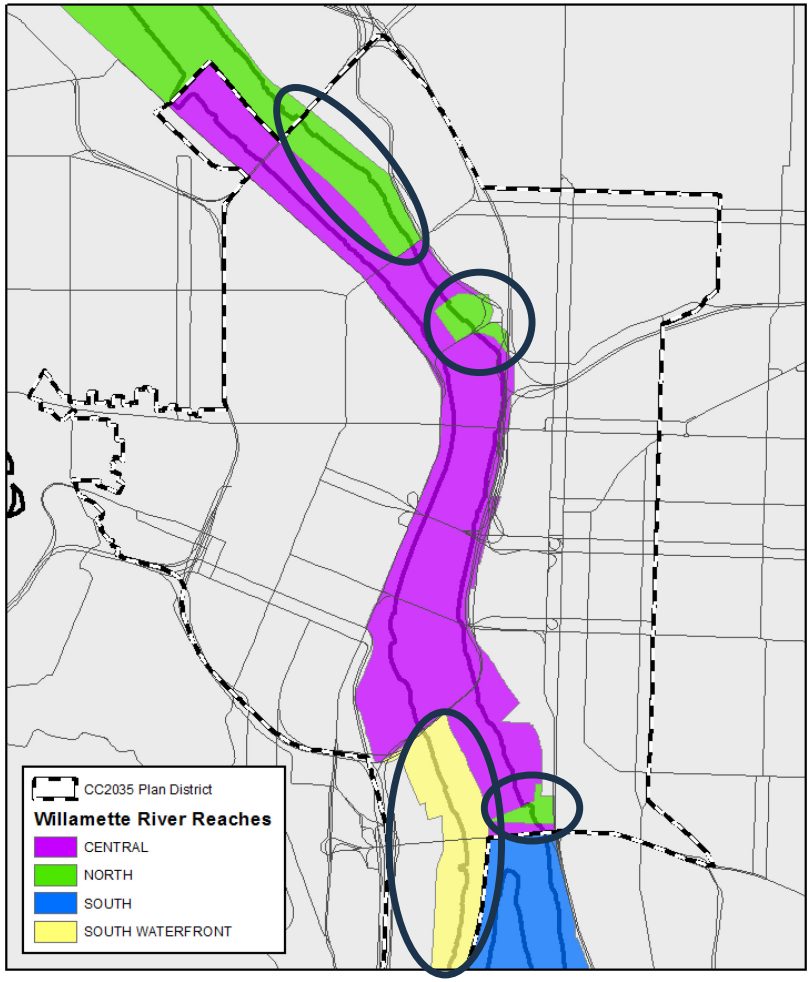
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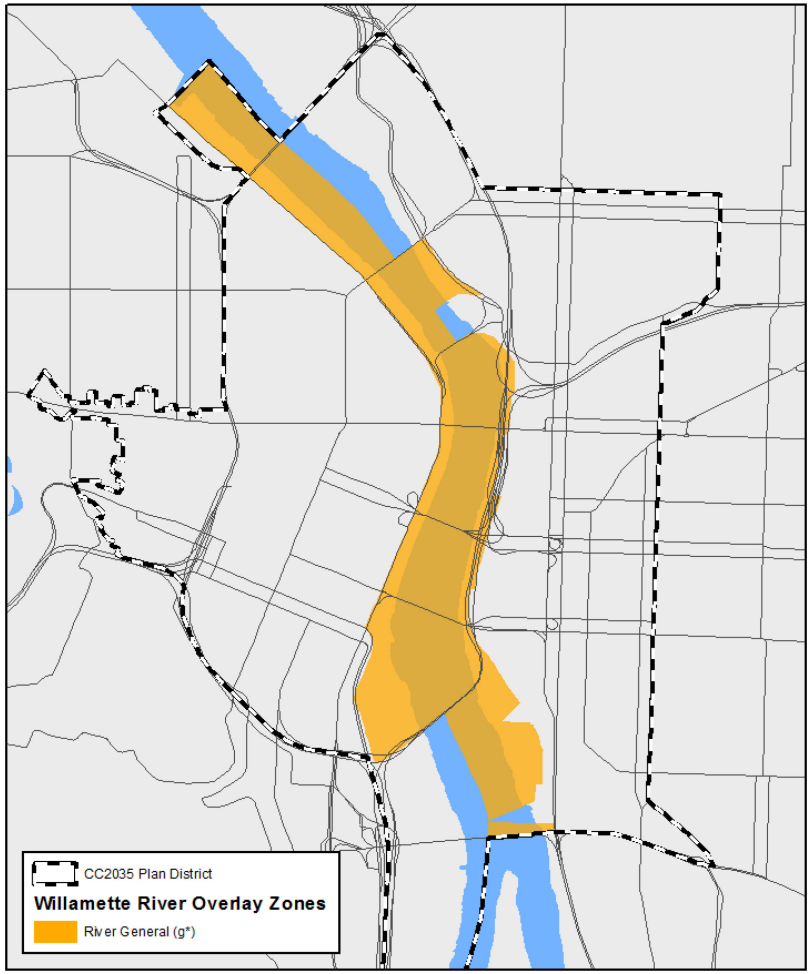
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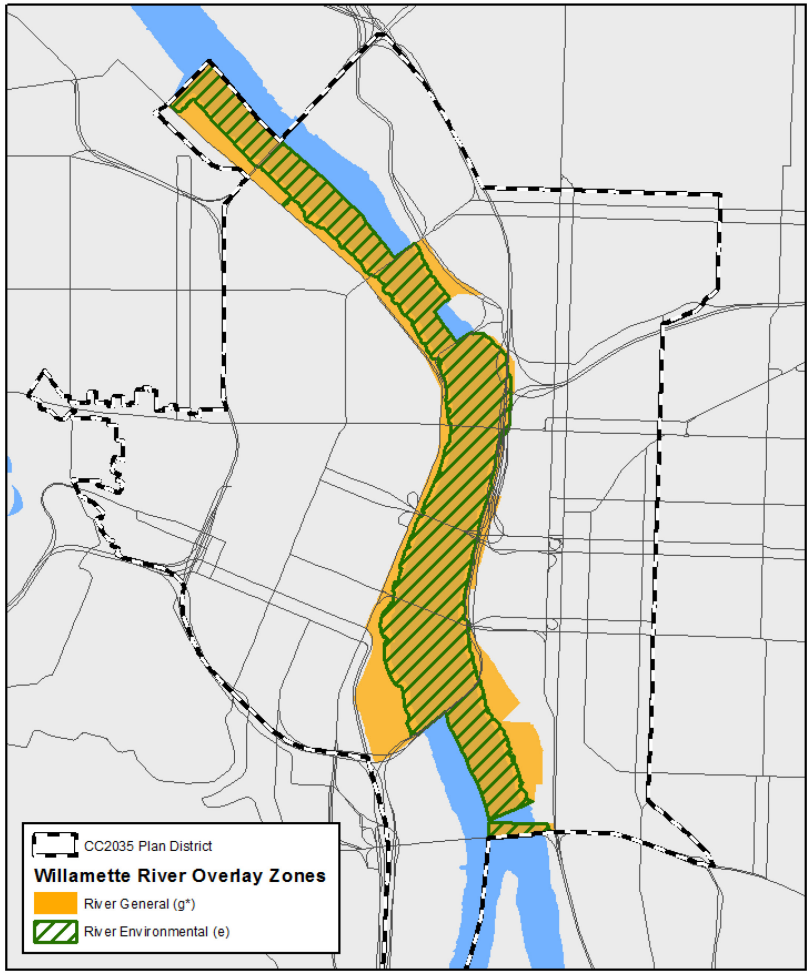
Central Reach Zoning Code



Willamette River Overlay Zones



Willamette River Overlay Zones



River Environmental Overlay Zone



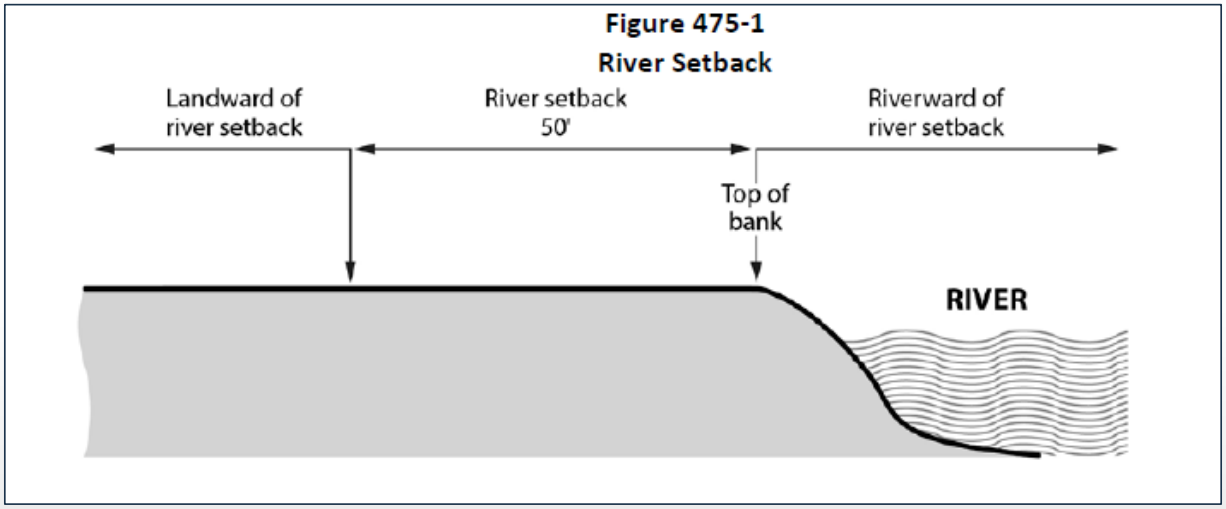




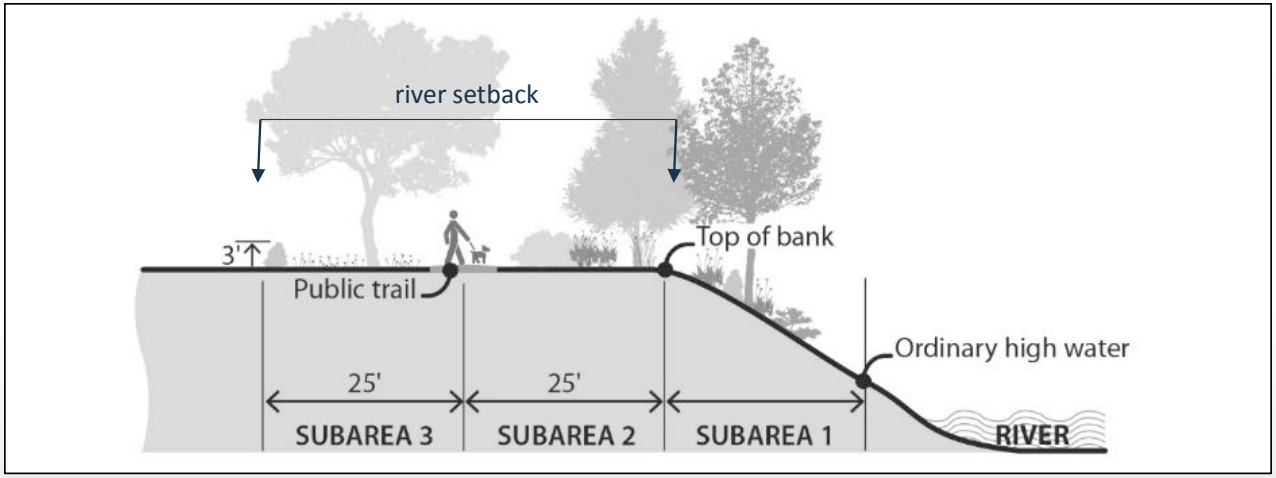




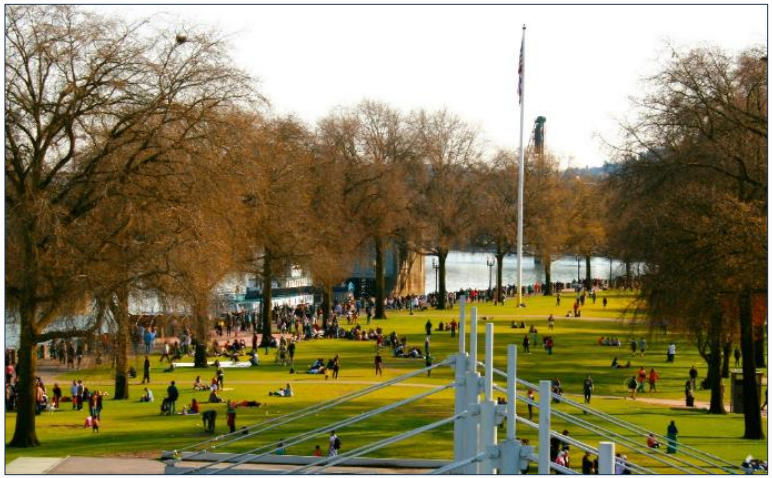
River Setback



Landscaping Standards



Retail in Open Space









Summary of Testimony

- Swimming
- Landscaping
- Uses in Open Space
- River Setback
- Greenway Trail
- River Environmental Zone
- Others






Discussion Items

H1: Swimming in the River

G1: Landscaping Standard







H1: Swimming in the River

Background

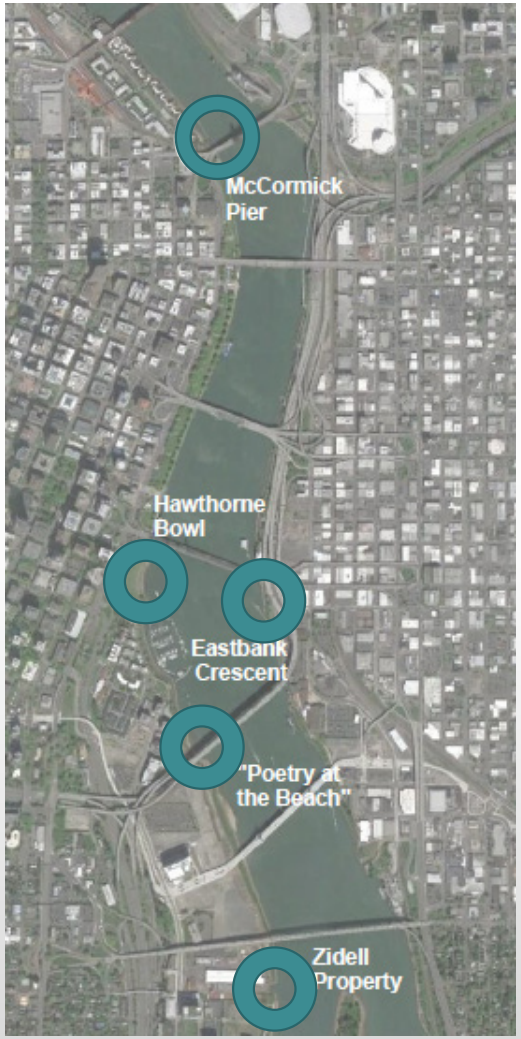
- Willamette River is swimmable.
- Public interest in places to swim.
- CC 2035 Plan addresses public access to, along and in the river.



H1: Swimming in the River

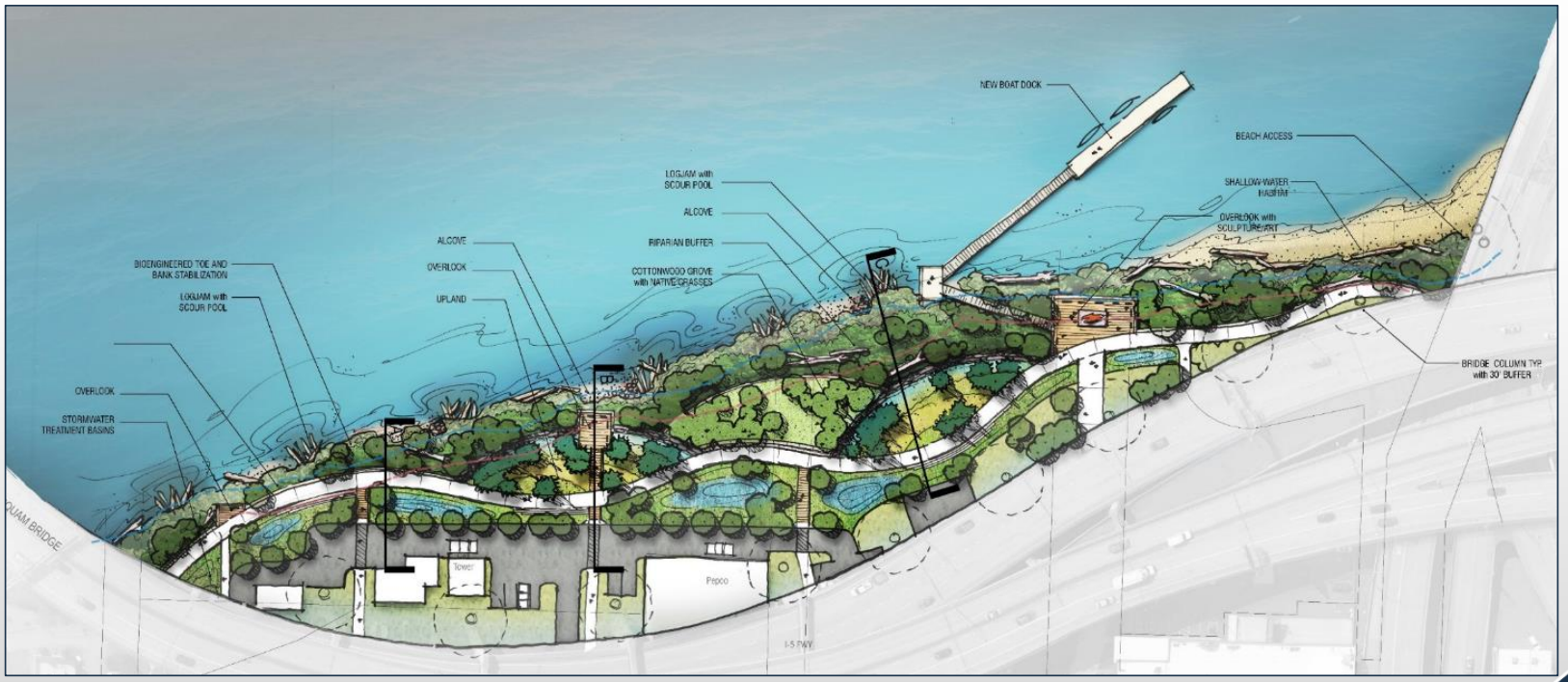
Central City Potential Swimming Beach Sites Study (2016)

- Evaluated 5 sites for safe family-friendly swimming places
- Researched other public beaches
- Surveyed public
- Ranked sites based on criteria
- Hawthorne Bowl scored highest
- Eastbank Crescent scored lower



H1: Swimming in the River

Eastbank Crescent Riverfront Plan



H1: Swimming in the River



Testimony (Requests)

1. Establish guidelines for safe swimming in the river.
2. No net loss of river's edge access in the Central City.
3. Parks provides public information on safe swimming locations.

H1: Swimming in the River

CC 2035 Plan contains:

- Thorough policy framework for increasing river's edge access.
- District-specific actions for publicly accessible river access.

CC 2035 Plan lacks:

- An action to establish safe places to swim.
- Public information on safe swimming.



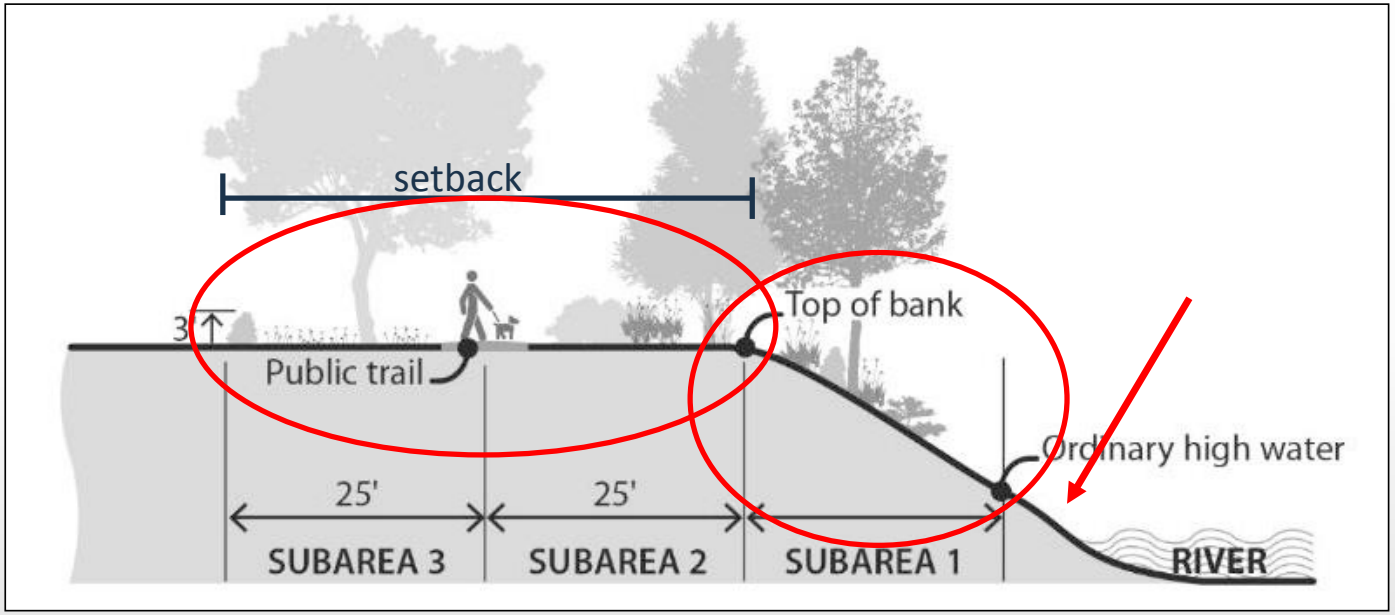
H1: Swimming in the River

Responses to Testimony

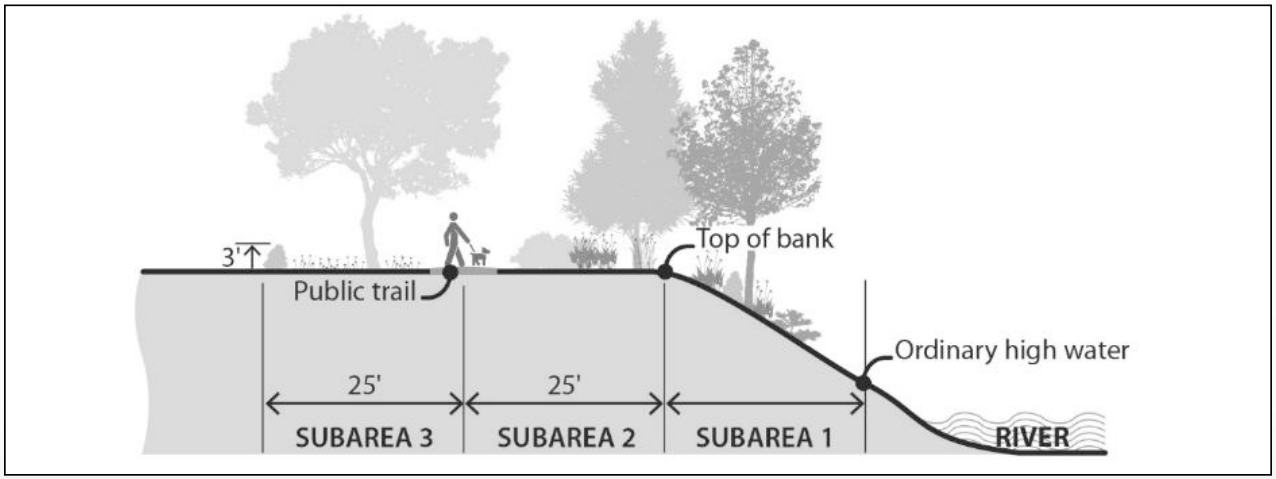
- Portland Parks and Recreation is updating its website to provide public information on safe swimming in Portland.
- **Propose new Central City-wide action –**

  "Expand opportunities for safe swimming in the Willamette River in the Central City in places where conflicts with natural resource protection and enhancement can be avoided or minimized."

G1: Landscaping Standard



G1: Landscaping Standard



Request 1: No required landscaping on public beaches.

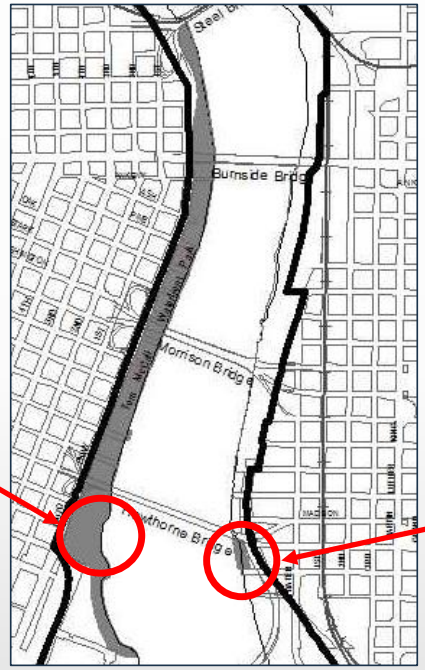
Request 2: Allow flexibility in subarea 1.

G1: Landscaping Standard

Request 1: Do not require landscaping on public beaches.



Hawthorne Bowl





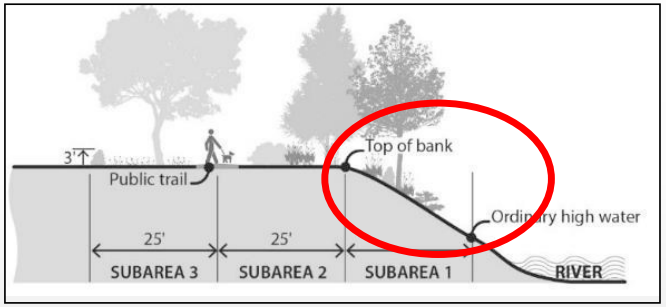
Eastbank Crescent

Recommendation: Exempt Eastbank Crescent, in addition to Hawthorne Bowl, from the landscaping standards.

G1: Landscaping Standard

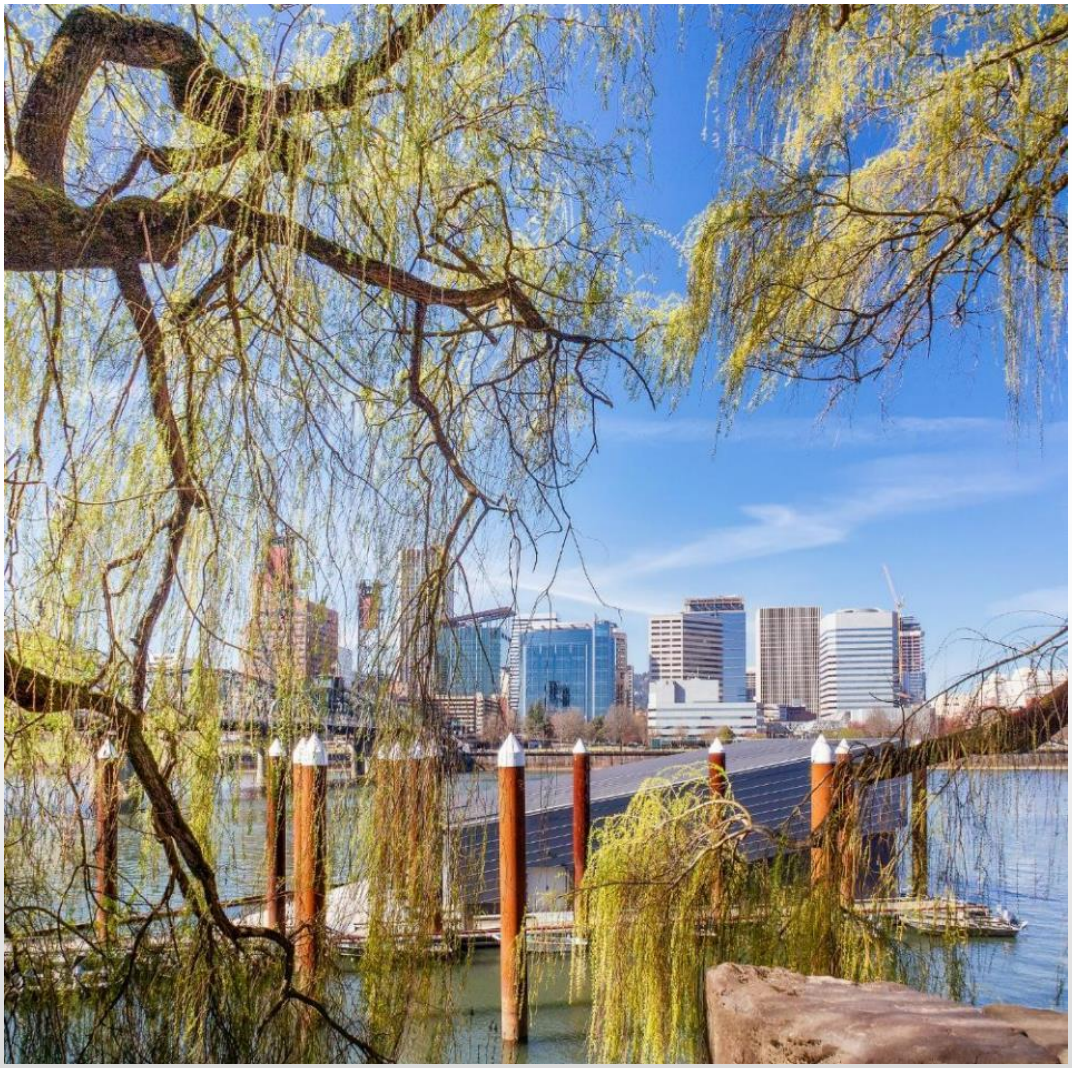
Request 2: Allow flexibility for subarea 1 when it is steep and armored with rip rap.





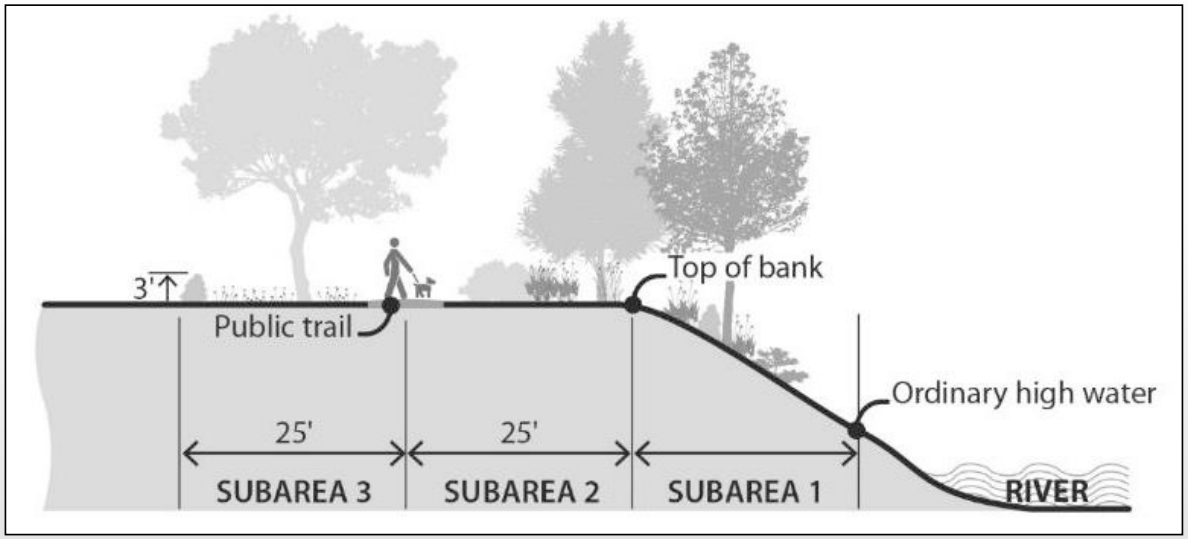


Recommendation: Allow subarea 1 planting to be done elsewhere on site or pay a fee-in-lieu when the bank is steep and armored with rip rap.



G1: Landscaping Standard

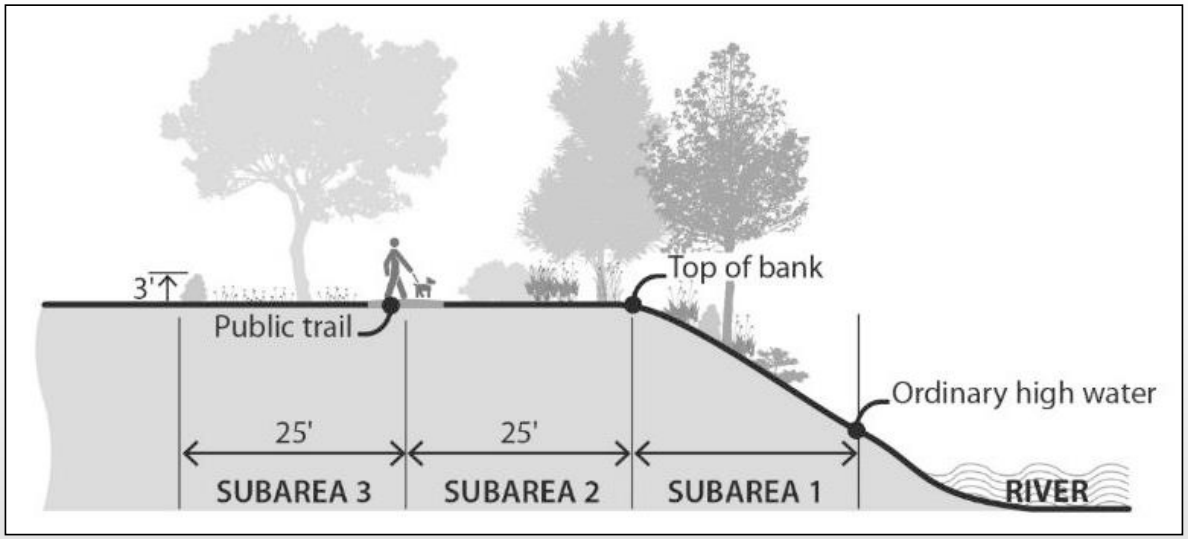
Request 3: Make clear that vegetation planted for resource enhancement, mitigation or contamination clean-up can be counted towards the landscaping standard.



Recommendation: Amend code to clarify.

G1: Landscaping Standard

Request 4: Require a specific timeframe for installing the landscaping.

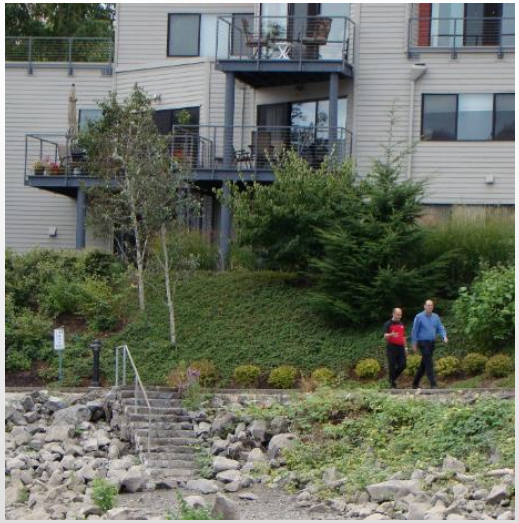


Recommendation: Retain Propose Draft version.

H3: Nollan/Dolan US Supreme Court Decisions

Background

- Land use regulation is not a taking when it substantially advances public interests and does not deny a property's economic viability.
- It's a jurisdiction's burden to demonstrate that the need for a public infrastructure exaction is roughly proportional to the impacts of development.



H3: Nollan/Dolan US Supreme Court Decisions

CC 2035 Plan

- Updates Zoning Code 33.272, Major Public Trails, with text that addresses rough proportionality.
- Includes a draft Administrative Rule with a uniform methodology for City use to determine when an exaction is triggered.
- Includes Action TR118 for BDS to implement the Administrative Rule post-Plan adoption.

H3: Nollan/Dolan US Supreme Court Decisions

Testimony (Requests)

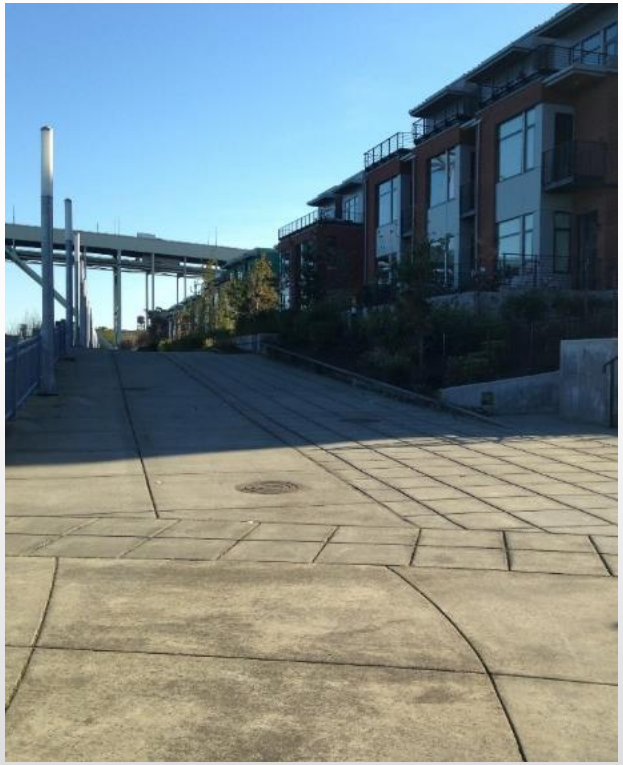
- Plan does not fully address Nollan and Dolan US Supreme Court decisions.
- Proposal has flaws related to exactions. It's the local government's burden. Suggests additional language in 33.272.A.
- Rough proportionality test assumes the nexus test has been met and only accounts for dedication of land and not trail construction.



H3: Nollan/Dolan US Supreme Court Decisions

Responses to Testimony

- Case law is clear and new text in 33.272 acknowledges decisions.
- Draft Administrative Rule addresses nexus test and thresholds for exaction.
- Administrative Rule approach provides consistent application citywide.



H4: Maritime Transportation Security Act (MTSA) and Public Trails

MTSA:

- Federal law to protect U.S. ports and waterways from a terrorist attack.
- Requires measures to control access to facilities and vessels.
- U.S. Coast Guard under Dept. of Homeland Security implements.
- Requires regulated facilities to produce security plans.
- Facility security plans can be flexible.

H4: Maritime Transportation Security Act (MTSA) and Public Trails

Testimony From American Waterways, Inc. (AWI):

- Concerns about requiring a trail across an MTSA regulated facility.
- Requests removal of trail designation from site.
- Notes that security plans cannot be shared with the public for security reasons.
- Reminds that MTSA rules are not static and AWI must comply.



H4: Maritime Transportation Security Act (MTSA) and Public Trails

Proposed Draft is Silent on MTSA because:

- City Attorneys verified that MTSA does not exempt regulated facilities from local regulations.
- AWI is a 2.4 acre site with proposed EXd zoning– flexibility to design public access trail with a facility security plan.

Other Responses to Testimony

- City respects confidentiality.
- Retain public trail designation across property; preserves option.

H5: River-Dependent and River-Related

- Statewide Planning Goal 15: Willamette River, defines terms narrowly.
- City adopted definitions with Willamette Greenway Plan in 1987.



H5: River-Dependent and River-Related

Proposed Draft:

- Minimal clarifications to river-dependent definition.
- Changes to river-related definition –
  - *bullet-listed existing examples,
  - *expanded definition for resource enhancement projects, and
  - *expanded definition for specific development associated with marine passenger docks and marine passenger terminals.

H5: River-Dependent and River-Related

Testimony Summary (Requests):

- Include natural resources restoration projects in river-dependent definition.
- More broadly define river-dependent and river-related uses to allow all ancillary uses.
- Do not expand the definition to include Marine Passenger Terminal Docks and Terminals.





H5: River-Dependent and River-Related

Staff Responses to Testimony

- Natural resources restoration is not necessarily river-dependent; see river-related definition.
- Ancillary uses may not be river-related, would locate outside of river setback.
- Delete cold food storage from proposed definition with a few other minor edits.



H6: Size of River-Related in Setback

Proposed Draft Regulation in 33.475:

- Limits river-related development associated with Marine Passenger Docks and Marine Terminals to 5,000 square feet within the river setback.



H6: Size of River-Related in Setback

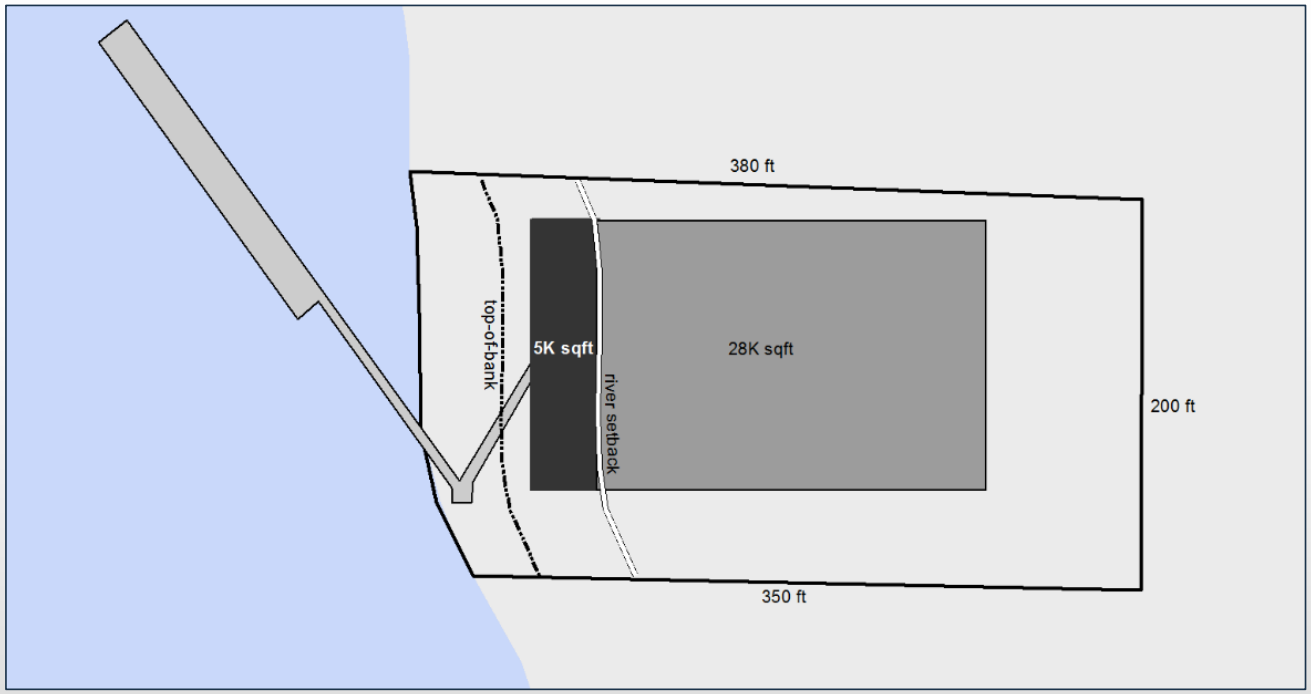
Testimony (Requests)

- Remove the square footage limitation for allowed marine passenger facilities; it violates Statewide Planning Goal 15.

- Clarify that the standard applies to the building footprint; a multi-story structure could have more river-related development.

- Allow for a full-service terminal. Do not undersize the allowance.

H6: Size of River-Related in Setback



H7: Nonconforming Development

Background

- Legal situations at the time of development but later made nonconforming due to adopted regulations.
- Nonconforming situations may continue but can't expand/move further into non-compliance with current code.
- The proposed 50' river setback will increase the number of nonconforming developments.

H7: Nonconforming Development

Proposed Draft Amendment

- July 19 memo with proposal replicates most of existing code from 33.440, Greenway Overlay Zones to 33.475, River Overlay Zones.

- Table H7 requests deletion of text in D. so that nonconforming development does not increase square footage within the setback.

H7: Nonconforming Development

Testimony (Requests)

Prohibit voluntary replacement of nonconforming development when a substantial portion of the structure is removed.

Move existing development out of the 50-foot river setback over time.

Prioritize landscaping with native plants as the first option when exceeding the nonconforming threshold.



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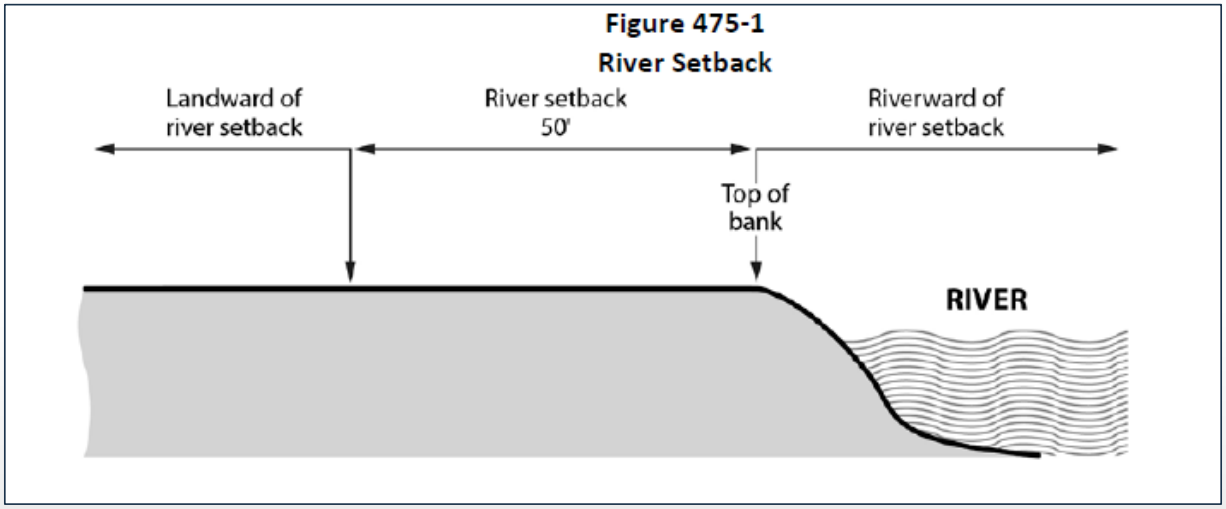
H7: Nonconforming Development

Staff Responses to Testimony

- Retain existing proposal per Table H7.
- Do not recommend removal of nonconforming situations over time; costly and difficult to implement.
- Do not prioritize landscaping as part of nonconforming upgrades; other upgrades may be priority for a site.

G2: Width of River Setback

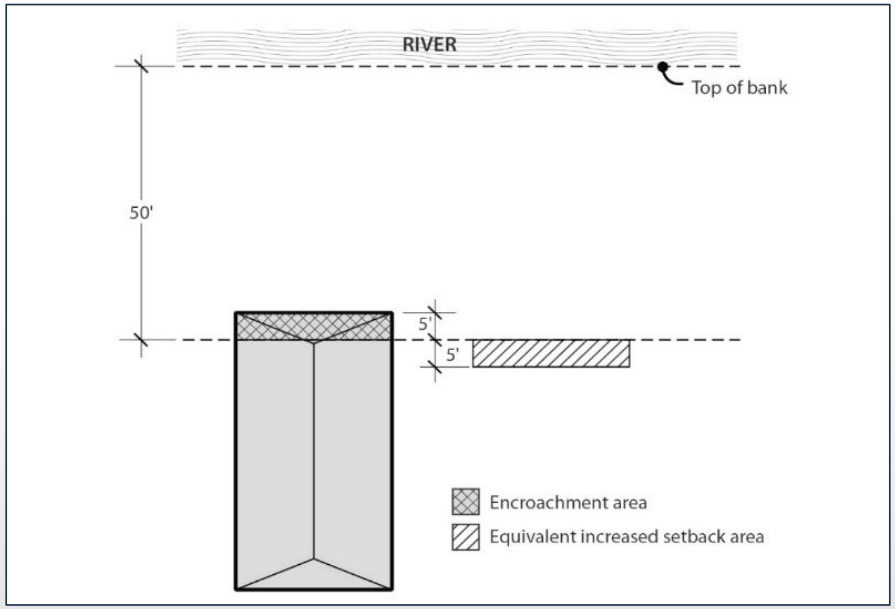
Request – Expand setback to 75 feet.



Recommendation – Retain Proposed Draft version

G3: Encroachment into the Setback

Request: Do not allow encroachment into the river setback.



Recommendation – Retain Proposed Draft version

G4: Tree and Vegetation Removal

Request 1: Move the exemption to a standard to ensure a plan check with BDS.

Request 2: Reduce the size of tree allowed to be removed from 6 inches to 1.5 inches in diameter.

G4: Tree and Vegetation Removal

Request 1: Move the exemption to a standard to ensure a plan check with BDS.





Recommendation – Update the exemption to apply to minor vegetation maintenance and move the rest of the exemption to a standard

G4: Tree and Vegetation Removal

Request 2: Reduce the size of tree allowed to be removed from 6 inches to 1.5 inches in diameter (aka caliper).



This size tree would have to be replaced. A 1.5" tree would be slightly smaller.

Recommendation – Reduce the size of tree allowed to be removed to 1.5 inches

G5: Tree Removal outside of Central City

Request 1: Require that temporary disturbance be replanted.

Request 2: Clarify the difference between the types of views corridors and tree removal.

Request 3: Reduce the size of tree allowed to be removed from 6 inches to 1.5 inches in diameter (aka caliper).

G5: Tree Removal outside of Central City

Request 1: Require that temporary disturbance be replanted.



Recommendation – Amend the code to require areas of bare soil to be replanted.

G5: Tree Removal outside of Central City

Request 2: Clarify the difference between the types of views corridors and tree removal.



Recommendation – Amend the code to clarify between the view corridors.

G5: Tree Removal outside of Central City

Request 3: Reduce the size of tree allowed to be removed from 6 inches to 1.5 inches in diameter (aka caliper)..

Recommendation – Retain the Proposed Draft version

G6: Required Mitigation

Request 1: Clarify and make consistent when mitigation is required and when it is not.

Request 2: Do not require mitigation for other development within a park.

Recommendation – Retain the Proposed Draft version

G7: Standards for Viewing Areas

Request: Increase the size allowed by standard to allow larger viewing areas in the river e-zones.





Recommendation – Retain the Proposed Draft version

G8: Resource Enhancement Standards

Request 1: Add that standards for tree removal must be met.

Request 2: Revise the commentary to be consistent with the standard.

Recommendation – Amend the code to require tree replacement and remove commentary.

G9: Trail Construction Equipment Use in E-zones

Request: Remove limitations on tree removal with equipment.

Recommendation – Amend the code to remove the limitation on equipment.

G10: Title 11 Updates

Request: Update Title 11 to reference the new e and g* overlay zones.

Recommendation – Amend Title 11.

23941

G11: Natural Resources Protection Plan

Recommendation – Expand the Willamette River Central Reach Natural Resources Inventory into a Natural Resources Protection Plan.

REVISED Decision Table F. Parking

At the hearing, the PSC received testimony in support of the proposed parking ratios and requests to reduce the ratios. The PSC also heard requests for new parking requirements for art/performance venues and make parking mandatory in new buildings to ensure that properties have parking access.

Background:

- The Proposed Draft maintains no parking minimums for new development and introduces maximum parking ratios for all uses in the Central City.
- The Proposed Draft combines 26 Parking Sectors into 6, reducing existing maximum parking ratios for office uses by 23%, and for residential uses by approximately 30%.
- Accessory use requirements for parking are largely eliminated, allowing for shared parking throughout the Central City.
- New surface parking is prohibited, with a limited exception for industrial uses.
- Parking access restrictions are based on TSP street classifications.

Contents of Decision Packet F: Parking

- Decision Table F
- Memo about Parking Ratios

Items marked for PSC Discussion

- F1: Parking Ratios

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
F1 and Memo F	20460, 20495, 20436, 20500, 20498, 20303, 20434	Angel York, Evan Heidtmann, Garlynn Woodsong, Kelly Ross representing NAIOP, Tony Jordan, Tony Jordan / Portlanders for Parking Reform	Ratios	Ratios vary from 0.5 to 2.0 depending on land use and location. See Table 510-2 (volume 2A, page 227) for complete list.	1) Reduce maximum parking ratios to .5 across the board. 2) Direct PBOT staff to show how any proposed ratios support the mode share goals. 3) Reduce parking maximums across the central city, to at most 0.6 stalls per 1,000 sf. 4) In order to meet our 15% drive alone mode share goals, maximum ratios of .25 stalls per housing unit or 1,000 square feet of office space are appropriate. 5) Resist requests from some interests for further reduction in parking ratios 6) Lower parking maximums to .25 / dwelling unit 7) Parking maximums should be lowered to no more than .7 spaces per residential unit or 1,000 sf of office space.	**Retain Proposed Draft version**	See attached memo with rationale for ratios.	☒	☐ Support staff rec. ☐ Other
F2	20316, 20331, 20423	Claire C Lematta, Robert Wright	Parking Minimums	No off-street parking is required for any development within the Central City Plan District.	1) Make parking mandatory in new buildings to reduce on street parking congestion 2) The Central City Plan must require that all new apartments and condominiums in the West End have a minimum percentage of dedicated on-site parking.	**Retain Proposed Draft version**	Staff does not support required parking. The Central City has a completely managed on-street parking system. This essentially eliminates the potential for "spillover" from developments to on-street parking.	☐	☐ Support staff rec. ☐ Other
F3	20341	Walter Weyler	Parking for a specific use	No arts-specific parking proposals are included in the Proposed Draft.	I recommend that a review which includes resident and arts input of Central City Parking Proposals to determine the net gain or loss of parking which impacts arts and culture venues.....all to provide increased parking for the arts.	**Retain Proposed Draft version**	Restrictions on the use of existing parking will be eliminated. This will allow for the sharing of parking and increasing available parking across the City.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
F4	20841	Robert Wright	Electric Vehicle parking	The Proposed Draft does not require parking, nor does it require electric vehicle charging stations.	The CC2035 Plan must include parking and recharging provisions for electric vehicles and call for minimum parking exclusively for electric vehicles in new multi-dwelling buildings in the proposed Goose Hollow, Pearl and West End subdistricts of the Central City Plan District (proposed Map 510-1).	**Retain Proposed Draft version**	BPS staff will be briefing the PSC at its November 8 meeting. If any follow up is needed staff will be happy to bring it back at a Worksession in January 2017.	☐	☐ Support staff rec. ☐ Other
F5	20830	Downtown Development Group	Parking access	Volume 2A, page 245, 33.510.263. A Purpose. This is the purpose statement for the parking and loading access section.	Amend the Purpose Statement in 33.510.263.A to add the following sentence at the end of the paragraph: No development shall be precluded from having reasonable parking access capable of handling its full entitlement of parking spaces under the zoning code without adding excessively to the cost of the development.	**Retain Proposed Draft version**	Parking access to a site will never be completely prohibited. If parking access is prohibited from all site frontages, an exception is provided and parking access will be determined through the adjustment process. See 33.510.263(B)(1).	☐	☐ Support staff rec. ☐ Other
F6	20830	Downtown Development Group	Parking access	Volume 2A, page 245, 33.510.263.B.1.f states: On 1st Ave. between NW Davis Street and SW Morrison Street.	33.510.263.B.1.f should add, "except between SW Stark and SW Washington".	**Proposed Amendment:** Add to 33.510.263.B.1.f - "except between SW Stark and SW Washington".	Light rail on this block of SW 1st Ave is grade-separated from the motor vehicle travel lane, so parking access will not impact rail operations.	☐	☐ Support staff rec. ☐ Other
F7	20890	Faye Brown / PDC	Parking Access	Volume 2A, page 247, 33.510.263.B.2 states that motor vehicle access requires an adjustment if the access is to or from a major bikeway, City traffic street, City truck street, or major transit street.	Restricting parking and loading access from any major bikeway, truck street, traffic street, and transit priority street makes development very difficult.	**Retain Proposed Draft version**	Parking access to a site will never be completely prohibited. If parking access is prohibited from all site frontages, an exception is provided and parking access will be determined through the adjustment process. See 33.510.263(B)(1).	☐	☐ Support staff rec. ☐ Other
F8	20504	Colin Cortes	Smart Park	The Proposed Draft does not specifically address SmartPark.	Would like to see more SmartPark garages and less privately owned garages, specifically in the Pearl, Lloyd, Central Eastside Industrial, and Auditorium Districts.	**Retain Proposed Draft version**	SmartPark garages could be built in the future as Visitor Parking.	☐	☐ Support staff rec. ☐ Other
F9	20303, 20434	Tony Jordan / Portlanders for Parking Reform	TDM	Code for unbundling and cash-out was not included in the Proposed Draft. Staff provided commentary about exploring unbundling parking.	Support for unbundling parking from housing costs. Would also like to see mandated parking cash out option for central city.	**Proposed Amendment:** Remove commentary related to unbundling parking. Citywide Action TR119 will be implemented to include transportation demand management, unbundling parking and cash out.	PBOT will lead a Central City Transportation Demand Management process in 2017 that will include unbundling and cash out as part of that process. PBOT anticipates the completion of this process before the effective date of Central City 2035.	☐	☐ Support staff rec. ☐ Other

PBOT
PORTLAND BUREAU OF TRANSPORTATION
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Steve Novick Commissioner **Leah Treat** Director

MEMORANDUM

TO: Planning and Sustainability Commission
FROM: Mauricio Leclerc, Grant Morehead, and Judith Gray
DATE: September 19, 2016

This memo provides a summary of the work the Central City Parking Policy Update Stakeholder Advisory Committee developed related to parking ratios.

Process

In January 2015, PBOT Director Leah Treat convened a Stakeholder Advisory Committee (SAC) to oversee the update of the transportation policies for the Central City. A 30-member committee was formed representing a variety of neighborhood, business, as well as non-profit and advocacy organizations. PBOT staff was supported by Rick Williams Consulting, Nelson Nygaard and JLA Public Involvement. The SAC met 9 times and advised staff on a number of important issues. Throughout the project, staff met on several occasions with Central City neighborhood and business associations as well as other organizations and private individuals. PBOT hosted an open house in November of 2015 to share the SAC's recommendations and solicit input. SAC Recommendations included:

- Implementing a performance-based parking management system for public parking in the Central City.
- Maintaining no parking minimums for new development.
- Adjusting maximum parking ratios for development and reducing the number of parking districts.
- Simplifying operating restrictions on approved parking to allow shared parking.
- Simplifying parking entitlements and the role of the City in monitoring private parking.
- Placing new limitations on new surface parking development.

Parking Minimums

The SAC met several times to review recommendations related to parking ratios. One of the first SAC recommendations was to continue to allow new and rehabilitated buildings to have no parking. This was seen as a key element that has made the Central City successful, allowing the reinvestment in historic properties with no parking and the densification of the Central City. This has supported the investments in transit, pedestrian and bicycle infrastructure, which in turn has expanded travel choices within the Central City and thus allowed further development to happen. In addition, parking adds considerable costs to construction and requiring parking minimums was seen as detrimental to providing more affordable development options.

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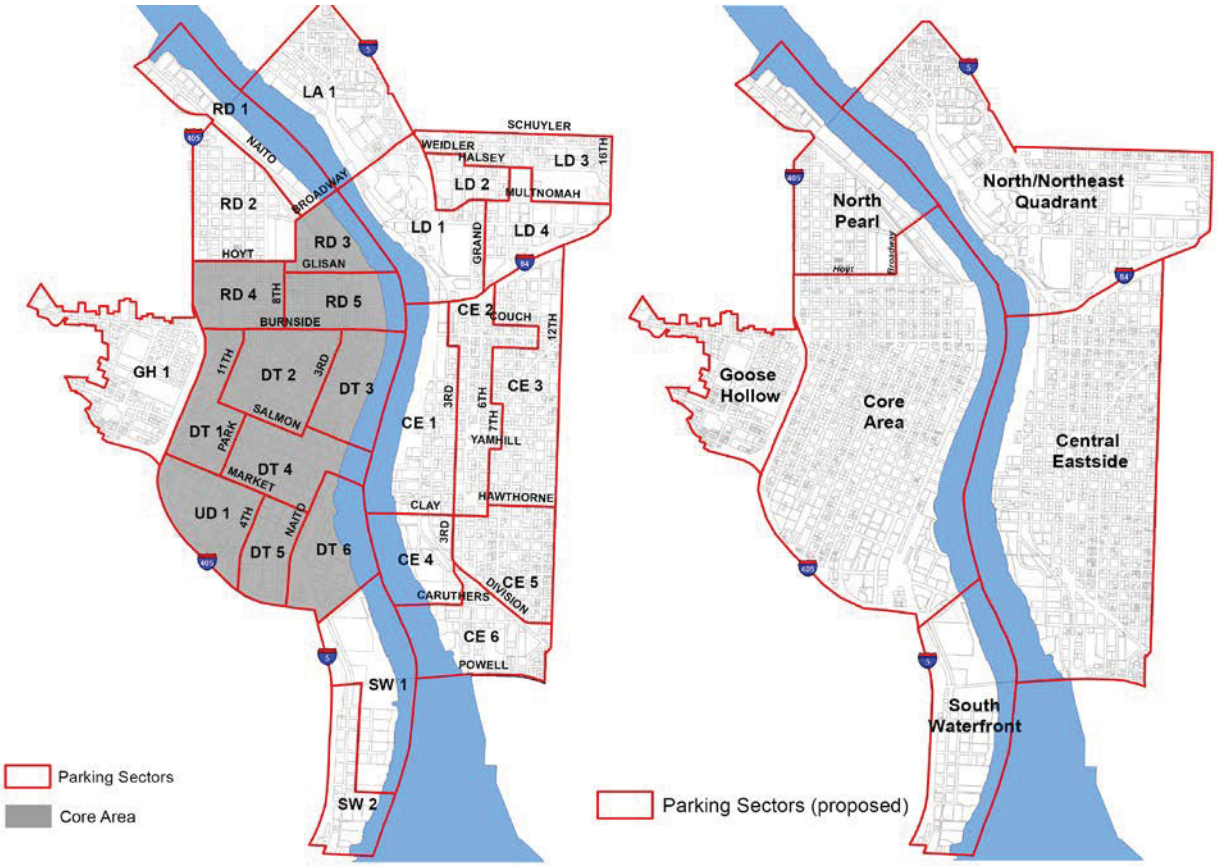
Parking Maximums

The SAC also endorsed adjusting maximum parking ratios in a manner that generally relates parking allowances to mode split targets for the Central City 2035 Plan. These targets can be found in Volume 2b page 5 of the Central City 2035 Plan package.

Significant investments in transit, pedestrian and bicycle infrastructure have been made in the past 20 years throughout the Central City. The recommended ratios reflect those investments, and bring Central City business districts and parking sectors (i.e., Lloyd, Central Eastside, Goose Hollow, River District and South Waterfront) more in line with Downtown. This creates a more "level playing field" among all Central City districts, though differences among districts remain.

There are currently 26 parking sectors in the Central City that have ratios assigned to them. This has created a significant amount of code and confusion in development permitting. The recommended set of ratios reduces the number of parking sectors to 6, reflecting a more current view of land use mixes in the Central City.

Figure 1 shows existing districts (left) and proposed districts (right)



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Analysis of Parking Ratios

Summary of SAC recommendations on maximum ratios

- Impose maximum parking ratios on all uses in the Central City. For example, currently residential development outside the Core sub district has no maximum ratio and many non-office uses have no maximum ratios.
- Simplify the code by reducing the number of parking sectors from 26 to 6. This results from blending parking sectors into single districts.
- Adjust ratios in all Central City districts outside the downtown downward to reflect investments in transit, bicycle and pedestrian infrastructure.
- Adjust office ratios in three existing downtown parking sectors upward to reflect actual demand for parking in downtown, account for the loss of approximately half of the surface parking that existed when the current regulations went into effect in 1996, and in order to blend with other areas of the Core sub district that have current ratios varying from 1.0/1000sf to 2.0/1000sf.
- Standardize ratios for residential and hotels throughout the Central City.

Residential ratios

Today, not all subdistricts have residential parking maximums. PBOT analyzed land use records going back to 1995, when the current parking code was adopted. Since then, there have been 85 new residential buildings in the Central City. The average parking ratio by building built since 1995 was .85 stalls per unit. That includes about 14% of buildings that did not build any parking. For new buildings with parking, the average ratio was 1.0 per unit. A quarter of the buildings had ratios above the proposed maximum ratio of 1.2 stalls per unit. There were not significant differences in ratios based on geography and allowed ratios. The proposed maximum residential ratio of 1.2 stalls per unit for the entire Central City provides flexibility to the market, at the same time it will likely push down on the average ratio built. As a theoretical example, if the maximum parking ratio for all Central City residential buildings in 1995 had been the proposed 1.2/unit throughout the Central City, the average ratio for the combined residential buildings built since 1995 would have been .78/unit.

Commercial ratios

For commercial properties, since 1995 there were insufficient new commercial buildings constructed with similar geography, land use mix and allowed ratios to determine statistical trends. In general, the proposed parking ratios were set according to general accessibility to non-auto modes, with centrally located areas such as the Core sub district (which includes Downtown, Old Town, south Pearl District and the University District) having the lowest ratios, followed by North/Northeast, North Pearl and Goose Hollow, and finally by South Waterfront and the Central Eastside.

Most of the 26 maximum parking ratios for office use were significantly reduced, with the exception of three downtown sub districts that have current ratios ranging from .7/1000sf to .8/1000sf. In the Core sub district, a maximum parking ratio of 1.0/1000sf is being proposed and would apply to areas in downtown, River District, West End and University District that currently have ratios ranging from .7/1000sf to 2.0/1000sf. The Core subdistrict has and will continue to have the most stringent ratios in the City. Since 1995 half of the surface parking lots in the Central City have been redeveloped, many in

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the areas in and around downtown, leading to fewer stalls to serve the district. The proposed ratio allows the sub district to continue to rely on non-auto trips for its growth yet it provides more flexibility to the market in some areas of downtown to support redevelopment. Overall, the reductions in parking ratios in the Core subdistrict were larger than the increases, leading to a net decrease in the amount of parking allowed (please see next section for more information).

Impact on Potential Development

Maximum ratios do not by themselves determine how much parking will be built. This is particularly true in the Central City where there is no minimum parking required, there are limits to how much parking can be built on surface lots and the significant investments on non-auto transportation accessibility have increasingly allowed developers to build without having to provide as much parking as other areas of the region.

Nonetheless, PBOT studied the impact of the proposed maximum ratios on development. The main purpose of maximum ratios is to limit the amount of parking a development builds. The best way to compare the impact of this policy is to consider how much parking would be built if every building had to, by code, build to the maximum ratio under current and proposed regulations. PBOT assumed that all new workers would be office workers, to simplify the exercise. This analysis indicated that the proposed ratios would lead to:

- A reduction by about 30% in the number of residential parking stalls built by 2035 compared to current ratios.
- Close to 25% fewer growth parking stalls built by 2035 compared to current ratios.
- Reduction in Office parking in all subdistricts, ranging from 12% (Core) to 35% (NE Quadrant).
- Reduction in Residential parking in all subdistricts, ranging from 18% (Core) to 40% (NE Quadrant, Central Eastside and Goose Hollow).

The analysis took into consideration the redevelopment potential of each parking sector and applied the existing and proposed ratios to future development using growth numbers provided by Metro's transportation model. Again, given other parking policies, present and future transportation investments and past trends, it is unlikely that this scenario will come to pass. Yet this exercise shows how the proposed ratios will help the Central City meet its land use and transportation policies by significantly limiting the amount of parking that can be built.

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Table 1. Existing and Proposed Ratios if All Development Built to Parking Maximum Ratios

	OFFICE			RESIDENTIAL*		
PARKING SECTOR	EXISTING COMBINED RATIO	PROPOSED COMBINED RATIO	% CHANGE	EXISTING COMBINED RATIO	PROPOSED COMBINED RATIO	% CHANGE
Core	1.13	1.00	-12%	1.46	1.20	-18%
North Pearl	2.00	1.50	-25%	1.70	1.20	-29%
NE Quadrant	2.07	1.35	-35%	2.00	1.20	-40%
Central Eastside	2.82	2.00	-29%	2.00	1.20	-40%
South Waterfront	2.40	2.00	-17%	1.70	1.20	-29%
Goose Hollow	2.00	1.50	-25%	2.00	1.20	-40%
Central City	**1.87**	**1.44**	**-23%**	**1.73**	**1.20**	**-31%**

*For residential uses, where no maximum ratio exists, it was assumed 2/1000, based on the highest residential ratio built since 1995

Impact on the Transportation System

To gauge the impacts of these and other changes on the transportation network, Metro and PBOT staff are performing a transportation model run for the Central City 2035 Plan that includes relevant land use changes, transportation projects and changes to parking policies. The model run is scheduled to follow the final run for the adopted Comprehensive Plan, which will become the official Base for which to test the impacts of the Central City 2035 Plan.

Metro's model may not show subtle differences in ratios and parking policies and Metro's transportation analysis zones may not match parking subdistrict boundaries. However, staff expects that the significant reduction in the allowed parking throughout the Central City and the almost complete restriction on new surface parking, point to a net decrease in auto trips. It is important to point out that there are many factors that affect mode split besides parking, including but not limited to land use, densities, infrastructure projects, and street connectivity.

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REVISED Decision Table D. SE 11th/12th Avenue Height and Zoning

At the hearings, the PSC received testimony from owners of properties along SE 11th and 12th Avenues in the Central Eastside. Some sought zone changes from IG1 to EX, some of which staff supports. Other testifiers sought varying adjustments in height, some increases, some decreases. Staff supports maintaining a consistent approach on height along the corridor, rather than a parcel by parcel approach.

Substantial changes from the September 27th draft decision table:

- *Buckman Community Association comments have been incorporated into the table (D2 and D4). These were inadvertently left off.*
- *Staff propose amendment D6 to resolve a height-related inconsistency at the south end of the corridor.*
- *Map D1 has been updated to show different stages of the MUZ proposal east of SE 12th Ave and removal of the Salmon Springs view corridor heights per PSC direction on 9/26. Map D2 shows amendment D6 area.*

Contents of Decision Packet D: SE 11th/12th Avenue

- Decision Table D
- Maps D1 and D2

Items Marked for PSC Discussion:

- None

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
D1 and **Map D1**	20704, 20948, 21007, 21009	Brad Nase Dean Alterman-Folawn, Alterman & Richardson LLP; on behalf of George & Beverly Nase Dean Alterman; on behalf of George & Beverly Nase Bob Bowden	Height	**Area:** NW quarter of the block between SE 11th, 12th, Main and Madison. **Base Height:** NW quarter of block has 65-foot height limit; rest of block has 45-foot height limit. **Bonus Height:** None **Reference:** Vol 2A1, Map 510-3 Proposed Base Heights (pg. 329) and Map 510-4 Proposed Bonus Heights (pg. 335)	**Base Height:** Expand 65-foot height limit to full block because a portion of the existing building is taller than 45 feet.	**Base Height:** Maintain 45-foot maximum height for entire block. **Bonus Height:** Allow bonus height up to 60 feet.	• The Proposed Draft CC2035 Plan includes a proposal from the SE Quadrant Plan to set a 45-foot height limit on five blocks between Yamhill and Hawthorne to step down to the more residential area east of SE 12th Ave. • Since that time, the Recommended Draft Mixed Use Zones Plan proposed heights of 60 feet on blocks to the east of SE 12th, so staff proposes increasing height on this property to match. • Staff's analysis shows the tallest portion of the existing building is 46 feet tall, so the combination of a 45-foot base height and 60-foot bonus height seem consistent with the existing development.	☐	☐ Support staff rec. ☐ Other
D2 and **Map D1**	20336, 20406, 20993	Mary E Roberts/Michael J Beglan Mary E Roberts, Susan Lindsay on behalf the Buckman Community Association	Height	**Area:** Block between SE 11th and 12th, between SE Ankeny and SE Ash. **Base Height:** 50 feet **Bonus Height:** 125 feet **Reference:** Vol 2A1, Map 510-3 Proposed Base Heights (pg. 327) and Map 510-4 Proposed Bonus Heights (pg. 333)	**Base Height:** 45 feet. **Bonus Height:** No bonus. Reduce height allowances to protect older homes on this block. These restrictions are similar to those on portions of SE 11th/12th Avenues adjacent to the Ladd's Addition Historic District.	**Retain Proposed Draft version**	• This is an area where the SE 11th/12th Ave corridor meets two other urban corridors: Sandy Blvd and Burnside/Couch. Zoning, FAR and height allowances in this area were set decades ago to create a dense urban environment. • This area is undergoing significant change. On adjacent blocks, one 6-story apartment structure was built in 2013, 6-story and 4-story buildings are currently under construction, and another 6-story project is currently proposed on a portion of the block where the reduced heights are requested. • As such, staff cannot support reducing heights for preservation purposes in this location without the context of a historic district or landmark status.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
D3 and **Map D1**	20290, 20948, 21007, 21008, 21009	Bradford Nase Dean Alterman-Folawn, Alterman & Richardson LLP; on behalf of George & Beverly Nase Dean Alterman; on behalf of George & Beverly Nase George Nase Bob Bowden	Zoning	**Area:** Two properties covering the eastern half of the block between SE 10th, 11th, Madison, and Main (one address is 1031 SE Madison). **Proposed Zoning:** IG1, with expansion of industrial office allowance. **Reference:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Zoning:** EX or other "more flexible zoning" for these parcels to allow for more jobs and the creation of affordable housing.	**Retain Proposed Draft version**	• There is nothing distinguishing this property from others on the Madison/Hawthorne corridor proposed to retain IG1. • All IG1 zoned properties in the Central Eastside will gain significant flexibility by the existing proposal without degrading the Industrial Sanctuary Policy.	☐	☐ Support staff rec. ☐ Other
D4 and **Map D1**	20905, 21059, 21060, 21061, 20993	Carrie A. Richter-Garvey, Shubert, Barer Law; on behalf of MadAve, LLC Dave Moore Tim Carroli Adam Oakley, Susan Lindsay on behalf the Buckman Community Association	Zoning, height	**Area:** Full block at 1120 SE Madison Ave (between SE 11th, 12th, Hawthorne and Madison). **Base Height:** 45 feet. **Bonus Height:** No bonus. **References:** Vol 2A1, Proposed Zoning Map (pg. 468), Map 510-3 Proposed Base Heights (pg. 329) and Map 510-4 Proposed Bonus Heights (pg. 335)	<u>Request 1 (MadAve et al.)</u> **Zoning:** IG1 or EX **Base Height:** Unlimited height if they keep their IG1 zoning, or 45 feet height if they are given EX. <u>Request 2 (Buckman)</u> **Zoning:** IG1 **Base Height:** 45 feet.	**New proposal:** For the four IG1 zoned blocks between SE Yamhill and SE Hawthorne: • Rezone to EX. • Retain 45-foot base height and allow bonus height up to 60 feet.	• There are only four blocks in the East 11th/12th corridor between NE Couch and SE Clinton Streets that are not zoned EX, RH or R1, so rezoning would be consistent with surrounding zoning while meeting the needs of the property owner. • A no height limit approach would be dramatically different from how height is addressed throughout the rest of the corridor and is not recommended.	☐	☐ Support staff rec. ☐ Other
D5 and **Map D1**	20983	Bhajan Kester	Zoning	**Area:** 1007 SE 12th Ave. **Zoning:** IG1 **References:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Zoning:** EX or another zone that makes pre-existing homes in conformance with the Zoning Code.	**New proposal:** For the four IG1 zoned blocks between SE Yamhill and SE Hawthorne: • Rezone to EX. **Note:** No action is needed if the staff recommendation for D4 is supported.	• There are only four blocks in the East 11th/12th corridor between NE Couch and SE Clinton Streets that are not zoned EX, RH or R1, so rezoning would be consistent with surrounding zoning while meeting the needs of the property owner.	☐	☐ Support staff rec. ☐ Other
D6 and **Map D2**	N/A	Staff	Height	**Area:** Double block area at south end of the corridor (between SE 11th, 12th, Division and Clinton). **Base Height:** 45 feet. **Bonus Height:** No bonus. **References:** Vol 2A1, Map 510-3 Proposed Base Heights (pg. 329) and Map 510-4 Proposed Bonus Heights (pg. 335)	**No request received**	**New proposal:** Add the option for 15 feet of bonus height to this area.	• Adding bonus height would be consistent with the general approach being pursued for the corridor which allows for up to 60 feet of height or more on all EX zoned blocks that are not adjacent to the Ladd's Addition Historic District.	☐	☐ Support staff rec. ☐ Other

Map D1: Revised SE 11th and 12th Height and Zoning Proposal – North of Hawthorne

Existing | Existing | **CC2035 Proposed Draft | MUZ Proposed Draft** | **CC2035 Amendments | MUZ Recommended Draft (August 2016)**



Legend

- Amendment Request
- Central City Plan Boundary
- Bonus Height Area

Proposed Zoning

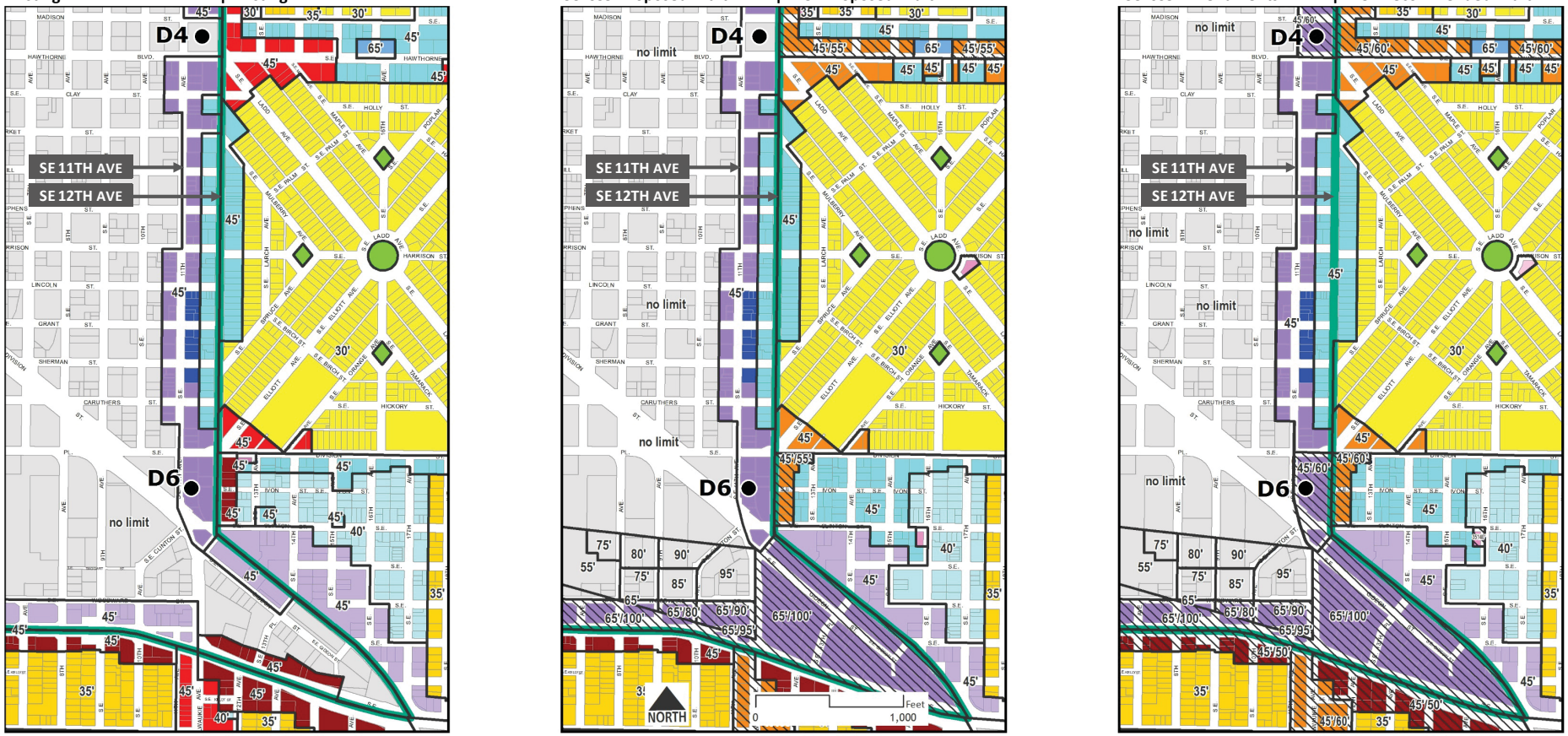
- Open Space (OS)
- Single Dwelling Residential 5,000 (R5)
- Single Dwelling Residential 2,500 (R2.5)
- Low Density Multi-Dwelling Residential 2,000 (R2)
- Medium Density Multi-Dwelling Residential 1,000 (R1)
- High Density Multi-Dwelling Residential (RH)
- Central Multi-Dwelling Residential (RX)
- Commercial Residential (CR)
- Commercial Mixed Use 1 (CM1)
- Commercial Mixed Use 2 (CM2)
- Commercial Mixed Use 3 (CM3)
- Commercial Employment (CE)
- General Employment 1 (EG1)
- Central Employment (EX)
- General Industrial 1 (IG1)

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Map D2: Revised SE 11th and 12th Height and Zoning Proposal – South of Hawthorne

Existing | Existing | **CC2035 Proposed Draft | MUZ Proposed Draft** | **CC2035 Amendments | MUZ Recommended Draft**



Legend

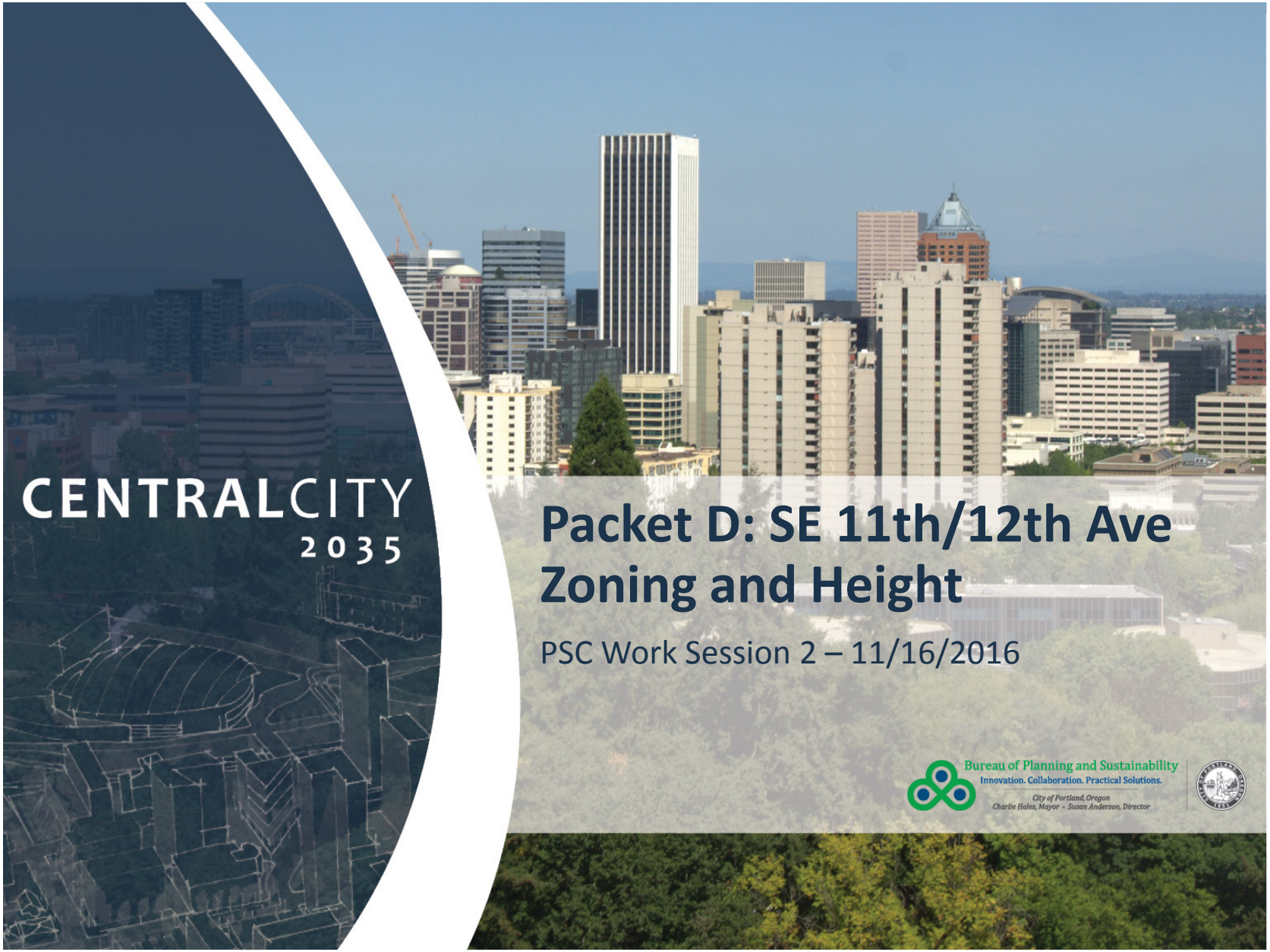
- Amendment Request
- Central City Plan Boundary
- Bonus Height Area

Proposed Zoning

- Open Space (OS)
- Single Dwelling Residential 5,000 (R5)
- Single Dwelling Residential 2,500 (R2.5)
- Low Density Multi-Dwelling Residential 2,000 (R2)
- Medium Density Multi-Dwelling Residential 1,000 (R1)
- High Density Multi-Dwelling Residential (RH)
- Central Multi-Dwelling Residential (RX)
- Commercial Residential (CR)
- Commercial Mixed Use 1 (CM1)
- Commercial Mixed Use 2 (CM2)
- Commercial Employment (CE)
- General Employment 1 (EG1)
- Central Employment (EX)
- General Industrial 1 (IG1)
- Heavy Industrial (IH)

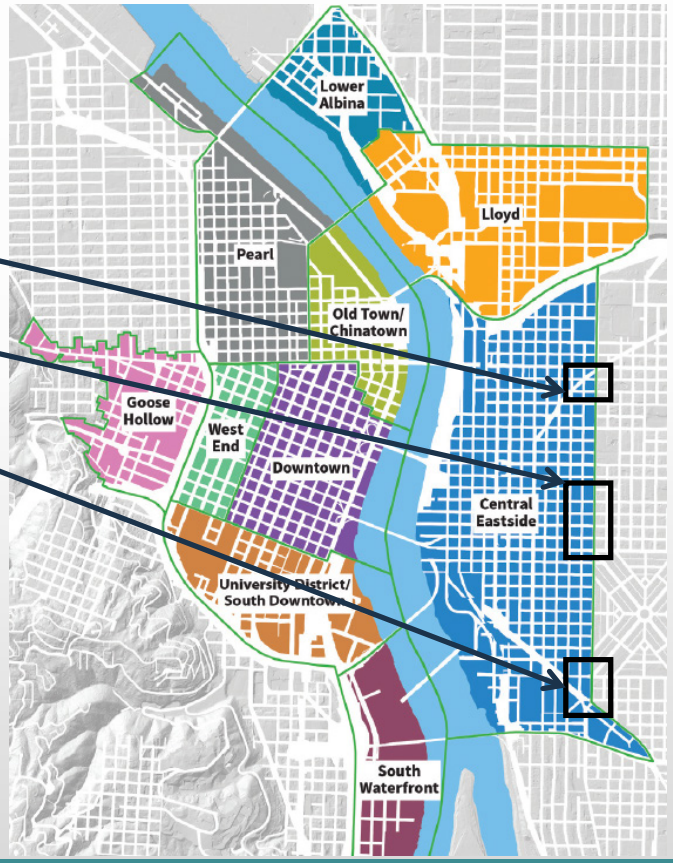
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CENTRALCITY
2035
Packet D: SE 11th/12th Ave Zoning and Height
PSC Work Session 2 – 11/16/2016
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SE 11th/12th Corridor

- Comments and amendments for three areas:
  1. North end near Sandy Blvd
  2. Between Yamhill and Hawthorne
  3. South end between Division and Clinton



Background


To I-84
11TH
12TH
SANDY
MORRISON
BELMONT
YAMHILL
TAYLOR
SALMON
MAIN
MADISON
HAWTHORNE
Primarily residential portion of Buckman Neighborhood
Mixed Use Zones Project
Goat Blocks
Central Eastside Industrial District
CC2035
To Hwy 26

1. North End (D2)

- SE 11th/12th meets Sandy and Burnside
- Zoning and FAR/height have long supported more urban dense development here
- Area is currently undergoing significant change…

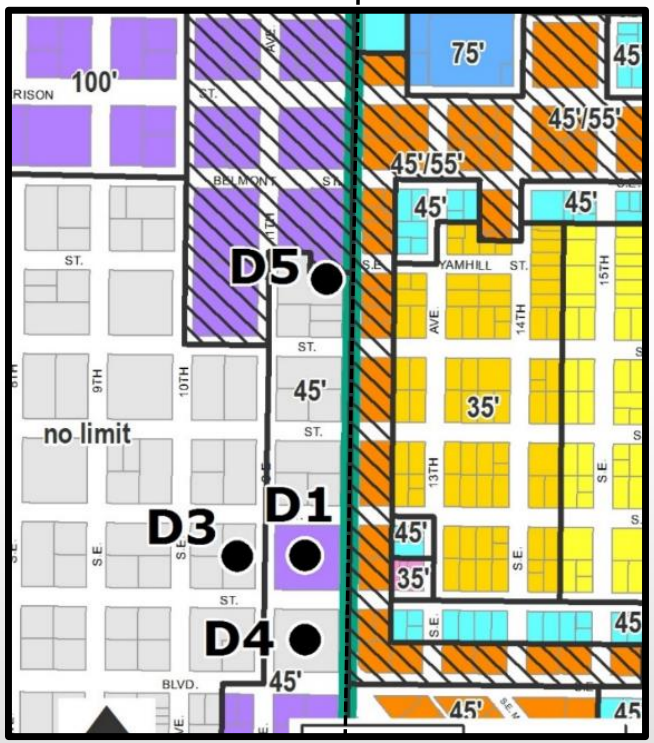


1. North End (D2)



2. Yamhill to Hawthorne (D1, D3, D4, D5)

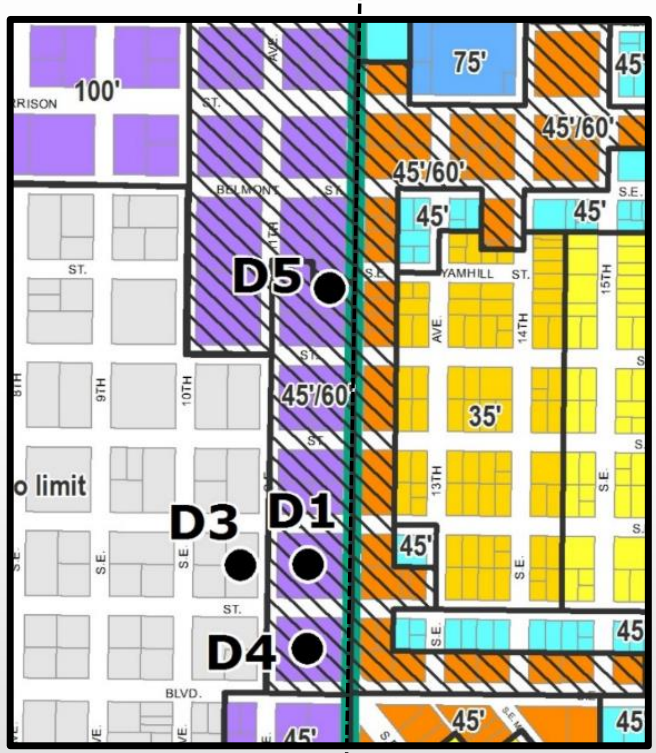
CC2035 Proposed Draft | **MUZ Proposed Draft**



Base: 45 feet
No bonus height

Base: 45 feet
Bonus: 60 feet

CC2035 Amendment | **MUZ Recommended Draft**

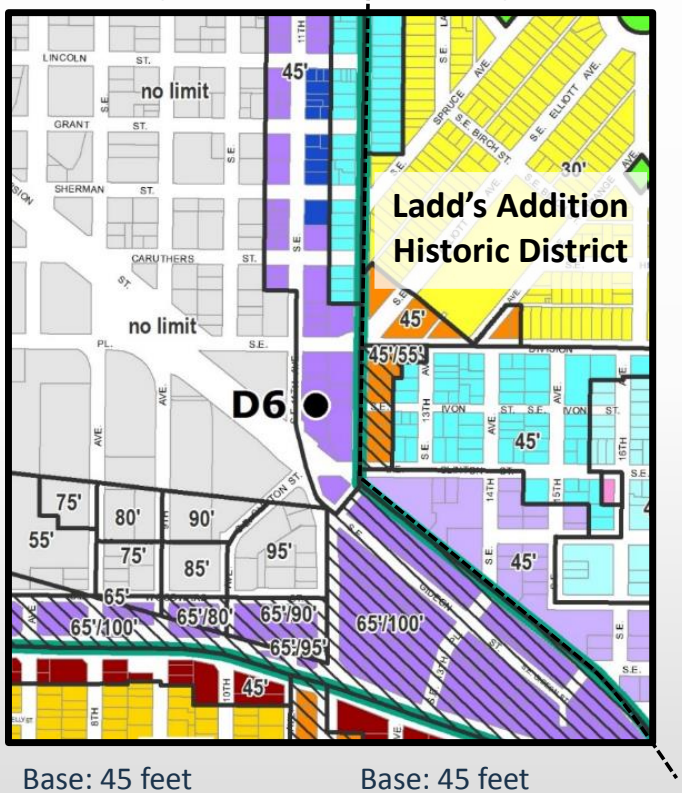


Base: 45 feet
Bonus: 60 feet

Base: 45 feet
Bonus: 60 feet

3. South End (D6)

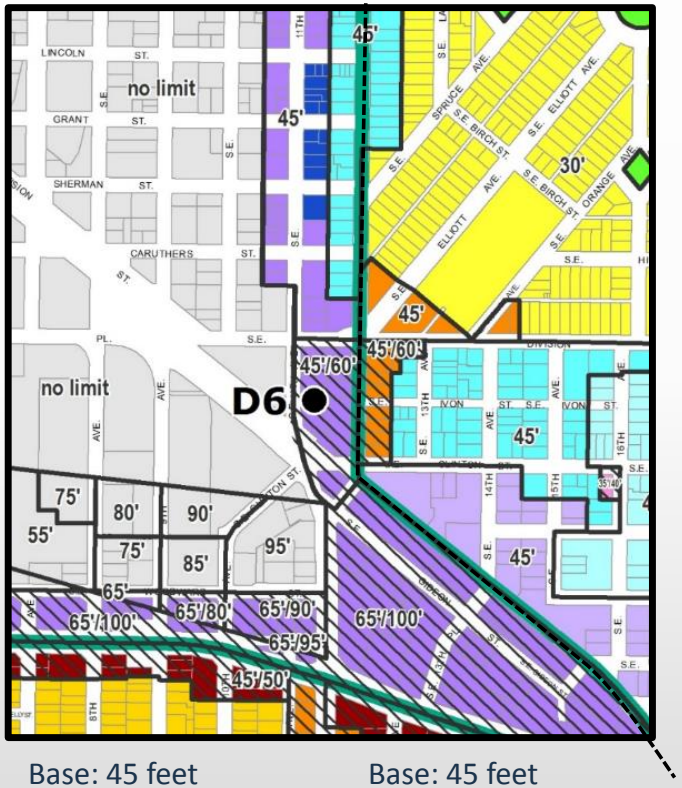
CC2035 Proposed Draft | **MUZ Proposed Draft**



Base: 45 feet
No bonus height

Base: 45 feet
Bonus: 55 feet

CC2035 Amendment | **MUZ Recommended Draft**



Base: 45 feet
Bonus: 60 feet

Base: 45 feet
Bonus: 60 feet

Detailed Individual Requests

23961

Current Uses

LOCA Project
GXi Inc (Display Design, Fab)
PolySync (Software)
Pre-existing Apartments, Triplex, Home

SpeedPro Imaging (Display Design, Fab)
Buckman Coffee Factory (Coffee Roasting)
Korkers Footware (Apparel Manufacturing)
Dogs Dig It (Dog Daycare)



U-Store (Self-Storage)
Precision Electro Coat (Refinishing)
The Winslow (Office Building)

AltSource (Software)

Individual requests

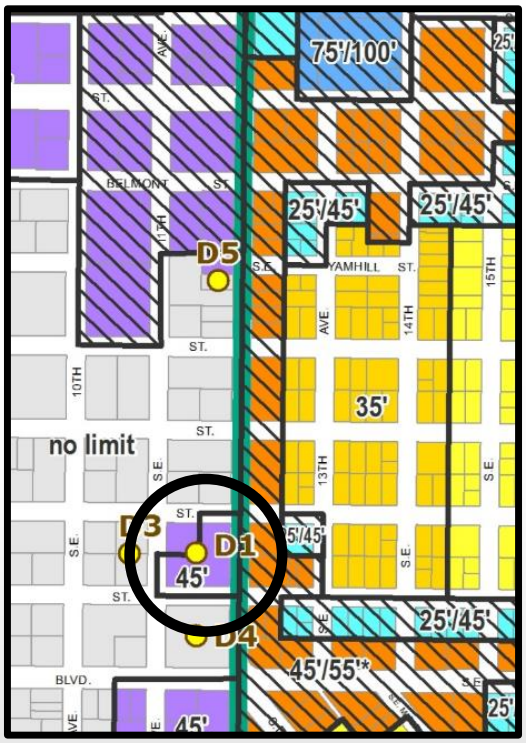
D1

Who testified?
Brad Nase,
Dean Alterman of Folawn, Alterman & Richardson LLP on behalf of George & Beverly Nase, and Bob Bowden

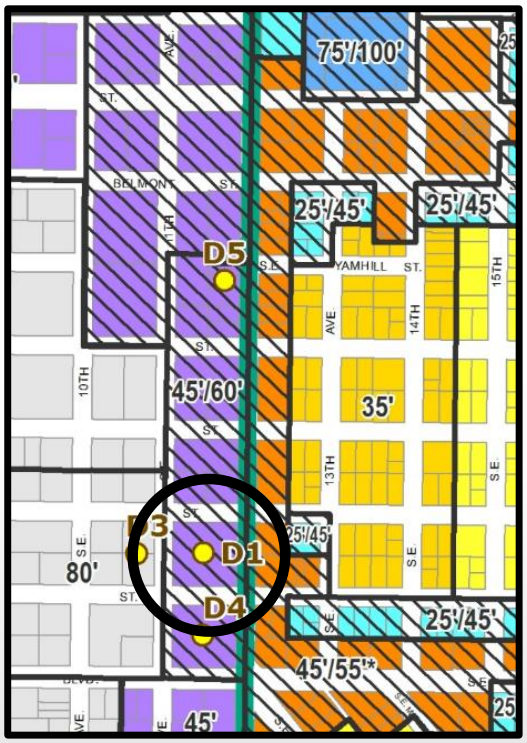


Request: Set base height to 65 ft for block

Current Zoning + MUZ Proposal



Revised Proposal



Staff recommendation: Allow bonus height up to 60 ft from SE Yamhill to SE Hawthorne

Individual requests

D1

Who testified?
Brad Nase,
Dean Alterman of Folawn, Alterman & Richardson LLP on behalf of George & Beverly Nase, and Bob Bowden



Request: Set base height to 65 ft for block



Staff recommendation: Allow bonus height up to 60 ft from SE Yamhill to SE Hawthorne

Individual requests

D2

Who testified?
Mary E Roberts and Michael J Beglan



Request: Set height to 45 ft for block, no bonus



Staff recommendation:
Retain Proposed Draft version

Individual requests

D3

Who testified?
Brad Nase,
Dean Alterman of Folawn, Alterman & Richardson LLP on behalf of George & Beverly Nase, and Bob Bowden



Request: Rezone from IG1 to EX



Staff recommendation:
Retain Proposed Draft version

Individual requests

D3

Who testified?
Brad Nase,
Dean Alterman of Folawn, Alterman & Richardson LLP on behalf of George & Beverly Nase, and Bob Bowden

Request: Set height to 45 ft for block, no bonus



Staff recommendation:
Retain Proposed Draft version

Individual requests

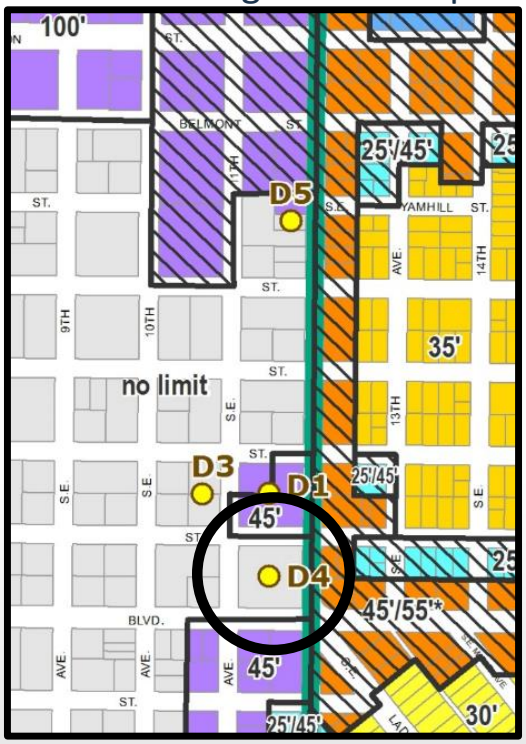
D4

Who testified?
Carrie A. Richter of Garvey, Shubert, Barer Law on behalf of MadAve, LLC, and Dave Moore, Tim Carroli, and Adam Oakley

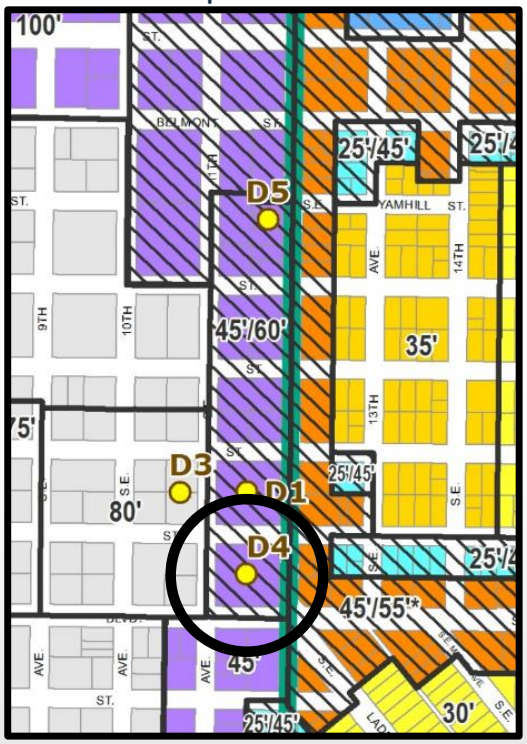


Request: IG1 w/unlimited height or EX w/45 ft

Current Zoning + MUZ Proposal



Revised Proposal



Staff recommendation: Rezone to EX with 45 ft base height, bonusable up to 60 ft

Individual requests

D4

Who testified?
Carrie A. Richter of Garvey, Shubert, Barer Law on behalf of MadAve, LLC, and Dave Moore, Tim Carroli, and Adam Oakley

Request: IG1 w/unlimited height or EX w/45 ft



Staff recommendation: Allow bonus height up to 60 ft from SE Yamhill to SE Hawthorne

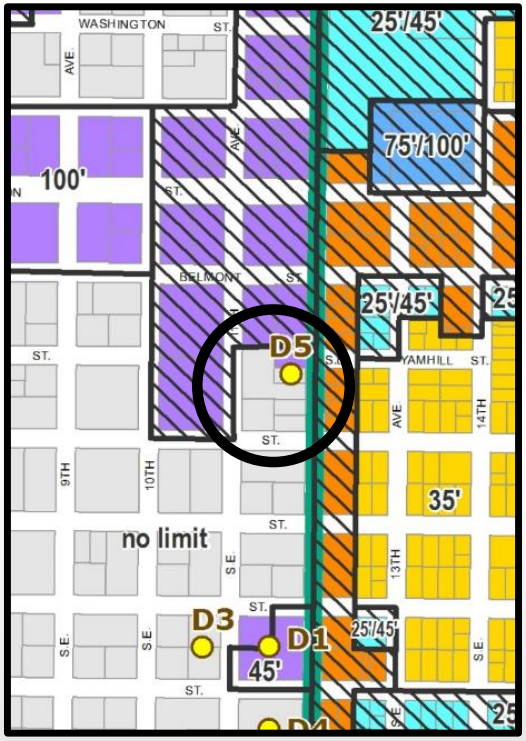
Individual requests

D5

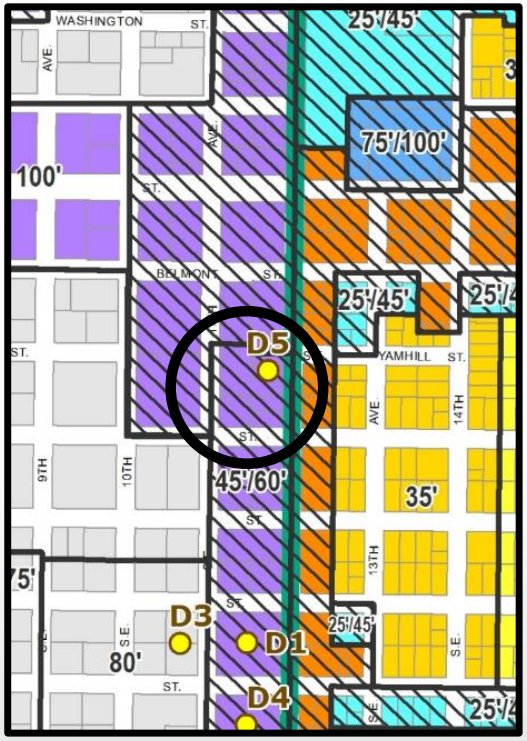
Who testified?
Bhajan Kester

Request: Zoning that makes housing conforming

Current Zoning + MUZ Proposal



Revised Proposal



Staff recommendation: Rezone to EX (height would be 45'/60')

Individual requests

D5

Who testified?
Bhajan Kester

Request: Zoning that makes housing conforming



Staff recommendation: Rezone to EX (height would be 45’/60’)

Street Level Views for D2

Individual requests

D2

Who testified?
Mary E Roberts and Michael J Beglan

Request: Set height to 45 ft for block, no bonus



Staff recommendation:
Retain Proposed Draft version

Individual requests

D2

Vicinity:
View from SE 11th Ave and Ankeny

Request: Set height to 45 ft for block, no bonus



Staff recommendation:
Retain Proposed Draft version

Individual requests

D2

Vicinity:
East of SE 12th

Request: Set height to 45 ft for block, no bonus



Staff recommendation:
Retain Proposed Draft version

Individual requests

D1

Vicinity: East of SE 12th

Request: Set height to 45 ft for block, no bonus



Staff recommendation:
Retain Proposed Draft version

REVISED Decision Table C. Other Height Requests

Many pieces of testimony focused on height and included requests to increase or decrease allowed heights throughout the Central City. The table below organizes these by subdistrict. The staff recommendations are consistent with several CC2035 policy approaches, including:

- *Not increasing base heights*
- *Requiring a public benefit for increases in bonus height*
- *Increases in bonus height provides flexibility for different design options, such as the provision of on-site open areas*
- *Setting heights to protect scenic resources, preserve light and air in open spaces and preserve the character of historic districts*
- *Maintaining the City's tallest heights along the transit mall*
- *Stepping height down to the Willamette River and neighborhoods outside the Central City*
- *Emphasizing bridgehead locations*

Contents of Decision Packet C: Other Height Requests

- Decision Table C (*Note: items C20 to C32 added since 9/27/16 draft)*
- Maps C1, C2, C3, C20 and C21
- Height Memo C

Items Marked for PSC Discussion:

C3: RiverPlace
C8: West End
C15: NE 15th-16th/ Sullivan's Gulch
C32: Park Blocks

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C1 and **Map C1**	20332, 20429, 20989	Carrie Richter for David Leiken; Carrie Richter David Gold	Old Town/ Chinatown **Area**: 6 block area between W Burnside and NW Everett and 5th and Broadway	**Base Height**: 250' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 327.	**Base Height**: 460' (existing) **Bonus Height**: None The proposed reduction is not justified and the area to the north can bonus to 325'.	**Proposed Amendment:** **Base Height: 250' (as proposed)** **Bonus Height: 325'** See Map C1	Existing base heights are 460'. Staff recommends lowering base heights to 250' because: • The Central City Plan (1988) anticipated that the high-rise downtown commercial core would expand north of Burnside. This has not happened. • Existing developable sites among older buildings are generally smaller and will more likely redevelop to 250'-325' (or lower) similar to other development in the area. This is a pattern staff would like to see preserved. The proposed amendment would continue to propose a base height at 250', but add the potential for 75' of bonus height similar to the properties to the north.	☐	☐ Support staff rec. ☐ Other
C2 and **Map C2**	20306	John Southgate LLC; on behalf of Ken Unkeles and Tom Goldsmith	Pearl District **Area**: West of NW Front in NW corner of Pearl	**Base Height**: 100' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 326	**Base Height**: 250' **Bonus Height**: None Increased FAR and height will allow dense future redevelopment that supports many CC2035 policy goals.	**Proposed Amendment:** **Base Height: 100' (as proposed)** **Bonus Height: 175'** See Map C2	• Property is currently zoned IH (EX). Staff has proposed to rezone to EX in conformance with the Comp Plan, with a base height of 100' and 2:1 FAR. • The proposed amendment would allow an additional 75' of bonus height consistent with properties along the river to the northeast and southeast of the site.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C3 and **Map C3**	20882, 21032	Augustin Enriquez-GBD Architects Inc. for ABP Capital Augustin Enriquez	University District/South Downtown **Area**: Portion of RiverPlace	**Base Height**: 125' and 150' **Bonus Height**: None (no change from existing). **Reference**: Volume 2A Pt. 1: Map 510-3. p. 331	**Base Height**: 250' **Bonus Height**: None Also rationalize height map line that cuts across property lines and ROW. Increased height will allow redevelopment of site, supporting a vibrant neighborhood.	**Proposed Amendment:** **Base Height: 125' and 150'** **Bonus Height: 150' and 200'** See Map C3	• As shown on Map C3, staff is proposing to reconfigure the height pattern in this area to align with parcel boundaries and rights of way. • Adding the potential for bonus height will encourage denser, urban scale development and more active uses along the riverfront, consistent with the goals of the plan. • The staff recommendation retains the step down to the river policy.	☒	☐ Support staff rec. ☐ Other
C4	20325	Dana Krawczuk-Perkins Coie LLP; on behalf of Unico Properties, LLC	Downtown **Area:** Various	Retain existing base heights on 3 buildings with non-conforming heights, but **allow bonus height up to the existing buildings' height:** **US Bank Tower**: Base Height: 460'; Bonus Height: 545' **KOIN Tower**: Base Height: 350'; Bonus Height: 460' **Wells Fargo Tower**: Base Height: 325' and 150'; Bonus Height: 555' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: Unlimited Allow unlimited height for existing buildings that exceed current maximum heights. Non-conforming height makes financing and sales difficult and does not allow buildings to be rebuilt to current height in case of building loss.	**Retain Proposed Draft version with a map correction**	• Staff proposes to retain existing base height limits on US Bank, KOIN and Wells Fargo buildings but allow bonus height up to the existing buildings' heights. • Buildings can be rebuilt to maximum heights shown on Map 510-4 through use of bonus and transfer system, consistent with other proposals to increase heights. • Map Correction: While the correct bonus height of 460' on the site of the KOIN building is shown on proposed Map 510-4, the hatching indicating eligibility for bonus height was inadvertently left off Map 510-3. Staff recommends adding the hatching to the KOIN building site on Map 510-3.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C5	20503	Colin Cortes	Downtown **Area**: Northern portion of Downtown	**Base Height**: 460' **Bonus height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331	**Base Height:** 460' and 325' Reduce area with 460' heights to three blocks east-west along SW 5th and 6th and three blocks north-south along Morrison and Yamhill. Limit height to 325' in remaining area.	**Retain Proposed Draft version.**	The staff proposal does not increase heights in this area and continues the pattern set in the 1970s and 1980s of allowing largest buildings in the city along the transit mall in the downtown core.	☐	☐ Support staff rec. ☐ Other
C6	20580, 20688, 20898, 20977, 21036, 21041, 21062, 20503	Jeffrey Lang, Bob Sallinger--Portland Audubon Society, Jerry Ward, Steve Pinger-Northwest District Association, Jeanne Galick, Jeffrey Lang, Jerry L. Ward, Colin Cortes	Downtown **Area**: West sides of Morrison and Hawthorne bridgeheads	**Base Height**: 75' to 200' **Bonus Height**: 250' to 325'. **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 75' to 200' **Bonus Height**: None Proposed height increases at the Bridgeheads are not consistent with principle of stepping down to the river.	**Retain Proposed Draft version.**	• The bridgeheads and adjacent buildings act as gateways into and out of the downtown and plans since the 1970s have called for major attractions and new development at these important riverfront locations. • These sites are difficult to develop due to access limitations and other constraints. • The proposed draft retains a step-down to the river.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C7	20503	Colin Cortes	Downtown **Area**: Area adjacent to SW section of Skidmore/Old Town HD	**Base Height**: 130' for half-block band along SW border of historic, transitioning to 460' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331.	**Base Height**: 130' for half-block band along SW border of historic, transitioning to 235' Create a height band of no more than 235' that parallels the 130' height band for at least a half block.	**Retain Proposed Draft version.**	Input from the Landmarks Commission has indicated sharp height transitions to historic districts are appropriate.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C8	20301, 20314, 20347, 20350, 20351, 20378, 20403, 20413, 20416, 20418, 20420, 20475, 20559, 20881, 20974, 20997, 21023, 21027	Tracy Prince--Goose Hollow/Foothills League, William Galen, Richard Rahm, Tom Neilsen, Wendy Rahm, Wendy Rahm, Daniel Salomon, Deborah O'Neill, Wendy Rahm, Tom Neilsen, Richard Rahm, Sheila & Gary Seitz, Daniel Salomon, Suzanne Lennard, Deanna Mueller-Crispin, Peter R. Meijer, Deanna Mueller-Crispin, Suzanne Lennard	West End **Area**: entire subdistrict	**Base Height**: Generally, 150' to 460' in northern portion and 250' in southern portion **Bonus Height**: Generally, 325' in northern portion and none in southern portion **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 100' **Bonus Height**: None Limit heights in West End to 100' to create greater step down from taller heights in core and promote a more human scale.	**Retain Proposed Draft version.** See also items C26 and C27 for heights adjacent to the South Park Blocks	• The West End is currently the western part of Downtown. Staff's proposal preserves a transition from the highest densities in the downtown core to lower densities adjacent non-Central City neighborhoods and districts. • Metro has set average density targets to meet the demand for the forecasted future population. For the Central City this goal is 250 people/acre. This density goal recognizes the Central City as the most appropriate location in the region for the largest building scales and highest population density. • Development projects with taller buildings are more likely to include amenities like plazas, pocket parks, green landscaping areas, and storm water treatments because they can achieve full build-out of allowed density without building over the entire site area. • Staff believes that height flexibility is important to efficiently use our small blocks and allow for a variety of building forms. With a larger envelope to work within, buildings can be designed to provide opportunities for light, air and views between towers and ground level or podium open space. It could also relieve pressure on historic landmarks by allowing unused FAR to be transferred from historic resources to other sites. • Density targets could potentially be met without taller buildings but there would be tradeoffs such as bulkier buildings, less opportunity for open space; and less variety of housing choices. • To support and leverage the maximum benefit from infrastructure projects including light rail and street car alignments through the subdistrict. In addition to civic and cultural amenities in the subdistrict that draw people from all over the region. • At least 11 existing structures in the West End subdistrict would be made non-conforming by reducing heights to 100'.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C9	20503	Colin Cortes	West End **Area**: Area bounded by SW 10th, Market, I-405, and Salmon	**Base Height**: 250' (lower in view corridor). **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331.	**Base Height**: 200' and 150' Lower heights to 200' between the streetcar lines on SW 10th and SW 11th Avenues and between Jefferson and Market and the block bound by 10th, 11th, Salmon, and Main. For the remaining blocks to the west currently proposed at 250' lower to 150'.	**Retain Proposed Draft version.**	• See C8 for staff rationale.	☐	☐ Support staff rec. ☐ Other
C10	20503	Colin Cortes	West End/Goose Hollow **Area**: South of W. Burnside, generally centered along I-405	**Base Height**: 150' and 250' **Bonus Height**: 325' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 150' and 250' **Bonus Height**: Lower bonus heights to 250' from 325'.	**Retain Proposed Draft version.**	In order to exceed the base heights, projects will have to provide some public benefit through the bonus and transfer system.	☐	☐ Support staff rec. ☐ Other
C11	20300, 20301, 20309, 20402, 20404, 20936	Fred Leeson--Architectural Heritage Center, Tracy Prince, --Goose Hollow/Foothills League, Joanna Malaczynski, Kal Toth, Sherry Salomon, Elizabeth L Perris	Goose Hollow **Area**: Along SW Morrison	**Base Height**: 250' **Bonus Height**: 295' to 325'. **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	Lower heights along SW Morrison in Goose Hollow to reduce redevelopment pressure on designated historic landmarks and HRI properties.	**Retain Proposed Draft version.**	Area is not within a historic district. There are many parts of the Central City with concentrations of individual historic structures. The City has not previously set heights based on the location of individual landmarks or HRI properties.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C12	20188	Joseph Tennant	Goose Hollow **Area**: 937 SW 14th	**Base Height**: 250' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331.	**Base Height**: 250' **Bonus Height**: 325' Make site eligible for bonus height because area to north and west can bonus to 325'.	**Retain Proposed Draft version.**	The West Quadrant Plan height concept adopted by City Council did not propose height increases in this area. One view corridor does slightly lower heights to the east.	☐	☐ Support staff rec. ☐ Other
C13	20503	Colin Cortes	Pearl District **Area**: North Pearl "Unlimited Height" area	**Base Height**: 100' **Bonus Height**: Unlimited, but with floor plate size limitations above 100' **References**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337 and 33.510.210.D.3, p. 75-77	**Base Height**: 100' **Bonus Height**: Lower heights to 250'	**Retain Proposed Draft version.**	Floor plate restrictions and overall FAR limits limit very tall buildings to point towers. The proposed draft does not amend these existing code provisions developed as part of the 2008 North Pearl District Plan.	☐	☐ Support staff rec. ☐ Other
C14	20503	Colin Cortes	Pearl District **Area**: Post Office site	**Base Height**: 75' **Bonus Height**: 250' on southern portion of site and 400' on northern portion. **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 75' **Bonus Height**: Lower heights to 250'	**Retain Proposed Draft version.**	Staff's proposal is consistent with PDC's Broadway Corridor Framework adopted by City Council in 2015.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C15	20154, 20157, 20160, 20158, 20161, 20162, 20177, 20180, 20185, 20289, 20291, 20293, 20296, 20299, 20365, 20487	Allen Andringa, Louis Gaty, Frank Hilton, Joseph Guerin, Christine Jensen, Robert Leopold, Carl McNew, Claudia Ospovat, Lucie Svrcinova, Jack Barrager, Lynn Bonner, Barbara Fagan, Tritia Tonn, Brigitte Patrick, Michael Crofut, Christine Tanner--Sullivan's Gulch NA	Lloyd District **Area**: SE edge of district, between 15th and 16th and south of Weidler	**Base Height**: 150' **Bonus Height**: 225' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 75' **Bonus Height**: None Reduce height to 75' inside the Central City at the eastern edge (5 over 1 construction) to create a step-down similar to that for Irvington consistent with a general downsizing of Lloyd buildings at the edge of the Central City.	**Retain Proposed Draft version.**	Staff proposes to retain the proposed draft version because properties outside the Central City to the east include: • RH zoning with 4:1 FAR. Maximum height is 75' with potential for 100' if within 1,000 ft of a transit station. • CX zoning with a proposal to change to CM3 through the Mixed Use project which allows 75' (with bonus) and up to 120' as part of a planned development. • Two existing (non-conforming) buildings that are over 170'. In addition, a new project, Improving Multi-Dwelling Development, will explore additional changes in height outside the Central City boundary that could increase maximum heights in the RH Zone.	☒	☐ Support staff rec. ☐ Other
C16	20364, 20362, 20373, 20377, 20913, 21047	Peter Kozdon, Michael Herson, Anne Woodbury, Peter S. Spencer, Susan Gilbert, Mary Kay Brennan	University District/South Downtown **Area**: South Auditorium area between SW 1st and Naito and south of Lincoln	**Base Height**: 75' and 150' **Bonus Height**: 250' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 50' or 75' **Bonus Height**: None Reduce heights because area is heavily congested and proposal will alter existing character of area.	**Retain Proposed Draft version.**	Maximum FAR of 4:1 is proposed for this area. Allowing site to earn bonus height and FAR is consistent with its location near the new Lincoln transit station, where additional density is encouraged.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C17	20889	Oregon Pacific Investment and Development	University District/South Downtown **Area**: 2075 SW 1st	**Base Height**: Southern half: 75'; Northern half: 100' **Bonus Height**: 250' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 100' **Bonus Height**: 250' Set base height at 100' for entire site to create a single height limit and be consistent with nearby height limits.	**Retain Proposed Draft version.**	Staff proposes to maintain the base height of 75' with the potential to get to 250' with bonus height, consistent with the policy approach of not increasing base heights.	☐	☐ Support staff rec. ☐ Other
C18	20503	Colin Cortes	University District/South Downtown **Area**: South Transit Mall, bounded by SW Broadway, 5th, Market and a little beyond Jefferson	**Base Height**: 300' **Bonus Height**: 460' (lower in view corridor). **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337.	**Base Height**: 300' **Bonus Height**: None. Do not allow bonus height.	**Retain Proposed Draft version.**	Bonus heights are proposed for this area in recognition of the southern extension of the Transit Mall.	☐	☐ Support staff rec. ☐ Other
C19	20329, 20372	David Wark--Portland Design Commission Julie Livingston--Portland Design Commission	Central City	**Minimum building heights are not specified**. Maximum heights vary across the Central City.	Mandate minimum heights to ensure, dense urban-scale development.	**Retain Proposed Draft version.**	Staff *is* proposing minimum FARs (ranging from 1:1 to 3:1) across the Central City. This will help ensure minimum development density. Staff proposes maximum heights and FARs to allow for flexibility and various design options.	☐	☐ Support staff rec. ☐ Other

Items Added to 9/27/16 Draft:

C20 and **Map C20**	NA	BPS Staff	Goose Hollow **Area**: Uptown area in NWDA on north side of W Burnside, west of NW 23rd Place and south of Westover	**Base Height**: 75' (base zone CX) **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337.		**Proposed Amendment:** **Base Height**: 75' (base zone CX) **Bonus Height**: 150'	**Corrects a mapping error**. The existing maximum height is 75' with eligibility for 75' of bonus height through the residential FAR bonus (no general height bonus allowed). Eligibility for bonus height was inadvertently removed in the Proposed Draft.	☐	☐ Support staff rec. ☐ Other

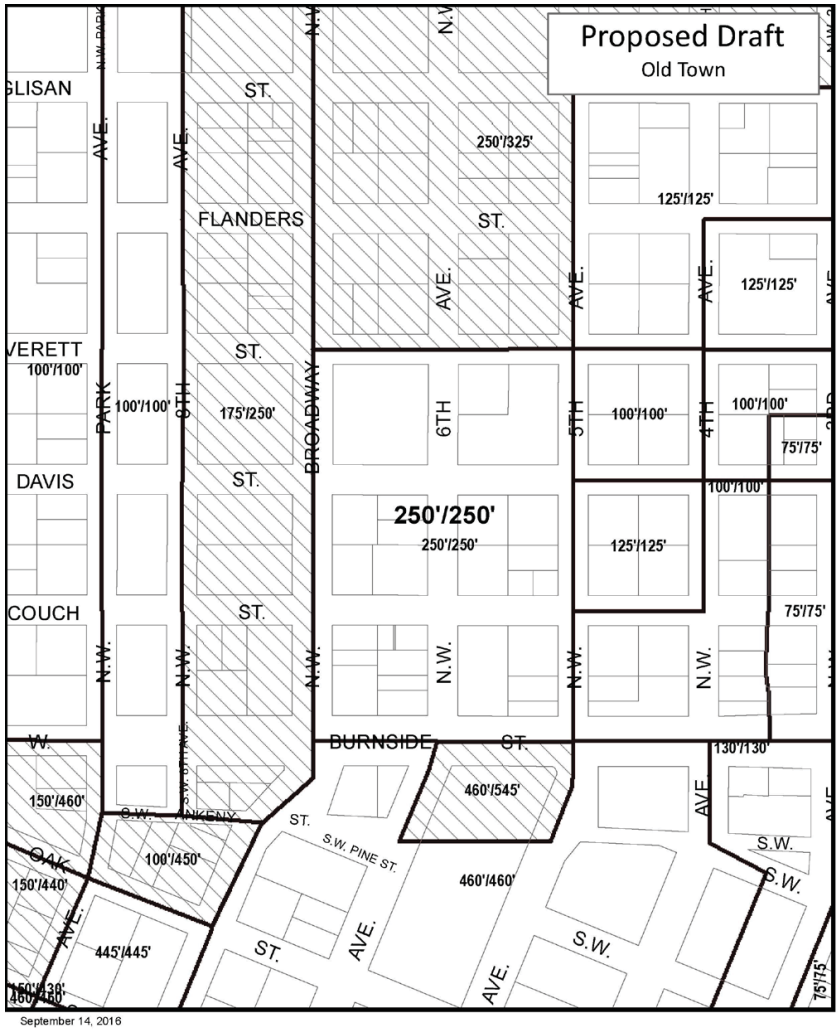
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C21 and **Map C21**	NA	BPS Staff	Downtown **Area**: Two parcels on south side of SW Salmon in Hawthorne bridgehead area	**Base Height**: 75' and 200' **Bonus Height**: 345' and 330' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337.		**Proposed Amendment:** **Base Height**: 75' and 200' **Bonus Height**: 325'	**Corrects a mapping error**. The West Quadrant Plan height concept calls for 325' maximum height in this area (many are lower due to view corridors). The maximum bonus heights for these parcels were inadvertently set too high in the Proposed Draft.	☐	☐ Support staff rec. ☐ Other
C22	NA	BPS Staff	NA	**Map 510-4 (2 0f 3) erroneously** shows the boundary of Marquam Hill Plan District. **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-4 (2 0f 3), p. 335		**Proposed Amendment:** Remove boundary of Marquam Hill Plan District from Map 510-4 (2 of 4)	**Corrects a mapping error**. This plan district is outside the Central City.	☐	☐ Support staff rec. ☐ Other
C23	NA	BPS and PBOT Staff	Pearl District **Area:** Post Office site	**510 series of maps** show incorrect proposed rights-of-way for the US Post Office site in the Pearl District. **Reference**: Volume 2A: Part 1 Central City Plan District, Maps 510-1 to 510-22, p. 321-399		**Proposed Amendment:** Remove proposed ROW shown on Post Office site on all 510 series maps.	**Corrects mapping error**. Incorrect proposed rights-of-way are shown on all the 510 series maps.	☐	☐ Support staff rec. ☐ Other
C24	20367	Justin Clyod--Solterra Architecture	City-wide	CC2035 Plan does not propose any changes to city-wide provisions relating to measuring height in 33.930.050. Existing code for measuring height for a flat roof: "Measure to the top of the parapet, or if there is no parapet, to the highest point of the roof." No distinction for an "occupied roof." **Reference:** *Existing* Zoning Code section 33.930.050	Amend 33.930.050 Measuring Height for occupied roofs to be measured to the top of occupied roof walking surface.	**No change to existing code.**	The requested amendment could result in taller effective building heights through-out the city. Changes to the way height is measured citywide are outside the scope of the Central City 2035 Plan.	☐	☐ Support staff rec. ☐ Other

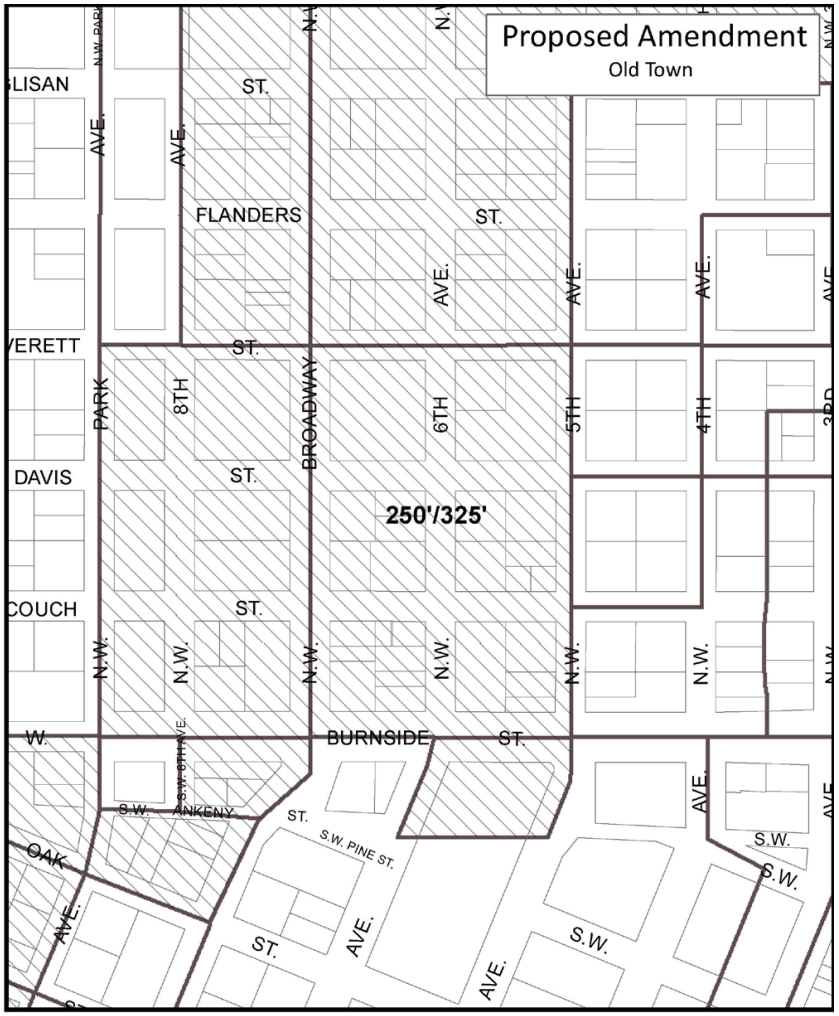
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C25	20367	Justin Clyod--Solterra Architecture	Central City	Proposed exceptions to the maximum base height include a number of items including parapets and railings. The length and height of allowed projections are limited. **Reference:** Volume 2A: Part 1 Central City Plan District, 33.510.210.C, p. 69	Expand list in 33.510.210.C of building height exceptions and allowable projections of any length to include parapets, furniture and permanent fixtures, planters and railings	**Retain Proposed Draft version.**	• Staff believes the proposed list of allowable projections and the limitations on their length and height are appropriate. (See Height Memo for the full list). • The requested amendments could result in what looks like, and functions as, an additional floor above the height limits that have been set to manage the scale of buildings.	☐	☐ Support staff rec. ☐ Other
C26	20300 20378	Arch. Heritage Center Wendy Rahm	Downtown **Area**: N-S strip 1 to 2 blocks east of SW Park	**Base Height**: Generally, 100' to 460' **Bonus Height**: Generally, 200' to 460' **Reference**: Volume 2A: Part 1 Central City Plan District Maps 510-3 and 510-4, p. 326-337	**Base Height**: Between 250' and 325' **Bonus Height**: None Lower height and FAR will create greater step-down from downtown corporate district to the West End.	**Retain Proposed Draft version.**	This area abuts the Transit Mall and is part of the downtown commercial core, long planned for the largest buildings in the Central City and region.	☐	☐ Support staff rec. ☐ Other
C27 and **Height Memo C**	NA	BPS Staff	Central City	**33.510.210.C.2 Base Height Exceptions** **33.510.210.D.4 Bonus height earned through a bonus or transferred FAR** **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.210.C.2 (page 69) and 33.510.210.D.4 (p. 77).		**Proposed Amendment:** Clarify code language to indicate that listed projections are allowed above heights shown on Map 510-3 and 510-4, except in view corridors. **See Height Memo**	The proposed revision is needed because there are some places where the heights are the same on Map 510-3 and 510-4, including historic districts, view corridors and other areas where bonus heights are not allowed. Staff believes certain projections should continue to be allowed in these areas, with the exception of view corridors.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C28 and **Height Memo C**	NA	BPS Staff	Central City	**33.510.210.C.2.d.(2) Base height exceptions** **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.210.C.2.d (p. 71)		**Proposed Amendment:** Clarify that limitations on size of rooftop mechanical equipment includes any required screening. **See Height Memo**	This is a simple code clarification, extending parallel construction from earlier in the subparagraph.	☐	☐ Support staff rec. ☐ Other
C29 and **Height Memo C**	NA	BPS Staff	Central City	**33.510.210.D.4.e Bonus height approval criteria.** **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.210.D.4.e (page 79)		**Proposed Amendment:** Delete the redundant bonus height approval criterion regarding view corridors and amend the remaining criterion to focus on impacts on residential zones outside the Central City. **See Height Memo**	• The first approval criterion is not needed because maximum heights have been set to protect view corridors—a project reaching its maximum bonus height shown on Map 510-4 will not impact view corridors. • Staff recommends amending the second approval criterion to focus on shading impacts of tall buildings on areas outside the Central City.	☐	☐ Support staff rec. ☐ Other
C30	NA	BPS Staff	Pearl District **Area**: Bounded by W Burnside, NW Hoyt, Park and 9th	**Base Height**: 100' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337		**Proposed Amendment:** **Base Height**: 100' **Bonus Height**: 250'	**Corrects a mapping error.** This 6 block area was inadvertently excluded from the mapped area to the east allowing bonus height to 250'. The area is subject to a shadow study requirement.	☐	☐ Support staff rec. ☐ Other
C31	NA	BPS Staff	Downtown Area: Park Block containing Park Avenue West	**Base Height:** 415' **Bonus Height:** None **Reference:** Volume 2A Pt. 1: Maps 510-3 and 510-4, p.326-337		**Proposed Amendment:** **Base Height:** 460' **Bonus Height:** None	**Corrects a mapping error**. The existing building is currently 502' with projections. The base height on map 510-3 and bonus height on map 510-4 should be 460'.		

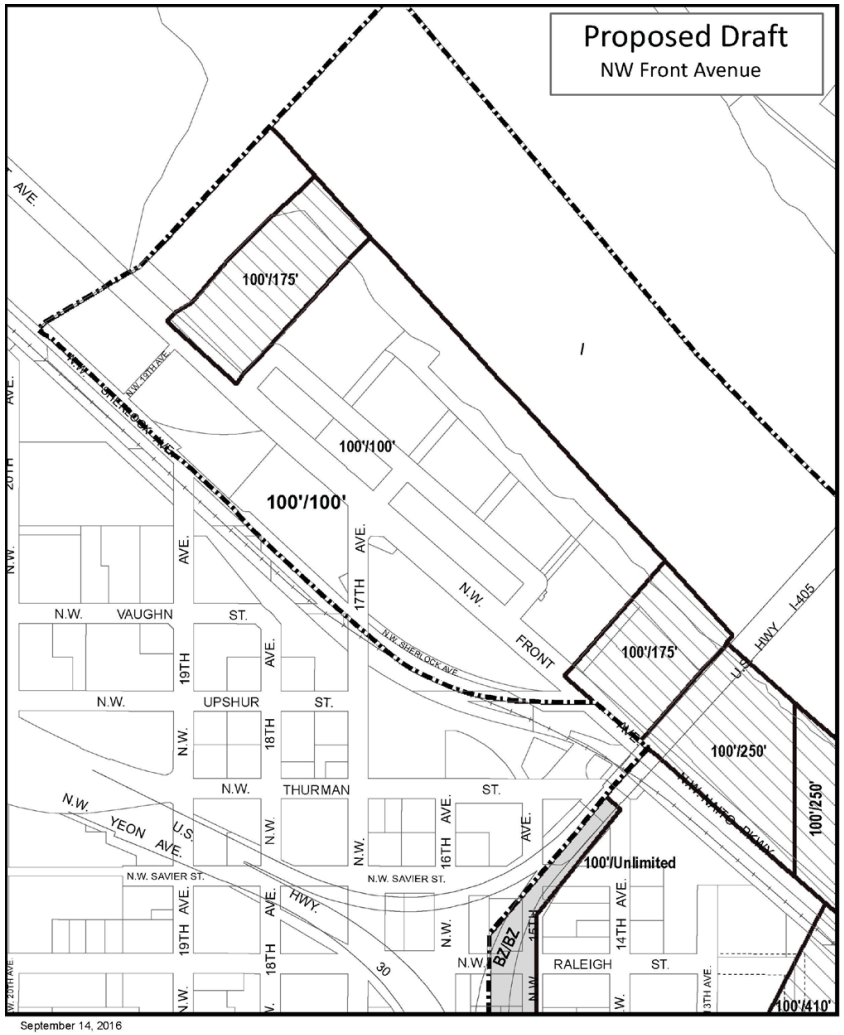
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C32	20340, 20475, 20997, 20378, 20426, 20300, 20352, 20655, 20856, 20881,	David Newman, Sheila & Gary Seitz, Peter Meijer—AIA Historic Committee, Wendy Rahm, Gerald Witt, Fred Leeson—Arch. Heritage Center, Terry Dalsemer, Kay Tsurumi, Peggy Moretti—Restore Oregon, Suzanne Lennard	Downtown & West End **Area**: Blocks adjacent to the North and South Park Blocks	**Base Height**: Generally, 100' to 460' **Bonus Height**: Generally, 175' to 330' **Reference**: Volume 2A: Part 1 Central City Plan District Maps 510-3 and 510-4, p. 326-337 **Shadow Study**: Required for height bonuses on south and west side of parks. **Reference**: Volume 2A: Part 1 Central City Plan District, Map 510-4 and 33.510.210.D.4.d (page 79).	**1. Shadow Study**: Require on east side of Park Blocks. Preserve morning sunlight in park. **2. Base Height**: 100' on both sides of park and require a step-back at 3rd story **Bonus Height**: None Tall buildings reduce light and air in the Park Blocks.	**Proposed Amendments:** **1.A. Add the Shadow Study requirement to the east side of the Park Blocks as follows: 10 am – March 21: Shadow must not exceed 50% of the adjacent park.** **1.B. Add a new requirement for a 12' setback along both sides of the Park Blocks.** **2. Retain proposed draft heights. Amend description of Action UD1 to create a new guideline addressing the desired characteristics of development along the Park Blocks and encouraging placement of larger masses further from the park.**	In response to the testimony: **1. A. Shadow study requirement on east side of Park Blocks** • Staff conducted a shadow analysis of buildings of different heights, massing, and stepbacks along the east side of the Park Blocks and determined that a shadow analysis requirement for new buildings should be applied to allow for morning sun. • The time proposed for the east side is different than the west side of the Park Blocks because south of Burnside the Park Blocks are at an angle and not completely oriented north to south. This results in an increased shadow in the morning over large portions of the Park Blocks. • Staff is proposing to apply this requirement due to the Park Blocks significance to the Central City as a signature open space amenity. **1. B. 12' setback along Park Blocks** • Staff analyzed existing development along the entire length of the Park Blocks and noted numerous, existing building setbacks at a range of sizes. • Some of the existing setbacks are hardscaped, some landscaped, and others are a combination of the two. • Setting new buildings back from the Park Blocks will contribute to reduction in shadows cast by the development. • Generating more light and air at the ground levels of buildings along the Park Blocks is consistent with the vision for the Green Loop, expected to be developed along the Park Blocks. The goal would be to increase opportunities for more gatherings spaces, more landscaped areas, and more space for new trees along the alignment. *Future public process to determine the specific/exact alignment of the Green Loop alignment will provide another opportunity to discuss, refine and adjust this requirement.* **2. Retain proposed heights and develop new South Park Blocks design guideline** • Staff does not recommend lowering the base height to 100'. This area is in the heart of the Central City, adjacent to the Portland transit mall, Portland streetcar lines, numerous civic and cultural attractions, and the downtown office core. • With the existing shadow analysis on the west side of the park, and the addition of the analysis on the east side of the park and a proposed setback, new development will need to be sculpted to preserve light and air on the Park Blocks without reducing the heights on these sites. • Lowering base heights to 100' on both sides of the Park Blocks would create 6-7 non-conforming situations and most of the sites adjacent to the Park Blocks are built out.	☒	☐ Support staff rec. ☐ Other

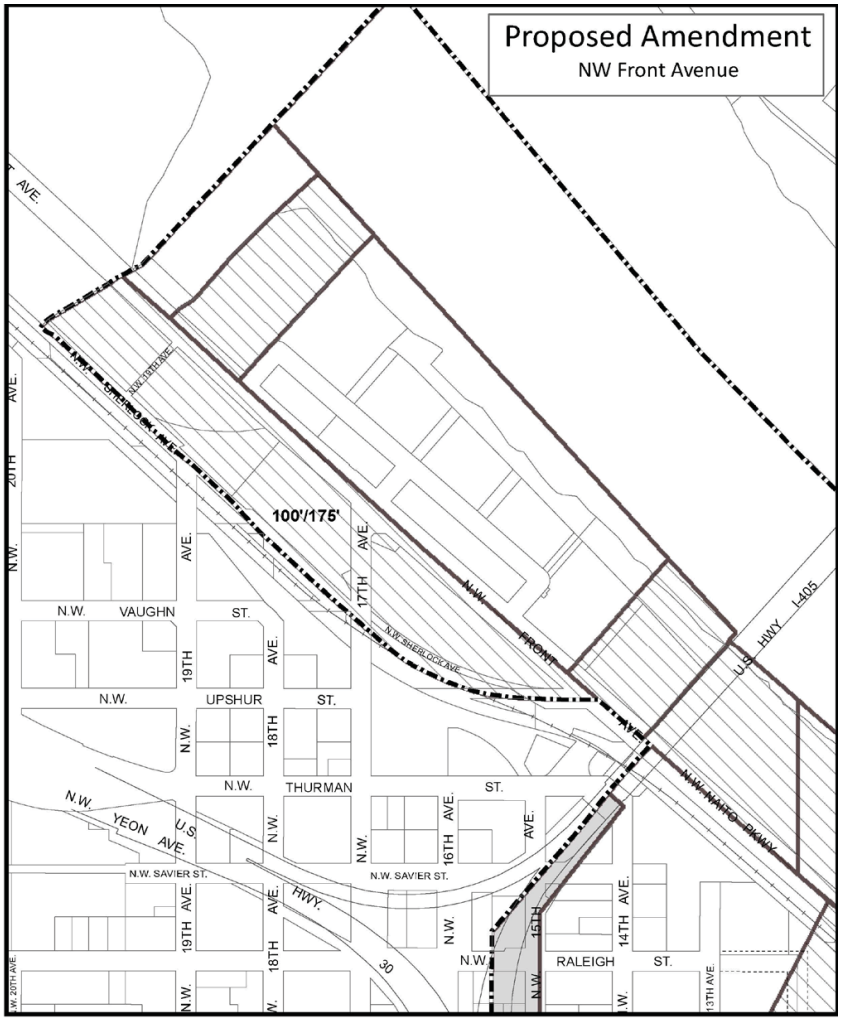
Map C1: Old Town / Chinatown Heights



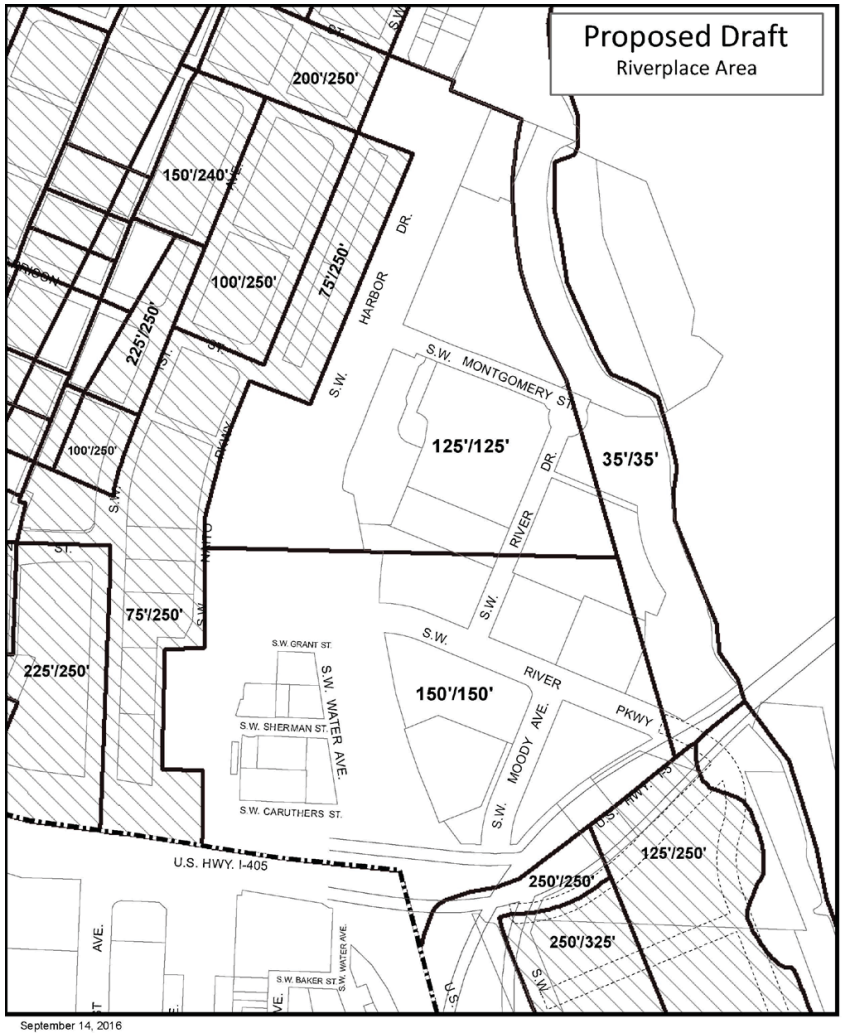


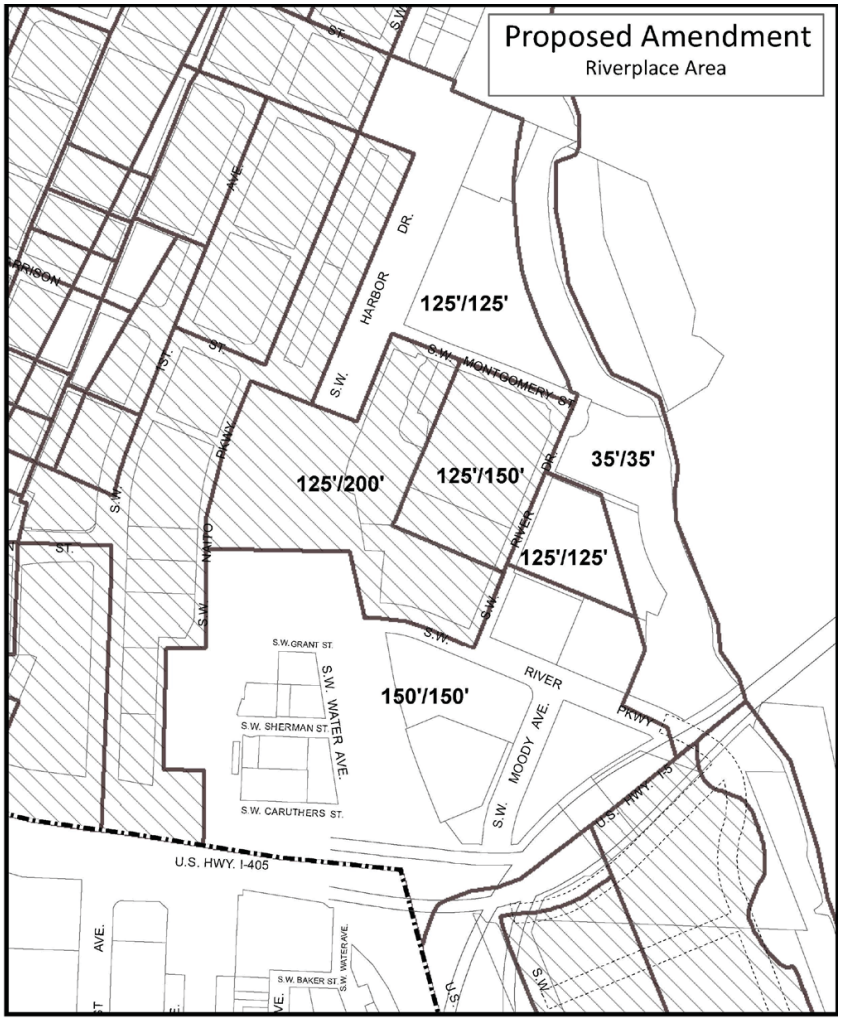
Map C2: NW Front Ave Heights



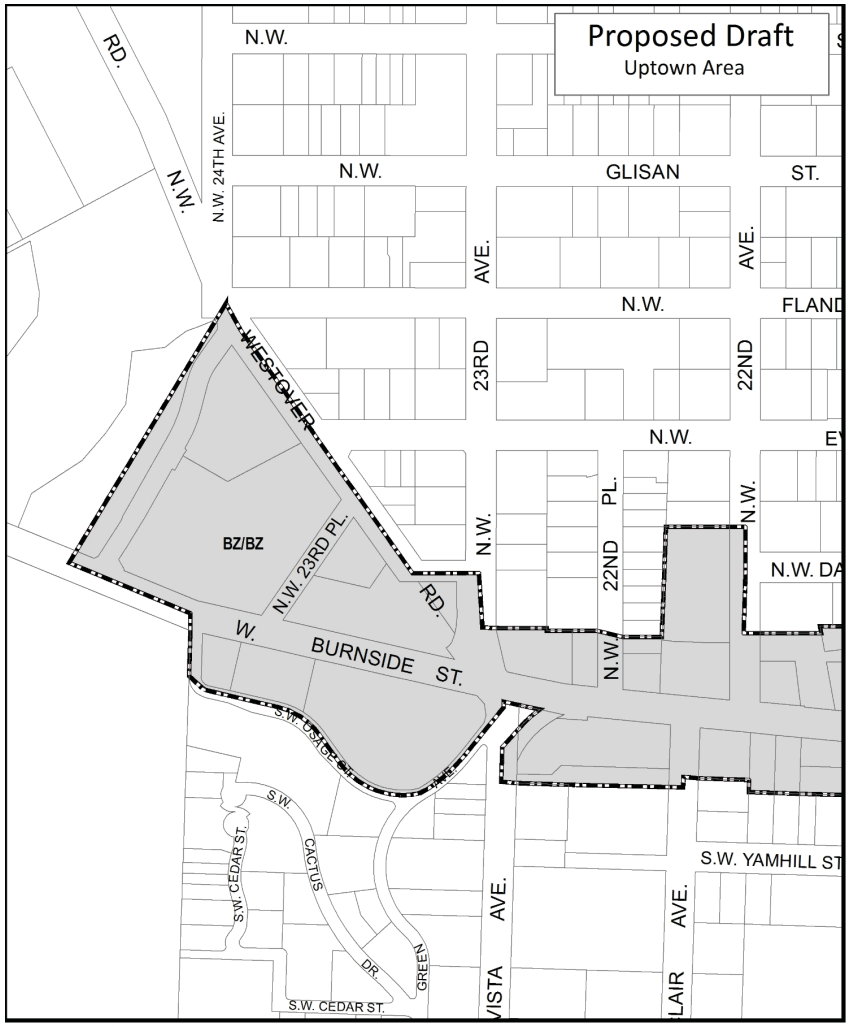


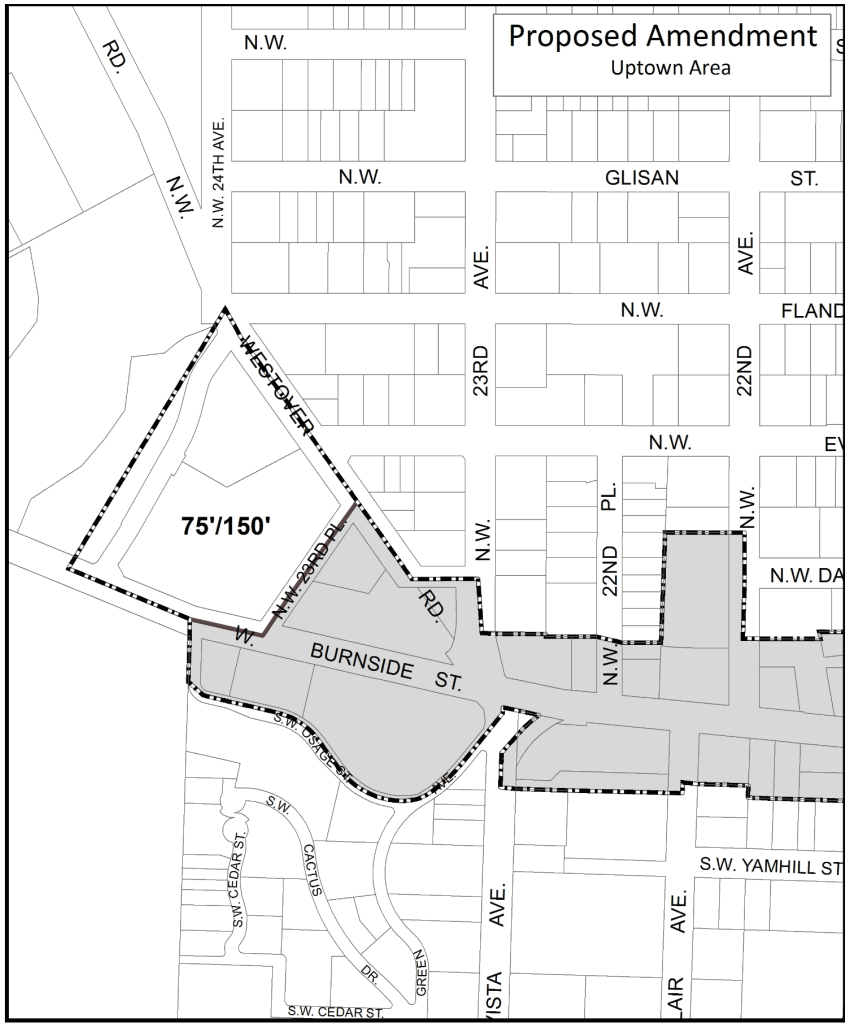
Map C3: Riverplace Heights



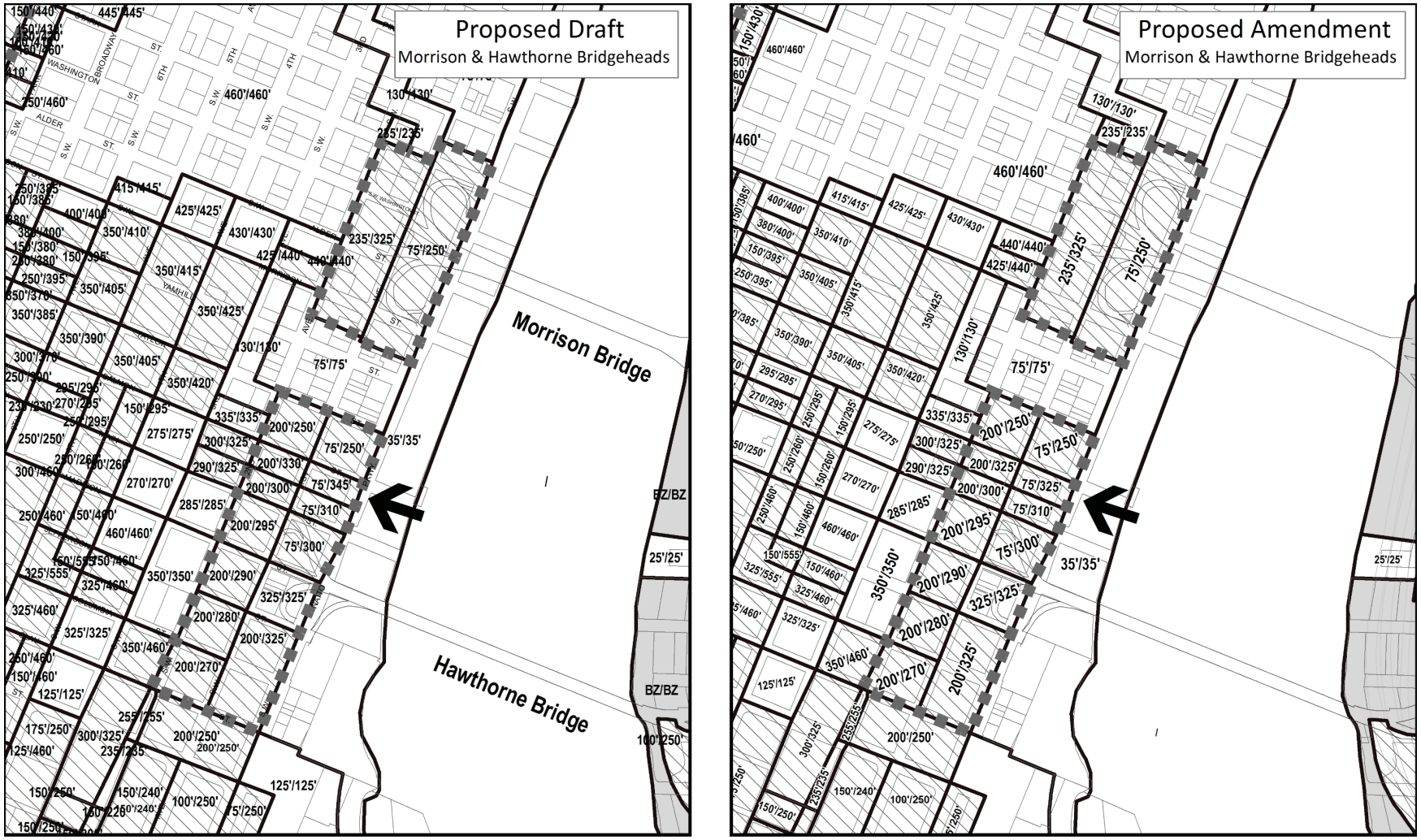


Map C20: Goose Hollow/Uptown Heights





Map C21: Bridgehead Area Heights



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MEMO

DATE: October 31, 2016

TO: Planning and Sustainability Commission

FROM: Rachael Hoy

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: Attachment for Decision Table C: Recommended Amendments to Proposed Draft 33.510.210 Height

23995

This memorandum contains BPS staff-recommended revisions to portions of Zoning Code section 33.510.210 Height in the Proposed Draft Central City 2035 Plan. Specific changes include the following items described in Decision Packet C: Other Height:

1. **C27:** 33.510.210.C.2 and 33.510.210.D.4: Clarify code language to indicate that listed projections are allowed above heights shown on Map 510-3 and 510-4, except in view corridors.

    - The proposed revisions are needed because there are some places where the heights are the same on Map 510-3 and 510-4, including historic districts, view corridors and other areas where bonus heights are not allowed. Staff believes certain projections should continue to be allowed in these areas, with the exception of view corridors.

2. **C28:** 33.510.210.C.2.d.(2): Clarify that limitations on the size of rooftop mechanical equipment includes any required screening. This is a simple code clarification, extending parallel construction from earlier in the subparagraph.

3. **C29:** 33.510.210.D.4.e: Delete the redundant bonus height approval criterion regarding view corridors and amend the remaining criterion to focus on impacts on residential zones

outside the Central City.

- The first approval criterion is not needed because maximum heights have been set to protect view corridors—a project reaching its maximum bonus height shown on Map 510-4 will not impact view corridors.
- Staff recommends amending the second approval criterion to focus on shading impacts of tall buildings on nearby areas outside the Central City.

In addition, a few typographic errors are corrected. Changes from text in the proposed draft are highlighted.

33.510.210.C Base height

1. Base heights are shown on Map 510-3. Heights greater than shown on Map 510-3 are allowed through the bonus height or transfer options as specified in Subsections D. and E.

2. Exceptions. The following are allowed to extend above the base heights shown on Map 510-3 except in a view corridor shown on Map 510-20~~, and where the bonus height limit shown on Map 510-4 is the same as on Map 510-3~~. Small wind turbines area subject to the standards of Chapter 33.299:

   a. Chimneys, vents, flag poles, satellite receiving dishes~~d~~, and other similar items that are attached to a building and have a width, depth or diameter of 5 feet or less may extend 10 feet above the base height limit, or 5 feet above the highest point of the roof, whichever is greater. If the item is greater than 5 feet wide, deep, or tall, it is subject to the height limit;

   b. Parapets and railings. Parapets and rooftop railings may extend 3.5 feet above the base height limit;

   c. Walls or fences located between individual rooftop decks may extend 6 feet above the base height limit if the visual screen is set back at least 4 feet from the edges of the roof;

   d. Rooftop mechanical equipment and any required screening and stairwell enclosures that provide rooftop access may extend above the base height limit as follows if the equipment and enclosures are set back at least 15 feet from all roof edges on street facing facades:

      (1) Elevator mechanical equipment may extend up to 16 feet above the base height limit; and

      (2) Other mechanical equipment and any required screening and stairwell enclosures that cumulatively cover no more than 10 percent of the roof area may extend up to 10 feet above the base height limit;

   e. Roof mounted solar panels may extend above the height limit as follows:

23996

(1) For flat roofs or the horizontal portion of mansard roofs, solar panels may extend up to 5 feet above the top of the highest point of the roof; and

(2) For pitched, shed, hipped or gambrel roofs, solar panels must be mounted no more than 12 inches from the surface of the roof at any point, and may not extend above the ridgeline of the roof. The 12 inches is measures from the upper side of the solar panel; and

~~f~~g. Antennas, power poles and public safety facilities.

33.510.210.D.4 Bonus height earned through a bonus or transferred FAR:

4. Bonus height earned through a bonus or transferred FAR. Except for sites in the South Waterfront height opportunity area, and sites in the North Pearl height opportunity area, the bonus heights shown on Map 510-4 are allowed as follows. Projections above the height limits shown on Map 510-4 are prohibited in view corridors shown on Map 510-20:

[a-d: no change to proposed draft]

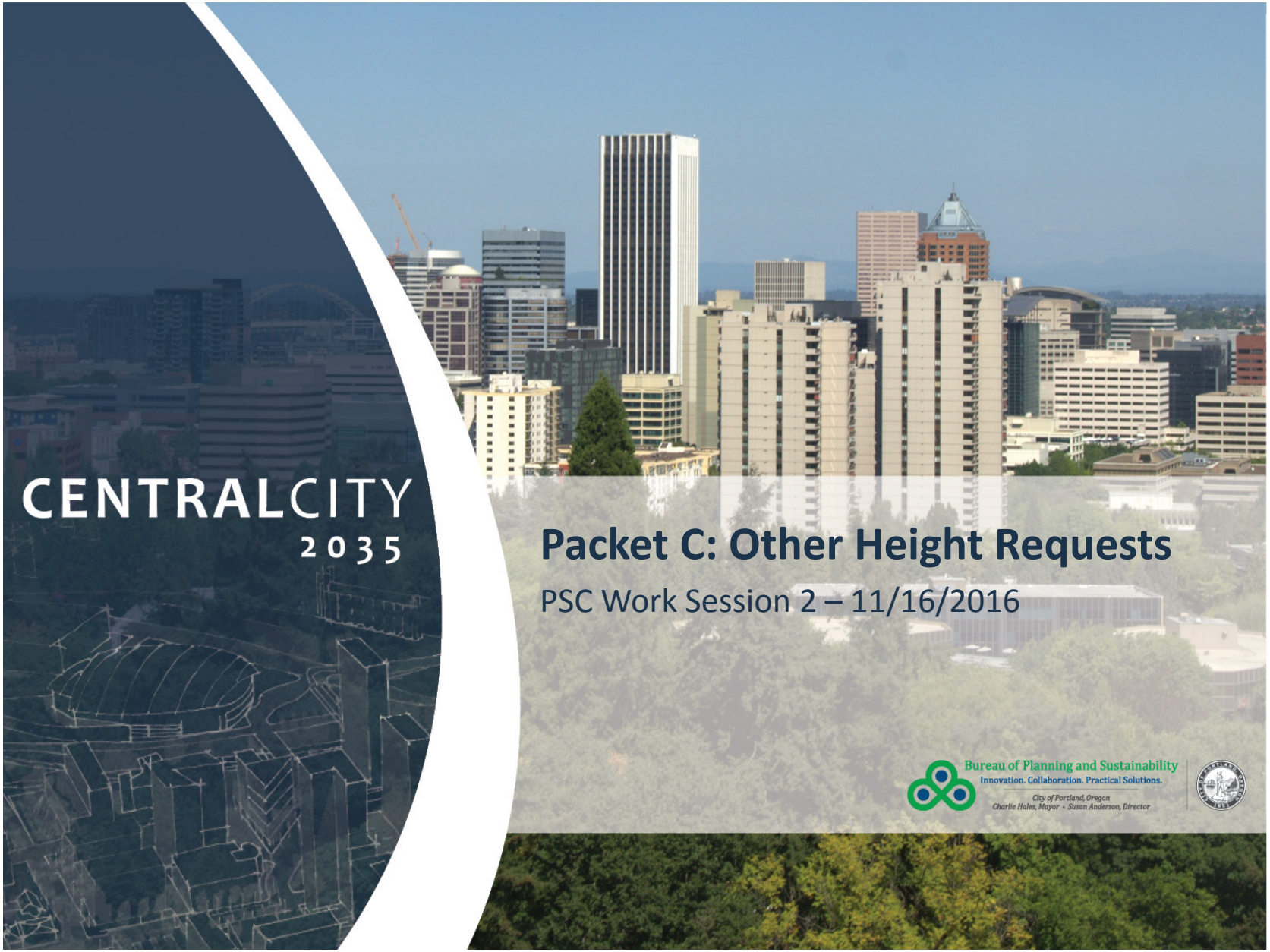
~~e. Approval criteria. The following additional approval criteria apply to proposals for more than 75 feet of bonus height. The bonus height will be approved if the review body finds that all of the following have been met:~~

~~(1) The increased height will not violate an established view corridor as shown on Map 510-20; and~~

~~(2) If the site is within 500 feet of an R zone, the proposed building will not cast shadows that have significant negative impacts on dwelling units on R zoned land.~~

e. Approval criterion. If the site is within 500 feet of an R zone located outside the Central City plan district, proposals for more than 75 feet of bonus height will be approved if the review body finds that the proposed building will not cast shadows that have significant negative impacts on dwelling units located on the R zoned land that is outside the Central City plan district but within 500 feet of the site.

23997


CENTRALCITY
2035
Packet C: Other Height Requests
PSC Work Session 2 – 11/16/2016
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City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Packet C: Other Height Requests

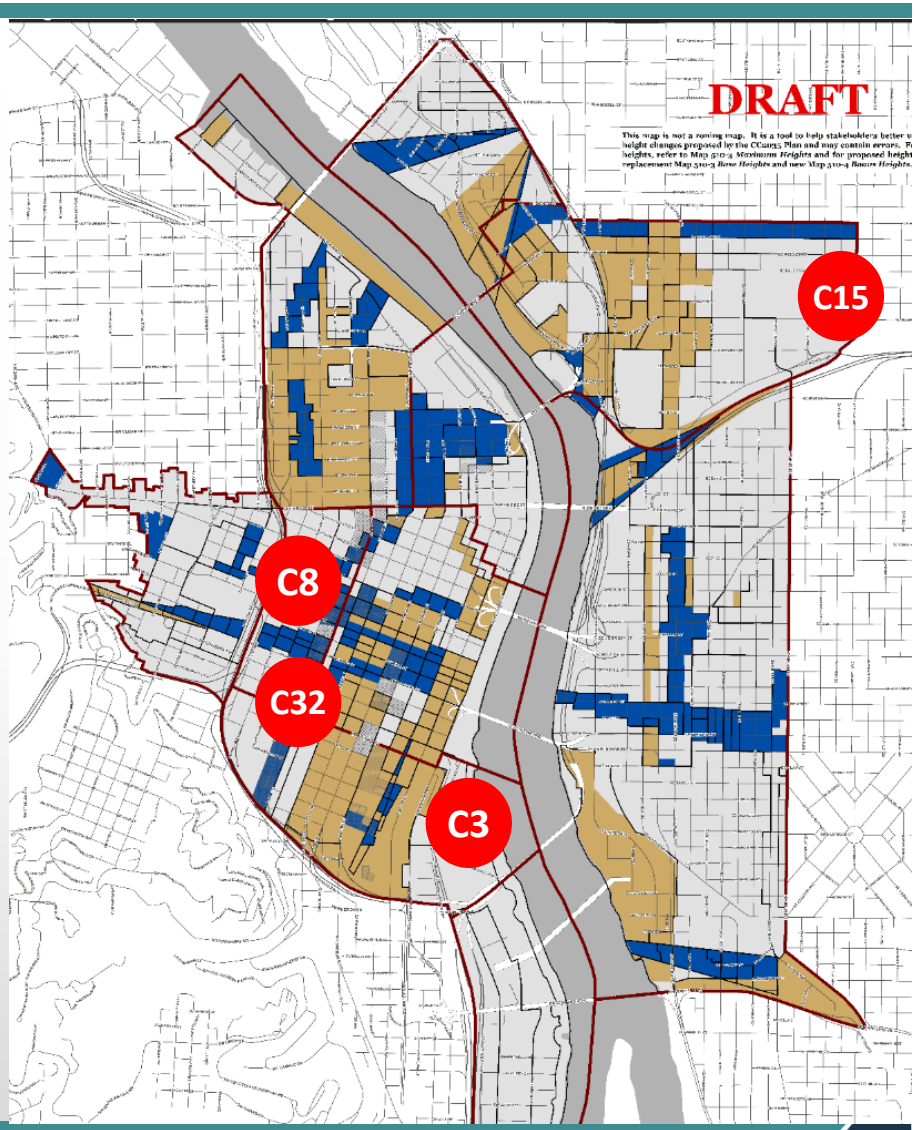
Discussion Items

C3: RiverPlace

C8: West End

C15: Lloyd Edge

C32: Park Blocks



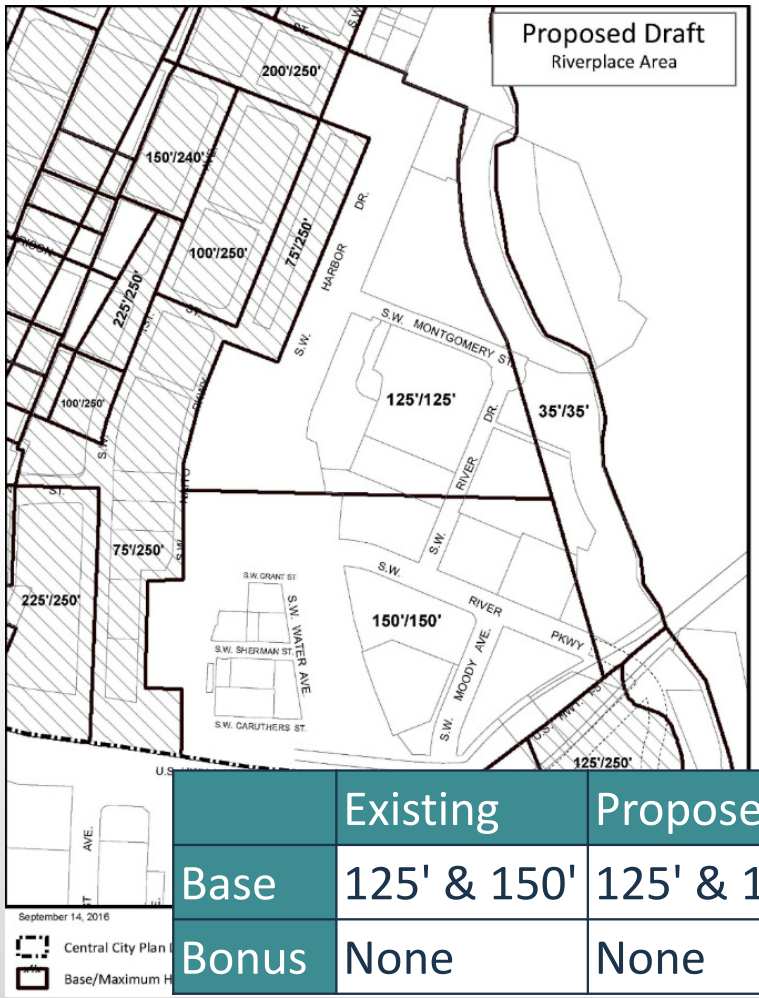
C3: Riverplace

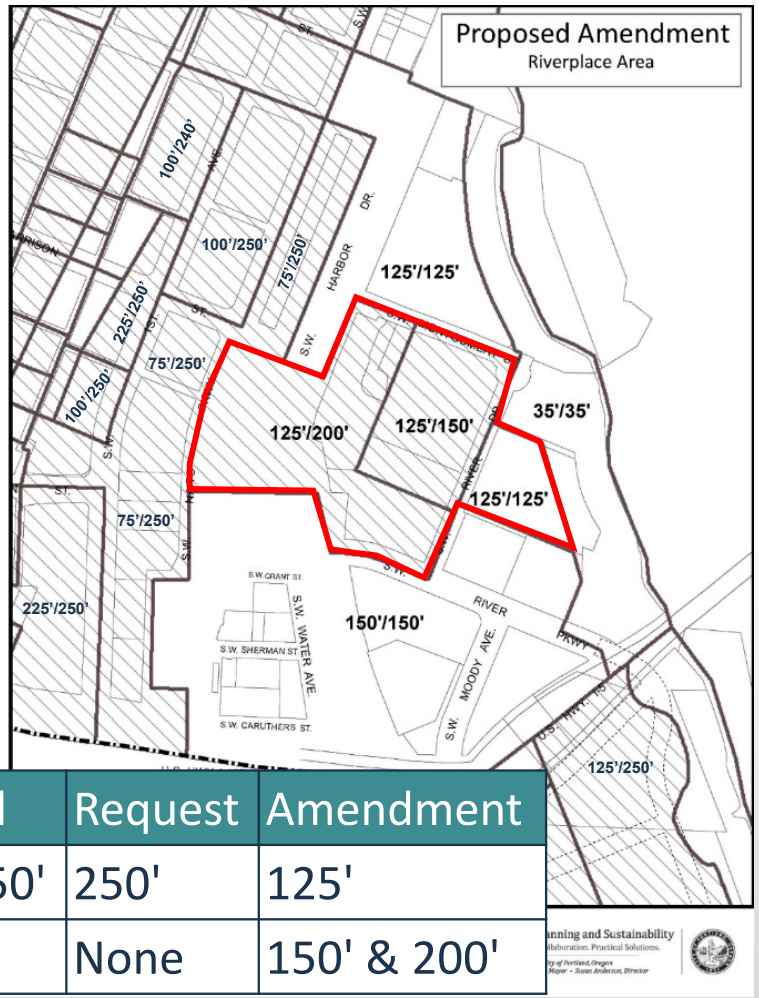
Testimony

- Increase base height to 250’
- Rationalize height map lines to align with property lines and rights of way



C3: University District/South Downtown



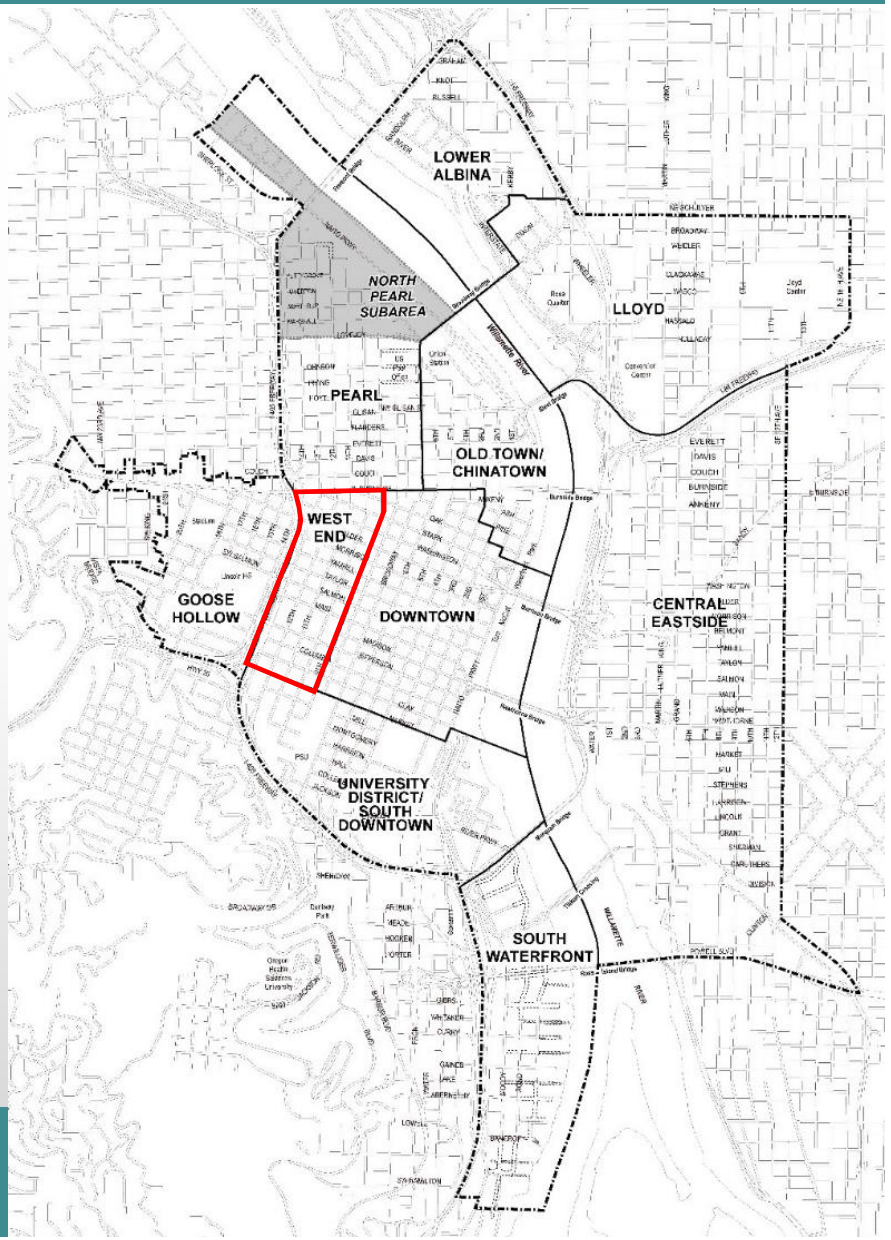


	Existing	Proposed	Request	Amendment
Base	125' & 150'	125' & 150'	250'	125'
Bonus	None	None	None	150' & 200'

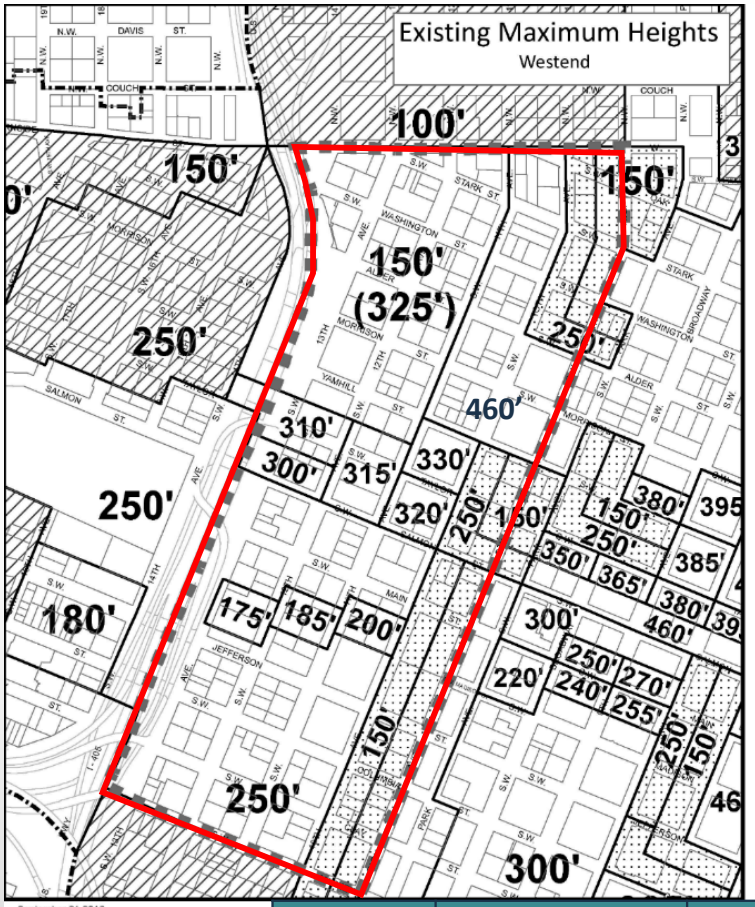
C8: West End

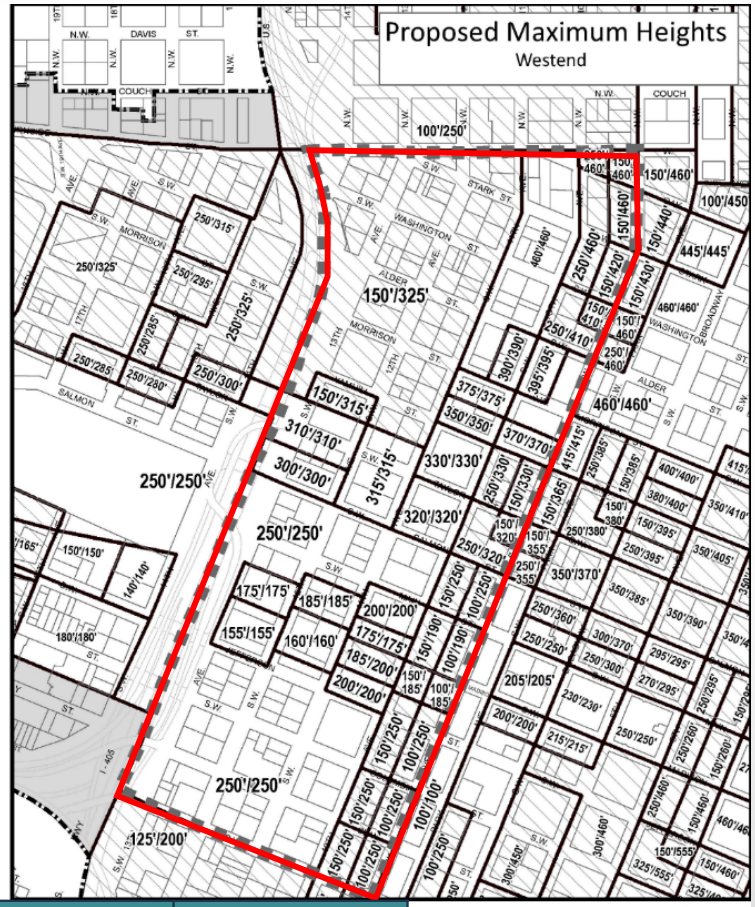
Testimony

- Decrease base heights across the subdistrict to 100’
- Create a step down from taller buildings in the downtown core



C8: West End





	Existing	Proposed	Request
Base	150' - 460'	150' - 460'	100'
Bonus	325' - 460'	325' - 460'	None

C8: West End



Existing buildings exceeding 100’

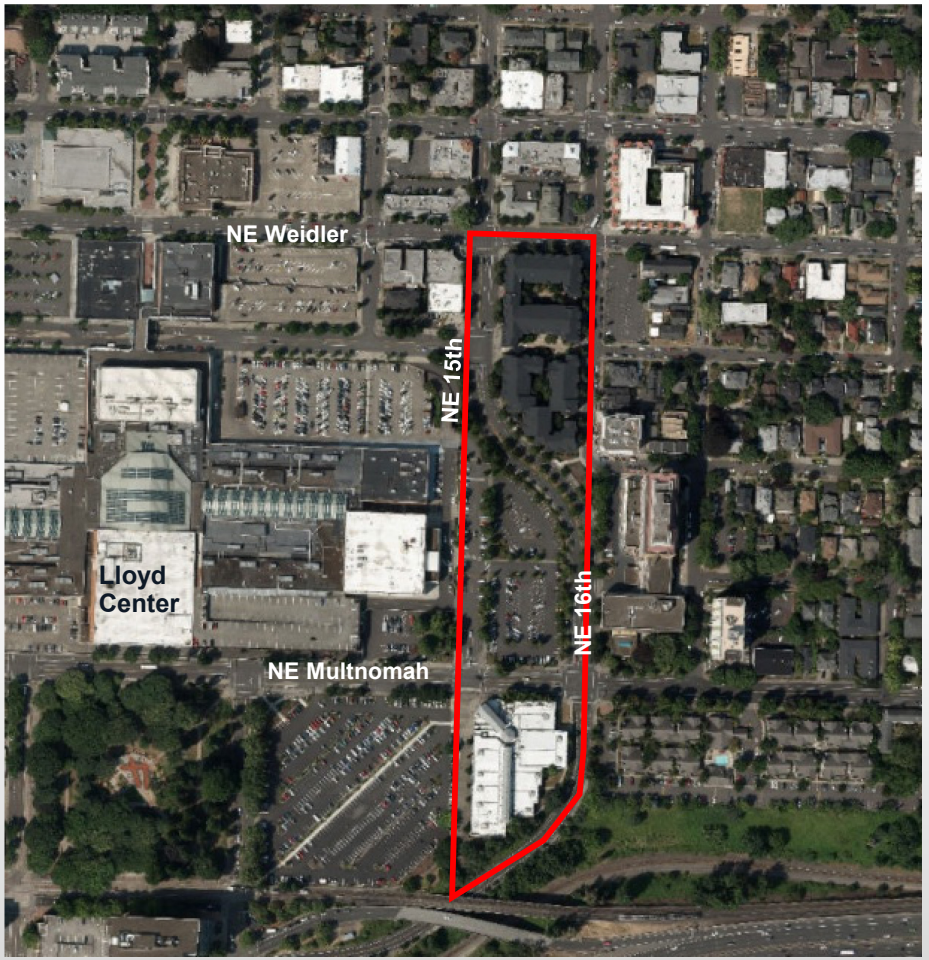


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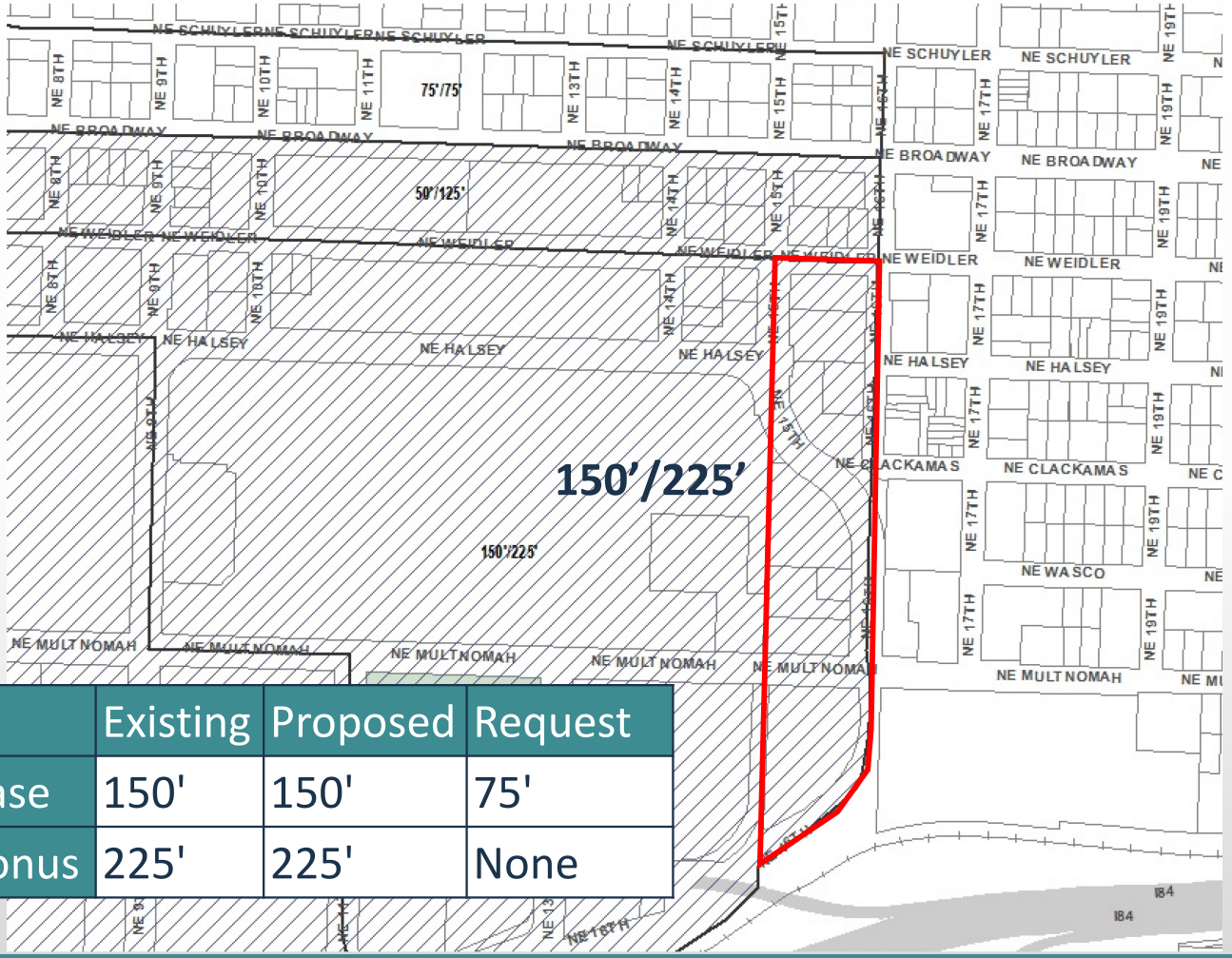
C15: Lloyd District Edge

Testimony

- Decrease base heights along the edge of the Central City to 75’
- Create a step down to the adjacent neighborhood similar to Irvington

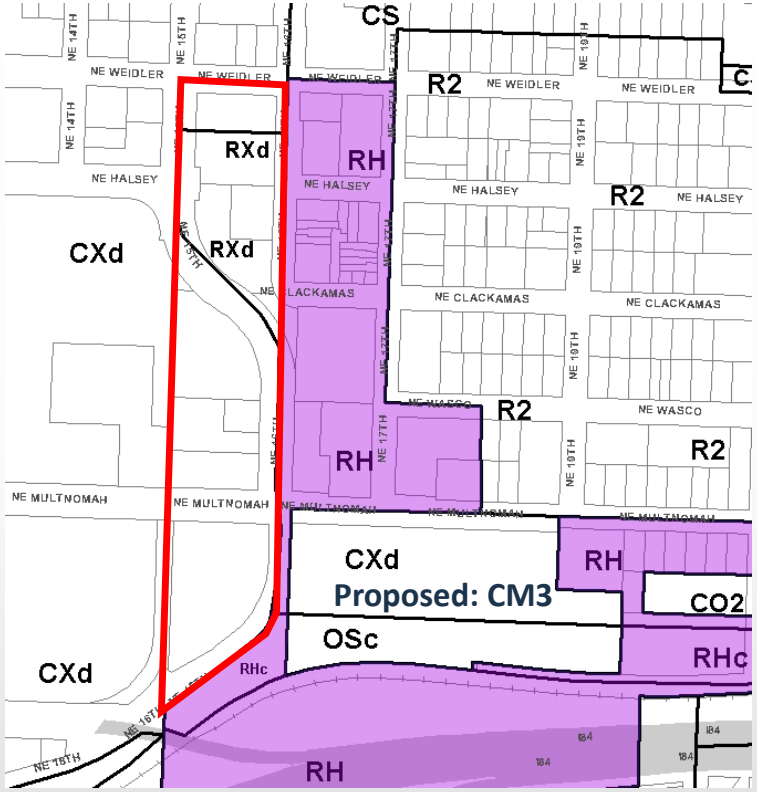


C15: Lloyd District Edge



	Existing	Proposed	Request
Base	150'	150'	75'
Bonus	225'	225'	None

C15: Lloyd District Edge





RH Max Height = 75' (100' if within 1,000' of MAX Station)
CM3 Max Height = 75' (120' as Planned Development)

C32: Park Blocks

Testimony

- Lower heights to 100 feet along Park Blocks
- Require shadow study on east side of Park Blocks



C32: Park Blocks

Recommendations for Park Blocks:

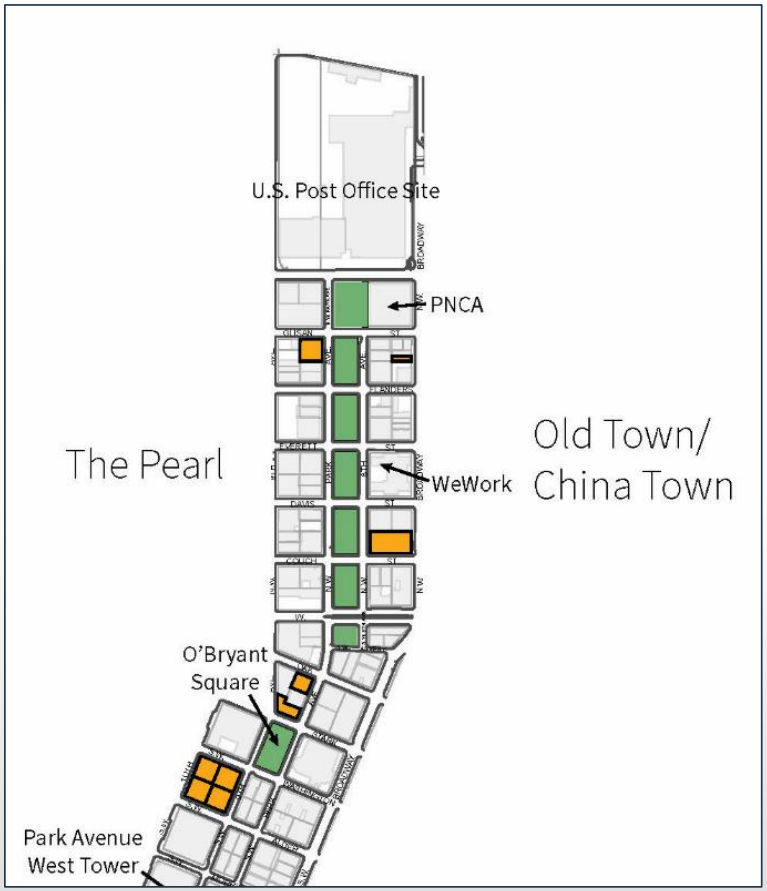
1. **Apply shadow analysis requirement to east side of the Park Blocks.**

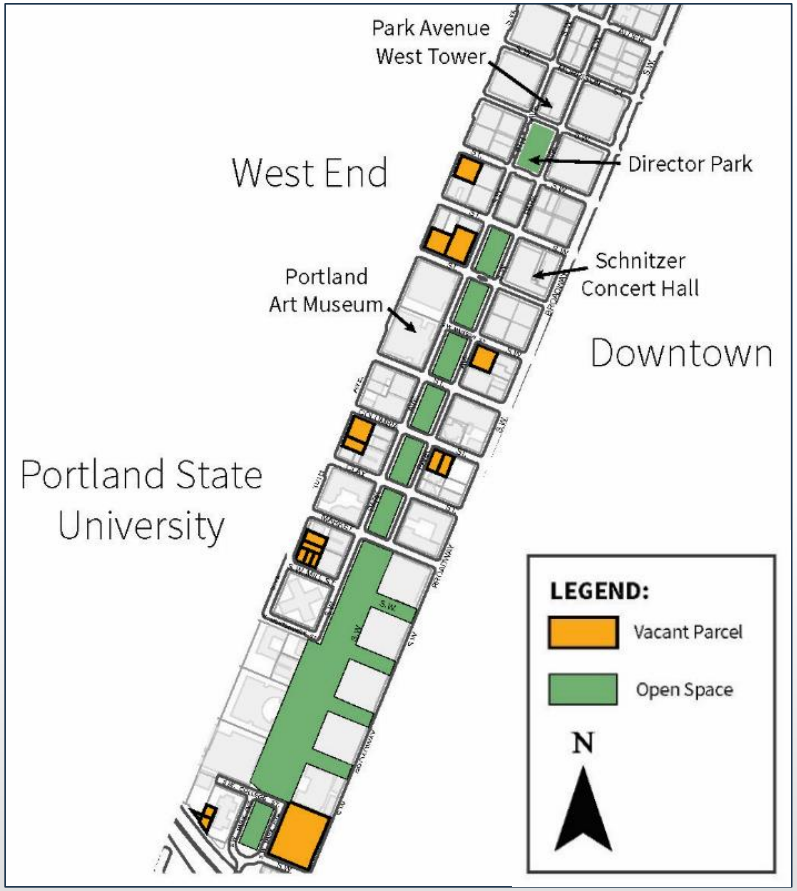
2. **Require a ground floor setback on new development on both sides of Park Blocks**

3. **Update Central City Design Fundamental Design Guidelines to move larger building forms away from Park Blocks.**



C32: Park Blocks



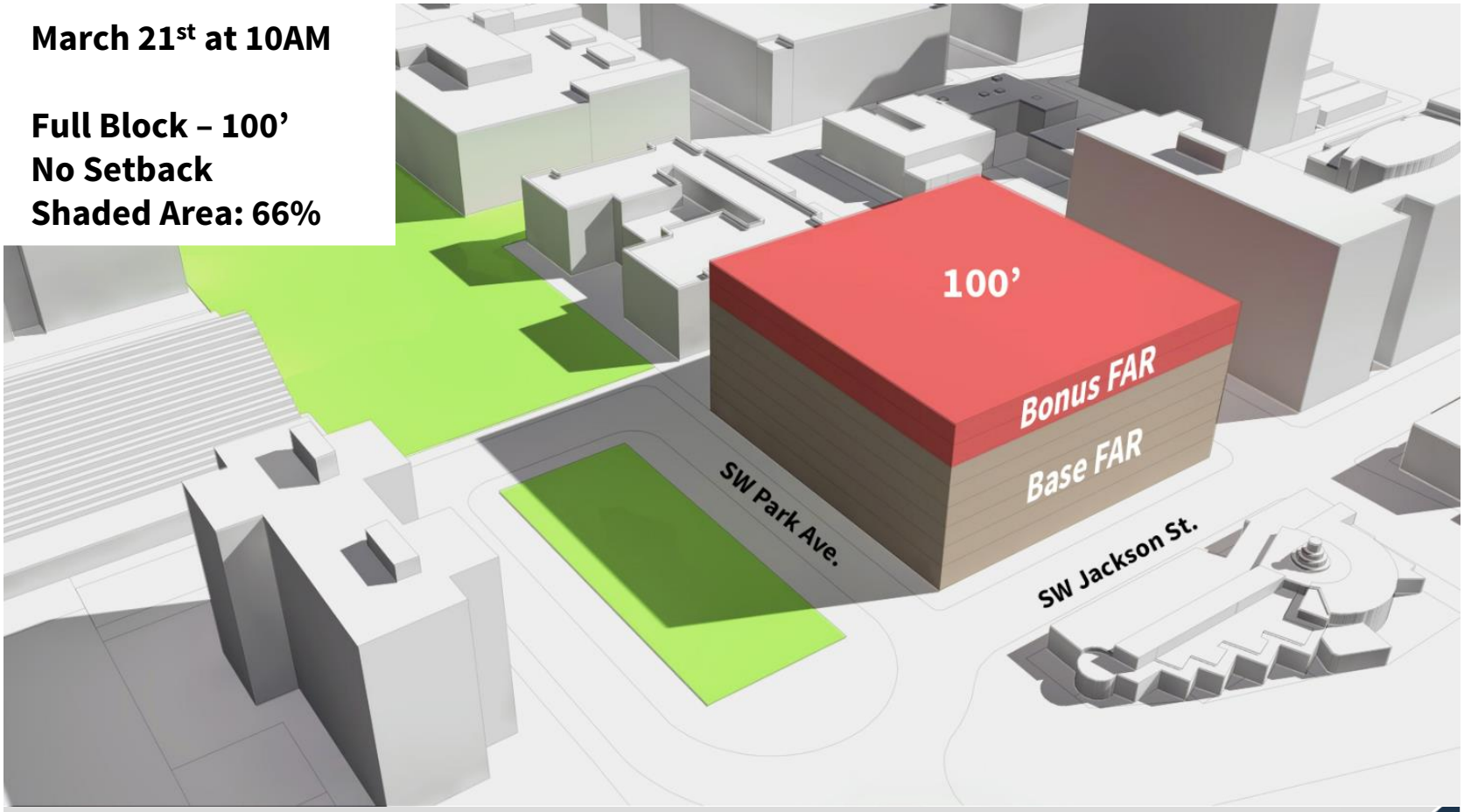




Shadow Study – Eastside of Park Blocks

March 21st at 10AM

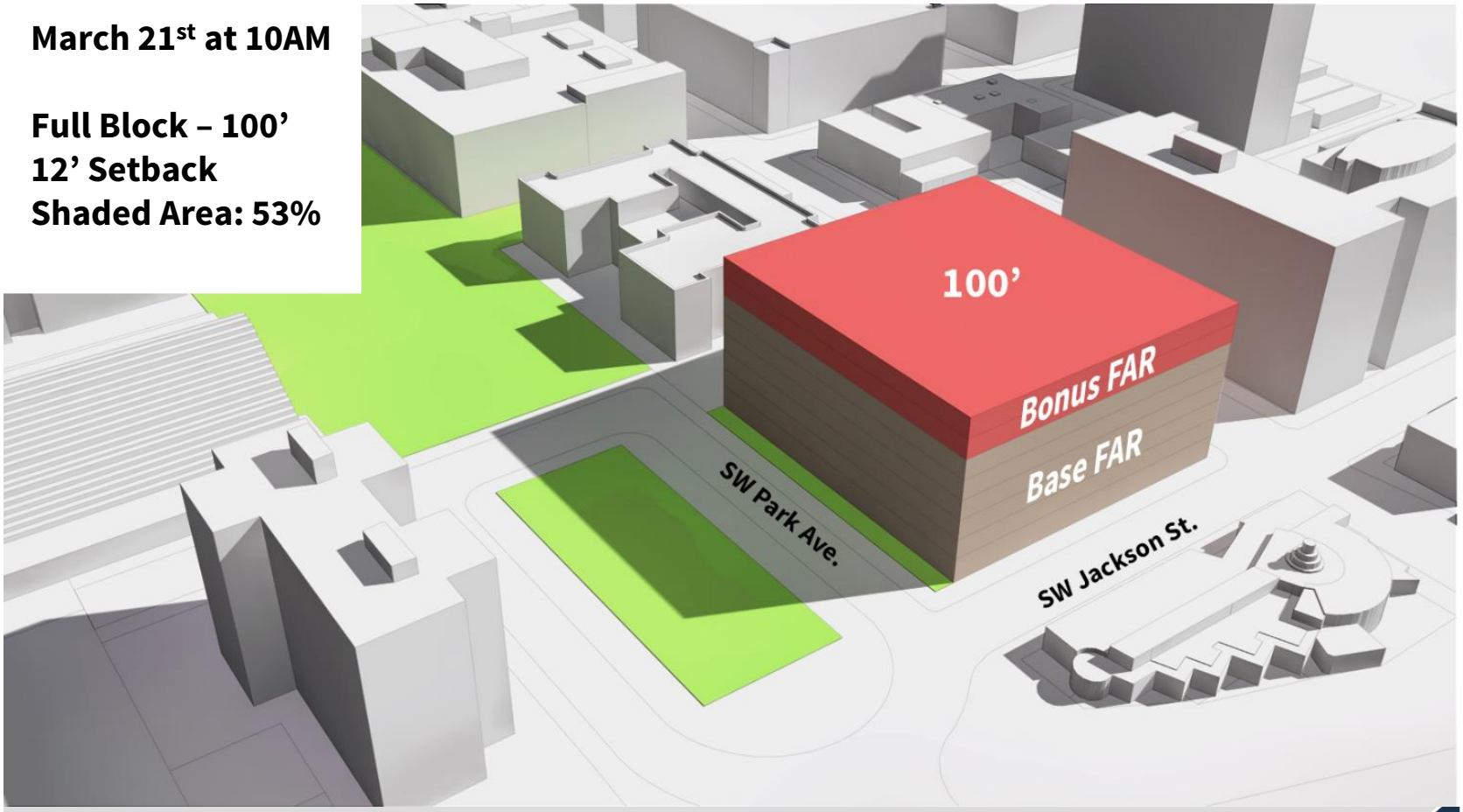
Full Block – 100’
No Setback
Shaded Area: 66%



Shadow Study – Eastside of Park Blocks

March 21st at 10AM

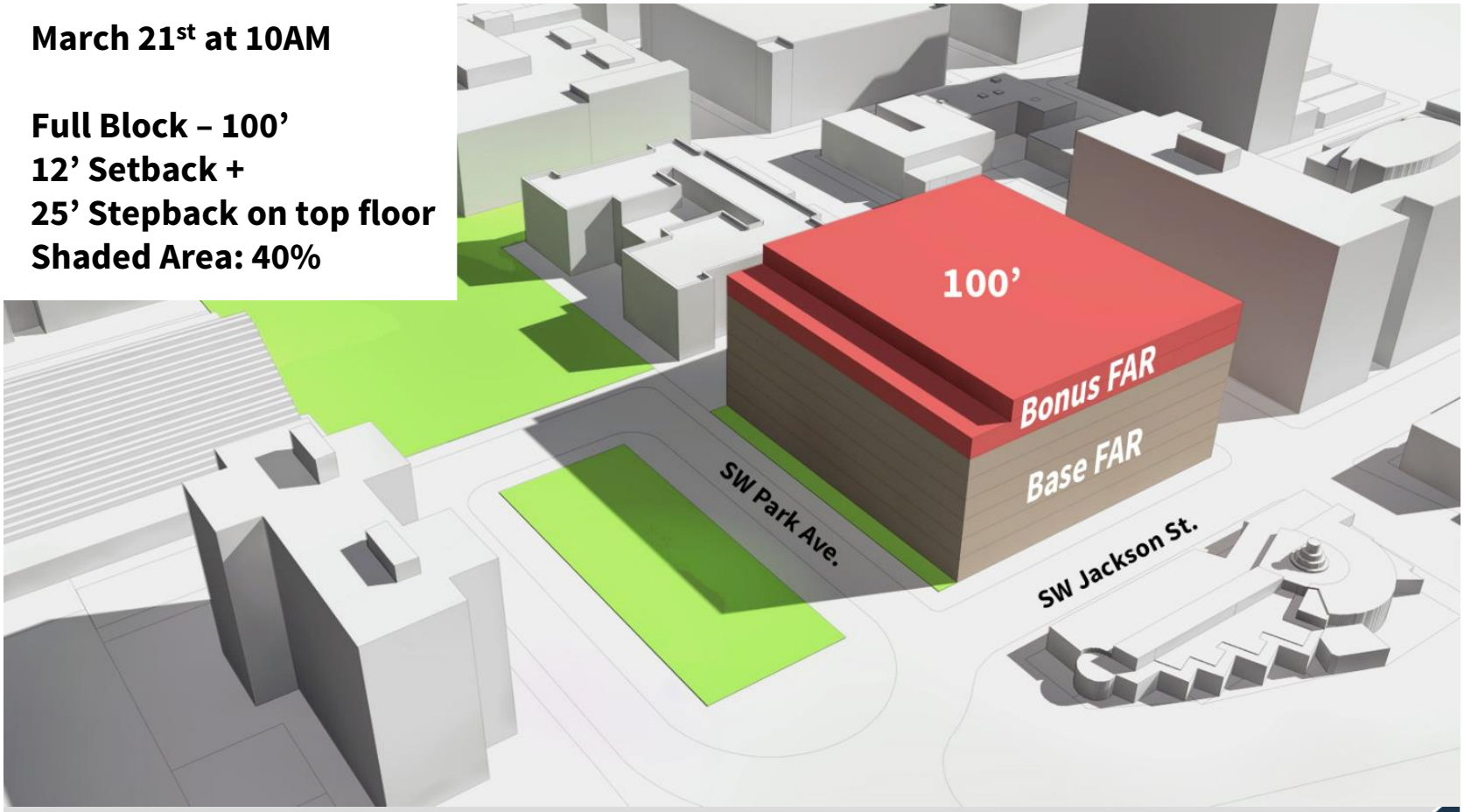
Full Block – 100’
12’ Setback
Shaded Area: 53%



Shadow Study – Eastside of Park Blocks

March 21st at 10AM

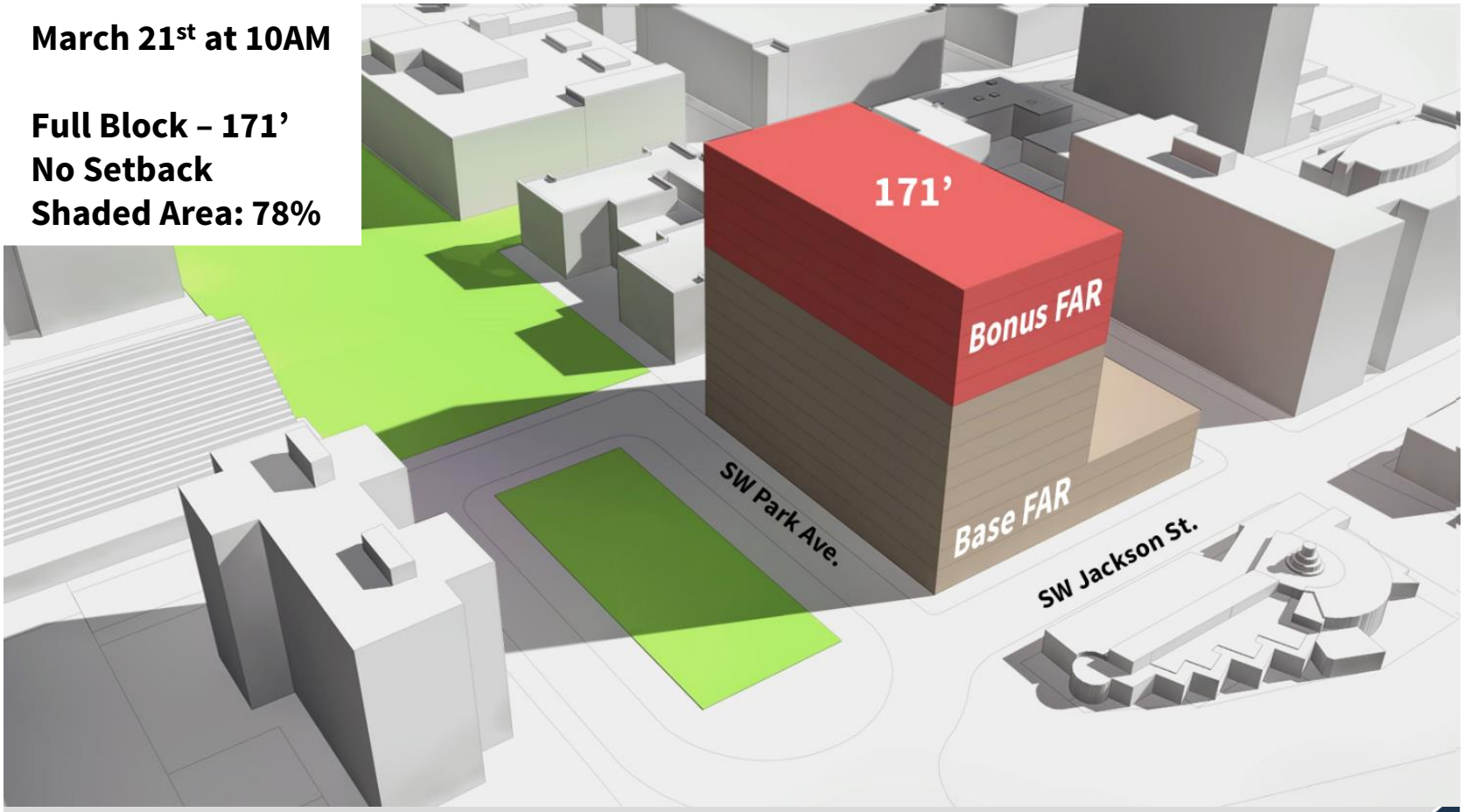
Full Block – 100’
12’ Setback +
25’ Stepback on top floor
Shaded Area: 40%



Shadow Study – Eastside of Park Blocks

March 21st at 10AM

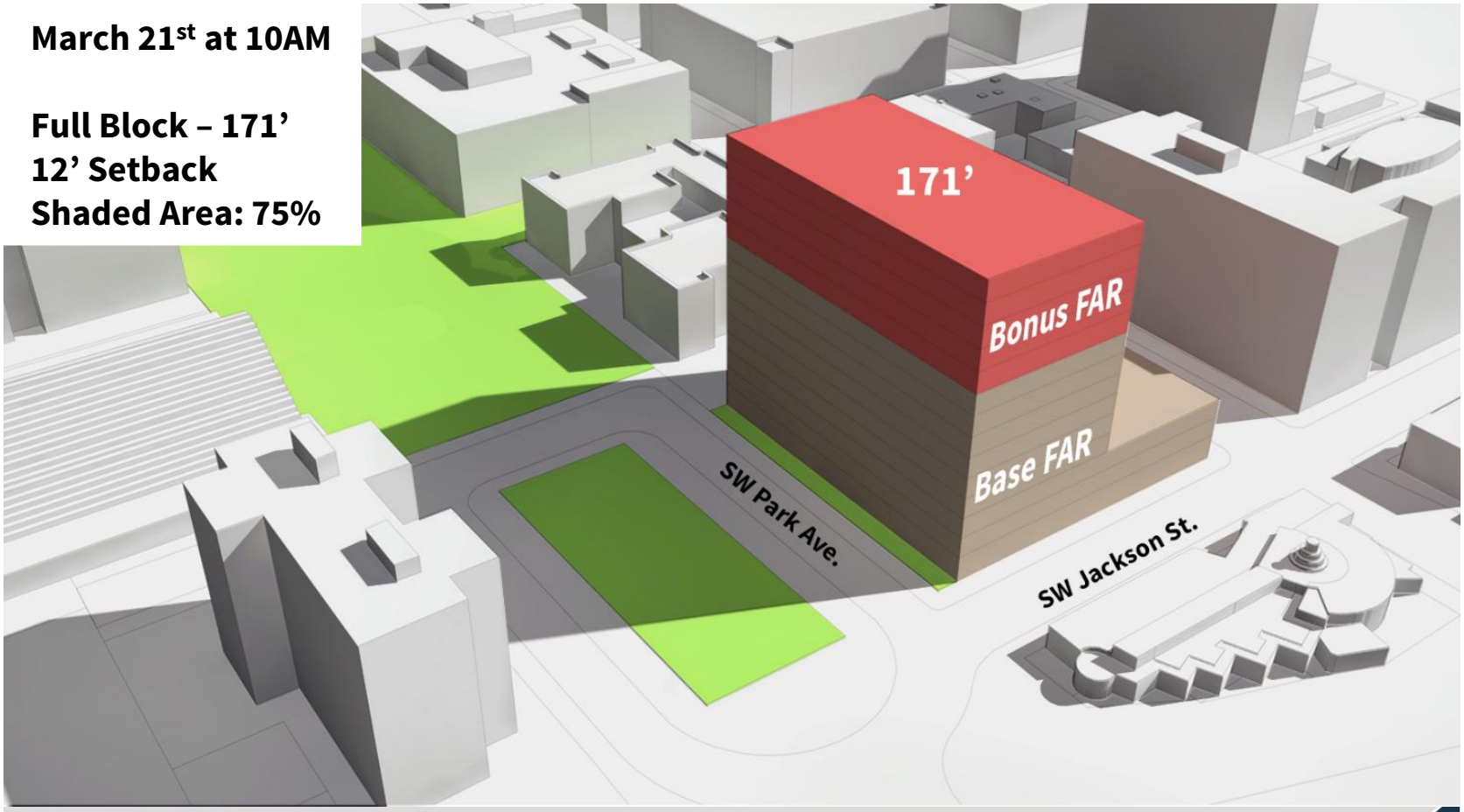
Full Block – 171'
No Setback
Shaded Area: 78%



Shadow Study – Eastside of Park Blocks

March 21st at 10AM

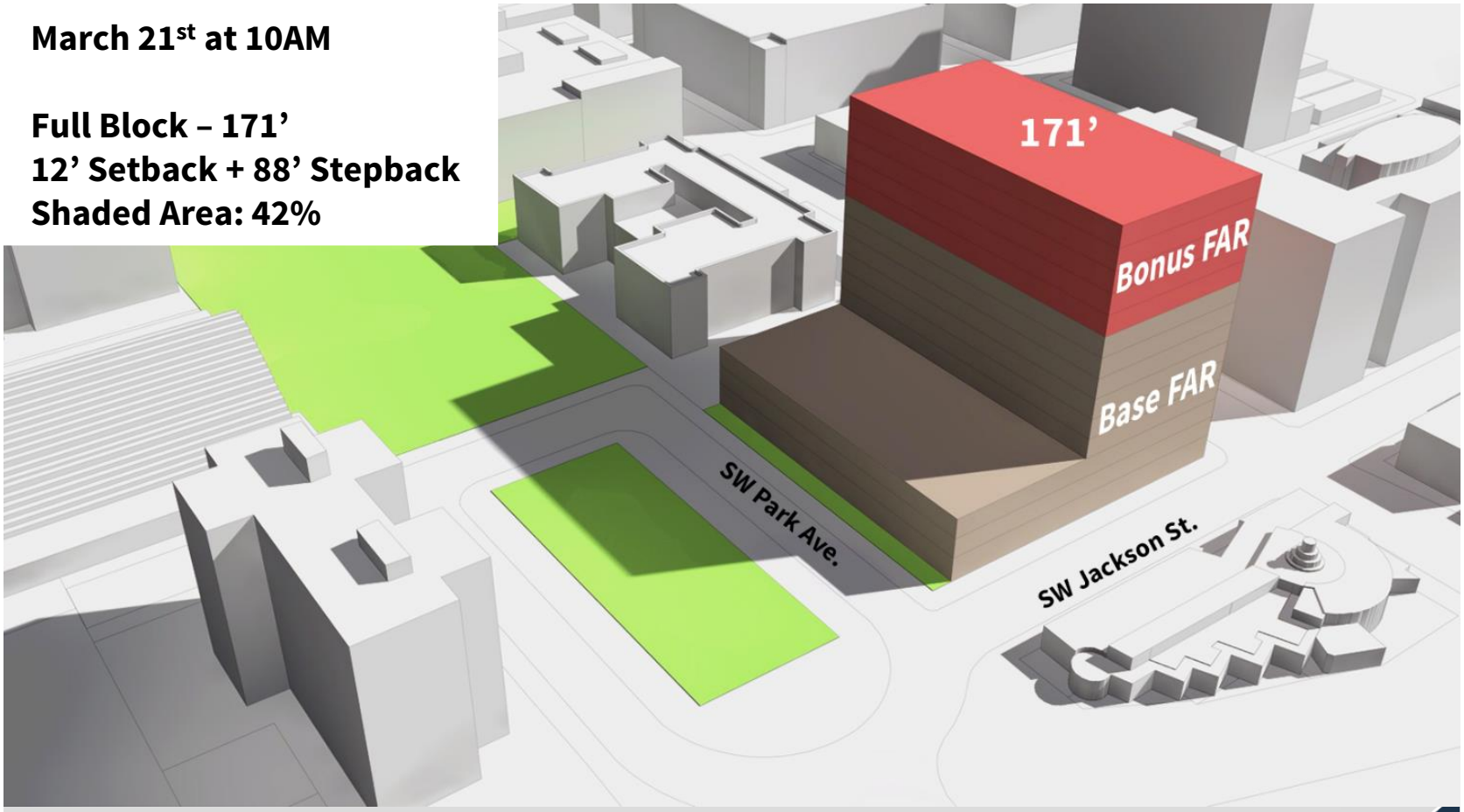
Full Block – 171’
12’ Setback
Shaded Area: 75%



Shadow Study – Eastside of Park Blocks

March 21st at 10AM

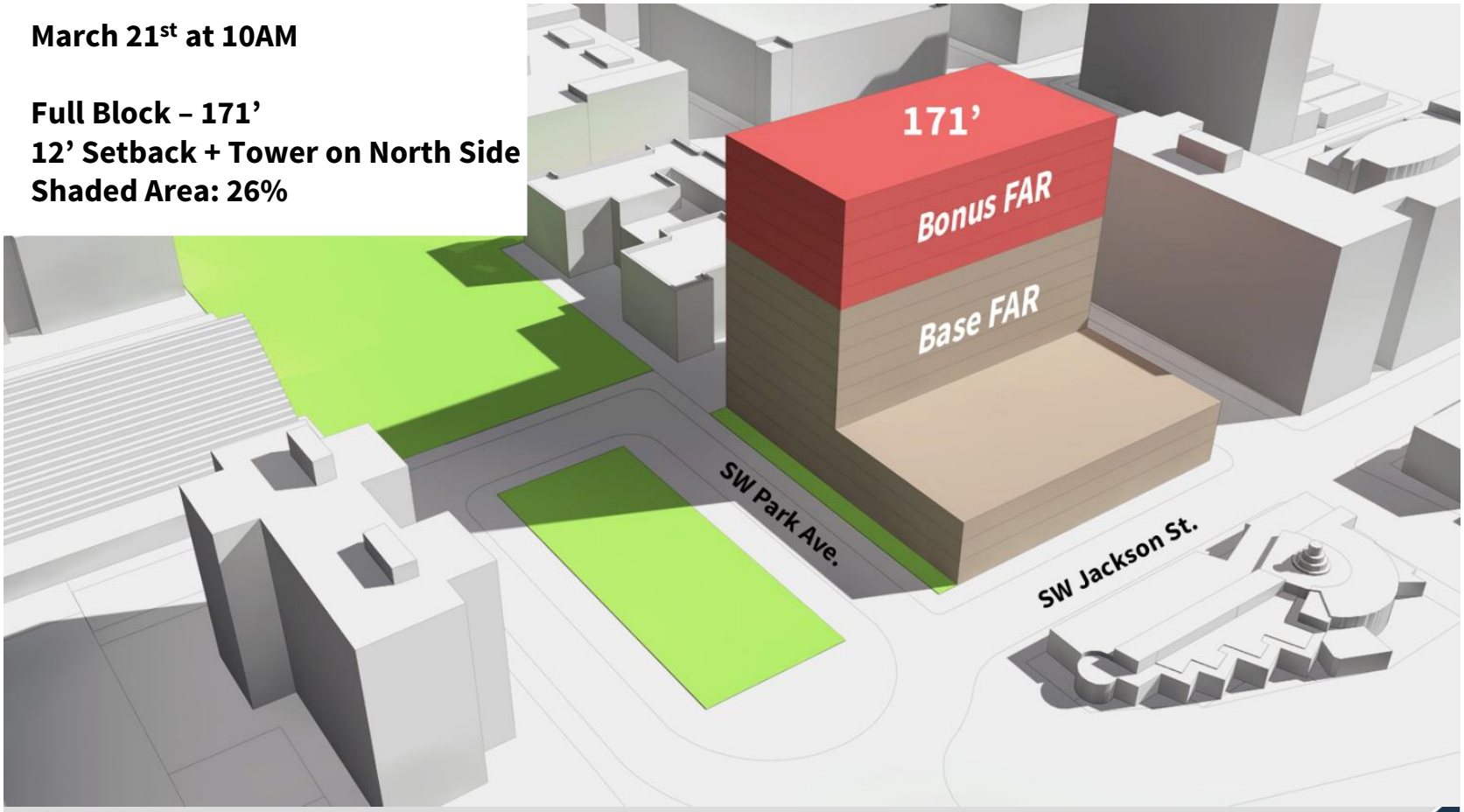
Full Block – 171’
12’ Setback + 88’ Stepback
Shaded Area: 42%



Shadow Study – Eastside of Park Blocks

March 21st at 10AM

Full Block – 171’
12’ Setback + Tower on North Side
Shaded Area: 26%

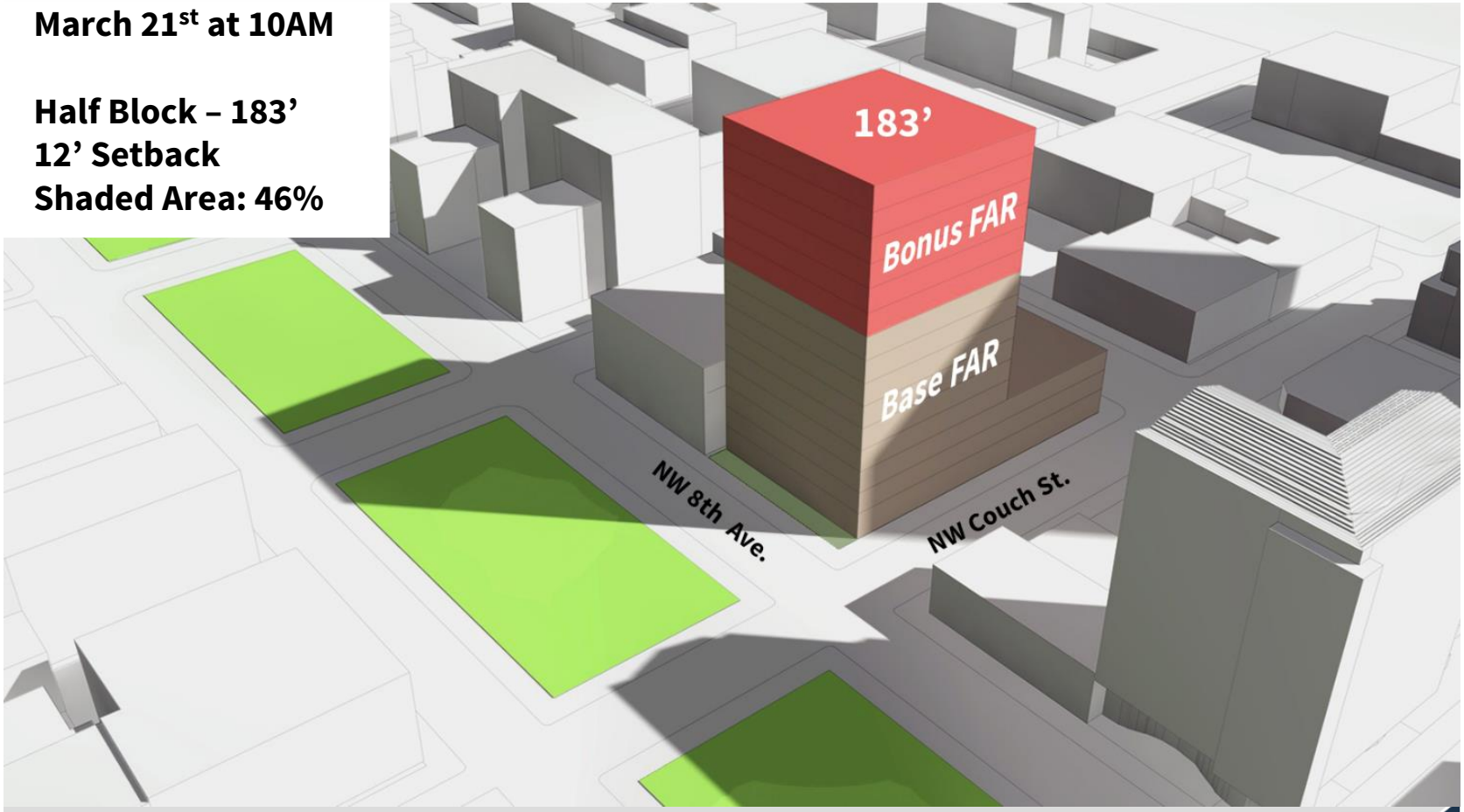


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Shadow Study – Eastside of Park Blocks

March 21st at 10AM

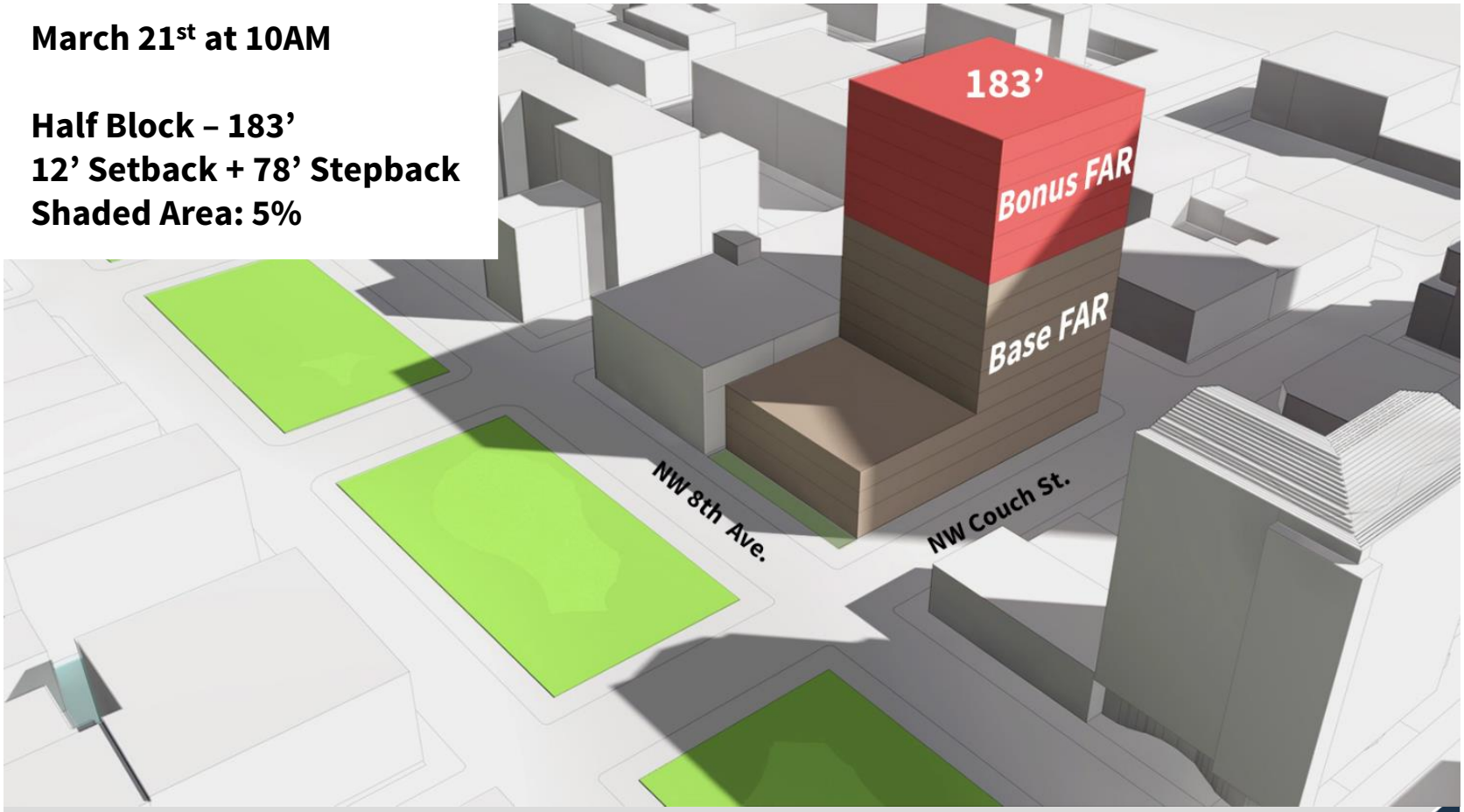
Half Block – 183’
12’ Setback
Shaded Area: 46%



Shadow Study – Eastside of Park Blocks

March 21st at 10AM

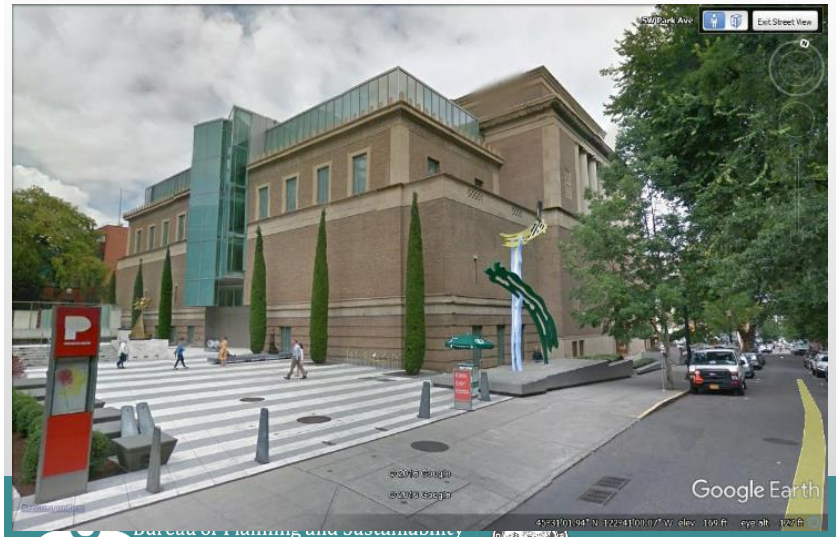
Half Block – 183’
12’ Setback + 78’ Stepback
Shaded Area: 5%

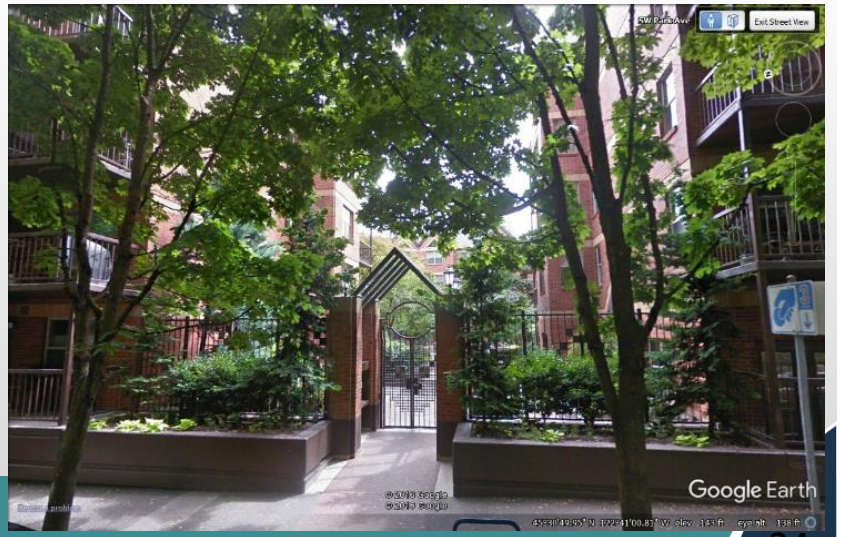


Setback



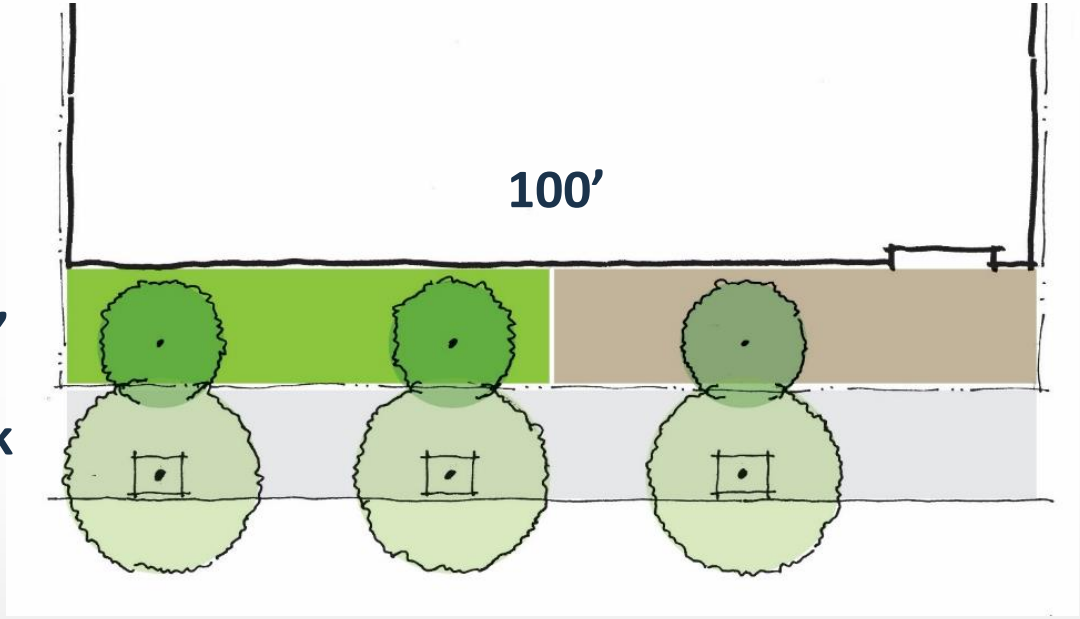






24021

Setback



12’ setback
50% landscaped
1 tree/400 sf
Refined with green loop

Design Guidelines Update

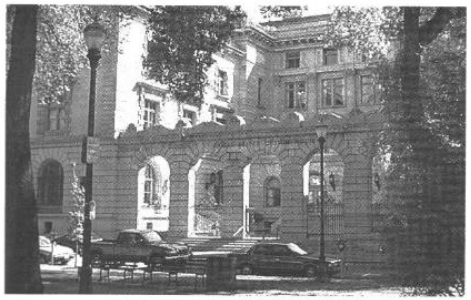
D 1 PARK BLOCKS

BACKGROUND

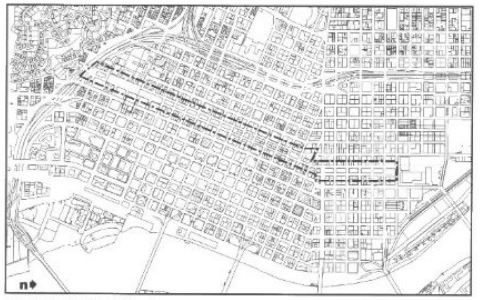
The chain of Park Blocks through the Central City provides a unique environment and a special amenity for downtown residents, workers, and visitors. The Park Blocks provide opportunities to eat, shop, exercise, learn, and relax. During Portland's history, the influences of different individuals, governments, and development markets subdivided the chain of Park Blocks, and today the Park Blocks can be identified in three sections: the South Park Blocks, the Midtown Park Blocks, and the North Park Blocks.

New development, adjacent to or facing the Park Blocks, has special opportunities to enhance the unique qualities of the different sections of Park Blocks. The South Park Blocks are part of Portland's Cultural District. Institutional, residential, and commercial developments are located adjacent to the South Park Blocks and are highlighted by the Portland Art Museum, Portland State University, and the Portland Center for the Performing Arts.

The character of the Midtown Park Blocks is unique because these Park Blocks have been commercially developed. The narrow streets and consistent street walls of the Midtown Park Blocks help to develop a strong sense of urban enclosure and create an effective contrast to the rest of the Park Blocks.



The United States Custom House on the North Park Blocks



Map 2-1. The Park Blocks

GUIDELINE

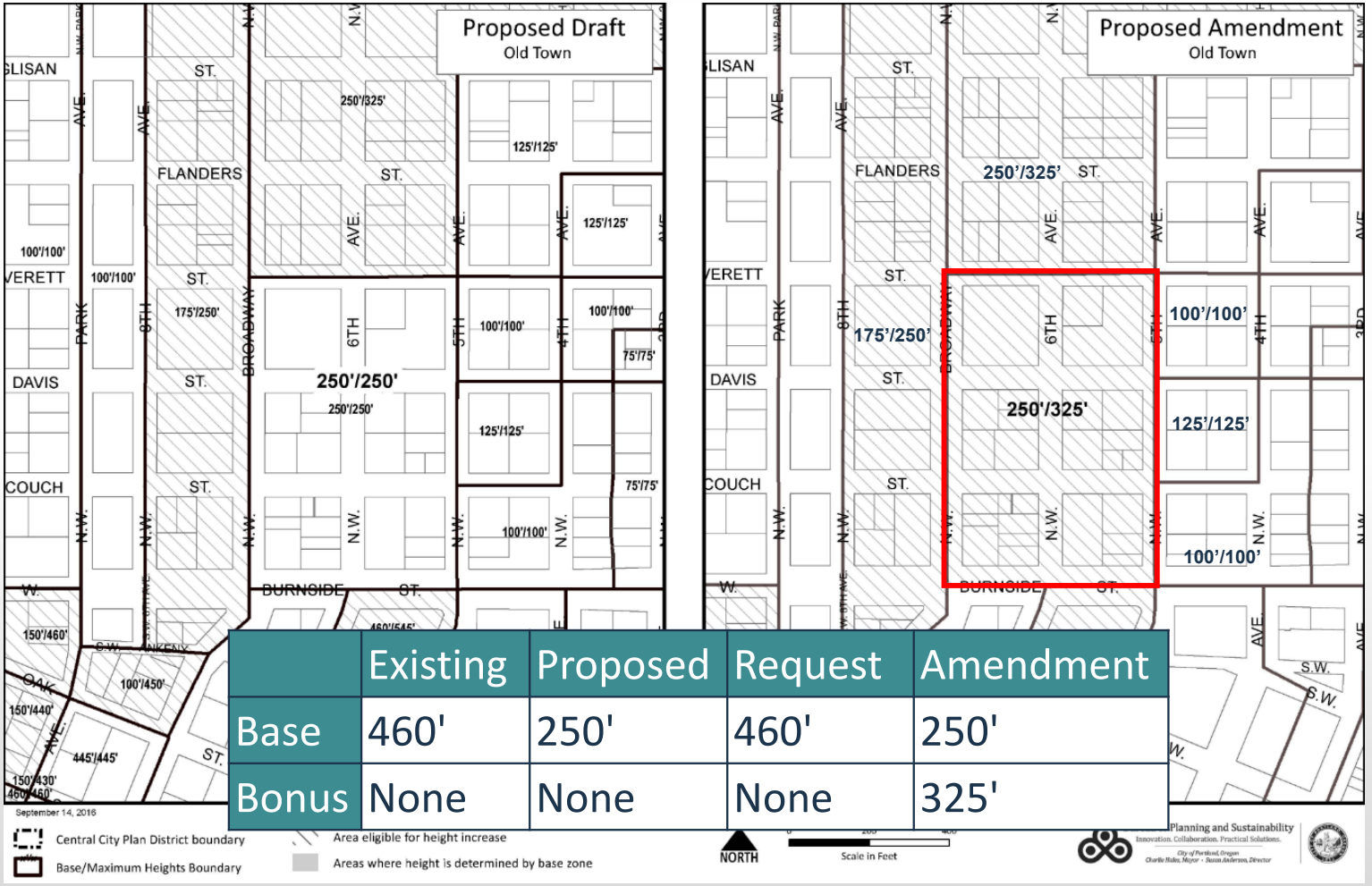
Orient building entrances, lobbies, balconies, terraces, windows, and active use areas to the Park Blocks.

In the South Park Blocks, strengthen the area's emphasis on history, education, and the arts by integrating special building elements, such as water features or public art.

In the Midtown Park Blocks, strengthen the connection between the North and South Park Blocks by using a related system of right-of-way elements, materials, and patterns.

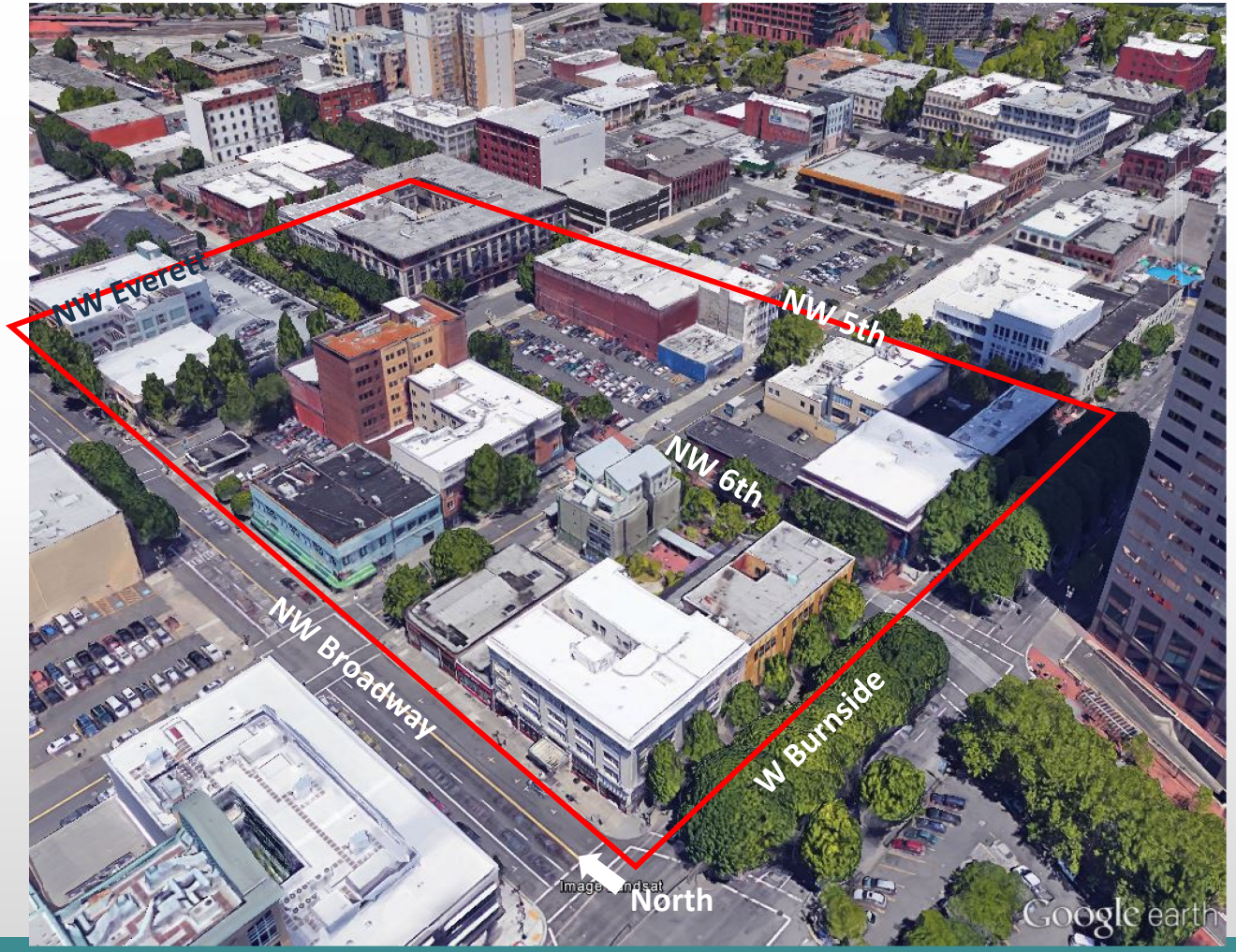
In the North Park Blocks, strengthen the area's role as a binding element between New China / Japantown and the Pearl District.

C1: Old Town/Chinatown

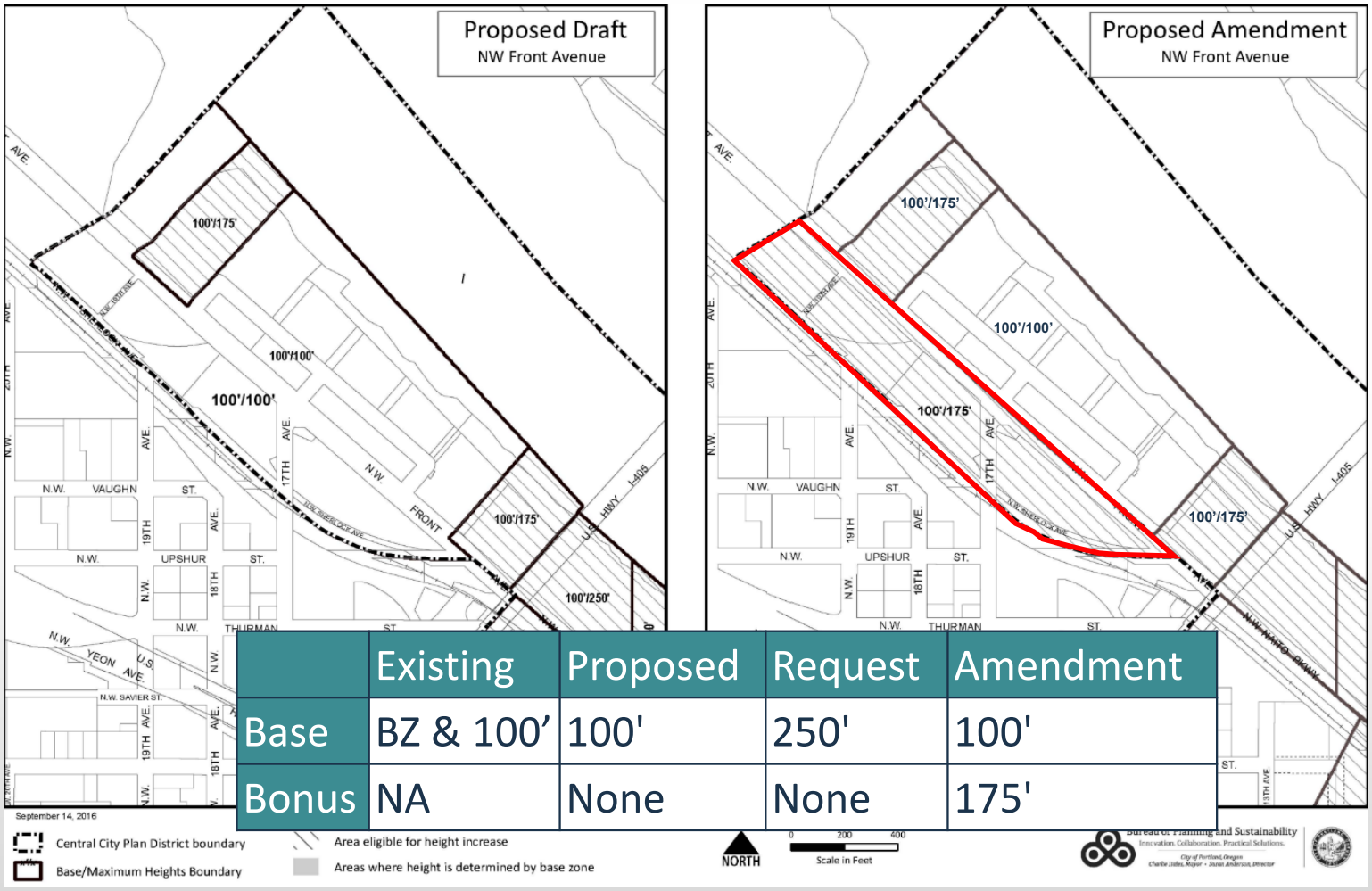


	Existing	Proposed	Request	Amendment
Base	460'	250'	460'	250'
Bonus	None	None	None	325'

C1: Old Town/Chinatown



C2: Pearl District



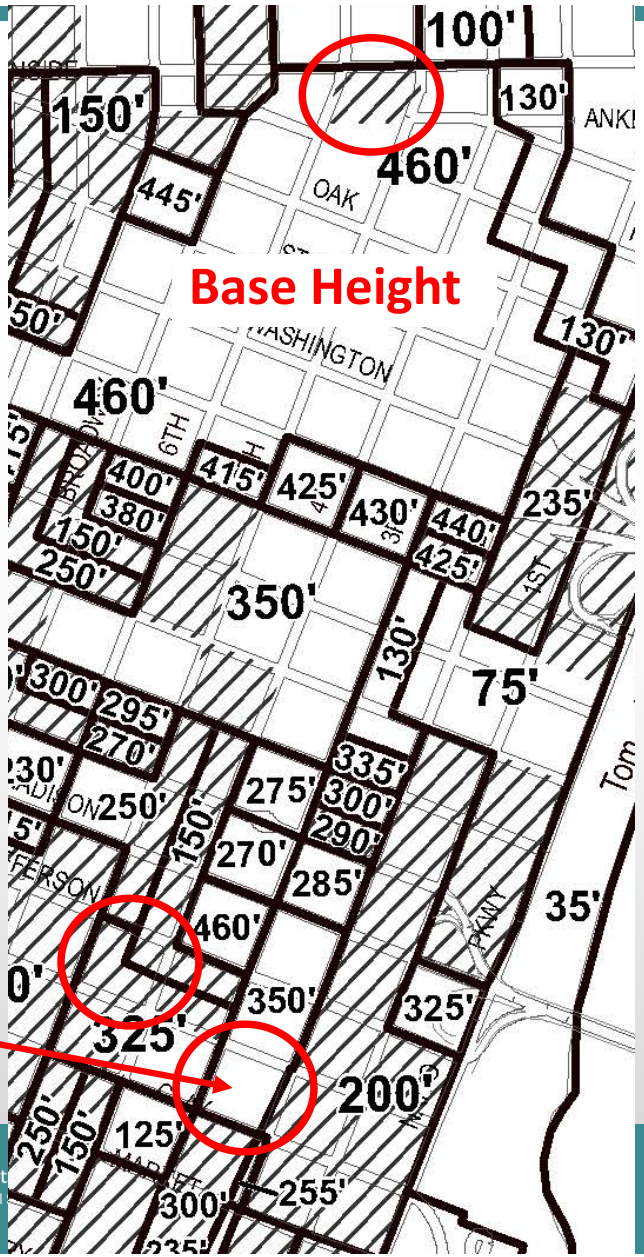
	Existing	Proposed	Request	Amendment
Base	BZ & 100’	100'	250'	100'
Bonus	NA	None	None	175'

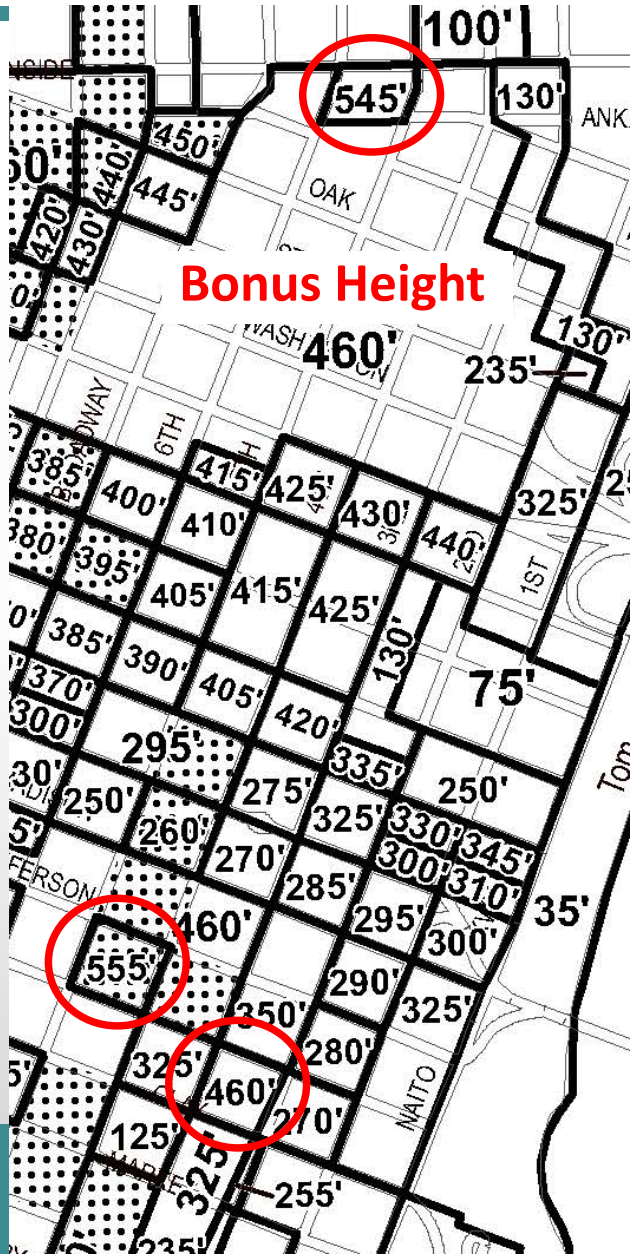
C2: Pearl District



24027

C4: Downtown non-conforming height

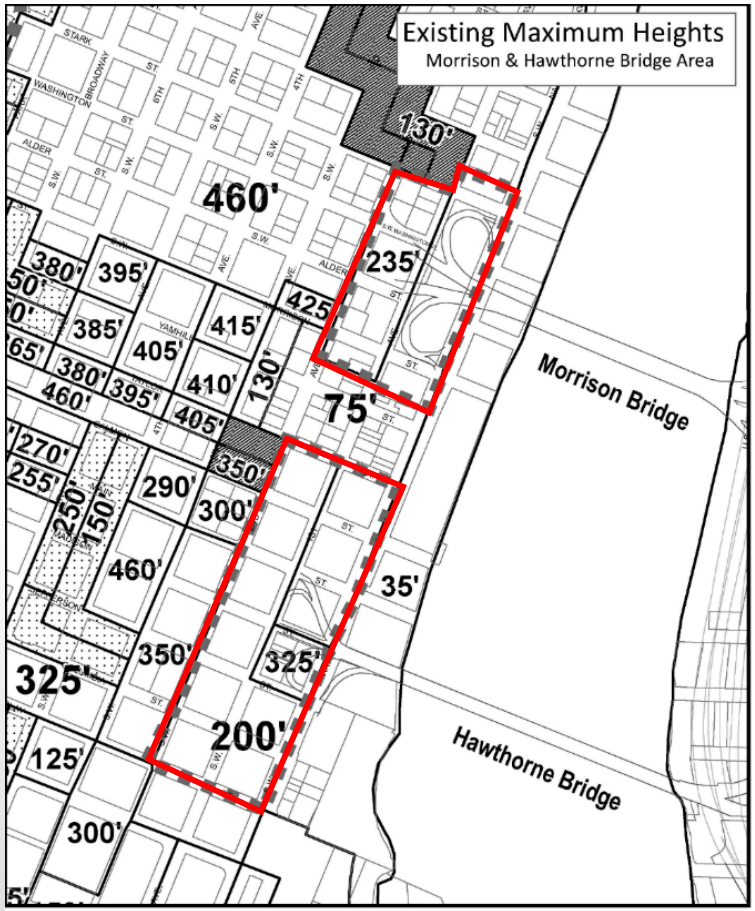


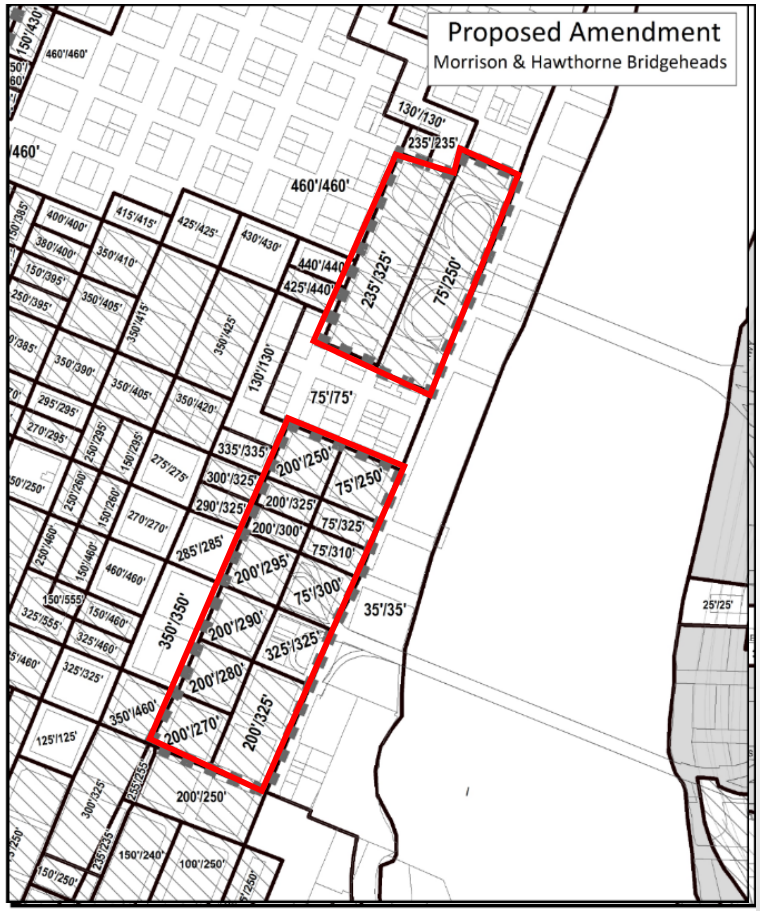


Add "Hatching"

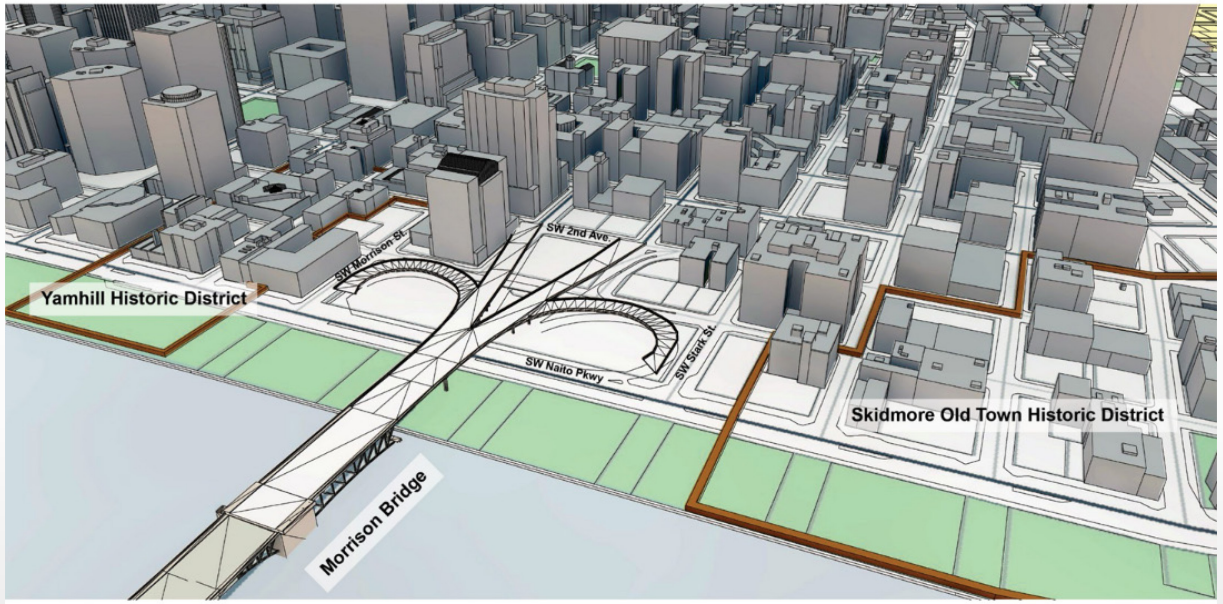
Bureau of Planning and Sust
Innovation. Collaboration. Practical

C6: Bridgeheads





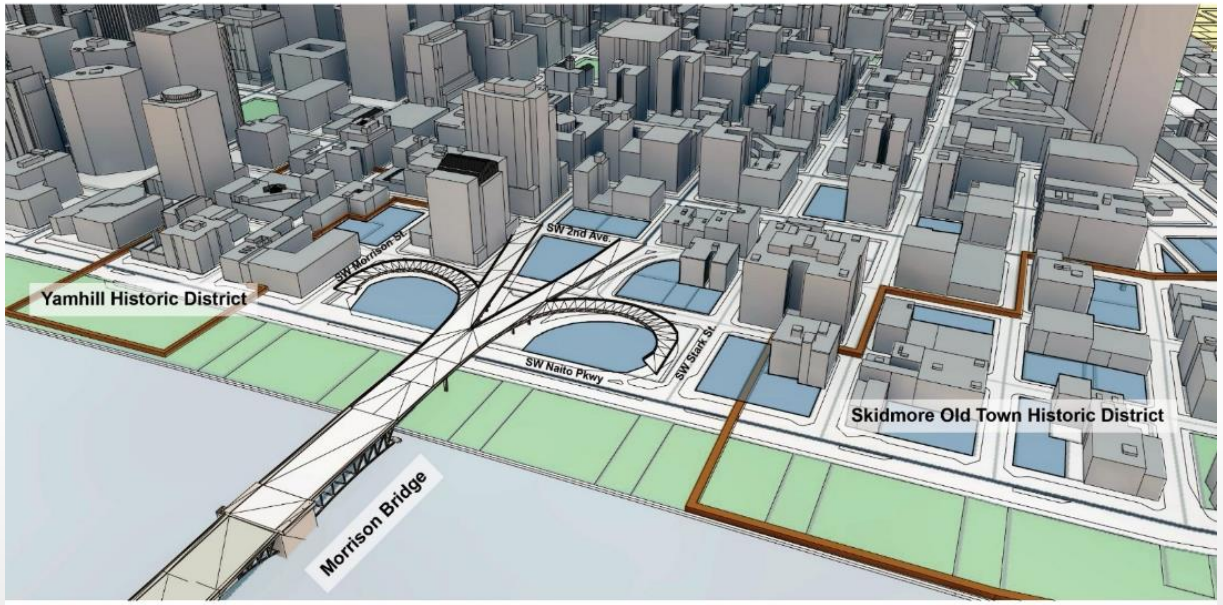
C6: Bridgeheads



Morrison Bridgehead
Existing Conditions

DRAFT
10-06-14

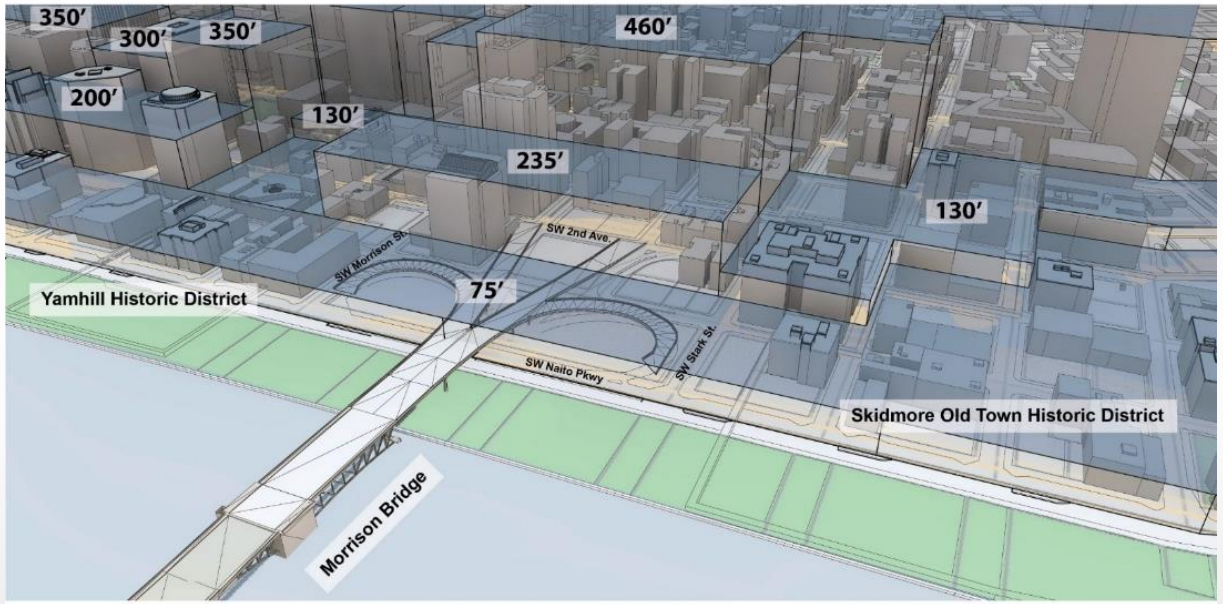
C6: Bridgeheads



Morrison Bridgehead
Redevelopment Sites

DRAFT
10-06-14

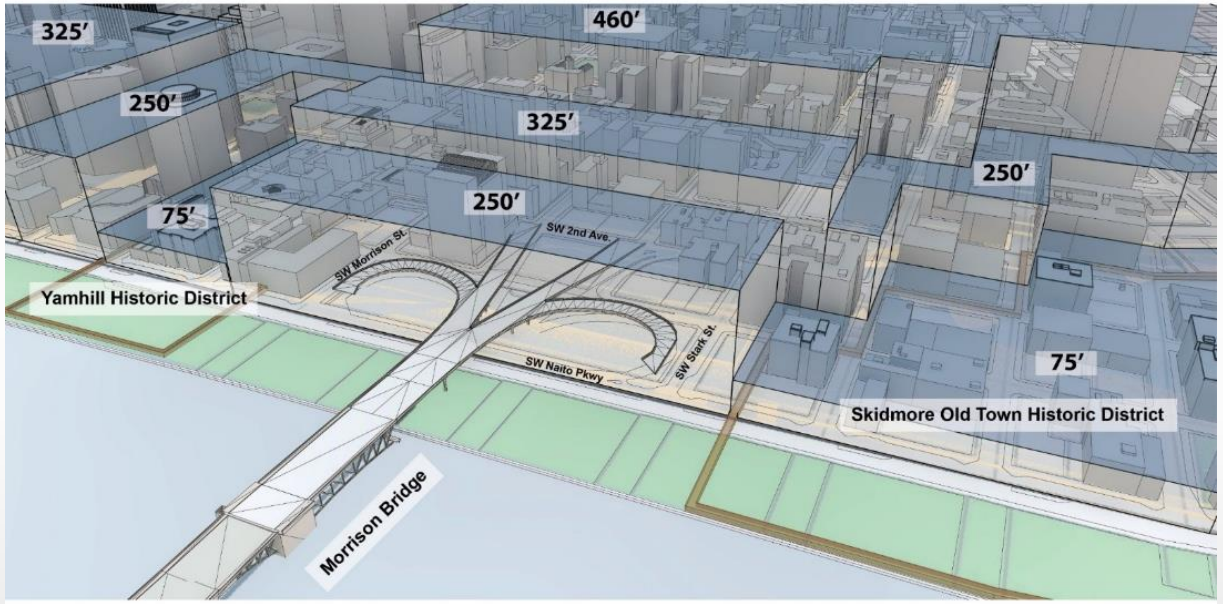
C6: Bridgeheads



Morrison Bridgehead
Existing Max Height Extrusions

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10-06-14

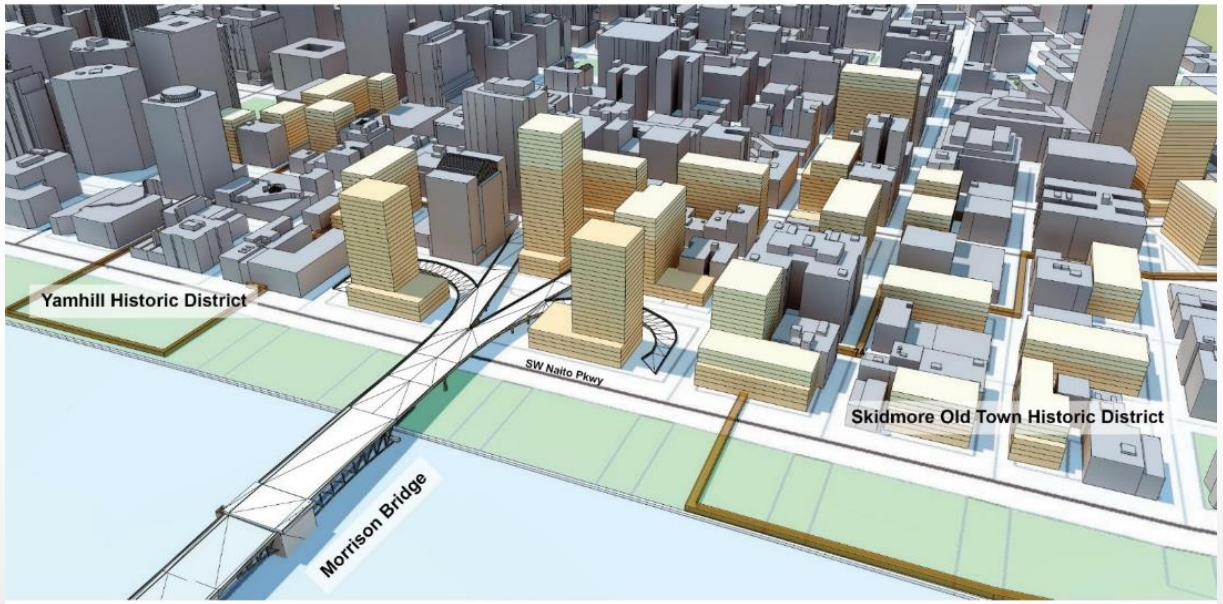
C6: Bridgeheads



Morrison Bridgehead
Proposed Max Height Extrusions

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10-06-14

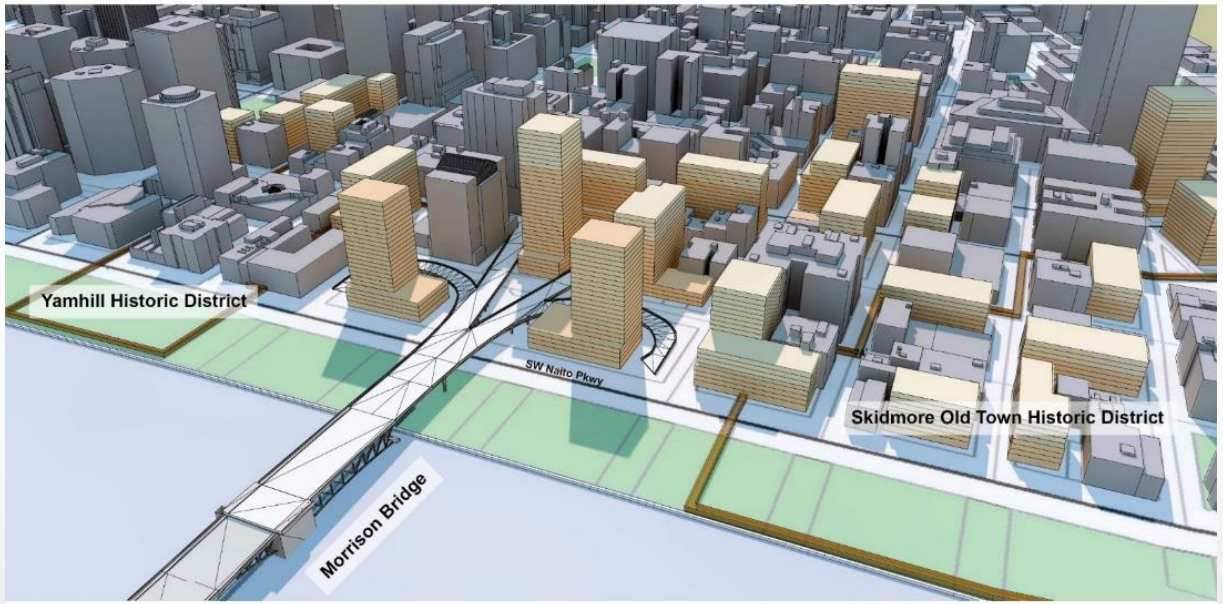
C6: Bridgeheads



Morrison Bridgehead
FAR calculated Building Volumes with Proposed Heights
Shadow Study: April 21st 12:00 PM

DRAFT
10-06-14

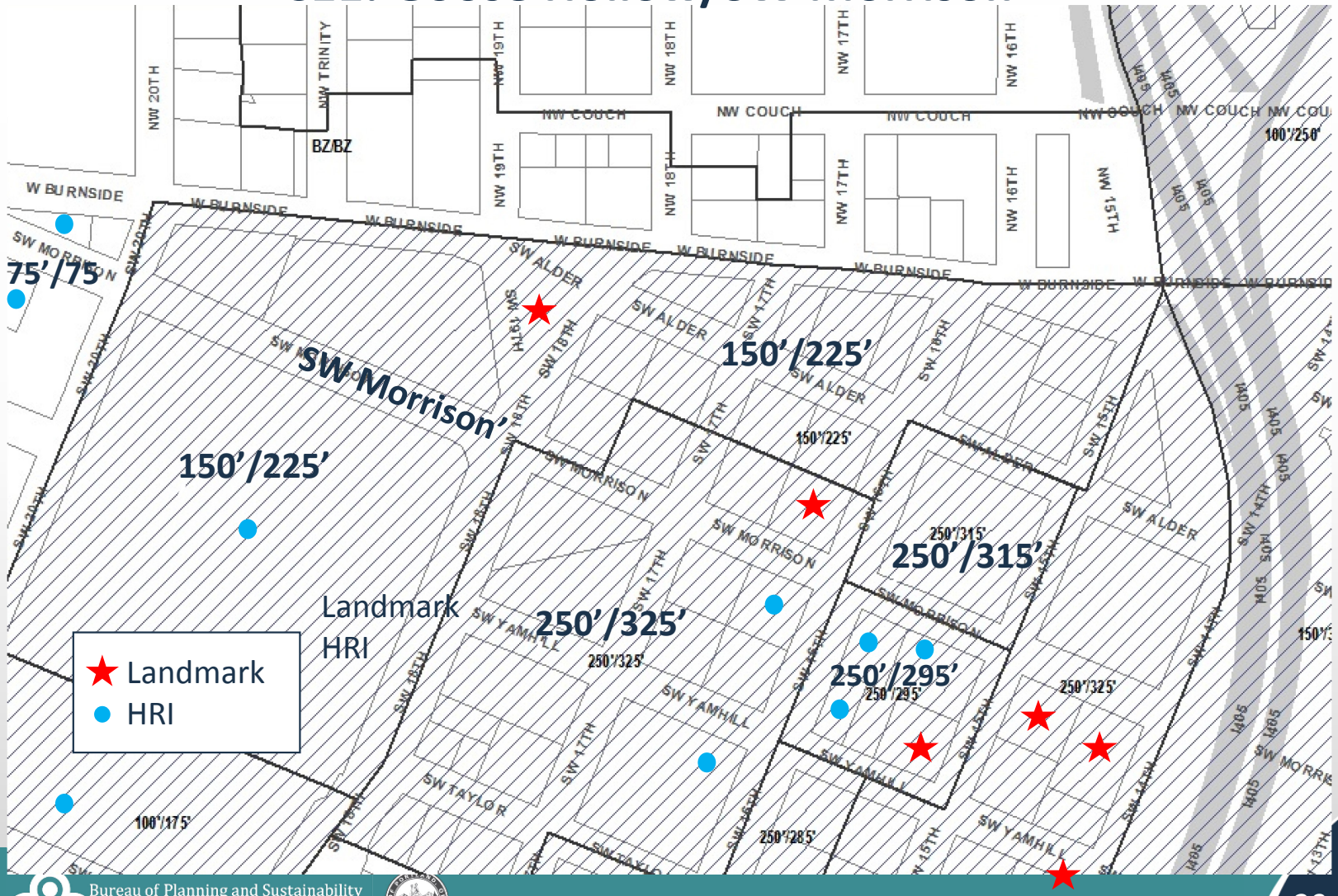
C6: Bridgeheads



Morrison Bridgehead
FAR calculated Building Volumes with Proposed Heights
Shadow Study: April 21st 03:00 PM

DRAFT
10-06-14

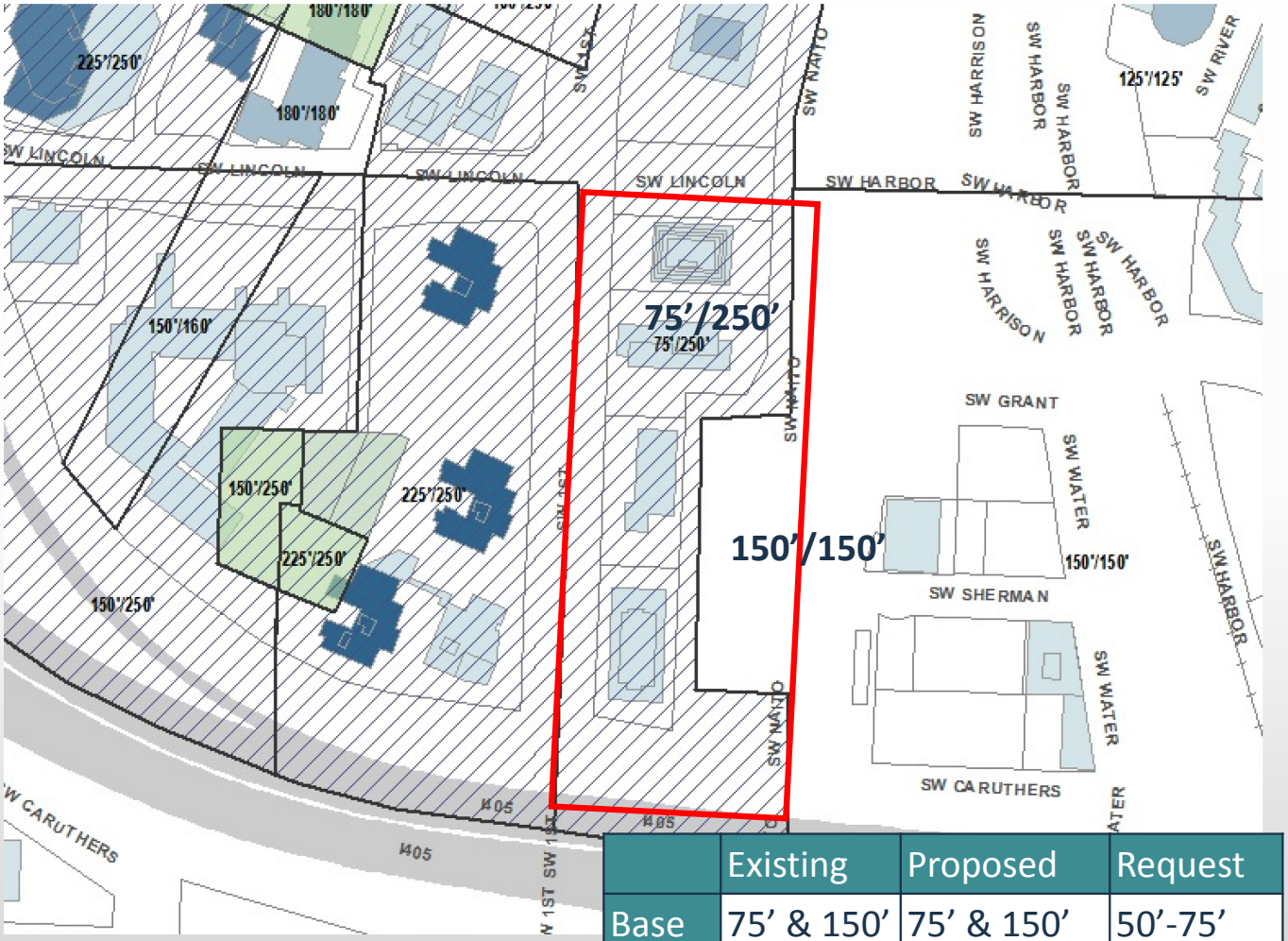
C11: Goose Hollow/SW Morrison



C12: Goose Hollow

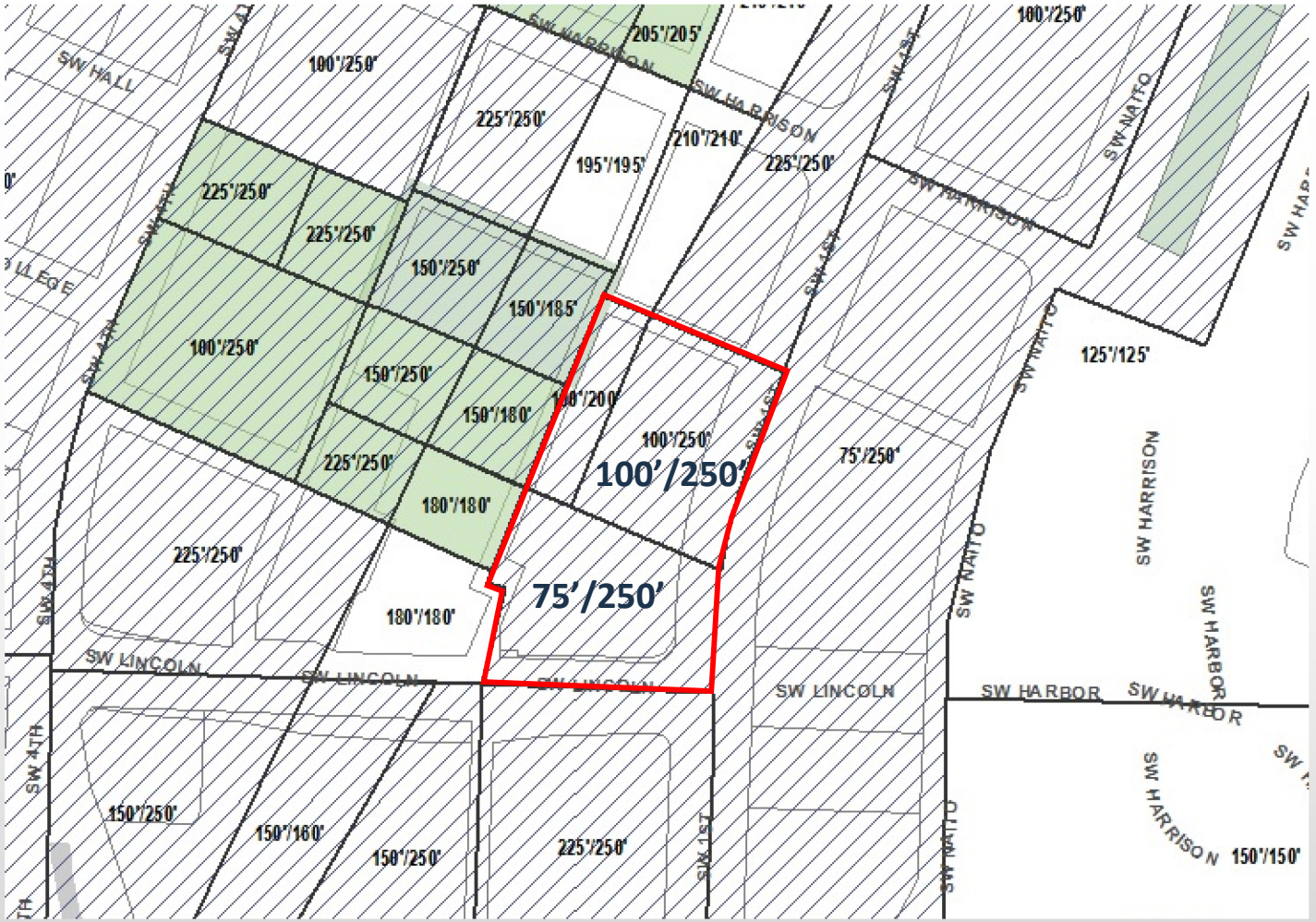


C16: South Auditorium Area

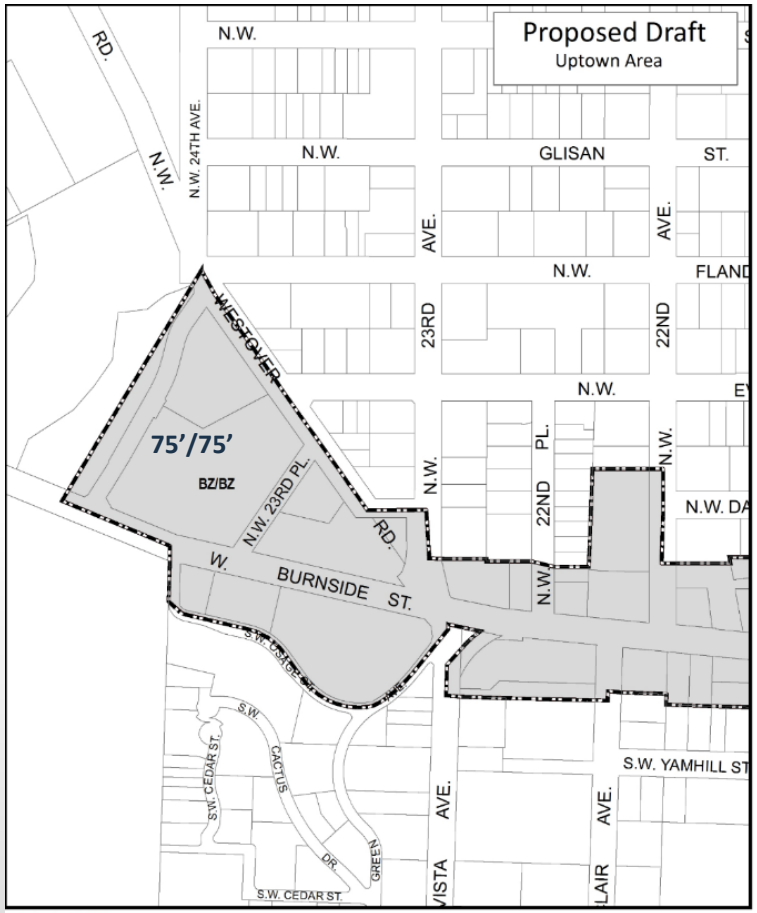


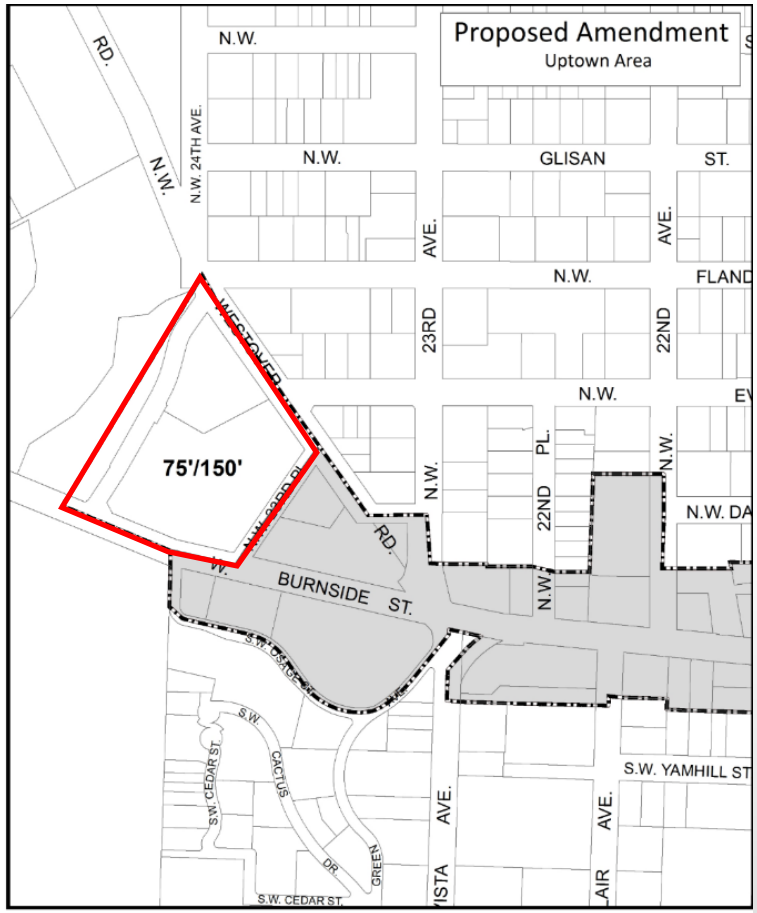
	Existing	Proposed	Request
Base	75’ & 150’	75’ & 150’	50’-75’
Bonus	None	250’ & 150’	None

C17: South Auditorium Area

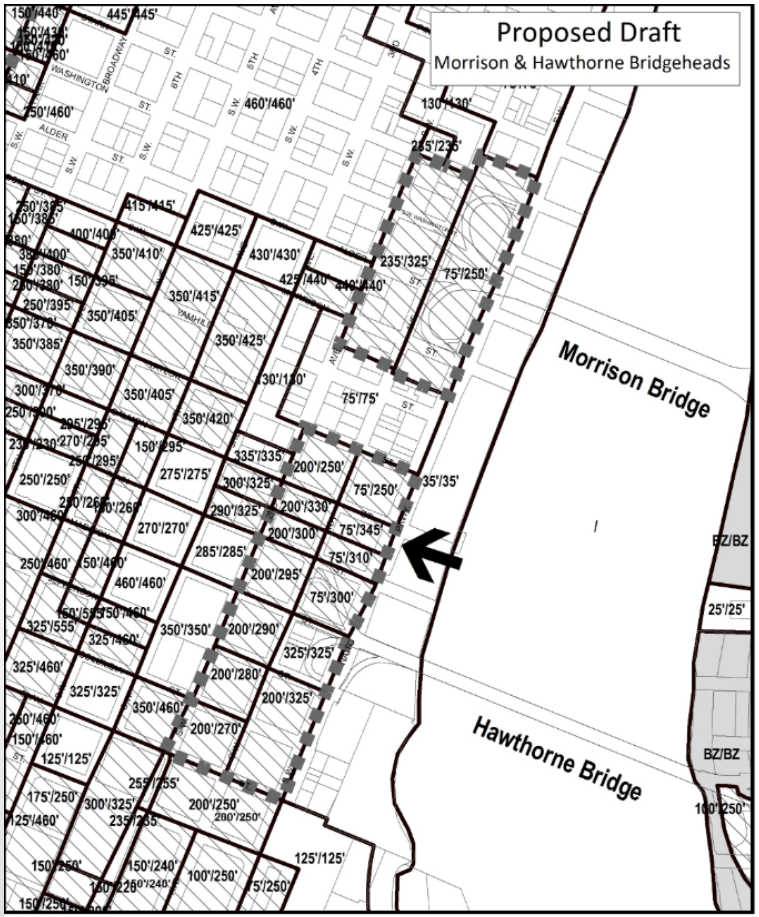


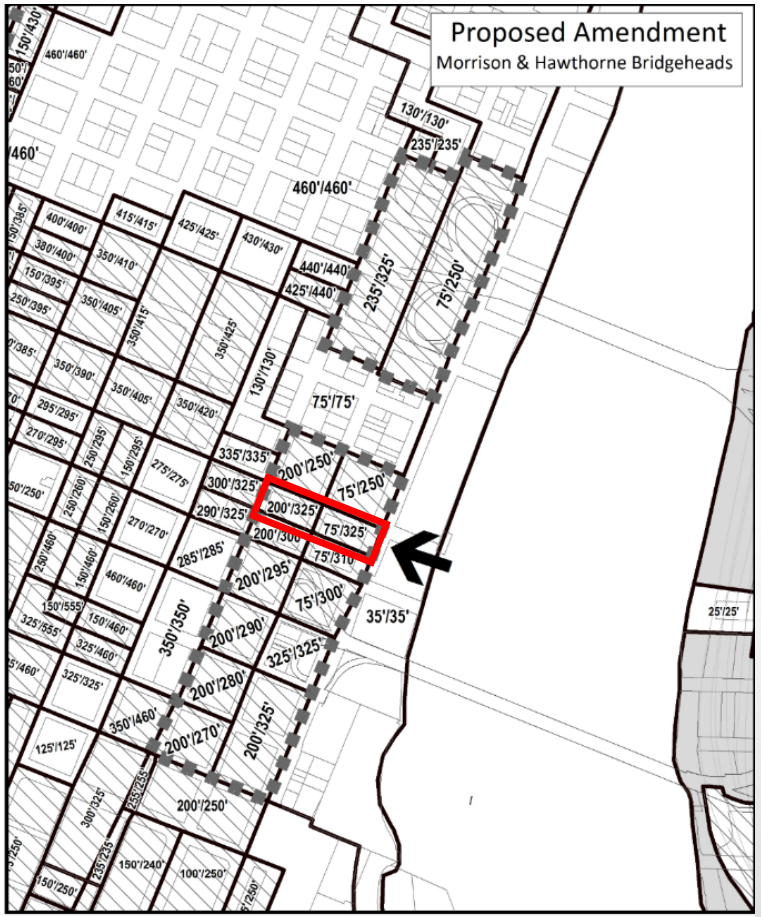
C20: Uptown/Goose Hollow



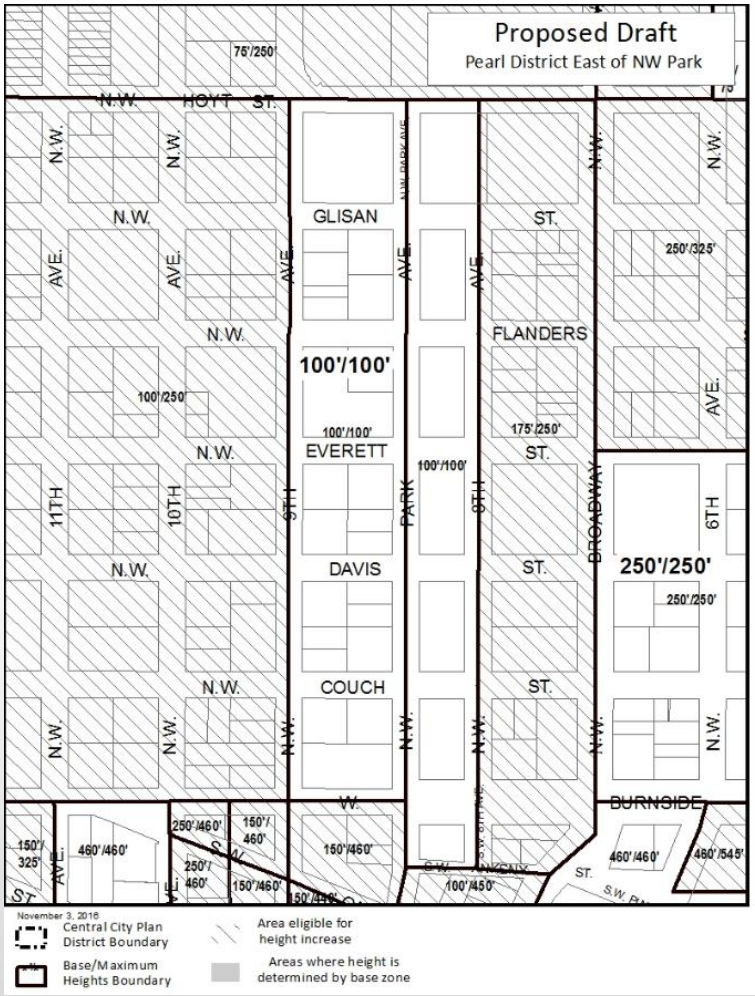


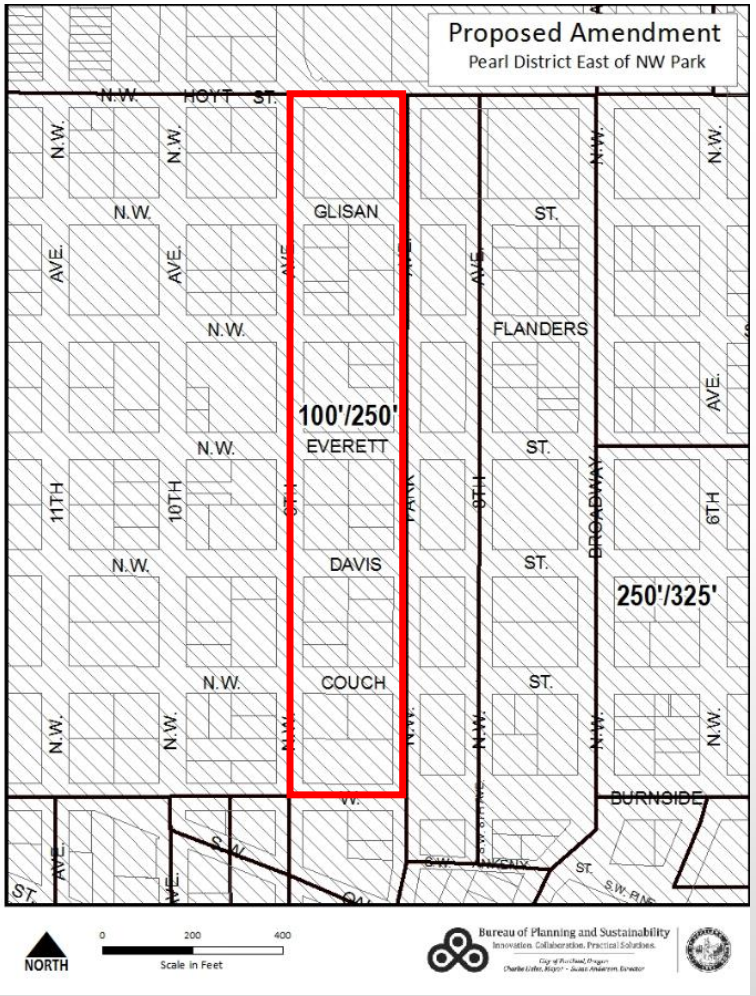
C21: Hawthorne Bridgehead Area





C30: Pearl District





REVISED Decision Table A. Historic District Heights

Considerable testimony focused on allowed building heights in historic districts. The table below is organized by historic district to allow PSC to review each district individually.

Updates from the decision table published for the September 26th work session:

- *PSC took preliminary action on all historic district heights except for the East Portland/Grand Ave Historic District where they asked staff to return with more analysis of FAR and heights. As such, this table focuses solely on this remaining topic.*

Contents of Decision Packet A: Historic District Heights

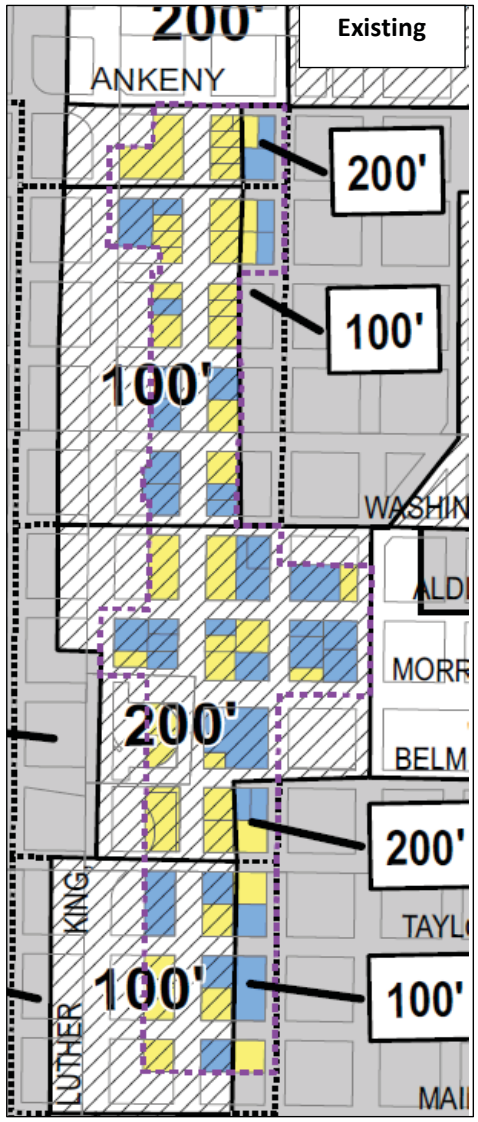
- Decision Table A
- Map A3

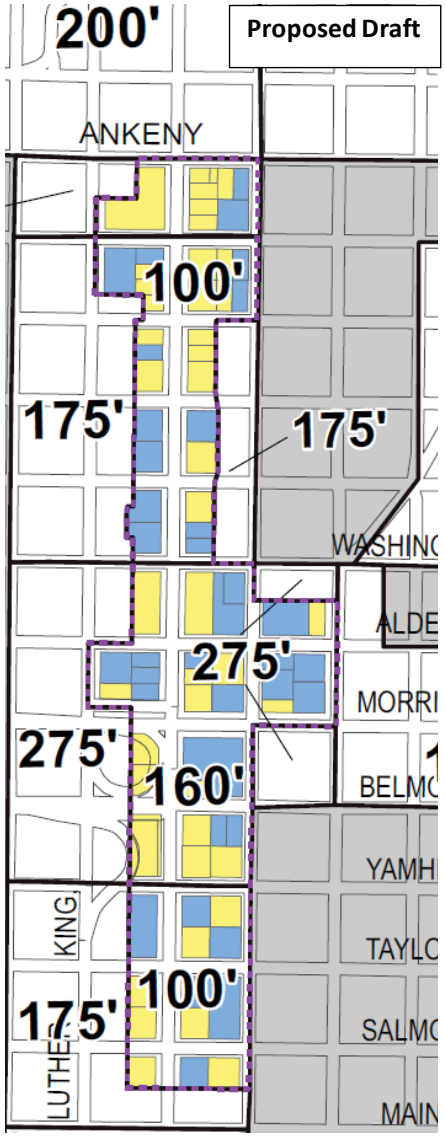
Items Marked for PSC Discussion:

- A3: Requests from property owners and the Historic Landmarks Commission regarding height in the East Portland/Grand Ave Historic District.

Ref #	Comment #	Commenter(s)	Historic District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
A3 and **Map A3**	20292, 20896, 20698, 20945, 20982	Bruce Burns, Eric Cress, Jonathan Malsin, Brad Malsin, Kirk Ranzetta--Portland Historic Landmarks Commission	East Portland/ Grand Avenue Historic District	East Portland/Grand Avenue Historic district heights of 100', 160', and 200'. Reference: Map 510-3, p. 327	1. Property owners request heights in the East Portland/ Grand Avenue Historic District not be reduced from the existing heights of 100' and 200'. 2. Property owners Malsin and Malsin recommend retaining both the existing base and bonus heights in the district to encourage redevelopment at bridgeheads and along transit corridors. 3. Portland Historic Landmarks Commission requests district-wide 75' height.	**Retain Proposed Draft version**	Heights in East Portland/ Grand Avenue Historic District have not been refined since its listing in the National Register of Historic Places in 1991. The heights presented in the Proposed Draft provide a consistent approach that takes existing buildings and historic resource review into account. The Proposed Draft heights allow for taller development at the bridgeheads consistent with the 160' contributing 1928 Weatherly Building. Staff were asked by the Planning and Sustainability Commission to review the impacts, if any, of the proposed height refinement on the utilization of existing base floor area ratio (FAR) within the historic district. Staff modeled different building height/FAR combinations using the following assumptions: • Base FAR of 6:1 and 9:1 • Heights of 100', 160', and 200' • Site options of 10,000, 20,000, 30,000, and 40,000 square feet • Contributing buildings will be retained • Sites bifurcated by the historic district boundary have unique opportunities to arrange height and FAR. • Typical new construction floor-to-floor heights of 20' ground floor and 11.5' upper floors The staff review of developable sites within the historic district using the above assumptions found that utilization of base FAR within the proposed height limits is generally achievable, subject to discretionary historic resource review. Staff modeling found that the 40,000 square foot sites partially located within the historic district would best be able to achieve full FAR utilization if the primary massing of the building were organized into a tower form located on the portion of the site outside of the historic district. Staff found that 20,000 and 30,000 sites within the district could be developed to fully use base FAR if the tower mass was organized into a form slightly larger than a typical 18,000 square foot floorplate.	☒	☐ Support staff rec. ☐ Other

Map A3: East Portland/ Grand Avenue Historic District Heights

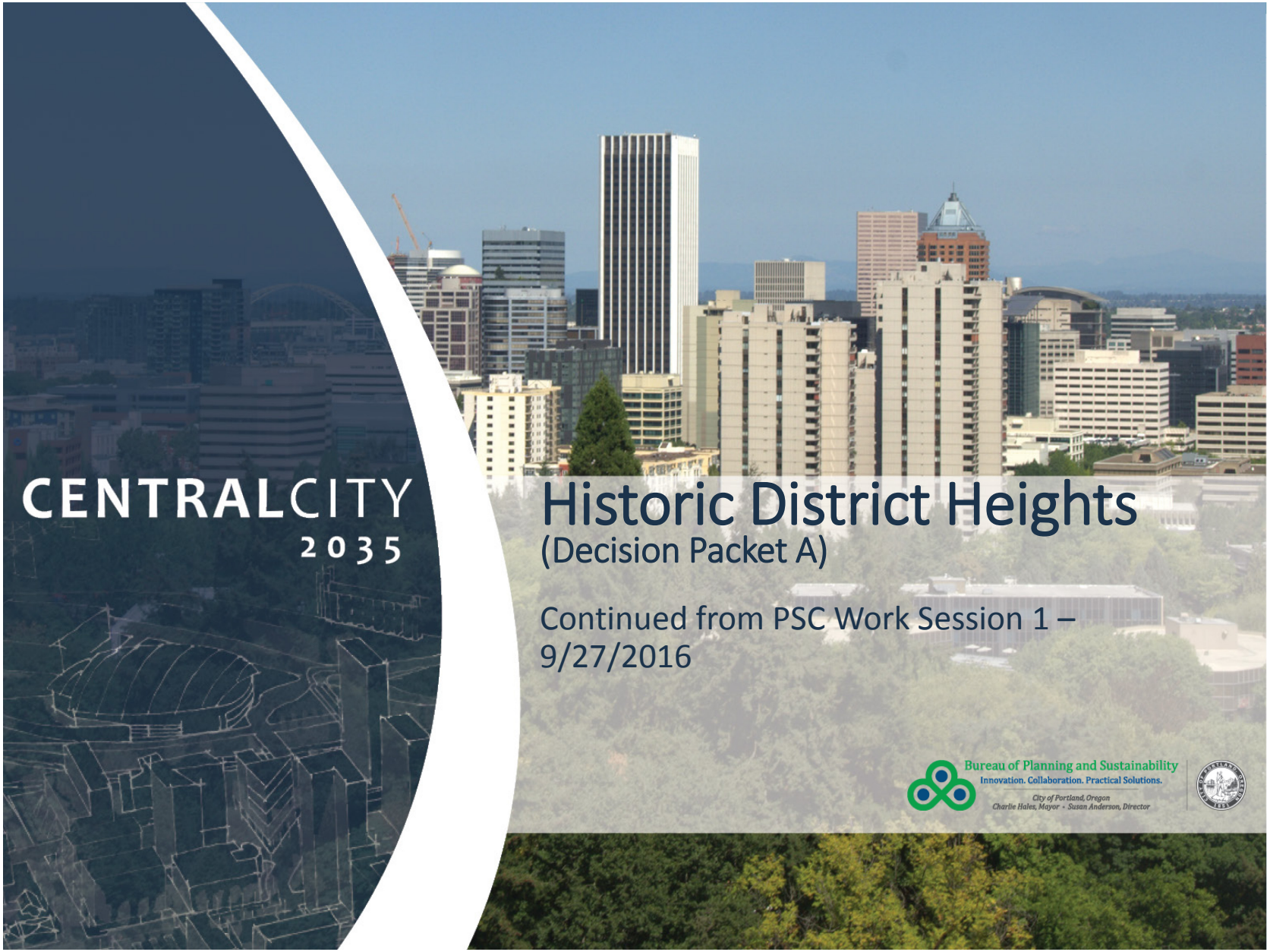




Historic District boundary

Contributing

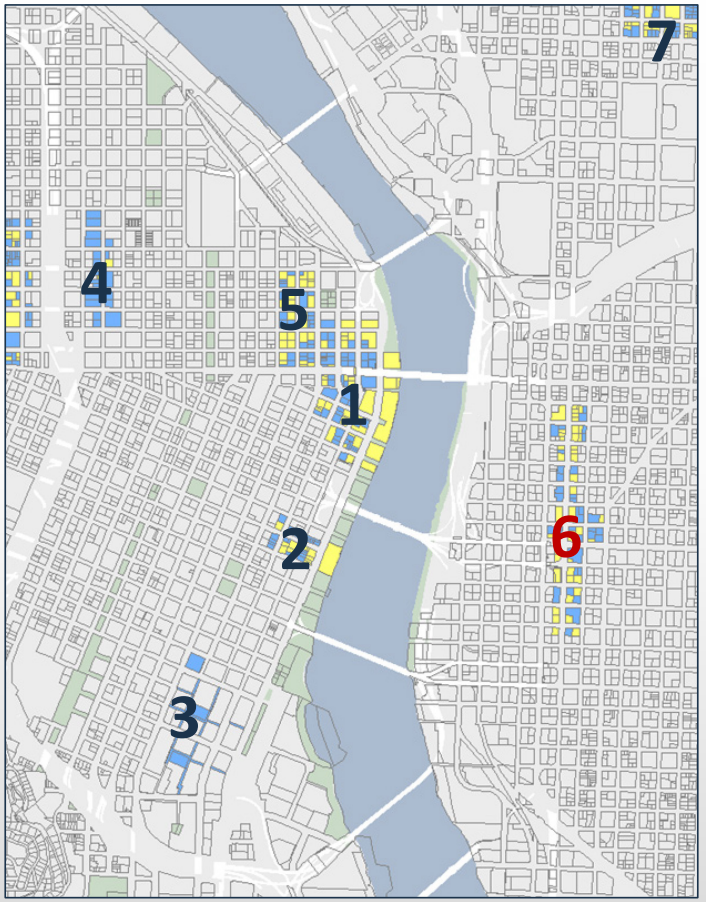
Non-contributing


CENTRALCITY
2035
Historic District Heights
(Decision Packet A)
Continued from PSC Work Session 1 –
9/27/2016
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Central City Historic Districts

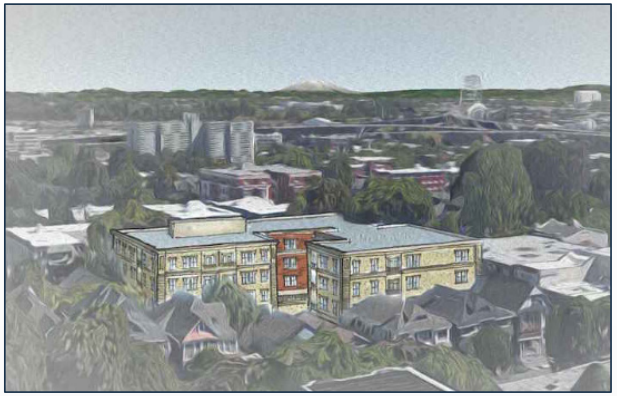
Seven National Register Historic Districts are located in the Central City:

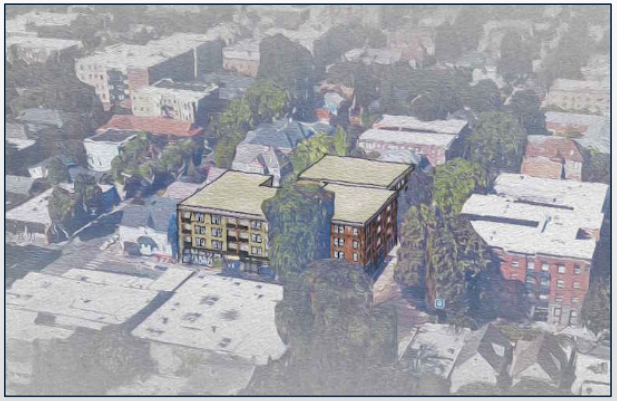
1. Skidmore/Old Town
2. Yamhill
3. Halprin Open Space
4. NW 13th Avenue
5. New Chinatown/Japantown
6. East Portland/Grand Ave
7. Irvington (partial)



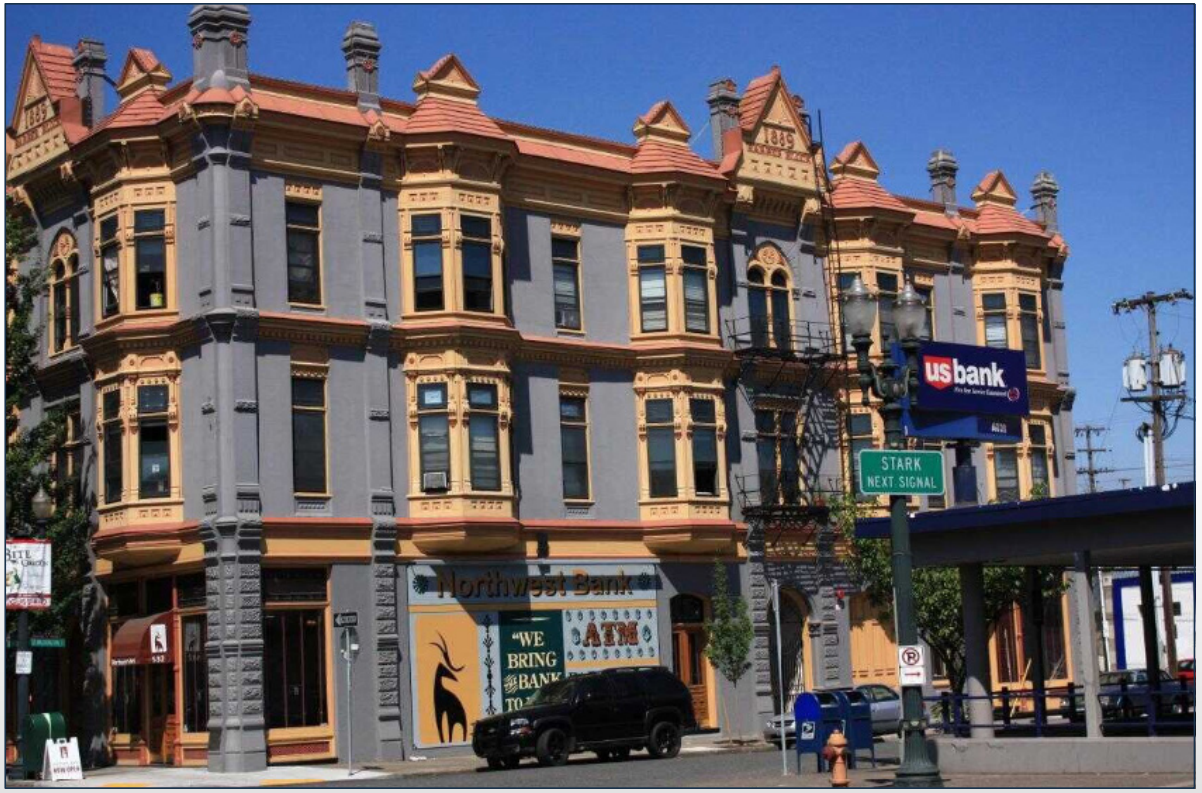
Summary of Testimony Received

1. Portland Historic Landmarks Commission requests further reduction in heights to align historic resource review with property owner expectations. Requests 75’ for most Central City historic districts.
2. Restore Oregon, Architectural Heritage Center, individuals support policy approach.
3. Individual property owner requests for retaining existing heights on specific sites.

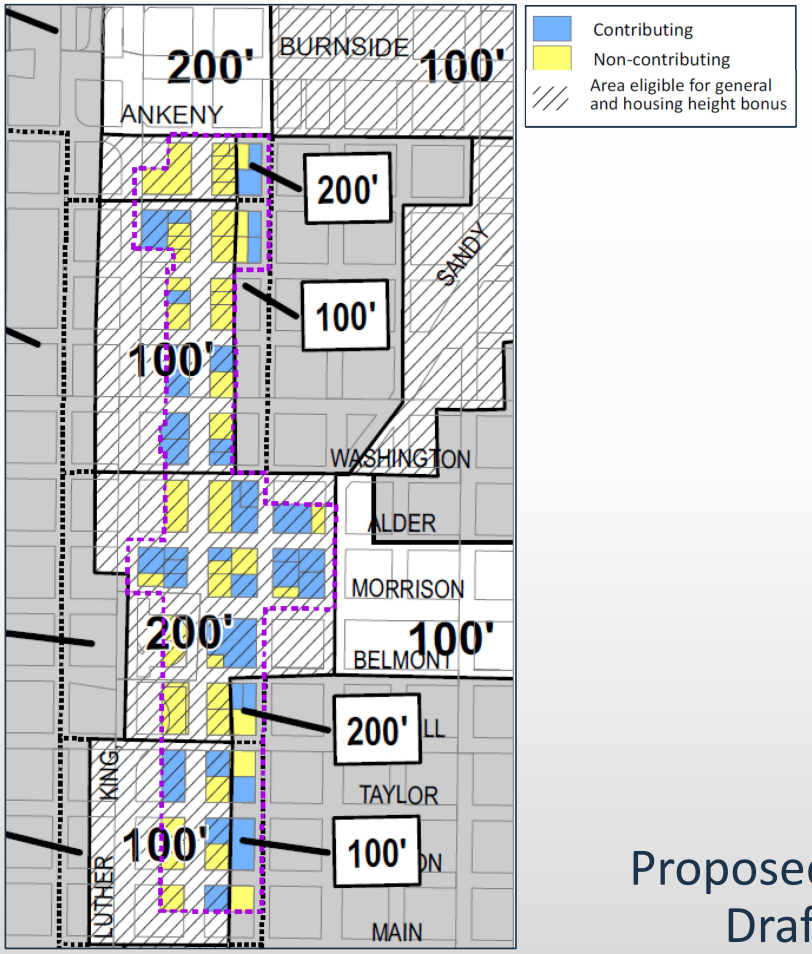




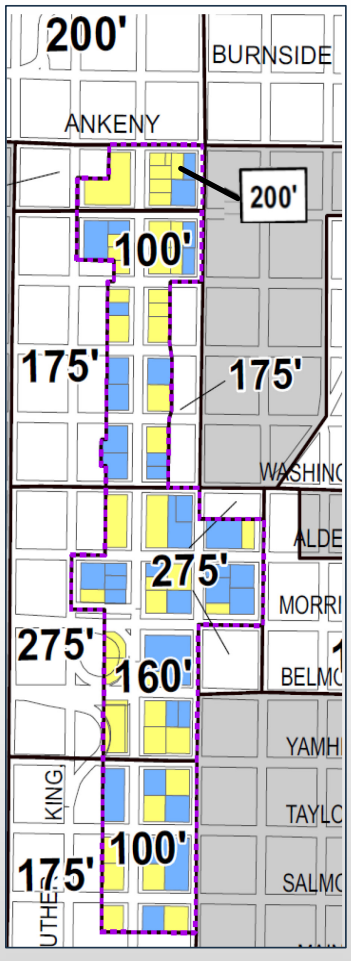
East Portland/Grand Avenue Historic District



Proposed East Portland/Grand Avenue Heights



Existing



Proposed Draft

Planning and Sustainability Commission Request

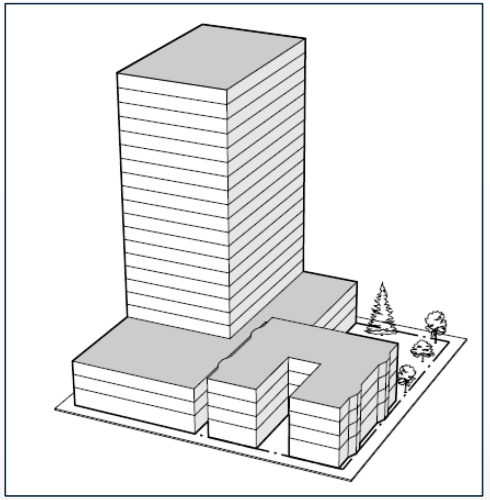
The PSC requested staff study the impact of proposed height limits on the usability of existing base floor area ratio (FAR) in the historic district.

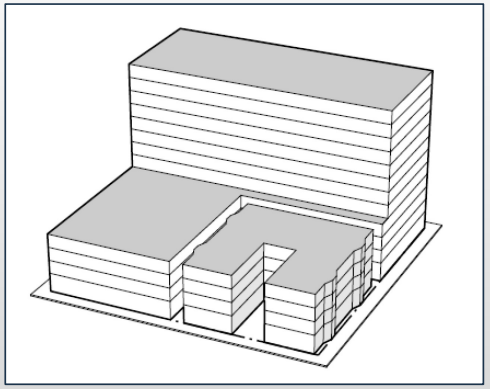


Floor Area Ratio (FAR) Study

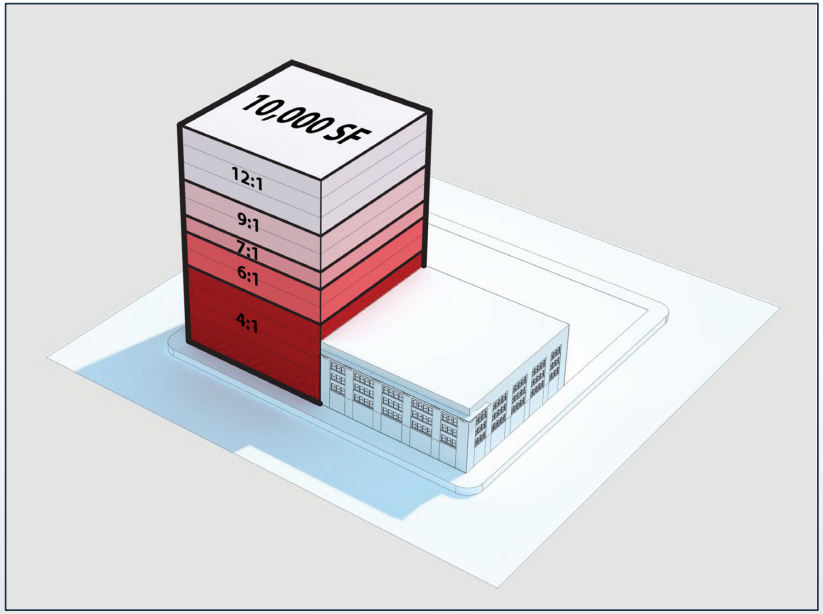
Staff Assumptions:

- Base FARs of 6:1 and 9:1
- Heights of 100’, 160’, and 200’
- Site options of 10,000, 20,000, 30,000, and 40,000 square feet
- Retention of all contributing buildings
- Sites bifurcated by the historic district boundary have unique opportunities for arrangement of height and FAR
- Typical new construction floor-to-floor heights of 20’ at the ground floor and 11.5’ at the upper floors

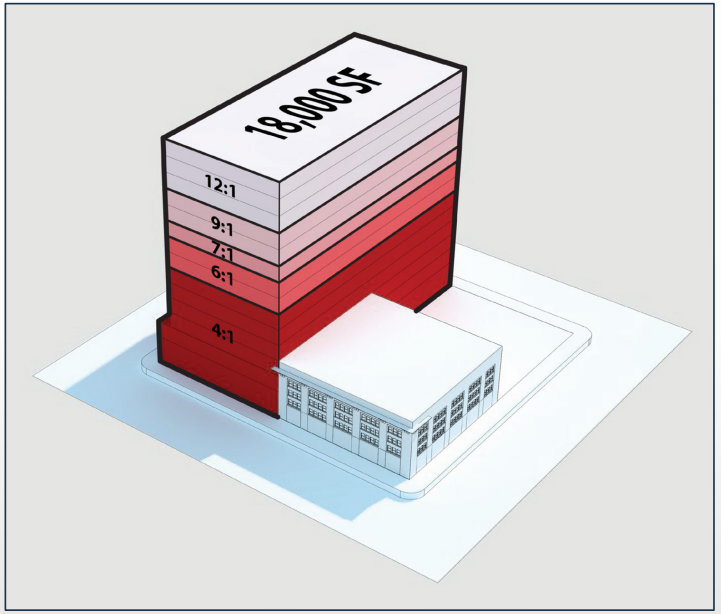




Floor Area Ratio (FAR) Study

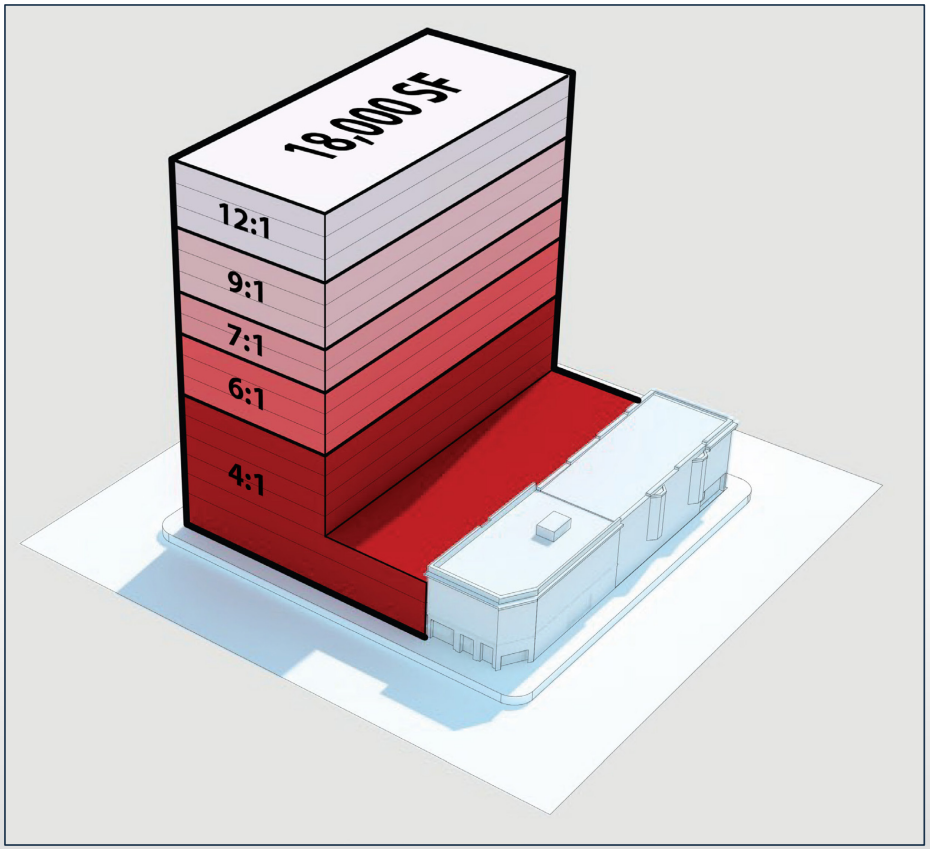


10,000 square foot site



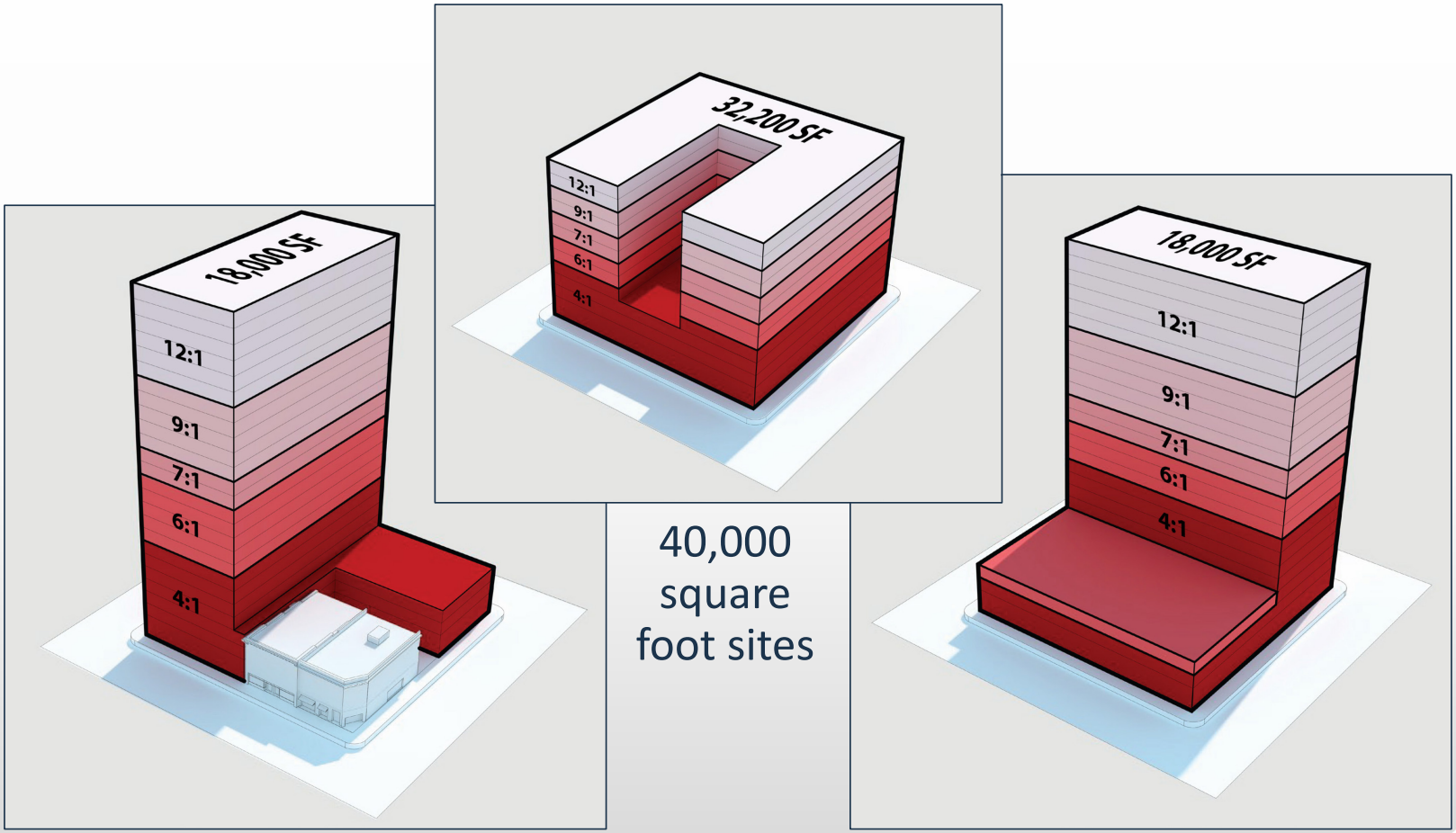
20,000 square foot site

Floor Area Ratio (FAR) Study



30,000 square foot site

Floor Area Ratio (FAR) Study

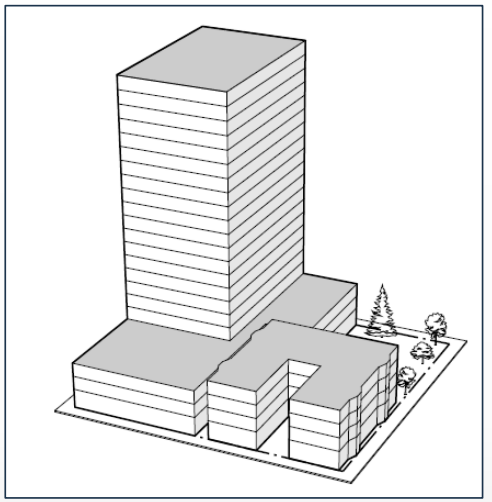


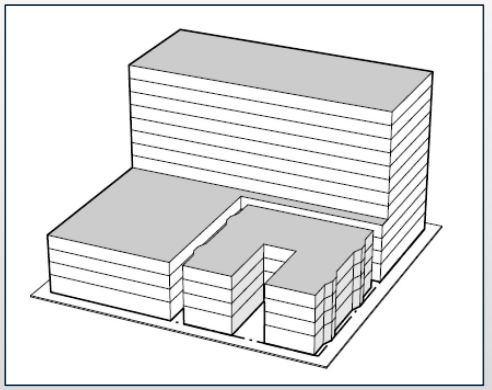
Floor Area Ratio (FAR) Study Findings

The proposed height limits would not preclude proposals that fully utilize base FAR on non-contributing sites.

Large sites bifurcated by the historic district boundary provide unique opportunities to arrange height and massing outside of the historic district.

Historic Resource Review required to ensure site-specific compatibility for proposed new buildings.



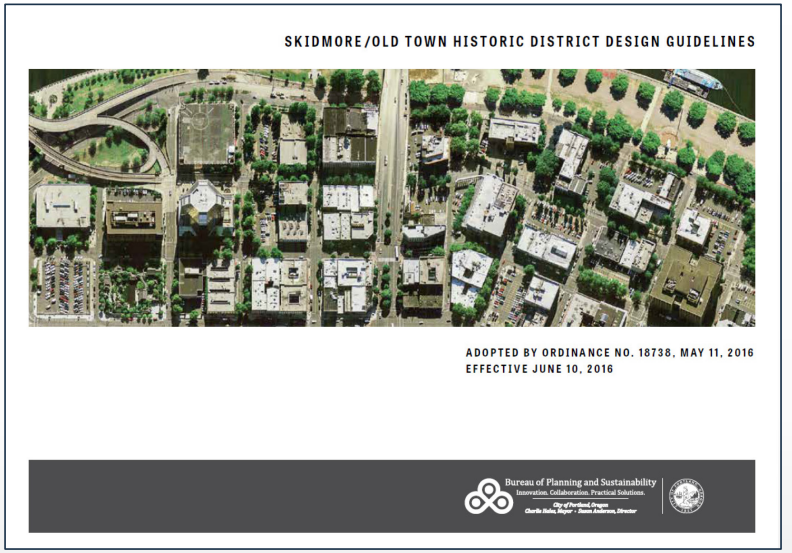


Historic Resource Review

Demolition of contributing buildings in historic districts are subject to Type IV demolition review by City Council

Alteration, addition, and new construction proposals within historic districts are subject to Historic Resource Review

The Historic Resource Review approval criteria for each district can be found in the zoning code and in district-specific design guidelines

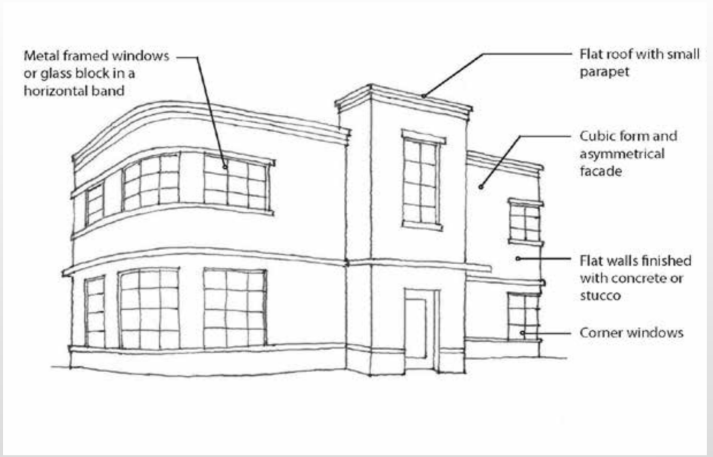


Historic Resource Review

Historic Resource Review emphasizes preservation, use of quality materials, and overall compatibility with contributing buildings in a historic district.



New construction proposals must meet applicable review criteria to be approved. Because of the discretionary nature of the criteria, heights in historic districts are not entitlements.



Policy Considerations

Comprehensive Plan Policy 4.49
Resolution of Conflicts in Historic Districts. Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to take into account the character of the historic resources in the district.





Policy Considerations

Predictability of Historic Resource Review process.

Consistency within and between historic districts.

Honoring the unique character of Central City historic districts.

Allowing for applicants to make a case for taller buildings, but not to allow heights that are drastically out of scale with contributing buildings.





Proposed Policy Approach

Eliminate bonus height options in all Central City historic districts

Refine heights in three historic districts that have been listed in the National Register since the 1988 Central City Plan:

1. NW 13th Avenue
2. New Chinatown/Japantown
3. East Portland/Grand Avenue

Retain existing FAR allowances for use on site or transfer within a sub-district.





Streetcar Loop Local Improvement District

1991. Historic district listed in the National Register

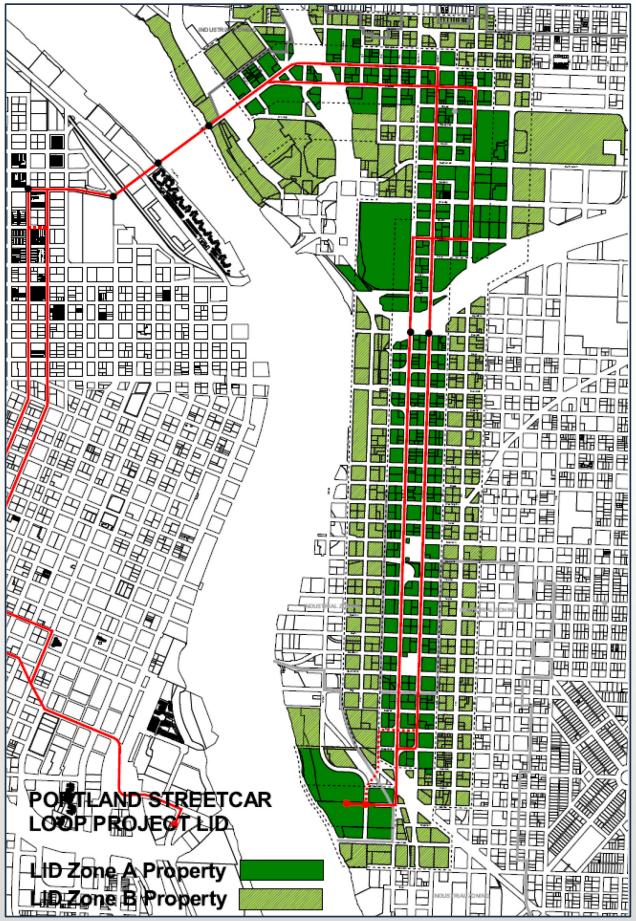
1994. Design guidelines adopted

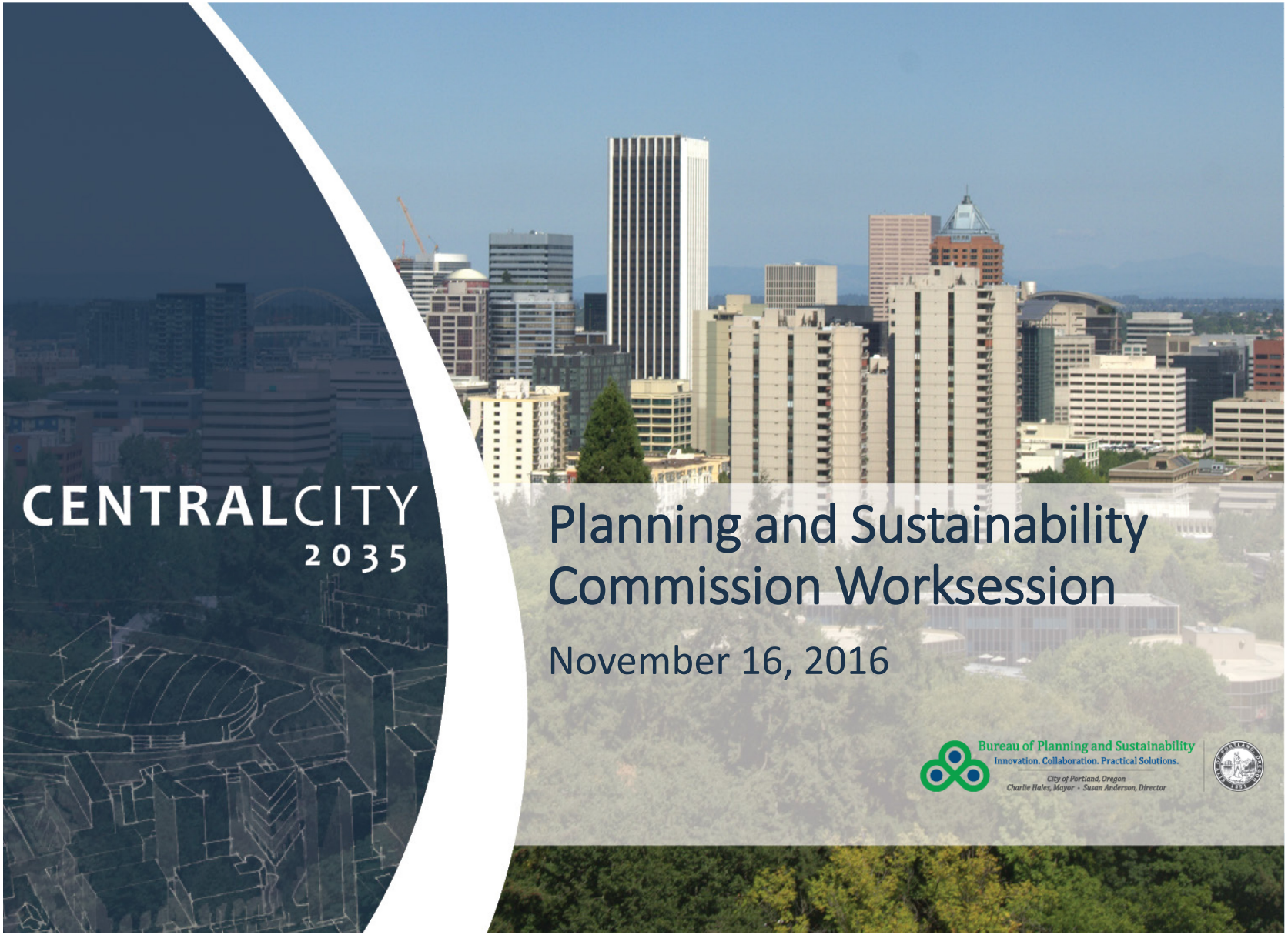
2007. Initiation of LID

2012. Streetcar opens

2013. SE Quadrant Plan work begins

2014. Fees assessed




CENTRALCITY
2035
Planning and Sustainability
Commission Worksession
November 16, 2016
Bureau of Planning and Sustainability
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City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Proposed Draft CC2035

- **Publication**
  - ✓ June 20, 2016
- **PSC Public Hearings**
  - ✓ July 26 and August 9 (record closed August 11)
- **PSC Worksessions**
  - ✓ September 27, 2016
  - November 16, 2017
  - January 10, 2017
  - January 24, 2017
  - February 28, 2017



Today's Agenda
(and Discussion Items)

1. **Height in Historic Districts** (A3)
2. **Other Height - requests** (C3, C8, C15, C321)
3. **Height and Zoning - SE 11th and 12th** (D1, D2, D3)
4. **Parking Code** (F1)
5. **Willamette River** (G1, H1, ~~H2~~)
6. **Miscellaneous Code Amendments** (no discussion items identified)

Today's Worksession

- Discussion of items checked for discussion or added today
- PSC preliminary decision to either
  1. support the staff recommendation,
  2. amend it, or
  3. provide guidance for next steps.
- Final vote on February 28, 2017

CC2035 Legislative Process

Upcoming PSC Work Sessions

January 10
January 24
February 28

City Council

Spring 2017

Next Steps



Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission
November 16, 2016
4:00 – 8:00 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

4:00	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
4:05	**PM**	**SW Corridor DEIS** Briefing
5:00	**PM**	**Central City 2035 Plan** Work Session
8:00	**PM**	**Adjourn**

The City of Portland will make reasonable accommodation for people with disabilities. Please notify us no fewer than five (5) business days prior to the event by phone 503-823-7700, by the City's TTY at 503-823-6868, or by the Oregon Relay Service at 1-800-735-2900.

For background information, see the PSC website at www.portlandoregon.gov/psc, call 503-823-7700, or email psc@portlandoregon.gov.

Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30:
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

Bureau of Planning and Sustainability
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MEMO

DATE: November 8, 2016

TO: Planning and Sustainability Commission

FROM: Rachael Hoy

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager

SUBJECT: Attachment for Decision Table I: Miscellaneous Code and Map Amendments, Part 1

This memorandum contains BPS staff-recommended revisions to various Zoning Code sections in the Proposed Draft Central City 2035 Plan. Specific changes include the following items described in Decision Packet I: Miscellaneous Code and Map Amendments, Part 1; changes from the proposed draft are highlighted:

1. **I3: 33.510.200.A:** The purpose statement for the floor area ratios section is amended to clarify that the regulations control building bulk, not the intensity of uses that occur within a building.

   33.510.200 Floor Area Ratios

   A. Purpose. Floor area ratios (FARs) ~~regulate the amount of use (the intensity) allowed on a site. FARs provide a means to match the potential amount of uses with the desired character of the area and the provision of public services. FARs~~ work with the height, setback, and building coverage standards to control the overall bulk of development. Generally, the highest FARs in Portland are applied in the Central City plan district to support its role as the region's premier center for jobs, health and human services, and urban living. The minimum FARs required in the Central City plan district are intended to ensure a minimum level of density for new development, ensure that not all development potential is transferred off a site, and ensure redevelopment of under-utilized sites. The maximum FARs allowed in the Central City plan district balance multiple objectives of the Central City 2035 Plan including: […]

2. **I4: 33.510.220.B**: The ground floor windows regulations are amended to exclude display windows as elements that meet the window requirements and to clarify that windows into parking, mechanical and utility areas do not qualify.

33.510.220 Ground Floor Windows

A. [no change]

B. **Ground floor windows.** ~~**Major remodeling projects.** In the RX, CX, and EX zones, all major remodeling projects must also meet the ground floor window standard of the base zone, or the option below.~~The following ground floor window standards apply to new development and major remodels in the RX, CX and EX zones. To meet the standards, ground floor windows must be windows that allow views into work areas or lobbies~~,~~ or be windows in pedestrian entrances~~, or be display windows set into the wall~~. Windows into storage, vehicle or bicycle parking, garbage and recycling, mechanical and utility areas, and display cases attached to outside walls, do not qualify. The bottom of the windows of nonresidential spaces must be no more than 4 feet above the finished grade: […]

3. **I5: 33.510.225:** The ground floor active use area regulations are amended to: 1) clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas and, 2) state that the active use areas need to be developed at the time of construction.

33.510.225 Ground Floor Active Uses

A. **Purpose.** The ground floor active use standards are intended to reinforce the continuity of pedestrian-active ground-level building uses. The standards are also intended to help maintain a healthy urban district through the interrelationship of ground-floor building occupancy and street level accessible public uses and activities. The standards are also intended to encourage a transit-supportive and pedestrian-oriented environment that is safe, active with uses, and comfortable for residents, visitors, and others. Active uses include but are not limited to: lobbies, retail, ~~residential,~~ commercial, and office, but do not include storage, vehicle and bicycle parking, garbage and recycling, or mechanical and utility areas.

B. **Sites and development subject to the ground floor active use standards.** The ~~G~~ground floor active use standards apply to new development and major remodels on sites with frontage on a street ~~areas are~~ shown on Map 510-9.~~7 at the end of this chapter. On identified sites, all new development and all major remodeling projects must meet the standard below.~~

C. **Ground floor active use standards.**

1. Dwelling units are prohibited on the ground floor.

2. Buildings must be designed and constructed to accommodate uses such as those listed in Subsection A.~~, above.~~ Areas designed to accommodate these uses ~~may~~ must be

developed at the time of construction~~, or may be designed for later conversion to active uses~~. This standard must be met along at least 50 percent of the ground floor of walls that front onto a sidewalk, plaza, or other public open space.

Areas designed to accommodate active uses must meet the following standards:

~~1~~a. The distance from the finished floor to the bottom of the structure above must be at least 12 feet. The bottom of the structure above includes supporting beams;

~~2~~b. The area must be at least 25 feet deep, measured from the street-facing facade;

~~3~~c. The area may be designed to accommodate a single tenant or multiple tenants. In either case, the area must meet the standards of the Accessibility Chapter of the State of Oregon Structural Specialty Code. This code is administered by BDS; and

~~4~~d. The street-facing facade must include windows and doors~~, or be structurally designed so doors and windows can be added when the space is converted to active building uses~~.

4. **I6: 33.510.252.A**: The industrial use disclosure statement provisions for the Central Eastside are amended to clarify that the statement is required for alterations to existing development as well as new development.

33.510.252. Additional Standards in the Central Eastside Subdistrict
The following additional standards apply in the Central Eastside subdistrict.

A. Industrial impacts disclosure statement.

1. Purpose. This requirement is intended to ensure that people who choose to live or work in the ~~industrial sanctuary in the~~ Central Eastside subdistrict are aware of the potential impacts, such as noise, vibration, odors, glare, and heavy truck traffic that stem from industrial and employment uses.

2. Disclosure statement required. Prior to the issuance of a building permit for new development, or alterations to existing development, that contains a Household Living, Retail Sales And Service, or Office use, the owner of the property must sign and record a copy of the City's Industrial Impacts Disclosure Statement. The statement must be recorded in the records of Multnomah County. The statement acknowledges that the property is located near industrial and employment uses, and signifies the owner's awareness of the associated nuisance impacts including noise, odor and light levels. The statement is available in the Development Services Center. After the development is finalized, the property owner must provide a copy of the disclosure statement to every tenant or buyer, and post a copy of the disclosure statement on the premises in a location that is accessible to all tenants.

5. I8: 33.258.070.D.2.b.(3): The nonconforming development regulations are amended to correct references to proposed Map 510-10.

33.258.070 Nonconforming Development

A - C [no change]

D. Development that must be brought into conformance. The regulations of this subsection are divided into two types of situations, depending upon whether the use is also nonconforming or not. These regulations apply except where superseded by more specific regulations in the code.

1. [no change]

2. Nonconforming development with an existing nonconforming use, allowed use, limited use, or conditional use. Nonconforming development associated with an existing nonconforming use, an allowed use, a limited use, or a conditional use, must meet the requirements stated below. When alterations are made that are over the threshold of Subparagraph D.2.a., below, the site must be brought into conformance with the development standards listed in Subparagraph D.2.b. The value of the alterations is based on the entire project, not individual building permits.

   a. [no change]

   b. Standards which must be met. Development not complying with the development standards listed below must be brought into conformance or receive an adjustment.

      (1) – (2) [no change]

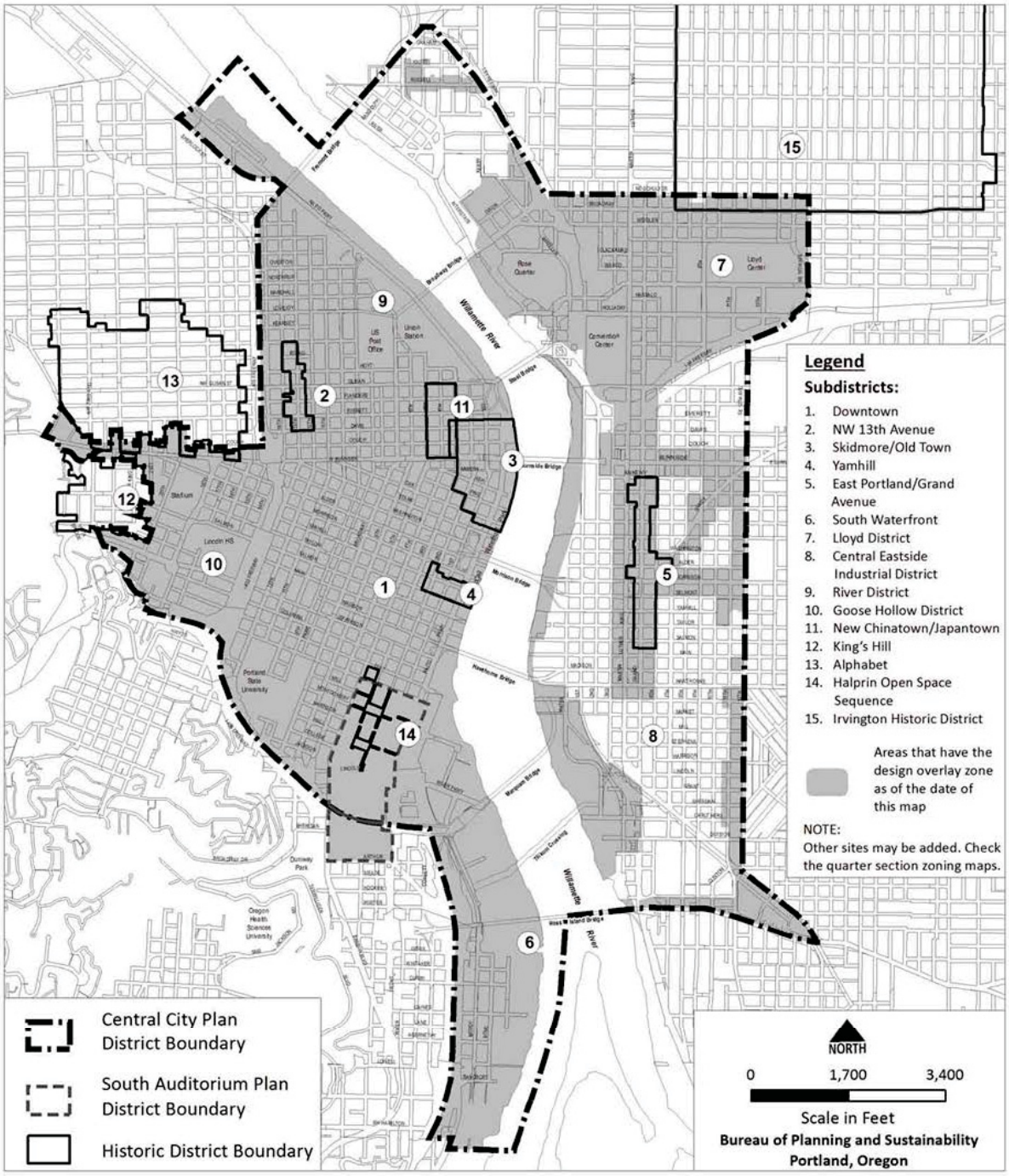
      (3) Bicycle parking by upgrading existing racks and providing additional spaces in order to comply with 33.266.220, Bicycle Parking. Sites that do not have accessory surface parking or are inside ~~the~~ Central City ~~Core Area or Lloyd District~~parking sectors 2 or 4, as shown on Map 510-~~8~~10, are not required to meet this standard for long-term bicycle parking, but are required to meet this standard for short-term bicycle parking; […]

6. I9: Map 420-1 Design Distircts and Subdistricts in the Central City: Update map to show the revised Central City plan district and d overlay zone boundaries.

Proposed Design Districts and Subdistricts in the Central City and South Auditorium Plan Districts

Map 420-1

Map Revised Xxxxx X, 201X



Decision Table I: Miscellaneous Code and Map Amendments Part 1

This table contains some of the miscellaneous code amendments that were identified by the Bureau of Development Services and the Bureau of Planning and Sustainability.

Contents of Decision Packet I:

- Decision Table I
- Memo for Decision Table I: Miscellaneous Code and Map Amendments, Part 1

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I1	20324	BDS Staff	Vehicle Repair and Vehicle Sales or Leasing	1. Vehicle Repair and Vehicle Sales or Leasing uses are prohibited in areas shown on Map 510-17. 2. Map 510-17, showing the area where Vehicle Repair and Vehicle Sales or Leasing is prohibited, does not align with rights-of-way, making implementation difficult. **Reference**: Volume 2A: Part 1 Central City Plan District, 33.510.100, p. 9 and Map 510-17, p. 380-383	1. Confirm that vehicle sales, such as a car or boat show, are allowed as temporary activities in the convention center. 2. Please make sure Map 510-17 lines up with rights-of-way so some sites are not bisected and planners do not have to scale shaded areas on the map to give information about what is allowed.	**Proposed Amendments:** 1. Amend 33.510.100 to clarify that car and boat shows, which are temporary use activities, are allowed. Temporary use activities noted in 33.296 will also be updated to include car and boat shows. 2. Amend Map 510-17 to align with rights of way.	1. Car and boat shows are yearly events at the Convention Center in the Lloyd district. Staff believes that these temporary activities should be allowed to continue. 2. Map 510-17 will be updated to align with rights of way to make implementation of the standard easier.	☐	☐ Support staff rec. ☐ Other
I2	20324	BDS Staff	Retail Sales and Service and Office Uses in the RX Zone	Retail Sales and Office uses are allowed in the RX zone in certain situations, including existing development that has previously been in non-residential use. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 33 33.510.117.D.2.b(2)	Just to confirm, is the cited "non-residential use" intended to include Conditional Uses? Can 100% of a Conditional Use be converted to office or retail?	**Proposed Amendment**: Amend commentary to clarify that the provision applies to non-residential conditional uses and that 100% of a conditional use may be converted to office or retail.	Staff does not believe the code needs to be amended, but the intent can be reinforced in the commentary. The provision is intended to reduce redevelopment pressures on older non-residential buildings, many of which are not well suited for residential uses and are at risk of demolition.	☐	☐ Support staff rec. ☐ Other

24074

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I3 and **Memo I**	20324	BDS Staff	Floor Area Ratio	Proposed subsection 33.510.200.A describes the purposes for regulating floor area in the Central City. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 47 33.510.200.A.	The purpose statement for FAR talks about the potential amount/intensity of *uses*, but these standards should be regulating *bulk* and offering additional bulk when there is a public benefit.	**Proposed Amendment**: Remove the first two sentences in purpose statement for Floor Area Ratio 33.510.200A. **See Memo I: Miscellaneous Code and Map Amendments, Part 1.**	The amendment clarifies that the regulations control building bulk, not the amount or intensity of uses that occur within a building.	☐	☐ Support staff rec. ☐ Other
I4 and **Memo I**	20324	BDS Staff	Ground Floor Windows	Ground floor windows are required in the Central City. Generally, 40% to 60% of the ground level wall area on street-facing facades must be glazed. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 139 33.510.220.B.	1. Remove display window as acceptable elements to meet Ground Floor Window standard. An applicant may still request a display case and it could be considered through a Modification but should not be allowed outright. 2. Add mechanical rooms and bicycle parking to list of uses that do not qualify behind Ground Floor Windows.	**Proposed Amendment:** 1. Remove "display windows set into the wall" from the first paragraph. 2. Add mechanical rooms and bicycle parking to the list of items that do not qualify behind ground floor windows. **See Memo I: Miscellaneous Code and Map Amendments, Part 1.**	1. The ground floor window standard currently states that windows must allow views into work areas or lobbies, be windows in pedestrian entrances, or be display windows set into the wall. Staff believes that display windows often result in minimal activation of the ground floor. To ensure that they activate the ground floor, staff would prefer that these situations be reviewed through a modification. 2. Staff believes the list of elements that do not qualify for uses behind a window should be expanded to include mechanical and utility areas and bike and vehicle parking. These are not truly active spaces and BDS has indicated that these elements are often requested.	☐	☐ Support staff rec. ☐ Other

24075

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I5 and **Memo I**	20324	BDS Staff	Ground Floor Active Uses	New development and major remodels are required to have ground floors of buildings constructed such that they can accommodate active uses, e.g. lobbies, retail, and offices. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 147 33.510.225	1. Add language from ground floor windows standard clarifying which uses are NOT allowed in these active use areas [e.g. storage, utility room, parking, etc.] 2. Ground Floor Active Use requirement must be built now, not designed for later. Strike "or may be designed for later conversation to active uses" in section 33.510.225 C2.	**Proposed Amendment:** 1. Amend the purpose statement to clarify that storage, vehicle and bicycle parking, garbage and recycling, and mechanical and utility areas do not qualify as active use areas. 2. Require active use areas to be developed at the time of construction. **See Memo I: Miscellaneous Code and Map Amendments, Part 1.**	1. Staff proposes to amend the purpose statement of the ground floor active use standard because the statement talks about allowed uses. The active use standard itself provides the required dimensions for the space. 2. In the standard, BPS staff agrees that spaces must be built to meet specifications at the time of development. See attached memo for proposed code edits.	☐	☐ Support staff rec. ☐ Other
I6 and **Memo I**	20324	BDS and BPS Staff	Additional Standards in the Central Eastside.	Applicants are required to sign and record a statement acknowledging that the development is located in an industrial area and signifying awareness of attendant noises, odors and light levels. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 167 33.510.252.A.2.	Clarify trigger for industrial impacts disclosure, since permit for "development" leaves questions. Is it only for "new development"? Does it apply when new floor area is added? Does it apply to existing uses which come in for additional permits in an already legally-occupied tenant space?	**Proposed Amendment:** 1. Delete the reference to the industrial sanctuary. 2. Amend 33.510.252 A.2 to clarify that the standard applies to new development and alterations to existing development. **See Memo I: Miscellaneous Code and Map Amendments, Part 1.**	1. The disclosure statement applies to household living, retail sales and service, or office uses throughout the Central Eastside subdistrict, not just the industrial sanctuary. 2. The amendment clarifies that both new development and alterations to existing development need to complete the disclosure form. The goal of this standard is to make owners and tenants of new and existing buildings aware of the industrial character of the district and thus reduce the potential for future land use conflicts.	☐	☐ Support staff rec. ☐ Other

24076

Ref #	Comment	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
I7	20324	BDS Staff	Definition of Traditional and Industrial Office uses	Section 33.920.240 describes the characteristics of Traditional and Industrial Office uses and provides lists of examples to help in implementation. **Reference**: Volume 2A: Part 1 Central City Plan District, p. 460 33.920.240.A.1 and 2	The new definition puts a lot of weight on customers or clients visiting the site, to the point of being a primary distinction between industrial and traditional office (versus the current definitions). If an architecture or software firm has frequent customers and clients visiting, and we get complaints or comments during a zoning process that this is the case, should we re-classify the architect or tech office as traditional office? If it's ok for design/software firms to have as many customer or client visitors as a regular office, it might be helpful to say that (to prevent problems with contesting office use sub-categories in the Central Eastside during permitting).	**Retain Proposed Draft version.**	This list of examples has been established based on discussions with Central Eastside stakeholders and permitting staff. One factor in the decision to include an example under Industrial Office was that it does not regularly require customers to visit the site. This is generally true for architect and software offices, so staff do not foresee there being new parking issues related to customers. Industrial Office uses are expected to increase the number of employees in the district. Management of parking from increased employees is being addressed as part of CC2035 through updates to the Parking Code and Transportation System Plan.	☐	☐ Support staff rec. ☐ Other
I8 and **Memo I**	NA	BPS Staff	References to Central City plan district in Nonconforming Situations chapter, 33.258	33.258.070.D.2.b.(3) contains incorrect references to Central City parking sector map number and names.		**Proposed Amendment:** Correct map number and parking sector names. **See Memo I: Miscellaneous Code and Map Amendments, Part 1.**	Updated references were inadvertently omitted from the Proposed Draft.	☐	☐ Support staff rec. ☐ Other
I9 and **Memo I**	NA	BPS Staff	Map 420-1, Design Distircts and Subdistricts in the Central City	NA		**Proposed Amendment:** Replace Map 420-1 to show new Central City boundary, new d overlay zone areas and Irvington HD boundary. **See Memo I: Miscellaneous Code and Map Amendments, Part 1.**	This corrects an omission from the Proposed Draft.	☐	☐ Support staff rec. ☐ Other

24077

Bureau of Planning and Sustainability
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MEMO

DATE: November 8, 2016

TO: Portland Planning and Sustainability Commission

FROM: Debbie Bischoff, Senior Planner

CC: Susan Anderson, Director, Joe Zehnder, Chief Planner and Sallie Edmunds, Planning Manager

SUBJECT: Addendum to Table H: Open Space and Development

BPS staff offer three minor amendments to Table H: Open Space and Development for Planning and Sustainability Commission review at the November 16, 2016 worksession. These changes incorporate minor amendments proposed in the BPS memo to the PSC dated July 19, 2016 into Table H topics.

H5 33.910.030 River-Related Definition

1. Under the Proposed Draft column, add a second paragraph that states: "Staff proposed revised commentary for this amendment in the July 19,2016 memo to the PSC, along with code text deletions under B. deleting the words "for subregional travel" and "for regional travel".

2. Revise the staff recommendation to: "Retain the majority of the Proposed Draft version with ~~one~~ two edits that 1) deletes cold food storage as river-related, and 2) Adds back draft language from the Proposed Draft that was deleted in the July 19, 2016 memo "for subregional travel" and "for regional travel".

H6 33.475.215 Marine Passenger Docks

1. In Staff Recommendation 1., revise to the following: "Retain the majority of the Proposed Draft version including the purpose statement language submitted to the PSC in the July 19, 2016 memo with three amendments…"

H7 33.475 Nonconforming Uses and Development

1. Under Proposed Draft column, second paragraph, add at the end of the sentence "and commentary". This sentence only referenced the proposed new code language in 33.475 River Overlay Zones and that is similar to language from 33.440 Greenway Overlay Zones.

2. In Staff Recommendation 1., "Retain the Proposed Draft code and commentary amendment submitted to the PSC on July 19, 2016 with one amendment…"

H5 33.910.030 River-Related Definition

33.910.030 Definitions

River-Related. A use or development ~~which~~ that 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. Removal or remedial actions of hazardous substances conducted under ORS 465.200 through 465.510 and 475.900 are considered river-related development for the duration of the removal or remedial action.~~ The following are considered river-related development:

- ~~Recreational~~Major public trails ~~and~~
- ~~v~~Viewpoints ~~adjacent to the river are river-related development.~~
- Resource enhancement projects
- Passenger waiting and queuing areas, security checkpoints, ~~cold food storage~~, and machine shops associated with marine passenger docks for subregional travel and marine passenger terminals for regional travel
- Bridge exit and entrance ramps supported by piers or pillars, as opposed to fill~~, are river-related development.~~
- Removal or remedial actions of hazardous substances conducted under ORS 465.200 through 465.510 and 475.900 are considered river-related development for the duration of the removal or remedial action.

H6 33.475.215 Marine Passenger Docks

COMMENTARY

33.475.215 Marine Passenger Docks and Marine Passenger Terminals

~~This proposal limits the net building area (5,000 square feet) for river related development associated with marine passenger terminal within the river setback. Staff proposes that the river related components of this development that are essential to the loading and unloading of passengers can fit in this footprint, especially queuing and security areas. Some amount of passenger waiting area (with seating) is appropriate, especially for seniors and folks with special needs. If a larger waiting area is needed, it can locate adjacent to the river setback. Staff looked at the queuing area at the Salmon Springs dock and the square footage for other related uses provided by an interested property owner to determine the square footage limitation. Limiting the footprint of this development in the river setback to essential river-related development will help address other Willamette River goals and objectives including enhancing ecosystem functions such as flooding and habitat improvements.~~

~~99~~

~~Staff will be providing the Planning and Sustainability Commission a purpose statement for this code section at the public hearing on July 26, 2016. This will allow an applicant who desires to request a modification or adjustment to the standard to have a purpose statement with which to demonstrate how their development proposal meets or exceeds the intent of the purpose statement.~~

As stated in 33.910.030, the river-related definition is updated to add certain uses and development associated with a marine passenger dock and a marine passenger terminal that's primary purpose is to load and unload passengers from marine vessels. Passenger waiting and queuing areas, security checkpoints, ~~cold food storage~~ and machine shops associated with marine passenger docks and marine passenger terminals can locate in the river setback

Section 33.475.215 limits ~~the net~~ building coverage to ~~area (~~5,000 square feet~~)~~ for river-related development associated with marine passenger ~~terminal~~ docks within the river setback. Allowed river-related development could be located in multiple stories as long as the building footprint within the river setback does not exceed 5,000 square feet. Staff looked at the queuing area at the Salmon Springs dock, the average square footages for similar uses associated with an aviation passenger terminal and the square footage for other related uses provided by an interested property owner to calculate the square footage limitation. The elements that are essential to the loading and unloading of passengers are the queuing and security areas (and thus river-related). Some amount of passenger waiting area (with seating) is appropriate within the setback, especially for seniors and those with special needs. If a larger waiting area is needed, it can locate contiguous to the river setback. Limiting the footprint of this development in the river setback to essential river-related development will help address other Willamette River goals and objectives including landscaping, public access, and enhancing ecosystem functions such as flooding and habitat improvements.

Note: New code language, not underlined for readability. Highlighted text reflects proposed amendments.

33.475.215 Marine Passenger Docks ~~and Marine Passenger Terminals~~

A. Purpose. The standard to limit the built area of river-related development associated with marine passenger docks and marine passenger terminals in the river setback ensures that other goals of the Willamette River Greenway (Statewide Planning Goal 15) such as conservation, enhancement and maintenance of natural resources, recreation and public access, scenic and historic values can be met.

B. Passenger waiting and queuing areas, security checkpoints, ~~cold food storage~~ and machine shops associated with marine passenger docks for subregional travel and marine passenger terminals for regional travel are limited to a 5,000 square ~~feet~~ footprint within or riverward of the river setback.

H7 33.475.250 Nonconforming Uses and Development

Commentary

Note: New commentary section not underlined for ease of reading. Highlighted text reflects proposed amendments.

33.475.250 Nonconforming Uses and Development

What are nonconforming uses and development?

Nonconforming uses and development exist where a site met all the regulations at the time it was developed but do not meet the current regulations because of subsequent changes to the Zoning Code. For example, many parking lots were built before Portland required landscaping. Such development ~~is "grandfathered in," meaning that it~~ can remain as long as there are no changes to the site.

Chapter 33.440, Greenway Overlay Zones, includes a section that addresses nonconforming uses and development within the greenway setback. Staff proposes to replicate this standard in 33.475 for nonconforming uses and development in the Central Reach's river setback. The language allows nonconforming development to continue ~~and permits other nonconforming uses to occur if within *the existing building footprint*~~. Expansion of the development may occur ~~within the existing building footprint~~ provided that it is not within or riverward of the river setback. This means that overhanging or cantilever structures like decks or bay windows are not allowed. These structures would bring the nonconforming development further out of compliance with river setback regulations. Development may change to allow river-dependent and river-related development by right, consistent with Statewide Planning Goal 15, Willamette River, and other zoning code regulations.

Note: New code language, not underlined for ease of reading. Highlighted text reflects proposed amendments.

33.475.250 Nonconforming Uses and Development

Nonconforming uses and development in the River General (g*) overlay zone is subject to the regulations and reviews of Chapter 33.258, Nonconforming Situations. The additional regulations stated below and apply to development within or riverward of the river setback that is not river-dependent or river-related.

A. The development may continue.

B. The development may be changed to an allowed river-dependent or river-related development by right.

C. The development may be changed to another nonconforming development if within a building if outdoors, it may not be changed to another nonconforming development.

D. The development may be expanded, but not within or riverward of the river setback. Expansion includes adding additional floor area. ~~unless expansion is limited to adding square footage within the boundary of the existing footprint.~~

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MEMO

DATE: **November 8, 2016**

TO: **Planning and Sustainability Commission**

FROM: **Mindy Brooks, City Planner II**

COPY: **Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager**

SUBJECT: **Addendum to Decision Table G: Willamette River - Environment**

This memorandum is an addendum to Decision Table G and supplements materials sent to the PSC on November 8, 2016. This addendum specifically covers item **G11: Willamette River Central Reach Natural Resources Protection Plan.**

On July 19, staff sent PSC commissioners an amendments package that included new and amended chapters that transform the Willamette River Central Reach Natural Resources Inventory (Proposed Draft Volume 3B) into a Natural Resources Protection Plan (NRPP). The purpose of these amendments is to establish the rationale for application of the river environmental overlay zone. The new and amended chapters include an evaluation of compatible and conflicting uses and proposed decisions regarding the protection of resources.

Please refer to the July 19, 2016 packet of amendments, Attachment F. If you would like a new copy of the NRPP replacement pages, please contact Mindy Brooks.

<u>Please use this list and the attached pages as a comparison to existing Volume 3B:</u>

1. Executive Summary – replaces pages i-iv
2. Chapter 1: Introduction – replaces pages 1-10
3. Chapter 2: Regulatory Context (new) – add before page 11 of the existing document
4. Existing Chapter 2: Project Approach and Methodology Overview, becomes Chapter 3.
5. Chapter 4: Analysis of Protection Options and General Recommendations (new) – add before page 33 existing document
6. Existing Chapter 3: Central City Natural Resources Inventory, becomes Chapter 5: Results. The changes to the Results chapter are as follows:
    a. At the end of each inventory site narrative, a new section called Natural Resource Protection Recommendation is added. The recommendation is the same for each inventory site and is therefore only printed once in this attachment. This paragraph will be repeated on pages 60, 76, 92, 107 and 124.

b. There is a new map for each inventory site that depicts the protection recommendation. Maps for each inventory site are included in this attachment and should be added after pages 66, 82, 98, 114 and 130.

7. Chapter 6: Implementation Tools (new) – add before page 131
8. References – replaces pages 131-132
9. Appendix B: Regulatory Requirements Memo is deleted because Chapter 2 now explains the regulatory context.

Decision Table G. Willamette River – Environment - Addendum

Items G11 is added to Decision Table G. Item G11 is to expand the Willamette River Central Reach Natural Resources Inventory into a Natural Resource Protection Plan.

Contents of Decision Packet G:

- Decision Table G Addendum
- Memo G Addendum

Ref #	Comment	Commenter(s)	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
G11 **&** **July 19, 2016 PSC Memo Attach. F**			**The Proposed Draft included a Willamette River Central Reach Natural Resources Inventory.**		**Proposed amendment to expand Willamette River Central Reach Natural Resource Inventory into a Natural Resource Protection Plan.**	Adding an evaluation of compatible and conflicting uses and proposed decisions regarding the protection of resources will establish the rationale for the application of the river environmental overlay zone.	☐	☐ Support staff rec. ☐ Other

24086

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MEMO-UPDATED

DATE: **November 8, 2016**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Worksession on November 16, 2016**

This memo replaces the memo to you dated October 31, 2016.

At your November 16, 2017 worksession we plan to address some of the items that we did not complete at our last worksession, and tackle some new items.

The attached packet includes a set of decision tables as well as maps and memos that staff will walk you though. Several topics will also be accompanied by a PowerPoint presentation. You will note that there are no items lettered B or E. That is because the PSC completed its work on B: Scenic, and is not considering E: Green Buildings until January 10, 2017.

Most of the items in this packet were provided to you electronically last week, however, some items are new. These include addenda to Decision Packets G and H and a new Decision Packet I.

The revised proposed agenda and the decision tables indicate which items are tagged for discussion. If you see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting. Note that staff have not checked any of the new items for discussion.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. We

plan to request final votes on all of the amendments at the last Worksession on February 28, 2017.

Revised Agenda
The agenda we proposed in our October 31st memo to you included time for a decision about how the PSC decision on Inclusionary Housing might affect the bonus and transfer provisions in the CC2035 Proposed Draft. We've decided that that conversation is premature. Therefore, we have added a new agenda item: Miscellaneous Code Amendments (see below).

New items

1. **Decision Packet G:** A new decision item (G11) addresses the Willamette River Central Reach Natural Resources Protection Plan. This item was originally included in your packet on July 18, 2016 so that the public would have the opportunity to testify on the contents.

   While we have attached a guide to the Natural Resources Protection Plan, we ask that you please refer to the material in your July 19, 2016 packet, attachment F for details. If you need another hard copy, please let us know!

2. **Decision Packet H:** New decision items related to the Willamette River Open Space and Development (H5 – H7) are amendments that were included in the July 19, 2016 packet.

3. **Decision Packet I:** This packet includes nine miscellaneous code amendments that were recommended by the Bureaus of Development Services and Planning and Sustainability. This is the first group of what we anticipate will be several packets of miscellaneous code amendments.

REVISED Proposed Agenda (3 hours)

Time	Topic and Discussion Items	Related materials	Page Numbers
5 min	Introduction	Cover letter	Cover Memo 1 – 2
20 min	Historic Height follow up • Presentation • Discuss item A3	Group A Decision table	A-1 – A-2
50 min	Other height • Presentation • Discuss items C3, C8, C15, C31	Group C Decision table and Memo C	C-1 – C-18 Memo C Pages 1-3
--	SE 11th/12th Ave Height and Zoning • No discussion items selected	Group D Decision table	D-1 – D-4
40 min	Parking and Loading • Presentation • Discuss item F1	Group F Decision table and Memo F	F-1 – F-2 Memo F Pages 1-5
45 min	Willamette River • Presentation • Discuss item G1 • Discuss items H1, H2	Group G Decision table and Memo G plus Memo G* and item G11 Group H Decision table plus Memo H	G-1 – G-5 Memo G Pages 1-13 Memo G* and item G11 H-1 – H-7 Memo H
20 min	Miscellaneous Code Amendments	Group I Decision Table and Memo I	I - 1 – I - 3 Memo I Pages 1 - 5

Future Work Sessions

The PSC has three additional work sessions on the calendar: January 10, 2017, January 24, 2017 and February 28, 2017. These are the anticipated topics for those sessions.

- January 10, 2017: transportation classifications and projects, green building items (ecoroofs, bird safe), specific zoning and FAR requests, tree canopy targets, environmental code amendments.
- January 24, 2017: bonuses and transfers, cost analysis, actions, miscellaneous code amendments, new historic resource tools.
- February 28, 2017: final amendments, vote on the draft recommended draft of the CC2035 Plan.

Please let me know if you have any questions: sallie.edmunds@portlandoregon.gov or 503-823-6950.

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MEMO

DATE: October 31, 2016

TO: Planning and Sustainability Commission

FROM: Sallie Edmunds, Central City Planning Manager

CC: Susan Anderson, Director and Joe Zehnder, Chief Planner

SUBJECT: CC2035 Worksession on November 16, 2016

Thank you for your work at the September 27th Worksession. Some of the items that we were not able to get to that evening are on the November 16 Worksession agenda and others are on the January 10, 2017 Worksession agenda. The proposed agenda for the November 16 Worksession is on the back of this memo.

As noted on the agenda, after we conclude work on the decision items, we would like to discuss how your November 8, 2016 decision on Inclusionary Housing effects the bonus and transfer provisions in the CC2035 Proposed Draft.

Process and Materials
The attached packet includes a set of decision tables and in some cases maps and a memo that staff will walk you though. Several topics will also be accompanied by a PowerPoint presentation. You will note that there are no items lettered B or E. That is because the PSC completed its work on B: Scenic and is not going consider E: Green Buildings until January 10, 2017.

The proposed agenda and the decision tables indicate which items are tagged for discussion. If, in advance of the meeting PSC members see additional items that you would like to discuss, please let us know as soon as possible. As always, we can add discussion items at the meeting.

At the conclusion of each discussion item, we request that PSC make a preliminary decision to either support the staff recommendation, amend it, or provide guidance for next steps. We plan to request final votes on all of the amendments at the last Worksession.

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40 min	Parking and Loading • Presentation • Discuss item F1	Group F Decision table and Memo F	F-1 – F-2 Memo F Pages 1-5
45 min	Willamette River • Presentation • Discuss item G1 • Discuss items H1, H2	Group G Decision table and Memo G Group H Decision table	G-1 – G-5 Memo G Pages 1-13 H-1 – H-7
20 min	CC2035 and Inclusionary Housing		

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Please let me know if you have any questions: sallie.edmunds@portlandoregon.gov or 503-823-6950.

Portland Planning and Sustainability Commission

September 27, 2016
5 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh, Mike Houck, Katie Larsell, Gary Oxman (arrived p.m.), Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak, Teresa St Martin, Maggie Tallmadge

City Staff Presenting: Joe Zehnder, Phil Nameny, Brandon Spencer-Hartle, Sallie Edmunds, Mark Raggett, Rachael Hoy, Mindy Brooks

Chair Schultz called the meeting to order at 5:01 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner Houck*: I recently sent a description of the upcoming ecoroof conference that's in Portland next week. I encourage anyone who can make it to do so.
- *Commissioner Smith*: *Commissioner Tallmadge* and I with a delegation from Tunisia yesterday about encouraging community input in planning.
- *Commissioner Spevak*: Dan Parolek will be returning to Portland October 6 and 7 to discuss middle housing. Events are listed on the 1000 Friends website.

Director's Report

Joe Zehnder

- The draft transmittal letter from the PSC to Council re: Task 5 package is in front of you for approval. We'd like to send this on to Council this week.
    - *Commissioner Houck*: The change on page 3 troubles me regarding the cumulative impacts on cost of housing from regulations or code requirements. This is the same type of argument that people make about the environment, meaning that typically the only economic analysis concerns alleged negative impacts of environmental protection on jobs and the economy. There are two sides to the equation, positive and negative impacts that need to be documented. This isn't exactly identical to that situation, and I'm not going to harp on it or insist on changing the letter. But we need to look just as equally at the positive impact of code and potentially expediting the process. Analysis of ecosystem services or the positive economic of the environment are almost always overlooked.
    - *Chair Schultz* appreciates this comment. My aim was to make sure we have looked at both sides. Generally there is support for all the items, but we aren't sure what it looks like all together.
    - *Commissioner Spevak* had a last-minute thought. When reviewing mixed-use areas to identify what the zoning would be, properties at the intersection of Cesar Chavez and Powell were recommended to be held for now based on the prospect of upcoming re-zoning projects. But if these projects don't happen, they are still prime spots that could be candidates for CM3 or other up-zones. I would invite Council to look at this and do the up-zoning now.
        - A majority of Commissioners gave a nod to *Commissioner Spevak*'s proposed addition.

- *Commissioner Baugh* noted that we may be rushing with up-zoning and may be another burden for the Powell-Division project.
- *Commissioner Spevak*: I'm hopeful it's neutral on the Powell-Division project. I'm thinking of locations that already have good transit service that could support more density today.
- Staff will add this to the letter, send to PSC members and then forward to Council prior to the October 6 hearing.

Consent Agenda

Consideration of Minutes from the September 13, 2016 PSC meeting
Commissioner Smith moved to approve the Consent Agenda. *Commissioner Baugh* seconded.

Commissioner Houck noted that the minutes stated he thought the staff amendments were good, but had actually complimented staff's work as excellent and said he'd wished he'd simply moved to adopt the document as is after the last hearing, given the direction the conversation had gone during the work session following testimony.

The Consent Agenda was approved with an aye vote.
(Y10 — Bachrach, Baugh, Houck, Larsell, Rudd, Schultz, Smith, Spevak, St Martin, Tallmadge)

Mass Shelters and Housing Zoning Code Update

Work Session / Recommendation: Joe Zehnder, Phil Nameny

Disclosures from PSC members

- none

Chair Schultz noted there are 9 items. I'd like to take a consent vote if we can unless commissioners have items to discuss.

Staff has an amendment to discuss about Item #4.

Commissioner Spevak proposed to pull items 8 and 9 based on discussions with staff regarding the definition of household size. I am willing to withdraw these items from the list.

Commissioner Smith noted since staff doesn't support items 6 and 7 we should discuss those.

Commissioner Rudd: Regarding the 180-day average length of stay, is average the metric we want to use? What about consideration of Good Neighbor Agreements? In terms of increase in beds for operating efficiently, what does "efficiently" mean in this context? Is any consideration given to the size of the facility as it relates to successfully transitioning people to more permanent housing?

Average length of stay: The intent is to keep this as a temporary occupancy. Today's code update amendment (in Chapter 33.920) helps define this. *Commissioner Rudd* confirmed this response took care of her question.

Good Neighbor Agreements were not part of this proposal since there is difficulty addressing them through the Zoning Code. The conditional use requirements for mass shelters are very much like GNAs. We had discussed them with A Home for Everyone and housing providers. Generally, AHFE will

encourage GNAs, but they were concerned about making this a requirement. The sense we got from providers was to let them be the judge about these types of agreements.

Commissioner Rudd: My memory is that we recently looked at using this somewhere when the user should look to do a GNA, but if it's not possible to negotiate an agreement, Council can approve it and have it move forward? I'm not against increasing beds, I just want to be sure we're doing this in a way that is most successful.

- This example was for parking at Providence Park. It would be incumbent on BDS to enforce it, which is difficult in terms of staffing and time.

Increase in number of beds for efficiency: Thresholds of staffing for facilities was the main question.

As we increase the right number of beds, is that consistent with other limitations we're putting on other properties to keep their size down? In the mixed-use code, that size and type of building is not typically what you'll find for a mass shelter provider to use. It's finding a property that's there that they can convert to this use with relatively low cost. Finding the locations without other requirements is part of the solution. Mass shelters fit into existing shelters for the most part.

Commissioner Smith moved to approve items 1, 2, 3 and 5 as consent. *Commissioner Houck* seconded. The motion was approved with an aye vote.

Item #4: Amendments to 33.920 — Use Categories
The code language provided today would replace the last part of the memo dated September 20 regarding Chapter 33.920. Colleges, schools and religious institutions will be included. We removed the piece that said it had to be in a building. We clarified that the occupancy duration must be less than 180 days in a calendar year. It still expands from the original staff proposal of just having religious institutions. Institutions can have 3 cars camp overnight, which is what's allowed at the state level code. Community services use types are not included because one type of community service use is a mass shelters. Adding an additional accessory use potentially makes the use category ripe for interpretation and loopholes.

Commissioner Tallmadge asked what the state statute prohibits.

- There are lots of state regulations about camping facilities in general. We didn't want to open up other camping situations that may not be allowed under ORS.
- *Commissioner Spevak*: Does Portland still have an option to allow up to 4 cars as originally suggested?
- This is unclear. We can revisit it later but for now we don't want to go above 3 cars based on state statute.

Commissioner Baugh: Would this allow a college to push the envelope and allow for temporary shelters for over 180 days?

- This is likely a building code allowance unless the conditional use review has a very specific limit to the number of people who can live there.

Commissioner Baugh moved to adopt the revised language for 33.920. *Commissioner Bachrach* seconded. The motion was approved with an aye vote.

Item #6: Transitional Housing (accessory use). Extend amount of time for a transitional housing unit from 180 to 365 days.

Staff does not support this proposal. With the revised language in 33.920, we are defining this better, and it seems like we have a resolution based on that language.

Item #7: Allow institutions to provide transitional housing for up to 10 households where each household is up to 3 individuals.

Staff does not support this proposal. Originally we set the number at 4 to be in line with the City's resolution about car camping in religious facilities.

- At some point an increase in the number of units has the impact of a secondary primary use instead of an accessory use to the institution.
- Because of the definition of household, the current proposal for four units is more flexible and may allow more individuals than the proposed amendment for up to 10 3-person units.
- With the definition of household, you can have a family and 5 unrelated people. So this is a minimum of 6 people.

Commissioner Smith asked about the logic of households and *Commissioner Spevak*'s intent of 10 households of 3 being allowed. If you had 6 households of 6, this is already more than the 30 *Commissioner Spevak* proposed. I could see the fear from neighborhood associations and the number of people.

Our code is wrapped around the household definition. But this can also be interpreted by the institution, so it's not always about homeless individuals. At this point, working with the term households could be better.

If you think about the purpose for mass shelters and temporary housing -- humanitarian need, accessory use, temporary use -- we want to have the most reasonable way to give providers flexibility to take in a big family if needed or have more unrelated individuals in the unit, depending on the situation.

Commissioner Spevak does think that 3 individuals per transitional household make little sense. But this is an example of it's being unfortunate how things are bundled together. I'd like to see our code unbundle and we count people, but we're not there yet. I'm ok with 4 households but would like to see 6.

Commissioner Tallmadge: My rationale about going to 6 or more is that I want to allow the flexibility for an institution to host according to their size.

As a reminder, we're trying to get at the City declaring a housing or weather emergency (allowing for emergency shelters) and the institution allowed.

Commissioner Spevak moved to increase the number of transitional units to 6 (from 4). *Commissioner Houck* seconded. The motion was approved with an aye vote.

Commissioner Smith noted that taking on items 8 and 9 should include direction to staff to work on the definition of household.

Commissioner Smith moved to adopt amendments 1-3, 4 as modified today, and 5. Give direction to staff to review the definitions of households (items 8 and 9) in a near-term project. *Commissioner Houck* seconded.

(Y11 — Bachrach, Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, St Martin, Tallmadge)

Design Guidelines for Chinatown/Japantown Historic District
Briefing

Brandon introduced the project. It is a 10-block national historic district listed in 1989. Today it's subject to two sets of guidelines. These new guidelines will be approved by Council in early winter.

This is a collaborative project between BPS and PDC that worked with a 10-member stakeholder advisory committee. There were 2 hearings at the Historic Landmarks Commission, and next we're going into a work session phase. We hope to have the guidelines finalized at the October HLC meeting.

- *Chair Schultz* noted she served on the committee representing a client, not representing the PSC.

PDC provided some of the financial backing. Their building in the district allowed for opportunities for stakeholders. BPS worked closely with them and the consultant and to guide the legislative process. When we did the West Quadrant Plan, there was a consensus reached to consider additional height on parts of the district if we could come up with historic guidelines to strengthen the review process to allow greater height but to make it fit in the district.

Brandon provided background about what historic district design guidelines are and how they function.

Block 33 is an example. The guidelines are intending to let the applicant make the case for a building that's a bit taller than what the height limits are today.

There are three main sections to the design guideline document:

- Introduction
- History, character and context
- Design guidelines used for historic resource review including 4 different categories of guidelines

Commissioner Spevak asked about the order of the two commissions' decisions.

- These guidelines intend to be agnostic on height. We will discuss height as part of the CC2035 Plan tonight. These are separate when they go to Council. The design guidelines will get through Council first, and they work with or without the height guidelines. By City law, the HLC has the discretion to look at the allowed maximum height and reduce it if it's contextually appropriate. These guidelines address characteristics. There is a line above which the HLC would have difficulty approving, but we don't think this is anything we're proposing in the CC2035 Plan.

Commissioner Spevak: Who gets to make the call? Can the HLC effectively downzone parts of the city? It seems like the PSC has a limited authority in this regard.

- This is addressed when we go through the process of establishing a historic district. Property owners collectively decided to create the district. We are attempting to make this more transparent in tonight's discussion and proposal.
- HLCs look at historic districts as unique places within the city. They view their job as maintaining the overall district integrity.

Design guidelines do typically come before the PSC for briefings. We just haven't written updates in a while. But the PSC will see these coming through in the next few years. We want the district-specific guidelines to make the process more transparent, not more difficult.

What percent of the Central City is within a historic district?

- Historic districts are about 4 percent of the entire city. I'm not sure of this exact number for the Central City, but we can review.

Central City 2035 Plan

Work Session: Sallie Edmunds, Mark Raggett, Rachael Hoy, Mindy Brooks, Derek Dauphin, Mauricio Le Clerk

Memo and work session packet

Disclosures from PSC members

- *Chair Schultz* does business throughout the Central City and has potential conflicts. She will recuse herself from items A1 and C3. *Vice Chair Baugh* will preside over these sections.

Sallie provided an overview of tonight's session as well as the upcoming CC2035 Plan work sessions at the PSC. Tonight's discussion will focus on Height, Green Building (aside from ecoroofs) and Parking Code.

Additional items requested from commissioners to pull for discussion:

- B4, B5, B9, B10… specific viewpoints (pulled by Commissioner Baugh)

Height Overview

Mark provided a general overview of heights in the Central City. We received lots of testimony both for an against increasing height in different areas of the district. This is the largest center in our Centers and Corridors growth scenario. We have expectations for lots of growth here even though we have the smallest block size compared to other large cities. Also, about 40 percent of the land area as streets, so we can't build there, plus with parks and open space, the actual buildable land area is just about 50 percent. There are a number of Central City height principles we use to allow for flexibility and design to add variety and attractiveness.

Height works together with Floor Area Ration (FAR). Allowing more height increases flexibility for different uses over time. All buildings in the Central City have ground floor regulations regardless of height. The Zoning Code, Design Review and Guidelines, as well as the PBOT Pedestrian Design Guide are the tools we use to review and assess developments.

Commissioner Smith: An argument by the folks who want to limit height say that height degrades the user experience on the block. Is a big mass of a building or shadow uninviting to the street-level experience?

- These regulations aim to alleviate these concerns.

Graphics show different height grouping allowed under the same FAR. The map today (slide 10) and the proposal (slide 11) show that we are proposing increases in the Lloyd District, bridgehead heights and reductions for scenic resources inventory considerations.

Commissioner Tallmadge noticed the height reduction in the Central Eastside.

- This doesn't represent a proposed change. This is a historic height step-down.

Proposed areas for increases to bonus height include:

1. Bridgehead Portals – to provide flexibility to better activate the riverfront
2. Portions of the Pearl District – waterfront areas; linking increased heights to older buildings

3. Transit Mall – for growth and development and supporting the light rail investment
4. Station Areas
5. Central Lloyd District – to catalyze development near the Convention Center

Reduction in height is proposed in a few places:
1. Historic Districts
2. Scenic View Corridors
3. Shade study requirements adjacent to parks

Based on public testimony, staff will return at the next work session with an urban form recommendation for the Park Blocks.

Commissioner Bachrach asked if, regardless of FAR, will height get us to the development outcomes we want? Or does it work in tandem with FAR? Are we really creating the more intense development we want based on height?

- We're trying to make it easier to develop and remove constraints, particularly around the bridgeheads for example.
- Depending on the building use, it will dictate the size of the tower (e.g. apartment versus office building plates).

Historic District Heights

Brandon walked through the proposal and noted the 7 historic districts in the Central City. Many were first listed in the 1970s-90s. There are contributing (historic) buildings that make up the historic integrity of the place.

Some Central City historic district heights were set in 1980 but haven't yet had review of heights; that's part of what we're getting at tonight.

General policy approach:

- Based on HLC input, eliminate bonus height options in all Central City historic districts:
  - NW 13th Ave
  - New Chinatown/Japantown
  - East Portland / Grand Ave
- Refine heights in three historic districts that have been listed in the National Register since the 1988 Central City Plan.
- Retain existing FAR allowances for use on site or transfer within a sub-district.

Item A1: New Chinatown/Japantown

Portland Historic Landmarks Commission requested further reduction in heights to align historic resource review with property owners' expectations. PHLC requested 75' for most Central City historic districts. In some areas, 75' may be close to appropriate, but in other areas we thought more than a 75' allowance would be appropriate. 30-50 percent taller is about what BPS would suggest.

In this plan we have a base height map, and we came back and mapped heights with bonus height to see the overall potential impact on the Central City. In historic districts, design review will want to push heights down. So we're setting maximum heights and not adding unreachable bonus options to be clear what the height expectations are.

In Chinatown/Japantown, we are proposing to add height to the surface parking lot while reducing height at the other end of the site. *Commissioner Rudd* asked about the ODOT building. It is outside of this area and is about 60-70'. The PDC building is about 80'. The average height of buildings in this district is about 35-40'.

Commissioner Smith asked a global question about policy trade-offs. We chose a growth scenario that says 30 percent of growth over the next 20 years will be in the Central City. With these considerations and changes, will we meet that target?

- We updated our analysis of impacts, and with all height increases and decreases, we still meet the overall growth targets for both residential and employment forecasts in the Central City.

Commissioners gave nods to approve **Item A1** as staff recommended.

Item A2: On NW 13th Ave, we have a small compact district with a large number of contributing historic buildings. PHLC requested to change the maximum height to 75'. We looked at the buildings and initially felt supportive of this. But at the PSC hearings, we heard from a number of property owners in the south end of the district that they would potentially have more opportunities for higher. Staff proposes to increase the height in the NW 13th Ave Historic District to 100' south of NW Hoyt St, but otherwise affirm the district heights as presented.

Commissioners gave nods to approve **Item A2** as proposed in staff's amendment.

Item A3: East Portland / Grand Ave Historic District. The heights presented in the Proposed Draft provide a consistent approach that takes existing buildings and historic resource review into account. The Proposed Draft heights allow for taller development at the bridgeheads consistent with the 160' contributing 1928 Weatherly Building.

Commissioner Smith noted he helped to get the streetcar funded and built in this area. FAR utilization around the streetcar is very deliberate to put people in this corridor. FAR opportunity still exists here and helps make the transit investment payoff.

Commissioner Rudd: If we are wrong and you can't maintain development capacity, can you sell that additional FAR? Is this an active, trading market?

- If you're a contributing historic building, there is opportunity to transfer the FAR within the full Central City. For non-contributing buildings, you can transfer FAR within the sub-district. You will lose value with the transfer. You'll get more value for the FAR for remaining/building in place.

Commissioner Baugh asked about the LID based on the existing zoning. This was created in 2007. If we now make a change to their capacity, is the value the same as when it was assessed years ago? If the value is different, do you change the equation about how much you can extract from the property owners?

- Reaching 275' may not have been possible in 2007 or 2014, so some of the question about how the County conducted the assessment.
- *Commissioner Smith*: There was no discussion of historic review when we were selling the LID in 2007. Value is not a guarantee over time, as we saw coming out of the recession.

Chair Schultz: When the historic district was formed, was there discussion about the height and scale of buildings? If not, do we have an argument about the height not degrading the historic district?

- Every contributing building has a description and notes what the contributing resource looks like.
- When we created this district, heights were as shown on the left. When we looked at increasing heights, we had concerns that we had to review about losing the district's register.
- We have not done a block-by-block survey of this district.

Commissioner Rudd: Would we be concerned about losing green space if we're keeping the height and FAR?

- We would have to go back to the guidelines. But we don't think this is so much a consideration here.

Chair Schultz would like to know if we have an issue or not. I'd like to propose some more staff work on this issue. There is the one section proposed with 9:1 FAR that I don't think will be used. But in an adjacent section, I see us running out of FAR.

Commissioner Bachrach: Why does this 160' limit make such an impact? Isn't this adjacent to a 200' allowance?

- The 200' is outside the historic district.

Commissioners suggested staff work more on **Item A3** and bring this back for further discussion. Maybe there is a more nuanced approach in this district.

Commissioner Smith noted this is a truth in zoning question. Does PHLC agree that the Weatherly Building is the right one to use in this district?

- They maintain that 75' is what they're comfortable with. They do acknowledge that this district does have more nuances than other districts.

Item A4: Irvington Historic District. The Proposed Draft allows for building heights that are more compatible with the historic district than the existing heights, while still allowing larger buildings consistent with the Central City.

Commissioner Oxman asked if this area is all CM3.

- The proposed zoning is a Central City zone (CX). CMs are outside the Central City. FAR is 4:1 as the base here.

Commissioners gave nods to approve **Item A4** as proposed by staff.

Item A5: Historic district height maps. In addition to refining heights in historic districts, PHLC asked to look at a new height map in Chapter 510. Staff is considering this and will bring options back to the PSC at the January work session:

1. Action item to develop a handout describing historic resource review in the Central City
2. Creation of new 510 map(s)
3. Addition of 510 code language describing height as an allowance
4. Adding an overlay zone letter to historic districts

Scenic Resources Protection Plan

Mindy gave background about the scenic work. We'll be talking about views, but scenic resources include more than just views. But views are what we heard most about in testimony. Mindy also touched on Statewide Planning Goal 5. It requires we do and explain the process and policy choices but does not prescribe outcomes.

Item B1: View of Mt Hood from Japanese Garden. Staff recommends maintaining the view of Mt Hood and limiting an area of tree removal because of the important functions provided by trees, particularly trees on steep slopes. This vegetation is contributing to this particular view.

Commissioner Baugh asked about view protection here. This is at a very specific spot. As you move across the horizon, that changes the angle.

- This is based on a single point at the very center of the pavilion.

Commissioner Rudd: The trees are on public property.

- Yes, the trees are in the Rose Garden and around the reservoir. This doesn't preclude removal of trees outside this area. The Japanese Garden could ask PP&R to do pruning within any of the area through the Title 11 Programmatic Permit. The recommendation for this view would prioritize this area for tree removal.

Commissioner Oxman asked if there are important cultural meanings for this view.

- In testimony, people talked about "borrowed landscape" as a theory. This theory applies to the natural landscape, which includes the mountain and the vegetation. We could ask them to talk to the cultural importance of this view.

There is no proposal to limit building height here. We don't need to in this case because the height limits already in place protect the view.

Commissioners gave nods to approve **Item B1** as proposed by staff.

Item B2: Views of Vista Bridge from Jefferson St

The proposed draft heights are increased to 40-60' along Jefferson St, up from 30-45'.

Staff Recommendations:

1. Amend the heights along Jefferson St to 75'. This will support Jefferson St as a commercial corridor and promote redevelopment around the light rail stop.
2. Add a new viewpoint at Collins Circle, which provides a safe location for people to stop and take in the view.
3. Add actions to develop the viewpoint at Collins Circle and improve pedestrian connectivity.

Commissioner Baugh asked why in this view corridor we're proposing to add a viewpoint versus in Item B1 and its being point-specific for the view corridor.

- We have a general recommendation that all viewpoints should be developed in some way such as a sign or bench to denote viewpoint if not clearly marked.

Commissioner Smith: Going back to the original I-405 viewpoint, if we wanted to protect that piece of arch, what would we have to do to building heights?

- We could still go up slightly (40-60') to preserve most of the arch. But this doesn't really increase flexibility for development. There is a surface parking lot next to the light rail stop that, with 75', could develop with ground floor retail and upper floor of residential.

Commissioner Spevak has a hard time approving money to be spent on creating a viewpoint. On a larger issue, I want to bring up the issue of allocation of staff time and resources. We have tons of inches of paper documentation about scenic viewpoints, but only a fraction of pages about housing, for example.

- *Commissioner Houck* commented on how this is important work and the value should be balanced.
- *Chair Schultz*: This is certainly a good discussion… for another day.

Commissioners generally gave nods to approve **Item B2** as proposed in today's 3 staff amendments above.

Item B3: View of Mt Hood from Salmon Springs

There are 5 locations today along the westside Greenway Trail where you can see Mt Hood. Salmon Springs is a large developed viewpoint with seating and telescopes. It is located at the Salmon Springs fountain at the heart of Waterfront Park. Views of Mt Hood are iconic to Portland, and this location is a regional asset contributing to tourism and Portland's image. But in the Discussion Draft staff recommended not protecting this view or any of the views of Mt Hood from the westside Greenway Trail because the economic impacts in the Central Eastside are significant.

We decided to elevate the discussion to the PSC in the Proposed Draft based on public input stating that the plan undervalue the importance of this view.

Staff recommend making amendments to the geography of the view corridor:

- First, narrow the view corridor slightly. Existing development partially blocks the northern edge of the view. Narrowing the view corridor removes 15 properties.
- Second, raise the bottom elevation of the view corridor. The general policy is to protect views of Mt Hood to 1,000' below timberline. In this case, existing vegetation blocks a view of the mountain below timberline. Therefore, the elevation can be raised to the timberline.

The amended proposal provides slightly more development potential but still reduces the allowed stories by half. The ESEE economic analysis is based on the Comprehensive Plan's Buildable Lands Inventory (BLI). For BLI sites, the economic impact of the amended proposal is between $720,000 and $2.9M. The reduction in jobs is between 100-405.

There are 29 properties in the view corridor that were assessed as part of the Streetcar LID. The assessments range from $1,608 to $37,004, with an average of $7,007. Unlike in the Historic Districts, the height reductions in the view corridor would make it difficult for some sites to use their entitled FAR. We would like to come back to you in January with a proposal to prioritize FAR transfer from the Salmon Springs view corridor.

Staff recommendation: Amend the view corridor by narrowing it and by raising the bottom elevation.

Commissioner Houck: When I think of views of Mt Hood, I think of the Rose Garden and other views. When we talk about activating the river, on this view issue, I'd rather see more trees, a healthier riparian zone on the greenway. As the staff presentation went on I moved from supporting to opposing this view, which I had to admit comes as a surprise to me.

Commissioner Smith noted that transferring FAR away from the streetcar corridor is somewhat nonsensical. This is a concern. But to me, this is the toughest issue we have to look at tonight. I want to send this on to Council with the right framing considerations. If we're giving this view corridor away, that should be a Council decision. We should include a clear statement of tradeoffs in our letter.

Commissioner Spevak is inclined to agree with *Commissioner Houck*.

Commissioner Oxman spent the week at the Land Institute in Kansas with Wendell Berry, so I'm finding myself thinking about the intimate relationship with nature. When I look at these views, Mt Hood sandwiched between buildings doesn't get to this. It doesn't have the context that the 1971 view from the Japanese Garden has. Is it more important to connect to the river here and downtown?

Commissioner Baugh noted the economic and jobs costs. But if you have been to this viewpoint, it's visitors, not Portlanders who are here. I would argue that sandwiching this iconic "product", as Mt Hood is, to create jobs and create value in Portland, isn't balanced. I do agree this is a Council decision for this viewpoint.

Commissioner Rudd: When you come back to talk about FAR transfer and the LID, I feel different when someone has paid into the LID as opposed to when zoning simply changes over time. Has the City ever paid for easements? This could help deal with the issue of lost value.

Commissioner Houck's comments were specifically about focusing attention on the river not Mt Hood from that viewpoint, not about jobs or the economy.

Commissioner St Martin: Is there another place where the view would be easier to maintain with less impact/cost?

- We looked at 5 locations along the river. This one has the least negative economic impact. The others have significantly more economic impact. We looked 5 views of Mt Hood from bridges. Tilikum Bridge is the least impactful of all 10 views, then Salmon Springs, then it goes up from there.

Commissioner Baugh: The viewpoint crosses 2 ODOT properties. Does having this as a designated viewpoint limit the new ODOT ramp height?

- Narrowing the corridor allows for more opportunity. The southern block is not in the view corridor. My understanding is that the ramp project is for seismic upgrades. I don't know the proposed height of the ramp.

Chair Schultz asked Commissioners about *Commissioner Smith*'s suggestion to maintain the Salmon Springs view corridor for now but note that it needs more time at Council for discussion.

Commissioner Houck: Our letter can express the conflicted nature of this particular discussion and vote.

Commissioner Spevak suggested giving up this view corridor but to support the Tilikum Bridge view.

Joe: The Tilikum view is a separate issue. A go or no-go decision specifically about this view corridor is the cleanest vote on this issue.

With a 7-4 vote, Commissioners oppose preserving the Salmon Springs view corridor.

Items B4-10 will be left as-is and approved as proposed by staff.

Commissioner Baugh is concerned about the I-84 / Sullivan's Gulch view (Item B5).

- ODOT has not specifically expressed concerns about proposed heights here in terms of ramps. Staff will follow-up with ODOT on this issue.

**Items not discussed today will be addressed at future work sessions.

Adjourn

Chair Schultz adjourned the meeting at 9:06 p.m.

Submitted by Julie Ocken

Decision Table F. Parking

Contents of Decision Packet F: Parking

- Decision Table F
- Memo about Parking Ratios

Background:

- The Proposed Draft maintains no parking minimums for new development and introduces maximum parking ratios for all uses in the Central City.
- The Proposed Draft combines 26 Parking Sectors into 6, reducing existing maximum parking ratios for office uses by 23%, and for residential uses by approximately 30%.
- Accessory use requirements for parking are largely eliminated, allowing for shared parking throughout the Central City.
- New surface parking is prohibited, with a limited exception for industrial uses.
- Parking access restrictions are based on TSP street classifications.

Summary of testimony:

- Support for the proposed ratios including from Oregon Walks and the Portland Bicycle Advisory Committee
- Reduce maximum ratios to meet mode share goals
- Reduce maximum ratios to a single lower ratio across all subdistricts
- Require parking with new development and/or for art/performance attractions
- Ensure that all properties will have parking access.

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
F1	20460, 20495, 20436, 20500, 20498, 20303, 20434	Angel York, Evan Heidtmann, Garlynn Woodsong, Kelly Ross representing NAIOP, Tony Jordan, Tony Jordan / Portlanders for Parking Reform	Ratios	Ratios vary from 0.5 to 2.0 depending on land use and location. See Table 510-2 (volume 2A, page 229) for complete list.	1) Reduce maximum parking ratios to .5 across the board. 2) Direct PBOT staff to show how any proposed ratios support the mode share goals. 3) Reduce parking maximums across the central city, to at most 0.6 stalls per 1,000 sf. 4) In order to meet our 15% drive alone mode share goals, maximum ratios of .25 stalls per housing unit or 1,000 square feet of office space are appropriate. 5) Resist requests from some interests for further reduction in parking ratios 6) Lower parking maximums to .25 / dwelling unit 7) Parking maximums should be lowered to no more than .7 spaces per residential unit or 1,000 sf of office space.	**Retain Proposed Draft version**	See attached memo with rationale for ratios.	☐	☐ Support staff rec. ☐ Other
F2	20316, 20331, 20423	Claire C Lematta, Robert Wright	Parking Minimums	No off-street parking is required for any development within the Central City Plan District.	1) Make parking mandatory in new buildings to reduce on street parking congestion 2) The Central City Plan must require that all new apartments and condominiums in the West End have a minimum percentage of dedicated on-site parking.	**Retain Proposed Draft version**	Staff does not support required parking. The Central City has a completely managed on-street parking system. This essentially eliminates the potential for "spillover" from developments to on-street parking.	☐	☐ Support staff rec. ☐ Other
F3	20341	Walter Weyler	Parking for a specific use	No arts-specific parking proposals are included in the Proposed Draft.	I recommend that a review which includes resident and arts input of Central City Parking Proposals to determine the net gain or loss of parking which impacts arts and culture venues.....all to provide increased parking for the arts.	**Retain Proposed Draft version**	Restrictions on the use of existing parking will be eliminated. This will allow for the sharing of parking and increasing available parking across the City.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
F4	20841	Robert Wright	Electric Vehicle parking	The Proposed Draft does not require parking, nor does it require electric vehicle charging stations.	The CC2035 Plan must include parking and recharging provisions for electric vehicles and call for minimum parking exclusively for electric vehicles in new multi-dwelling buildings in the proposed Goose Hollow, Pearl and West End subdistricts of the Central City Plan District (proposed Map 510-1).	**Retain Proposed Draft version**	BPS will be handling the inclusion of EV parking as a separate project. See Decision Table Group E.	☐	☐ Support staff rec. ☐ Other
F5	20830	Downtown Development Group	Parking access	Volume 2A, page 247	Amendment to 33.510.263.A - No development shall be precluded from having reasonable parking access capable of handling its full entitlement of parking spaces under the zoning code without adding excessively to the cost of the development.	**Retain Proposed Draft version**	Parking access to a site will never be completely prohibited. If parking access is prohibited from all site frontages, an exception is provided and parking access will be determined through the adjustment process. See 33.510.263(B)(1).	☐	☐ Support staff rec. ☐ Other
F6	20830	Downtown Development Group	Parking access	Volume 2A, page 247	PCC 33.510.263.B.1.f should add, "except between SW Stark and SW Washington".	**Proposed Amendment:** Add to 33.510.263.B.1.f - "except between SW Stark and SW Washington".	Light rail on this block of SW 1st Ave is grade-separated from the motor vehicle travel lane, so parking access will not impact rail operations.	☐	☐ Support staff rec. ☐ Other
F7	20890	Faye Brown / PDC	Parking Access	Volume 2A, page 247	Restricting parking and loading access from any major bikeway, truck street, traffic street, and transit priority street makes development very difficult.	**Retain Proposed Draft version**	Parking access to a site will never be completely prohibited. If parking access is prohibited from all site frontages, an exception is provided and parking access will be determined through the adjustment process. See 33.510.263(B)(1).	☐	☐ Support staff rec. ☐ Other
F8	20504	Colin Cortes	Smart Park	The Proposed Draft does not specifically address SmartPark.	Would like to see more SmartPark garages and less privately owned garages, specifically in the Pearl, Lloyd, Central Eastside Industrial, and Auditorium Districts.	**Retain Proposed Draft version**	SmartPark garages could be built in the future as Visitor Parking.	☐	☐ Support staff rec. ☐ Other
F9	20303, 20434	Tony Jordan / Portlanders for Parking Reform	TDM	Code for unbundling and cash-out was not included in the Proposed Draft. Staff provided commentary about exploring unbundling parking.	Support for unbundling parking from housing costs. Would also like to see mandated parking cash out option for central city.	**Proposed Amendment:** Remove commentary related to unbundling parking. Citywide Action TR119 will be implemented to include transportation demand management, unbundling parking and cash out.	PBOT will lead a Central City Transportation Demand Management process in 2017 that will include unbundling and cash out as part of that process. PBOT anticipates the completion of this process before the effective date of Central City 2035.	☐	☐ Support staff rec. ☐ Other

MEMORANDUM

TO: Planning and Sustainability Commission
FROM: Mauricio Leclerc, Grant Morehead, and Judith Gray
DATE: September 19, 2016
SUBJECT: Parking ratios

This memo provides a summary of the work the Central City Parking Policy Update Stakeholder Advisory Committee developed related to parking ratios.

Process

In January of 2015 PBOT Director Leah Treat convened a Stakeholder Advisory Committee (SAC) to oversee the update of the transportation policies for the Central City. A 30-member committee was formed representing a variety of neighborhood, business, as well as non-profit and advocacy organizations. PBOT staff was supported by Rick Williams Consulting, Nelson Nygaard and JLA Public Involvement. The SAC met 9 times and advised staff on a number of important issues. Throughout the project, staff met on several occasions with Central City neighborhood and business associations as well as other organizations and private individuals. PBOT hosted an open house in November of 2015 to share the SAC's recommendations and solicit input. Recommendations included:

- Implementing a performance-based parking management system for public parking in the Central City.
- Maintaining no parking minimums for new development.
- Adjusting maximum parking ratios for development and streamlining the number of parking districts.
- Simplifying operating restrictions on approved parking to allow shared parking.
- Simplifying parking entitlements and the role of City in monitoring private parking.
- Placing new limitations on new surface parking development.

Parking Minimums

The SAC met several times to review recommendations related to parking ratios. One of the first SAC recommendations was to continue to allow new and rehabilitated buildings to have no parking. This was seen as a key element that has made the Central City successful, allowing the reinvestment in historic properties with no parking and the densification of the Central City. This has supported the investments in transit, pedestrian and bicycle infrastructure, which in turn have expanded travel choices within the Central City and thus allowed further development to happen. In addition, parking adds considerable

costs to construction and requiring parking minimums were seen as detrimental to providing more affordable development options.

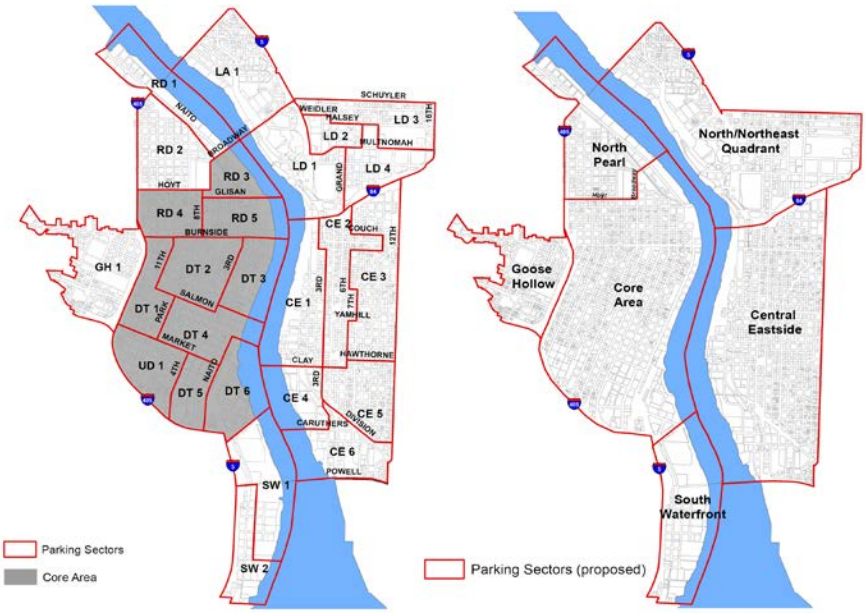
Parking Maximums

The SAC also endorsed adjusting maximum parking ratios in a manner that generally relates parking allowances to mode split targets for the Central City 2035 Plan. These targets can be found in Volume 2b page 5 of the Central City 2035 Plan package.

Significant investments in transit, pedestrian and bicycle infrastructure have been made in the past 20 years throughout the Central City. The recommended ratios reflect those investments, and bring Central City business districts and parking sectors (i.e., Lloyd, Central Eastside, Goose Hollow, River District and South Waterfront) more in line with Downtown. This creates a more "level playing field" among all Central City districts, though differences among districts remain.

There are currently 26 parking sectors in the Central City that have ratios assigned to them. This has created a significant amount of code and confusion in development permitting. The recommended set of ratios reduces the number of parking sectors to 6, reflecting a more current view of land use mixes in the Central City.

Figure 1 shows existing districts (left) and proposed districts (right)



Analysis of Parking Ratios

Summary of SAC recommendations on maximum ratios

- Impose maximum parking ratios on all uses in the Central City. For example, currently residential development outside the Core sub district has no maximum ratio and many non-office uses have no maximum ratios.
- Simplify the code by reducing the number of parking sectors from 26 to 6. This results from blending parking sectors into single districts.
- Adjust ratios in all Central City districts outside the downtown downward to reflect investments in transit, bicycle and pedestrian infrastructure.
- Adjust office ratios in three existing downtown parking sectors upward to reflect actual demand for parking in downtown, account for the loss of approximately half of the surface parking that existed when the current regulations went into effect in 1996, and in order to blend with other areas of the Core sub district that have current ratios varying from 1.0/1000sf to 2.0/1000sf.
- Standardize ratios for residential and hotels throughout the Central City.

Residential ratios

Today, not all subdistricts have residential parking maximums. PBOT analyzed land use records going back to 1995, when the current parking code was adopted. Since then, there have been 85 new residential buildings in the Central City. The average parking ratio by building built since 1995 was .85 stalls per unit. That includes about 14% of buildings which did not build any parking. For new buildings with parking, the average ratio was 1.0 per unit. A quarter of the buildings had ratios above the proposed maximum ratio of 1.2 stalls per unit. There were not significant differences in ratios based on geography and allowed ratios. The proposed maximum residential ratio of 1.2 stalls per unit for the entire Central City was considered to provide flexibility to the market at the same time that it will likely push down on the average ratio built. As a theoretical example, if the maximum parking ratio for all Central City residential buildings in 1995 had been the proposed 1.2/unit throughout the Central City (whereby buildings that provided parking in excess of 1.2/unit would have provided no more than 1.2/unit), the average ratio for the combined residential buildings built since 1995 would have been .78/unit.

Commercial ratios

For commercial properties, since 1995 there were insufficient new commercial buildings constructed with similar geography, land use mix and allowed ratios to determine statistical trends. In general, the proposed parking ratios were set according to general accessibility to non-auto modes, with centrally located areas such as the Core sub district (which includes Downtown, Old Town, south Pearl District and the University District) having the lowest ratios, followed by North/Northeast, North Pearl and Goose Hollow, and finally by South Waterfront and the Central Eastside.

Most of the 26 maximum parking ratios for office use were significantly reduced, with the exception of three downtown sub districts that are part of the Core subdistrict and have current ratios ranging from .7/1000sf to .8/1000sf. In the Core sub district, a maximum parking ratio of 1.0/1000sf is being proposed. This ratio would apply to areas in downtown, River District, West End and University District that currently have ratios ranging from .7/1000sf to 2.0/1000sf. The Core subdistrict has and will continue to have the most stringent ratios in the City. Since 1995 half of the surface parking lots in the Central City have been redeveloped, many in the areas in and around downtown, leading to fewer stalls to serve the district. The proposed ratio allows the sub district to continue to rely on non-auto trips for its growth yet it provides more flexibility to the market in some areas of downtown to support redevelopment. Overall, the reductions in parking ratios in the Core subdistrict were larger than the increases, leading to a net decrease in the amount of parking allowed (please see next section for more information).

Impact on Potential Development

Maximum ratios do not by themselves tell how much parking will be built. This is particularly true in the Central City where there is no minimum parking required, there are limits to how much parking can be built on surface lots and the significant investments on non-auto transportation accessibility have increasingly allowed developers to build without having to provide as much parking as other areas of the region.

Nonetheless, PBOT studied the impact of the proposed maximum ratios on development. The main purpose of maximum ratios is to limit the amount of parking a development builds. The best way to compare the impact of this policy is to consider how much parking would be built if every building had to, by code, build to the maximum ratio under current and proposed regulations (also assumed is that all new workers would be office workers, to simplify the exercise). This analysis indicated that the proposed ratios would lead to:

- A reduction by about 30% in the number of residential parking stalls built by 2035 compared to current ratios.
- Close to 25% fewer growth parking stalls built by 2035 compared to current ratios.
- Reduction in Office parking in all subdistricts, ranging from 12% (Core) to 35% (NE Quadrant).
- Reduction in Residential parking in all subdistricts, ranging from 18% (Core) to 40% (NE Quadrant, Central Eastside and Goose Hollow).

The analysis took into consideration the redevelopment potential of each parking sector and applied the existing and proposed ratios to future development using growth numbers provided by Metro's transportation model. Again, given other parking policies, present and future transportation investments and past trends, it is unlikely that this scenario will come to pass. Yet this exercise shows how the proposed ratios will help the Central City meet its land use and transportation policies by significantly limiting the amount of parking that can be built.

Table 1. Existing and Proposed Ratios if All Development Built to Parking Maximum Ratios

	OFFICE			RESIDENTIAL*		
PARKING SECTOR	EXISTING COMBINED RATIO	PROPOSED COMBINED RATIO	% CHANGE	EXISTING COMBINED RATIO	PROPOSED COMBINED RATIO	% CHANGE
Core	1.13	1.00	-12%	1.46	1.20	-18%
North Pearl	2.00	1.50	-25%	1.70	1.20	-29%
NE Quadrant	2.07	1.35	-35%	2.00	1.20	-40%

Central Eastside	2.82	2.00	-29%	2.00	1.20	-40%
South Waterfront	2.40	2.00	-17%	1.70	1.20	-29%
Goose Hollow	2.00	1.50	-25%	2.00	1.20	-40%
Central City	**1.87**	**1.44**	**-23%**	**1.73**	**1.20**	**-31%**

*For residential uses, where no maximum ratio exists, it was assumed 2/1000, based on the highest residential ratio built since 1995

Impact on the Transportation System

To gauge the impacts of these and other changes on the transportation network, Metro and City staff will perform a transportation model run for the Central City 2035 Plan that will include relevant land use changes, transportation projects and changes to parking policies. The model run is scheduled to follow the final run for the adopted Comprehensive Plan, which will become the official Base for which to test the impacts of the Central City 2035 Plan.

Absent the model run, staff expects that the significant reduction in the allowed parking throughout the Central City and the almost complete restriction of new surface parking, point to a net decrease in auto trips. It is important to point out that there are many factors that affect mode split besides parking, including land use mix, densities, infrastructure projects, street connectivity, and others. Metro's model may not have the sophistication to estimate subtle differences in ratios and parking policies and Metro's transportation analysis zones may not match parking subdistrict boundaries.

Decision Table E. Green Building Standards

Comments on the Low Carbon Building Requirement, EV charging facilities and Bird Safe Glazing Standards are grouped into this packet. An additional memo provides more context about the Low Carbon Building Standard.

Contents of Decision Packet E: Green Building Standards

- Decision Table E
- Memo on the Low Carbon Building Standard

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
E1 and **Memo**	20183, 20320, 20324, 20407, 20409, 20410, 20663, 20698, 20896, 20910, 20914, 20995	Sandra McDonough -- Portland Business Alliance, Paul Grove --Homebuilders Association, Staci Monroe-- Bureau of Development Services, Shaina Weinstein—Green Building Initiative Tim Atkinson Timm Locke Greg Goodman-- Downtown Development Group, Jonathan Malsin Eric Cress-- Urban Development Partners, Shaina Weinstein Jeremy Rogers-- Oregon Business Council, Jeff Frost--SERA Architects	Low carbon buildings	Standard requires LEED registration. Reference: Volume 2A: Part 1: Central City Plan District, 33.510.244, page 157	1. Add more program options 2. Make this an incentive for FAR 3. Recognize wood as a method to reduce carbon 4. Add lifecycle assessment requirement 5. Concerns and support raised about Green Globes as an option	**Proposed Amendment:** **Expand the list of third party programs and corresponding certification levels. See attached Memo for full list.**	Staff recognizes that there are other programs serving the marketplace that incorporate comprehensive green building practices.	☒	☐ Support staff rec. ☐ Other
E2	20838	Robert Wright	EV charging facilities	Policy 6.14 f in the Central City wide policies, Health and Environment section pertains to infrastructure for electric vehicles: • 6.14 f. Low-carbon transportation. Reduce carbon emissions from transportation systems, including supporting electric vehicle infrastructure. • The following action is in the plan: Action # TR66: Install electric vehicle charging stations in the Lloyd District. References: Volume 1: page 84; Volume 5: page 132	Require minimum parking for electric vehicles and electric power capacity wiring to support it in new multi-dwelling residential buildings in Goose Hollow, Pearl and West End subdistricts.	• **Staff proposes to retain the Citywide policy which pertains to infrastructure for electric vehicles and the action in the Lloyd district.** **Proposed Amendment** • **Add an on-going, Central City wide action:** **Pursue new regulatory tools that would encourage or require large multi-family and commercial development projects to include EV-ready wiring and electrical capacity for electric vehicles when parking is provided.**	BPS is currently developing an Electric Vehicle Strategy that will likely include actions to incent or require EV-ready wiring in certain situations. This is an important and fast changing issue, and a requirement for EV-ready wiring will entail working with BDS to develop building code provisions that will be submitted to the state for approval. BPS and PBOT do not support requiring a minimum number of parking spaces for electric vehicles because the Central City does not have a parking minimum requirement. However, where parking is provided, the EV Strategy will propose an approach to ensure that a certain allocation of these spaces have access to EV chargers.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
E3	20324, 20481, 20688, 21004, 21005, 21014	Staci Monroe-- Bureau of Development Services, Jeanne E Galick Bob Sallinger—Audubon Society of Portland Karina Adams Alan Armstrong Mary Coolidge- Audubon Society of Portland	Bird Safe Glazing standard	Standard requires bird safe glazing in the areas shown on Map 510-22. Ninety percent of windows on first four floors must be treated. A list of options for fritting, UV coating, films and screens are provided. References: Volume 2A, Part 1: Central City Plan District, Pages 142-144 and Map 510-22, Page 397-399.	1. Expand area where standard applies to entire Central City for ease of implementation. Current map and rationale for selecting areas of high tree canopy makes for a very complicated map. 2. Consider adding a drawing to the code to show types of patterns and dimension to eliminate some of the complex measurement language. 3. Consider limiting the types of glazing that could be applied on ground floor for transparency purposes – such as UV, light fritting patterns. 4. Prohibit highly reflective/ mirrored glass	**Proposed Amendment:** **1. Apply standard to the entire Central City. This removes the need for a map in the zoning code. Add an exemption for any building with less than 50% of exterior glazing on the first 4 floors, except all non-residential uses in the CX, EX and RX must comply with the standard on the ground floor and floor adjacent to a vegetated roof.** **2. Add a drawing to the standard to show the minimum required spacing and types of patterns** **3. Identify several patterns that may be used on the ground floor to ensure transparency including UV coated and lighter fritting pattern.** **4. Create an Admin Rule to add the list of available bird safe glazings. This is a quickly changing technology and it may be a good idea to have the ability to update the list on a regular basis.** **5. More research is needed on prohibiting highly reflective glass. Staff needs to discuss this with building code staff to determine if there is a reflectivity range that is permitted. Staff also will look at what other cities have done.**	Staff understands BDS's concern that the current map is complex and may be challenging to implement. Staff proposes to apply the standard city wide, but add to the exemptions. Staff is recommending 50% exemption based on exemptions set by other cities such as San Francisco and Toronto that have a bird safe glazing requirement. Portland's green building policy also sets an exemption for less than 50% glazing except on the ground floor and floor adjacent to a vegetated roof. Staff proposes to limit the types of glass available for use on the ground floor to ensure that new development will adhere to the Central City proposed urban design condition, which calls for active ground floor edges that will encourage a vibrant pedestrian experience.	☒	☐ Support staff rec. ☐ Other

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MEMO

DATE: September 20, 2016

TO: Portland's Planning and Sustainability Commission

FROM: Alisa Kane, Green Building Manager

CC: Susan Anderson, Director

SUBJECT: Low Carbon Building Standard in the Central City 2035 plan

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The goal of the Central City's standard in section **33.510.244 Low-Carbon Buildings** is to encourage the continued use of third-party green building certifications that reduce emissions, conserve natural resources, save money and protect the health of occupants. In the first draft of the Central City 2035 Plan, the Low Carbon Building standard referenced only one green building certification, the US Green Building Council's Leadership in Energy and Environmental Design (LEED) standards. After considering verbal and written testimony, the Bureau of Planning and Sustainability (BPS) recommends expanding the list of third-party programs and corresponding certification levels to those outlined in the table below and creating administrative rules so BPS can update the list of acceptable certifications over time.

Table 1: Proposed third-party green building certifications

Certification program	Level required	About the certification	Required Compliance submittals to BPS
LEED	Gold	The U.S. Green Building Council's LEED certification program requires projects to satisfy prerequisites and earn credits related to site and transportation, energy and water efficiency, healthy indoor air, materials selection and waste management.	Copy of registration form and points spreadsheet from early design meetings.
Earth Advantage	Gold	Earth Advantage is a non-profit that certifies residential and commercial	Signed agreement and points worksheet from

		projects that demonstrate energy and water efficiency, durable material selection, healthy indoor air quality and sustainable site practices.	early design meetings.
Green Globes	Four Globes	The Green Building Initiative (GBI) administers Green Globes, an online assessment protocol and rating system for green building design, operation and management. It assesses projects on performance related to project management; energy, water and material usage; indoor air quality and polluting emissions.	Proof of registration and a copy of the project's preliminary score survey.
Living Building Challenge	Living Building Certification	The Living Building Challenge is a program of the International Living Future Institute (ILFI). The Challenge includes seven performance categories called Petals: Place, Water, Energy, Health & Happiness, Materials, Equity and Beauty.	Copy of confirmation email from ILFI that proves the project is registered for Living Building Certification and is intending to earn all seven petals.

The process to demonstrate compliance with this section will be the same for all projects. Permit applicants will submit evidence to BPS that the project is registered and intending to certify for at least one of the accepted third-party programs. After review, BPS will provide the applicant a letter confirming the project meets the Low Carbon Building Standard. The applicant will submit this to BDS with their permit application.

BPS recognizes that there are other certification programs serving the marketplace that are not on this list. At this point, BPS is only considering programs that incorporate comprehensive green building practices including energy and water conservation, stormwater management, healthy indoor air quality, waste reduction and low impact development practices. The list of accepted programs will be established through administrative rules and reviewed periodically.

Revisions to the commentary and standard in section **33.510.244 Low-Carbon Buildings** are attached to this memo. BPS staff look forward to discussing these recommendations further.

Commentary

33.510.244 Low-Carbon Buildings. Buildings are the largest source of carbon emissions in the City of Portland. Constructing and operating buildings consumes natural resources, generates waste and releases pollutants that can harm people and the environment. Green building certifications reduce the harmful impacts of development by achieving higher average performance than buildings constructed to meet code minimums. Since 2001, most of the new construction in the Central City has pursued certification under at least one green building program. An intended outcome of the Low-Carbon Buildings Standard is to maintain a high level of green building certification in the Central City.

Acceptable green building standards and certification levels will be determined by Administrative Rules and reviewed periodically to ensure the list reflects current industry practices. Standards and certification levels may include LEED Gold, Earth Advantage Gold, Four Green Globes and Living Building Certification. Qualifying standards may be added or eliminated over time. This new standard requires evidence of registration and submittal of the project's point checklist to BPS. After confirming registration and reviewing the checklist, the Bureau of Planning and Sustainability will provide the applicant and Bureau of Development Services a letter for submittal with the building permit to satisfy this standard. The proposed standard does not require full certification because state law restricts local jurisdictions' ability to require better performance than the state building code; however, by requiring registration, BPS expects a large percentage of new construction throughout the Central City to pursue full certification.

Proposed Updated Standard:

33.510.244 Low-Carbon Buildings

A. Purpose. The Low-Carbon Buildings standard ~~ensures~~ encourages ~~that~~ new ~~buildings and~~ development and additions to existing ~~buildings are~~ developments be designed and constructed to meet ~~the US Green Building Council's Leadership in Energy and Environment Design (LEED) standards at the gold level~~ green building certification programs that the Bureau of Planning and Sustainability deems acceptable. The benefits of meeting ~~LEED standards~~ one of these programs include improving energy efficiency, preserving natural resources, and protecting the health of occupants.

B. Low-carbon building standard. New ~~buildings~~ development with a net building area of at least 50,000 square feet, and alterations to existing ~~buildings~~ development that increase net building area by at least 50,000 square feet must provide a letter from the Bureau of Planning and Sustainability that verifies that the project has registered ~~to earn LEED gold level certification and prepared a preliminary LEED project checklist showing which LEED credits will be pursued for the building.~~ for a green building certification program, approved by the Bureau of Planning and Sustainability and has prepared a preliminary

description of how the building can achieve the certification. The Bureau of Planning and Sustainability has the authority to create an administrative rule listing which green building certifications are approvable.

Decision Table D. SE 11th/12th Avenue Height and Zoning

At the hearings, the PSC received testimony from owners of properties along SE 11th and 12th Avenues in the Central Eastside. Some sought zone changes from IG1 to EX, some of which staff supports. Other testifiers sought varying adjustments in height, some increases, some decreases. Staff supports maintaining a consistent approach on height along the corridor, rather than a parcel by parcel approach.

Contents of Decision Packet D: SE 11th/12th Avenue

- Decision Table D
- Map D1

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
D1 and **Map D**	20704, 20948, 21007, 21009	Brad Nase Dean Alterman-Folawn, Alterman & Richardson LLP; on behalf of George & Beverly Nase Dean Alterman; on behalf of George & Beverly Nase Bob Bowden	Height	**Area:** NW quarter of the block between SE 11th, 12th, Main and Madison. **Base Height:** NW quarter of block has 65' height limit, rest of block has 45' height limit. **Bonus Height:** None **Reference:** Vol 2A1, Map 510-3 Proposed Base Heights (pg. 329) and Map 510-4 Proposed Bonus Heights (pg. 335)	**Base Height:** Expand 65-foot height limit to full block	**Base Height:** Maintain 45' maximum height for entire block. **Bonus Height:** Allow bonus height up to 60 feet.	The Recommended Draft Mixed Use Zones Plan proposes heights of 60 feet or more on blocks to the east of SE 12th, so staff proposes increasing height on this property to match.	☐	☐ Support staff rec. ☐ Other
D2 and **Map D**	20336, 20406	Mary E Roberts/Michael J Beglan Mary E Roberts	Height	**Area:** Block between SE 11th and 12th, between SE Ankeny and SE Ash. **Base Height:** 50 feet maximum **Bonus Height:** 125 feet maximum, with bonus **Reference:** Vol 2A1, Map 510-3 Proposed Base Heights (pg. 327) and Map 510-4 Proposed Bonus Heights (pg. 333)	**Base Height:** 45 feet maximum. **Bonus Height:** No bonus.	**Retain Proposed Draft version**	Staff cannot support reducing heights for preservation purposes without the context of a historic district or other landmark status. Further, an existing 6-story structure currently under review at BDS would become non-conforming by such a height change.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
D3 and **Map D**	20290, 20948, 21007, 21008, 21009	Bradford Nase Dean Alterman-Folawn, Alterman & Richardson LLP; on behalf of George & Beverly Nase Dean Alterman; on behalf of George & Beverly Nase George Nase Bob Bowden	Zoning	**Area:** Two properties covering the eastern half of the block between SE 10th, 11th, Madison, and Main (one address is 1031 SE Madison). **Proposed Zoning:** IG1, with expansion of industrial office allowance. **Reference:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Zoning:** EX or other "more flexible zoning" for these parcels to allow for more jobs and the creation of affordable housing.	**Retain Proposed Draft version**	There is nothing distinguishing this property from others on the Madison/Hawthorne corridor proposed to retain IG1, all of which will gain significant flexibility by the existing proposal without degrading the Industrial Sanctuary Policy.	☐	☐ Support staff rec. ☐ Other
D4 and **Map D**	20905, 21059, 21060, 21061	Carrie A. Richter-Garvey, Shubert, Barer Law; on behalf of MadAve, LLC Dave Moore Tim Carroli Adam Oakley	Zoning, height	**Area:** Full block at 1120 SE Madison Ave (between SE 11th, 12th, Hawthorne and Madison). **Base Height:** 45 feet. **Bonus Height:** No bonus. **References:** Vol 2A1, Proposed Zoning Map (pg. 468), Map 510-3 Proposed Base Heights (pg. 329) and Map 510-4 Proposed Bonus Heights (pg. 335)	**Zoning:** EX **Base Height:** No height limit.	**New proposal:** For the four IG1 zoned blocks between SE Yamhill and SE Hawthorne: • Rezone to EX. • Retain 45-foot base height and allow bonus height up to 60 feet.	There are only four blocks in the East 11th/12th corridor between NE Couch and SE Clinton Streets that are not zoned EX, RH or R1, so rezoning would be consistent with surrounding zoning while meeting the needs of the property owner. However, a no height limit approach would be dramatically different to how height is address throughout the rest of the corridor.	☐	☐ Support staff rec. ☐ Other
D5 and **Map D**	20983	Bhajan Kester	Zoning	**Area:** 1007 SE 12th Ave. **Zoning:** IG1 **References:** Vol 2A1, Proposed Zoning Map (pg. 468)	**Zoning:** EX or zone that makes places Victorian era homes in conformance with the Zoning Code.	**New proposal:** For the four IG1 zoned blocks between SE Yamhill and SE Hawthorne: • Rezone to EX. **Note:** No action is needed if the staff recommendation for D4 is supported.	There are only four blocks in the East 11th/12th corridor between NE Couch and SE Clinton Streets that are not zoned EX, RH or R1, so rezoning would be consistent with surrounding zoning while meeting the needs of the property owner.	☐	☐ Support staff rec. ☐ Other

Map D: Revised SE 11th and 12th Height and Zoning Proposal

Existing | **Proposed Draft** | **Proposed Amendments**



Legend

Submitted Testimony

Central City Plan Boundary

Proposed Zoning

Open Space (OS)

Single Dwelling Residential 5,000 (R5)

Single Dwelling Residential 2,500 (R2.5)

Medium Density Multi-Dwelling Residential 1,000 (R1)

High Density Multi-Dwelling Residential (RH)

Commercial Mixed Use 1 (CM1)

Commercial Mixed Use 2 (CM2)

Commercial Mixed Use 3 (CM3)

Central Employment (EX)

General Industrial 1 (IG1)

Bonus Height Area

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City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Notes: Zoning and height proposals from the Recommended Mixed Use Zones Plan (MUZ) are shown for all areas east of SE 12th Avenue.
Asterisk (*) denotes that the MUZ allows an additional 5' of height for buildings that include taller ground floors.

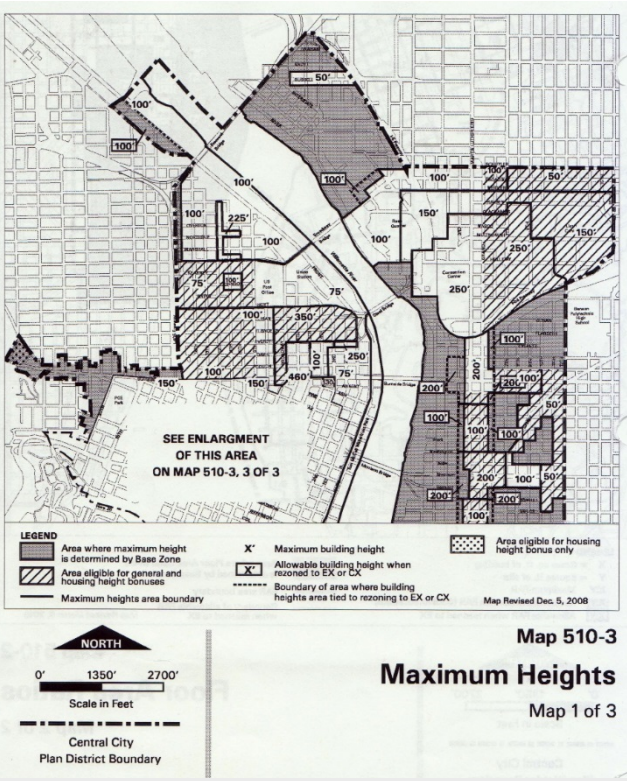
CENTRALCITY 2035

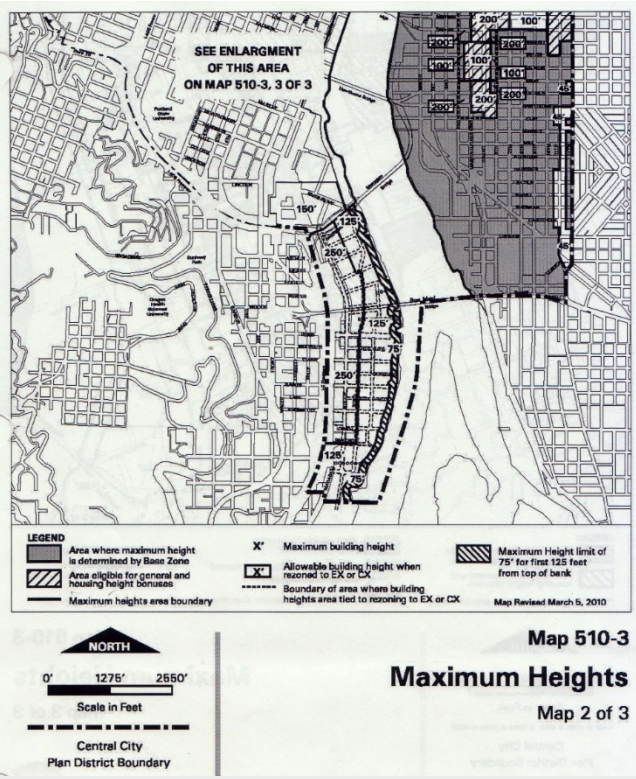
Introduction to Building Heights in the Central City

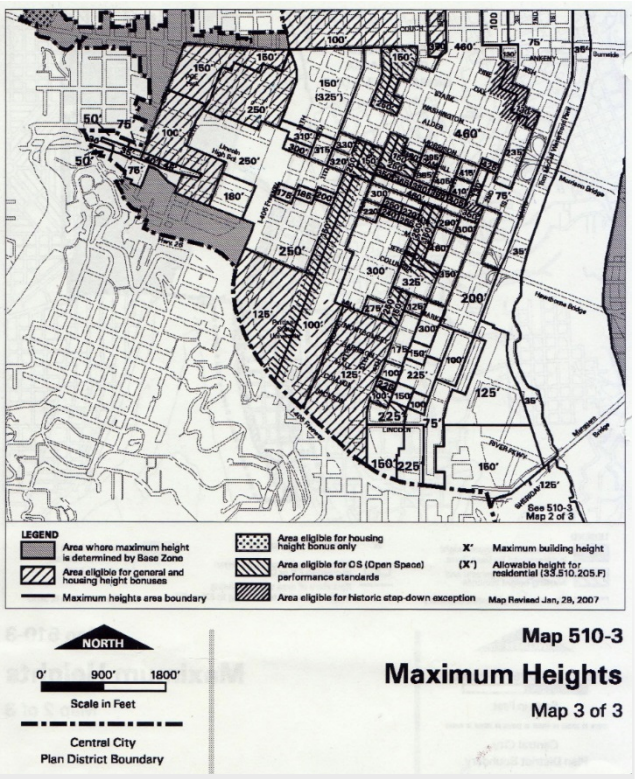
PSC Work Session 1 – 9/27/2016

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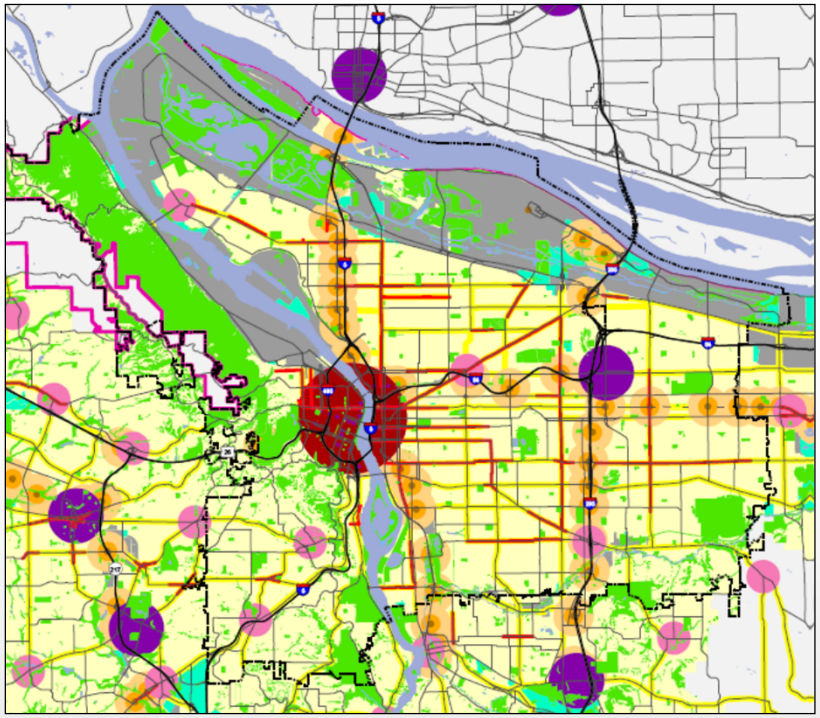
Maximum Building Heights

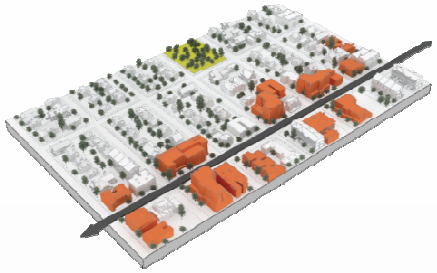






Unique Role of the Central City: 2040 GROWTH CONCEPT





Neighborhood Center



Regional Center

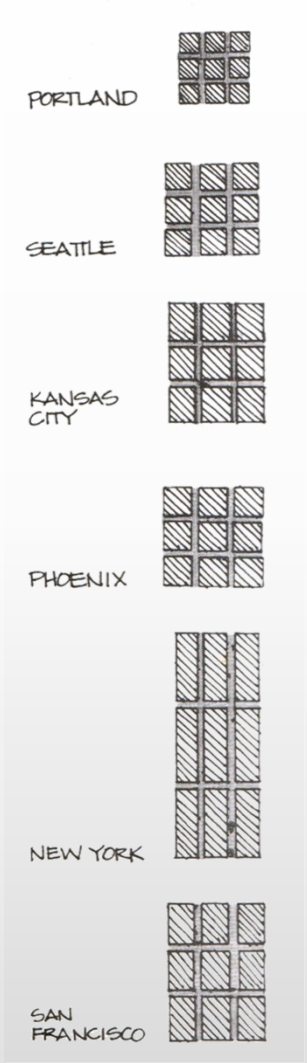


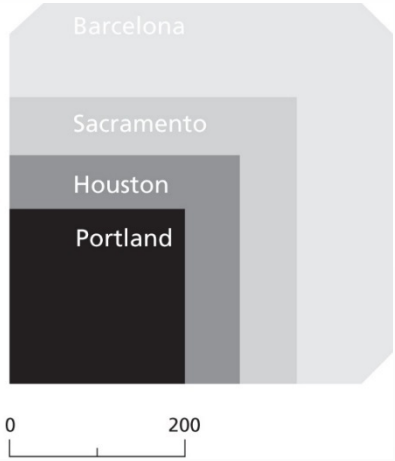
Town Center

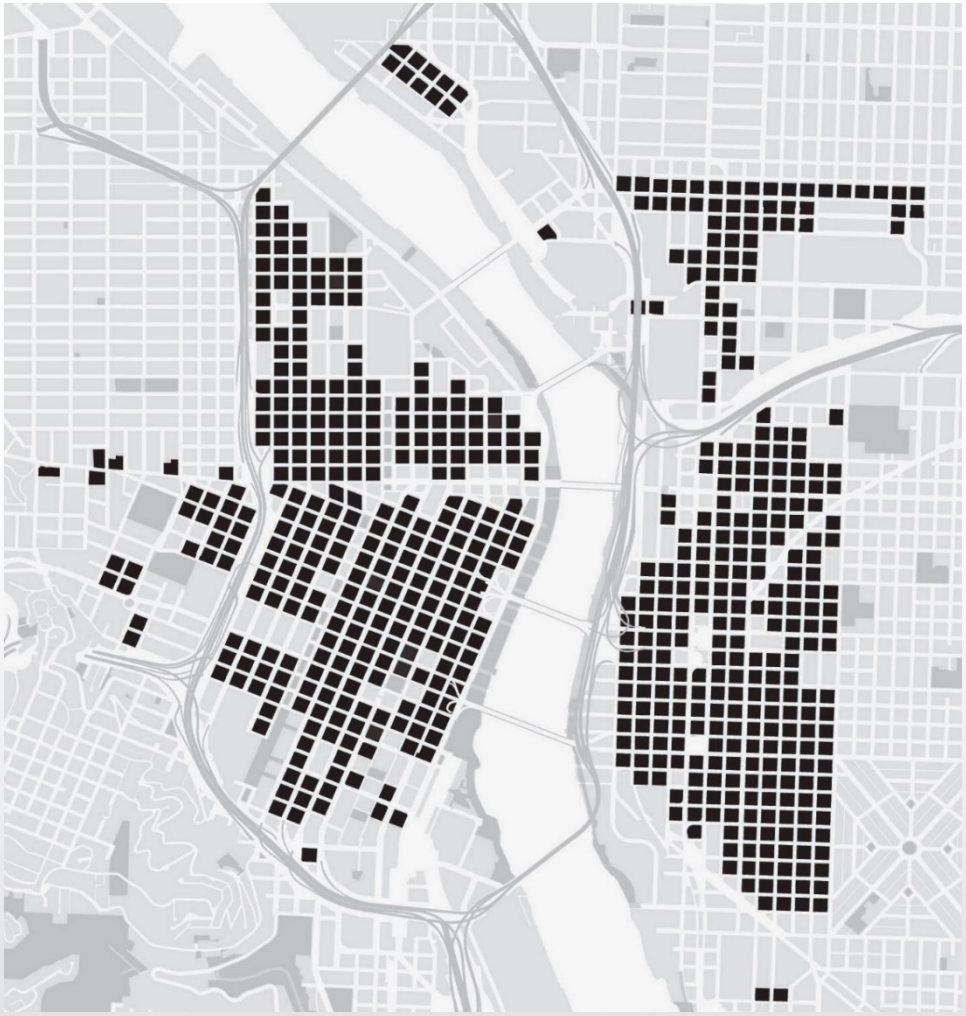


Central City

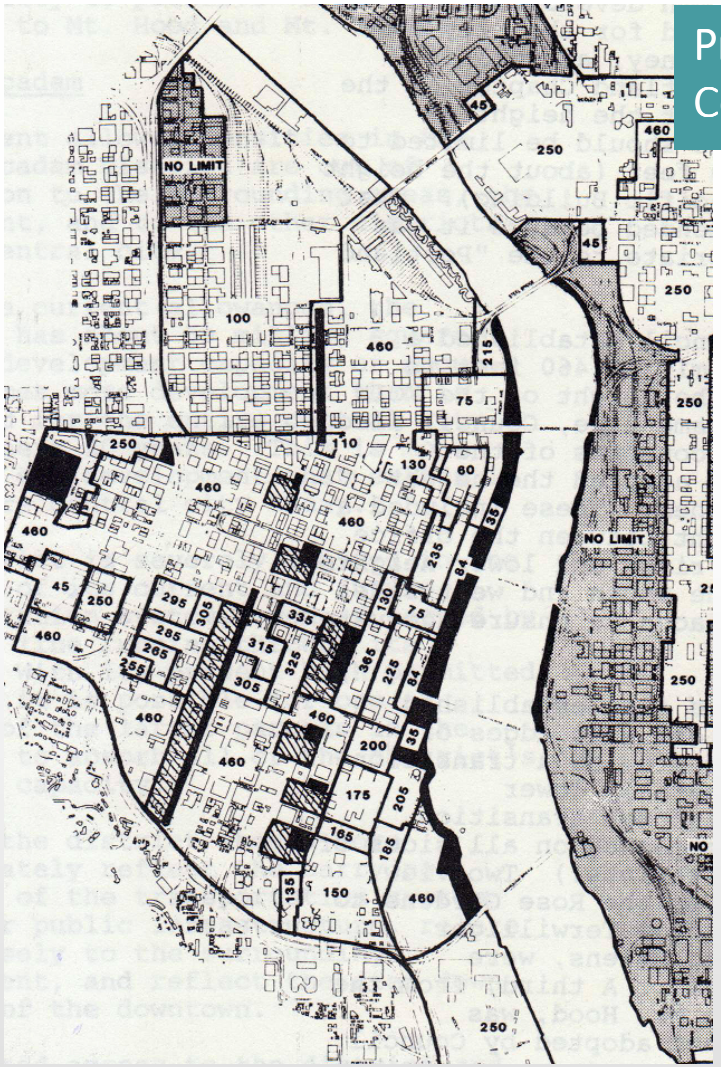
A Uniquely Fine-Grained Central City: BLOCK PATTERN



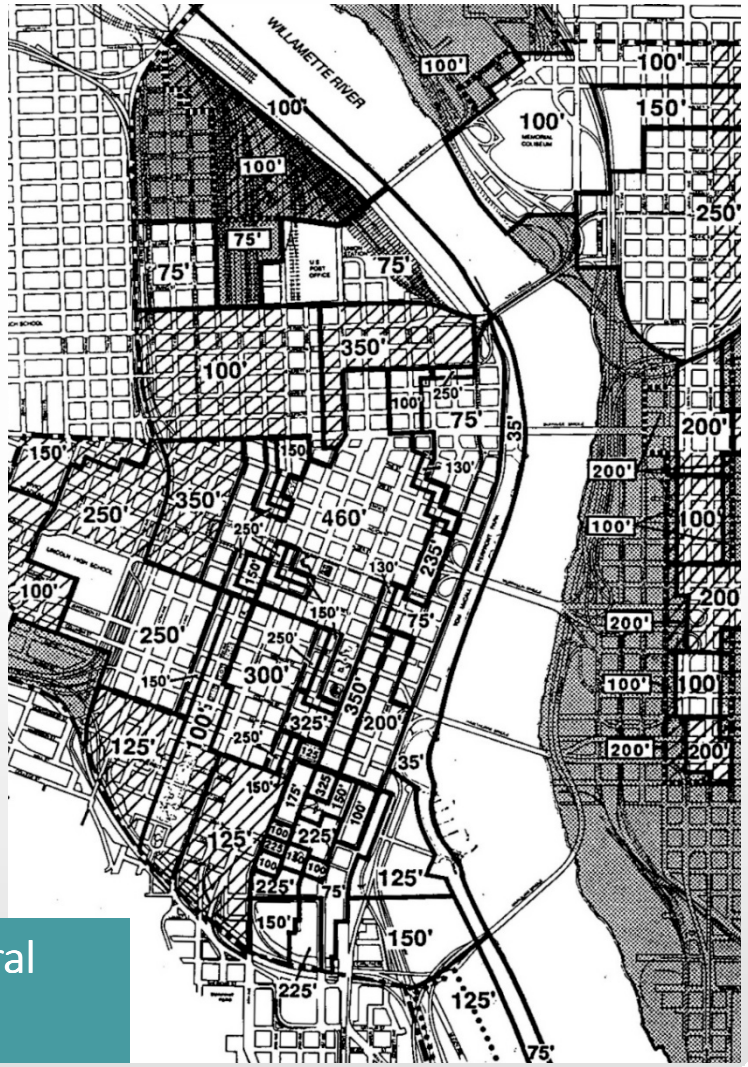




History of Central City Height Regulations



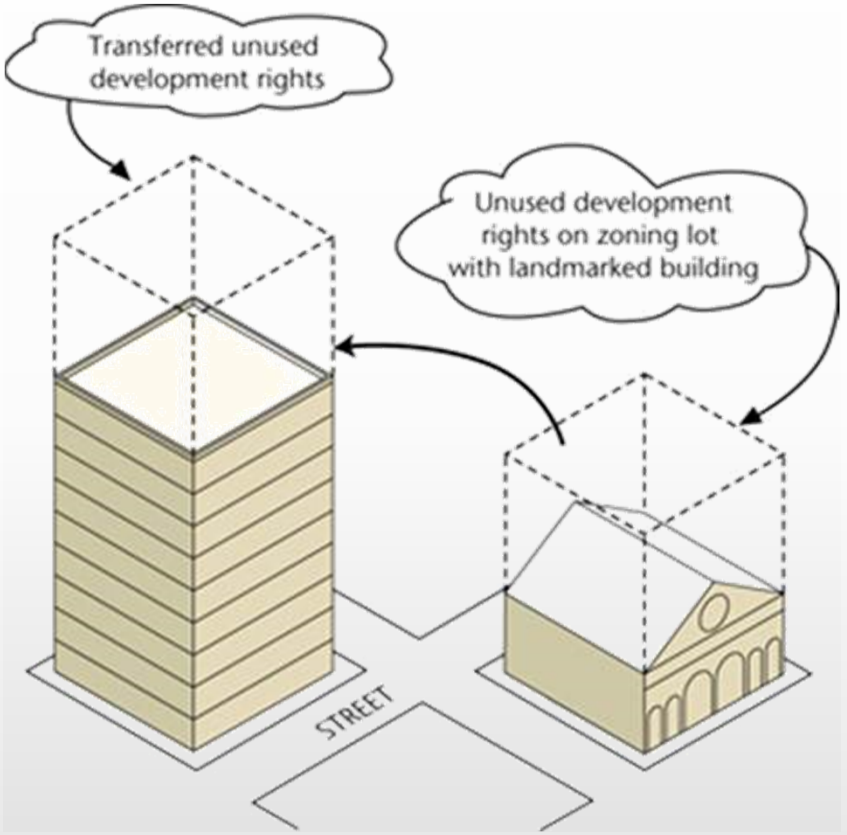
Prior to 1988 Central City Plan



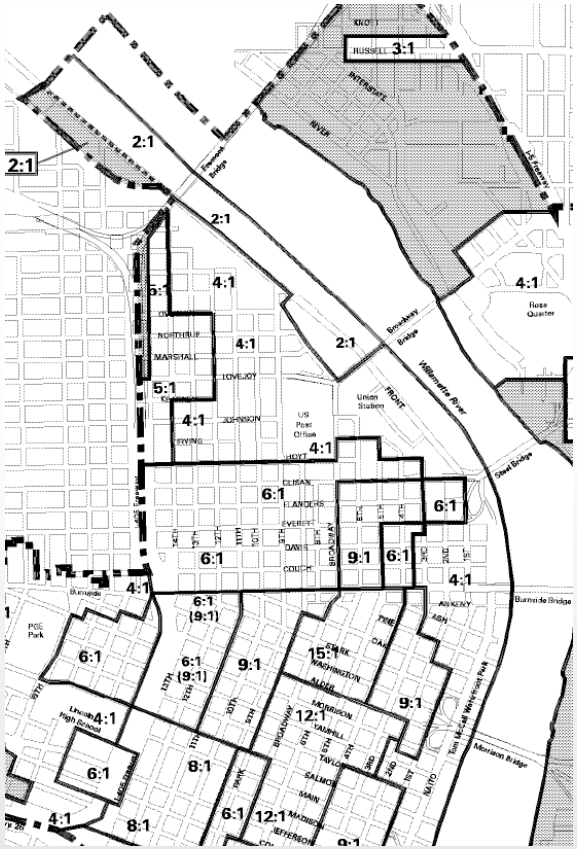
1988 Central City Plan

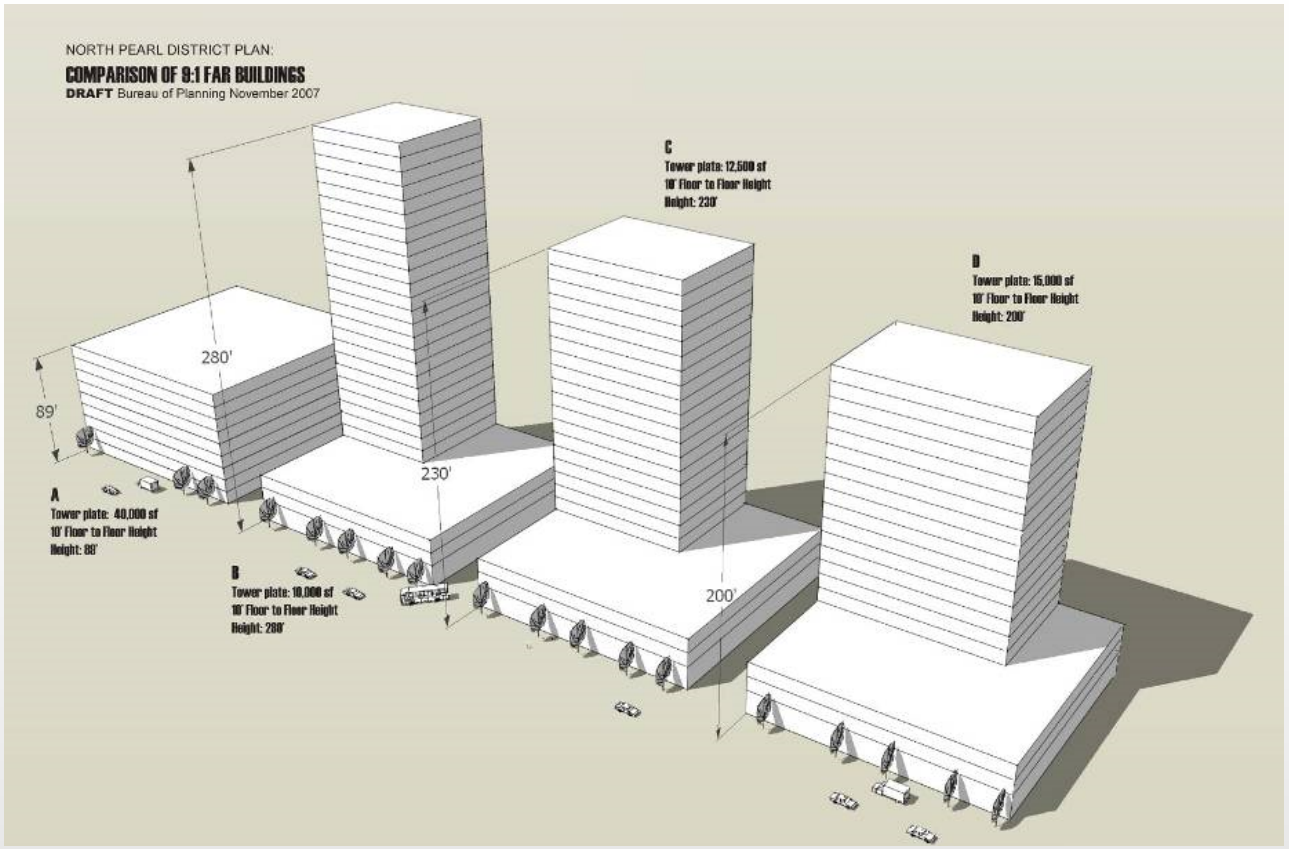
Central City Height Principles

1. Signal important places
2. Light and air → parks, open spaces, river
3. Historic districts, special areas
4. Public views
5. Transitions at edges
6. Allow flexibility in design
7. Public infrastructure investments
8. Public benefits and/or amenities

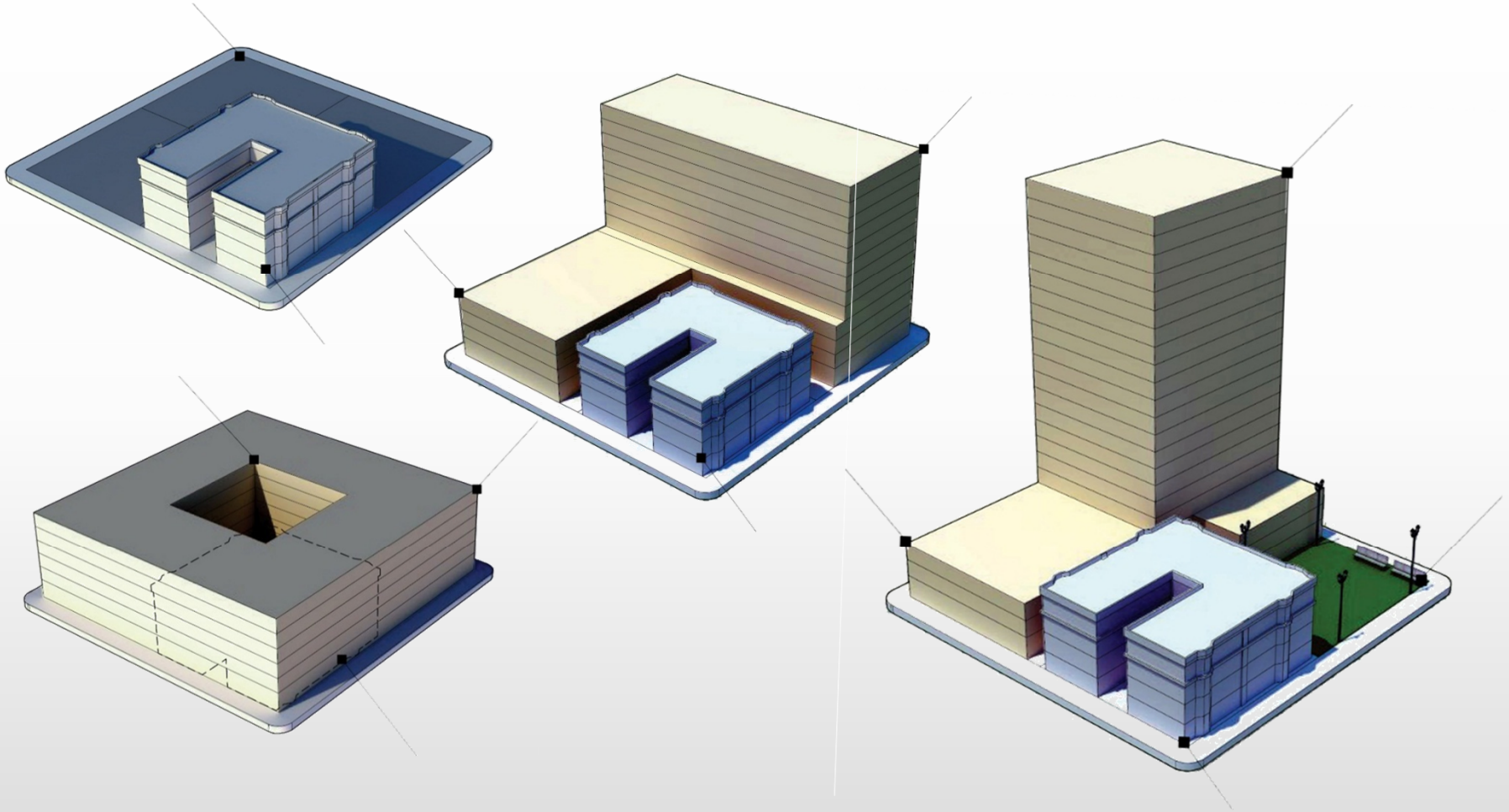


Height and Floor Area Ratio (FAR)

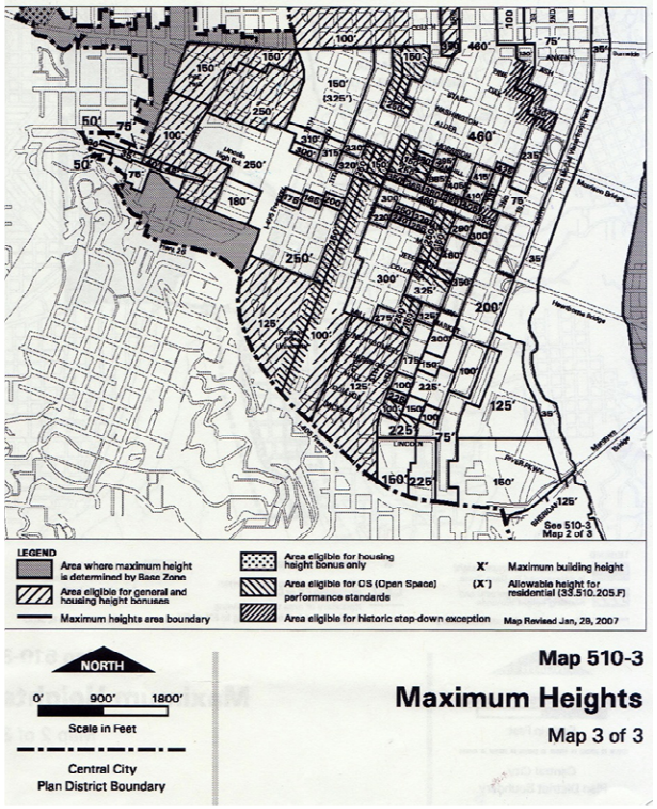




How Height Works with FAR



Ground Floor Design Regulations



PORTLAND ZONING CODE

A 8 CONTRIBUTE TO A VIBRANT STREETSCAPE



Large garage-door openings at a coffee house in the Lloyd District

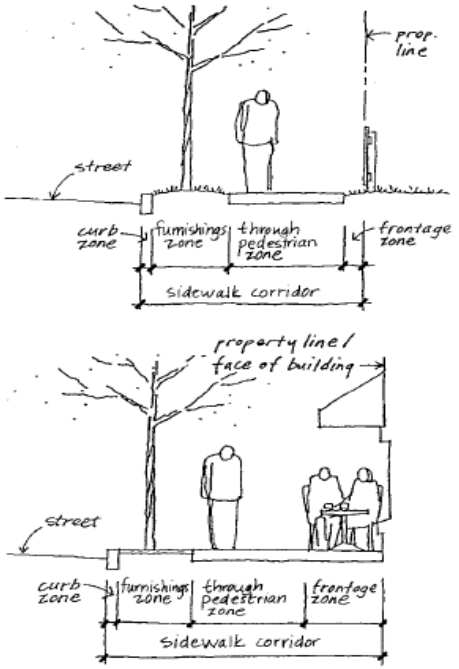
GUIDELINE

Integrate building setbacks with adjacent sidewalks to increase the space for potential public use.

Develop visual and physical connections into buildings' active interior spaces from adjacent sidewalks.

Use architectural elements such as atriums, grand entries and large ground-level windows to reveal important interior spaces and activities.

DESIGN REVIEW AND GUIDELINES



Typical sections of Sidewalk Corridor in residential zone, top, and commercial zone, bottom sketch.

PBOT PEDESTRIAN DESIGN GUIDE

Existing Bonus Heights



LEGEND:

INDUSTRIAL | UP TO 100′ | UP TO 150′ | UP TO 175′ | UP TO 250′ | UP TO 325′ | UP TO 460 Unlimited

Proposed Bonus Heights



LEGEND:

INDUSTRIAL | UP TO 100′ | UP TO 150′ | UP TO 175′ | UP TO 250′ | UP TO 325′ | UP TO 460 Unlimited

Allowed Increases to Bonus Height in the Proposed Draft

1. Bridgehead Portals
2. Portions of the Pearl District
3. Transit Mall
4. Station Areas
5. Central Lloyd District

Reductions to Height in the Proposed Draft

1. Historic Districts
2. Scenic View Corridors
3. Shade study requirements adjacent to parks

Based on public testimony, staff will return at the next work session with an urban form recommendation for the Park Blocks.

Decision Table C. Other Height Requests

Many pieces of testimony focused on height and included requests to increase or decrease allowed heights throughout the Central City. The table below organizes these by subdistrict. The staff recommendations are consistent with several CC2035 policy approaches, including:

- *Not increasing base heights*
- *Requiring a public benefit for increases in bonus height*
- *Increases in bonus height provide flexibility for different design options, such as the provision of on-site open areas*
- *Setting heights to protect scenic resources, preserve light and air in open spaces and preserve the character of historic districts*
- *Maintaining the City's tallest heights along the transit mall*
- *Stepping height down to the Willamette River and neighborhoods outside the Central City*

Contents of Decision Packet C: Other Height Requests

- Decision Table C
- Maps C1, C2, and C3

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C1 and **Map C1**	20332, 20429, 20989	Carrie Richter for David Leiken; Carrie Richter David Gold	Old Town/ Chinatown	**Area**: 6 block area in Old Town/Chinatown between W Burnside and NW Everett and 5th and Broadway **Base Height**: 250' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 327.	**Base Height**: 460' (existing) **Bonus Height**: None The proposed reduction is not justified and the area to the north can bonus to 325'.	**Proposed Amendment:** **Base Height: 250' (as proposed)** **Bonus Height: 325'**	Lower base heights of 250' are proposed for a couple of reasons: • The Central City Plan anticipated that the high-rise downtown commercial core would expand north of Burnside. This has not happened. • Existing sites among older buildings are generally smaller and will more likely redevelop to 250'-325' (or lower) similar to other development in the area. This is a pattern staff would like to see preserved. • The proposed amendment would set base height at 250' but add the potential for 75' of bonus height similar to the properties to the north.	☒	☐ Support staff rec. ☐ Other
C2 and **Map C2**	20306	John Southgate LLC; on behalf of Ken Unkeles and Tom Goldsmith	Pearl District	**Area**: West of NW Front in NW corner of Pearl District **Base Height**: 100' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 326	**Base Height**: 250' **Bonus Height**: None Increased FAR and height will allow dense future redevelopment that supports many CC2035 policy goals.	**Proposed Amendment:** **Base Height: 100' (as proposed)** **Bonus Height: 175'**	• Property is currently zoned IH (EX). Staff has proposed to rezone to EX in conformance with the Comp Plan, with a base height of 100' and 2:1 FAR. • The proposed amendment would allow an additional 75' of bonus height. Properties along the river to the northeast and southeast of the site can bonus to 175'.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C3 and **Map C3**	20882, 21032	Augustin Enriquez- GBD Architects Inc. for ABP Capital Augustin Enriquez	University District/ South Downtown	**Area**: Portion of RiverPlace **Base Height**: 125' and 150' **Bonus Height**: None (no change from existing). **Reference**: Volume 2A Pt. 1: Map 510-3. p. 331	**Base Height**: 250' **Bonus Height**: None Also rationalize height map line that cuts across property lines and ROW. Increased height will allow redevelopment of site, supporting a vibrant neighborhood.	**Proposed Amendment:** **Base Height: 125' and 150'** **Bonus Height: 150’ and 200’**	• Staff is proposing to reconfigure the height pattern in this area to align with parcel boundaries and rights of way. • Adding the potential for bonus height will encourage denser, urban scale development with more active uses along the riverfront, consistent with the goals of the plan.	☒	☐ Support staff rec. ☐ Other
C4	20325	Dana Krawczuk- Perkins Coie LLP; on behalf of Unico Properties, LLC	Downtown	Retain existing base heights on 3 buildings with non-conforming heights, but **allow bonus height up to the existing buildings’ height:** **US Bank Tower**: Base Height: 460’; Bonus Height: 545’ **KOIN Tower**: Base Height: 350’; Bonus Height: 460’ **Wells Fargo Tower**: Base Height: 325’ and 150’; Bonus Height: 555’ **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: Unlimited Allow unlimited height for existing buildings that exceed current maximum heights. Non-conforming height makes financing and sales difficult and does not allow buildings to be rebuilt to current height in case of building loss.	**Retain Proposed Draft version with a map correction**	• Staff proposes to retain existing base height limits on US Bank, KOIN and Wells Fargo buildings but allow bonus height up to the existing buildings’ heights. • Buildings can be rebuilt to maximum heights shown on Map 510-4 through use of bonus and transfer system, consistent with other proposals to increase heights. • While the correct bonus height of 460’ on the site of the KOIN building is shown on proposed Map 510-4, the hatching indicating eligibility for bonus height was inadvertently left off Map 510-3. Staff recommends adding the hatching to the KOIN building site on Map 510-3.	☐	☐ Support staff rec. ☐ Other
C5	20503	Colin Cortes	Downtown	**Area**: Northern portion of Downtown **Base Height**: 460' **Bonus height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331	**Base Height:** 460’ and 325’ Reduce area with 460' heights to three blocks east-west along SW 5th and 6th and three blocks north-south along Morrison and Yamhill. Limit height to 325' in remaining area.	**Retain Proposed Draft version.**	The staff proposal does not increase heights in this area and continues the pattern set in the 1970s and 1980s of allowing largest buildings in the city along the transit mall in the downtown core.	☐	☐ Support staff rec. ☐ Other

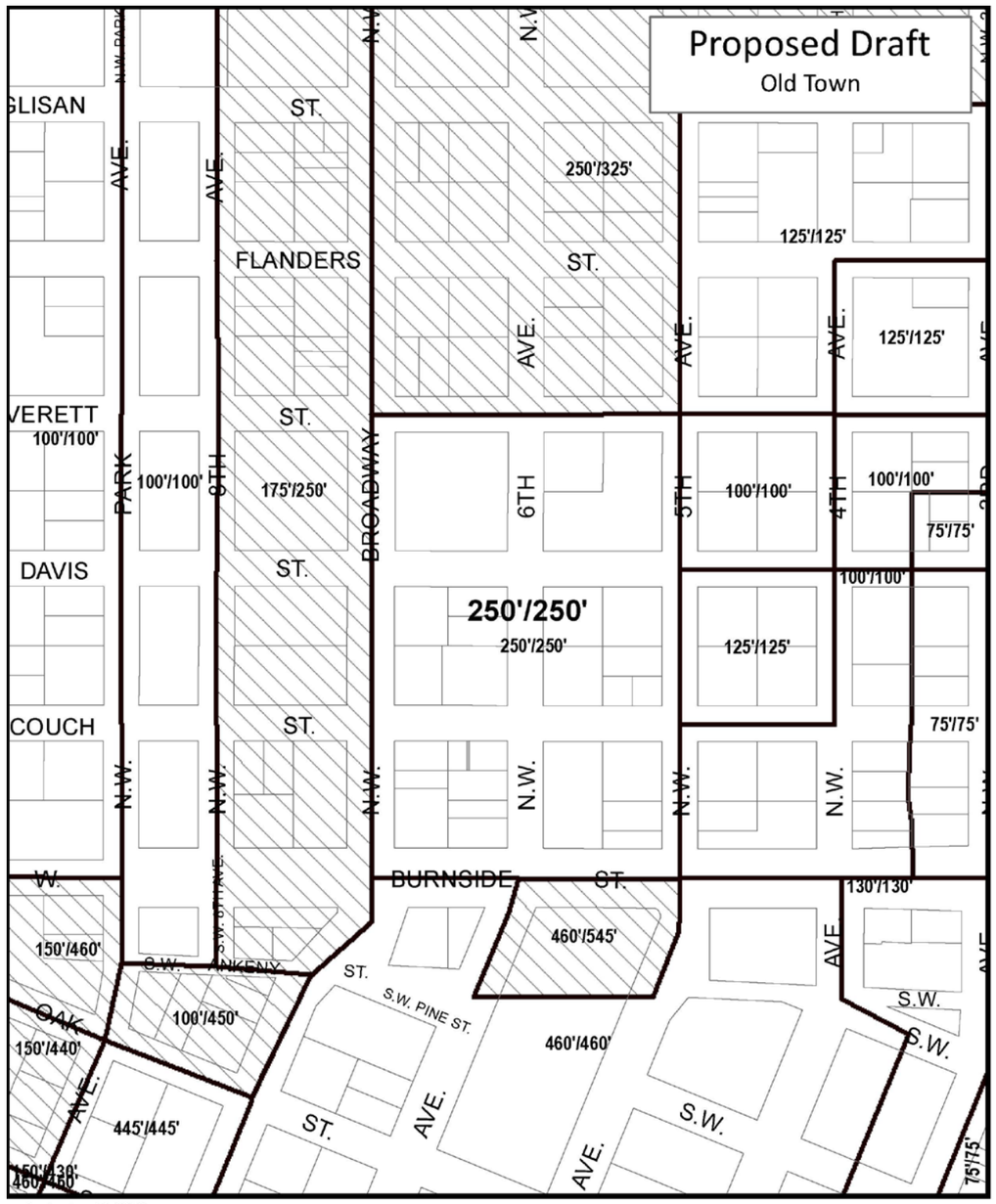
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C6	20580, 20688, 20898, 20977, 21036, 21041, 21062, 20503	Jeffrey Lang, Bob Sallinger--Portland Audubon Society, Jerry Ward, Steve Pinger-Northwest District Association, Jeanne Galick, Jeffrey Lang, Jerry L. Ward, Colin Cortes	Downtown	**Area**: West sides of Morrison and Hawthorne bridgeheads **Base Height**: 75' to 200' **Bonus Height**: 250' to 325'. **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 75’ to 200’ **Bonus Height**: None Proposed height increases at the Bridgeheads are not consistent with principle of stepping down to the river.	**Retain Proposed Draft version.**	• The bridgeheads and adjacent buildings act as gateways into and out of the downtown and plans since the 1970s have called for major attractions and new development at these important riverfront locations. • These sites are difficult to develop due to access limitations and other constraints. • The proposed draft retains a step-down to the river.	☐	☐ Support staff rec. ☐ Other
C7	20503	Colin Cortes	Downtown	**Area**: Area adjacent to SW section of Skidmore/Old Town HD **Base Height**: 130' for half-block band along SW border of historic, transitioning to 460’ **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331.	**Base Height**: 130' for half-block band along SW border of historic, transitioning to 235’ Create a height band of no more than 235' that parallels the 130’ height band for at least a half block.	**Retain Proposed Draft version.**	Input from the Landmarks Commission has indicated sharp height transitions to historic districts are appropriate.	☐	☐ Support staff rec. ☐ Other
C8	20301, 20314, 20347, 20350, 20351, 20378, 20403, 20413, 20416, 20418, 20420, 20475, 20559, 20881, 20974, 20997, 21023, 21027	Tracy Prince--Goose Hollow/Foothills League, William Galen, Richard Rahm, Tom Neilsen, Wendy Rahm, Wendy Rahm, Daniel Salomon, Deborah O'Neill, Wendy Rahm, Tom Neilsen, Richard Rahm, Sheila & Gary Seitz, Daniel Salomon, Suzanne Lennard, Deanna Mueller-Crispin, Peter R. Meijer, Deanna Mueller-Crispin, Suzanne Lennard	West End	**Area**: West End subdistrict **Base Height**: Generally 150' to 250' in northern portion and 250’ in southern portion **Bonus Height**: Generally 325' in northern portion and None in southern portion **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 100’ **Bonus Height**: None Limit heights in West End to 100' to create greater step down from taller heights in core and promote a more human scale.	**Retain Proposed Draft version.** **Note: Heights along the South Park Blocks will be discussed at a later PSC work session.**	• The staff proposal does not change existing maximum heights in the West End. • At least 11 existing structures would be made non-conforming by reducing heights to 100'. • Staff feels that height flexibility is important to encourage different design options, such as provision of on-site open areas, and ability to use transferred FAR/height from historic resources.	☐	☐ Support staff rec. ☐ Other

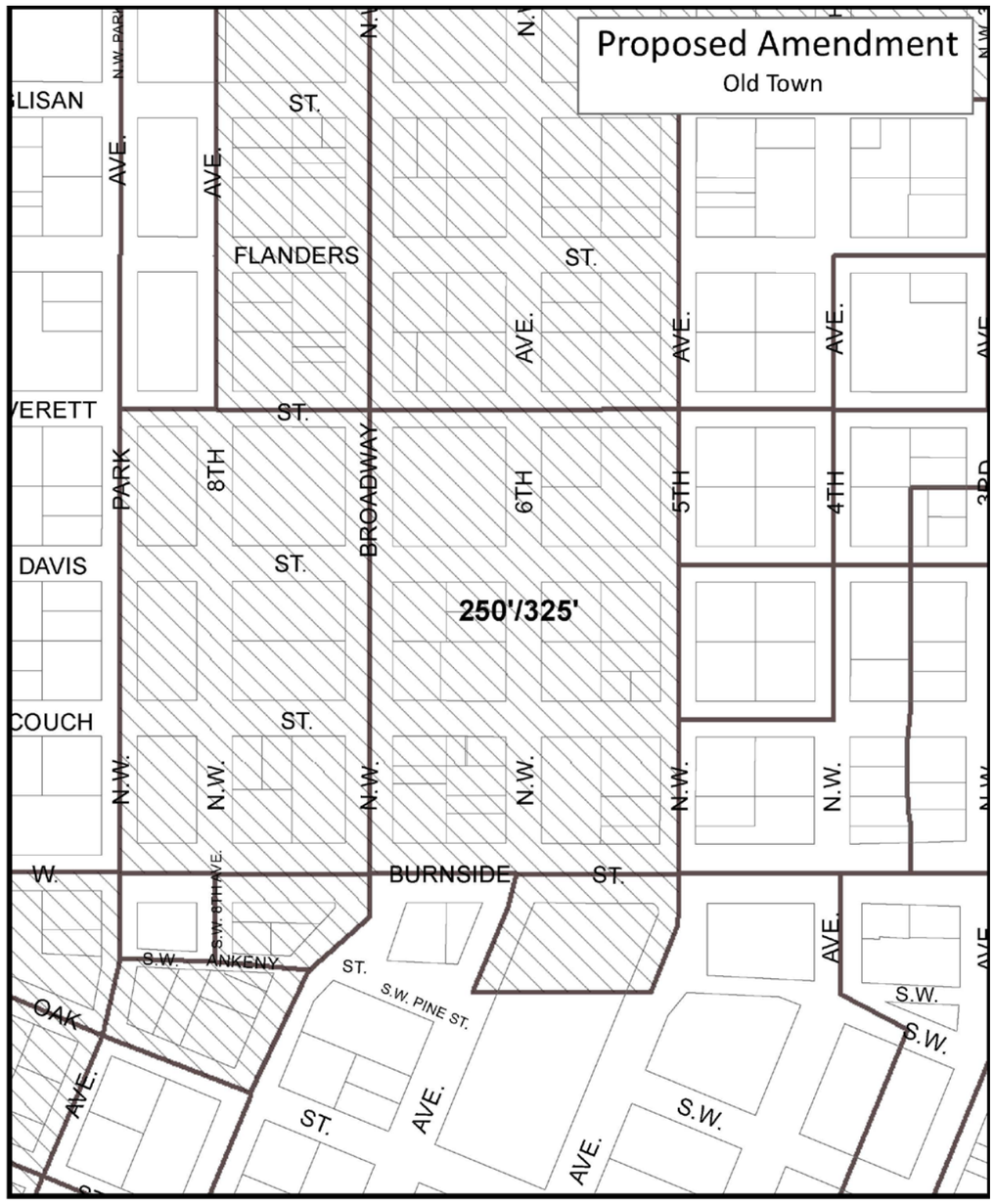
Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C9	20503	Colin Cortes	West End	**Area**: Portion bounded by SW 10th, Market, I-405, and Salmon **Base Height**: 250' (lower in view corridor). **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331.	**Base Height**: 200' and 150' Lower heights to 200' between the streetcar lines on SW 10th and SW 11th Avenues and between Jefferson and Market and the block bound by 10th, 11th, Salmon, and Main. For the remaining blocks to the west currently proposed at 250' lower to 150'.	**Retain Proposed Draft version.**	• The staff proposal does not change existing maximum heights in the West End. • Staff feels that height flexibility is important to encourage different design options, such as provision of on-site open areas, and ability to use transferred FAR/height from historic resources.	☐	☐ Support staff rec. ☐ Other
C10	20503	Colin Cortes	West End/Goose Hollow	**Area**: South of W. Burnside, generally centered along I-405 **Base Height**: 150' and 250' **Bonus Height**: 325' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 150' and 250' **Bonus Height**: Lower heights to 250' from 325'.	**Retain Proposed Draft version.**	In order to exceed the base heights, projects will have to provide some public benefit through the bonus and transfer system.	☐	☐ Support staff rec. ☐ Other
C11	20300, 20301, 20309, 20402, 20404, 20936	Fred Leeson--Architectural Heritage Center, Tracy Prince, --Goose Hollow/Foothills League, Joanna Malaczynski, Kal Toth, Sherry Salomon, Elizabeth L Perris	Goose Hollow	**Area**: SW Morrison **Base Height**: 250' **Bonus Height**: 295' to 325'. **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	Lower heights along SW Morrison in Goose Hollow to reduce redevelopment pressure on designated historic landmarks and HRI properties.	**Retain Proposed Draft version.**	Area is not within a historic district. There are many parts of the Central City with concentrations of individual historic structures. The City has not previously set heights based on the location of individual landmarks or HRI properties.	☐	☐ Support staff rec. ☐ Other
C12	20188	Joseph Tennant	Goose Hollow	**Area**: 937 SW 14th **Base Height**: 250' **Bonus Height**: None **Reference**: Volume 2A Pt. 1: Map 510-3, p. 331.	**Base Height**: 250' **Bonus Height**: 325' Make site eligible for bonus height because area to north and west can bonus to 325'.	**Retain Proposed Draft version.**	The West Quadrant Plan height concept adopted by City Council did not propose height increases in this area. One view corridor does slightly lower heights to the east.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C13	20503	Colin Cortes	Pearl District	**Area**: North Pearl "Unlimited Height" area **Base Height**: 100' **Bonus Height**: Unlimited, but with floor plate size limitations above 100' **References**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337 and 33.510.210.D.3, p. 75-77	**Base Height**: 100' **Bonus Height**: Lower heights to 250'	**Retain Proposed Draft version.**	Floor plate restrictions and overall FAR limits limit very tall buildings to point towers. The proposed draft would not amend these existing code provisions developed as part of the 2008 North Pearl District Plan.	☐	☐ Support staff rec. ☐ Other
C14	20503	Colin Cortes	Pearl District	**Area**: Post Office site **Base Height**: 75' **Bonus Height**: 250' on southern portion of site and 400' on northern portion. **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 75' **Bonus Height**: Lower heights to 250'	**Retain Proposed Draft version.**	Staff's proposal is consistent with PDC's Broadway Corridor Study which was recently adopted by City Council.	☐	☐ Support staff rec. ☐ Other
C15	20154, 20157, 20160, 20158, 20161, 20162, 20177, 20180, 20185, 20289, 20291, 20293, 20296, 20299, 20365, 20487	Allen Andringa, Louis Gaty, Frank Hilton, Joseph Guerin, Christine Jensen, Robert Leopold, Carl McNew, Claudia Ospovat, Lucie Svrcinova, Jack Barrager, Lynn Bonner, Barbara Fagan, Tritia Tonn, Brigitte Patrick, Michael Crofut, Christine Tanner	Lloyd District	**Area**: SE edge of Lloyd, between 15th and 16th and south of Weidler **Base Height**: 150' **Bonus Height**: 225' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 75' **Bonus Height**: None Reduce height to 75' (5 over 1 construction) to create a step-down similar to that for Irvington and preserve views from high rises to the east.	**Retain Proposed Draft version.**	• The area to the east consists of properties zoned RH with 4:1 FAR. Maximum height is 75' with potential for 100' if within 1,000 ft of a transit station. • Two adjacent existing (non-conforming) buildings to the east outside of the Central City are over 170'. The City does not protect private views. • The recently started Improving Multi-Dwelling Development project will explore additional changes in height outside the Central City boundary that could increase maximum heights.	☐	☐ Support staff rec. ☐ Other
C16	20364, 20362, 20373, 20377, 20913, 21047	Peter Kozdon, Michael Herson, Anne Woodbury, Peter S. Spencer, Susan Gilbert, Mary Kay Brennan	University District/ South Downtown	**Area**: South Auditorium area between SW 1st and Naito and south of Lincoln **Base Height**: 75' and 150' **Bonus Height**: 250' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 50' or 75' **Bonus Height**: None Reduce heights because area is heavily congested and proposal will alter existing character of area.	**Retain Proposed Draft version.**	Maximum FAR of 4:1 is proposed for this area. Allowing site to earn bonus height and FAR is consistent with its location near the new Lincoln transit station, where additional density is encouraged.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
C17	20889	Oregon Pacific Investment and Development	University District/ South Downtown	**Area**: 2075 SW 1st **Base Height**: Southern half: 75'; Northern half: 100' **Bonus Height**: 250' **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337	**Base Height**: 100' **Bonus Height**: 250' Set base height at 100' for entire site to create a single height limit and be consistent with nearby height limits.	**Retain Proposed Draft version.**	Staff proposes to maintain the base height of 75' with the potential to get to 250' with bonus height, consistent with the policy approach of not increasing base heights.	☐	☐ Support staff rec. ☐ Other
C18	20503	Colin Cortes	University District/ South Downtown	**Area**: South Transit Mall, bounded by SW Broadway, 5th, Market and a little beyond Jefferson **Base Height**: 300' **Bonus Height**: 460' (lower in view corridor). **Reference**: Volume 2A Pt. 1: Maps 510-3 and 510-4, p. 326-337.	**Base Height**: 300' **Bonus Height**: None. Do not allow bonus height.	**Retain Proposed Draft version.**	Bonus heights are proposed for this area in recognition of the southern extension of the Transit Mall.	☐	☐ Support staff rec. ☐ Other
C19	20329, 20372	David Wark--Portland Design Commission Julie Livingston--Portland Design Commission	Central City	**Minimum building heights are not specified**. Maximum heights vary across the Central City.	Mandate minimum heights to ensure, dense urban-scale development.	**Retain Proposed Draft version.**	Staff *is* proposing minimum FARs (ranging from 1:1 to 3:1) across the Central City. This will help ensure minimum development density. Staff proposes maximum heights and FARs to allow for flexibility and various design options.	☐	☐ Support staff rec. ☐ Other

Map C1: Old Town / Chinatown Heights





September 14, 2016

Central City Plan District boundary

Base/Maximum Heights Boundary

Area eligible for height increase

Areas where height is determined by base zone

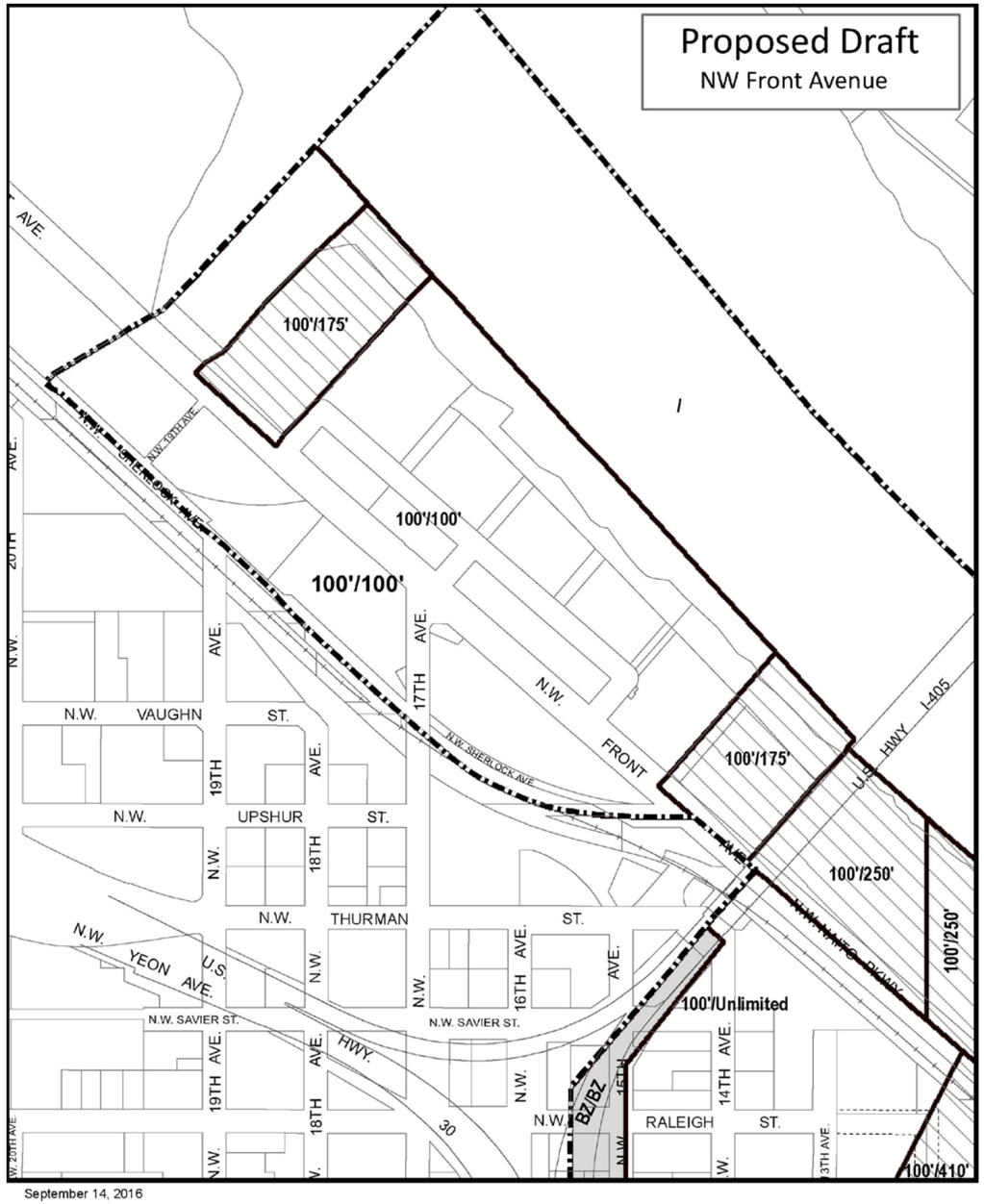
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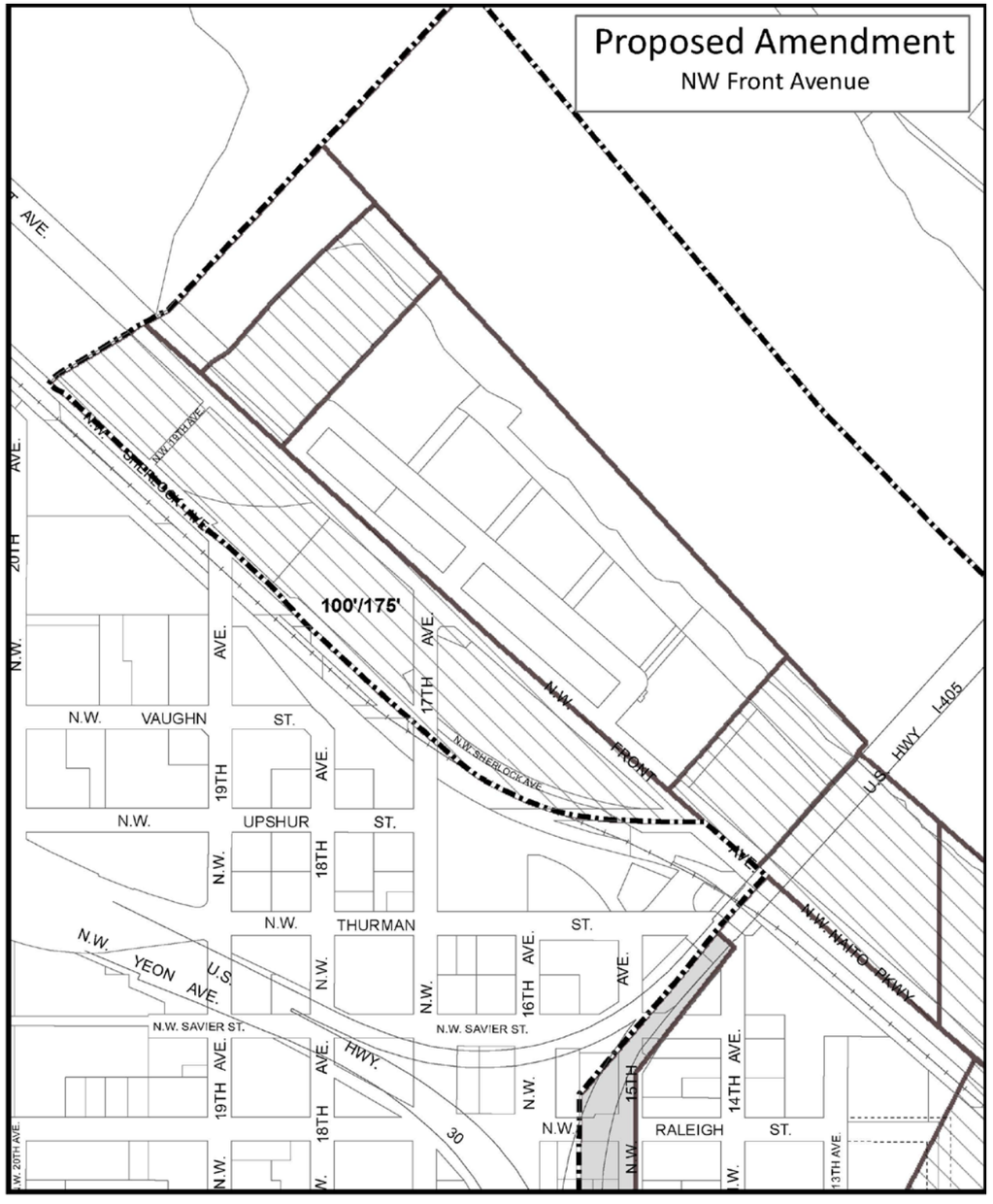
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Scale in Feet

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Map C2: NW Front Street Heights





September 14, 2016

Central City Plan District boundary

Base/Maximum Heights Boundary

Area eligible for height increase

Areas where height is determined by base zone

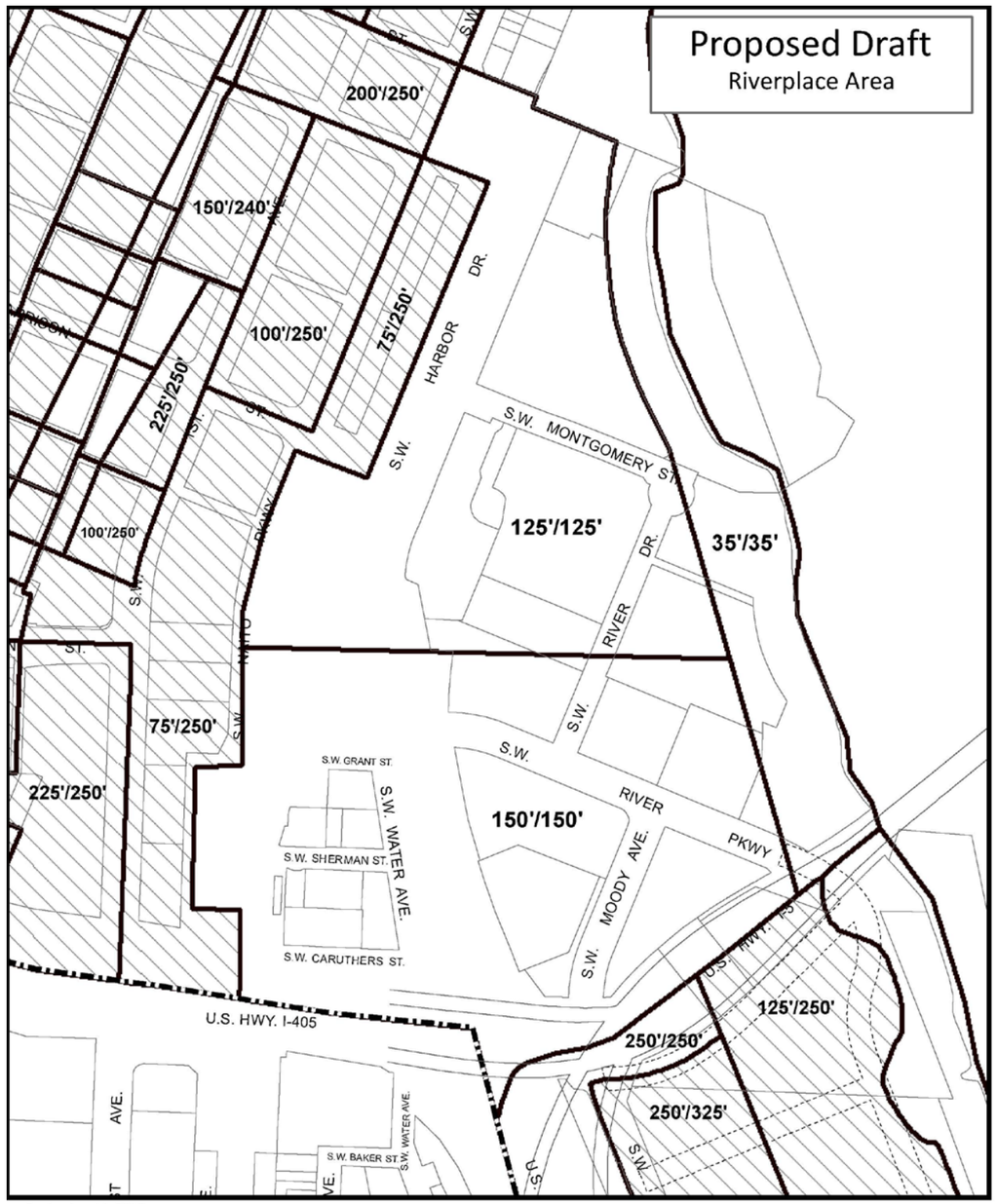
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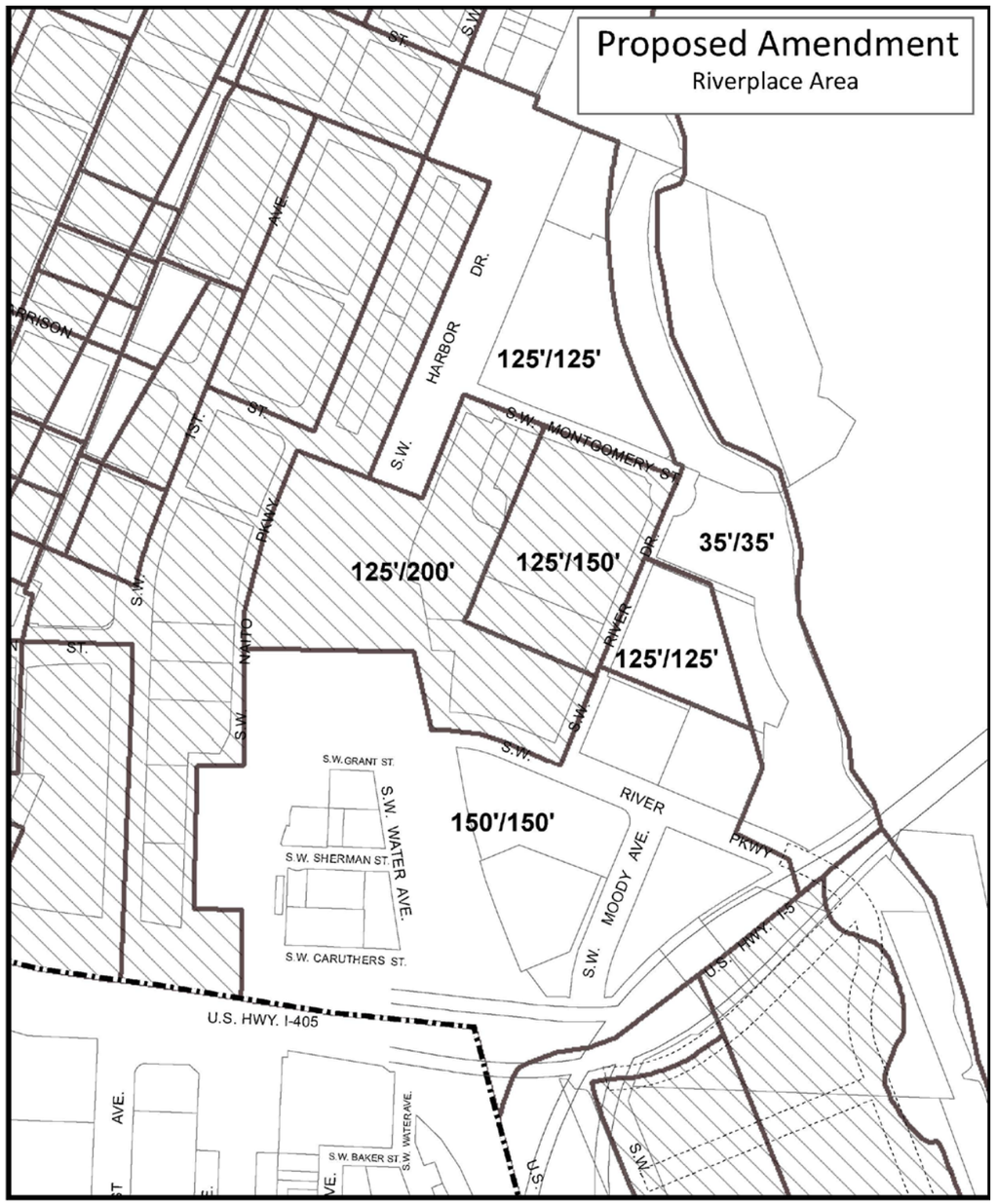
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Scale in Feet

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Map C3: Riverplace Heights





September 14, 2016

Central City Plan District boundary

Base/Maximum Heights Boundary

Area eligible for height increase

Areas where height is determined by base zone

NORTH

0 200 400

Scale in Feet

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CENTRALCITY
2035
Packet C: Other Height Requests
PSC Work Session 1 – 9/27/2016
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Packet C: Other Height Requests

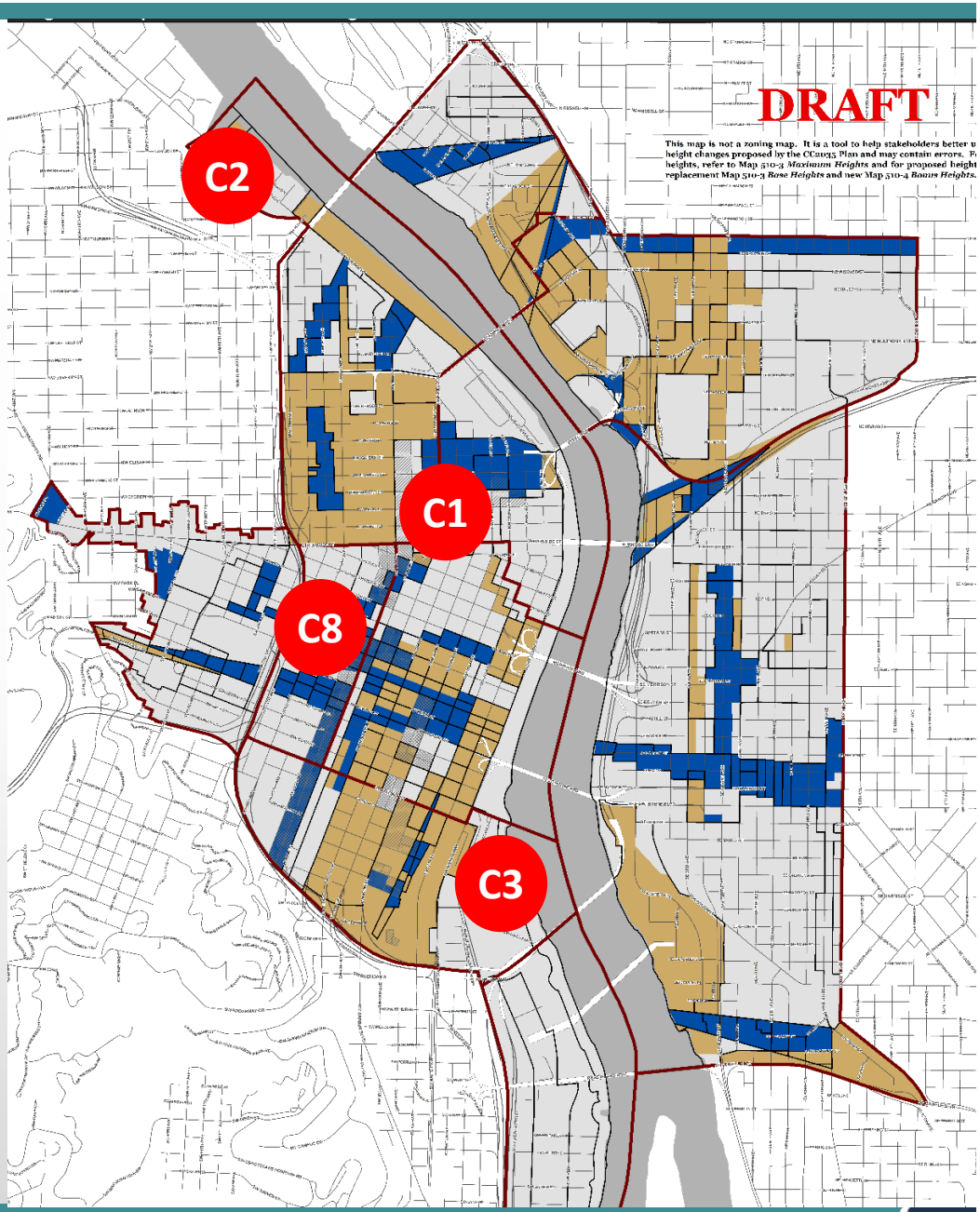
Discussion Items

C1: Six blocks between W Burnside & NW Everett and 5th & Broadway

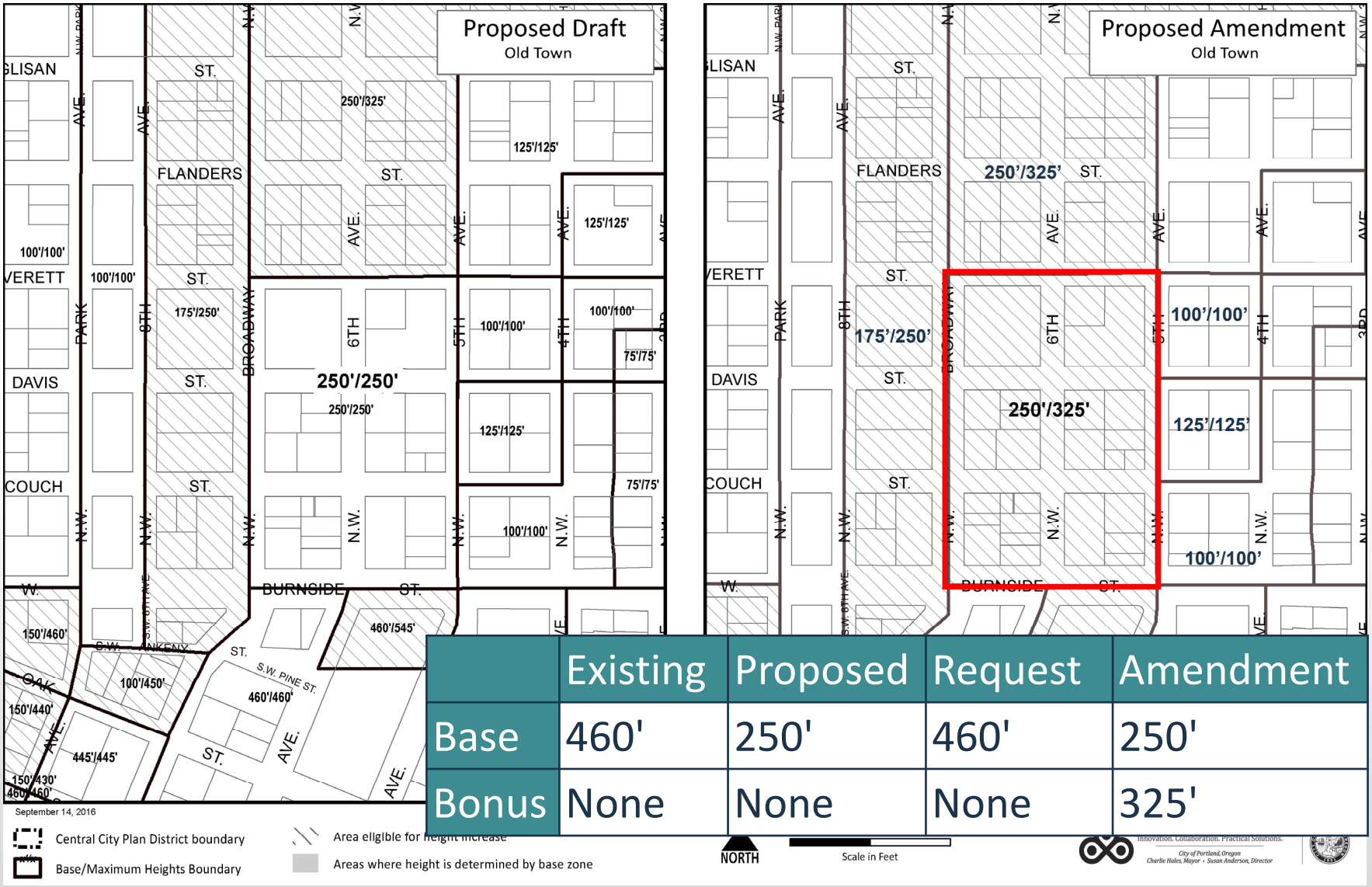
C2: West of NW Front in NW corner of Pearl District

C3: RiverPlace area

C8: West End

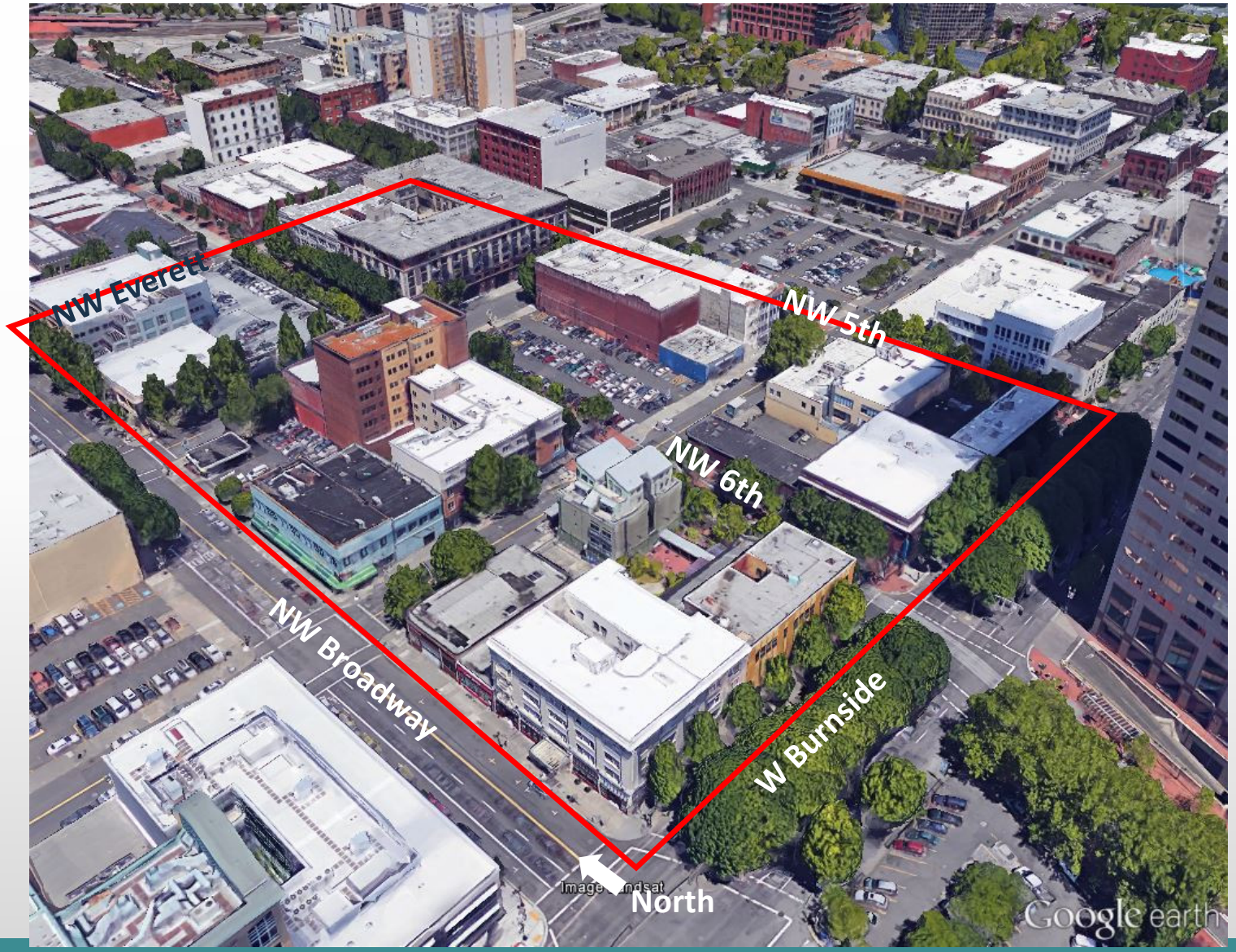


C1: Old Town/Chinatown

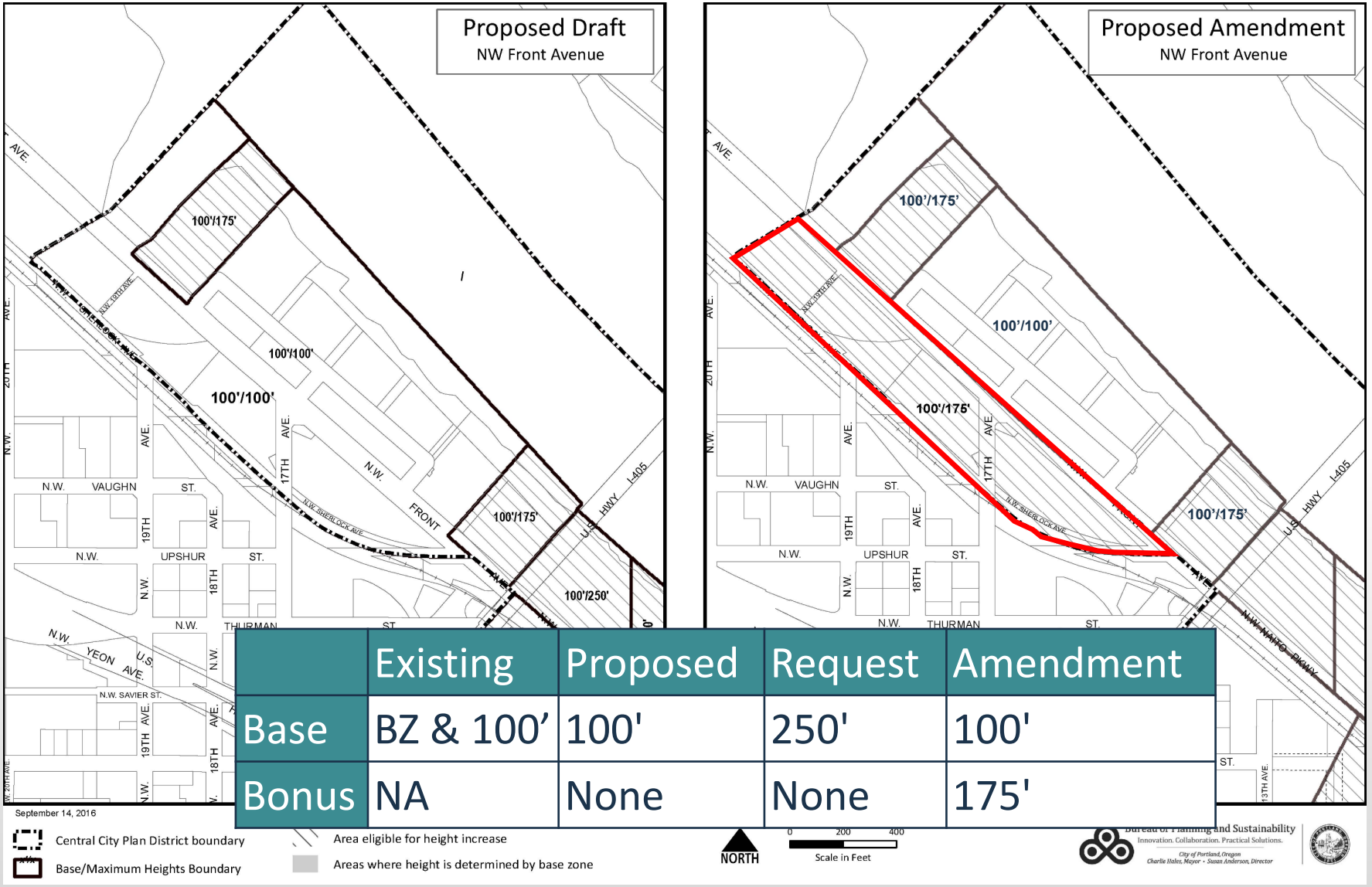


	Existing	Proposed	Request	Amendment
Base	460'	250'	460'	250'
Bonus	None	None	None	325'

C1: Old Town/Chinatown



C2: Pearl District



	Existing	Proposed	Request	Amendment
Base	BZ & 100’	100'	250'	100'
Bonus	NA	None	None	175'

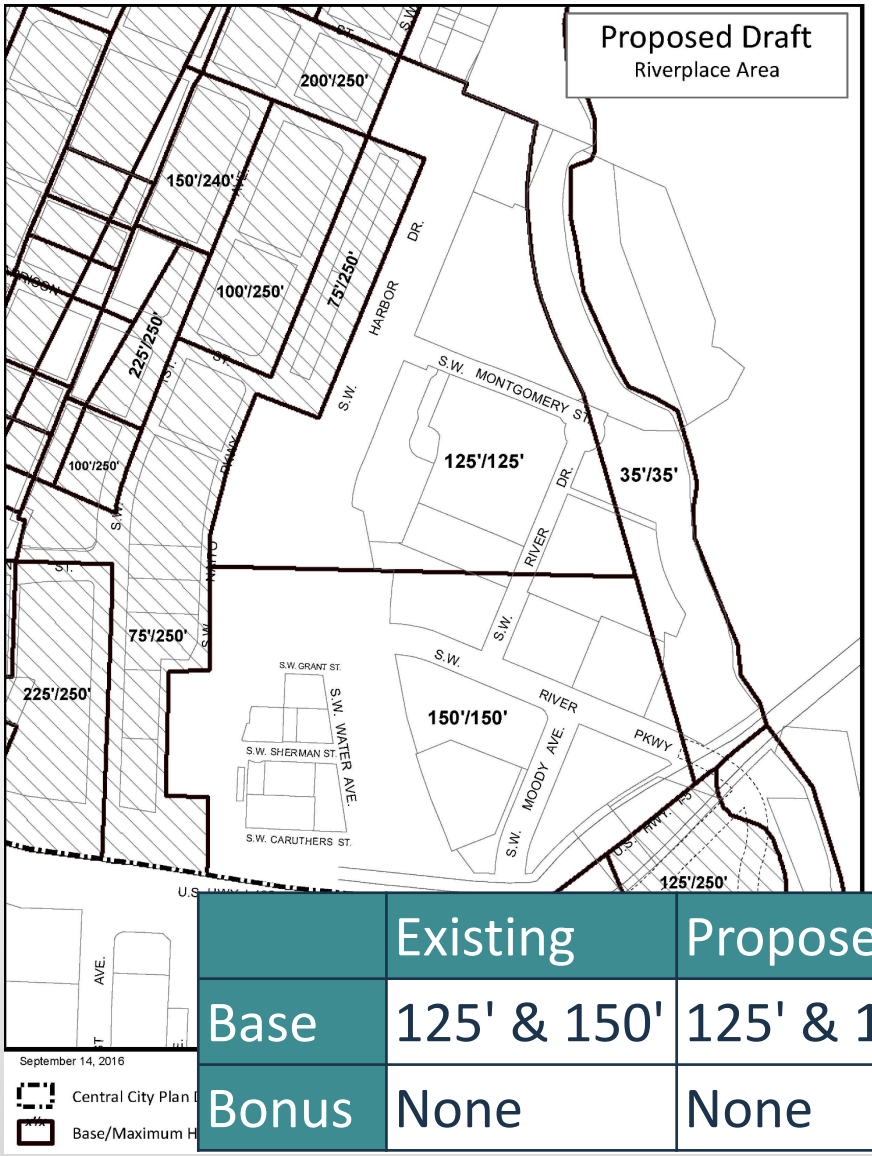
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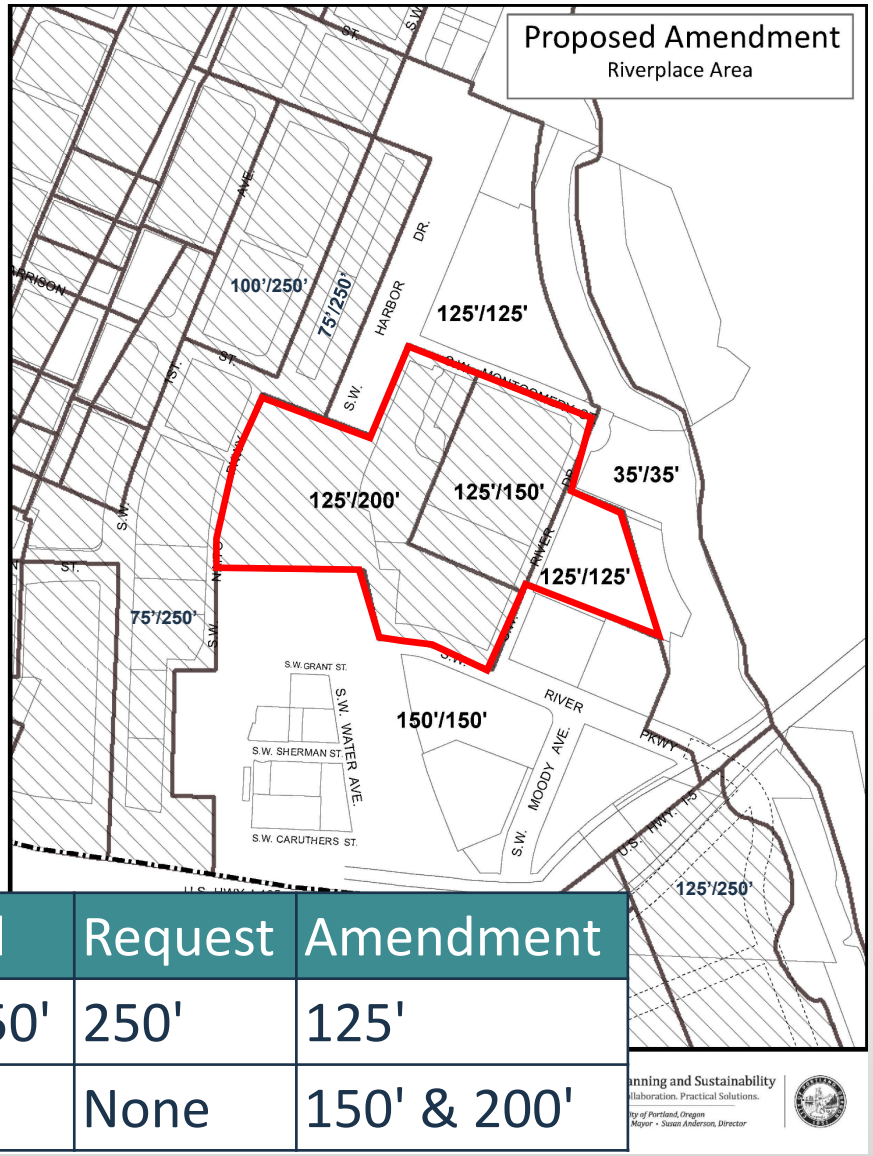
C2: Pearl District



24148

C3: University District/South Downtown





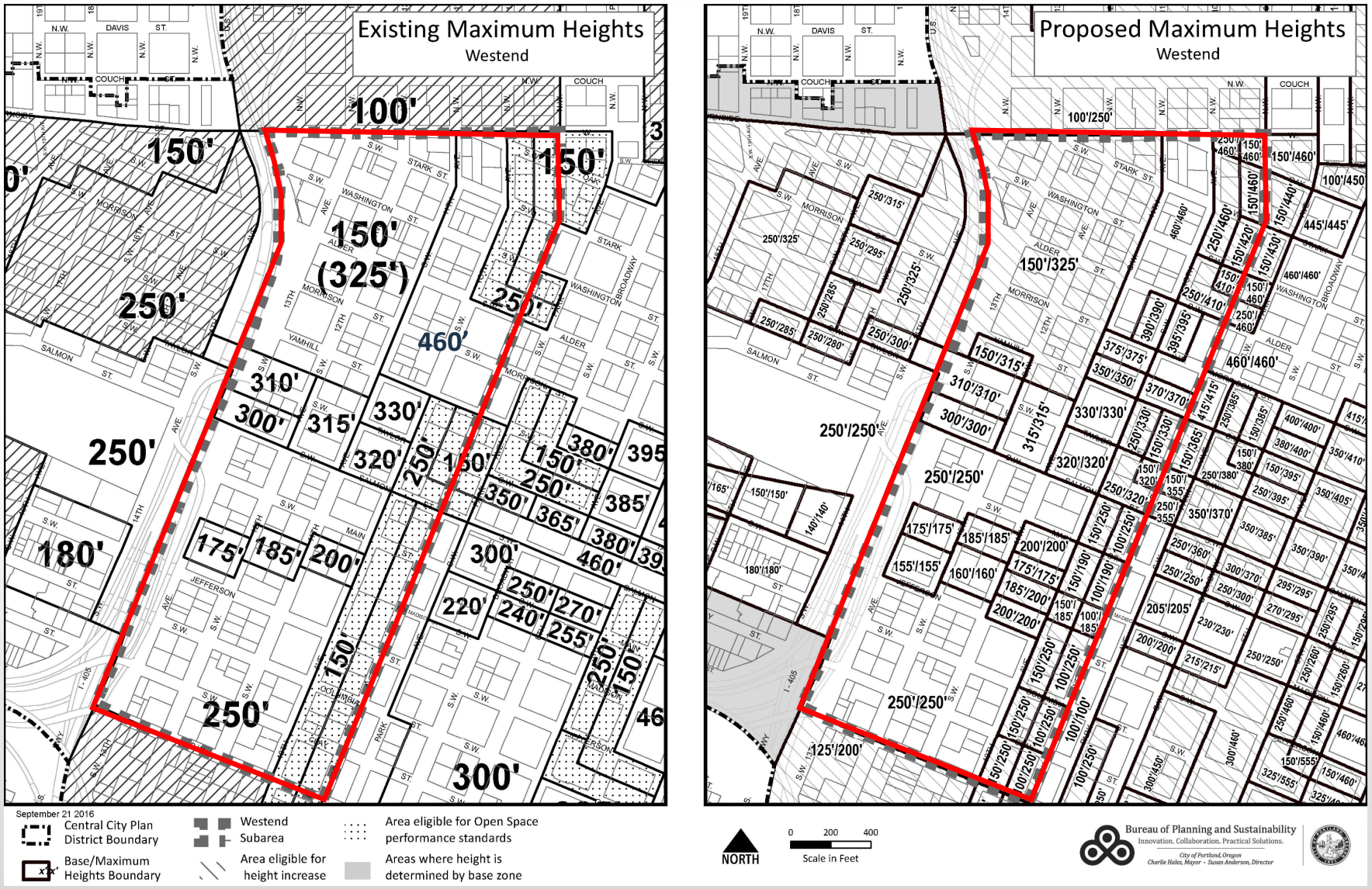
	Existing	Proposed	Request	Amendment
Base	125' & 150'	125' & 150'	250'	125'
Bonus	None	None	None	150' & 200'

24149

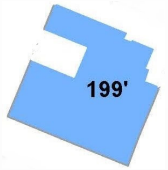
C3: University District/South Downtown



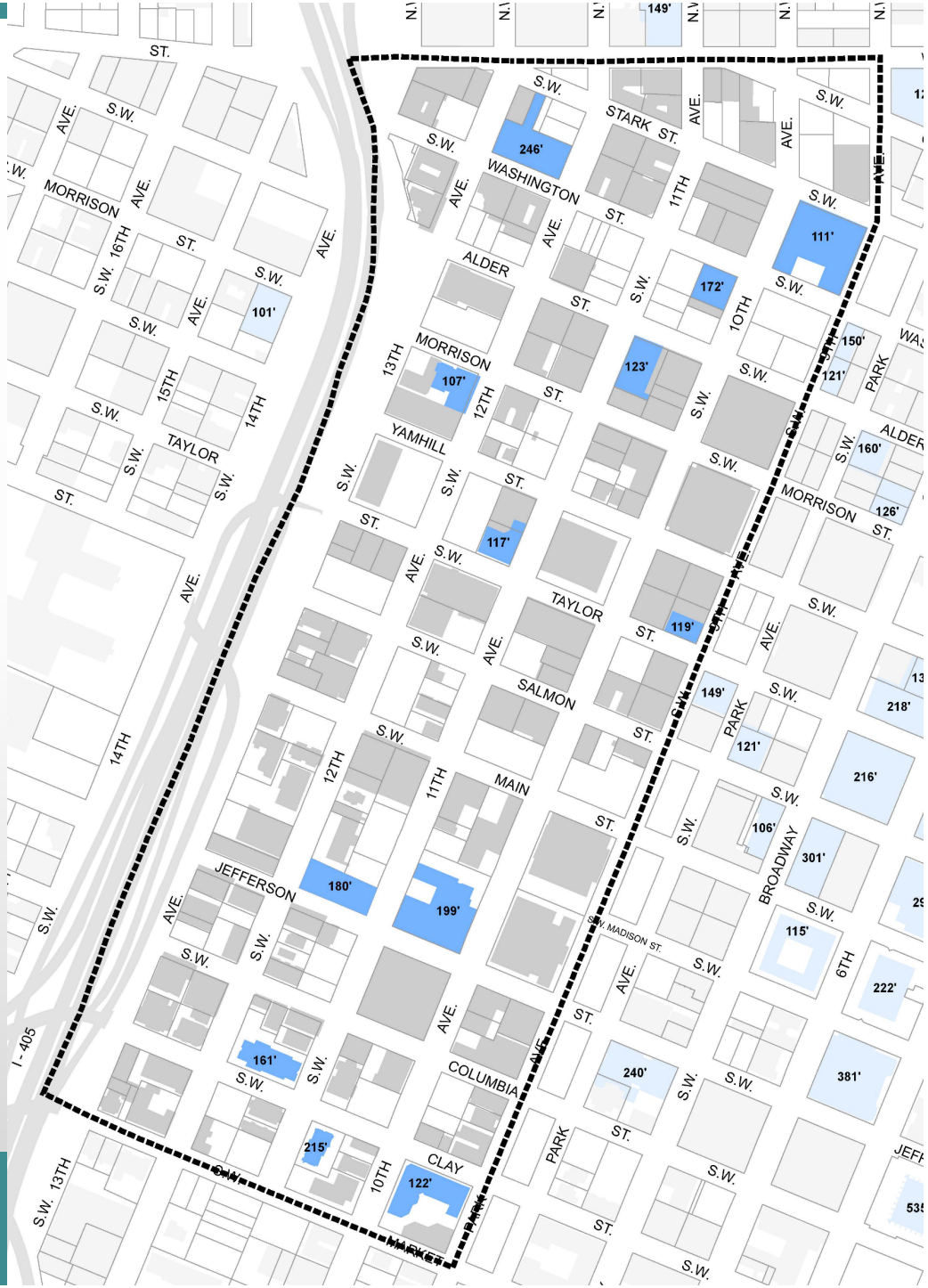
C8: West End


Existing Maximum Heights
Westend
Proposed Maximum Heights
Westend
September 21 2016
Central City Plan District Boundary
Base/Maximum Heights Boundary
Westend Subarea
Area eligible for height increase
Area eligible for Open Space performance standards
Areas where height is determined by base zone
NORTH
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Scale in Feet
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C8: West End



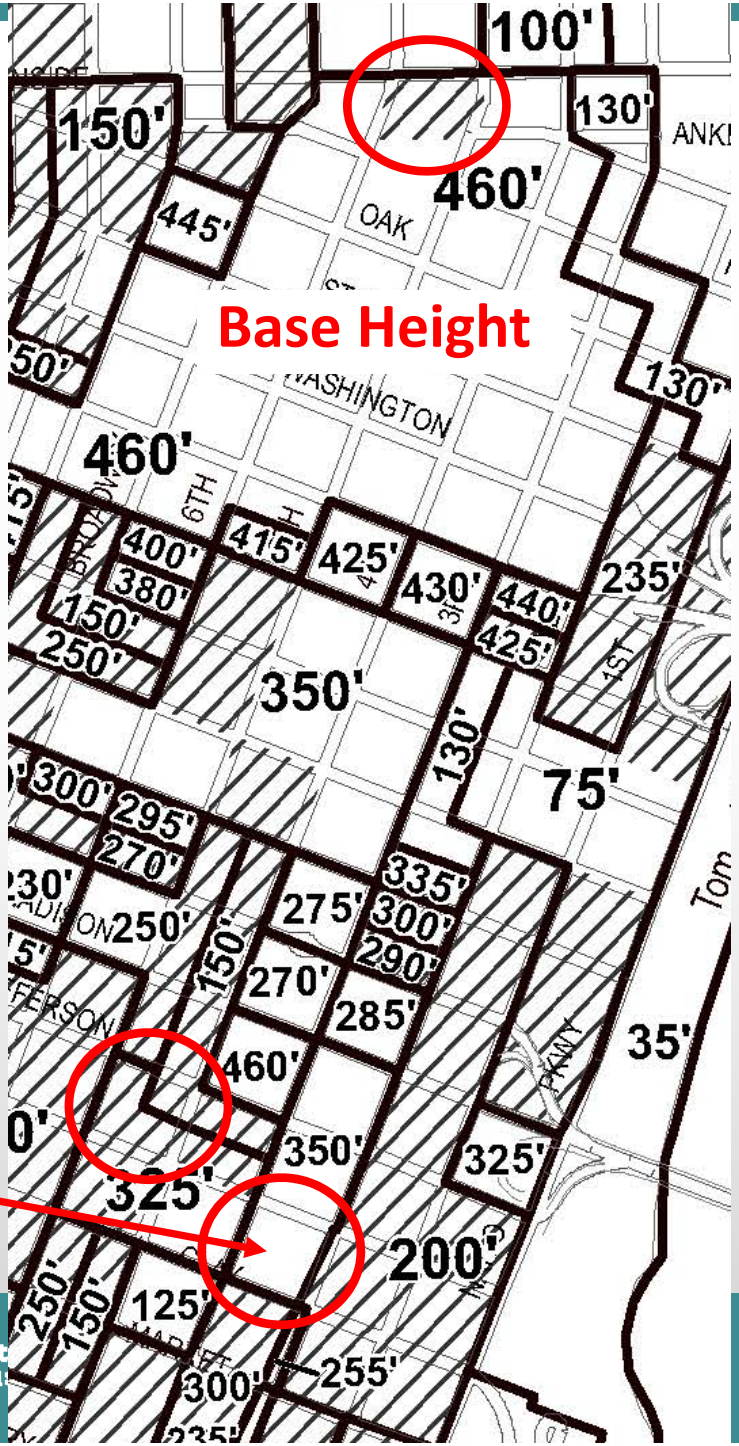
Existing buildings exceeding 100’

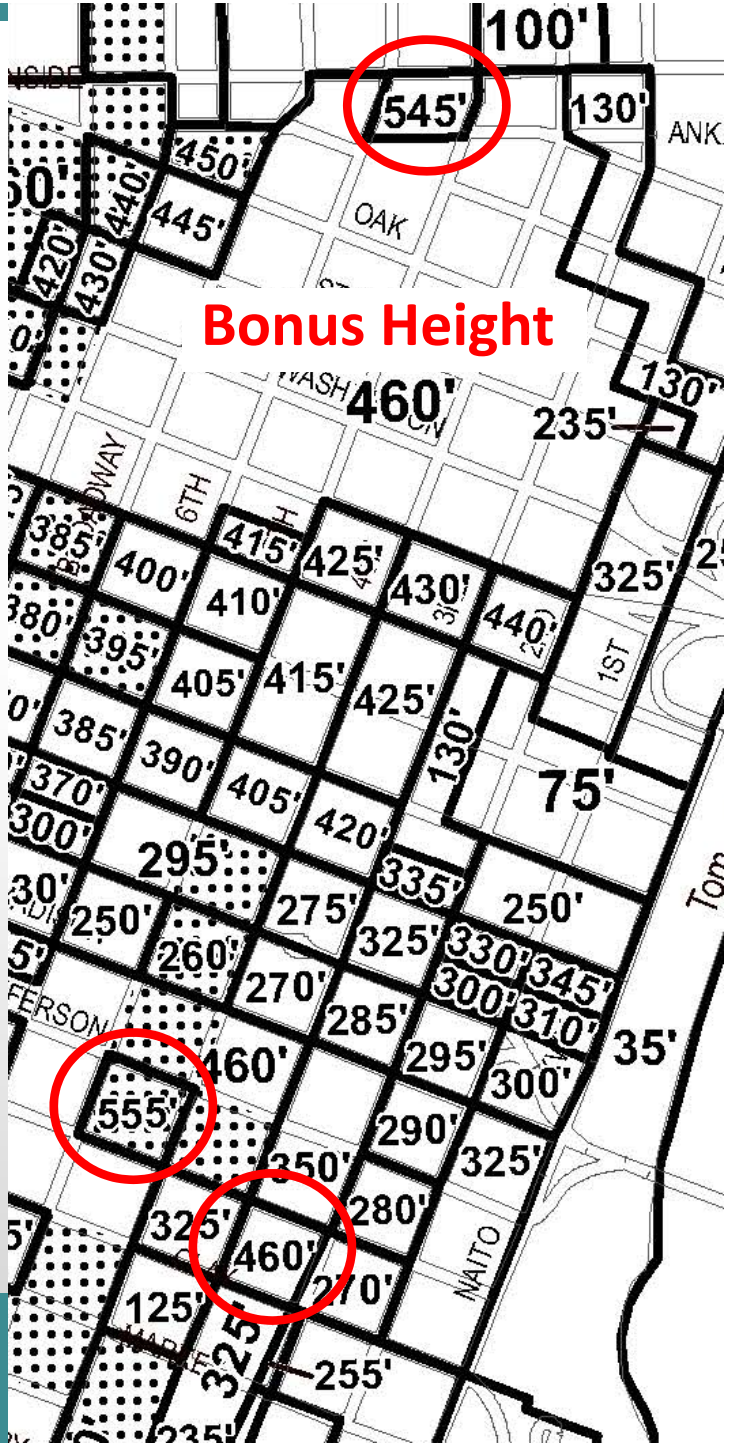


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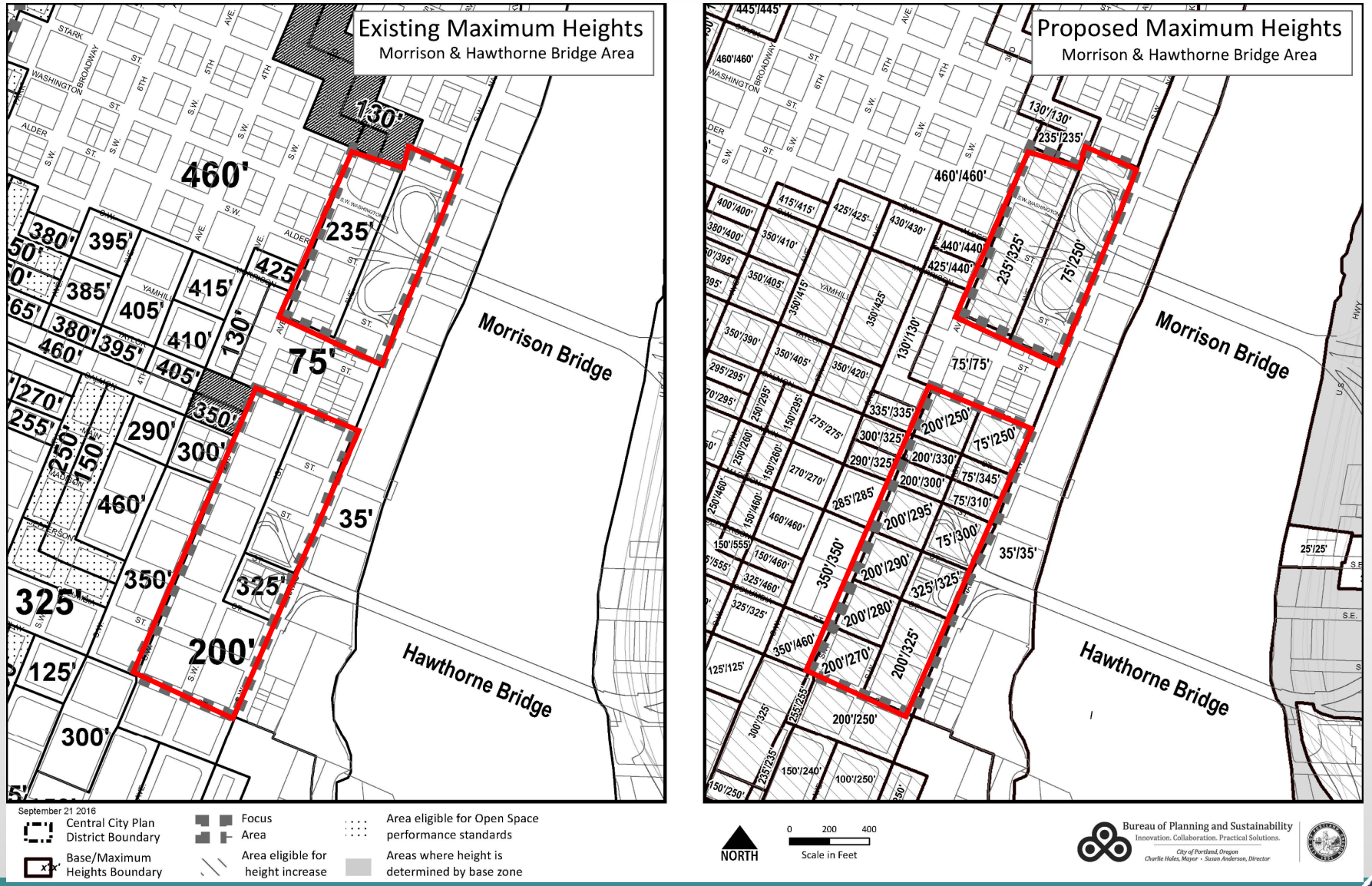
C4: Downtown non-conforming height

Add “Hatching”

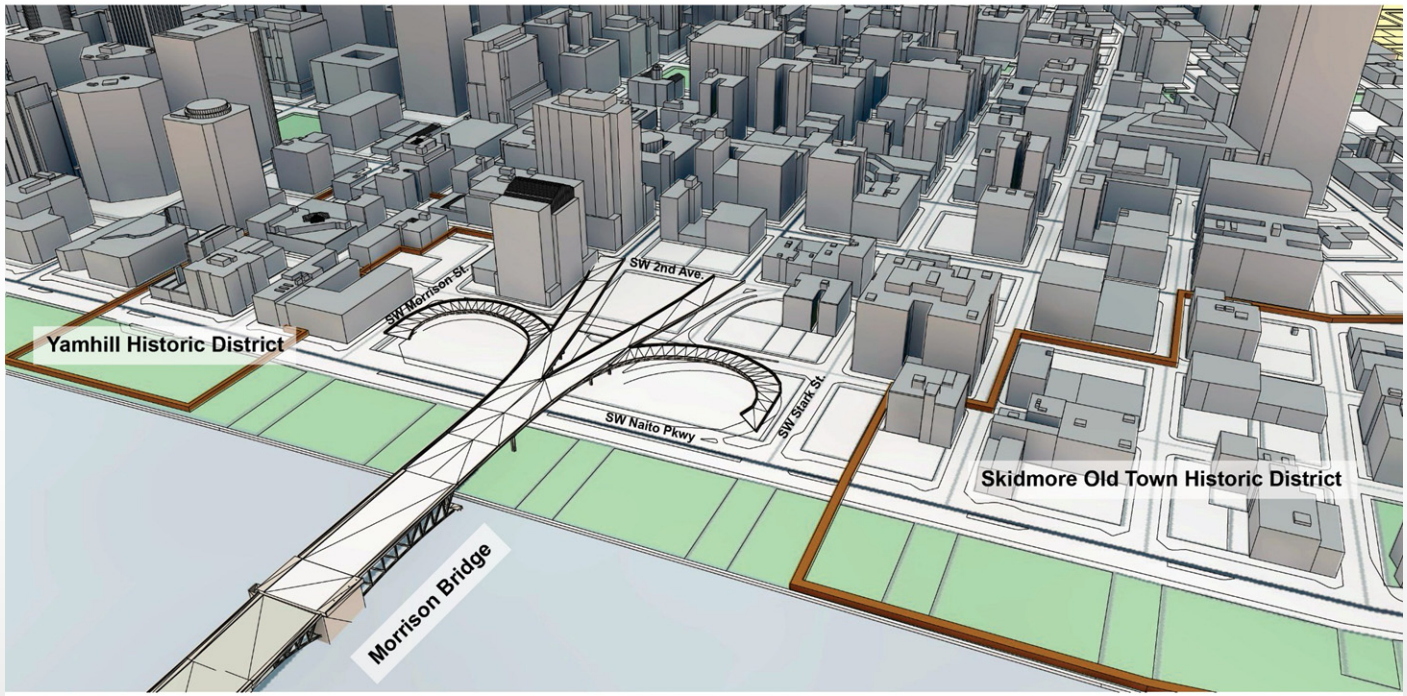




C6: Bridgeheads



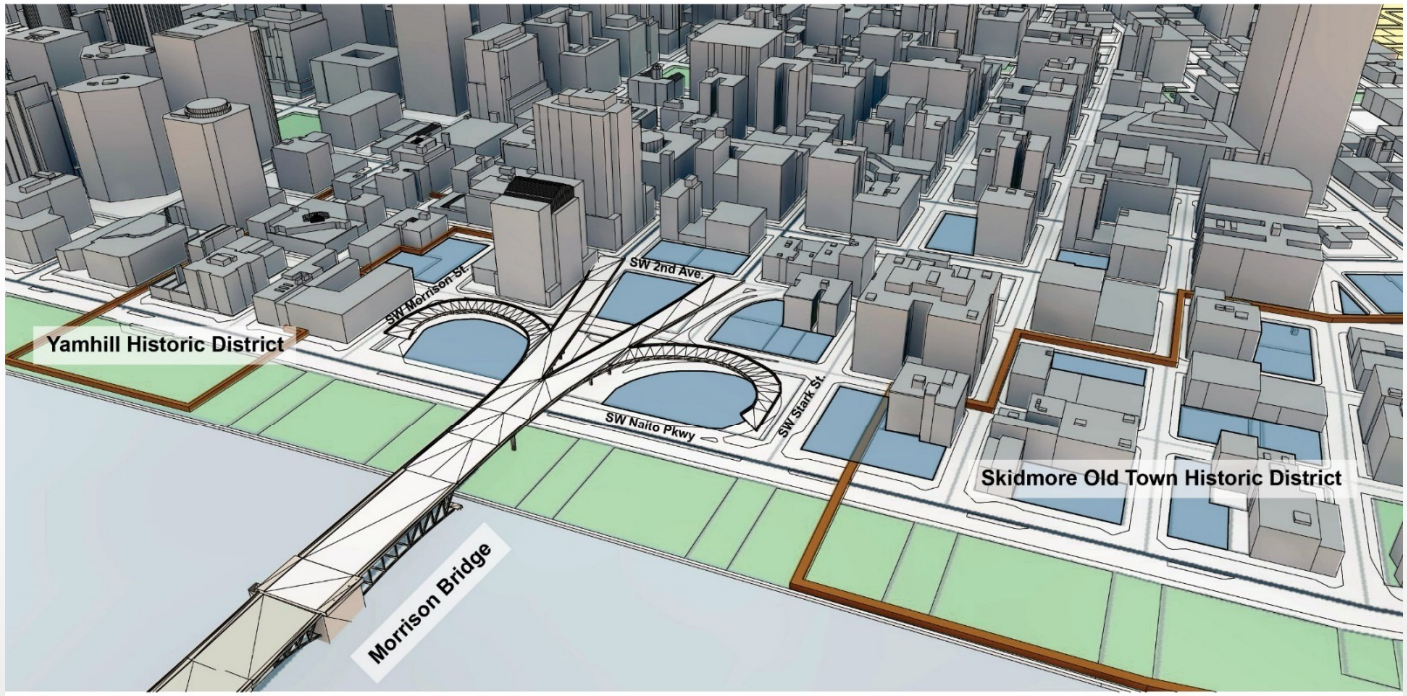
C6: Bridgeheads



Morrison Bridgehead
Existing Conditions

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10-06-14

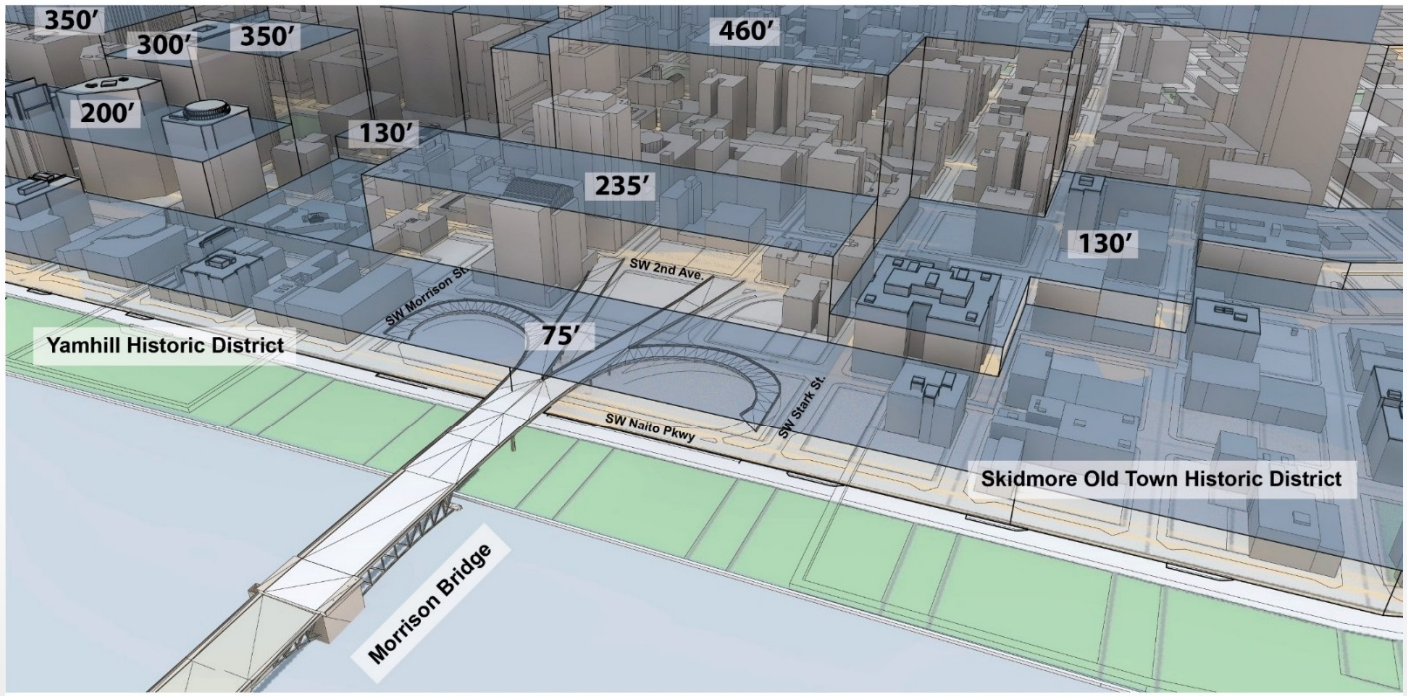
C6: Bridgeheads



Morrison Bridgehead
Redevelopment Sites

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10-06-14

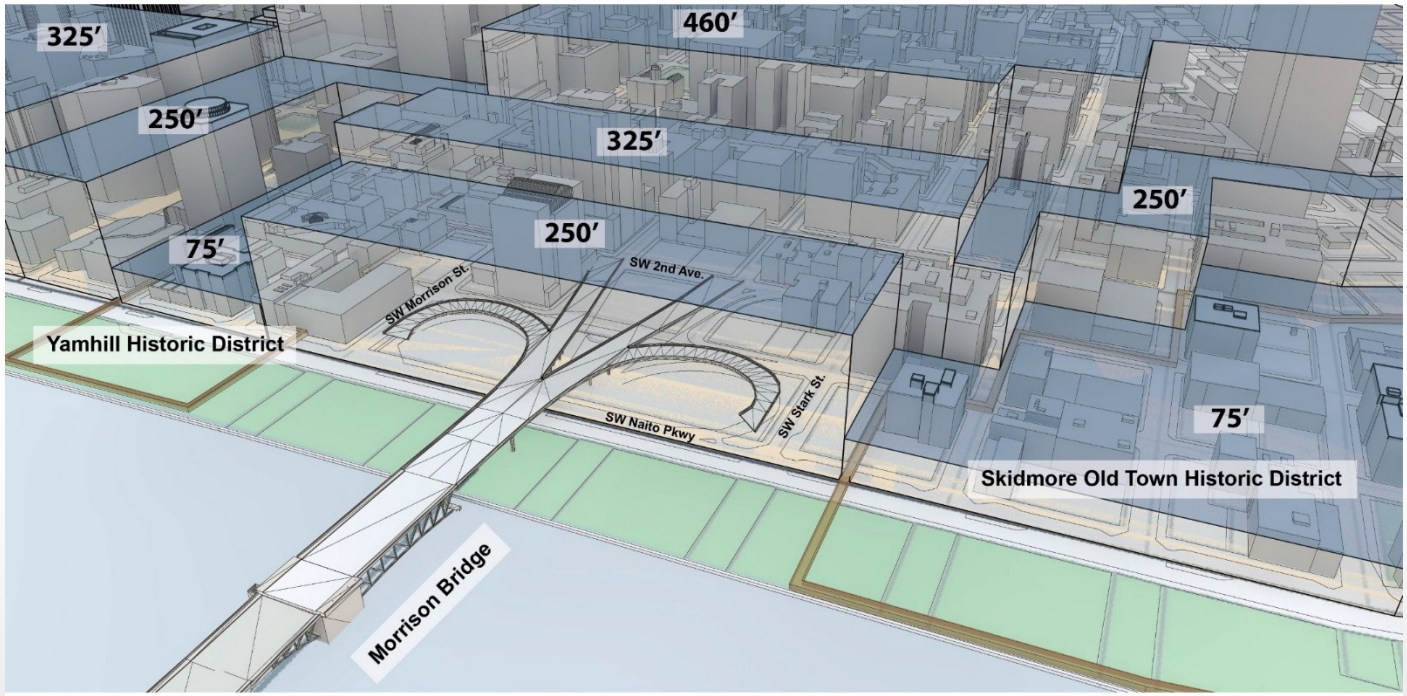
C6: Bridgeheads



Morrison Bridgehead
Existing Max Height Extrusions

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10-06-14

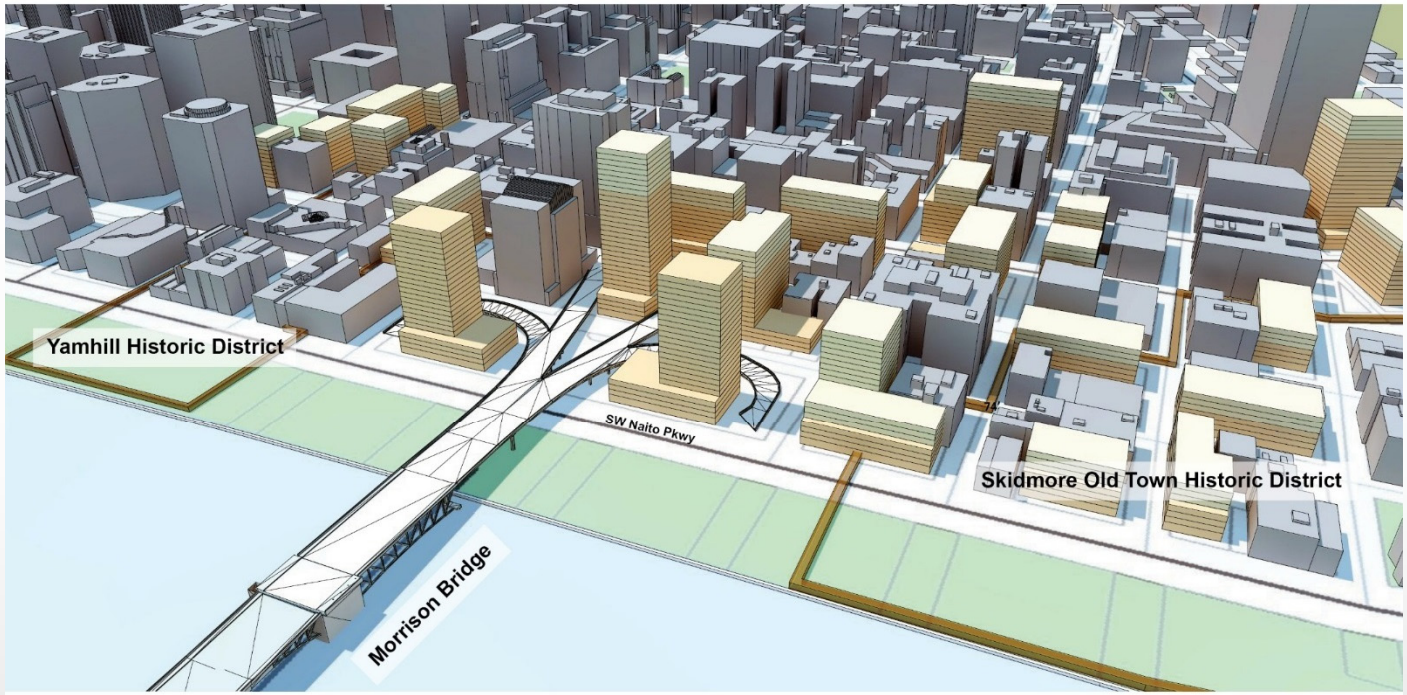
C6: Bridgeheads



Morrison Bridgehead
Proposed Max Height Extrusions

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10-06-14

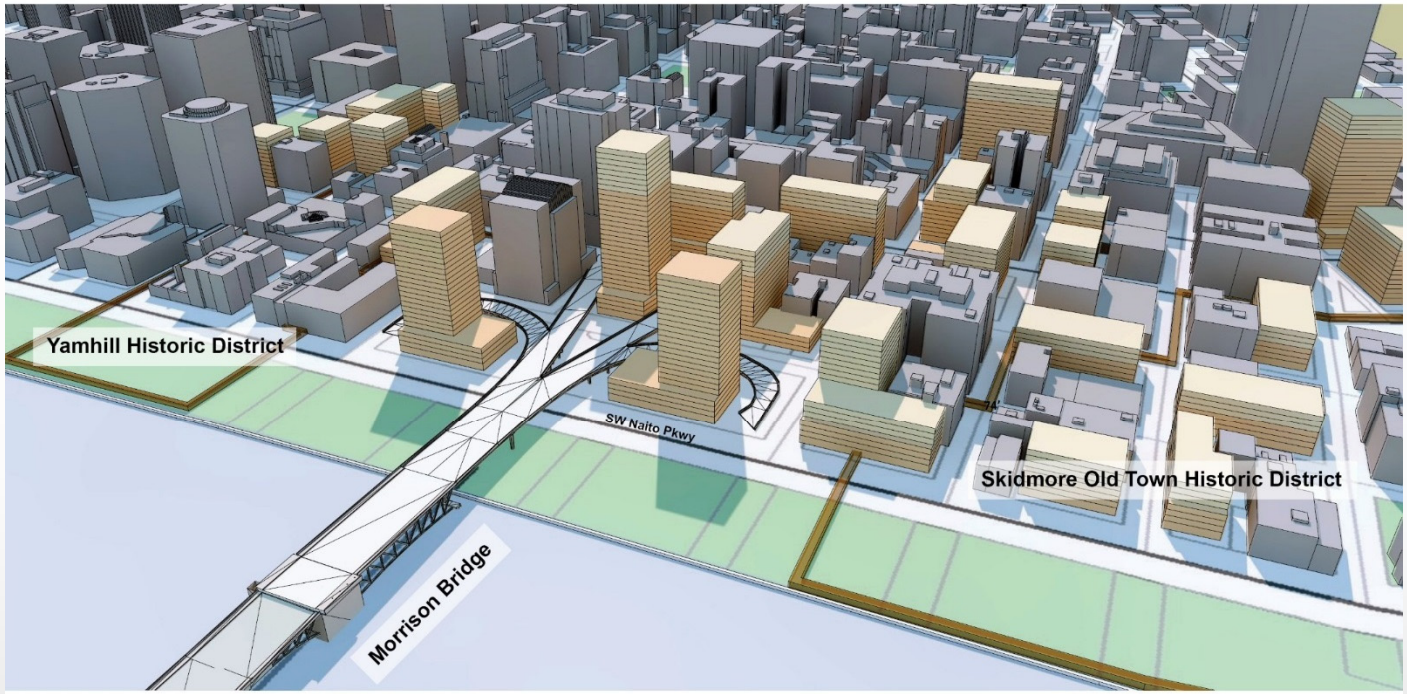
C6: Bridgeheads



Morrison Bridgehead
FAR calculated Building Volumes with Proposed Heights
Shadow Study: April 21st 12:00 PM

DRAFT
10-06-14

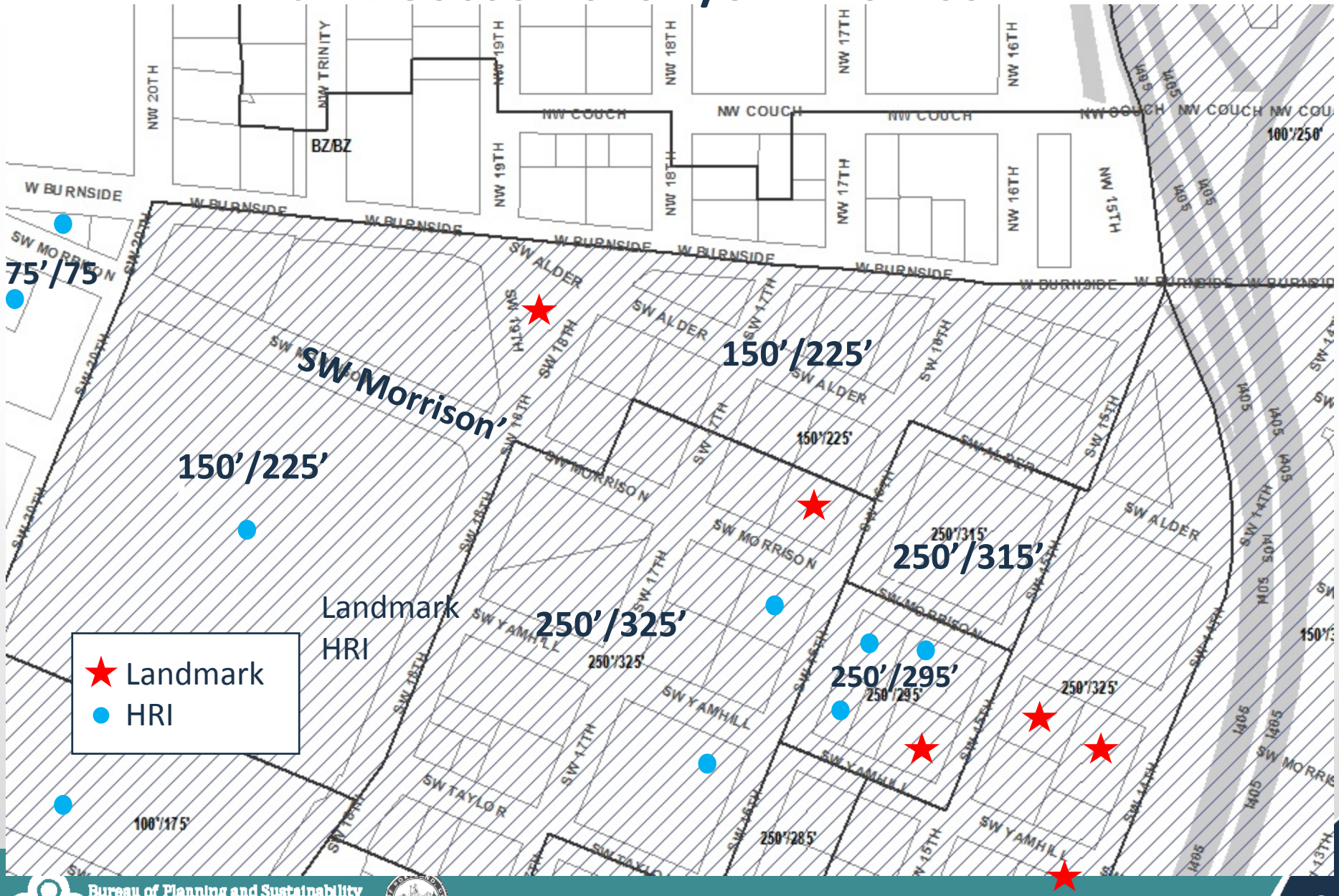
C6: Bridgeheads



Morrison Bridgehead
FAR calculated Building Volumes with Proposed Heights
Shadow Study: April 21st 03:00 PM

DRAFT
10-06-14

C11: Goose Hollow/SW Morrison



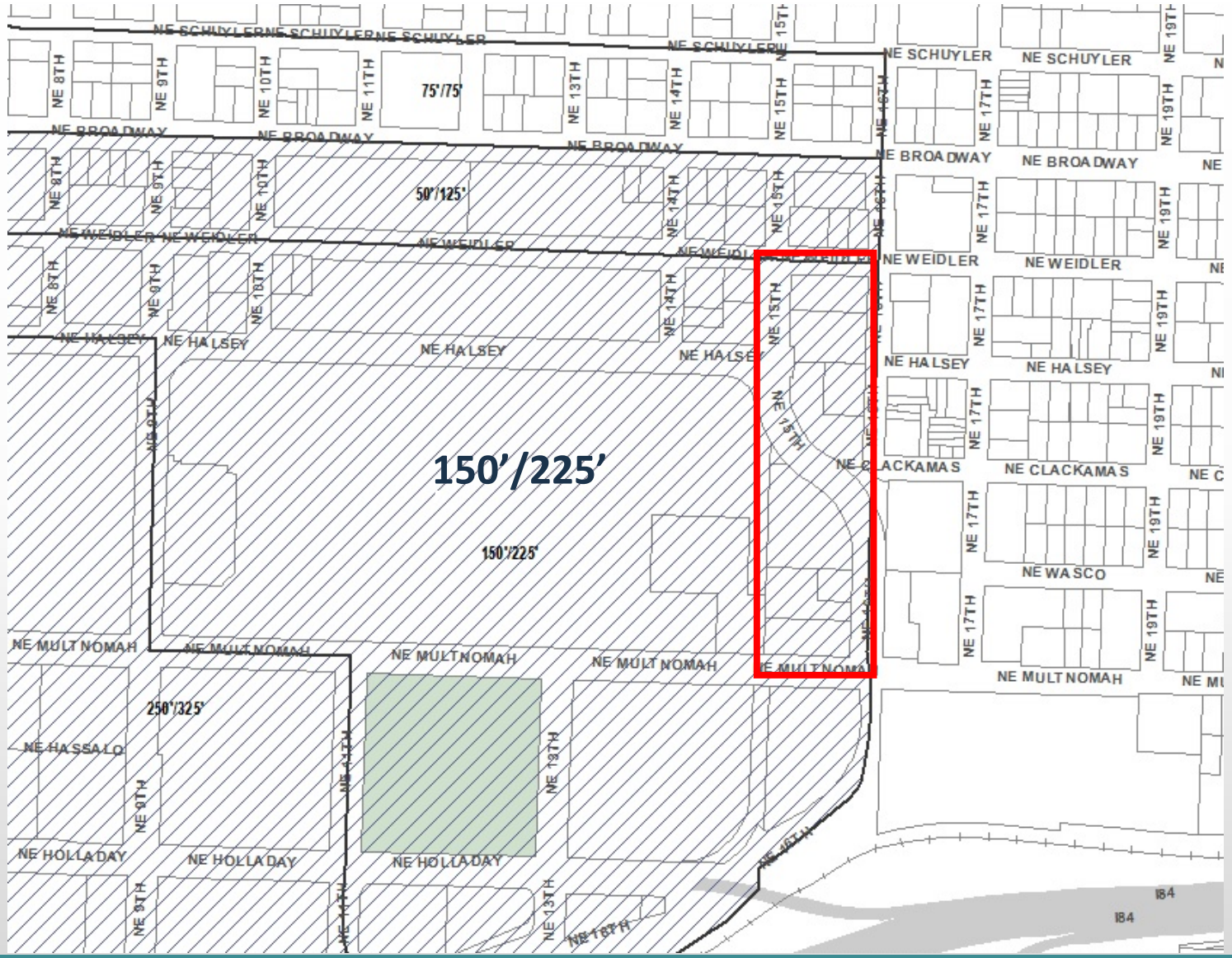
24161

C12: Goose Hollow



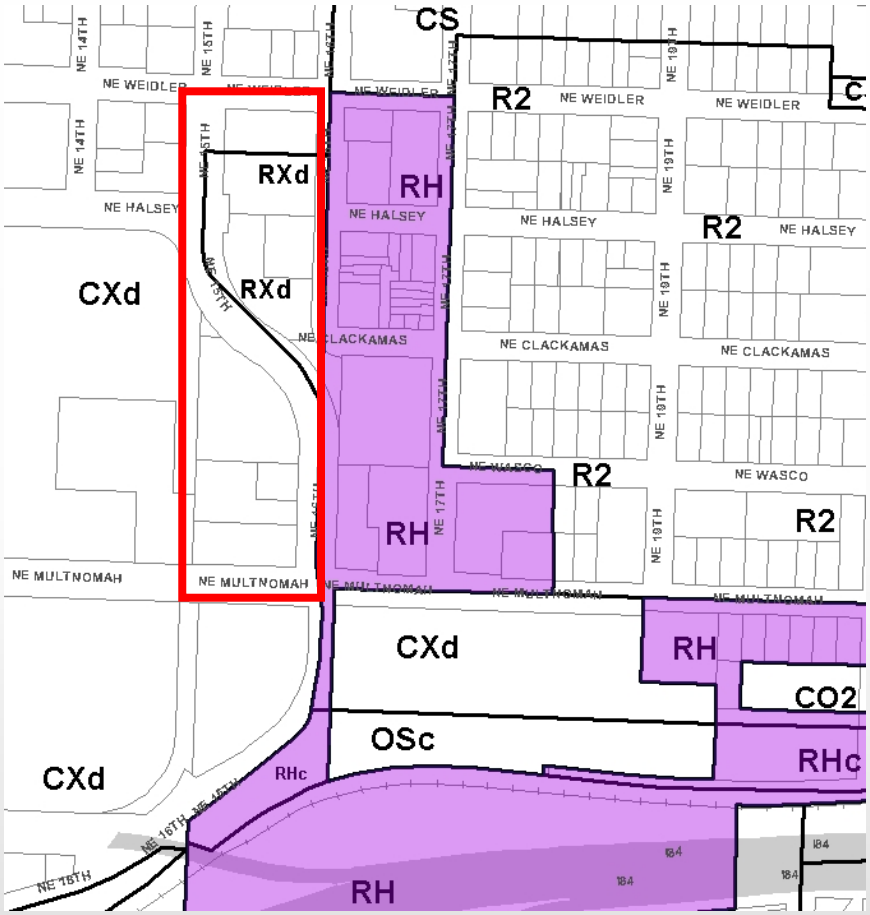
24162

C15: Lloyd District Edge



24163

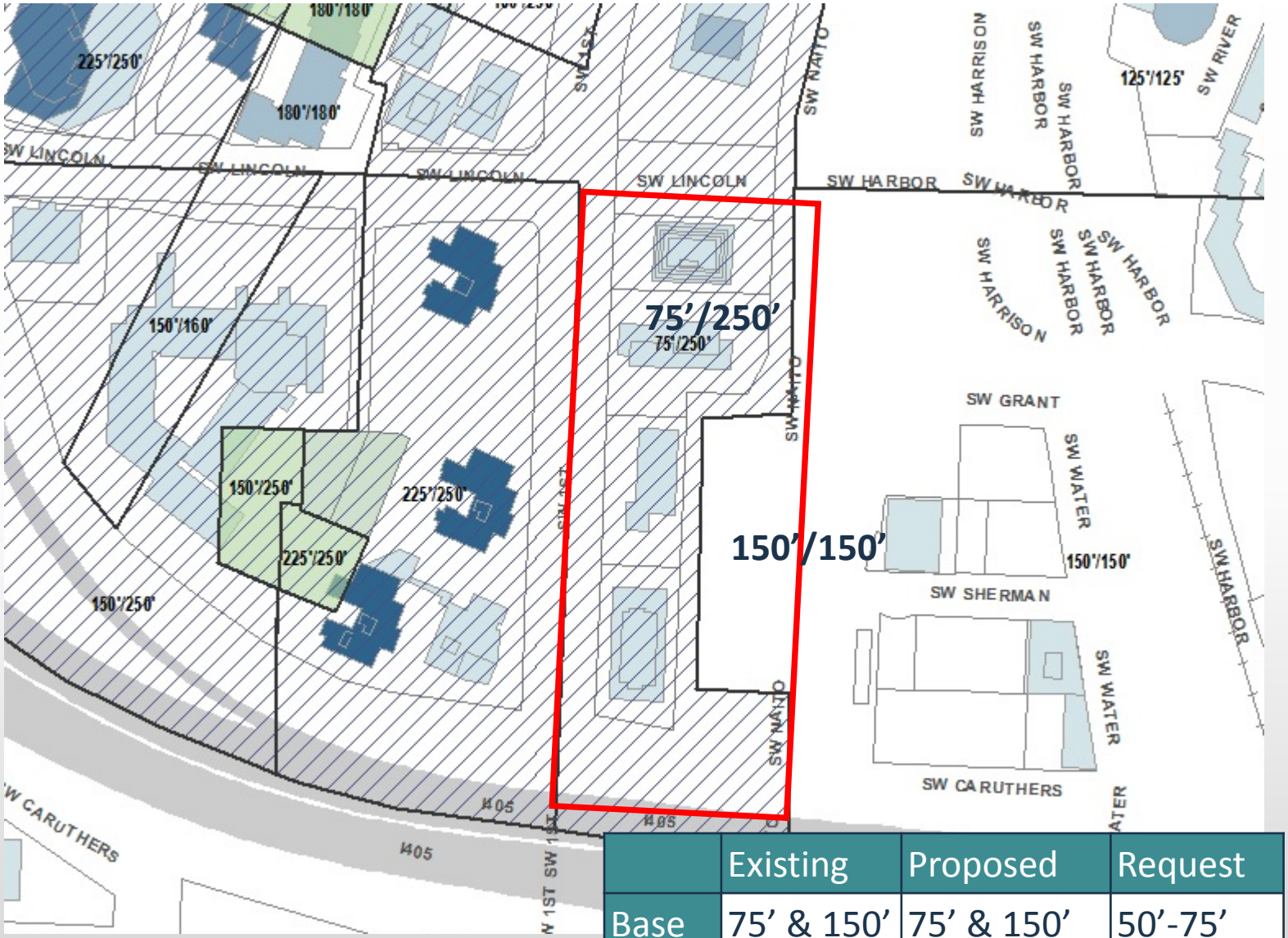
C15: Lloyd District Edge





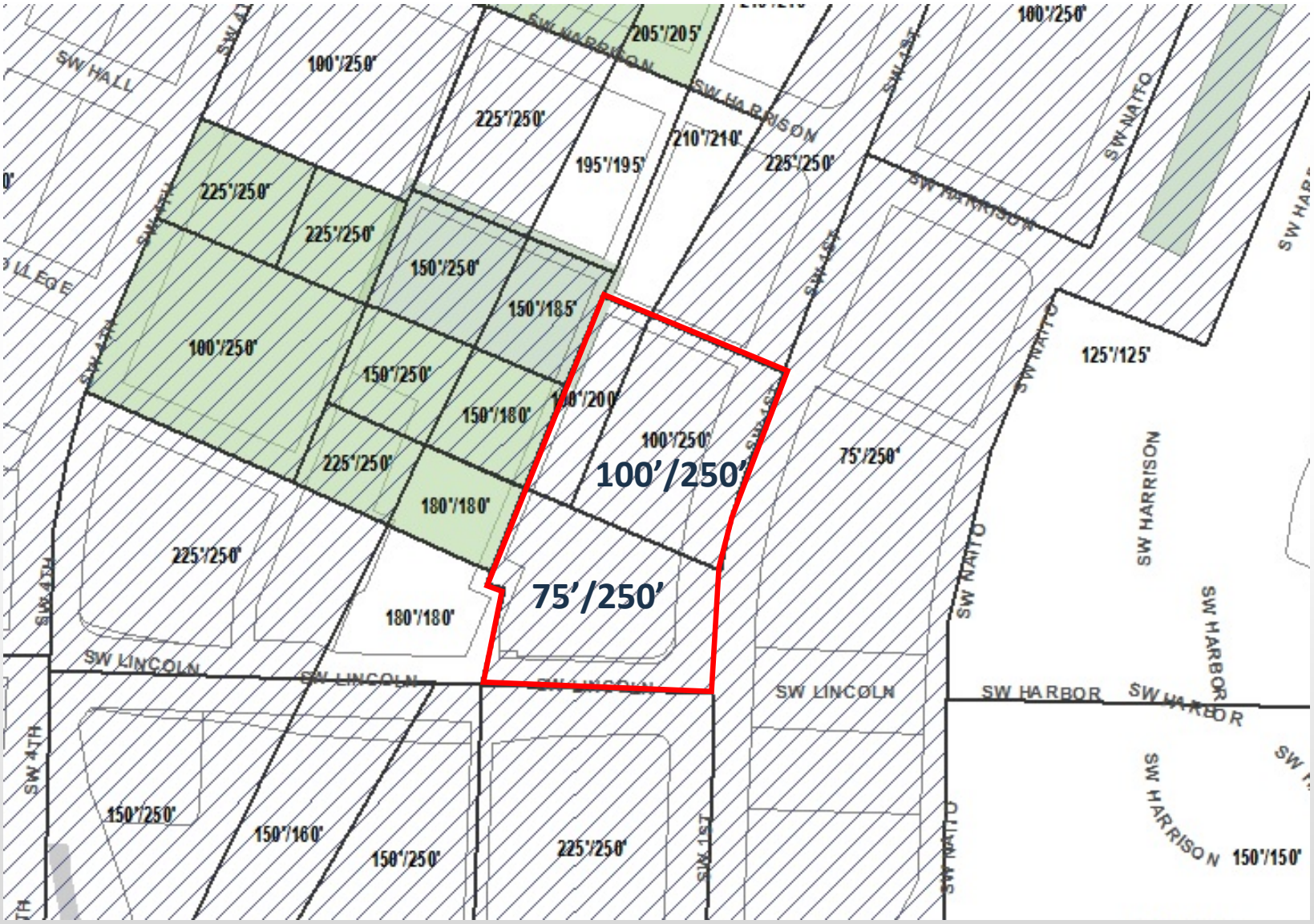
RH Max Height = 75’ (100’ if within 1,000’ of MAX Station)

C16: South Auditorium Area



	Existing	Proposed	Request
Base	75’ & 150’	75’ & 150’	50’-75’
Bonus	None	250’ & 150’	None

C17: South Auditorium Area



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Decision Table B. Scenic Resources

Comments regarding views and scenic resources formed one of the predominant themes at the PSC hearings for CC2035. The information below is organized by scenic view. Please see the scenic resource memo for context and background information.

Contents of Decision Packet B: Scenic Resources

- Decision Table B
- Scenic Resource Memo

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
B1 and **Memo**	20458, 20462, 20463, 20467, 20468, 20469, 20470, 20471, 20472, 20476, 20480, 20484, 20485, 20486, 20488, 20489, 20492, 20493, 20496, 20557, 20571, 20572, 20588, 20661, 20710, 20846, 20942, 20946, 21055, 21065	Lee Lustburg Jacquie Siewert-Schade Sharon Lumbatobing Terry Gerlach Kate Giavanti Carol Handy Margaret Keeler Mickey Kimijima Michiko Kornhauser Carol MacLeod Dede DeJager Barton Whalen Calvin Tanabe Sylvia Skarstad Carol L Otis Garth Massey Travers Polak Barbara Bell Janelle Jimerson Desirae Wood Mary Reece Cathy Rudd Bruce Guenther Bill Hughes Meryl A. Redisch—Urban Forestry Commission Meryl A. Redisch—Urban Forestry Commission Mary Reece Michael Ellena Michael Ellena Kristen Dozono	View of Mt Hood from Japanese Garden	Limit tree removal within a portion of the historic panorama and prohibit structures within the view of Mt Hood down to 1,000 feet below timberline. Preserve trees through the rest of the historic view.	1. Allow tree removal to reestablish the entire historic panorama. 2. Establish a view of Mt St Helens. 3. Support keeping trees on steep slopes. The Japanese Garden is designed around an expansive panoramic view that included (in 1971) the Rose Garden in the foreground, the downtown skyline in the mid-ground and Mt Hood in the back ground.	**Retain Proposed Draft version**	Tree canopy within the Japanese Garden and within the Rose Garden is located on steep slopes. Minimizing tree removal is important for maintaining slope stability as well as supporting other functions of the trees including stormwater management, air cooling, wildlife habitat and access to nature. The value of the trees outweighs restoring a view of the entire city skyline. Limiting the view of the city skyline to that below and around Mt Hood balances the value of the view and the value of the existing tree canopy. This limitation also supports the expert panel's results that the vegetation in the foreground is a contributing factor to the view itself.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
B2 and **Memo**	20301, 20302, 20309, 20328, 20385, 20396, 20401, 20403, 20446, 20452, 20461, 20823, 20856, 20899, 20932, 20936, 20941, 20943, 21011, 21022, 21049, 21050, 21093	Tracy Prince—Goose Hollow Foothills League Michael Molinaro Joanna Malaczynski Denise Archer Nancy Seton Mark Velky Liz Cooksey Daniel Salomon Ellen Davidson Levine Richard Potestio Cliff Weber Susan Younie Peggy Moretti – Restore Oregon Mark Velky Elizabeth Cooksey Elizabeth L Perris Rob Fallow – Jefferson Holdings LLC Tracy J. Prince Kal Toth Cliff Weber Liz Cooksey Elizabeth Perris Bill Failing	View of Vista Bridge from Jefferson Street	Continue to protect the view of Vista Bridge from the Jefferson St/I-405 Overpass; adjust height limits to account for existing development and vegetation	1. Protect the view of Vista Bridge by keeping the existing height limits. 2. Allow for 5-over-1 construction on Jefferson St. 3. Move the viewpoint to a location where more of the bridge can be seen.	**Proposed amendment to increase maximum heights along the north side of Jefferson St to 75ft.** **Proposed amendment to add a viewpoint at Collins Circle and actions to develop a formal viewpoint and improve pedestrian connectivity at Collins Circle.**	Allowing 75ft of height along the north side of Jefferson St support redevelopment of the commercial corridor because 75ft allows for 5-over-1 construction. The view of Vista Bridge from the I405 overpass is slightly impacted by the additional height. The view of Vista Bridge from I405 overpass is only seen from auto or bike. Adding a viewpoint at Collin Circle and developing the viewpoint will provide a safe location for the public to view the Vista Bridge.	☒	☐ Support staff rec. ☐ Other

B3 and **Memo**	20298, 20301, 20328, 20330, 20335, 20360, 20385, 20393, 20396, 20400, 20405, 20427, 20431, 20506, 20694, 20698, 20826, 20832, 20835, 20842, 20844, 20854, 20896,	JD Watumull Tracy Prince--Goose Hollow Foothills League Denise Archer Gary Rennberg—Eastside Plating Darin D. Honn—Sussman Shank LLP on behalf of MadAve Carrie Richter—Garvey Shubert Barer Law; on behalf of MadAve, LLC Nancy Seton Jim Morton Mark Velky Tracy Prince Stephen Salomon Sara Edy Dave Moore Peter Fry—Central Eastside Industrial Council Bob Bowden Jonathan Malsin—BEAM Development Ty K. Wyman on behalf of Grand & Salmon, LLC (Julie Bennett); Gulsons, LLC (Jaidev Watumull); PJM Bldng. I LLC (Priscilla Morehouse); Honeycutt Properties, LLC (Edwin Honeycutt); Kar Parts Service, Inc. (Frank Kidd); Edy, Morton & Edy, LLC (James Edy & James Morton); Club Wong, LLC (So Hin Wong); Coho Crossing, LLC (Emma Pelett). Patrick Gortmaker—Kalberer Co. Stephen Neal Solomon Sara Edy Bob Bowden Martha Bennett, Metro Eric Cress—Urban Development Partners Mark Velky	View of Mt Hood from Salmon Springs	Keep the current viewpoint located at Salmon Springs in Waterfront Park and establish height limits to protect the view of Mt Hood.	1. Do not protect the view of Mt Hood from this viewpoint. Maintain existing maximum heights along the MLK/Grand corridor 2. Support to protect the view of Mt Hood from this viewpoint as an important part of Waterfront Park and regional tourism.	**Proposed amendment to narrow the view corridor and bring the bottom elevation up to timberline.**	Overall, the policy approach is to protect one of the 5 views of Mt Hood from the west side Greenway Trail/Waterfront Park and this is the best location because it has the fewest economic impacts and is at a developed and highly used viewpoint. The impacts to properties can be reduced by narrowing the view corridor slightly (15 properties are removed). Currently, existing vegetation obscures the view of 1,000 ft below timberline, so moving the elevation up to timberline recognizes the existing conflicts. This also allows for an additional 15 ft (one story) of development within the MLK/Grand Corridor.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
	20899, 20902, 20905, 20932, 20943, 20945, 20947, 20948, 20986, 20988, 20993, 21006, 21007, 21020, 21021, 21052, 21054, 21056, 21059, 21070, 21074, 21044, 20886	Emma Pelett Carrie A. Richter-Garvey Shubert Barer Law; on behalf of MadAve, LLC Elizabeth Cooksey Tracy J. Prince Brad Malsin Peter Fry- Central Eastside Industrial Council Dean Alterman-Folawn, Alterman, Richardson LLP; on behalf of George and Beverly Nase Jordan Menashe Allison Reynolds-Perkins Coie LLP; on behalf of Menashe Property, Inc. Susan Lindsay Barry Menashe Dean Alterman John Bennett Jason Bader Jean Pierre Veillet Gary Rehnberg Daren Honn Dave Moore Emma Pelett So Hin Wong Lisa Abuaf, Portland Development Commission Faye Brown—Portland Development Commission							

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
B4 and **Memo**	20301, 20302, 20309, 20315, 20317, 20318, 20328, 20385, 20396, 20401, 20403, 20446, 20452, 20461, 20823, 20856, 20899, 20932, 20936, 20943, 21011, 21022, 21049, 21093	Tracy Prince-Goose Hollow Foothills League Michael Molinaro Joanna Malaczynski Claire C Lematta Wendy Macdonald Alison Rosenfeld Denise Archer Nancy Seton Mark Velky Liz Cooksey Daniel Salomon Ellen Davidson Levine Richard Potestio Cliff Weber Susan Younie Peggy Moretti-Restore Oregon Mark Velky Elizabeth Cooksey Elizabeth L Perris Tracy J. Prince Kal Toth Cliff Weber Liz Cooksey Bill Failing	View of Mt Hood from Vista Bridge	Keep the current viewpoint designation and protect the view of Mt Hood down to 1,000 feet below timberline where visible.	Keep entire existing view of Mt Hood. The testimony requested that the view of Mt Hood be preserved to 1,000 feet below timberline; however, the images included in the testimony show keeping the entirety of the existing view which is well below 1,000 feet on the south side of the view corridor. The rationale is that this view is iconic and needs to be preserved.	**Retain Proposed Draft version**	The current proposal follows the policy priority of protecting existing views of Mt Hood down to 1,000 feet below timberline when visible.	☐	☐ Support staff rec. ☐ Other
B5 and **Memo**	20359, 20506, 20698, 20896, 20926, 20945, 21067	Peter Finley Fry-on behalf of Joe Angel Peter Fry-Central Eastside Industrial Council Jonathan Malsin-BEAM Development Eric Cress-Urban Development Partners Damien R. Hall-Ball Janik LLP; on behalf of Joe Angel Brad Malsin Damien Hall on behalf of Joe Angel	View of City Skyline from Sullivan's Gulch/I-84	Move the viewpoint from the 12th St overpass to a new bike/ped overpass and prohibit conflicting uses within the view of the city skyline and West Hills	Retire the viewpoint and do not protect the view. Testimony stated that there are no height limits associated with this view and applying height limits would have negative economic impacts that outweigh the value of the view (this is incorrect). In addition, it is argued that the view of the eastside skyline is part of the view.	**Retain Proposed Draft version**	The testimony was incorrect. There are existing height limits associated with this view. Currently a height limit of 80 feet applies to most of the property at 430 NE Lloyd Blvd. By relocating the viewpoint, the proposal would remove half of the property from the view corridor. The heights on that half would increase to 250 feet (325 feet w/bonus). The remainder of the site would have a 70-foot height limit. Other than along the Eastbank Esplanade, there are very few views from the eastside looking west; due primarily to the topography. This is one of 3 proposed for protection.	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
B6 and **Memo**	20333, 20355, 20379, 20506, 20698, 20896, 20932, 20945, 20947	Dana Krawczuk-Perkins Coie LLP; on behalf of Haithem Toulan Dana Krawczuk on behalf of Haithem Toulan Haithem Toulan Peter Fry-Central Eastside Industrial Council Jonathan Malsin-BEAM Development Eric Cress- Urban Development Partners Elizabeth Cooksey Brad Malsin Peter Fry--Central Eastside Industrial Council	View of Mt Hood from Tilikum Crossing	Designate a new viewpoint on Tilikum Crossing and establish height limits to protect the view of Mt Hood	Do not protect the view of Mt Hood from Tilikum Crossing. Protecting the view of Mt Hood from Tilikum Crossing will have negative economic impacts that outweigh the value of the view.	**Retain Proposed Draft version**	Tilikum Crossing was designed with two bumpouts that allow people to move out of traffic and enjoy the views. Of the two views of Mt Hood the one proposed for protection has the least economic impacts and a slightly higher ranked view. Most of the sites impacted by heights are large and can move the FAR on their site to realize heights outside of the view corridor. The property in question has more than 40,000 sf (a city block) outside of the view corridor where FAR can be used.	☐	☐ Support staff rec. ☐ Other
B7 and **Memo**	20663	Greg Goodman Downtown Development Group	View of Mt Hood and Mt St Helens from Upper Hall	Keep the current viewpoint designation but remove protection of the view of Mt Hood and apply new protections of the views of Mt St Helens and Mt Adams	Do not protect the view of Mt Hood from Upper Hall. The viewpoint is not used by the general public, it is not easily accessible and reduces development capacity on properties in the West End and Downtown Districts.	**Retain Proposed Draft version**	There are few protected views of Mt St Helens and Mt Adams and most are from Washington Park. This view, although from a neighborhood street that is not used much by the general public, provides a panorama view of the mountains and the skyline. Few BLI sites are impacted by the height limits. The height limits mostly impact bonus height, not base height, and are set at 350 ft to 440 ft which still allows for bonuses and tall buildings. In addition, very little vegetation would need to be pruned or removed to keep the views.	☐	☐ Support staff rec. ☐ Other
B8 and **Memo**	20301, 20321, 20400	Tracy Prince- Goose Hollow Foothills League Rod & Susan Reid Tracy Prince	General views from West Hills	Of the 11 viewpoints in the West Hills, 3 have a limit or prohibit decision, 3 are not significant, 5 have an allow decision and 1 is retired.	1. Keep at least a limit decision for all views in the West Hills. 2. Keep the view from SW14. 3. General support for maintaining tree canopy. SW14 is located at the top of public staircase and other viewpoints at top of staircases have a limit decision. Generally, the historic views should be protected and maintained.	**Retain Proposed Draft version**	The proposal balances the value of the views and the value of trees. In order to keep these views, trees on steep slopes would have to be removed. Trees provide important functions including slope stability, stormwater management, air cooling, wildlife habitat and access to nature. Maintaining and increasing tree canopy is one of the primary goals of the Central City 2035 Plan. Although SW14 is at the top of a public staircase it is a Tier III view. All Tier III views are not significant due to the poor quality of the view (based on the expert panel review).	☐	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Topic	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
B9 and **Memo**	20939	Michael Harrison--Oregon Health and Sciences University	South Waterfront View Street	Keep the current view street alignments and special building setbacks as were proposed in the South Waterfront Plan	Move the view street alignment from SW Mead St to SW Porter St.	**Proposed amendment to relocate view street from SW Mead St to SW Porter St**	As development has occurred the street alignments have shifted from the original plan. As a result, the topography and street alignments do not provide a view of the riverfront along SW Mead St. Staff propose to shift the view street designation, and special building setbacks, one block south to SW Porter St. This will keep the approach of view corridors throughout the district while reflecting how the district is developing.	☐	☐ Support staff rec. ☐ Other
B10 and **Memo**	20324, 20392, 20846, 20688	Staci Monroe-Bureau of Development Services Staci Monroe Mike Abbate-PP&R Bob Sallinger-Audubon Society of Portland	Code clean up	Allow tree removal within s overlays that overlap with c or p overlays via a standard instead of review.	Clarify the zoning code standards	**Proposed amendments to clarify the zoning code related to tree removal in view corridors.**	Staff will continue to work on the zoning code to make it clear.	☐	☐ Support staff rec. ☐ Other

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DATE: **September 20, 2016**

TO: **Planning and Sustainability Commission**

FROM: **Mindy Brooks, City Planner**

CC: **Susan Anderson, Director; Joe Zehnder, Chief Planner; Sallie Edmunds, Central City Planning Manager**

SUBJECT: **Central City 2035 - Scenic Resources Protection Plan**

This memo describes the topics brought up in Planning and Sustainability Commission testimony on Central City 2035 (CC2035) related to scenic resource protection and management as presented in *Proposed Draft Central City 2035 Volume 3A*, dated June 20, 2016. This memo is divided into three parts:

Part 1: Background and Methodology (pgs. 3-15) – Part 1 addresses questions about the methodology used to identify views and viewpoints and to evaluate the economic, social, environmental and energy (ESEE) pros and cons associated with protecting views.

Part 2: Discussion Topics (pgs. 16-32) – Part 2 provides detailed explanations and staff recommendations on topics that received a lot of testimony or topics that the commissioners requested additional information about. The work session on September 27, 2016 will focus on these topics and others of interest to the PSC. The topics and the related items from the Decision Table are:

Topic	**Reference # from PSC Decision Table**
Views from Japanese Garden (pg. 16)	B1
View of Vista Bridge from Jefferson Street (pg. 20)	B2
View of Mt Hood from Salmon Springs (pg. 25)	B3

Part 3: Other Topics (pgs. 33-47) – Part 3 provides clarifications and minor corrections. Commissioners may request to discuss any of these topics. The topics and the related items from the Decision Table are:

Topic	Reference # from PSC Decision Table
View of Mt Hood from Vista Bridge (pg. 33)	B4
View of Downtown from Sullivan's Gulch/I-84 (pg. 35)	B5
View of Mt Hood from Tilikum Crossing (pg. 38)	B6
View of Mt St Helens and Mt Adams from SW Upper Hall (pg. 39)	B7
General Views from West Hills (pg. 41)	B8
South Waterfront View Street (pg. 45)	B9
Code Clean-up (pg. 46)	B10

Attachment A lists specific questions from PSC commissioners and response that are not addressed in the body of the memo.

Attachment B includes ordinances and methodologies for the Street Car LID assessments.

Note – The maps in this memo were created for the PSC Work Session and are not necessarily the same as maps presented in the Proposed Draft documents. The data projected on the maps has not changed; only the way it is displayed.

Part 1: Background and Methodology

A. Background

The first official protection of scenic resources was put in place with the adoption of the 1979 *Downtown Plan*. The City set building height restrictions that were intended to protect views of Mt Hood from Washington Park and one view of Mt St Helens from Terwilliger Boulevard. Not long after, the *Terwilliger Parkway Corridor Plan* was adopted in 1983. Terwilliger Boulevard was designated as a scenic drive and multiple viewpoints were developed along the drive. Most of the drive is located outside of the Central City; however, there are some designated views of, or across, the Central City.

With the adoption of Oregon statewide planning Goal 15, Willamette Greenway, the state required local jurisdictions to plan for public access to the Willamette River and protection of the scenic resources associated with the river. In 1987 the City adopted the *Willamette Greenway Plan*, which went into effect in 1988. The plan requires development of a public trail on properties with river frontage and numerous viewpoints along the river where designated. Also in 1988 the *Central City Plan* designated views and viewpoints.

Oregon Statewide Planning Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources, requires local jurisdictions to inventory, evaluate and protect significant scenic resources. In 1989-1990, all of the previous plans were brought together and updated to comply with Goal 5. The 1991 *Scenic Resources Protection Plan* identified 131 scenic resources throughout Portland. Implementation of the plan included application of a Scenic Resources (s) overlay, amendments to the Scenic Resources chapter (33.480) of the zoning code and adjustment of building height restrictions in the Central City (zoning map 510-3).

Since adoption of the Scenic Resources Protection Plan there have been some updates including:

- *1992 Central City Plan District* - Public viewpoints and views were updated on the City's official zoning map to reflect the 1991 *Scenic Resources Protection Plan* and other height changes included in the Plan District. The maximum heights map was updated to better protect specific views, such as the view of Mt Hood from Vista Bridge.
- *2000 Union Station Clock Tower-related FAR and Height Limitations Study* - Maintained height restrictions to continue to protect views of the clock tower, but increased the floor area ratio (FAR) in specific locations and allowed bonuses to be used to increase the maximum height limits.
- *2002 South Waterfront Plan & 2006 Public Views and Visual Permeability Assessment* - Three viewpoints along Terwilliger Parkway and two along the Springwater Corridor Trail were designated and are used to assess development impacts on views across South Waterfront.

<u>Oregon Statewide Planning Goal 5: Open Spaces, Scenic and Historic Areas, and Natural Resources</u>
Oregon Statewide Planning Goal 5 establishes a process in which scenic resources are inventoried and evaluated for significance. If a resource is found by the local jurisdiction to be significant, then the

resource must be evaluated to determine the pros and cons of protecting the resource. The pros and cons must be discussed in terms of their economic, social, environmental and energy impacts associated with protecting scenic resources. There are three policy choices the local jurisdiction can make: 1) fully protect the resource by prohibiting uses that would conflict with the resource; 2) provide no protection for the resource and allow uses that would conflict; or 3) establish a balance by limiting but not prohibiting uses that would conflict with the resource. The last step of Goal 5 is a requirement that the local government adopt a program based on the results of the evaluation.

Goal 5 does not prescribe an outcome. The local jurisdiction must follow the Goal 5 process – inventory, ESEE and adoption of a program. Local jurisdictions are given flexibility to make policy choices regarding which scenic resources to protect. With adoption the 1991 *Scenic Resources Protection Plan*, Portland was deemed in compliance with Goal 5 for scenic resources. The *Central City Scenic Resources Protection Plan* is an update to the 1991 plan and will maintain compliance with Goal 5. While Goal 5 was not part of periodic review of the Comprehensive Plan, the City did take the opportunity to refine the goals and policies related to scenic resources in Portland.

B. Methodology

Scenic Resources Inventory

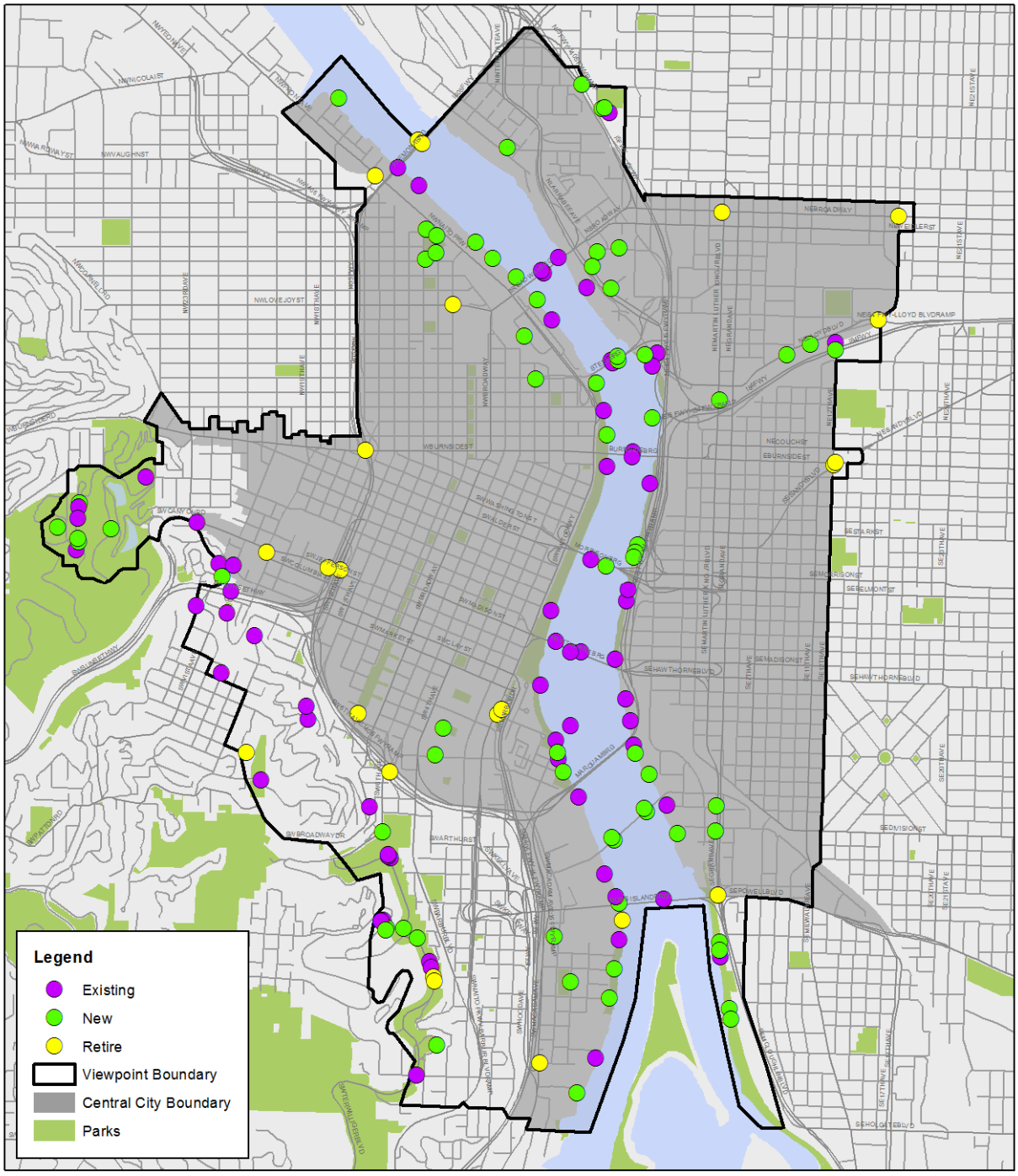
The *Central City Scenic Resources Inventory* is found in Volume 3A, Part 2 of *the Proposed Draft Central City 2035 Plan*.

The first step in the Goal 5 process is to inventory the resources. To produce the inventory, staff began by mapping scenic resources that were inventoried in previous plans, including the *Terwilliger Parkway Corridor Plan* (1983), *Willamette Greenway Plan* (1987), *Scenic Views, Sites and Drives Inventory* (1989), *Scenic Resource Inventory Map* (1989), *Scenic Resources Protection Plan* (1991), *Central City Plan District* (1992), *South Waterfront Plan* (2002), and *South Waterfront Public Views and Visual Permeability Assessment* (2006). Next, potential new scenic resources were added to the inventory via one of four mechanisms:

1) Staff identified potential new scenic resources based on input received from CC2035 advisory committees and public open house events.
2) An inter-bureau technical committee consisting of staff from the Bureau of Planning and Sustainability, Portland Parks and Recreation, Bureau of Environmental Services, and Bureau of Transportation identified potential new scenic resources.
3) The public nominated potential scenic resources via an open call for nominations through an online survey, email, phone call, or written letter during a three-month period in the summer of 2014.
4) Staff documented potential new scenic resources during field visits while inventorying existing and potential scenic resources.

Staff conducted field visits to each existing and potential new scenic resource, recorded a standard set of information and took a standard set of photographs.

Although the inventory includes all scenic resources – views, viewpoints, view streets, visual focal points, scenic sites and scenic corridors – the remainder of this memo will focus only on views and viewpoints because nearly all of the testimony is focused on views, with the exception of the Jefferson St view street. Staff documented 152 views from 147 viewpoints; some viewpoints have multiple views. Of the 147 viewpoints 79 were existing views inventoried in previous plans and 68 were added through public nomination or by staff (see map 1):



Map 1: Existing, New and Retired Central City Viewpoints (Sept 2016)

All of the inventoried views were evaluated by experts. The experts were chosen by the project consultant, MIG Inc., for their expertise in the fields of landscape architecture, urban design, or cultural or natural resources and familiarity with Portland. They were asked to score each photograph based on a set of criteria related to visual quality and Portland imageability. To see more about the experts, criteria and scoring, please go to Volume 3A, Part 2 pages 22-30.

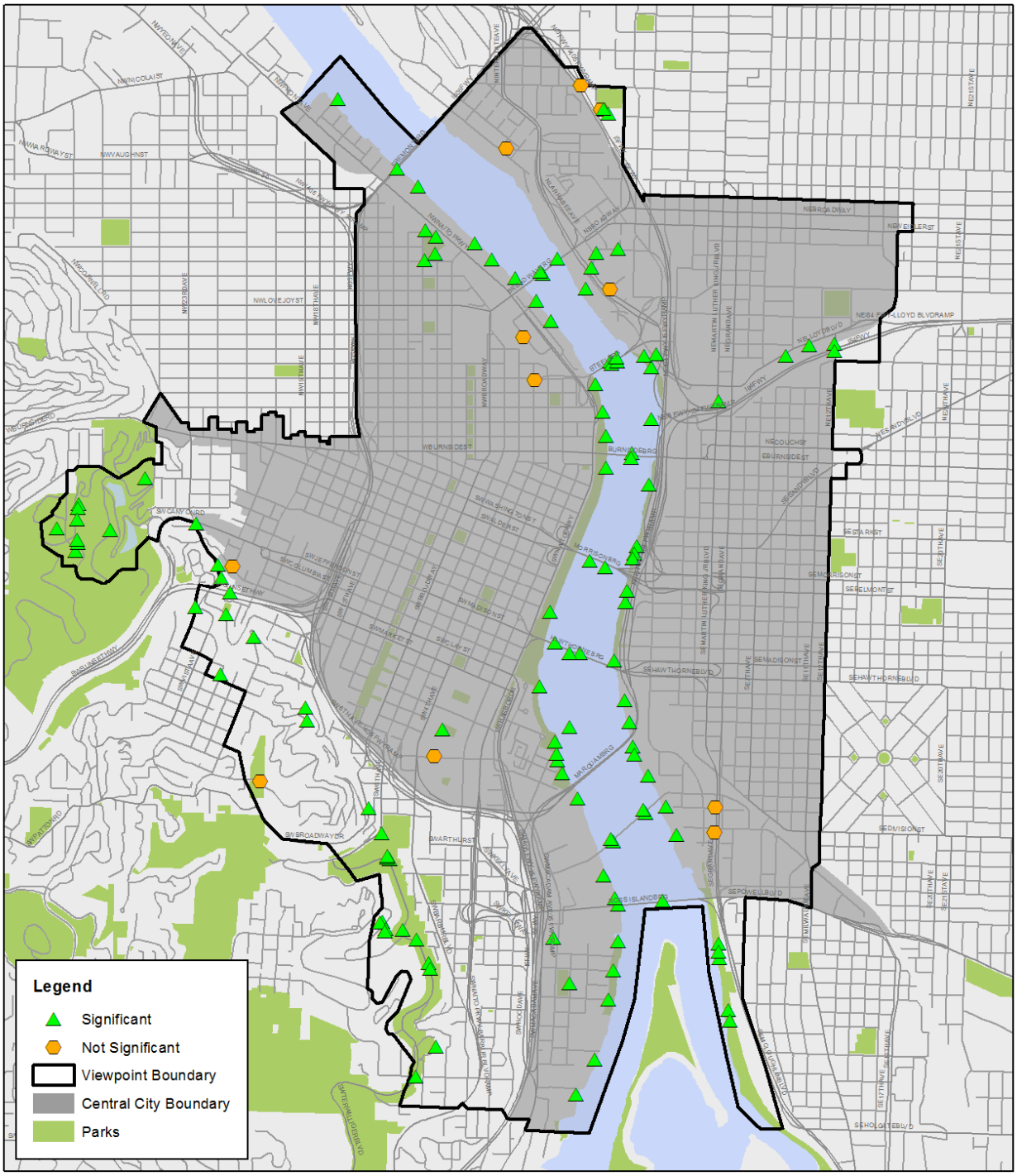
Determination of Significance

Goal 5 requires that local jurisdictions determine which resources are significant and should be evaluated in the ESEE. Goal 5 states that the "determination of significance shall be based on:

a) The quality, quantity, and location information;
b) Supplemental or superseding significance criteria set out in OAR 660-023-0090 through 66-023-0230 [riparian corridors, wetlands, wildlife habitat, federal wild and scenic rivers, Oregon scenic waterways, groundwater resources, approved Oregon recreation trails, natural areas, wilderness areas, mineral and aggregate resources, energy sources, historic resources, open space or scenic views and sites]; and
c) Any additional criteria adopted by the local government, provided these criteria do not conflict with the requirements of OAR 660-023-0090 through 660-023-0230." (OAR 660-023-0030(4))

OAR 660-023-0230 states that "If local governments decide to amend acknowledged plans in order to provide or amend inventories of scenic resources, the requirements of OAR 660-023-0030 through 660-023-0050 shall apply." In other words, there are no specific criteria in the OAR for determining significance of scenic views.

Staff have recommended to the PSC that all views and viewpoints, except Upland Tier III, are significant (see map 2). This determination was based on the quality and quantity of the views and viewpoints. Of the 152 views, 13 were ranked Tier III and therefore are not significant (note – there are viewpoints with more than one ranked view). The remaining 139 views were forwarded on to the ESEE Analysis. To see a summary table of the ESEE decisions, please to go Volume 3A, Part 1 pages 38-61.



Map 2: Significant Central City Viewpoints

Economic, Social, Environmental and Energy Analysis

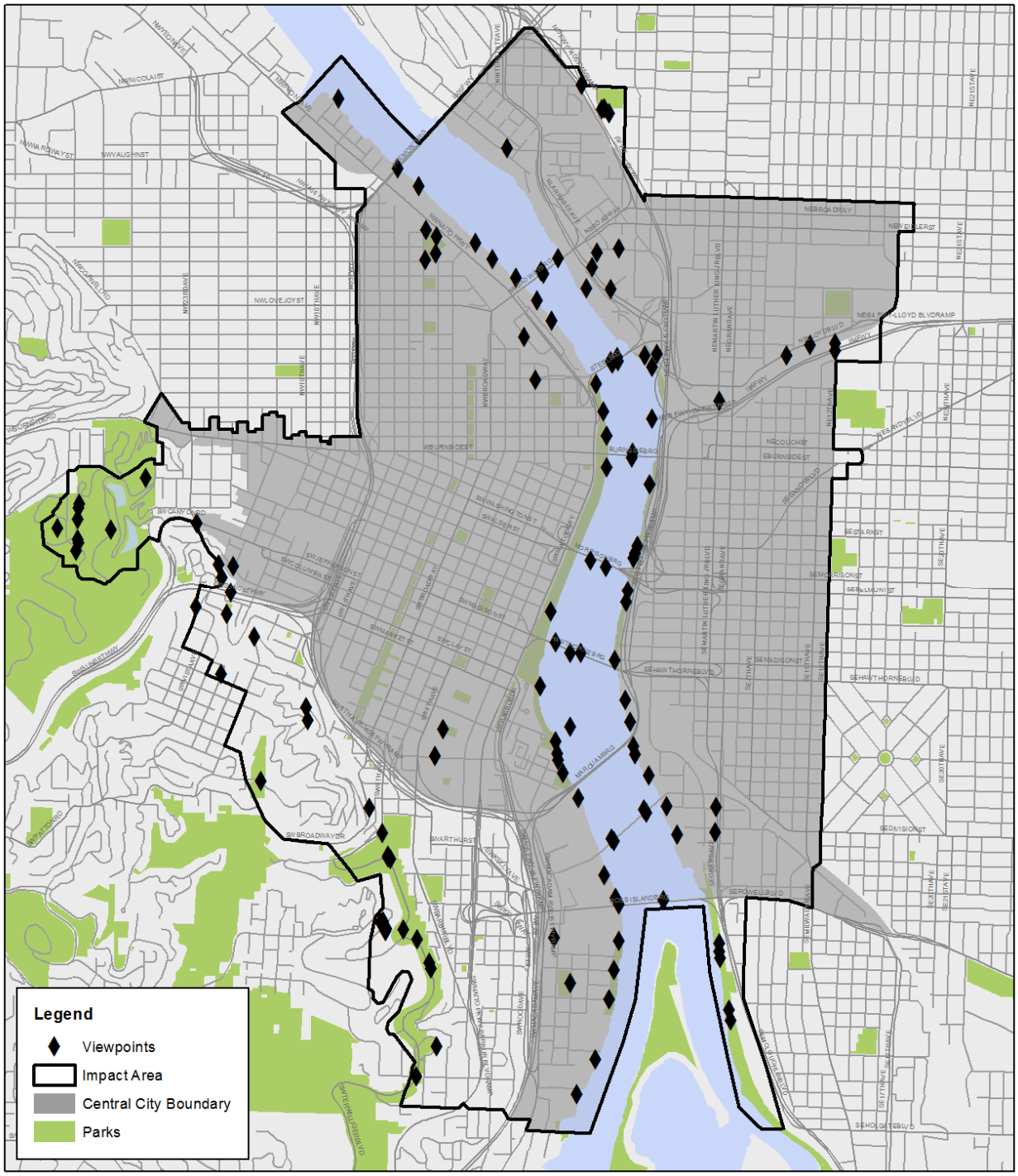
The *Central City Scenic Resources Economic, Social, Environmental and Energy Analysis* is found in Volume 3A, Part 3 of *the Proposed Draft Central City 2035 Plan*.

Goal 5 requires local jurisdictions to follow a series of steps to complete the ESEE Analysis. Goal 5 does not prescribe an outcome. Local jurisdictions are allowed to make policy choices provided that the ESEE explains how those choices were derived. The required steps of the ESEE analysis are (OAR 660-023-0040):

1. *Identify conflicting uses* – The ESEE documents uses that exist or could exist and could conflict with the resource. Types of conflicting uses in the Central City include: building heights and massing (where a tower is located on a site), rooftop structures, sky bridges, vegetation, above-ground utilities, permanent fencing, and other uses such as garbage or recycling receptacles, or loud noises such as a freeway. The conflicts posed by each of these uses are described in Volume 3A, Part 3, Chapter 2 (pages 22-31).

2. *Determine impact area* – Per the Goal 5 rule "Local governments shall determine an impact area for each significant resource site. The impact area shall be drawn to include only the area in which allowed uses could adversely affect the identified resource. The impact area defines the geographic limits within which to conduct an ESEE analysis for the identified significant resource." The Goal 5 rule requires that the impact areas be considered along with the inventoried resources when conducting the ESEE analysis. Impact areas are considered extensions of the resources themselves and are therefore not addressed separately in the analysis of potential consequences.

   Setting the impact area was an iterative process. It began with the inventory. Staff visited existing resources outside of the geographic scope of the study to determine if the elevations of the view corridor could be impacted by building heights in the Central City. Refinements to the study area were made to bring in views of Mt Hood from the Japanese and Rose Gardens and views of area mountains from the OHSU Tram platforms and Terwilliger Boulevard. During the ESEE staff also looked at allowed building heights outside of the Central City to determine if a wider impact area was needed. Map 3 shows the results of this work.



Map 3: Central City Scenic Resources Protection Plan Impact Area

3. *Analyze the consequences* – The ESEE analysis is intended to evaluate the potential economic, social, environmental and energy consequences of allowing, limiting, or prohibiting conflicting uses in areas containing significant scenic resources.
    - The economic consequences addressed are: economic development in the Central City, employment, property values and rents, tourism, economic value of trees, wayfinding and scarcity.
    - The social consequences addressed are: employment, density of development, crime and safety, public health, Portland's imageability, historic and cultural importance, neighborhood identity, sense of place, wayfinding and recreation/access to nature.
    - The environmental consequences addressed are: efficiencies due to location, heat island, air quality, water quality, fish and wildlife habitat, climate change and vegetation.
    - The energy consequences addressed are: efficiency due to location, construction and building materials, on-site energy consumption and heating and cooling.

    Goal 5 says "The analysis may address each of the identified conflicting uses, or it may address a group of similar conflicting uses. A local government may conduct a single analysis for two or more resource sites that are within the same area or that are similarly situated and subject to the same zoning. The local government may establish a matrix of commonly occurring conflicting uses and apply the matrix to particular resource sites in order to facilitate the analysis (OAR 660-023-0040(4))."

    First staff considered each group of views – Tier I, Tier II, Group A, Group B and Group C – together, and each group of conflicting uses – structures, vegetation, above ground utilities, permanent fencing and other (noise, odors, etc.) – together. The results are described in *Table 3: General Recommended ESEE Decisions for Central City Significant Scenic Resources* (Volume 3A, Part 3 page 61).

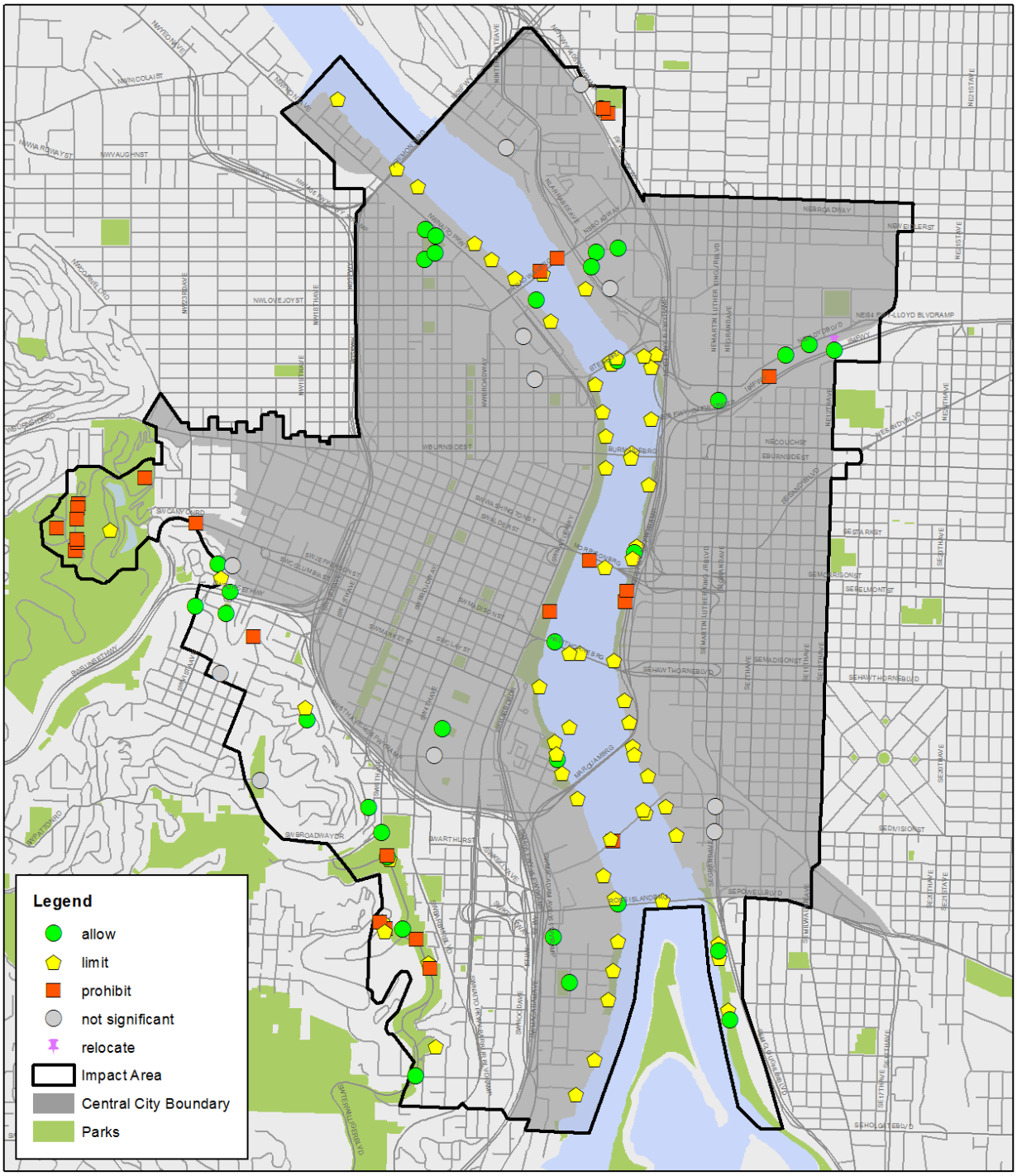
    The general ESEE recommendation also included a set of policies priorities:
    - Developed and frequently visited viewpoints
    - Views of area mountains from upland viewpoints
    - Views of Mt Hood from river viewpoints
    - Views of Willamette River bridges from upland viewpoints
    - Views of bridges and the Central City skyline from the Willamette River
    - Views of the Central City skyline and west hills from the east
    - Views unique to a neighborhood

    For views of the area mountains, the policy is to include the mountain down to 1,000 feet below timberline if visible in the view. If an existing structure or vegetation partially obstructs the view down to 1,000 feet below timberline, then the view can be adjusted to reflect the structures or vegetation. There is not a similar policy with regard to how much of a bridge, skyline or West Hills should be within the view. However, the approach is to create view corridors in consideration of existing structures and vegetation.

After the general recommendations and policy priorities were established, staff applied those to each view and made refinements based on a site-specific analysis. This step assumes that all of the general recommendations apply unless stated otherwise and explained. An example of changing the general ESEE recommendation based on the site-specific analysis is:

> "The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens or bridges are primary focal features and to limit conflicting structures and vegetation within the view corridors to other primary focal features. Mt Hood and Mt St Helens are both primary focal features of the view…. Currently the view is completely obscured during leaf-on [spring/summer]; during leaf-off [fall/winter], views of the mountains and skyline are interspersed with tree trunks and branches, though key focal features are all still visible. This viewpoint is very difficult to get to and is not likely to be accessed by anyone other than people living nearby. Staff looked at CCSW31 [a nearby viewpoint] and CSW33 [this viewpoint] together as they offer similar views and are close to each other. Staff chose to protect SW31 because it is located at the top of public staircase. Therefore, the recommendation for CCSW33 [this viewpoint] is to allow all conflicting uses." (page 148)

Map 4 shows the results of the ESEE.



Map 4: ESEE Results

4. *Develop a program* – The final step is to develop a program that implements the ESEE decisions. Portland has an existing program that includes building height limitations, scenic resources (s) overlay zones and zoning codes. The *Proposed Draft Central City 2035 Plan, Volume 2A, Part 1* and *Part 2* include updates to the zoning maps and codes to implement the ESEE decisions.

Buildings can have a very big impact on views. Likewise, protecting views can have very big impacts on development and employment potential. Therefore, staff chose to perform a detailed economic analysis of views that could be impacted by buildings – meaning the existing allowed maximum heights or updated heights being considered in CC2035 could result in a building that would block the view. **Appendix A of the ESEE (Volume 3A, Part 3) explains the analysis in detail.** Here is a brief summary of the steps in the analysis:

1. Create three-dimensional planes that represent the view corridor elevation from the viewpoint and the lowest elevation on the focal feature that should be seen. For example, the general policy for protecting views of Mt Hood is to keep all structures from impeding the view above 1,000 feet below the timberline.
2. Compare the view corridor elevation to allowed building heights (existing and proposed), taking into consideration FAR, on sites identified in the Buildable Lands Inventory (BLI) as vacant or underutilized. Figure 1 is an illustration of the view corridor elevation and buildings.

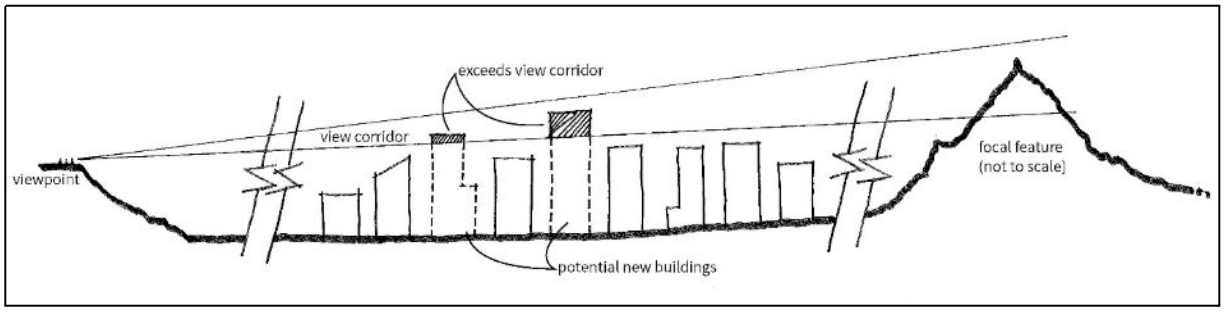


Figure 1: Illustration of a View Corridor in Relation to Building Heights and the Focal Feature

3. For each BLI site where allowed building height is taller than the view corridor elevation, determine:
    a. Building height limits needed to protect the view
    b. Number of stories of the potential buildings that would to be allowed in order to protect the view
    c. Development value and job allocation associated with the stories not allowed

This economic analysis was performed for the following views and viewpoints:

- Tier I Upland views
- Group A River views of Mt Hood
- Tier II Upland and Group B River views of Mt Hood and Mt St Helens
- Views unique to a neighborhood

Another topic that is detailed in the ESEE is the value of trees. Trees are discussed on page 43-44 and page 53-55 of the ESEE (Volume 3A, Part 3). Although not as permanent as buildings, trees can grow and block views. Trees also provide important functions like slope stability, air cooling, stormwater management, wildlife habitat and access to nature. There are many views in the West Hills that historically included the downtown skyline and area mountains. Over time the trees have grown. Additional evaluation was performed to consider the amount of tree removal or pruning that would be necessary to restore those historic views and if the importance of the view outweighs the importance of the functions being provided by the trees.

To reiterate – Goal 5 does not prescribe an outcome of the ESEE analysis. Goal 5 simply requires local jurisdictions to complete steps that explain the analysis and the policy decisions being made. Local jurisdictions may set their own criteria for determining significance and applying the prohibit, limit or allow decisions being recommended to PSC.

Part 2: Discussion Topics/Issues

B1. Views from Japanese Garden

Existing Protections

There is no existing designated viewpoint at the Japanese Garden, although the views have been documented.

Inventory Results

Portland Parks nominated a Japanese Garden viewpoint during the open nominations in summer 2014. Staff documented an existing view of Mt Hood from a viewpoint at the Pavilion. The Japanese Garden shared a photo of the view from 1971 that included Mt Hood and the city skyline. Since 1971 the vegetation, much of it located in the International Rose Test Garden and down slope around the water reservoirs, has grown and is blocking most of the view of the skyline. Mt Hood and the tops of Wells Fargo and KOIN towers are still visible. Staff also noted that although Mt St Helens could not be seen through the trees, pruning could restore a view of Mt St Helens.



View of Mt Hood from the Japanese Garden c. 1971

ESEE Decision and Protection Tools

The ESEE decision is to prohibit conflicting structures and vegetation to maintain the view of Mt Hood and to limit conflicting vegetation within a narrow view of the Central City (see Figure 2).

The viewpoint is located at a high enough elevation that existing height limits in the Central City already protect the view. The Wells Fargo tower is the tallest building in Portland, at 555 feet, and is below the



view, which is set at 1,000 feet below timberline. Therefore, no height limits were refined to protect the view.

Figure 2. ESEE Decision for the Japanese Garden (SW06) – red is prohibit; yellow is limit

The vegetation that has grown up and is blocking the view of most of the city skyline but is also contributing to the view. The vegetation in the foreground was identified by the experts as an important feature of the view. In addition, the vegetation is providing functions such as slope stability on a sometimes very steep slope, stormwater management, air cooling, wildlife habitat and access to nature. Currently, the view of Mt Hood includes some of the skyline. The recommendation is to allow tree removal and vegetation management within a corridor that is narrower than the full historic view.

The ESEE decisions are intended to show where tree removal should be allowed to maintain a view. The ESEE decisions are implemented through Title 33 and Title 11 (see Figure 3).

1. Today trees within a view corridor that are also within an environmental overlay zone can be removed through environmental review as specified in 33.430. The CC2035 proposal is to create a standard for tree removal where a view corridor overlaps an environmental overlay zone. Tree replacement would be required. See Volume 2A, Part 2, pages 87-93.
2. Today trees within a view corridor but outside of an environmental overlay zone can be removed by obtaining a tree permit through Title 11. Staff is not proposing to change the Title 11 requirements as part of this project.
    a. Private property owners can remove four healthy trees up to 20" in diameter each per site per year through a standards process. Tree replacement is required.
    b. Public property owners can remove four healthy trees up to 20" in diameter each per site per year through a discretionary review process. Tree replacement is required.

c. Public property owners like Parks can cite view corridors as a rationale in their programmatic permit(s) to remove more than four healthy trees per year. This is a discretionary review process. Tree replacement is required.

3. Outside of a view corridor, trees can be removed today.
   a. In an environmental overlay zone, review is required for tree removal.
   b. Everywhere else, trees can be removed by obtaining a tree permit through Title 11, same as within a view corridor (see 2.a and 2.b).

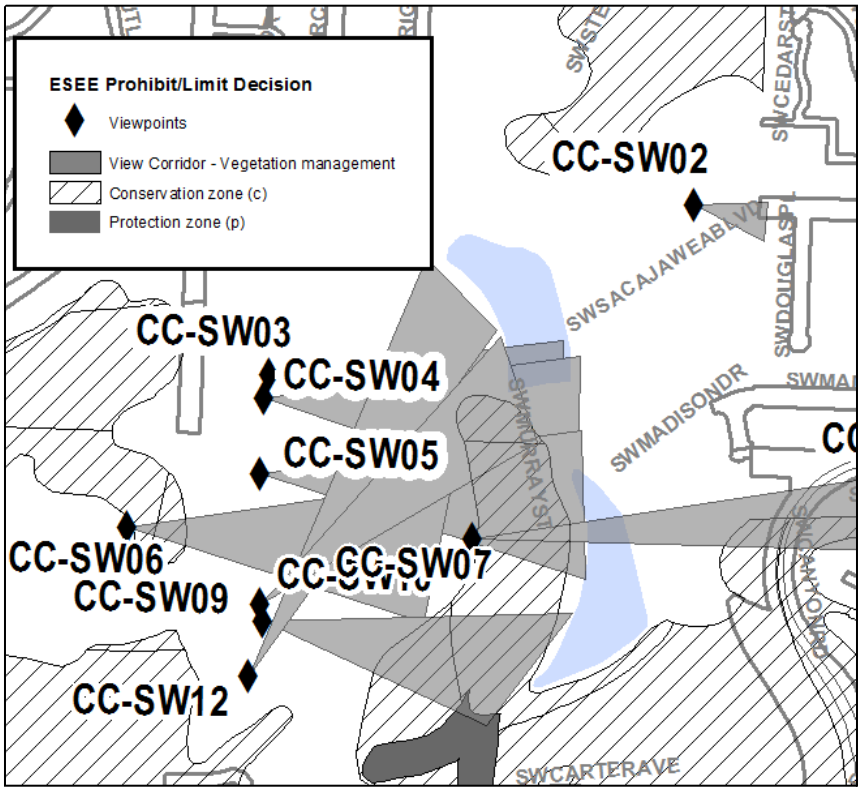


Figure 3. Scenic Resource Protection Plan Program Decisions

Therefore, today Parks can remove trees at the Japanese Garden by obtaining a tree permit or a programmatic permit. The trees can be in or out of a view corridor. Both permits are discretionary. If the trees are also in the conservation overlay zone, then 33.430 must be met and review is required for tree removal. The CC2035 proposal would make tree removal within the environmental overlay zone easier by allowing it via a standard instead of review. Also, by adding the view corridors, Parks could cite the views as rationale for a programmatic permit.

Public Comment

Testimony was submitted requesting that the limit decision be expanded to include the full Central City skyline. The Japanese Garden is designed around an expansive panoramic view that included (in 1971) the Rose Garden in the foreground, the downtown skyline in the mid-ground and Mt Hood in the back ground. Some testimony also asked for a second ESEE decision to limit vegetation in order to reestablish

a view of Mt St Helens (note – there was no designated view of Mt St Helens but it could be seen historically from the Pavilion).

Other testimony received discussed the importance of tree canopy. It stated that there is a need to protect existing tree canopy and increase canopy throughout the city.

Staff Recommendation
Retain Proposed Draft version.

Tree canopy within the Japanese Garden and within the Rose Garden is located on steep slopes. Minimizing tree removal is important for maintaining slope stability as well as supporting other functions of the trees. The value of the trees outweighs restoring a view of the entire city skyline. Limiting the view of the city skyline to that below and around Mt Hood balances the value of the view and the value of the existing tree canopy. This limitation also supports the experts' results that the vegetation in the foreground is a contributing factor to the view itself.

The inventory only includes existing views. There is a view of Mt Hood, but there is not a view of Mt St Helens at the Pavilion. A view of Mt St Helens could be created by pruning existing trees and potentially removing a few trees. This can be done under the current zoning as a Type B tree permit or a programmatic permit. If and when the city updates the rest of Portland's scenic resources, if a view of Mt St Helens has been established, it could be nominated for the inventory.

B2. View of Vista Bridge from Jefferson Street

Existing Protections

The 1991 Scenic Resources Protection Plan designated a view of the Vista Bridge from the SW Jefferson St/I-405 overpass. Height restrictions were placed on the north side of SW Jefferson Street to protect the view (see Figure 4).



Figure 4. Existing 510-3 Maximum Heights

Inventory Results

The view was inventoried along with all other scenic resources identified in the 1991 Plan. The viewpoint was set at the middle of the crosswalk on the western side of the overpass because that is the closest approximation to the original viewpoint that also provides a view of most of the bridge. The view was sent to the experts for scoring and received a low score.

At the same time, staff was refining the definitions of view corridors, viewpoints and view streets. Staff met with the project consultants and agreed that the view of Vista Bridge from SW Jefferson St better met the criteria as a view street rather than a view corridor. So although it received a score as a view corridor from a viewpoint, that was not reported in the inventory because the designation was changed to view street and the criteria for view streets is different than for view corridors and viewpoints.

The criteria for view streets is:

1. The view is located along a public street;
2. The view ends in a focal point or element that serves as the terminus of the view;
3. The focal terminus is either a park, river, mountain/butte/hill, bridge, prominent building, collection of prominent buildings, art/sculpture, fountain or historic or iconic landmark that is public owned or otherwise protected;

4. The focal terminus can clearly and easily be seen from a distance of at least two (2) blocks; and
5. The focal terminus can be seen from a crosswalk at the center of the street and/or a sidewalk facing towards the terminus.

All view streets that met these criteria were determined to be significant and evaluated in the ESEE Analysis.

The view of Vista Bridge from the Jefferson St overpass is impacted by development and existing tree canopy on both the north and south sides of the street (see photograph). The view is only visible from the center of the crosswalk; the view from the sidewalks blocked by trees. From the crosswalk, the viaduct to the north is partially visible, but development and trees block some of the view.



Figure 5. View of Vista Bridge from Jefferson Street

ESEE Decision and Protection Tools

The initial ESEE decision presented in the Discussion Draft was to keep the viewpoint at the historic location and limit vegetation and structures that would impact the view of the focal feature. The initial implementation of that tool was to rely on the right-of-way to protect the views. This resulted in removing height limits along SW Jefferson St. Public comments on the Discussion Draft stated that because SW Jefferson St is not linear, relying on the right-of-way would not be protective of the view. Staff reevaluated the view based on this input.

The Proposed Draft ESEE decision was to prohibit structures to maintain the view of Vista Bridge from the historic location. The view is partially blocked by existing buildings and trees. The height limits applied are based on location and height of those uses. This allows for roughly 15 feet of additional height on the north side of SW Jefferson St (Figure 6).

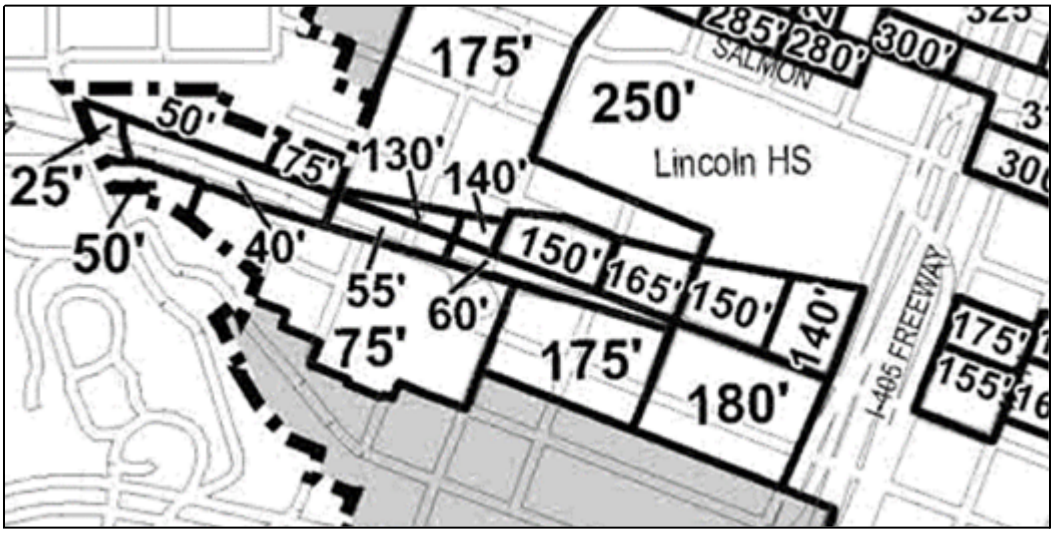


Figure 6. Proposed 510-4 Bonus Heights

Public Comment

Testimony on the Proposed Draft requested that the view of the Vista Bridge viaduct be preserved by keeping the previous height limits and adding height restrictions such that within a 20-foot setback on both side of SW Jefferson Street the height be set at 15 feet/one story.

Other testimony requested that heights along SW Jefferson Street be set at 75 feet, which would allow for typical 5-over-1 construction with ground floor retail and residential above. The testimony states that this would support the desire for SW Jefferson Street to be a mixed use commercial corridor and allow for additional housing near the MAX stop at Collins Circle.

Staff Recommendation

Proposed amendment to

1. Allow 75ft heights along the north side of Jefferson St
2. Add a viewpoint at Collins Circle.

Currently Jefferson St is designated a view street from the I405 overpass to Vista Bridge. That designation would remain in place.

Along Jefferson St heights would be set at 75ft which allows 5-over-1 construction. This height supports commercial redevelopment planned for the street. This will slightly impact the view of Vista Bridge from the I405 overpass (see Figure 7).



Figure 7: View of Vista Bridge from Jefferson St/I405 Overpass based on Staff Recommendation

Because the view from the I405 overpass is primarily from auto or bike, it is recommended that a new viewpoint be added at Collins Circle.

Collins Circle is a publically owned park with an art feature. Unlike viewing the bridge from a crosswalk, where you cannot stop easily to see the view, Collins Circle offers a place to stand or sit to enjoy the view and take a picture.

Currently Collins Circle is underutilized. But with the addition of crosswalks, a sidewalk and vegetation maintenance at Collins Circle, this could become an attractive public open space with a view of Vista Bridge (see Figure 8). The view of Vista Bridge from Collins Circle is not impacted by 75ft height limits (see Figure 9).

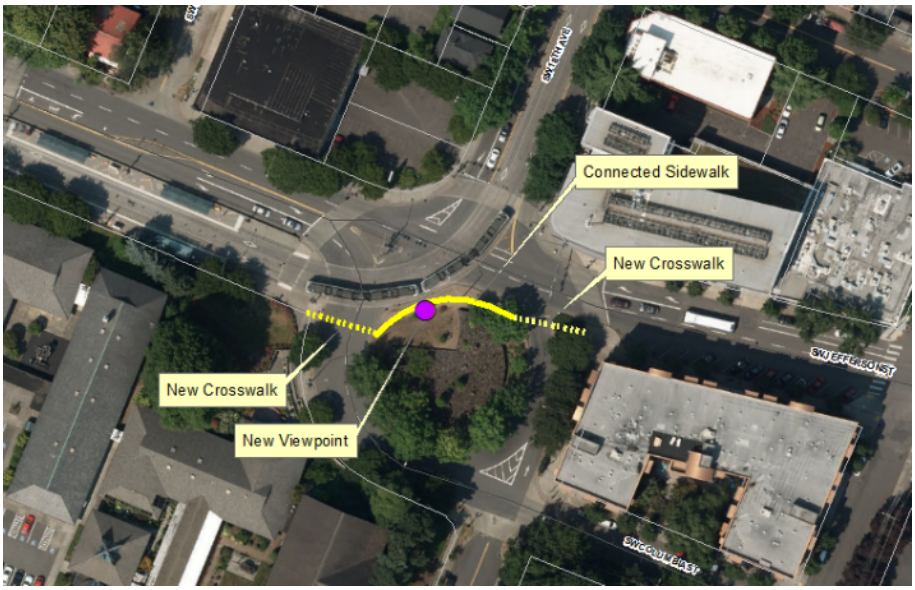


Figure 8: Actions to Improve Pedestrian Connectivity at Collins Circle


Figure 9: View of Vista Bridge from Collins Circle with Potential Development based on Staff Recommendation

B3. View of Mt Hood from Salmon Springs

Existing Protections

The Salmon Springs viewpoint was designated in the 1991 *Scenic Resources Protection Plan*. The description of the view, VB 24-31, includes the Willamette River, bridges and Mt Hood. The ESEE for the states:

> *The area within the view corridor to Mt Hood was recently rezoned and new height limits were established as part of the Central City Plan [1988]. The view to Mt Hood is across land zoned GI-1, General Industrial, where there is no maximum height limit. It also crosses the Grand/Martin Luther King Jr. corridor where the zoning is CED, Central Employment, and a 200-foot height limit has been established…. Two blocks with a height limit of 200 feet (zoned CED) are directly within the view corridor…. Generally, modern industrial development is only one or two stories in height and would not cause a significant problem for preservation of the view. The Central Employment area, however, can reasonably be expected to develop up to or near the height limit since the blocks within the view corridor have an allowed floor area ratio of 9:1…. Industrial and commercial development of more than two stories in height located within the primary part of the view corridor have the potential to eliminate the view of Mt Hood (pg. 53).*

The ESEE decision at the time was not to protect the view of Mt Hood due to the economic impacts.

> *Although the economic consequences of protecting this view, particularly the view of Mt Hood, are high, so is the public investment in creation of this viewpoint. Full protection of the view to Mt Hood could have a significant economic impact on some properties…. The Martin Luther King Jr./Grand corridor was targeted as an area for future mixed use opportunities at a fairly high intensity. Preservation of the view to the mountains from low elevation is extremely difficult without having a significant impact on development potential. In this instance, the retention of the economic opportunities along the [corridor] outweighs the value of protection of this view to Mt Hood. The viewpoint and the views to the bridge and river should be retained and enhanced*. (Scenic Views, Sites, and Corridors: ESEE Analysis and Recommendations, View of Bridges – Volume IV (1990) page 52-55)

Figure 10 shows the existing maximum heights allowed in the Central Eastside. There is no view corridor.

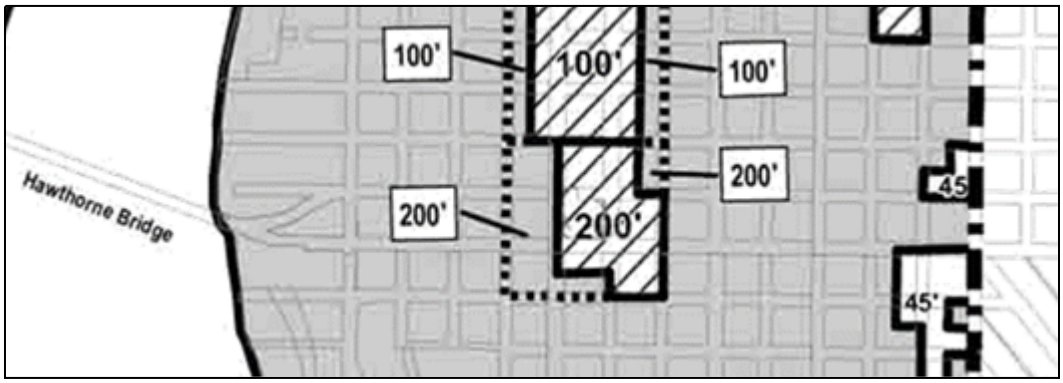
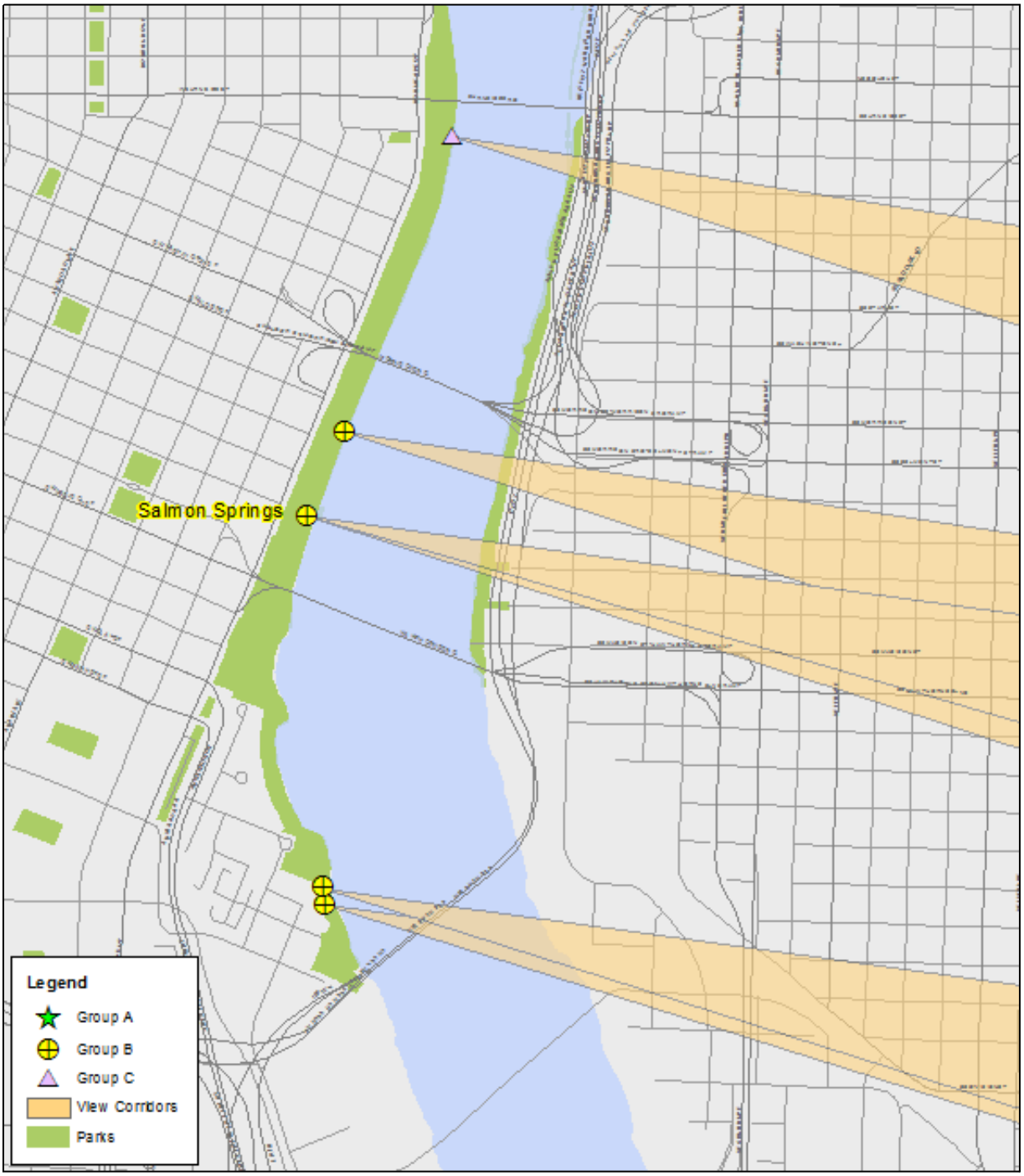


Figure 10: Existing 510-3 Maximum Heights

Inventory Results

In the inventory staff documented five locations from the Greenway Trail along the Willamette River on the west side that currently have a view of Mt Hood (see Map 5).


View of Mt Hood from Salmon Springs



Map 5: Views of Mt Hood from Westside Greenway Trail

All views that included the Willamette River received a relatively high rank by the experts. The project consultant used a method to divide the views into three categories based on views with similar features and conditions. As a result, most river views were assigned Group B, some were assigned Group A (slightly better) and some were assigned Group C (not quite as good). Of the five views of Mt Hood from the Greenway Trail, four are Group B and one is Group C.

Because all of the viewpoints are located along the Greenway Trail, they all have good access. Of the five viewpoints, the one at Salmon Springs (SW17) is the most developed viewpoint. It is also located at the end of SW Salmon Street, a main corridor between the downtown and the river, and at a large public fountain. Therefore, Salmons Springs receives heavy use.



Salmon Springs Viewpoint

ESEE Decision and Protection Tools

The value of the view and viewpoint is high. The view contributes to Portland's imageability and tourism. But to protect the view, building heights in the Central Eastside must be kept low. The value of economic development in the Central Eastside is also high. Therefore, the policy decision whether to protect this view or not is difficult.

In the Discussion Draft, staff proposed that the value of the economic development potential in the Central Eastside outweighed the value of the view from this viewpoint. Public comment stated that staff were undervaluing the importance of the view from this viewpoint. The comments pointed out the importance of views of Mt Hood to Portland's imageability. Staff reassessed the view from this viewpoint.

There is no equation that can be used to determine if the value of a scenic view is more or less important than the value of development potential. The decision to recommend protecting the view is based on the location and significance of this view; the fact that if the MLK/Grand corridor fully develops

all other views of Mt Hood from the river will be blocked; and considering other changes proposed for the Central Eastside to increase development capacity through zoning. There is a surplus of job capacity in the Central Eastside based on the Economic Opportunities Analysis. This proposal would impact the surplus, but there would still be enough job capacity to meet the 2035 growth projections. However, limiting height in the Central Eastside would be a significant loss of development potential for impacted property owners.

Public Comment

A lot of testimony was received concerning the impact of the view corridor to redevelopment in the Central Eastside. It was pointed out that not only are there impacts to sites that are identified in the BLI as vacant or underutilized; there are sites with one to three story buildings that today could be redeveloped up to 200 feet. Questions were raised about the fairness of bringing this proposal forward after the Southeast Quadrant Plan was completed. And questions were raised about the adequacy of the ESEE and if the proposal could result in takings.

Testimony was also received that supported protection of the view of Mt Hood from Salmon Springs. Testifiers discussed the importance of this view and viewpoint to the city and the region because of the location at Tom McCall Waterfront Park. They requested that this view be preserved because the other views of Mt Hood from the Greenway Trail would be blocked in the future by development.

Staff Recommendation

Proposed amendment.

Staff recommend modifying the view corridor in to:

1. Narrow the view corridor; and
2. Raise the bottom elevation of the view corridor from 1,000 feet below timberline to the timberline on Mt Hood.

Both of these refinements are based on closer review of existing development and vegetation. As result of the refinements 15 properties would be removed from the view corridor. The remaining properties would have a slight increase in the allowed height by roughly 5 to 10 feet west of SE 6th Ave and 15 to 20 feet east of SE 6th Ave.

Figure 11 shows the Proposed Draft base heights and Figure 12 shows the revised base heights. The economic impacts of the revised proposal, which are calculated only for the BLI sites in the view corridor, are $10.9M in lost development potential and 1,512 in lost job capacity, as compared to the Proposed Draft which is $15.6M in lost development potential and 2,166 in lost job capacity.

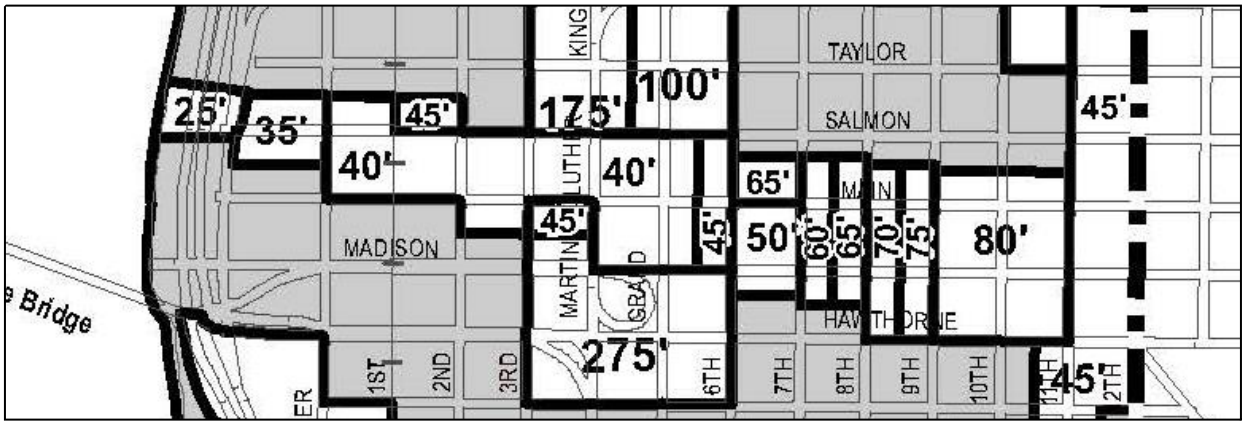


Figure 11: Proposed Draft Map 510-4 Base Height



Figure 12: Revised Heights within the Salmon Springs View Corridor



Figure 13: Rendering of View from Salmon Springs with existing Base Heights



Figure 14: Rendering of View from Salmon Springs with Proposed Draft Base Heights



Figure 15: Rendering of View from Salmon Springs with revised Base Heights

Also, some properties in the view corridor are in the Portland Streetcar Loop Extension Local Improvement District (LID) which was initiated in 2007. The streetcar extension runs through the Central Eastside and Lloyd Districts. A final assessment of all properties was conducted in 2013 to determine property owners' share of the total $148.3M LID. Property owners collectively shared $15M or 10% of the project costs. The amount that each property owner contributed was based on real market value as determined by the Multnomah County Assessor, proximity to the streetcar alignment and the use on the property (Commercial, Industrial and Residential). Real market value is based on:

- recent sales of adjacent properties in the area; and
- height, bonus height, zoning and location including proximity to major arterials.

Properties within approximately three blocks of the streetcar alignment, which is along SE MLK and SE Grand Ave, in the Central Eastside were assessed a charge. Properties within 200ft of the streetcar alignment contributed a larger share than properties located further away. The contribution within 200ft was $7.70 per $1000 of assessed real market value for each property and properties further away contributed less. No property paid less than $0.60 per square foot applied to the land area. Please see Appendix B for more details about the LID.

As part of the Salmon Springs package, staff recommend prioritizing FAR transfers from within the view corridor to help defer the lost value of potential development. This approach would treat the Salmon Springs view corridor in a similar way to a historic district. If PSC supports the staff recommendation, staff will return in January with updates to the FAR Bonus and Transfer system that includes a provision for scenic transfer.

Part 3: Other Topics/Issues

The following topics and issues raised during the hearings require clarifications or simple corrections. These topics and issues will not be discussed at the work session on September 27, 2016 unless a commissioner requests the topic be pulled off the consent list.

B4. View of Mt Hood from Vista Bridge

Existing Protections

The 1991 *Scenic Resources Protection Plan* designated a view of Mt Hood from the Vista Bridge. Building heights were set to protect the view. At the time technology was not as advanced and accurate as it is today.

Inventory Results

Staff attempted to find the original viewpoint based on the photograph and description in the 1991 plan. This point is near the northern bench on the bridge, although the bench is currently fenced off. At the time of the 1991 plan the technology was not as advanced and accurate as it is today. The current GIS analysis shows that the existing height limits are not protective of the existing view.

ESEE Decision and Protection Tools

The ESEE decision is to continue to prohibit structures or vegetation that would block the view of Mt Hood from Vista Bridge and to update maximum building heights accordingly. This is consistent with the 1991 plan decision. The view corridor was updated in the following ways:

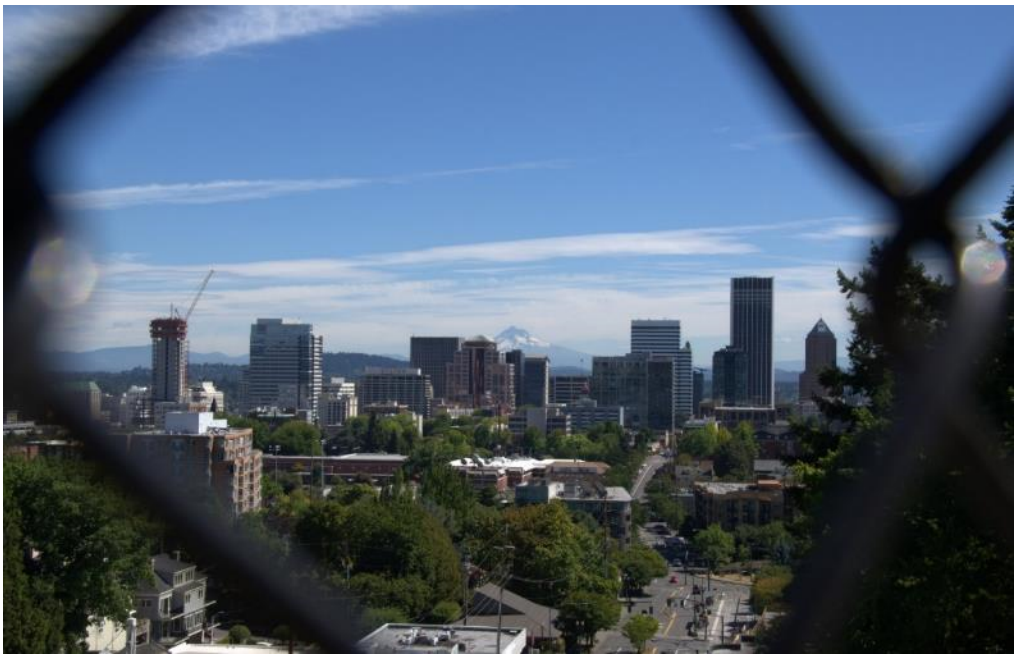
1. In the northern portion of the view, proposed height limits are based on existing development which partially blocks the view of Mt Hood. The ESEE decision is to protect the existing view, not reestablish the historic pre-development view.
2. In the southern portion of the view, the proposed height limit follows the policy direction of maintaining the view of the mountain down to 1,000 feet below timberline.

Public Comment

There was testimony stating that the southern view corridor is not set at 1,000 feet below timberline. It is. Today, the existing buildings in the southern portion of the view are low and the existing view of Mt Hood includes even more than 1,000 feet below timberline.

Staff Recommendation

Retain Proposed Draft version (Figure 16).



View of Mt Hood from Vista Bridge

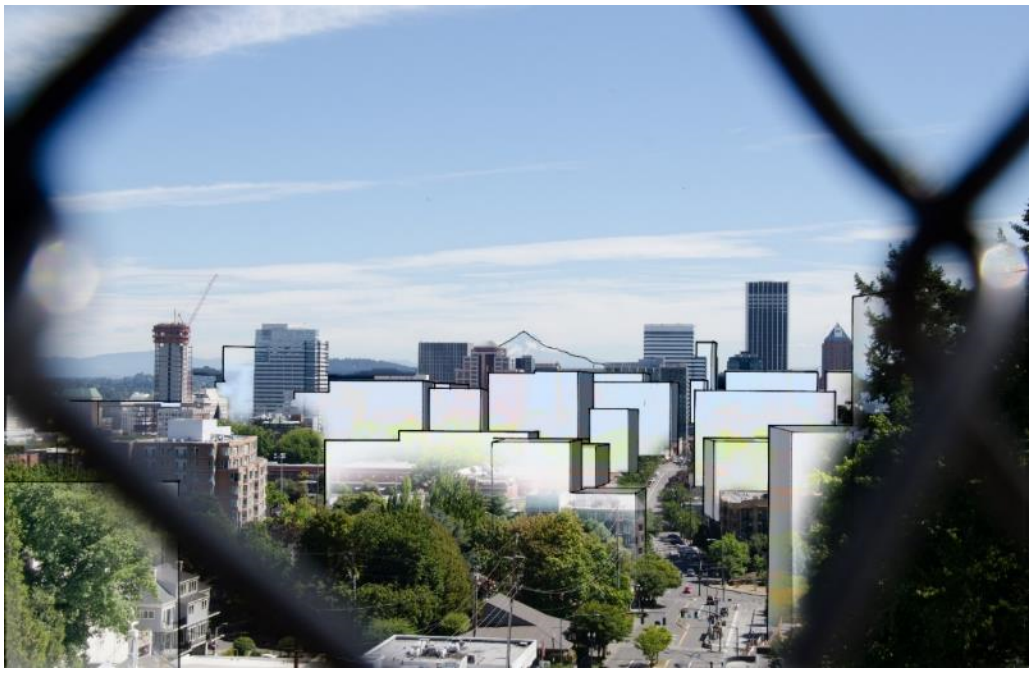


Figure 16: Rendering of the Proposed Building Heights to Protect View of Mt Hood from Vista Bridge

B5. View of Downtown Skyline from Sullivan's Gulch/I-84

Existing Protections

The 1991 *Scenic Resources Protection Plan* designated a view of the downtown skyline from the NE 12th Ave/I-84 overpass. Building heights were set to protect the view. The building height limits were not included on the 510-3 maximum building heights map. Instead, they are set in the *Scenic Resources Protection Plan*, which is referenced in the 33.480, Scenic Resources, zoning code. Therefore, although the 510-3 map does not show existing building height limits, there are height limits (see Figure 17).

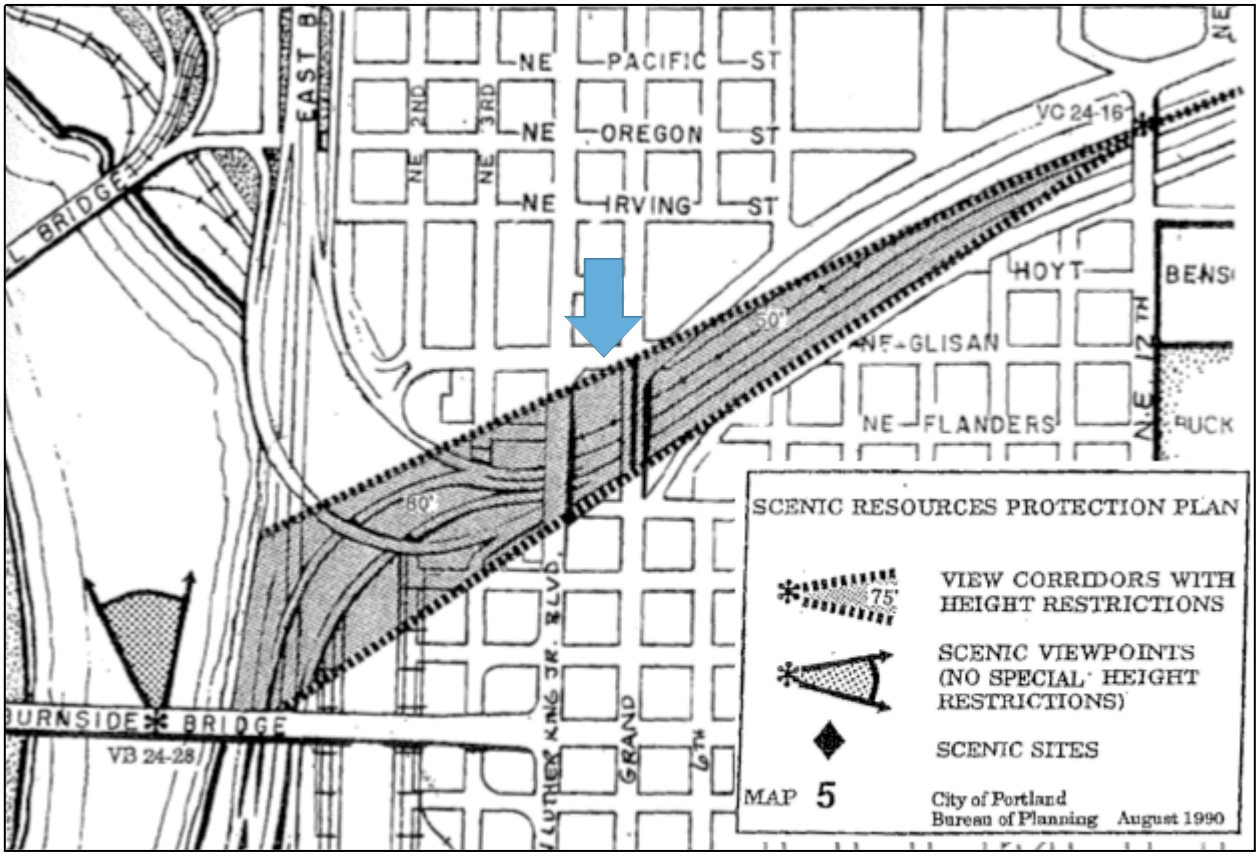


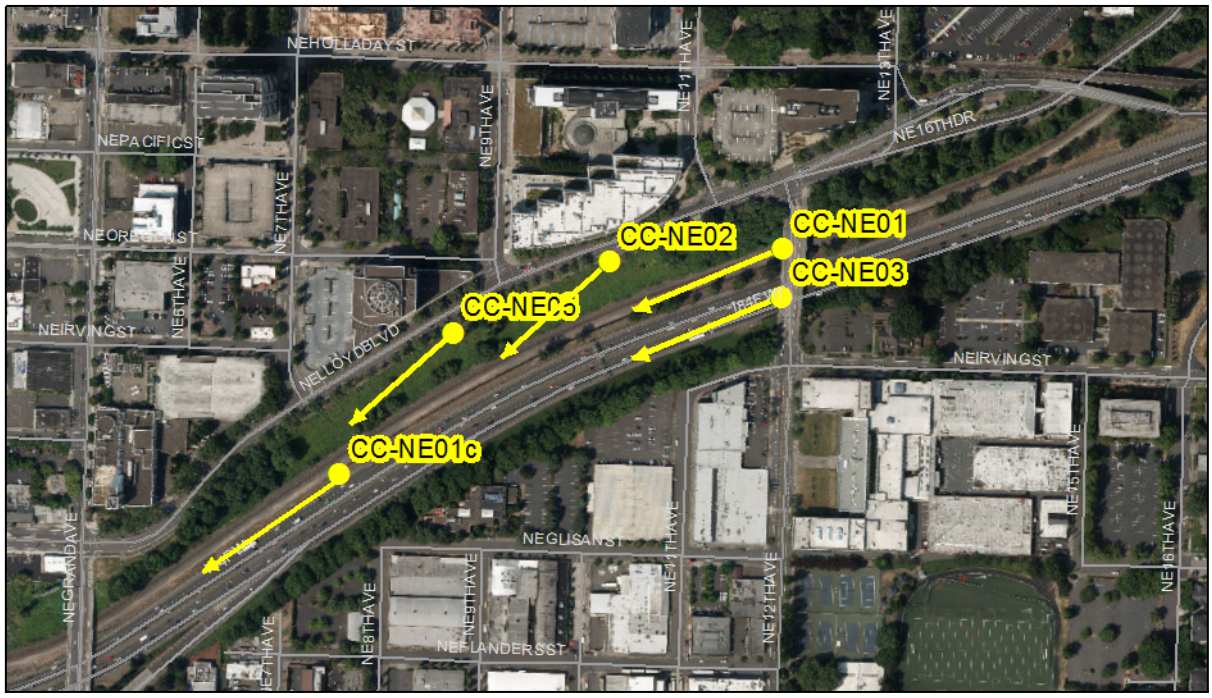
Figure 17: Existing Height Restrictions for NE01 (previously labeled VC 24-16, SRPP 1991)

Inventory Results

Staff inventoried the existing viewpoint and multiple potential alternative viewpoints along the NE Lloyd Boulevard sidewalk. Once staff learned of the plans for a bicycle and pedestrian bridge over I-84, staff also considered moving the viewpoint to that future overpass (see Map 6).

Experts scored four similar viewpoints in this area; two ranked Tier I (NE01 and NE05) and two ranked Tier II (NE02 and NE03). Since staff learned of the bicycle/pedestrian overpass after the inventory was

completed, the experts were not able to rank this view (NE01c). However, the views from each viewpoint are very similar so staff interpolated the ranking based on the primary focal features of the other viewpoints and the elevations of the side streets. The view corridors, in all cases, include the Central City skyline, though the section of skyline differs depending on the viewpoint.



Map 6: Viewpoints at Sullivan's Gulch with Views of Central City Skyline

ESEE Decision and Protection Tools

Each of the viewpoints had a view corridor that would be impacted by redevelopment on *Buildable Lands Inventory* (BLI) sites. However, the view from the future pedestrian and bicycle overpass (NE01c) had the least impacts. In addition, the new overpass would be dedicated to pedestrians and cyclists; private cars and trucks would not be permitted. Therefore, the ESEE decision is to relocate the viewpoint from the NE 12th Ave/I-84 overpass to a future bicycle/pedestrian bridge; prohibit structures and vegetation that would block the view; and update maximum building heights accordingly.

Public Comment

Oral testimony was submitted by a representative of the property located at 430 NE Lloyd Blvd. It was stated that there is currently no height restriction and adding a height restriction would have negative economic impacts to the property. The property is almost entirely within an 80-foot height limit area.

Written and oral testimony suggested that the viewpoint should be moved to a future elevated viewing platform located at the southeast corner of NE Grand Ave and NE Lloyd Boulevard.

Staff Recommendation
Retain Proposed Draft version (Figure 18).

By moving the viewpoint to a future bicycle/pedestrian bridge, half the property in question would be outside of the view corridor and the existing height restriction of 80 feet would be removed. The northern half of the site, approximately 24,000 sq ft (more than a half of a city block), would have a 250-foot base height limit with bonus to 325 feet. The remainder of the property, approximately 11,000 sq ft, would have a 70-foot height limit. This lower portion of the site is also on a very steep slope down to the railroad.

The new overpass would be dedicated to pedestrians and cyclists; private cars and trucks would not be permitted. The overpass could be designed with a resting spot, where people could move out of traffic to enjoy the view, and supporting infrastructure, such as a bench or informational placards, could be included.

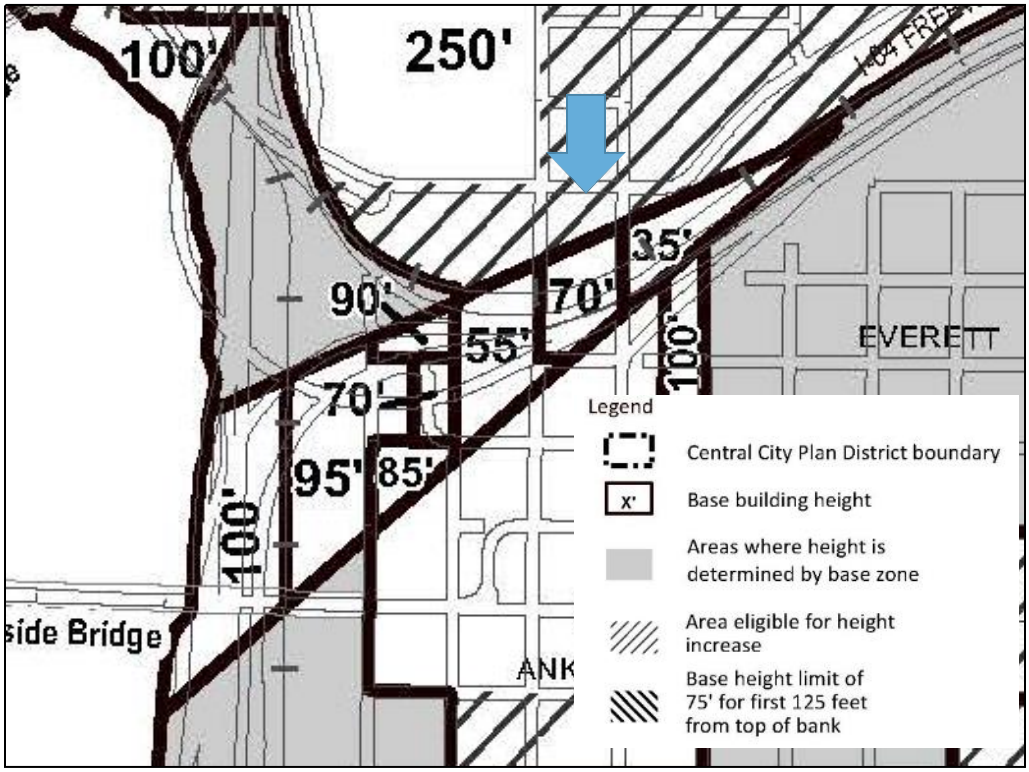


Figure 18: Proposed Draft Base Height Limits (map 510-3)

B6. View of Mt Hood from Tilikum Crossing

Existing Protections
None.

Inventory Results
Staff inventoried the newly constructed Tilikum Crossing to determine if viewpoints should be designated on the bridge. (Every other bridge, except the Marquam Bridge, in the Central City has at least two designated viewpoints.) Four viewpoints have been designated on Tilikum Crossing – two are on the south side of the bridge and both include a view of Mt Hood, the Willamette River and Ross Island. Viewpoint SW46 is a Group A river view and viewpoint SE21 is a Group B. SW46 scored higher because more of the river is in the foreground of the view.

ESEE Decision and Protection Tools
Both SW46 and SE21 have views of Mt Hood and protecting the views by limiting building height has similar impacts on development and job potential. Because SW46 received a higher rank than SE21 and the impacts are slightly less, the ESEE decision is to prohibit structures and vegetation that would block the view of Mt Hood and the Willamette River from viewpoint SW46. Building height limits are proposed that will protect the view.

When compared to the views of Mt Hood from other bridges, the views from Tilikum Crossing have significantly less impact on development and jobs potential. The views of Mt Hood from the Broadway, Morrison and Hawthorne bridges have an impact ranging from $15.7M/2,192 jobs to $93.9M/13,044 jobs. Tilikum Crossing views have impacts of $7.8M/1,093 jobs (SW46) and $8M/1,115 jobs (SE21).

Public Comment
Testimony was submitted regarding a property located at 306 SE Ivon Street. The testimony stated that the 60-foot height limit, plus other restrictions of the proposal (Greenway Trail, river setback, river overlay and prohibition on housing) would make it impossible to redevelop the property.

Other testimony stated that views across the Central Eastside should not be protected due to the significant impact on future development.

Staff Recommendation
Retain Proposed Draft version (Figure 19).

The property is located along the Willamette River with access from SE Ivon Street. The site is 2.8 acres in size. The view corridor crosses the middle to southern portion of the site. The area outside of the view corridor and outside of the river e-zone is 0.9 acres (40,370 square feet). For reference, a typical city block in the Central City is 40,000 square feet.

The portion of the site outside of the view corridor and river e-zone is zoned IH today and proposed to be zoned EX. The height limit is currently based on the base zone. The proposed height limit is 100 feet with 3:1 FAR and an option to bonus up to 250 feet. The development could move the unused FAR from within the view corridor to outside the view corridor on the site and then bonus whatever else is needed to get the desired height outside the view corridor.

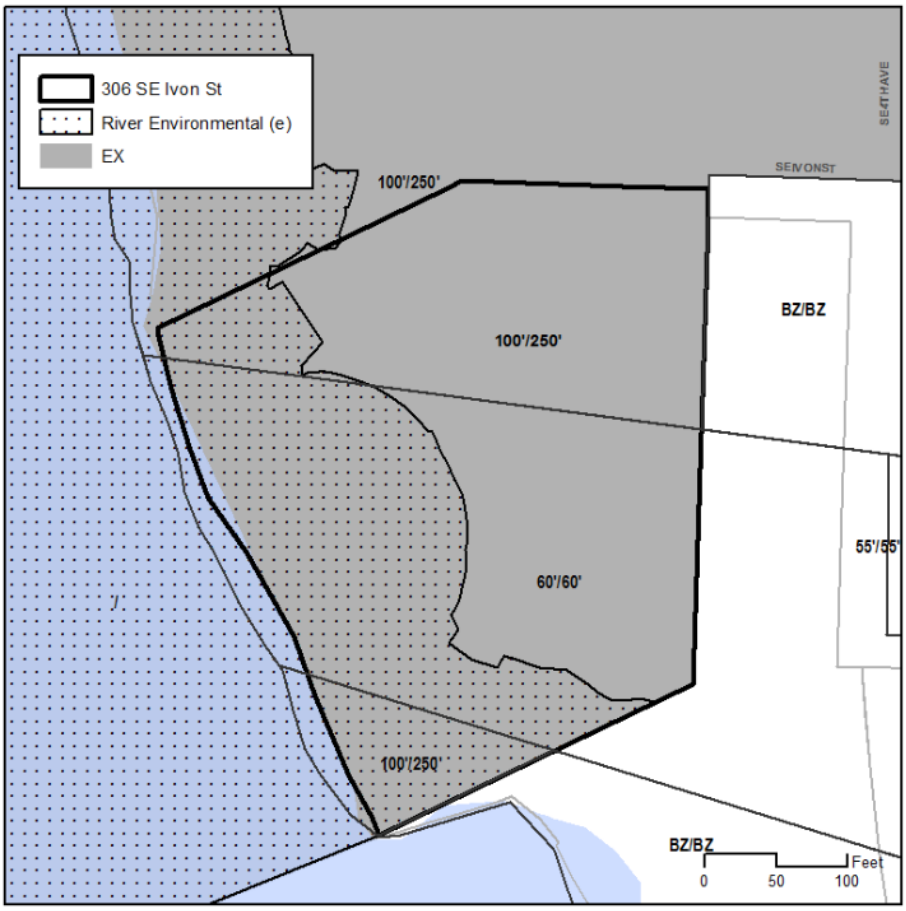


Figure 19: Proposed Height Limit at 306 SE Ivon Street

B7. View of Mt St Helens and Mt Adams from SW Upper Hall

Existing Protections

The 1991 *Scenic Resources Protection Plan* designated a viewpoint at SW Upper Hall. The view included Mt Hood, Mt St Helens, Mt Adams and the downtown skyline. Height restrictions were applied to protect the view of Mt Hood and the downtown skyline. No height restrictions were applied to protect the view of Mt St Helens or Mt Adams.

Inventory Results

This panoramic view was one of the highest ranking upland views in the inventory. However, the viewpoint is difficult to get to, has limited parking and an incomplete sidewalk, and is not likely to be regularly accessed by anyone other than people living nearby without promotion as a viewpoint.

ESEE Decision and Protection Tools

The ESEE decision is to prohibit conflicting uses to maintain a view of the Central City skyline, Mt Adams, and Mt St Helens and to limit conflicting vegetation to maintain a view of Mt Hood and the Fremont Bridge as long as the views remain. The result is maintaining the existing height limit associated with the view of the downtown skyline and adding height limits for the views of Mt Adams and Mt St Helens. The height limits associated with the view of Mt Hood are removed.

There are many views of Mt Hood from the West Hills. Mt Hood views from Washington Park and the OHSU Tram are easily accessible and used by many people. In addition, there are a number of neighborhood views of Mt Hood from the West Hills that are proposed for protection. These are located at the top of public staircases or along easily accessible streets with sidewalks and bike lanes. However, there are few views of Mt St Helens (9 total) and even fewer of Mt Adams (6 total) that exist today. The other views are mostly from Terwilliger Blvd and OHSU.

Public Comment

Testimony stated that the views from SW Upper Hall should not be protected because the site is difficult to access and serves only the nearby properties. The impact on future development should outweigh the value of the view from this viewpoint.

Other testimony stated that all currently protected views from the West Hills should remain protected.

Staff Recommendation

Retain Proposed Draft version.

The view corridor from SW Upper Hall to Mt Adams results in height restrictions in the West End District from SW Yamhill St to SW Stark St east of SW 11th Ave and in the Downtown District from SW Washington St to W Burnside St west of SW Broadway (Figure 7). The height restrictions range from 350 feet (base and bonus) near SW Yamhill St to 450 feet (with bonus) near SW Ankeny St. Although this is a change from the existing heights of 460 feet in West End, it is still an increase in height in the Downtown District.

Within the view corridor most of the sites are developed with buildings; however, there are three surface parking lots (shown with a red dot on Figure 20). The figure also shows the existing heights in color and the proposed heights in black outline.

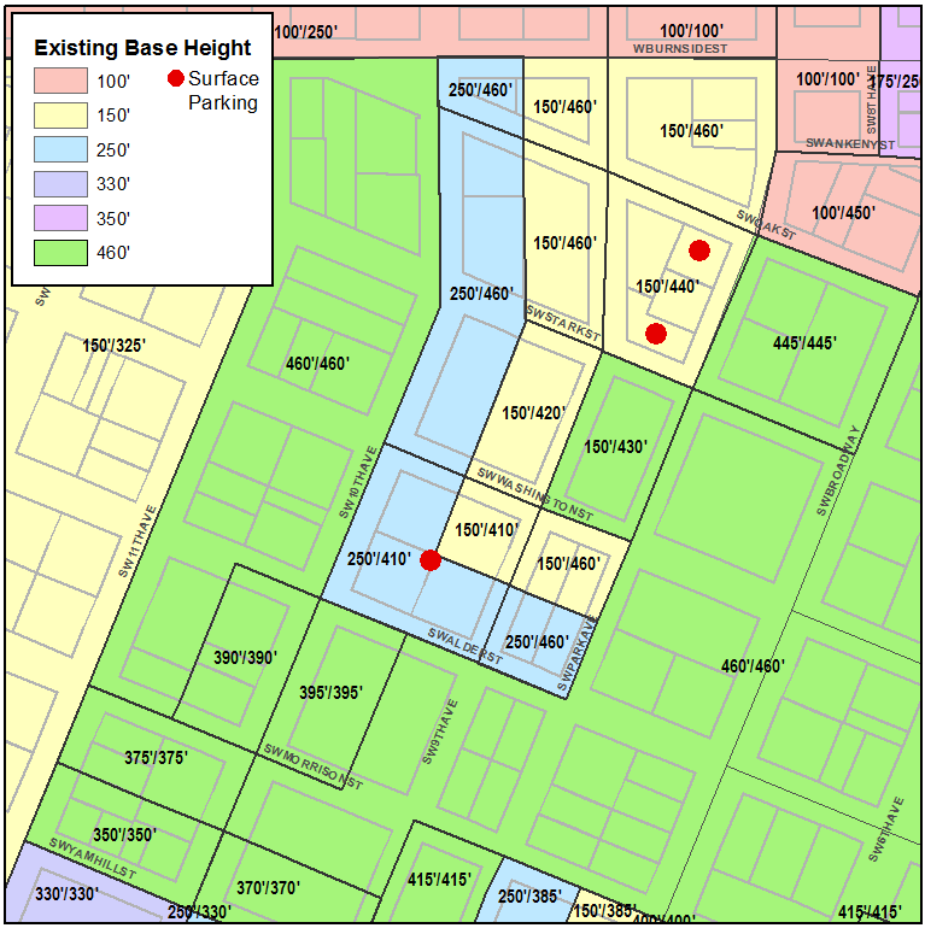


Figure 20: Proposed Base/Bonus Heights in West End and Downtown Districts

The view corridor from SW Upper Hall to Mt St Helens results in no change to the base heights and restrictions to the bonus heights in the Pearl District. Bonus heights are restricted within the view corridor to 390 feet between NW Lovejoy St and NW Northrup St east of NW 13th Ave and 400-410 feet north of NW Northrup St around NW 12th Ave.

B8. General Views from the West Hills

Existing Protections

Not including views from Washington Park, OHSU or Terwilliger Blvd, there are 11 viewpoints in the West Hills that are designated in the 1991 *Scenic Resources Protection Plan (*see Figure 9*)*. All have an existing ESEE decision to limit vegetation from blocking the view. Unless the view is also within an environmental overlay zone, there is no zoning code that implements this ESEE decision. If the view corridor overlaps with an environmental overlay zone, then the rules of 33.430 apply.

Inventory Results

Staff inventoried all of the existing viewpoints and one new viewpoint. Table 1 includes the results of the inventory:

Table 1: Central City Scenic Resources Inventory Results

Old ID	New ID	Location	Focal Features	Notes/Rank	Status
VP 23-27	SW13	SW Vista Ave	Mt St Helens Central City Skyline	Viewpoints SW13 and SW16 are near each other and have similar views. View is mostly blocked by vegetation. Rank: Tier II	Existing
VC 23-28	SW14	SW Market St	None visible	View is block by vegetation. Rank: Tier III	Existing
N/A	SW16	SW Vista Ave	Mt St Helens Central City Skyline	Viewpoints SW16 and SW13 are near each other and have similar views. SW16 is at the top of a public staircase. View is slightly impacted by vegetation Rank: Tier I	New
VC 22-26	SW18	SW Mill St	Central City Skyline	Development blocks historic view of Mt Hood. View of skyline is OK, but better views from nearby locations with better access. Rank: Tier II	Existing
VC 23-30	SW19	SW Montgomery Dr	Mt Hood Central City Skyline	Vegetation blocks much, but not all of the view. The viewpoint is undeveloped and has low use. Rank: Tier II	Existing
VC 23-29	SW21	Frank L Knight Park	Central City Skyline	Vegetation blocks much, but not all of the view. The viewpoint is undeveloped and has low use. Rank: Tier II	Existing
VP 24-01	SW24	SW Upper Hall	Mt Hood, Mt St Helens, Mt Adams Central City Skyline	View is one of the most expansive views in the city. However, viewpoint is difficult to access and has low use. Rank: Tier I	Existing
VC 23-31	SW30	SW 18th Av	Mt St Helens	View is impeded by powerlines. Rank: Tier III	Existing
VC 24-53	SW31	SW Cardinell Dr	Central City Skyline	Viewpoints SW31 and SW33 are near each other and have similar views. SW31 is located at the top of a public stair case. View is slightly impacted by vegetation. Rank: Tier I	Existing
VC 24-54	SW33	SW Rivington Dr	Central City Skyline	Viewpoints SW31 and SW33 are near each other and have similar views. The historic views of Mt Hood and Mt St Helens are blocked by vegetation. Rank: Tier I	Existing
VC 23-34	N/A	Private Property	N/A	Although the historic viewpoint is on public property, accessing it requires crossing private property.	Retired
VC 23-35	SW41	SW Davenport St	None visible	View is blocked by vegetation. Rank: Tier III	Existing

Tier III views were determined to be not significant and therefore not carried forward to the ESEE for consideration of protection.

ESEE Decision and Protection Tools

Trees provide important functions including slope stability, stormwater management, air cooling, wildlife habitat and access to nature. Maintaining and increasing tree canopy is one of the primary goals of the Central City 2035 Plan. The West Hills have existing tree canopy, located on steep slopes, that needs to be maintained.

The ESEE decisions (see Figure 21) are intended to limit the views where removal of trees would be encouraged to maintain the view. Of the 12 viewpoints inventoried in the West Hills:

- One was retired because accessing the viewpoint requires crossing private property.
- Three are ranked Tier III and are not significant. The rankings are generally because the view is significantly impacted by existing vegetation and trees and the viewpoints are not easily accessible and serve primarily the nearby neighborhoods
- Five have an allow decision. In two cases the allow decision is based on another viewpoint being very close by, having a similar view and being more accessible. The other three are significantly impacted by existing vegetation.
- Two have a limit decision. These two would require limited tree pruning. Both are located at the top of public staircases, as well as along public streets with sidewalks.
- One has a prohibit decision (this is discussed above – Upper Hall).

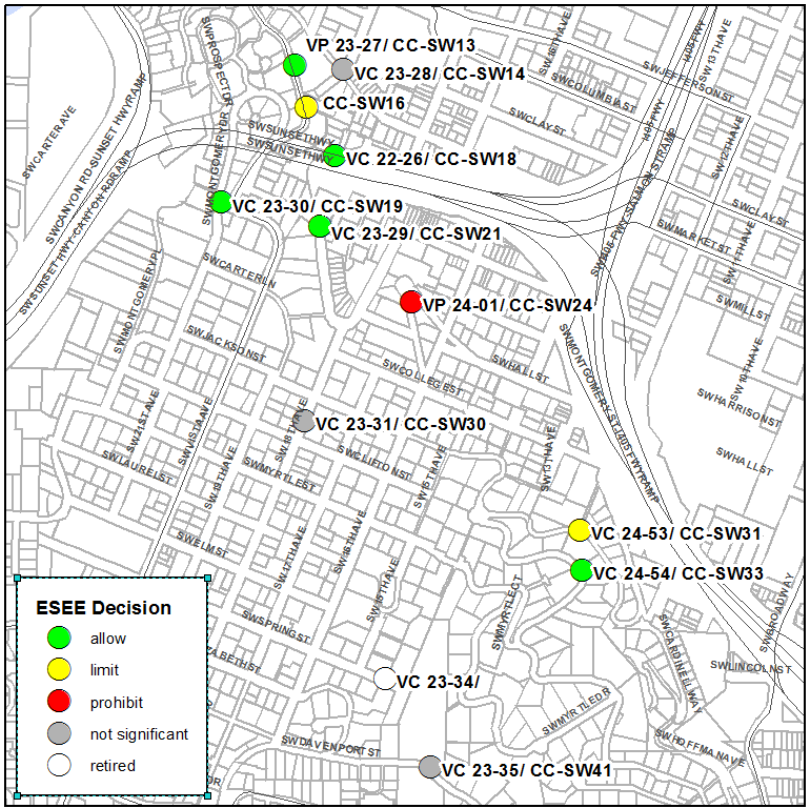


Figure 21: West Hills Viewpoints with DRAFT ESEE Decisions

Public Comment

Testimony stated that all historic views from the West Hills should be protected and the views should be restored. Specifically, that SW14, which is located at the top of public staircase, should have a limit decision.

Other testimony stressed the importance of maintaining trees, particularly trees located on steep slopes.

Staff Recommendation

Retain Proposed Draft version.

The proposal is intended to make it clear for which views tree removal, with replacement, should be allowed. The recommendation is limited to a few viewpoints in the West Hills in order to protect trees and the functions trees provide, especially on steep slopes. The proposal does not require tree pruning or removal. There is no obligation by the property owner; the code simply allows the tree removal.

SW14 is located at SW Market St Dr above SW 20th Ave at the top of a public staircase. The view received low scores by the experts – 3.3 for scenic quality. (For reference, Tier I (high quality) views received a score of 7.6-11.2 and Tier II (medium quality) views received a score of 4.6-7.5.) There is

vegetation and overhead wires obscuring the view. Although Mt St Helens is visible, it is partially blocked by development. Because this view received at Tier III rank, it is not significant. Therefore, it is not evaluated as part of the ESEE. In addition, there is a viewpoint, SW16, located up the next flight of public stairs and immediately above this point that is recommended for a limit decision.



View of Central City Skyline and Mt St Helens from SW Market St Dr. above SW 20th Ave (SW14)

B9. South Waterfront View Street

Existing Protections

The South Waterfront Plan identified four view streets throughout the district. The intention of the streets is to maintain views from SW Moody Ave or SW Harbor Ave to the Willamette River and Ross Island. The zoning code, 33.510, specified street step backs to keep the views open. One of the alignments adopted was from SW Mead St from SW Harbor Ave to the Greenway Trail.

At the time these alignments were proposed the light rail and Tilikum Crossing were not constructed, OHSU and Zidell had not determined future development plans for their properties and most of the streets were undeveloped.

Inventory Results

Staff were able to inventory the view streets that are developed. However, SW Mead St is not completed. The alignment was kept as proposed in the South Waterfront Plan.

ESEE Decision and Protection Tools

The ESEE decision for South Waterfront is to maintain the ESEE decisions adopted with the South Waterfront Plan. Therefore, the four view streets maintain a limit decision and step backs in the zoning code.

Public Comment

OHSU stated that they had some topics to discuss with staff but did not provide details in the testimony. In a meeting on September 7, 2016, OHSU staff shared their current plans for the site including street alignments.

Staff Recommendation

Revise the Proposed Draft version.



Map 7: South Waterfront View Streets

Staff have reassessed the view streets based on the actual alignments of SW Harbor Ave and SW Porter St and the plans for SW Mead St. The topography of the land where SW Mead St will be built does not provide a view from SW Harbor to the river. Therefore, staff recommend moving the designated view street to SW Porter St. SW Porter St is the approach to the Tilikum Crossing with a wide right-of-way that preserves views of the Willamette River. See Map 7.

Moving the designation from SW Mead St to SW Porter St, which is one block south, keeps the general approach of the South Waterfront Plan to keep view corridors throughout the district.

B10. Code Clean Up

Bureau of Development Services submitted testimony that included questions and comments about the zoning code that implements the ESEE decisions. Below are non-substantive changes that address some of their concerns. The changes are highlighted in gray.

33.430.080.C. Items Exempt from These Regulations

~~7~~8. Removal or trimming of vegetation when no development or other activities subject to the development standards or review requirements of this chapter are proposed, if the following are met:

a. All vegetation removal or trimming activities must be surrounded or protected to prevent erosion and sediment from leaving the site or negatively impacting resources on the site. Permanent erosion control, such as replanting areas of bare soil, must be installed.

b. The vegetation proposed for removal or trimming is one of the following:

(1) Trees less than six inches in diameter or plants listed on the Nuisance Plant List;

(2) Dead, dying, or dangerous trees or portions of trees when they pose an immediate danger, as determined by the City Forester or an arborist. Removing these portions is exempt only if all sections of wood more than 12 inches in diameter either:

- Remain, or are placed, in the resource are of the same ownership on which they are cut; or
- Are removed, if the City Forester authorizes removal of diseased wood because it will threaten the health of other trees;

(3) Non-native non-nuisance trees less than six inches in diameter and plants;

(4) Trees less than six inches in diameter or tree limbs that are within 10 feet of an existing building and structures attached to buildings, such as decks, stairs and carports;

(5) Within view corridors shown on Map 480-1, ~~T~~trees that exceed the base height restrictions ~~of a City-designated view corridor~~ may be removed or ~~pruned~~trimmed to maintain the view ~~corridor.~~; or

(6) Within the scenic (s) overlay zone, trees less than six inches in diameter may be removed and tree limbs may be trimmed to maintain the view. ~~Tree removal with the scenic (s) overlay zone is not exempt.~~

Adding this clarification makes the exemption work better with the existing standards found in 33.430.140.J and the proposed standard for tree removal in view corridors, 33.430.195. The existing standards require trees larger than six inches in diameter to be replaced.

Currently there is no replacement standard in the environmental zones for tree less than six inches in diameter. However, Title 11 must be met and for trees 3-6" in diameter, tree replacement is required. Comments were submitted by Commissioner Houck asking for this to be reconsidered. Staff will be addressing these issues, which are substantive and related more to natural resources rather than scenic resources, at the second work session.

Attachment A: Answer to Commissioner Questions

Many of the commissioners' questions are answered within the memo. However, some questions did not fit within the topic areas. Each question is stated below along with a staff response. The questions are not attributed to any commissioner:

Can you describe/define the view we are trying to keep? Is there a percentage of Mt Hood, or bridge width?

The amount of a focal feature that can be seen within any given view corridor and not disrupt the view is subjective. One person might feel that any intrusion into the view is unacceptable while another may feel that slight intrusions are OK.

The policy priority is to protect existing views of area mountains and when possible protect the view down to 1,000 feet below timberline. There is a policy priority to protect views of Willamette River bridges and views unique to neighborhoods, which would include Vista Bridge. However, there is no set amount of each bridge that needs to be seen within the view.

Height reductions; when we reduce height it appears we created some properties with split heights? How does this impact the development potential in terms of building type or does it?

Many properties have split heights due to the location of a view corridor. Development would need to address the height restrictions. That may mean developing a shorter podium on part of the property and a larger tower on the other. Or a building may have an edge that is not perpendicular to the street. This was seen as a better approach than including entire taxlots when only part of the taxlot is actually in the view corridor.

Attachment B: Portland Streetcar Loop Extension Local Improvement District

ORDINANCE No. 186504 As Amended

Assess benefited properties for improvements in the Portland Streetcar Loop Extension Local Improvement District (Hearing; Ordinance; C-10025)

The City of Portland ordains:

Section 1. The Council finds:

1. The City Council stated its intent to initiate the formation of the Portland Streetcar Loop Extension Local Improvement District to construct the improvements necessary to provide new Portland Streetcar service from the Pearl District in Northwest Portland through the Lloyd District to the Central Eastside terminating at the Oregon Museum of Science and Industry (OMSI) by the adoption of Resolution No. 36516 on June 27, 2007.

2. The City Council then approved the formation of the Portland Streetcar Loop Extension Local Improvement District (Loop LID) on September 6, 2007, by the passage of Ordinance No. 181265, as Amended.

3. The LID boundaries are as set forth in Exhibit A, attached to this ordinance.

4. The total project costs are $148.3 million as shown in Exhibit B and the Portland Streetcar Loop Extension project was constructed in accordance with approved plans and specifications.

5. The property owners' share for this project total is $15.0 million. The Loop LID assessment methodology passed by Council Ordinance No. 181265 provided that the total assessment be distributed among property owners in relation to their respective Real Market Values (RMVs) as determined by the Multnomah Assessor's office; proximity to the Streetcar alignment (Zones A and B); and use (Commercial, Industrial and Residential); but not less than an alternative minimum land area assessment of $0.60/SF.

6. In computing the final assessments, it was found by the Portland Bureau of Transportation (PBOT) that the current RMVs for properties in the LID obtained from Multnomah County property data vary, in some cases significantly, from the RMVs current as of March 2007 and used in estimating the preliminary assessments in 2007. Some RMVs have decreased and many have increased.

7. Accordingly, it is proposed that the current RMVs be adjusted to more equitably distribute the assessment burden in accordance with the special project benefits contemplated when the Loop LID was formed in 2007. The adjustment will be as follows: the current 2013 RMV of each property used to compute its final assessment will be adjusted as the average of the RMV used to calculate its 2007 preliminary assessment and its current RMV, with increases and reductions for individual properties limited to 30% of its 2007 RMV.

8. Portland City Code 17.08.070.D.7 states "Upon City Council's passage of an ordinance forming a local improvement district, the assessment formula may not be changed notwithstanding concurrence among the property owner(s), nor can the assessment obligation be transferred to a property not included in the local improvement district. No release of obligation shall be made by the City Auditor until after final assessment is made." The legislative intent of this provision is that only Council, not property owners, may modify the assessment methodology. To the extent this code section could be read to limit the Council's authority to modify the assessment methodology and more equitably apportion the assessments to reflect special benefit, Council waives the code section for this LID.

9. The adjusted real market values and property land areas used in computing assessments will be further adjusted as called for by the Council-adopted methodology: properties in LID Zone A: 100%, and; Properties in LID Zone B: 50%; properties in a zone designated as Industrial Sanctuary in Portland's Comprehensive Plan: 67% of the LID Zone A or B real market value and land area; and properties primarily in residential uses, regardless of zoning: 50% of the LID Zone A or B real market value and land area.

10. Owner-occupied residences in Residential Zones R1 or R2, public rights-of-way, railroad, and federally owned properties are exempt.

11. Each property within the LID boundary and the assessment amount is set forth in Exhibit C, attached to the original of this Ordinance only. Each property is specially benefited in the amount shown in the assessment roll.

12. On February 6, 2014, PBOT mailed notice of the March 12, 2014, final assessment hearing to owners of benefited property within the LID. Each property owner received a notification that stated the amount of the total proposed final assessment and the property owner's share, as well as the methodology for calculating that share, of the total proposed final assessment. They also received notification of the time and location of the final assessment hearing conducted by Council and the deadline and procedure for filing objections to the final assessment of the LID. The deadline to file objections to the final assessment was at 5:00 p.m. (PST) on March 5, 2014.

13. PBOT submitted for publication two notices of the LID final assessment hearing in the *Daily Journal of Commerce Portland Oregon* on February 21 and February 24, 2014.

14. The Council has considered any and all objections made by owners of benefited properties. The Council accepts the summary of objections and findings as set forth in Exhibit D and adopts these findings as its own.

15. This Ordinance provides for assessment of benefited properties for local improvements. Assessments for local improvements are not subject to the property tax limitation established by Article XI, Section 11b of the Oregon Constitution.

16. In the event any finding or any directive within this Ordinance conflicts with any prior Council action involving this LID, the finding or directive from this Ordinance shall prevail.

NOW, THEREFORE, the Council directs:

a. That, if applicable, Portland City Code 17.08.070.D.7. is hereby waived to allow adjustment of the calculation of assessment amounts approved by this Ordinance for the Portland Streetcar Loop Extension Local Improvement District.

b. That any and all objections received are overruled and the assessment roll contained in Exhibit C to this Ordinance is hereby approved and adopted.

c. The City Auditor to enter the assessment in the Docket of City Liens.

d. The City Auditor to mail final assessment notices to all owners of benefited properties as set forth in Exhibit C.

Passed by the Council, MAR 19 2014

Commissioner Steve Novick
Prepared by: Kathryn Levine:slg
Date Prepared: February 14, 2014

LaVonne Griffin-Valade
Auditor of the City of Portland
By Susan Parsons
Deputy

~~248~~ 252

Agenda No.

ORDINANCE NO. 186504 As Amended

Title

Assess benefited properties for improvements in the Portland Streetcar Loop Extension Local Improvement District (Hearing; Ordinance; C-10025)

INTRODUCED BY Commissioner/Auditor: **COMMISSIONER STEVE NOVICK**	CLERK USE: DATE FILED MAR 07 2014
COMMISSIONER APPROVAL	LaVonne Griffin-Valade Auditor of the City of Portland
Mayor—Finance and Administration - Hales	By: _____ Deputy
Position 1/Utilities - Fritz	**ACTION TAKEN:**
Position 2/Works - Fish	As Amended MAR 12 2014 - **CONTINUED TO** MAR 19 2014 10:00 AM Time Certain
Position 3/Affairs - Saltzman	
Position 4/Safety – Novick	
BUREAU APPROVAL	
Bureau: Bureau of Transportation Interim Group Mgr. Christine Leon Development & Capital Program Other: Greg Jones	
Prepared by: Kathryn Levine:slg Date Prepared: February 14, 2014	
Financial Impact & Public Involvement Statement Completed ☒ Amends Budget ☐	
Portland Policy Document If "Yes" requires City Policy paragraph stated in document. Yes ☐ No ☒	
Council Meeting Date **MARCH 12, 2014**	
City Auditor Office Approval: required for Code Ordinances	
City Attorney Approval: required for contract, code, easement, franchise, comp plan, charter	

AGENDA 2 of 2
TIME CERTAIN ☒ **Start time:** 2:00 **Total amount of time needed:** 1hr **(for presentation, testimony and discussion)**
CONSENT ☐
REGULAR ☐ **Total amount of time needed:** 5 min **(for presentation, testimony and discussion)**

FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:	YEAS	NAYS
1. Fritz	1. Fritz	✓	
2. Fish	2. Fish	—	
3. Saltzman	3. Saltzman	✓	
4. Novick	4. Novick	✓	
Hales	Hales	✓	

EXHIBIT C

Proposed Assessment Methodology
Portland Streetcar Loop Extension Local Improvement District

LID Boundary: The LID will include properties in the Portland Streetcar Loop Project (Project) area from the east side of the Broadway Bridge to OMSI with two zones, as set forth in Exhibit A to the notice. The two zones will be:

LID Zone A: Properties within one block or 200 feet of a Streetcar Street, which is any portion of the public right-of-way with track and other Streetcar Improvements.

LID Zone B: Properties with the LID boundary that are not in Zone A.

Assessment Methodology: The total assessment will prorated among individual property owners based on a provisional assessment rate of $7.70/$1000 applied to an adjusted real market value of each individual property, except that individual assessments will not be less than the rate of $0.60 per square foot applied to an adjusted property land area. The real market values and property land areas used in computing assessments will be adjusted as follows:

- Properties in LID Zone A: 100%.
- Properties in LID Zone B: 50%.
- Properties in a zone designated as Industrial Sanctuary in Portland's Comprehensive Plan: 67% of the LID Zone A or B real market value and land area.
- Properties primarily in residential uses, regardless of zoning: 50% of the LID Zone A or B real market value and land area.

Owner-occupied residences in Residential Zones R1 or R2, public rights-of-way, railroad and federally-owned properties will be exempt. Owners who occupy property located within Zones R1 or R2 as their primary residence will be given an opportunity to apply for an exemption at the time of final assessment. If the owner occupies only a portion of the property, the exemption will be applied only to the percentage occupied.

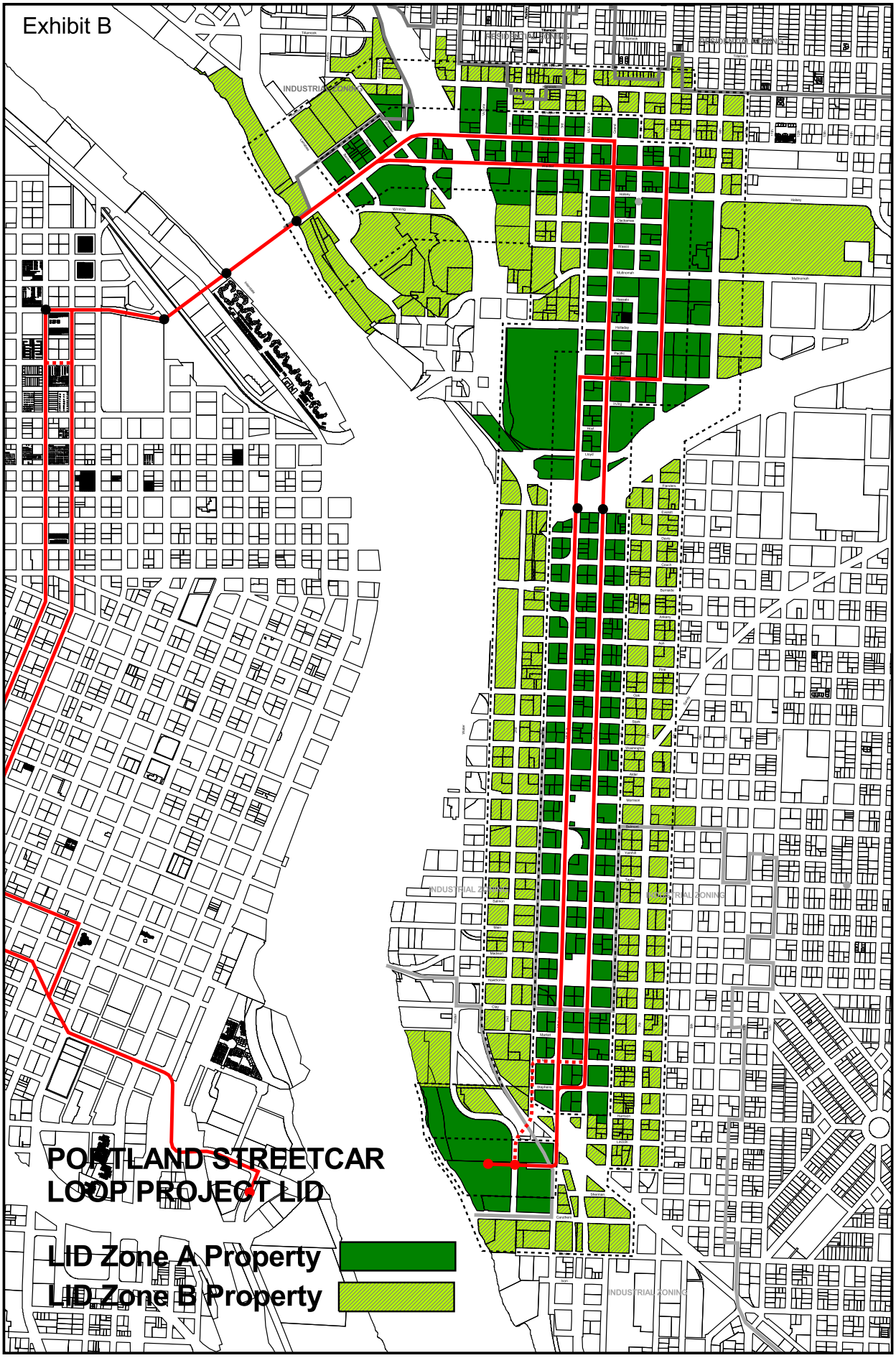
If any portion of a single property or of a group of properties that are contiguous and under a single ownership is 1) within the LID boundary, the property or group of properties will be considered entirely within the LID, except that the assessment on such properties will be reduced in proportion to any portion of the properties extending more than 600 feet beyond the LID boundary; or 2) within LID Zone A, the entire property or group of properties will be considered in LID Zone A.

The final assessment under this LID is contingent on commitments for financing the City Council approved project budget. In the event that the physical scope of the Project must be significantly reduced or revised due to insufficient funds or other reasons, the total assessment will be limited to 10% of the City Council revised project budget and properties more than 750 feet normal to a Streetcar Street will not be assessed, even if located within the LID boundary.

Assessments on property paid under this LID will be credited as an offset to assessments on such property under any future LID formed within 10 years of the formation of this LID to fund another Streetcar project.

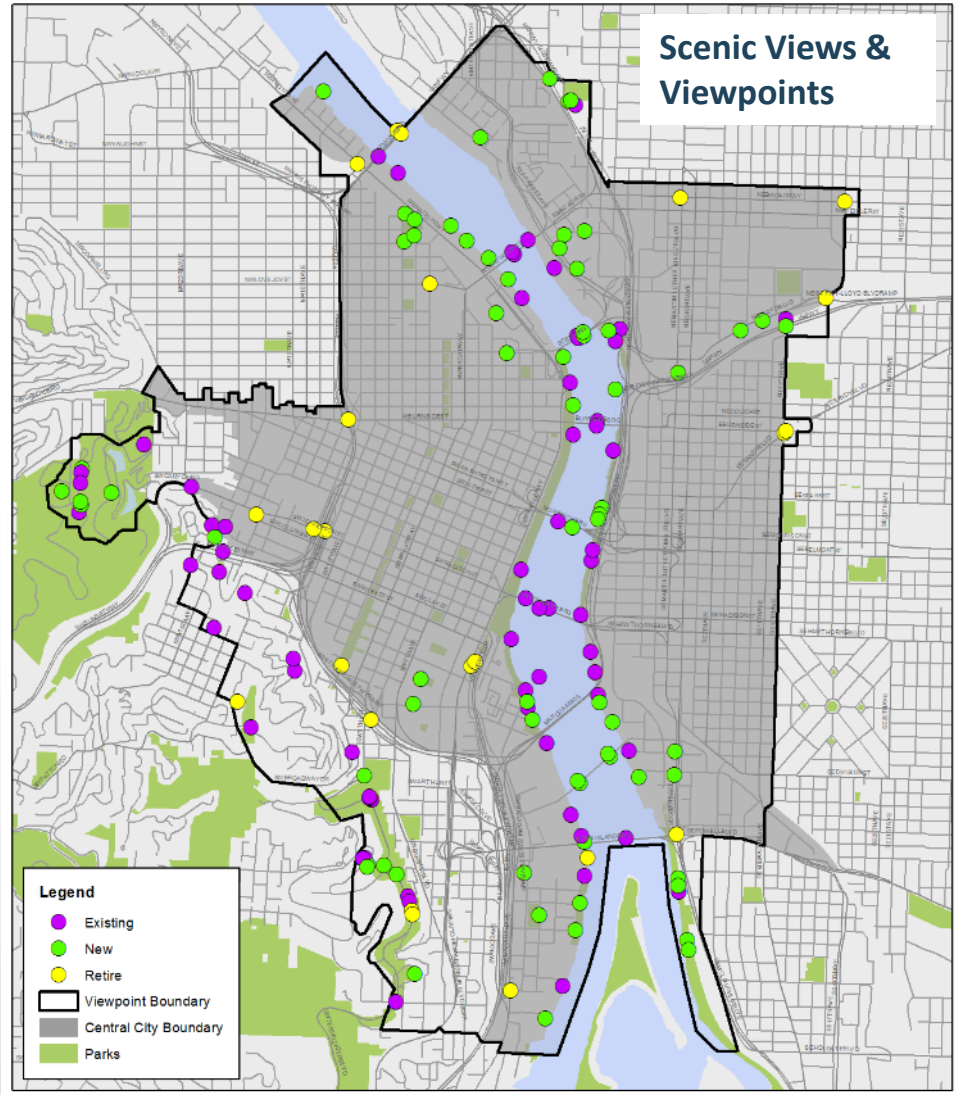
Individual estimated assessments in an amount less than $100 are shown on the Notice of Intent as $0. However, as with all estimated assessment amounts, the final assessments may vary from the estimated assessments if the use or relative real market value of the property has changed by the time of final assessment.

The real market values, uses and land areas used in computing the assessment will be based on the real market value, use and area for each property contained in the Multnomah County Assessor's records at the time of the final assessment (or on a professional estimate in cases where such data are not available from the County records). The final assessment will be made after the Project is complete, currently scheduled for late 2010 or 2011.


Exhibit B
INDUSTRIAL ZONING
INDUSTRIAL ZONING
INDUSTRIAL ZONING
INDUSTRIAL ZONING
PORTLAND STREETCAR
LOOP PROJECT LID
LID Zone A Property
LID Zone B Property


CENTRALCITY
2035
Decision Packet B:
Scenic Resources
PSC Work Session 1 – 9/27/2016
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Scenic Resources



Scenic Resources

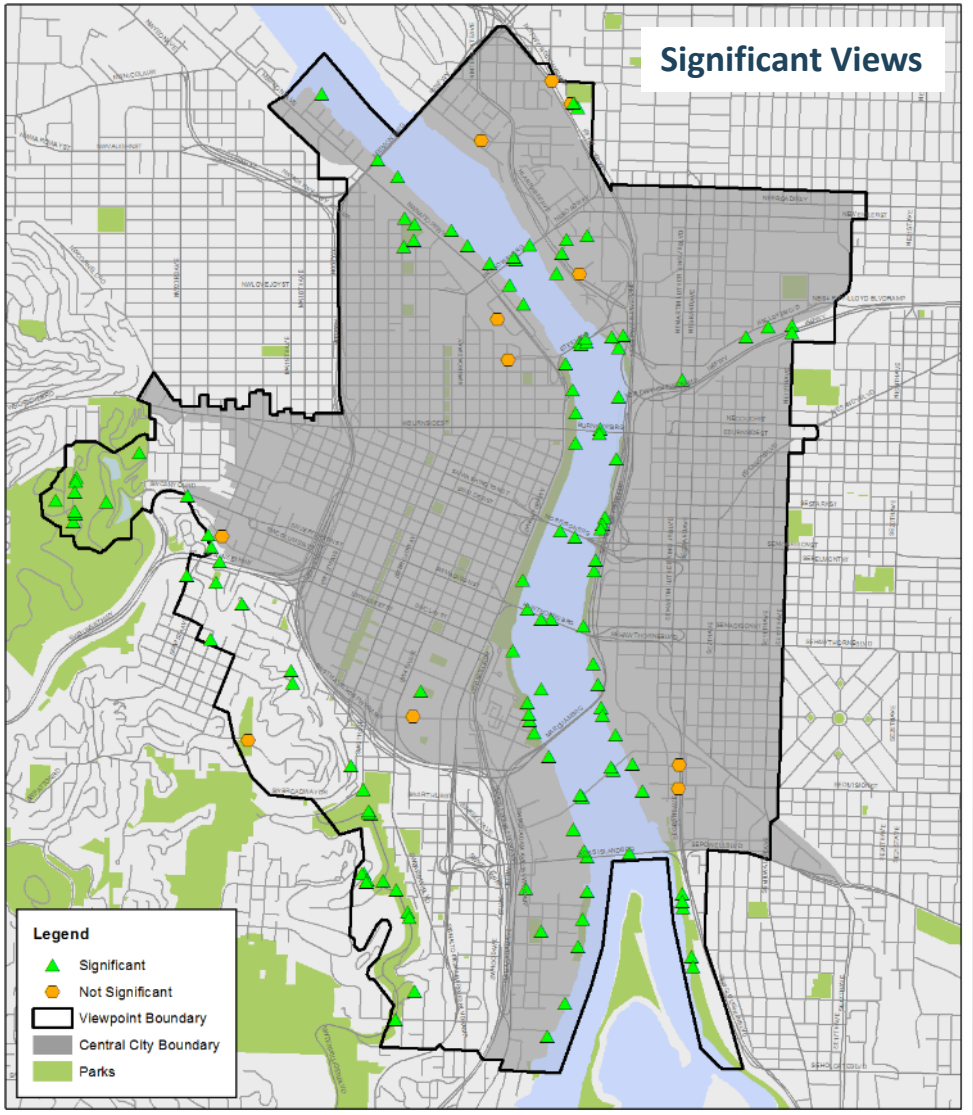
Statewide Planning Goal 5 requires a specific process.

Goal 5 does not prescribe an outcome to the process.

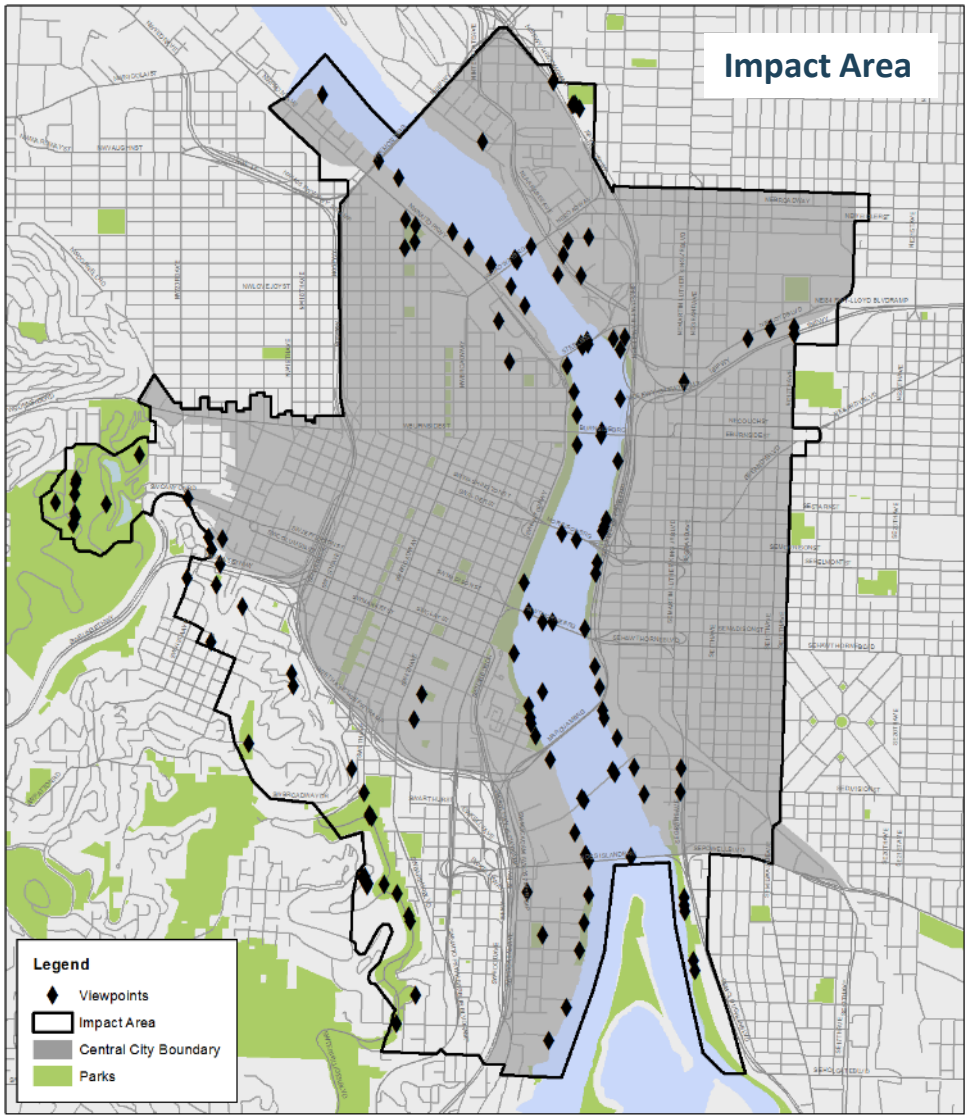
Jurisdictions have flexibility to make policy choices.



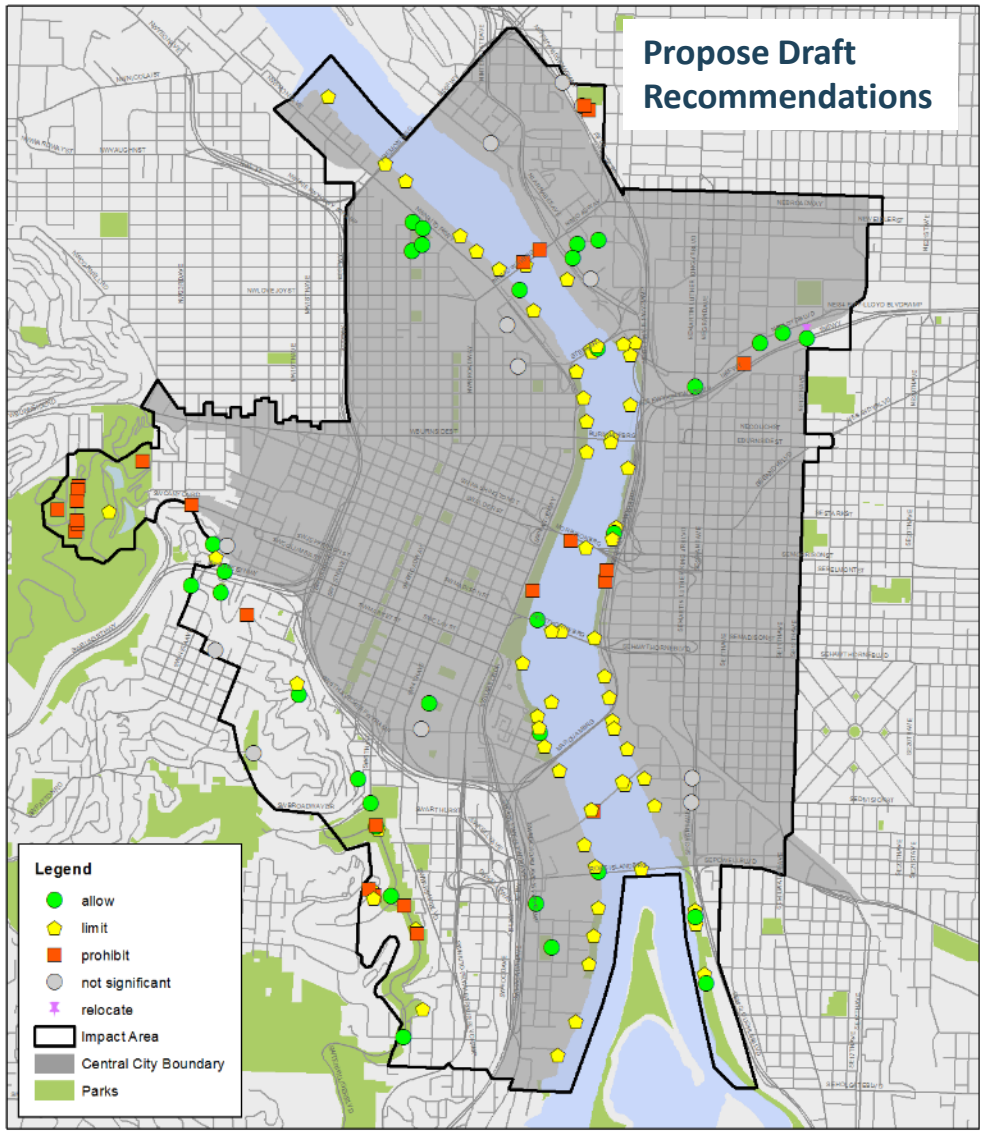
Scenic Resources



Scenic Resources



Scenic Resources



Discussion Packet B: Scenic Resources

B1: View of Mt Hood from the Japanese Garden



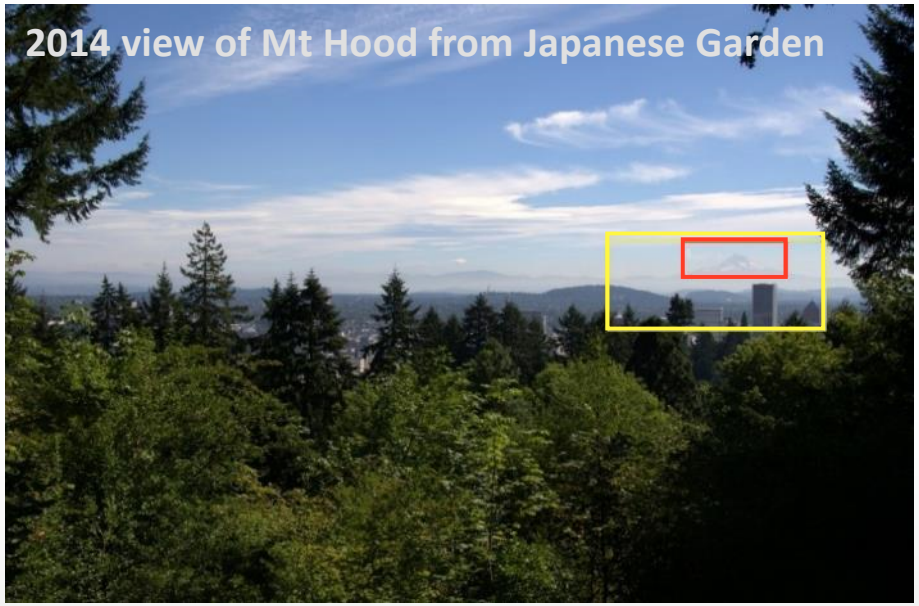
B2: View of the Vista Bridge from Jefferson St

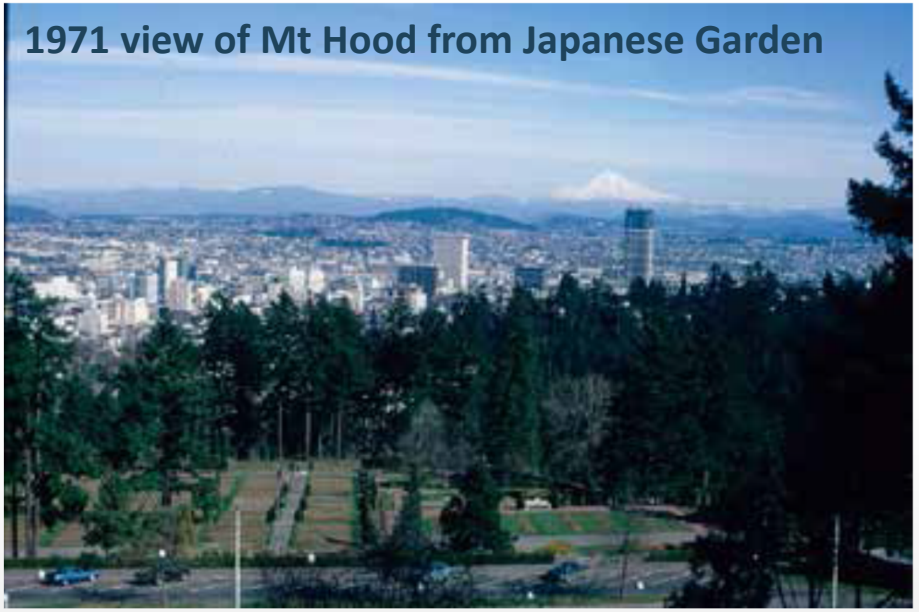


B3: View of Mt Hood from Salmon Springs



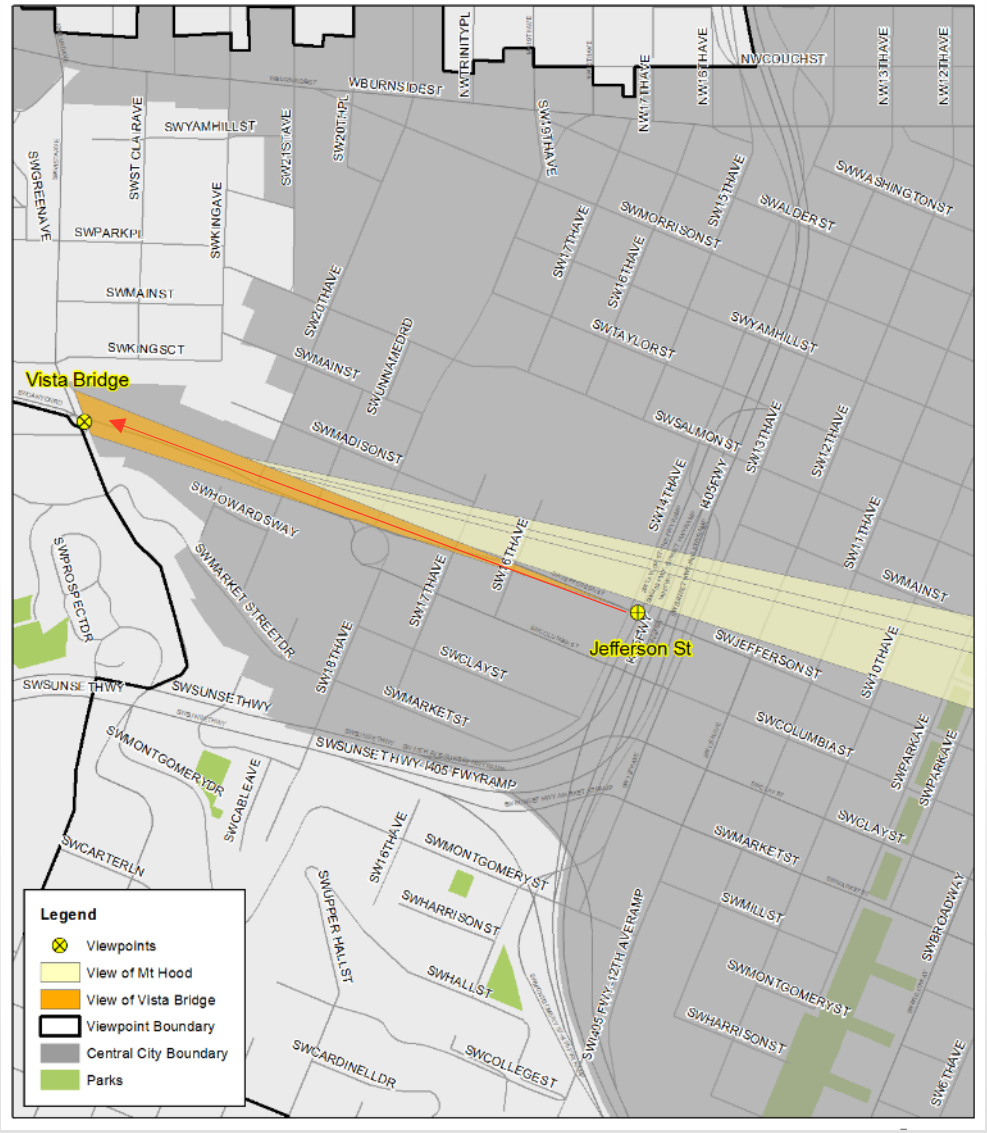
B1: View of Mt Hood from Japanese Garden





Staff Recommendation: Retain the Proposed Draft version (left photo)

B2: View of Vista Bridge from Jefferson St

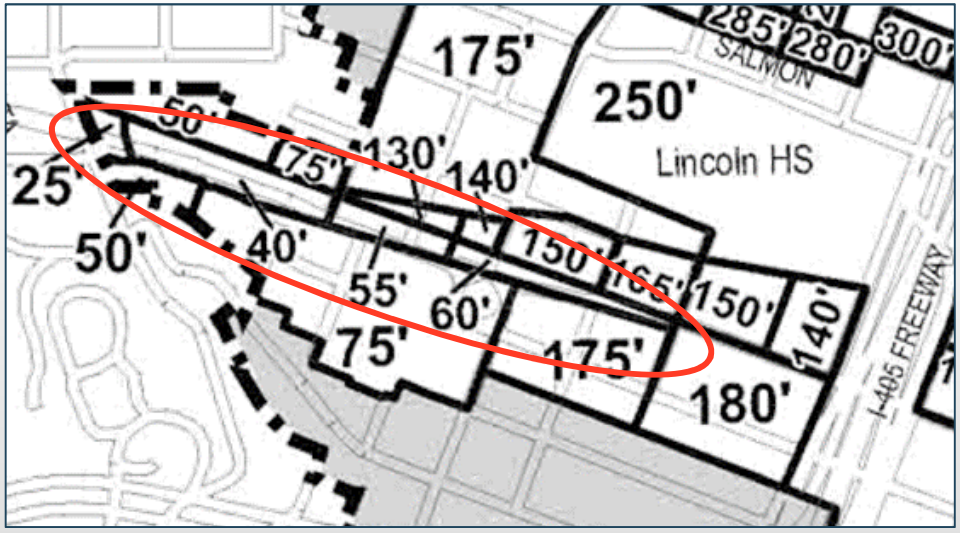


B2: View of Vista Bridge from Jefferson St

Existing Heights



Proposed Draft Heights



B2: View of Vista Bridge from Jefferson St

Staff Recommendations:

1. Amend the heights along Jefferson St to 75ft
2. Add a new viewpoint at Collins Circle
3. Add actions to develop the viewpoint at Collins Circle and improve pedestrian connectivity

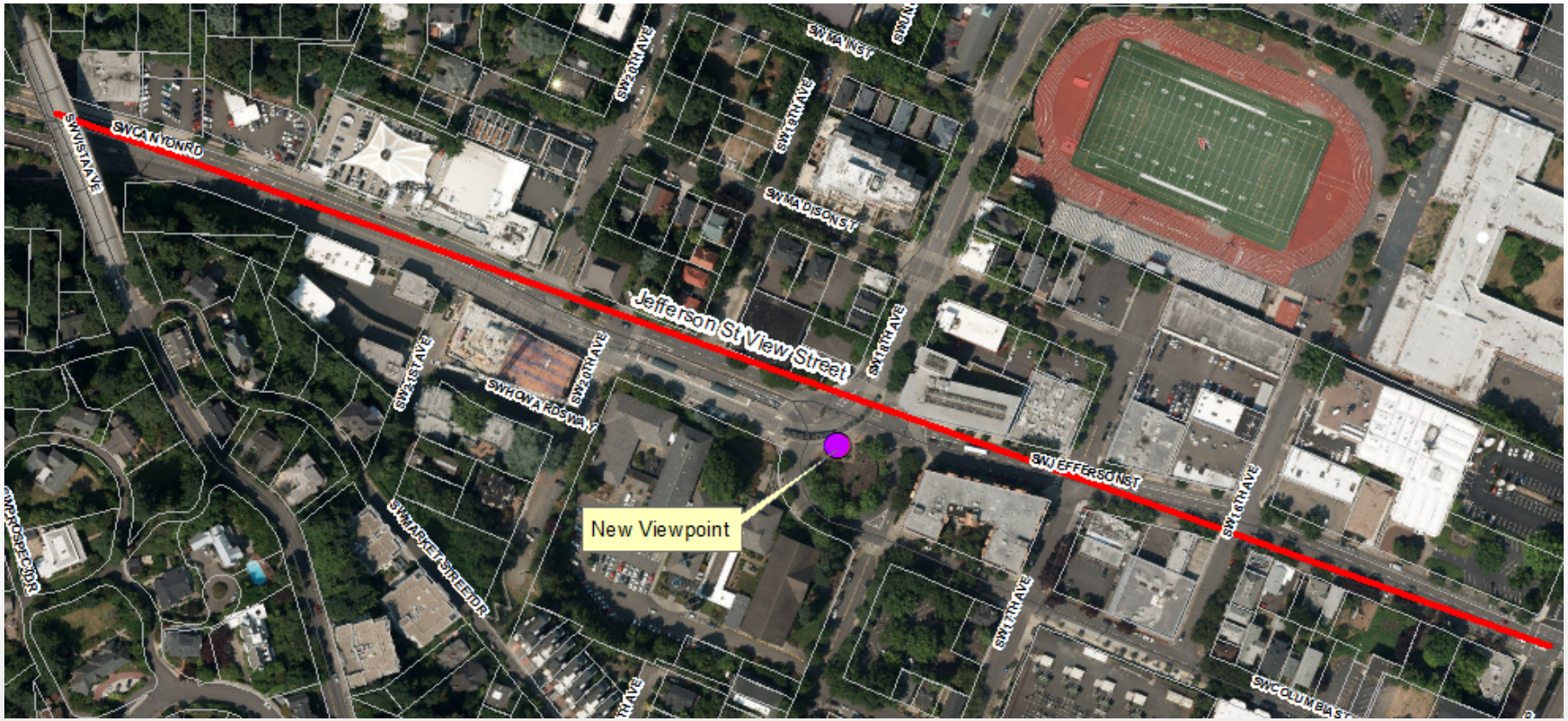
B2: View of Vista Bridge from Jefferson St





1. Amend the heights along Jefferson St to 75ft

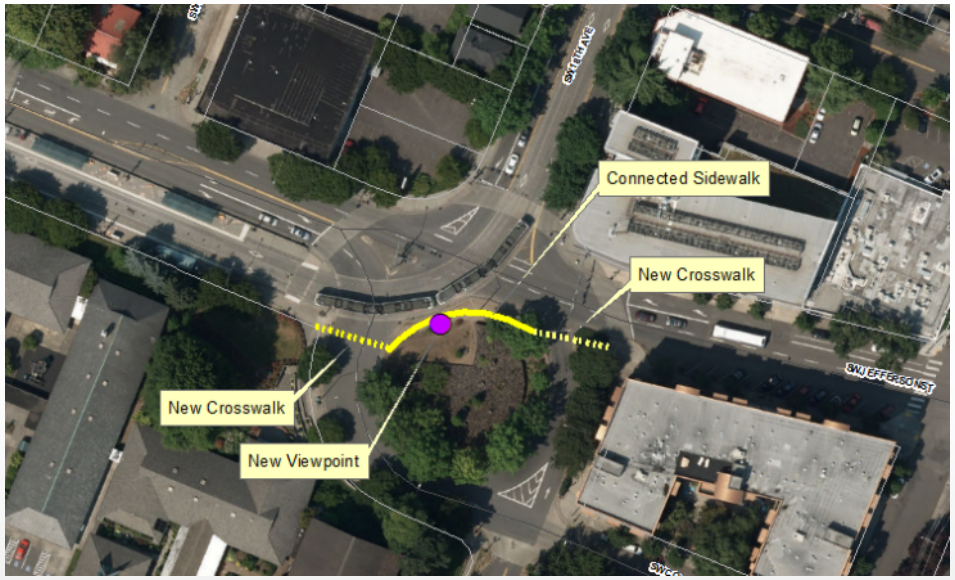
B2: View of Vista Bridge from Jefferson St



2. Add a new viewpoint at Collins Circle

B2: View of Vista Bridge from Jefferson St





3. Develop a formal viewpoint and improve pedestrian connectivity

24242

B2: View of Vista Bridge from Jefferson St

Staff Recommendations:

1. Amend the heights along Jefferson St to 75ft
2. Add a new viewpoint at Collins Circle
3. Add actions to develop the viewpoint at Collins Circle and improve pedestrian connectivity

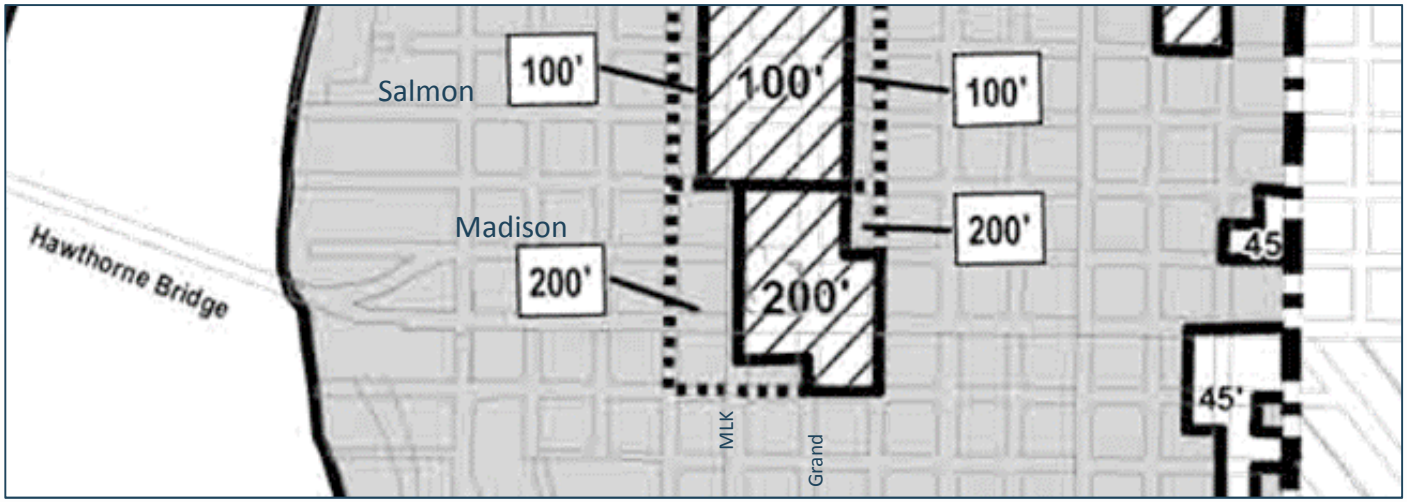
B3: View of Mt Hood from Salmon Springs





B3: View of Mt Hood from Salmon Springs

Existing Base Heights

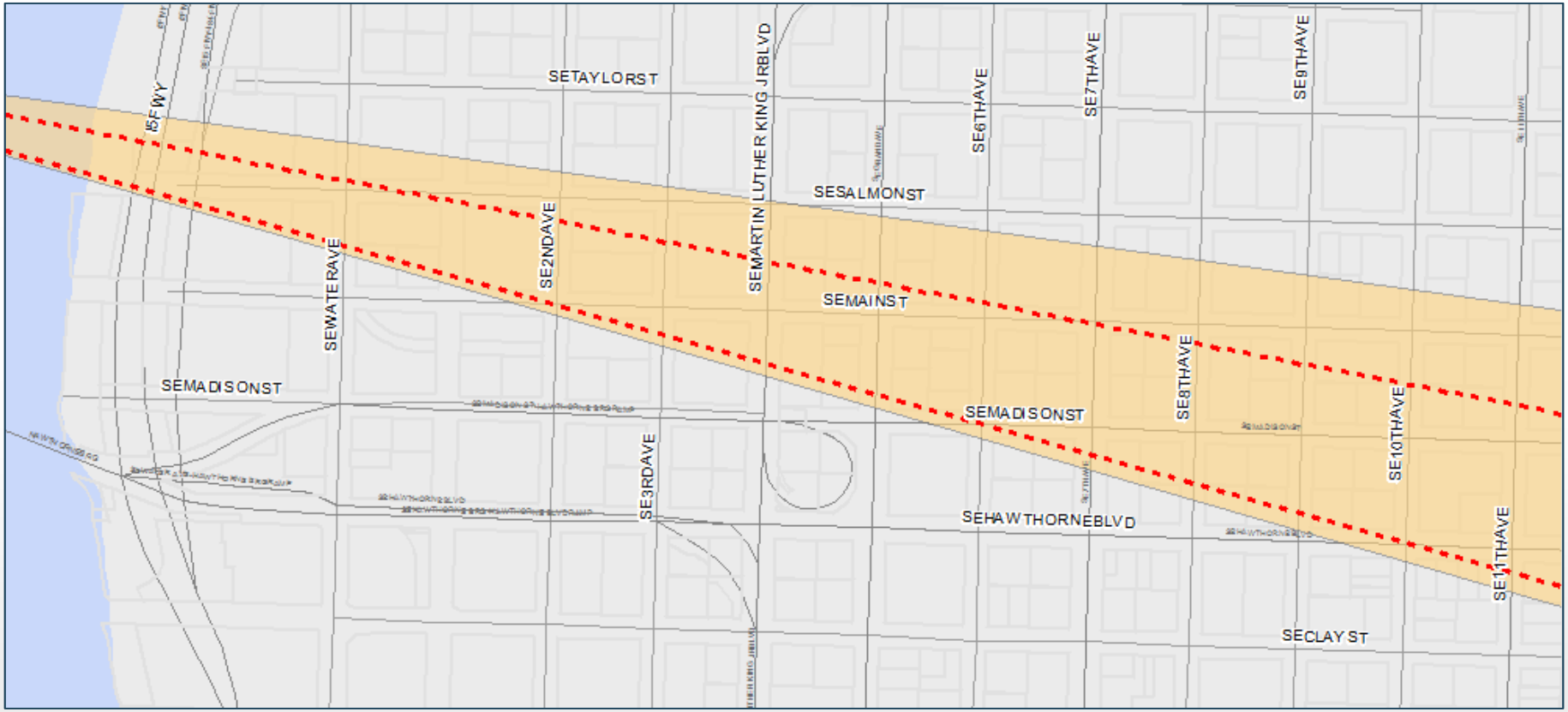


Proposed Draft Bonus Heights



24245

B3: View of Mt Hood from Salmon Springs



Staff Recommendation: Amend the view corridor by narrowing it and by raising the bottom elevation

B3: View of Mt Hood from Salmon Springs

Proposed Draft Heights

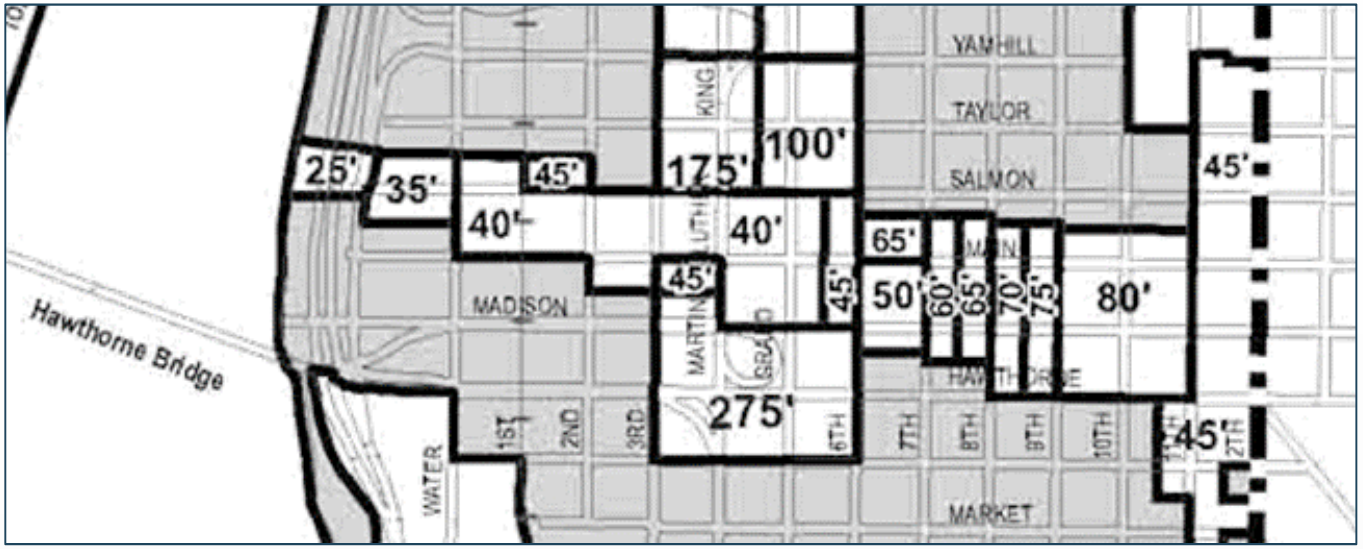


Amended Heights

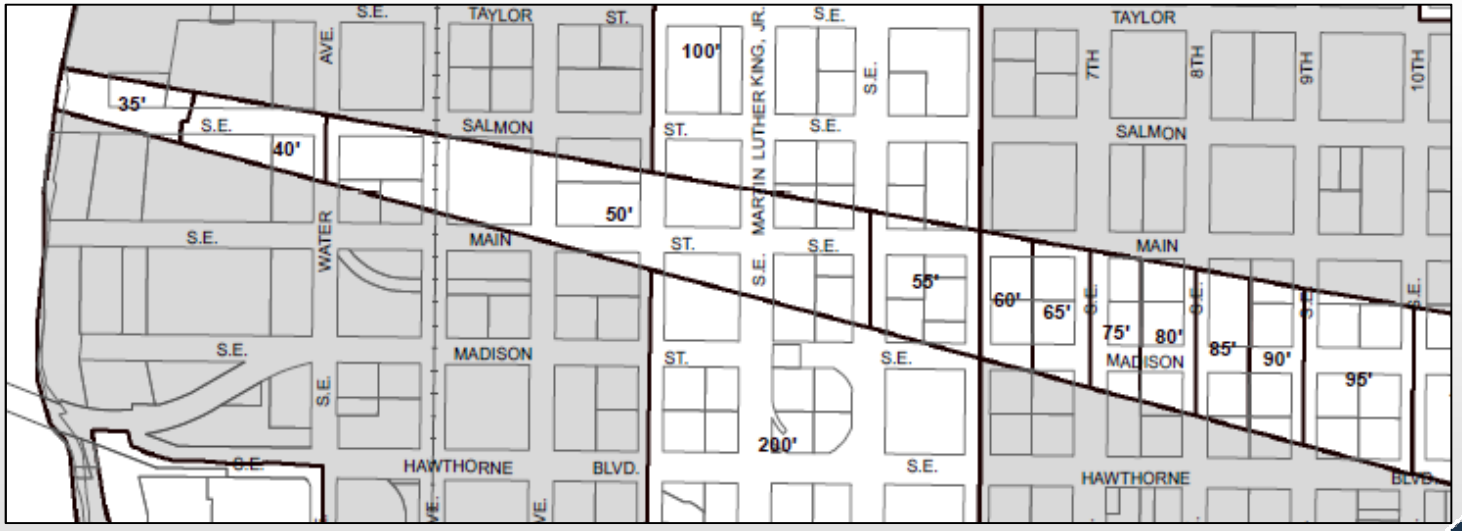


B3: View of Mt Hood from Salmon Springs

Proposed Draft Heights

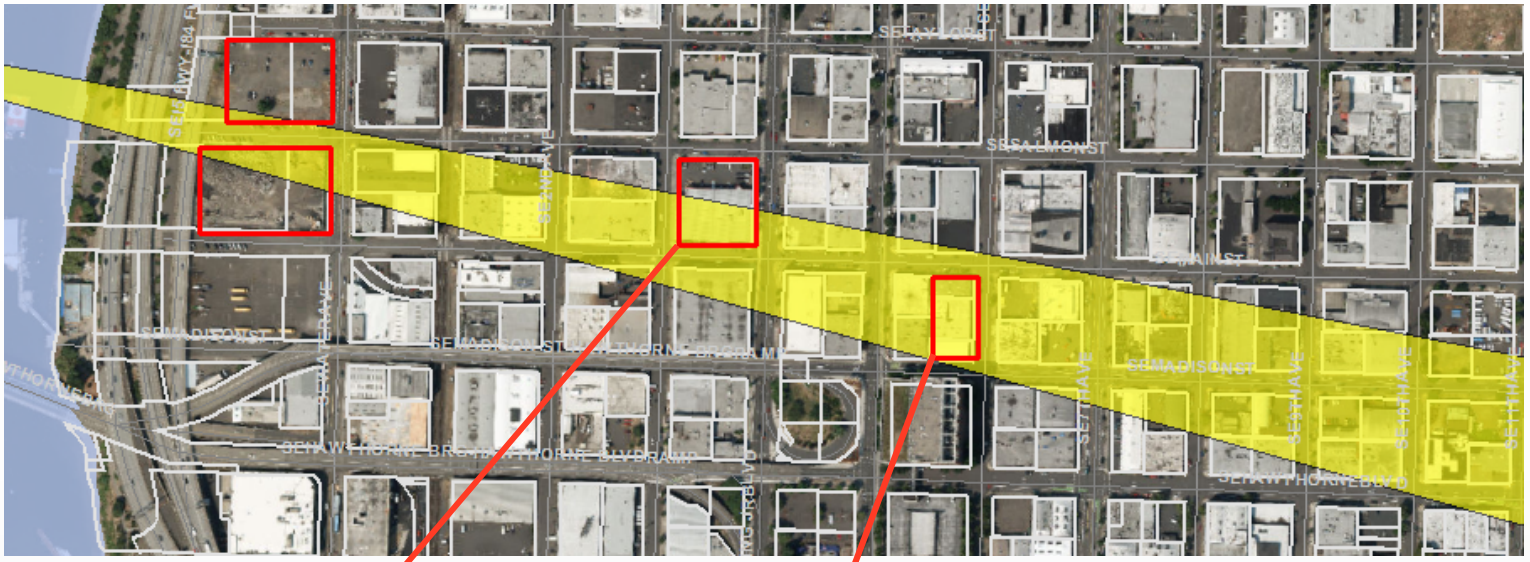


Amended Heights



24248

B3: View of Mt Hood from Salmon Springs



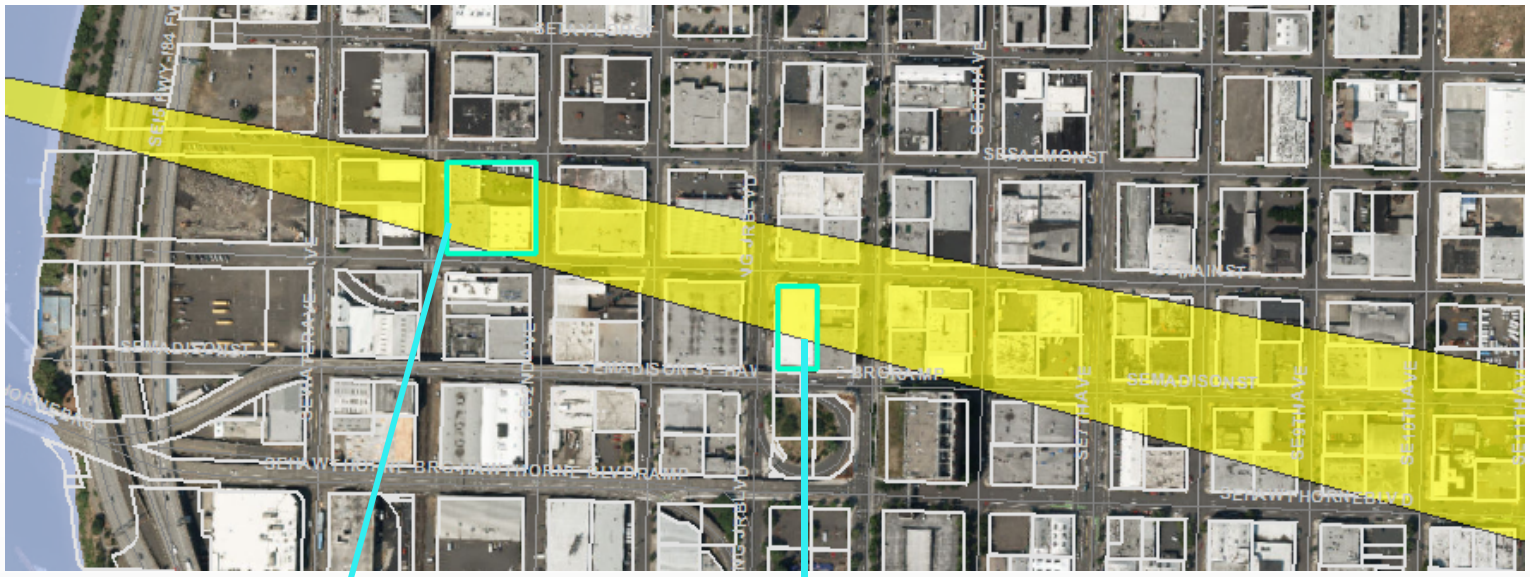


Zone: IG1(EX)
Current Code: 6-8 stories
Amended Code: 3-4 stories



Zone: IG1(EX)
Current Code: 7-9 stories
Amended Code: 3-4 stories

B3: View of Mt Hood from Salmon Springs



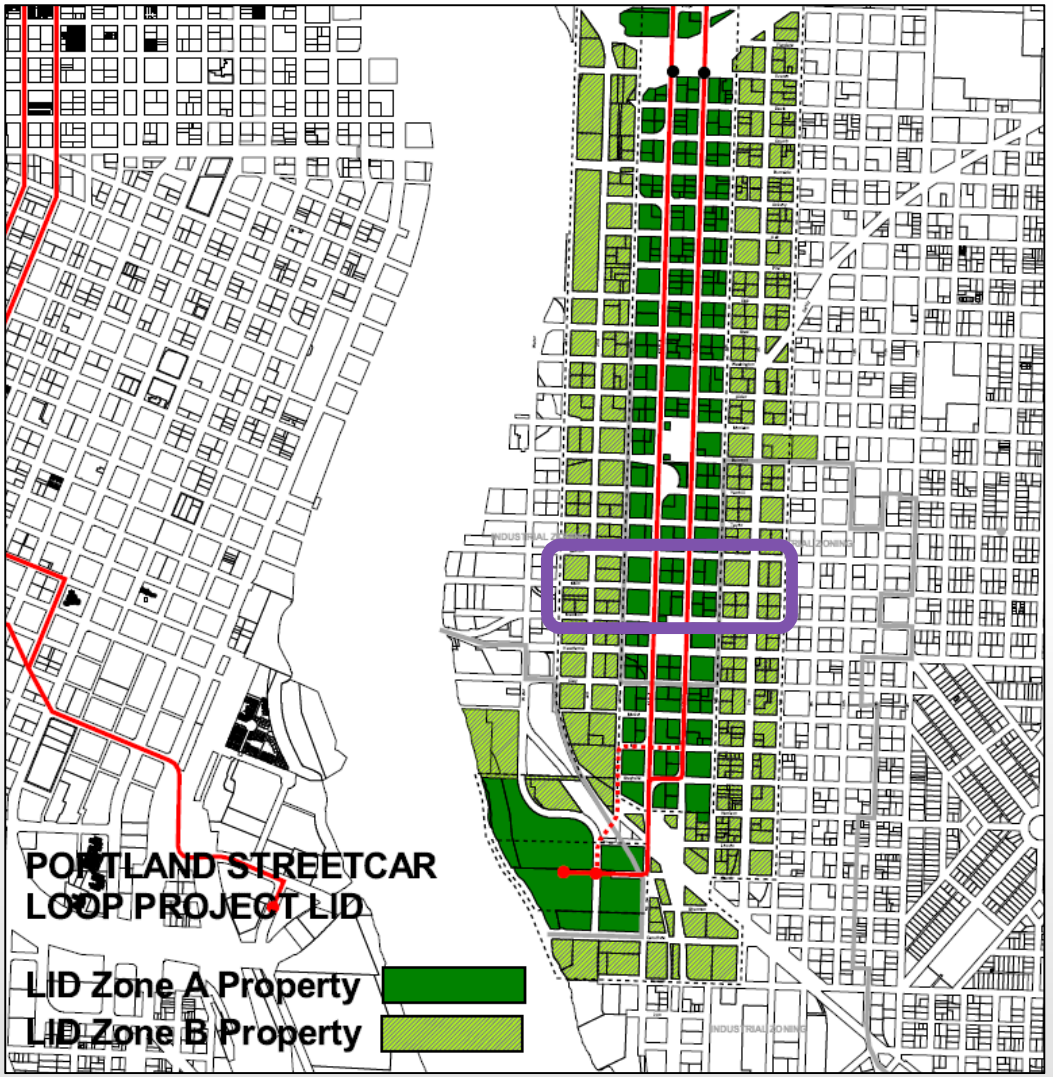


Zone: IG1
Current Code: 6-7 stories
Amended Code: 3-4 stories



Zone: EX
Current Code: 9-11 stories
Amended Code: 3-4 stories

B3: View of Mt Hood from Salmon Springs



B3: View of Mt Hood from Salmon Springs



Staff Recommendation: Amend the view corridor by narrowing it and by raising the bottom elevation

Decision Table A. Historic District Heights

Considerable testimony focused on allowed building heights in historic districts. The table below is organized by historic district to allow PSC to review each district individually.

Background:

- Portland has 17 historic districts on the National Register of Historic Places. Seven of these are located within the Central City. Properties in Portland's historic districts are subject to Historic Resource Review to ensure exterior alterations and new construction protect individual historic buildings and maintain the coherency of the district as a whole. Historic Resource Review is a discretionary land use review process based on approval criteria in the zoning code and, where adopted, district-specific design guidelines.

Policy Approach:

- To protect the integrity of historic districts and reduce conflicts in the Historic Resource Review process, staff propose refining heights in Central City historic districts.
- Adherence with Comprehensive Plan Policy 4.49, "Resolution of Conflicts in Historic Districts. Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to take into account the character of the historic resources in the district."
- The proposed refinement removes bonus height options in all historic districts and reduces base heights in three historic districts that were listed in the National Register subsequent to the 1988 Central City Plan.
- The proposed heights take into account the historic resources in each district, the approval criteria used for Historic Resource Review, and the City's desire to encourage compatible infill on vacant and non-historic sites within these districts.

Contents of Decision Packet A: Historic District Heights

- Decision Table A
- Maps A1, A2 and A3

Summary of testimony:

Twenty-eight pieces of testimony were submitted related to heights in Central City historic districts

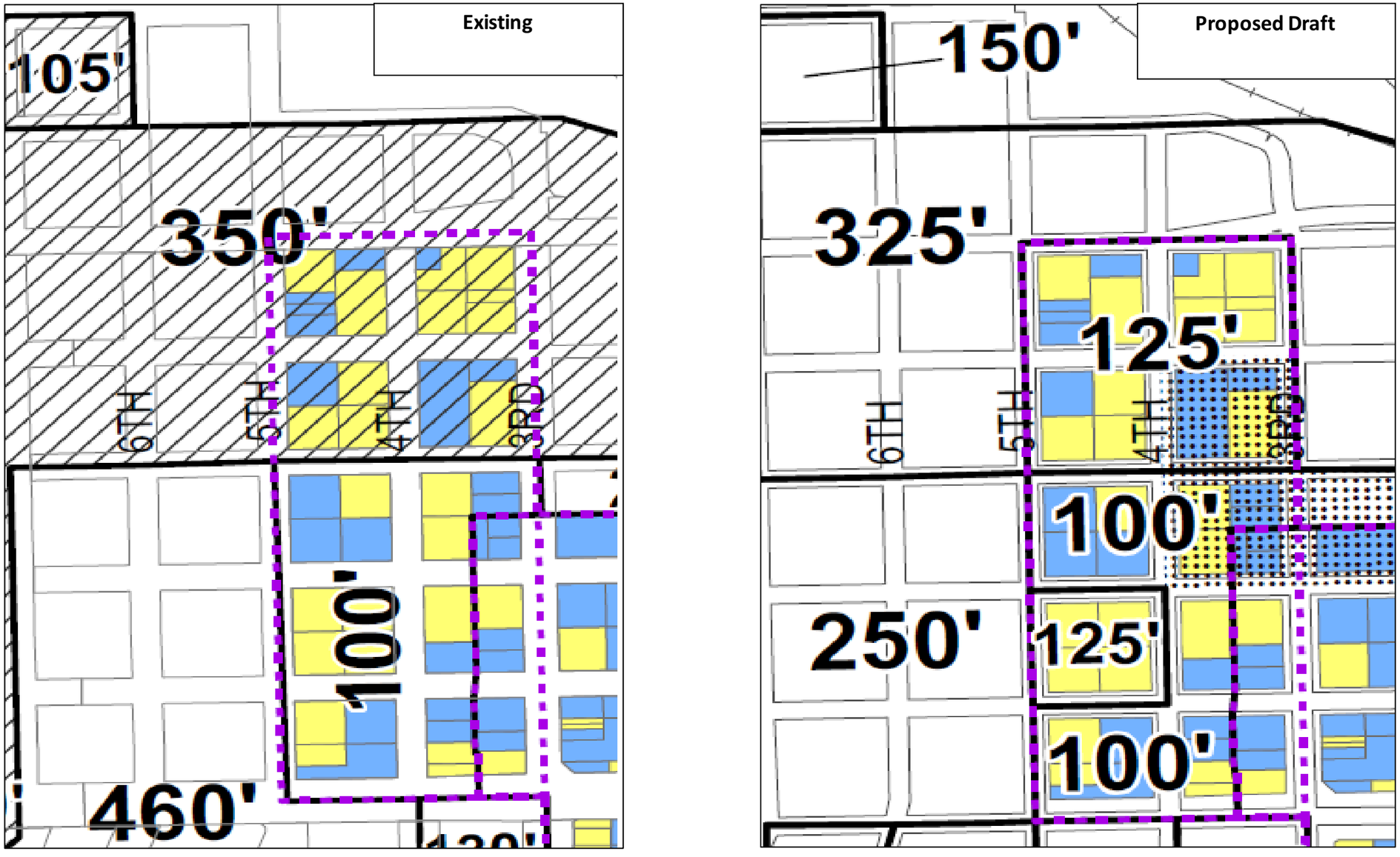
- Architectural Heritage Center, Restore Oregon, and individuals testified in general support of the policy approach to Proposed Draft heights
- Individual property owners in New Chinatown/Japantown, NW 13th Avenue, and East Portland/ Grand Avenue requested no reduction in current heights on their property and/or within their historic district.

Ref #	Comment #	Commenter(s)	Historic District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
A1 and **Map A1**	21097, 20833, 21010, 20982	Old Town/ Chinatown Community Association, Michael Menashe, Jaqueline Peterson-Loomis, Portland Historic Landmarks Commission	New Chinatown/ Japantown Historic District	New Chinatown/ Japantown Historic District heights of 75', 100' and 125'. Reference: Map 510-3, p. 327	1. Old Town/ Chinatown Community Association and Jaqueline Peterson-Loomis request affirmation of Proposed Draft historic district heights. 2. Property owner Menashe requests maintaining existing 350' height on Block 26 to allow for a 7/8ths block redevelopment project in the future. 3. Portland Historic Landmarks Commission requests district-wide 75' height.	**Retain Proposed Draft version**	Heights in the New Chinatown/ Japantown Historic District have not been refined since the district's listing in the National Register of Historic Places in 1989. The heights presented in the Proposed Draft provide a consistent approach that takes existing buildings and historic resource review into account.	☒	☐ Support staff rec. ☐ Other

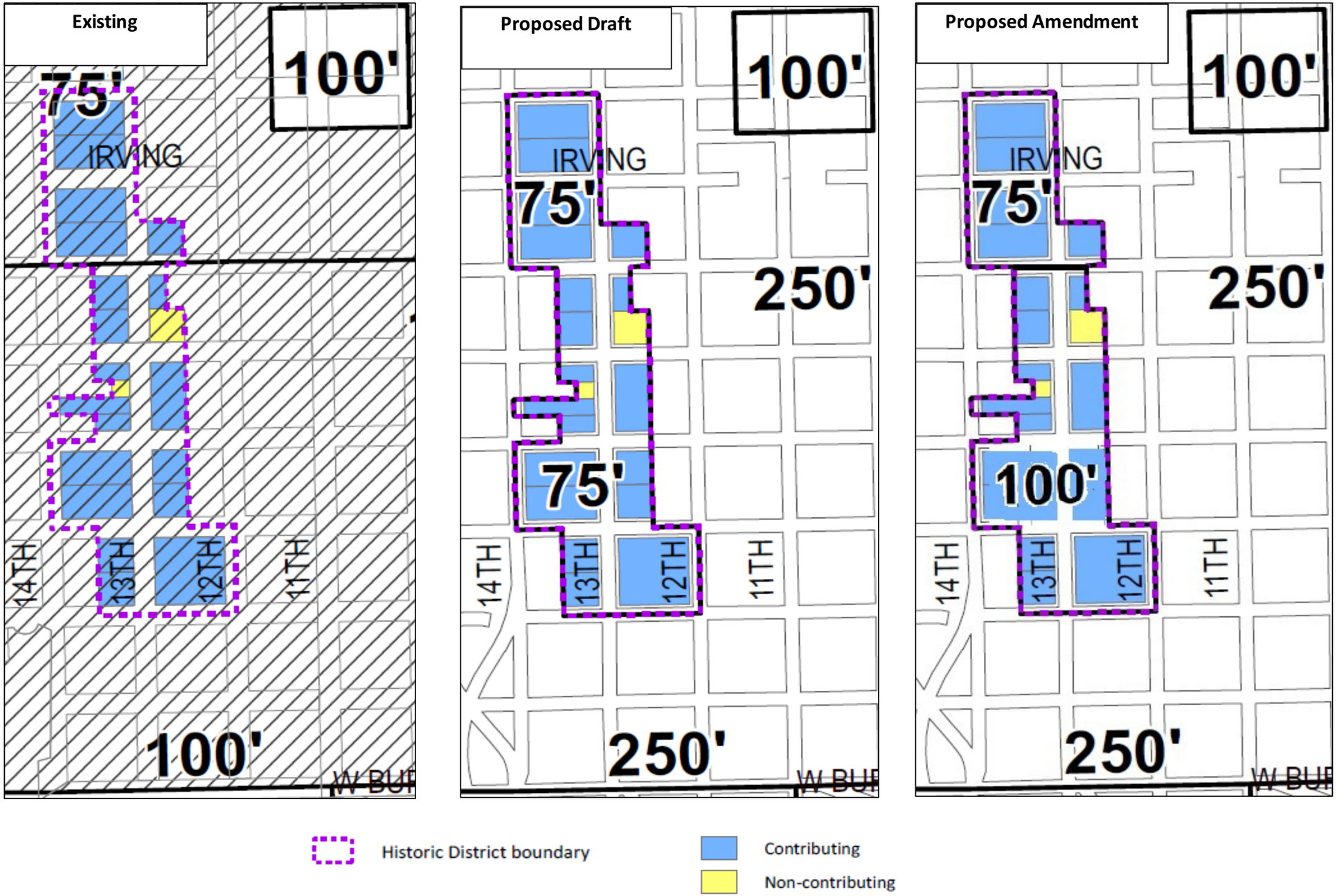
Ref #	Comment #	Commenter(s)	Historic District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
A2 and **Map A2**	20865, 20952, 20975, 21071, 21073, 20982	Albert Solheim, Patricia Gardner Dana Krawczuk Albert Solheim, Tim Eddy, Kirk Ranzetta--Portland Historic Landmarks Commission	NW 13th Avenue Historic District	NW 13th Avenue Historic District height of 75'. Reference: Map 510-3, p. 327	1. Pearl District Neighborhood Association supports elimination of height bonuses and a maximum height of 100' in the south end and 75' in the north end of the historic district. 2. Property owner and owner representatives request returning heights to 100' in the south end and 75' in the north end of the historic district, as well as retaining height bonuses. 3. Portland Historic Landmarks Commission requests district-wide 75' height.	**Proposed Amendment: Increase the height in the NW 13th Avenue Historic District to 100' south of NW Hoyt Street, but otherwise affirm the district heights as presented in the Proposed Draft.**	Although the Historic Landmarks Commission requested a 75' height in the historic district, the presence of contributing historic buildings at or above 75' in height and the testimony received from property owners interested in making seismic and other improvements necessitating rooftop additions to those taller buildings provide rationale for increasing to 100' the heights south of Hoyt Street.	☒	☐ Support staff rec. ☐ Other
A3 and **Map A3**	20292, 20896, 20698, 20945, 20982	Bruce Burns, Eric Cress, Jonathan Malsin, Brad Malsin, Kirk Ranzetta--Portland Historic Landmarks Commission	East Portland/ Grand Avenue Historic District	East Portland/Grand Avenue Historic district heights of 100', 160', and 200'. Reference: Map 510-3, p. 327	1. Property owners request heights in the East Portland/ Grand Avenue Historic District not be reduced from the existing heights of 100' and 200'. 2. Property owners Malsin and Malsin recommend retaining both the existing base and bonus heights in the district to encourage redevelopment at bridgeheads and along transit corridors. 3. Portland Historic Landmarks Commission requests district-wide 75' height.	**Retain Proposed Draft version**	Heights in East Portland/ Grand Avenue Historic District have not been refined since its listing in the National Register of Historic Places in 1991. The heights presented in the Proposed Draft provide a consistent approach that takes existing buildings and historic resource review into account. The Proposed Draft heights allow for taller development at the bridgeheads consistent with the 160' contributing 1928 Weatherly Building.	☒	☐ Support staff rec. ☐ Other
A4	20849, 21096, 21095, 21045	Michael Cocks, Dean Gisvold -- Land Use Committee, Jim Heuer Jim Heuer Dean Gisvold Irvington	Irvington Historic District	Irvington Historic District height of 75' between NE Broadway and NE Schuyler, NE 7th to NE 16th. Reference: Map 510-3, p. 327	1. Resident request for "even taller" buildings in portion of the Irvington Historic District within the Central City 2. Irvington Land Use Committee and property owner Heuer request application of CM2 zoning in this area, with height of 45'.	**Retain Proposed Draft version**	Heights in the portion of the Irvington Historic District within the Central City have not been refined since the district's listing in the National Register of Historic Places in 2010. The Proposed Draft allows for building heights that are more compatible with the historic district than the existing heights, while still allowing larger buildings consistent with the Central City.	☒	☐ Support staff rec. ☐ Other

Ref #	Comment #	Commenter(s)	Historic District	Proposed draft	Request(s)	Staff recommendation	Staff rationale	Discuss?	PSC decision
A5	20982	Kirk Ranzetta--Portland Historic Landmarks Commission	Historic district height maps	510 height maps and zoning code	Add a new map to the code that shows each Central City historic district and explicitly states that heights are maximum allowances and actual approvable heights will be determined by the Portland Historic Landmarks Commission during the discretionary land use process.	**Staff presents other considerations for discussion:** **1. New action item directing BPS/BDS to develop a handout describing historic district heights as allowances contingent on an applicant meeting the historic resource review approval criteria.** **2. Creation of a new 510 map showing locations of Central City historic districts and/or addition of 510 code language that describes height as an allowance contingent on historic resource review approval.**	Staff supports the concept of greater transparency. The only question is what is the best way to provide that transparency.	☒	☐ Support staff rec. ☐ Other

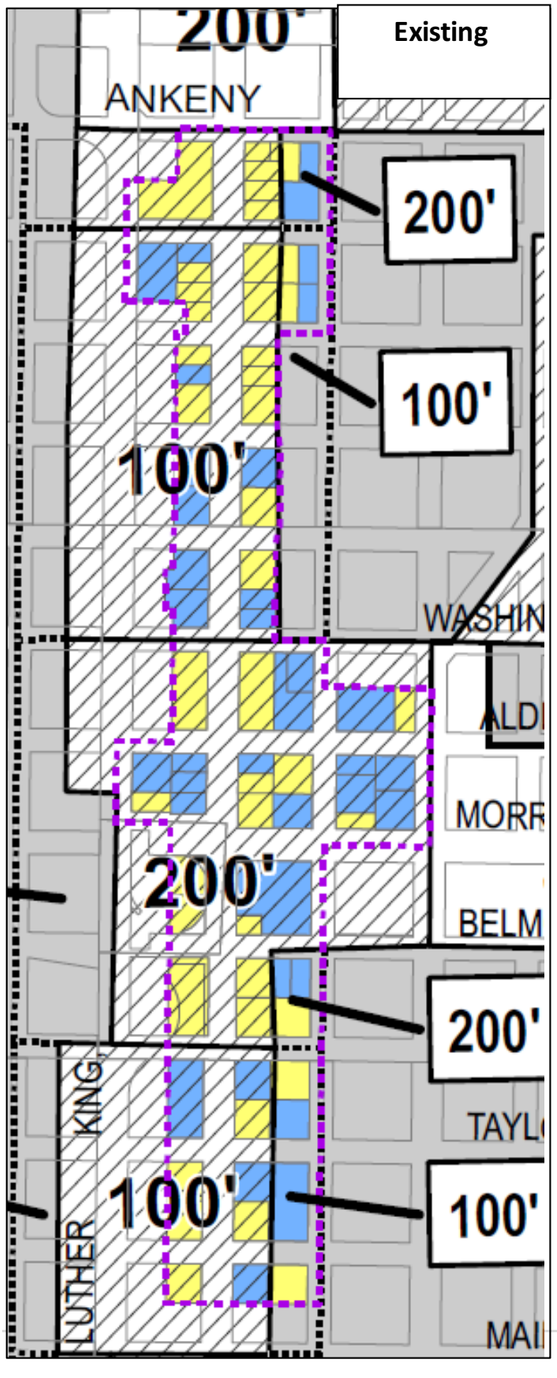
Map A1: New Chinatown/ Japantown Historic District Heights

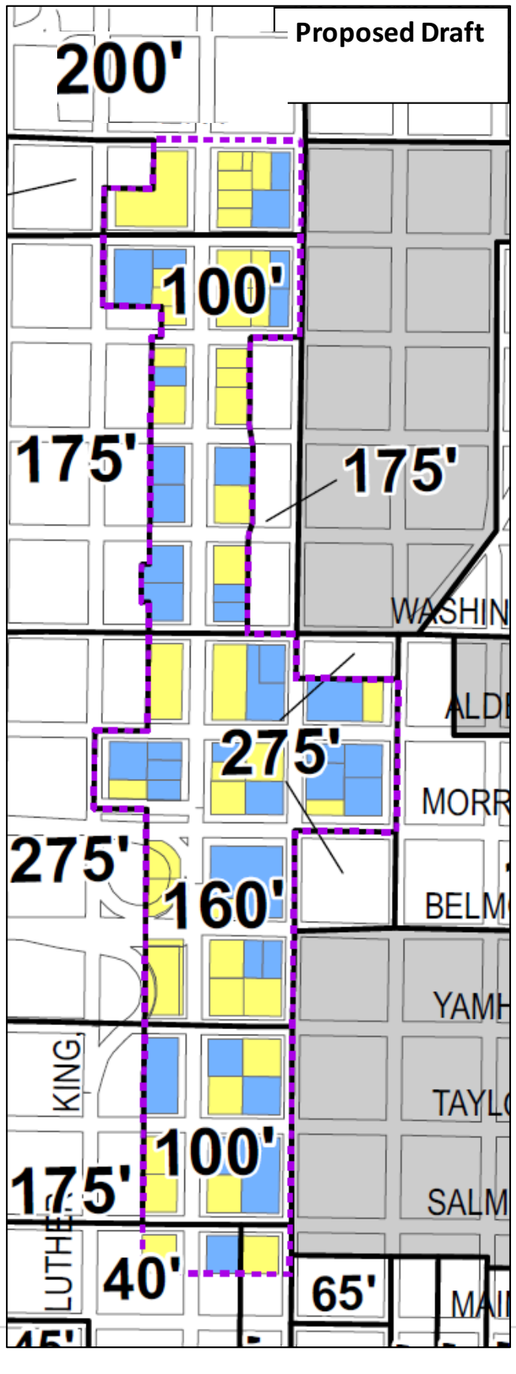


Map A2: NW 13th Avenue Historic District Heights



Map A3: East Portland/ Grand Avenue Historic District Heights





Historic District boundary

Contributing

Non-contributing

CENTRALCITY 2035

Historic District Heights

(Decision Packet A)

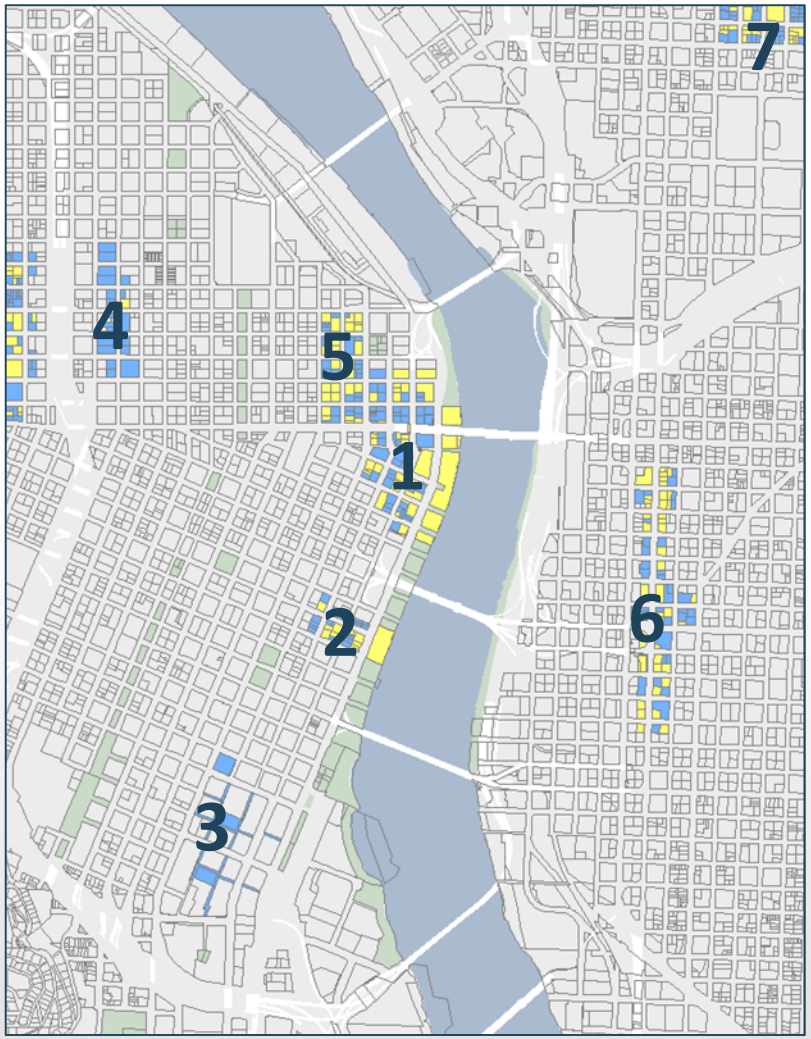
PSC Work Session 1 – 9/27/2016

Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Central City Historic Districts

Seven National Register Historic Districts are located in the Central City:

1. Skidmore/Old Town
2. Yamhill
3. Halprin Open Space
4. NW 13th Avenue
5. New Chinatown/Japantown
6. East Portland/Grand Ave
7. Irvington (partial)

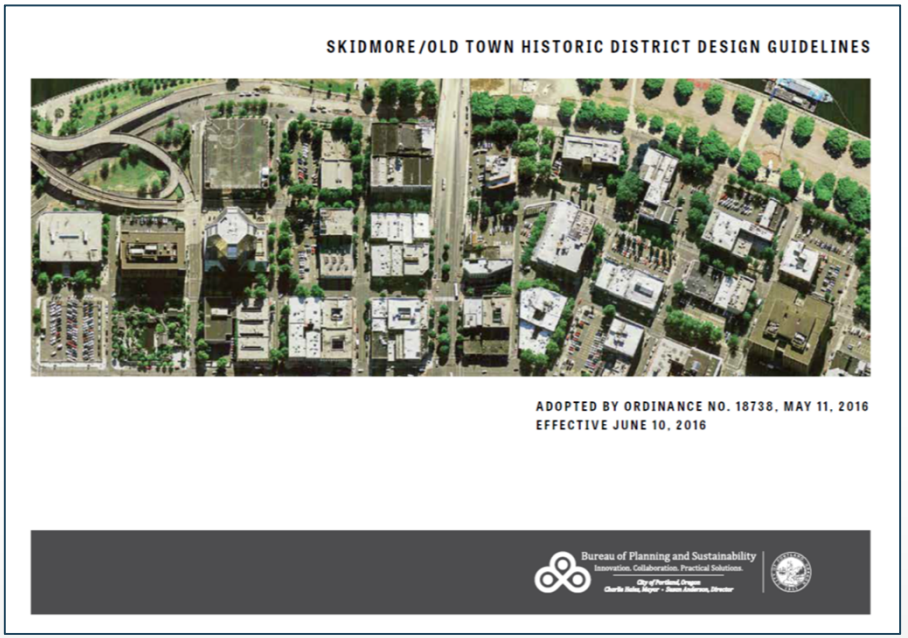


Historic Resource Review

Demolition of contributing buildings in historic districts are subject to Type IV demolition review by City Council

Alteration, addition, and new construction proposals within historic districts are subject to Historic Resource Review

The Historic Resource Review approval criteria for each district can be found in the zoning code and in district-specific design guidelines

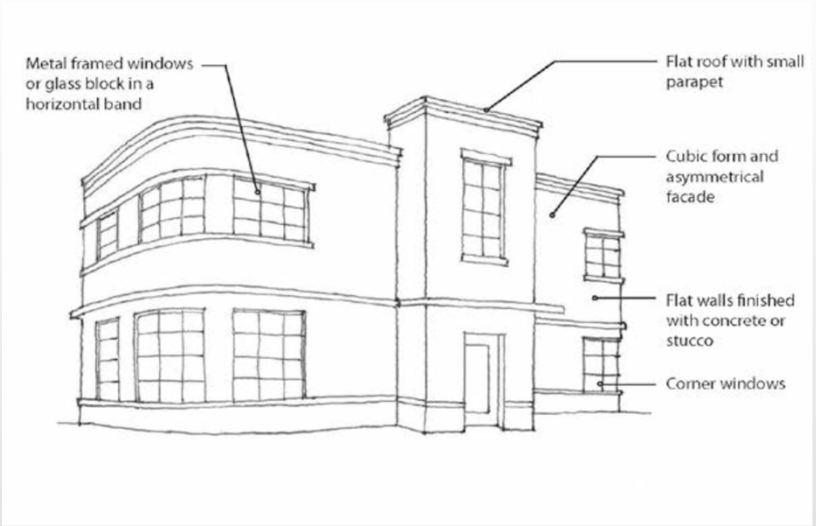


Historic Resource Review

Historic Resource Review emphasizes preservation, use of quality materials, and overall compatibility with contributing buildings in a historic district.



New construction proposals must meet applicable review criteria to be approved. Because of the discretionary nature of the criteria, heights in historic districts are not entitlements.



Policy Considerations

Comprehensive Plan Policy 4.49
Resolution of Conflicts in Historic Districts. Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to take into account the character of the historic resources in the district.





Policy Considerations

Predictability of Historic Resource Review process.

Consistency within and between historic districts.

Honoring the unique character of Central City historic districts.

Allowing for applicants to make a case for taller buildings, but not to allow heights that are drastically out of scale with contributing buildings.





Proposed Policy Approach

Eliminate bonus height options in all Central City historic districts

Refine heights in three historic districts that have been listed in the National Register since the 1988 Central City Plan:

1. NW 13th Avenue
2. New Chinatown/Japantown
3. East Portland/Grand Avenue

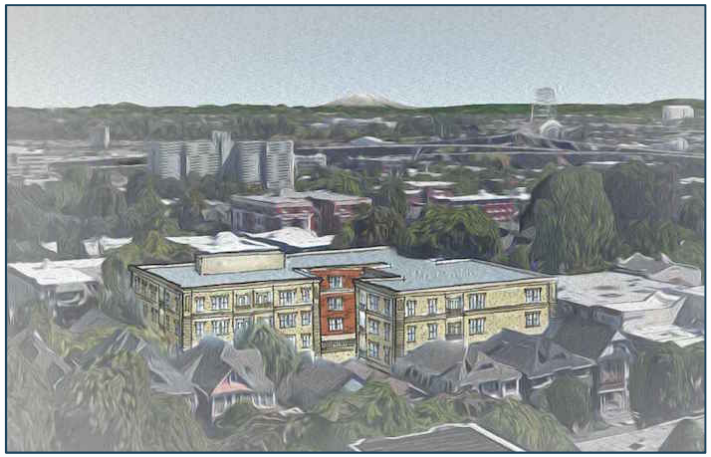
Retain existing FAR allowances for use on site or transfer within a sub-district.

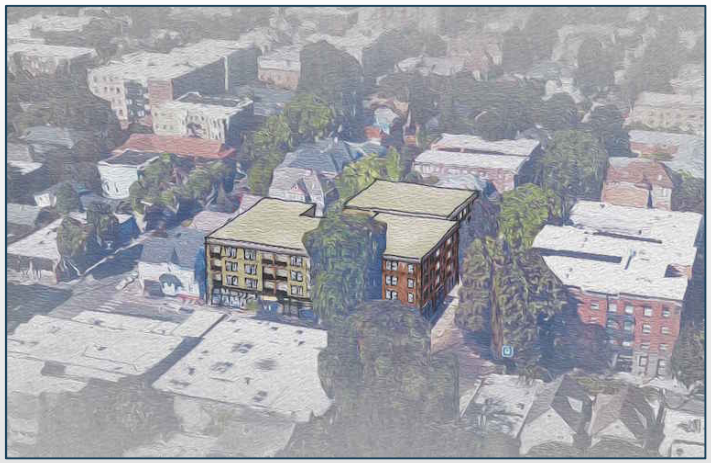




Summary of Testimony Received

1. Portland Historic Landmarks Commission requests further reduction in heights to align historic resource review with property owner expectations. Requests 75’ for most Central City historic districts.
2. Restore Oregon, Architectural Heritage Center, individuals support policy approach.
3. Individual property owner requests for retaining existing heights on specific sites.

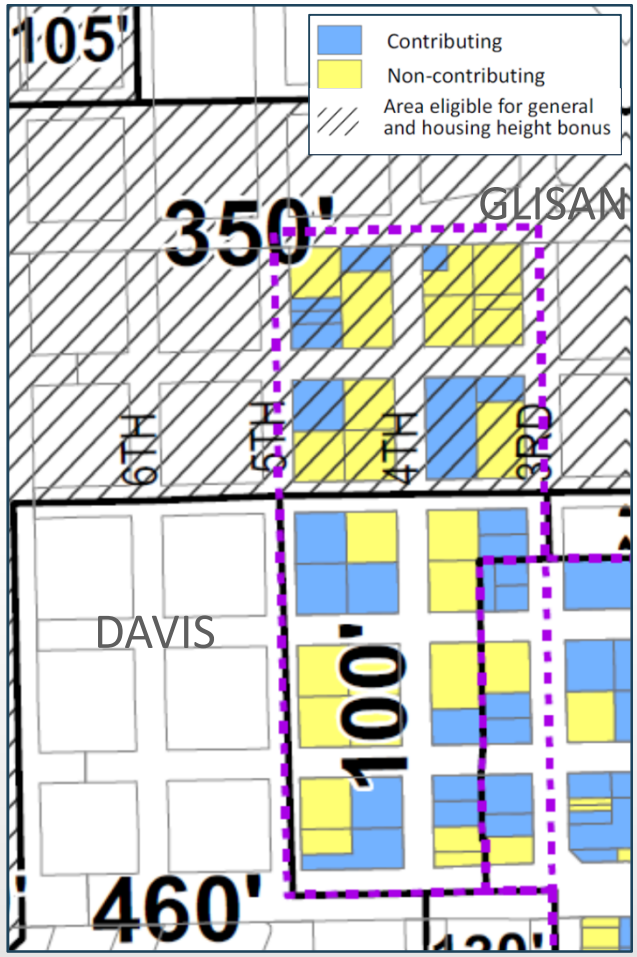




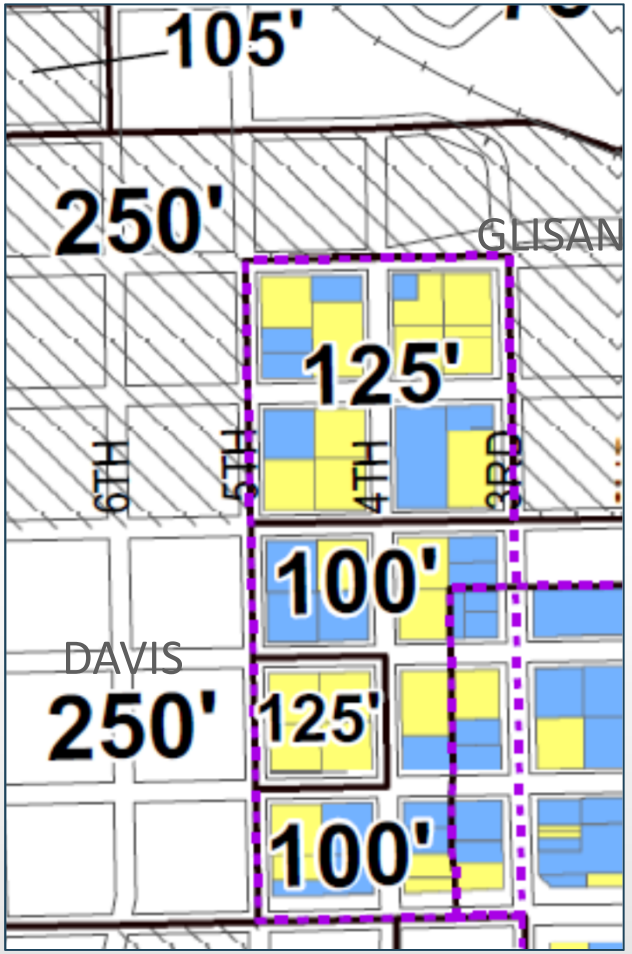
New Chinatown/Japantown Historic District



Proposed New Chinatown/Japantown Heights



Existing



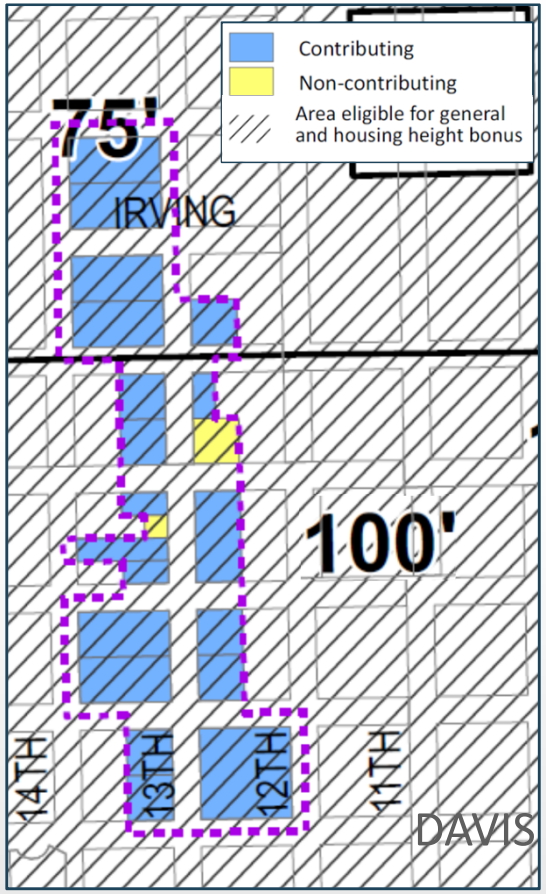
Proposed Draft

NW 13th Avenue Historic District

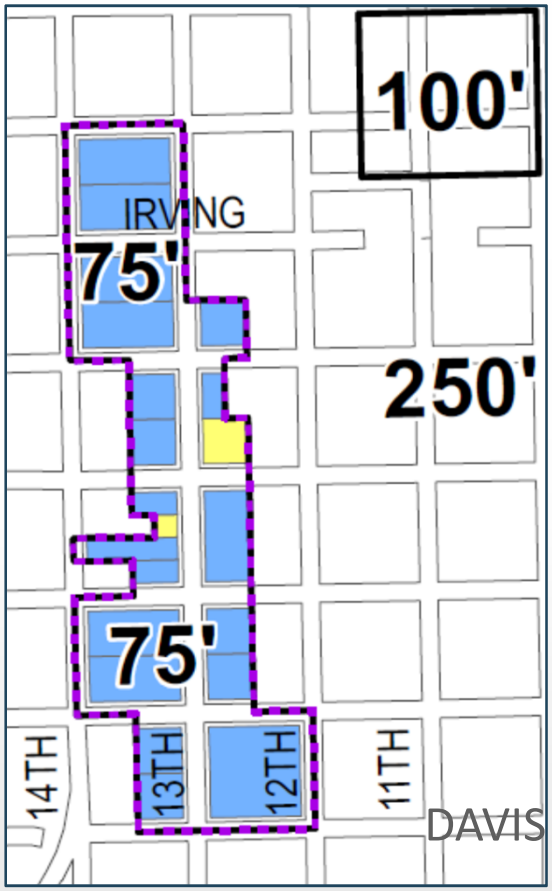




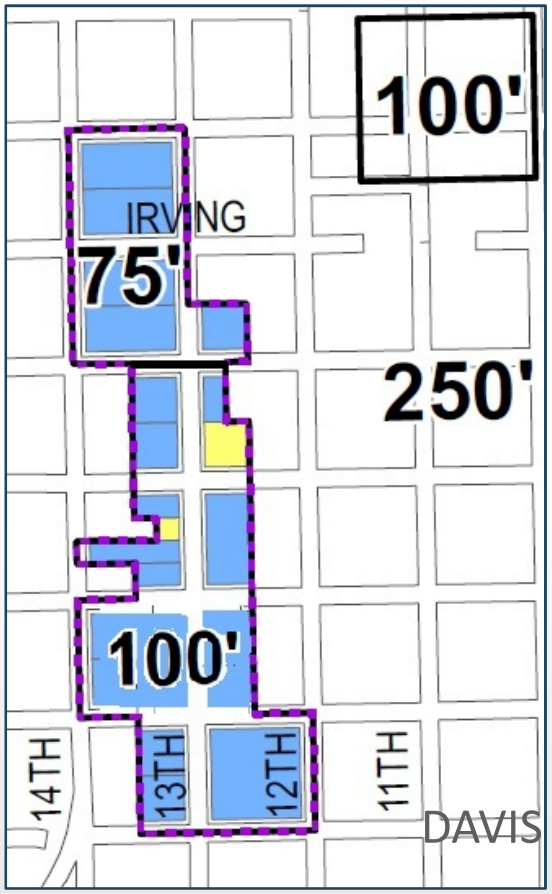
Proposed NW 13th Avenue Heights



Existing



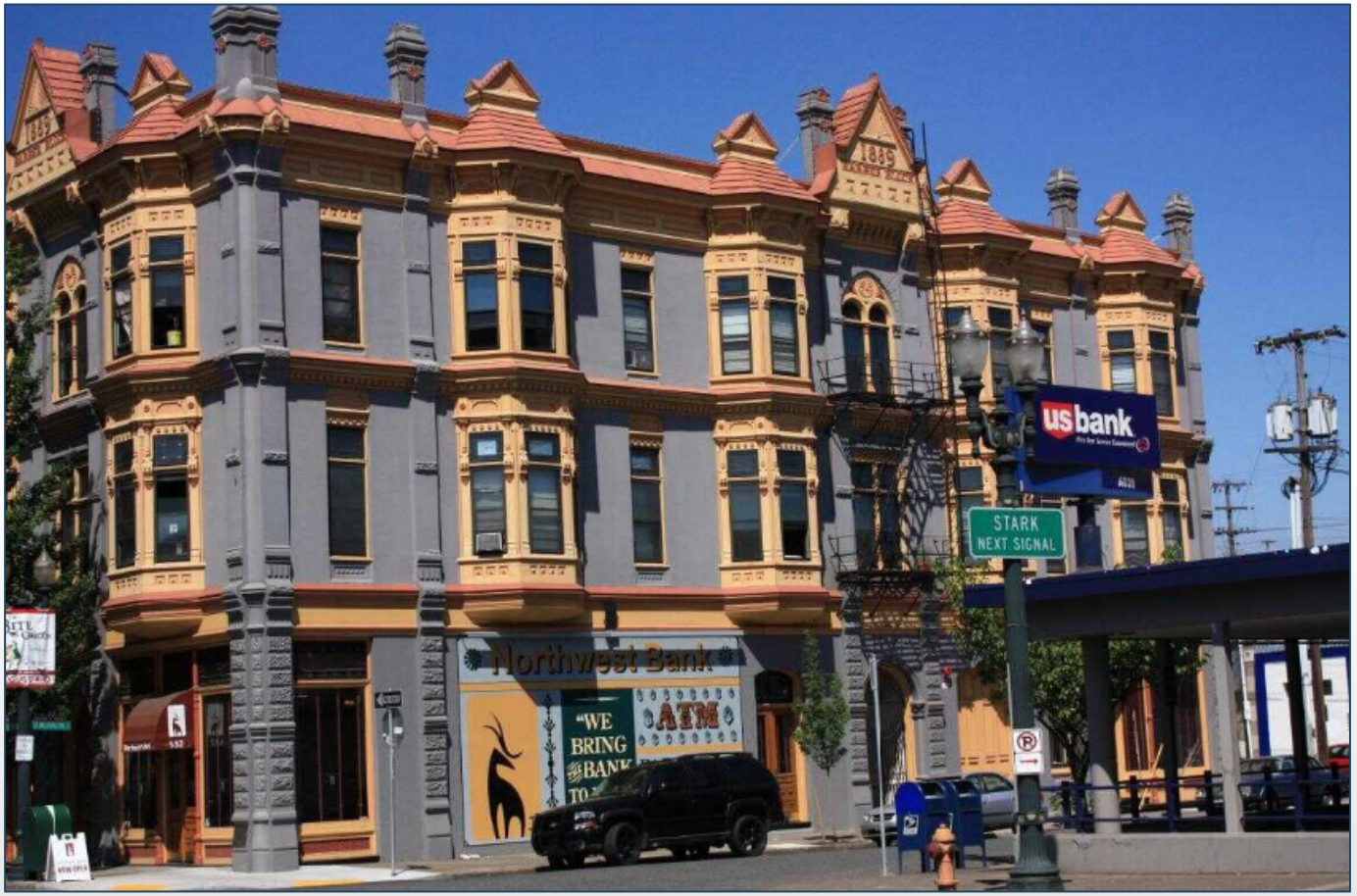
Proposed Draft



Proposed Amendment

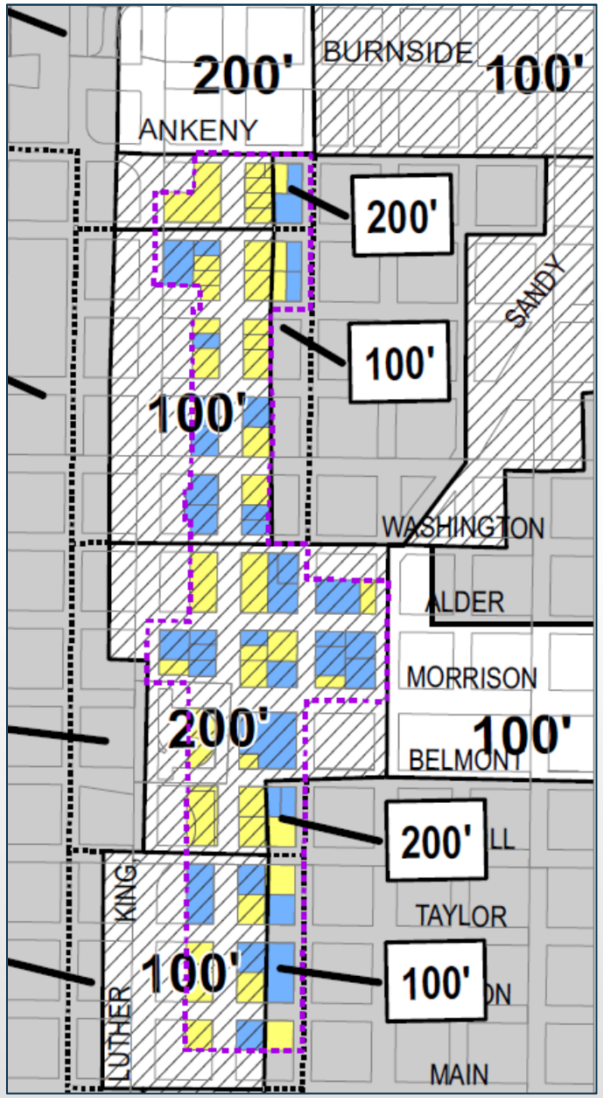
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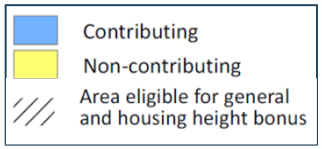
East Portland/Grand Avenue Historic District



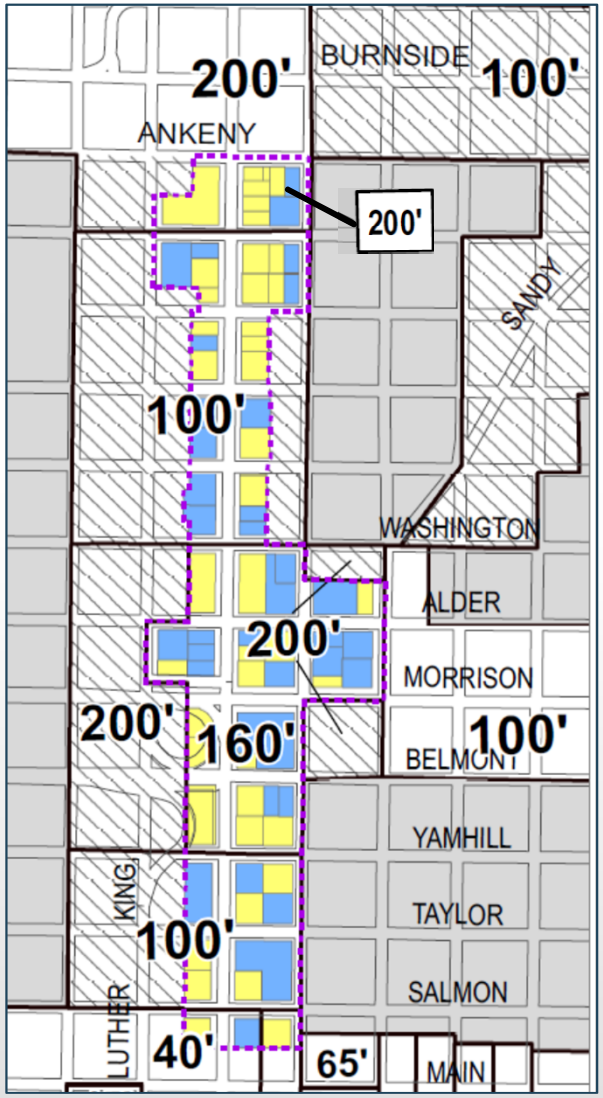
Proposed East Portland/Grand Avenue Heights

Existing





Proposed Draft



24272

Streetcar Loop Local Improvement District

1991. Historic district listed in the National Register

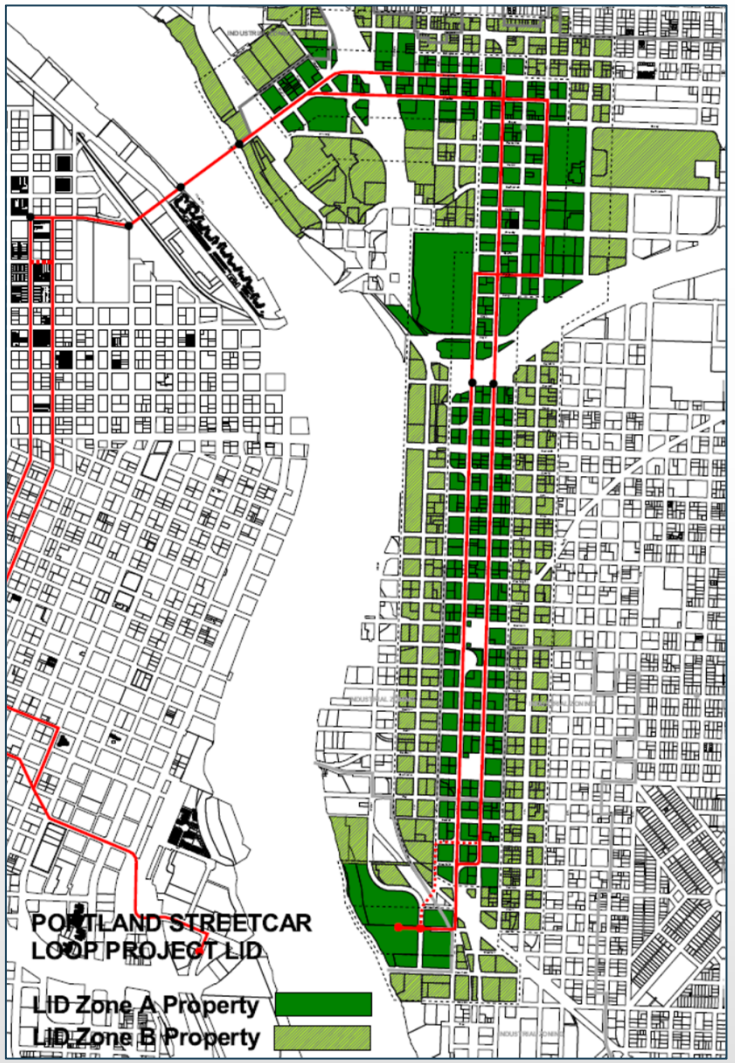
1994. Design guidelines adopted

2007. Initiation of LID

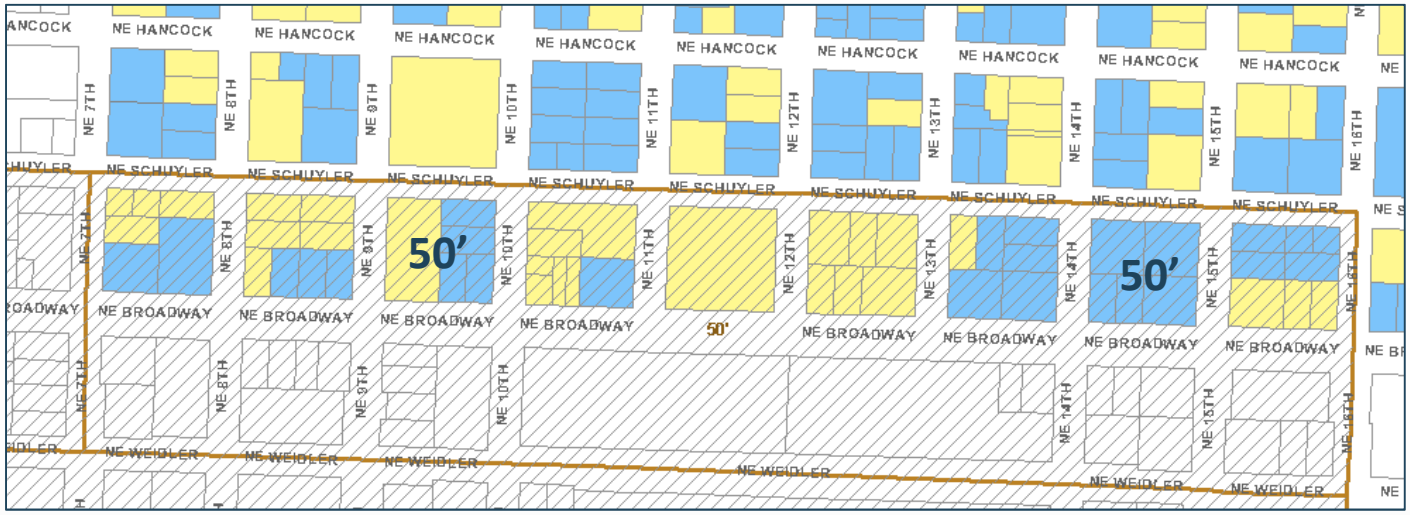
2012. Streetcar opens

2013. SE Quadrant Plan work begins

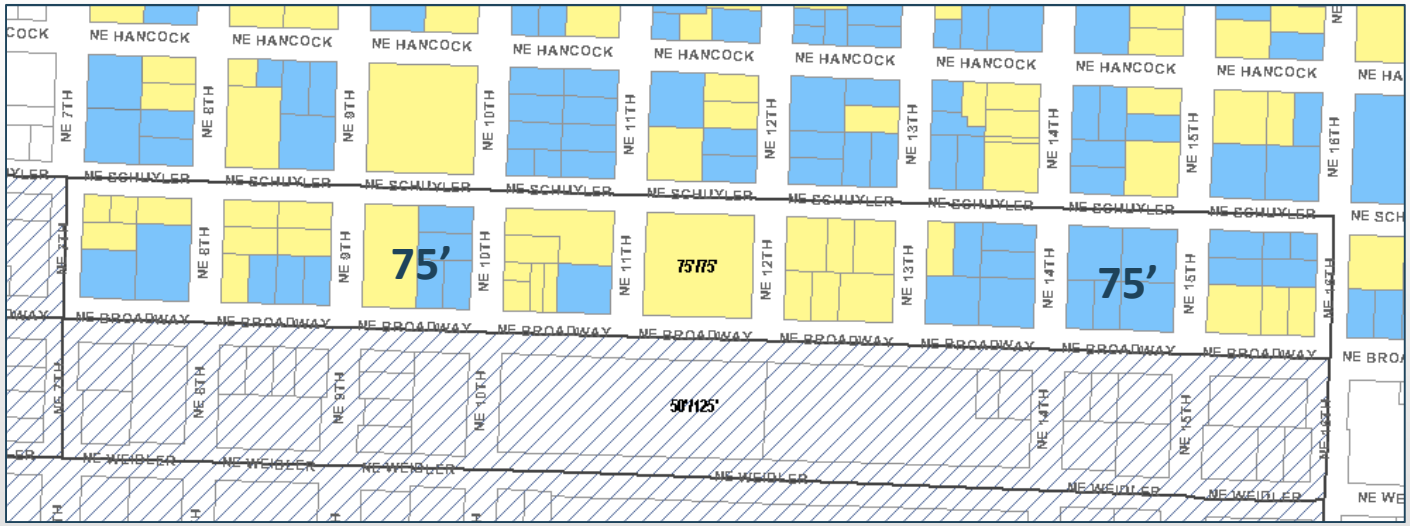
2014. Fees assessed



Irvington Historic District



Existing



Proposed Draft

Zoning Code Considerations

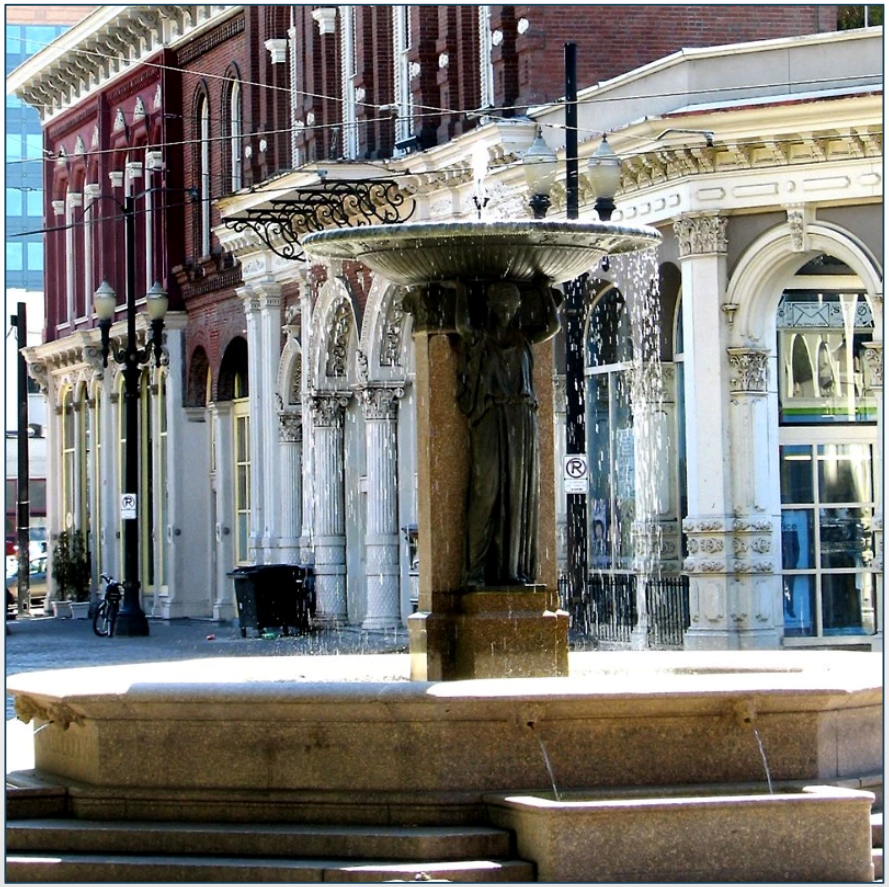
Historic Landmarks Commission requests adding a new zoning code height map(s) for historic districts subject to historic resource review.

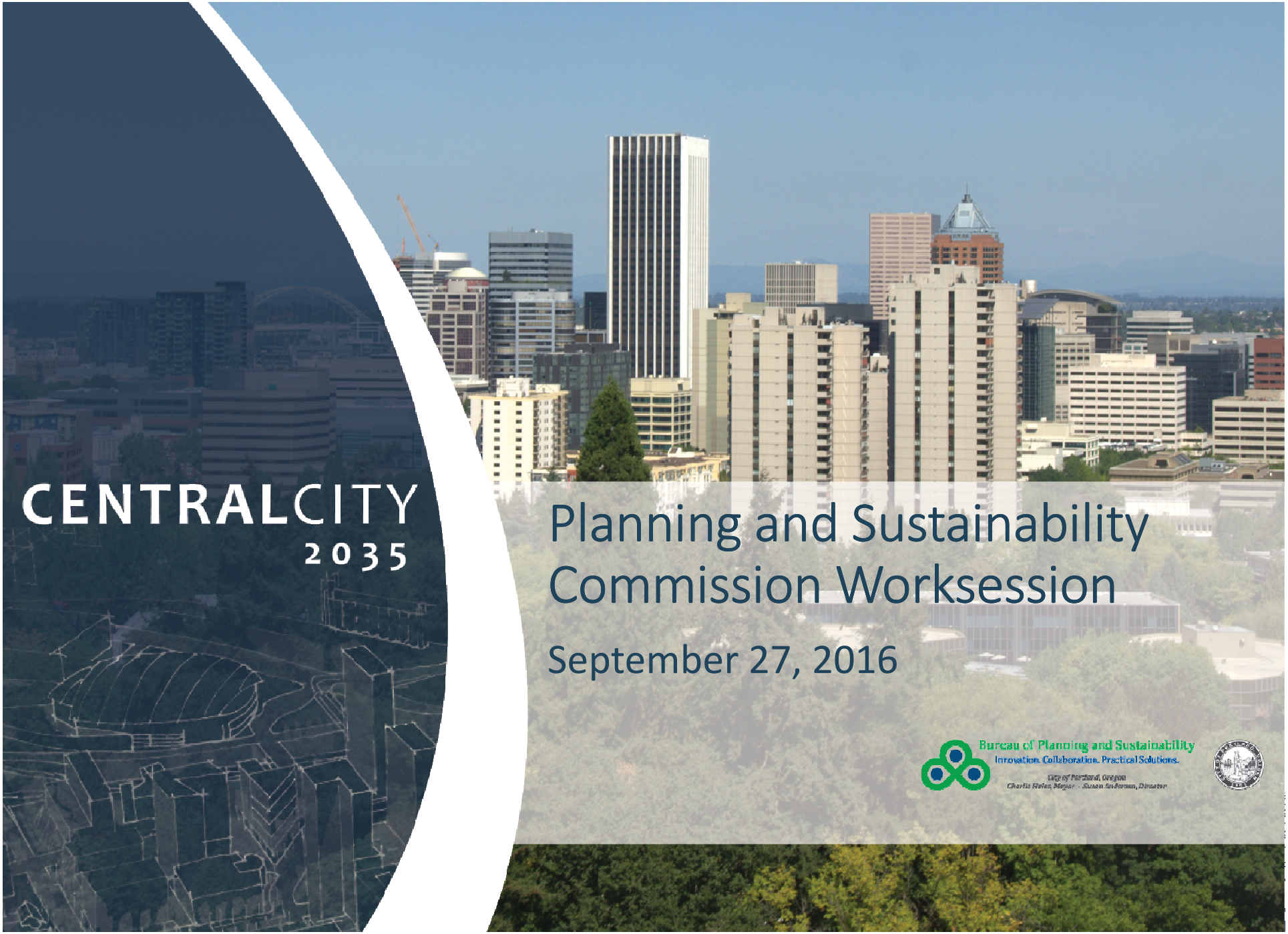


Zoning Code Considerations

Staff considering:

1. Action item to develop a handout describing historic resource review in the Central City
2. Creation of new 510 map(s)
3. Addition of 510 code language describing height as an allowance
4. Adding an overlay zone letter to historic districts




CENTRALCITY
2035
Planning and Sustainability
Commission Worksession
September 27, 2016
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

Central City 2035 is an update to:

- Central City Plan
- Willamette Greenway Plan
- Natural Resource Inventory
- Scenic Resource Inventory and Protection Plan
- Comprehensive Plan



CC2035: Related Plans and Projects

- **Concept Plan** (adopted by resolution 2012)
- **N/NE Quadrant Plan** (adopted by resolution 2012)
- **West Quadrant Plan** (adopted by resolution 2015)
- **SE Quadrant Plan** (adopted by resolution 2015)



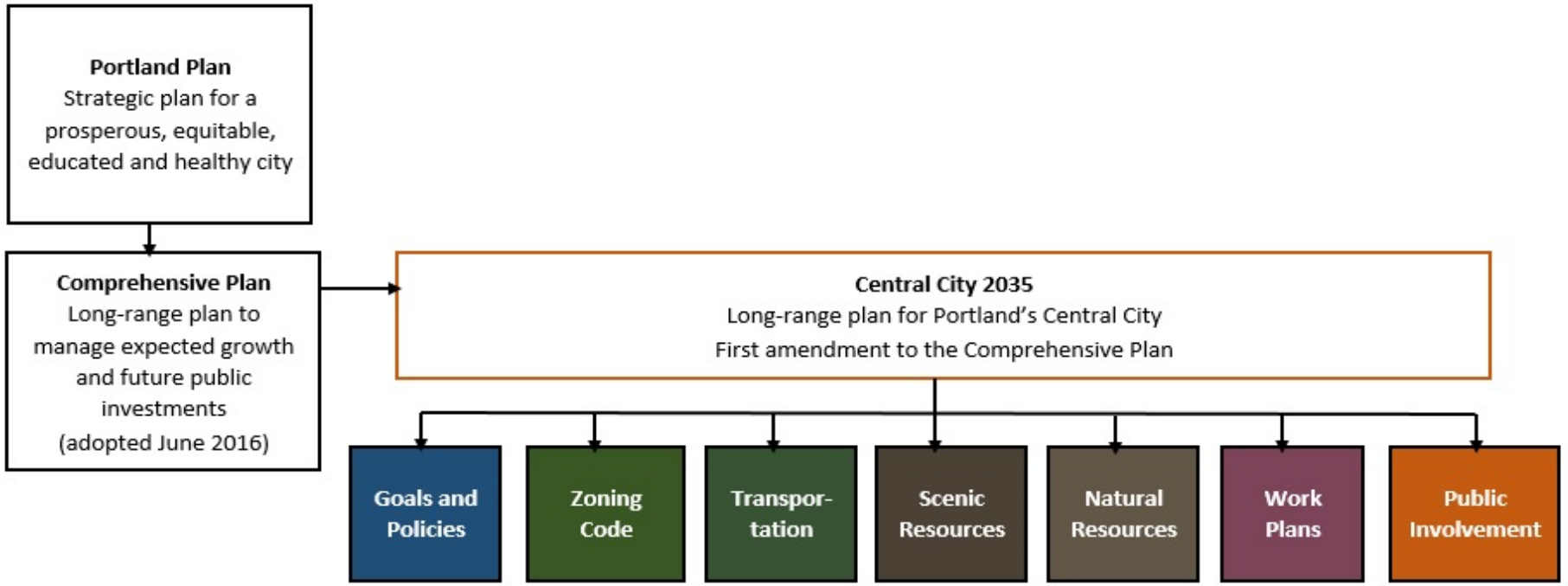
- **Willamette River Design Concept** (drafted in 2014)
- **Bonus and Transfer Study** (adopted by resolution 2015)
- **Scenic Resource Inventory** (drafted in 2015)
- **Scenic Resource Protection Plan** (drafted in 2016)
- **Natural Resource Inventory** (drafted in 2015)
- **Natural Resource Protection Plan** (drafted in 2016)
- **Parking** (completed work in 2015)
- **Inclusionary Housing** (PSC hearing scheduled for October 2016)

Outreach and Engagement

- Open Houses / Lobby Hours
- Stakeholder Advisory Groups
- Workshops and Charrettes
- Outreach to Neighborhood and Business Associations
- Meetings with property owners and other interested groups
- Presentations to the Design, Landmarks and Forestry Commissions
- Website and eBlasts
- Postcards and required notices
- Help line



Central City 2035 Proposed Draft



Proposed Draft CC2035

- **Publication**
  - June 20, 2016
- **Public Hearings**
  - July 26 and August 9 (record closed August 11)
- **Testimony**
  - 130 presentations of oral testimony
  - 630 pieces of written testimony



Today's Agenda

- **Height**
  - Overview
  - Historic
  - Scenic
  - Other Height
  - Height and Zoning on SE 11 and 12
- **Green Buildings**
  - Low Carbon
  - EV Hookups
  - Bird Safe Glazing
- **Parking Code**
- **Preview of Next Worksession** (November 16, 2016)

Today's Worksession

Written materials

- Decision packets contain a decision table with a map or a memo.
- Discussion items are those checked on the decision table plus:
  - C8, D1, D2, E2, F1

Staff presentations

- Brief introduction of each topic
- More detailed information on the items checked for discussion.

PSC deliberations

- Discussion of items checked for discussion
- PSC preliminary decision to either
  1. support the staff recommendation,
  2. amend it, or
  3. provide guidance for next steps.
- Final vote in February 2017

Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission
September 27, 2016
5:00 – 9:00 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

5:00	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
5:05	**PM**	**Consent Agenda** • Consideration of Minutes from September 13, 2016 PSC meeting
5:06	**PM**	**Mass Shelters and Housing Zoning Code Update** Work Session / Recommendation
5:30	**PM**	**Design Guidelines for New Chinatown / Japantown National Register Historic District** Briefing
6:00	**PM**	**Central City 2035 Plan** Work Session
9:00	**PM**	**Adjourn**

The City of Portland will make reasonable accommodation for people with disabilities. Please notify us no fewer than five (5) business days prior to the event by phone 503-823-7700, by the City's TTY at 503-823-6868, or by the Oregon Relay Service at 1-800-735-2900.

For background information, call 503-823-7700, or email psc@portlandoregon.gov.

Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30:
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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MEMO

DATE: **September 20, 2016**

TO: **Planning and Sustainability Commission**

FROM: **Sallie Edmunds, Central City Planning Manager**

CC: **Susan Anderson, Director and Joe Zehnder, Chief Planner**

SUBJECT: **CC2035 Worksession on September 27, 2016**

On July 26 and August 9, 2016, the Planning and Sustainability Commission held hearings on the Central City 2035 Plan. When the record closed on August 11, 130 people had testified in person and 630 pieces of written testimony had been submitted.

Staff reviewed all letters, Map App comments and oral testimony. The largest number of comments were about the following:

- TSP projects (many via the Map App)
- Allowed building heights and floor area ratios
- View corridors heights
- Tree canopy targets
- TSP street classifications
- Transportation policies
- Historic district heights
- Zoning Map changes

Work Session Preparation

Staff has organized the upcoming work sessions to address:

- Items of interest to the PSC.
- Amendments that staff believe would improve the plan.
- Discussion of topics to clarify the record.
- Specific zoning, height or FAR requests made by property owners.

September 27 Work Session

On September 27, 2016, the PSC will hold the first of four scheduled work sessions on CC2035.

Proposed Agenda (3 hours)

Expected duration	Topic	Related Materials	Page Numbers
10 min	Introduction to the CC2035 work sessions	Cover letter PowerPoint*	Cover 1 - Cover 3
105 min	Height		
10 min	Overview	PowerPoint*	
20 min	Historic	Decision Packet A	A-1 – A-6
45 min	Scenic	Decision Packet B Memo	B-1 – B-7 1 - 49
25 min	Other height	Decision Packet C	C-1 – C-9
5 min	SE 11th/12th Ave Height and Zoning	Decision Packet D	D-1 – D-3
20 min	Green Buildings	Decision Packet E	E-1 – E-2
	Low Carbon	Memo	Memo E-1 – Memo E-2
	EV Hookups		
	Bird Safe		
30 min	Parking Code	Decision Packet F Memo	F-1 – F-2 Memo F-1 - Memo F-6
10 min	Preview of next work session		

*PowerPoints are not attached.

Process and Materials

The attached set of decision packets include a decision table and may also include attached maps or a memo that staff will walk through on September 27. Several topics will also be accompanied by a PowerPoint presentation.

The decision tables indicate items that staff think the PSC will want to discuss. Any PSC member who would like to discuss an item not included for discussion can add them from the list. *If, in advance of the meeting, PSC members see items they would like to discuss that are not marked for discussion, please let us know so staff can be better prepared.*

At the conclusion of each discussion, we request that PSC make a preliminary decision to either support the staff recommendation, amend it or provide guidance for next steps. We plan to come back in February 2017 for final votes on all of the amendments.

Future Work Sessions

The PSC has three additional work sessions on the calendar. These are the anticipated topics for those sessions:

- November 16, 2016: River overlay zones, ecoroofs, cost analysis of the CC2035 green building elements, transportation classifications and projects, specific zoning and FAR requests.
- January 24, 2017: Bonuses and transfers, policies, actions, miscellaneous code amendments, and new historic resource tools.
- February 28, 2017: Final amendments, vote on the draft recommended draft of the CC2035 Plan.

Please let me know if you have any questions: sallie.edmunds@portlandoregon.gov or 503-823-6950.

Portland Planning and Sustainability Commission

August 9, 2016
4:00 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh, Mike Houck, Gary Oxman, Michelle Rudd, Katherine Schultz (by phone; left at 5:45 p.m.), Chris Smith, Eli Spevak, Teresa St Martin

Commissioners Absent: Katie Larsell, Maggie Tallmadge

City Staff Presenting: Eric Engstrom, Barry Manning, Susan Anderson, Joe Zehnder, Sallie Edmunds

Vice Chair Smith called the meeting to order at 4:00 p.m. and gave an overview of the agenda.

City Commissioner Nick Fish is here today and will share some comments.

Commissioner Fish: Thank you all for your service, particularly on the Comprehensive Plan. I want to call out and recognize the staff who guided us through the intricacies. Tomorrow at Council we are looking at a resolution that will determine the fate of Terminal 1 North. It's 14 acres of prime industrial land. When we worked on the Comp Plan, we included strong language of the importance of the industrial districts and preserving them, along with values around middle-income jobs in our community. The initial request at T1 is for a warehouse to be temporarily built as a shelter. Later on, the area could be developed for a larger campus that would be a combination of housing and services for homeless individuals. I feel very strongly this is a bad idea. As the Commissioner in charge of BES, I have been tasked with selling the property. As of August 15, we will evaluate the property's interest, and the creative proposals we're seeing. My charge was to sell the property for the benefit of our rate payers. On land like this we have the greatest opportunity to provide middle-income jobs, and I don't want this to be in conflict with our homeless situation. Also, I feel badly that we are already contemplating that goes against the Comp Plan's industrial land policies. It is possible under this resolution that we'd have to go through a Comp Plan Map amendment process, potentially with litigation, if it goes as far as that. I will vigorously oppose the resolution tomorrow. If the PSC does take this topic up in the future, Council will take the PSC's input. I wanted to give you an update, tell you my concerns, and respond to any questions you may have today.

Vice Chair Smith noted the PSC struggled between Goal 9 and protecting various types of land across the city. My understanding is that the resolution is in the context of the housing emergency and will be used for 6 months.

- *Commissioner Fish*: Yes, and that 6 months may be extended depending on the extent of the housing crisis.

Commissioner Houck: I appreciate that you brought this to us. We know there was an initiative petition and a lawsuit regarding use of rate-payer money. What are the implications for using the site that is owned by BES?

- *Commissioner Fish*: It is my view that where the property has been declared surplus and should be used for the best value, if it needs to be used for another purpose, BES needs to recover at least fair market value. But that dollar figure is in dispute. I will propose that we let an independent broker decide that answer. If we lease it to a purpose other than for utilities, I think we can fall back into the trouble we've had in this case that's in litigation. It's also my understanding that we'd have to find replacement waterfront industrial land to fulfill requirements, which is another difficult question.

Commissioner Bachrach: Is there a role tonight for the PSC to weigh in even though we don't have a formal role yet?

- *Commissioner Fish*: I welcome your engagement on all issues on land use and planning that come before Council. I won't presume to tell you if you should weigh in or not.

- *Vice Chair Smith*: The PSC has not yet been briefed on the details, though Commissioners are free to express their individual thoughts to Council. But we don't have the time on today's agenda to get a PSC discussion and recommendation.

Commissioner Baugh: The issue of trust and spending rate payers' money is an issue. Tomorrow seems to be challenging this fiduciary responsibility, and I think that is dangerous. The other side is the prime industrial land. We have scars from our WHI deliberations, and this would bring WHI back into play after we intentionally took it off the map for the Comp Plan.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Vice Chair Smith* noted that he joined a memorial ride for a woman who lost her life. This was the 28th traffic death in Portland this year; 29 may have happened today. This is a great concern.

Director's Report

Susan Anderson

- If the Council resolution is delayed tomorrow, we will be sure to let PSC members know.

Consent Agenda

Consideration of Minutes from the July 26, 2016 PSC meeting
Commissioner Baugh moved to approve the Consent Agenda. *Commissioner Houck* seconded.

The Consent Agenda was approved with an aye vote.
(Y9 — Bachrach, Baugh, Houck, Oxman, Rudd, Schultz, Smith, Spevak, St Martin)

Task 5: Mixed Use Zones Project

Work Session: Eric Engstrom, Barry Manning

Disclosures from PSC members

- *Commissioner Spevak*: I own one commercial property in Cully.
- *Commissioner St Martin*: I own a commercial property in Mississippi.

Presentation

Eric provided an overview of today's session. Staff provided the PSC with a memo as well as a matrix and an atlas to work through today's discussion. The basic categories for discussion today are base zones; understanding on centers overlay boundaries; other overlays; and a minor errata you have in a separate memo.

There are a number of items on the matrix we've noted as consent items. As we go through the items, we will focus on the non-consent items but will ask if other items should be pulled from consent. Consent items are also things that the PSC had already discussed.

Group F are CM1 non-conforming use sites. They are zoned residential or neighborhood commercial and are properties where we are proposing the new CR Zone, the low-intensity zone instead of CM1. This zone has a FAR maximum of 1:1 and height of 30 feet, which is similar to the R5 zone that's nearby. We'll see the code language for the CR zone later this week and will vote on that at the August 23 meeting.

PSC members confirmed staff's recommendation.

The full list of CE properties that PSC members discussed at the last meeting are listed. Map 6.1.B.

PSC members confirmed staff's recommendation.

This next group we can't make the change as requested in testimony because that would put us out of alignment with the Comp Plan. These could be discussed later, but we want to be in alignment with the new Comp Plan.

PSC members confirmed staff's recommendation.

1. Base Zone Map Change Requests

Group A: CM1 Low-Rise area zoning requests
In previous conversations, the PSC had commented on retaining CM1 and where they would revert back to CM2.

Areas of NE Alberta, Roseway, Parkrose, Kerns, Hawthorne, Foster, Woodstock, Montavilla were areas PSC suggested moving back to CM2.

Potential low-rise areas with CM1 were on SE Division, Sellwood, Moreland, Multnomah Village. A fifth one on Belmont will be reviewed.

Moreland: Testimony was in support of the CM1 application. But we hadn't discussed the location of this property, which is within a half-mile of the Orange Line. Staff has reconsidered its position and is now proposing CM2 here.

PSC members confirmed CM2.

Sellwood: Testimony was mostly about the node at Tacoma and 13th. If we zoned this CM2, a question would be about other properties in this blocked being zoned similarly. Further up the street is a 4-story building being developed. Staff is proposing that we take the full node from south of Tacoma up to Nehalem and make that CM2.

Commissioner Spevak suggested that the CM2 zone be brought down to the full block to end at Tenino.

PSC members confirmed *Commissioner Spevak's* amendment.

Belmont between 33rd and 35th: Staff originally proposed CM1 in this small area. PSC members recommended CM2. There was neighborhood concern about the CM2, particularly due to the potential for demolition and building larger. Sunnyside suggested CM1 here. CM1 is slightly smaller scale. Staff is recommending retaining CM1 instead of going to CM2.

Commissioner Spevak noted this is a fantastic location, and I'd like to see this CM2. To create an artificial dip where we have lots of amenities doesn't make sense to me. *Commissioner Bachrach* concurred.

Commissioner Baugh would like to see CM1. This is what we heard from the community when we gave them more time. *Vice Chair Smith* is inclined to go for CM1 here too.

Commissioner Houck noted you could go either way.

PSC members confirmed CM1.

The properties on Division St were suggested as CM1 by the PSC in their original discussion. At this point, staff's understanding is that PSC wants CM1 here, so we just wanted to confirm.

Vice Chair Smith noted we were most ambivalent here. Do we know anything about the state of the BRT project?

- It has moved to Division, with a stop at 34th and Chavez. This would be at the edge of the station area.

Commissioner Baugh is inclined to go with CM1. *Commissioner Spevak* noted the transit opportunities here and supports CM2. *Vice Chair Smith* leans towards CM2. *Commissioner Bachrach* also sided with the CM2 here.

PSC members confirmed CM2.

Multnomah Village: Staff recommends CM1, and the PSC noted this initially as well. This is the inner circle area of Multnomah Village; we'll discuss the larger area later.

PSC members confirmed CM1 with nods.

Group B: CM2 zoning requests for groups or properties
PSC members confirmed the Alberta and Williams areas by consent.

NE 30th and Killingsworth: Testimony supported lower CM1 at this neighborhood node. In looking at this further, staff feels that CM2 could be appropriate here.

PSC members confirmed CM2.

NE 33rd and Killingsworth: Currently zoned CN2. It's probably better to be CM2, similar to the node just down the street.

PSC members confirmed CM2.

NE Fremont and 47th: We had initial requests to change from CM2 to CM1 from property owners. Others wanted to see this stay CM1. Staff thinks CM1 is the right zone given concerns from the community and low level of transit service in the area.

Commissioner Rudd: Are the 3- and 4-story buildings here going to be non-conforming?

- Those taller buildings are to the west of this area. A 3-story would be conforming in CM1.

PSC members confirmed retaining CM1.

Items 5-7 are proposed to be CM1. Transitioning to R1 to a commercial zone. There was a community member who suggested CM2 on these locations. Staff suggests retaining CM1.

Items 8-9: Staff suggests retaining CE so we can do a more in-depth study to determine what the zoning pattern should be.

Items 10: Staff suggests CM1 since CM2 is not allowed here.

Commissioner Spevak asked about transit potential on Powell.

- If enhanced transit comes here, we could do a follow-up legislative project to circle back. Also, all properties here can apply for a zoning change through a quasi-judicial review.

PSC members confirmed consent Group B items 5-10.

Group C: Other CM2 zoning requests on specific properties
PSC members confirmed the noted consent items in group C.

Item 2 is a request for CM2 zone. Staff initially suggested CM1, but we found it was close to the intersection of two transit lines. Campus Institution zoning is applied to the Concordia Campus, with height up to 75 feet. So staff now suggests CM2.

Commissioner St Martin asked about the areas not highlighted in the Campus Institution zoning.

- Those are presumably residential properties.

PSC members confirmed CM2 with nods.

Item 10: N Lombard St. Staff proposes going to CM2 here because a lower-intensity zone would not be appropriate based on the surrounding zoning. This is commercial in the Comp Plan.

Vice Chair Smith asked why we wouldn't extend CM2 to the corner.

- Our view was if there were viable residential properties in the area, which there are here, we decided to leave them.

PSC members confirmed CM2 with nods.

Item 11: We are reviewing CM3 that's in the historic Alphabet District. In this case, we are agreeing that CM2 is a reasonable compromise here. We'd leave CM3 outside the historic district. This would give a step-down to transition down to the historic district.

PSC members confirmed CM3 with nods.

Item 12 is suggested to be CM1. Staff suggests retaining CM1 here. It's currently a vacant site. Traffic volume and capacity is an issue if we were to up the zoning allowance. This is a policy "chicken and egg" question in terms of potential transit improvements here. If you make the change now, you're putting the burden on the City to do this here.

Commissioner Spevak wants CM2 here. *Commissioner Bachrach* noted you'd want the higher level of development here, and I'd err on the side of zoning it as such to CM2.

Commissioner Baugh noted in the TSP we have a project to fix this, but transportation hasn't been good about getting developers to fix all the potential problems they bring. I would rather let the transportation go first in this case then circle back; I'm more inclined for CM1 here for now.

PSC members confirmed CM2.

Item 13: Staff believes CE is the right zone here. A CM2 spot zone would seem out of place, but we could revisit this in the future.

PSC members confirmed CE.

Item 14: SW Capitol request to CM2. Staff suggests CM1 as it is on the periphery of Multnomah Village. This is a mid-century commercial building currently.

PSC members confirmed CM1.

Item 15: SE 13th Ave. The Comp Plan has a split designation here, and we can't rezone it at this time. We can put it on the list for subsequent action, but we don't want to reopen the Comp Plan now.

PSC members confirmed keeping the split designation to comply with the new Comp Plan.

Item 16: Request to go from R1 to CM2. Staff suggested CM1. It is surrounded by residential but near CM2 on Lombard.

PSC members confirmed CM1.

Group D: CM3 zoning requests
CM3 is the most intense mixed-use zone.

PSC members confirmed staff's recommendations for items 3, 4 and 6 to conform to the new Comp Plan.

Item 1: CM3 is supportable in this area, and staff supports it. Staff suggested you could go broader but keep the CM2 on the west edge.

Commissioner Spevak noted that with larger chunks of land you can push density to the middle and have step-backs to the edges.

PSC members confirmed the broader area of CM3 in this location.

Item 2, MLK from Wygant to Ainsworth: Staff looked closely here and recommends CM3 at the larger node but CM2 to the north and south. The intersection has good potential and is a good candidate for CM3.

PSC members confirmed CM3 at the large node.

Items 8-9: *Commissioner Spevak* asked why this isn't suggested to be CM3.

- Staff noted the uncertainty of the BRT and that they will review this later once the alignment of the BRT is more solidified.

PSC members confirmed staff's recommendation for the remaining items in Group D.

Group E: CM1 zoning requests
These are CM1 requests that were zoned something else that have been requested to go to CM1.

Item 1 is for a large request on NW Thurman with a request to go to CM1. Originally CS and CN as part of the Northwest Plan. The district plan called for a variegated plan along Thurman.

PSC members confirmed CM1.

Item 2 is the "wider" circle in Multnomah Village. Staff applied CM1 to the most historically-sensitive locations here. But this area has larger lots and more opportunity sites with a Neighborhood Center designation.

PSC members confirmed staff's recommendations for the remaining items in Group E (no changes).

Group F: CM1 nonconforming use sites and other special situations

Items 27 (15th and Clinton) and 28 staff does not suggest a change to CR.

2. Centers Main Street Overlay Zone Changes

Cully Neighborhood Center
PSC members confirmed staff's recommendation.

Roseway Neighborhood Center
PSC members confirmed staff's recommendation to exempt the fuel stations and drive-throughs here.

Midway Town Center
This is a Town Center. *Vice Chair Smith* suggested we could push redevelopment more quickly here. Staff wasn't sure about that opportunity.
PSC members confirmed staff's recommendation.

West Portland Town Center
Staff is proposing to exempt the residential area.
PSC members confirmed staff's recommendation.

Proposal to add the area around Lombard and Interstate to the Main Street Overlay to conform to the North Interstate Plan Area.
PSC members confirmed staff's recommendation.

The Interstate and Killingsworth node is in response to testimony about Interstate needing more required commercial in this area. These are within neighborhood centers and are consistent with the intent of the Interstate Plan. This is applied to the park site, but we could exempt that.
PSC members confirmed staff's recommendation.

3. Other Overlay Zone Amendments

Design overlay: Because of underlying base zones, we've orphaned some design zones. Staff is asking for the PSC's approval to use their discretion in cleaning these up before bringing the map to the PSC at its next meeting.
PSC members gave staff discretion for these clean-ups.

The errata memo is about the Composite Map last week. Council changed the zoning back to R1 on this site.
PSC members gave staff discretion to change to conform to Council zoning.

Staff will produce the final map for PSC's review on August 23 for the votes. We will also be transmitting the next iteration of the MUZ code document in response to the previous work sessions.

Central City 2035 Plan
Hearing

Disclosures from PSC members

- *Vice Chair Smith* owns a property in the Pearl district. There is no proposed zoning change at this location.

Testimony

Meryl Redisch, Urban Forestry Commission: The UFC appreciates the presentations from staff and their responsiveness to our comments. The City must commit to revise Title 11 with financial. Tree preservation and tree density standards are needed as are other revisions to the tree code. *see written testimony*.

1. Rob Fallow, Jefferson Holdings LLC: The proposed buildings heights are due to the view corridor from the Vista Bridge. We are asking for a compromise so we have one height of 75 feet here instead of three different maximum height allowances as currently proposed. *see written testimony*.

2. Peter Stark, CEID: Worked on the SE Quadrant Plan SAC. The CEID is asking that approximately 12 projects should also review the impact on the area due to the increased freight in the district. Particularly TSP items 20176, 7th to Division, and providing bike and pedestrian improvement facilities on SE 3rd. Segregate bike/pedestrian from freight use. *see written testimony*.

3. Peter Fry: I have submitted comments from the CEIC and another asking to keep the record open for an additional 7 days. We'd like to have another hearing after staff comes back with code updates. *see written testimony*.

4. Mike Bollinger, CEIC: I own a commercial property, a half block, which is currently a parking lot. We're planning to develop here. I'm against proposed restrictions on height in the historic district. Review the existing building codes, allow them to stay as they are, and don't reduce them.

5. Gerald Fittipaldi: Regarding the TSP, I'm happy to see some of the updates, particularly about SE 11th and 12th. For the past year, I have commuted from Alberta to PSU and currently take the Steel Bridge. I bike along the waterfront because there are no good north-south routes for bikes during rush hour, but it's crowded with bikes and pedestrians on the waterfront. The Park Blocks could become akin to Waterfront Park. I'd like to see a major city bikeway couplet on 6th and Broadway. *see written testimony*.

6. Mary Coolidge, Audubon: Incorporating bird-safe items are a good addition in the CC2035 Plan. We would like to see more bird-friendly items and would like to see the external lighting design be applied for a broader area. *see written testimony*.

7. Tom Liptan, Live Center: Thank you to the Commission and staff. I support the implementation of a new ecoroof code. *see written testimony*.

   Commissioner Bachrach asked about benefits of ecoroofs.

   They provide extended durability of the membrane under the roof itself. Stormwater management tool. Provides insulation of the building, habitat. Helps reduce costs.

8. Brent Linden, Portland Forward: Interested in increasing family buildings in the downtown corridor. There isn't much in the downtown core with enough bedrooms and affordable units. Portland Forward appreciates the balanced goals and policies of the CC2035 Plan with family-friendly housing goals. But with the zoning amendments, it seems implementation is not in support of affordable housing goals. Downtown should be diverse. Affordable family-sized units should be included.

9. Audrey Gnich, Portland Forward: Shared some statistics about other comparable cities and families with children living in the city core. Vancouver BC has lots of promising family-oriented strategies to promote family housing within the downtown core. Portland could look to integrate the same concepts.

10. Jason Bader, Bader Family LLC: Owns property in the middle of the proposed height restriction to protect the Salmon Street fountain view of Mt Hood. We must continue urban development in our urban core. We'd like some more time to study any financial impacts to property owners.

11. Deanna Mueller-Crisipin: The West End supports livability including the FAR bonus for historic preservation. Parks and community centers are needed in the West End. Reduce height in the West End to 100 feet to protect view corridors and create a step down to downtown. *see written testimony*.

12. Michael Harrison, OHSU: The Green Loop concept could help improve health and safety for OHSU employees and visitors. We are building lots in SoWa. We'll be meeting with staff to share and refine our master plans in the coming months. We are interested in the proposed view corridors and connections proposed for SoWa. *see written testimony*.

13. Suzanne Lennard: Advocate to retain RX and lower FAR in the West End. We need to promote contextually-fitting infill on vacant lots. Preserve the West End's architectural history. Decrease FAR to 7:1 and height to 100 feet in the West End. *see written testimony*.

14. Mary Vogel: West End resident. Commented on Janet Sadik-Kahn's revolution of streets in NYC. Streets are the largest part of our public realm and should be designed for everyone, not just cars. The CC2035 Plan has nice goals. But for the West End, our streets will remain raceways unless we improve some of the policies and action items in the Plan. Make Jefferson and Columbia streets safe for pedestrians. *see written testimony*.

15. Augustin Enriquez V: Assisting properties at the Mint at Riverplace. We are interested in redeveloping here but need to ask to raise height limits to 250 feet for the full site; it's currently a split zone. Raising the height limit would promote slender buildings and open space. We could take advantage of the recently-improved transportation availability. *see written testimony*.

16. Mary Roberts: Commented on 12th Ave in the SE employment area and existing R1 to the east (Buckman). There are currently 18 historic properties here. All provide compact living arrangements and historical integrity. The proposed FAR and height would allow greater than 50-foot height, which would degrade the existing property values and would allow non-compatible construction.

17. Michael Beglan: Also spoke about the houses between Ankeny and Ash on 12th and confirmed and provided background about Mary Roberts' testimony. I'm concerned that the historical structures will disappear with more height allowances. We don't need to lose the past to enable the future.

18. Burton Francis, Oregonians for Ethical Government: Concerned about ethics regulations and disclosures of conflicts of interest from the West Quad SAC members. This is official misconduct. We urge the PSC to address these considerations. *see written testimony*.

19. Jeff Lang: Business owner. Havs relocated three times along the greenway trail. Worked on the Esplanade and expanding the greenway. Include vegetation restrictions. Continue a comfortable downtown and stair-step down from the river. *see written testimony*.

20. Scott Gilbert: Concerned about requests for higher buildings in the southwest.

21. Lisa Abuaf, PDC: Thank you to staff for their work and being part of the process. PDC's general recommendation is that we need to consider financial and regulatory policies as a City on development, affordability and density goals. Request to work more specifically on projects that have been tasked to PDC. Set-back language (e.g. with USPS site and Centennial Mills). FAR and height maps for ODOT and USPS sites including the view corridor from Salmon Springs. *see written testimony*.

Commissioner Bachrach asked about cumulative financial impacts.

It's important for us to work across bureaus. We're asking that we look in aggregate, not with specific locations.

Commissioner Houck asked about economic values of parks and open spaces to be included.

Yes it is, as is FAR transfer and parking.

22. Mary Kay Brennan: Opposed proposed height increases for buildings on SW 1st Ave. Increased density and traffic would be a burden and dangerous for our neighborhood.

23. Liz Cooksey: Concerned about increased height limits and impacts on view corridors in and from Goose Hollow. Reject the proposed changes on SW Jefferson. *see written testimony*.

24. Elizabeth Perris: Goose Hollow resident. Concerned about the drive for density and that it will change the personality and character over my residential neighborhood. We are a neighborhood without a park aside from Lincoln HS. Concerned that the plan doesn't preserve certain historic properties, and with increased heights, we'll see places redeveloped with taller buildings.

25. Peggy Moretti, Restore Oregon: Need to view this plan in the context that Portland's historic buildings are in danger more so today than before. We applaud the overall plan's emphasis of historic preservation and acknowledgments of historic buildings. You can't create compatible infill development when it's so much taller than the surrounding buildings. Retain the transfer of FAR from historic buildings as in the plan; make sure this is workable with market demand. *see written testimony*.

26. Barry Menashe: Impact of the Salmon Springs viewpoint on our Central Eastside property. The viewpoint height decrease will limit our development potential and decrease value. Building heights are unlimited in the CES, but our buildings will lose that potential due to the height cap. The original draft didn't have this height limit on our property, and I'm curious about why the updated draft includes this restriction. *see written testimony*.

27. Dean Alterman for George & Beverly Nase: The Nase family owns block 250. It currently has split height zoning of both 65 and 45 feet. The plan's proposal is to impose 45 for the full building, which would make part of the already-built building non-conforming. 65 feet would be appropriate for the full block because 85 feet is proposed for the block west. *see written testimony*.

28. George Nase: Request to have EXG for both the properties 11th and 12th and Main and Madison block as well as the half-block west.

29. Bob Bowden: SE 11th and 12th. Confirmed Dean Alterman's comments. *see written testimony*.

30. Jaqueline Peterson-Loomis, Architectural Heritage Center: I'm not hearing anything about equity or diversity. Members of the Chinese and Japanese communities have asked for equity in this historic district downtown. Keep the height reductions. But there is much more to do.

31. Kal Toth: Concerned about people who participated on the West Quad SAC without disclosing their financial benefits. The current CC2035 continues to contain biased recommendations.

32. Michael Mehaffy, Sustasis Foundation: Sustainable and equitable urban design issues. We all recognize the Portland is going through changes including gentrification and displacement, housing affordability. We are not making good enough and transparent enough decisions about how to work on these issues. To comply with the law and to restore public confidence, the building height issues should be pulled and reviewed.

    Vice Chair Smith asked about the issue of disclosures. I am questioning the cure for this problem. I believe "sunshine is the best disinfectant" here.

    Are there specific relationships about recommendations that involve potential conflicts of interests and what's been translated into the plan? And there are other issues and still questions about how we conform as a City to state laws.

33. Julie Leuyrey, OPID: Owns two University sub-district properties. Would like to increase 6:1 FAR at SW 1st and Lincoln with a base height of 100 feet to be more consistent with the rest of the area. Half block on SW 4th Ave requesting increased FAR to 9:1. *see written testimony.*

34. Greg Goodman: Offered 11 proposed amendments to the plan. *see written testimony.*

35. Jon Bennett: Salmon Spring View Corridor through the CEID. Owns quarter-block property at Grand and Salmon. Property currently doesn't have height or use restrictions. The effect of the view corridor will reduce height from 100 to 40 feet for us and our neighbors. A marginal view at best is gained. The full potential of our investment and value of improved transportation will be lost. Don't prohibit building heights due to the potential view corridor.

36. Cliff Weber: Don't build mediocre buildings that are high and block view corridors. Vista Bridge is under threat. Jefferson as a view corridor must be retained.

37. John Ostrander, Human Access Project: Promotes access to the river and boating. Applaud the plan and its recognition of swimming in the Willamette. We need specifics for making the Willamette more welcoming. Look north to Clark County where they have guidance for where and how people can swim in the river, and we'd like similar swim guidelines here. *see written testimony.*

38. James Ostrander, Human Access Project: Grew up swimming in the river and see it as a place for recreation. It's important to have safety regulations and rules to support continued swimming use. *see written testimony.*

39. Leah Middlebrook, Human Access Project: Supports the Ostranders' comments. I swim in the river more than three times a week. The issue of swim guidelines is of some urgency. In addition to Portlanders who are using the river, tourists do too. People don't necessarily know about barges coming through. Another issue is swim buoys and float lines to cut down on wake and make the river safer.

40. Tom Vandel, Human Access Project: It's not just access into the water; it's access to be near and see the water. People love to walk along the river. We know the value of greenspace. No one really talks about the value of blue space. It is soothing and access to it is important.

41. Mike Lindberg, Human Access Project: Beaches and designated swimming areas; docks and new docks; habitat and preservation. I favor 75-foot set-backs. Parks and PBOT should take ownership of these issues.

    Commissioner Houck acknowledged Mike Lindberg's leadership in Portland. Back in 1984 at the Columbia will laminate futures forum Barbara Walker and I had Mike pinned against the wall asking him to become Commissioner of Parks which he eventually agreed to do. I want to thank

him particularly for being true to the 1903 Olmsted plan by recognizing the importance of natural areas as part of Portland's Park system.

42. Brad Malsin: Agrees with testimony about the Central Eastside. We need to have the space to build and grow, particularly in the CES. I want to be sure we pay attention to the window we have today in Portland. If we can't create places for people to live and work, we'll close the window very quickly. A lot of this is about jobs and our future.

43. Dan Yates, Portland Spirit: Concerned that the draft will mean Portland will miss an opportunity to have the Willamette River meet its full capacity. Water transit needs to be included with a terminal. *see written testimony.*

    Vice Chair Smith: Can the Springwater Corridor be threaded through the terminal if we help you get there?

    There are federal restrictions against this. Homeland Security can increase requirements at any time. So I don't know how we can do this. With the City removing it from the CC2035 Plan, they are obviously not willing to talk about it. Goal 15 says there will be no set-back on properties that are river-related or river-dependent.

44. Jeanne Galick: A 50-foot greenspace set-back is a start, but it needs to be 100 feet to maintain riparian health. *see written testimony.*

45. Roger Leachman: Preserve view corridors are features that icons of Portland. The lack of West Quad Plan disclosures is still of concern.

46. Emma Pelett: The Salmon Springs view corridor was not revealed to stakeholders until June of this year. The last-minute change deprives landowners of equity. The February draft suggested this view corridor would not be protected. A full analysis of the view corridor needs to be done, but until then, the view corridor should be removed from the plan. *see written testimony.*

47. Al Solheim: 13th Ave Historic District advocate. Protect these buildings. the proposed code amendments have the potential to alter the economic viability of the buildings and the district. We need to recognize cumulative impacts. 75 feet is too much. Support the density transfer. Retain the 45-foot height bonus. *see written testimony.*

48. Christe White: FAR transfer rules for historic districts. There is a positive development in this code to contributing resources. Under the expansion, you can transfer unused FAR, which is important to preserve and retain as well as raise revenue to help with the seismic upgrades. Our suggestion is that this is great, but it needs to be fine-tuned.

49. Tim Eddy: Support bonuses for historic districts. But height shouldn't be reduced from 100 to 75 feet in the northern section of the 13th Ave Historic District. This is a special case because a majority of the buildings are contributing resources that should all be preserved. Bonus provisions should be discussed. A framework for applicants to propose modest increases in height should be reviewed.

    Commissioner Bachrach asked about if the priority issue and that 13th is not on the same with the other historic districts.

    Correct. That is our only concern. We should equalize with Japantown/Chinatown.

Commissioner Baugh commented on eliminating the transfer after 3:1 FAR.

We're more concerned about the transfer rules in the first 2:1.

50. So Hin Wong: Owns half block at 1302 MLK adjacent to the Hawthorne bridgehead. Consider the height restriction from the west side of the river. I currently can build to 200 feet, but the proposal would reduce this to 40 feet. The CES is changing, freight is moving out for more, higher and denser uses.

51. David Dysert: NW 13th Historic District. Portland's lackluster economy and benevolent local developers have gotten us to where we are. Now we're getting generic market-based development. But I want you to aim higher and think creatively. The North Pearl is very different from the South. It has a diverse building stock, which impacts who and what use that. Limit parcel size to maintain some fine-grained granularity.

52. Bob Sallinger, Audubon: Expand the greenway set-back. We need to get rid of the grandfathering clause. We need incentives and regulations. Support the ecoroofs requirement. Oppose commercialization in open space such as Waterfront Park. I also echo Commissioner Fish' comments about Terminal 1. *see written testimony*.

53. Dean Gisvold, Irvington Community Association: 9 blocks in the Irvington Historical District are currently CX and RH, which isn't compatible with the historic district. Change this to CM2. *See written testimony*.

54. Jean Pierre Vellet: Oppose height restrictions for Salmon Springs View Corridor. Height alone does not solve the problem. If you lower the heights, you start to create canyons. *see written testimony*.

55. Stan Herman: Owns 1300 N River St property. Save and restore this building. Would like this to be CX. The project we have proposed meets and exceeds priorities for parks and recreation as well as job skill development. *see written testimony*.

56. Gary Rehnberg, East Side Plating: Disagrees with height restrictions on the Salmon Springs View Corridor. This would cause a huge reduction in our property value, and job creation will be inversely affected.

57. Michael Ellena, Portland Japanese Garden: Request the view to the Willamette, a key design component of the gardens, be protected and expanded in the scenic resources inventory. Portland is known for the best Japanese garden in the country. This is an island of refuge with power to inspire and heal. *see written testimony*.

58. Darin Houn, Mad Ave LLC: Our building at 1120 SE Madison is zoned IG1 with no maximum height right now. This would go down to a 45 feet maximum, which is in conflict of the overall goals of the plan. Limit would reduce potential for housing and increased commerce opportunities. *see written testimony*.

59. Patricia Gardner, Pearl District NA: West Quad SAC member. The historic bonus is terrific. The decision to prioritize Skidmore/OT and Chinatown/Japantown doesn't work. It was not part of the West Quad discussions. We want to save as many historic properties as possible. We pushed to eliminate bonuses on historic districts, which we're happy to see. I believe that after 3:1 you should still have to buy additional FAR. *see written testimony*.

60. Dave Moore, Alt Source: SE software company. The company is currently housed in 4 different buildings in the inner Division area. We purchased 1120 SE Madison with intention to make this our headquarters. That will allow us to be 38,000 square feet. We can't get to 120,000 with the

proposed 45-foot height restriction. We'd like to stay in the CES, but with can't with the height restriction. *see written testimony*.

61. Tim Karoli, Alt Source: Unique about our location is that I can both live and work in my community. I am close to my kids' school. This is important. I also see the growth of our organization, and it's exciting to be a part of it. We are trying to make sure we can continue to grow and stay in our community.

62. Adam Oakley, Alt Source: A key thing for us is being able to recruit into technology and software with our company is our location in the CES. It's become more and more difficult to find one space for our company's growing number of employees. As we plan for years out, this will become more of an issue if we can't grow up due to height restrictions.

63. Jerry Ward: Greenway set-backs are being disregarded. Doesn't respect regulations of prior planning, particularly with height increases. Some upzoning will harm our neighborhoods in and adjacent to the Central City. Many are not needed to meet projected growth.

64. Henry Mead Kaiser: Interested in the blue of the river and the green that surrounds it and how various interest groups will use these areas. Wouldn't it be easier if there were one overarching group that represents these groups? That brought me to the attention of the Portland Waterfront Alliance. So my comment is a placeholder for them.

65. Ed McNamara: Spoke to family housing and complete neighborhoods. I see this in the Comp Plan but the CC2035 Plan doesn't have enough strong policies included. We need incentives for family housing like what we have in the North Pearl Plan. And in those buildings that get this bonus, they should get to exempt community spaces within their buildings. The City needs to help schools find ways to locate in the Central City. We should take action to allow streets for various parts of the day for activities. *see written testimony*.

    Commissioner Bachrach asked about Ed McNamara's thoughts on an ecoroofs requirement.

    Durability of the roofing is important, but it's an expensive up-front cost. There is definitely benefit, but that is a private benefit to the developer. In terms of stormwater development, that is a benefit, but there are other options as well that are much less costly.

66. Kristen Dozono, Portland Japanese Garden: Supports the requests to preserve the views from in front of the pavilion in the gardens. This is like the living room of Portland. It's one of the most photographed views in the city.

67. Ian Stude, PDX Bicycle Advisory Committee: Supports overall objectives, particularly the Green Loop and street classifications. Support inclusion of parking maximums that align with the SOV mode-splits in the plan. *see written testimony*.

68. Damien Hall on behalf of Joe Angel: Property at 430 NE Lloyd Blvd. Height reduction here does not result in preservation of the view here but it doesn't have a significant economic cost. *see written testimony*.

69. Mary Ann Schwab: Concerned about kids and schools. We need schools in the Central City. We need opportunities to get kids down to Oaks Park with better transportation.

Written testimony received July 27 — August 9

Vice Chair Smith closed oral testimony at 8:48 p.m.

Discussion
Written testimony will remain open until 5 p.m. on Thursday, August 11.

PSC members shared their overall thoughts about testimony received for the Central City 2035 Plan.

Commissioner Bachrach is concerned about people asking for another round of public input and that we're not addressing that. What I saw in the MUZ process was that we got new information from staff after testimony, so they weren't given an opportunity to respond, which I think may happen even more so with this plan. I would like to give the public the opportunity about things we've changed only.

- Susan: We've discussed this option many times for different plans. The information the PSC uses to make its recommendations comes from all these sessions and hearings and staff input. for almost every project we could make a case that we should give people one more time to comment. Council's advice to the PSC is to not do this; they've asked for the PSC to give us the best guidance and advice and they'll take it from there. In the past, in your work sessions, you have invited people to provide more information… not as testimony but to provide more specifics and details.

Commissioner Baugh noted we can't limit what people's testimony is. So if we open testimony again, we have to allow anyone who wants to speak to testify. Groups who can provide information about specific questions the PSC has are helpful. They are not advocacy groups, but they are able to provide details to help us make more informed decisions. I would support this but not opening testimony again.

Commissioner Rudd noted that the PSC letter to Council is also a good way to flag points for Council to consider during their deliberations.

Commissioner Smith noted that PSC members can seek out other advice to help them inform their recommendations.

Commissioner Baugh: I would like a better understanding of the conflict of interest issue, only if there is a legal issue there. The FAR 3:1 bonus in connection to IZ is a question for me. The Chinatown view corridor issue as well.

Commissioner Oxman: Affordable housing for families in the Central City. West End building heights and access to nature. In terms of view corridors, I want to know specifically what we're protecting, what we have, and the public/private obligation to protect this resource.

Commissioner St Martin: How we selected the view corridors we are proposing to maintain. River terminal idea and activating the river this way.

Commissioner Rudd: When we assess properties to pay for the streetcar, what assumptions do we make about development? Is this consistent with height reductions? If PDC and BPS work for proposals that are different from what we have now, I'd like to see a framework for properties that PDC doesn't have an interest in to make sure we're being equitable. Regarding the scenic resource protection and height, is this consistent with employment projections in the Comp Plan? For the greenway development set-back, if we go to 50 or 75 now, does this change the baseline for our future work with FEMA and floodplain regulations? We're looking at providing the opportunity for childcare, but what about adult care as well?

Commissioner Spevak: River restoration and swimming access. Family housing issue, which might fit in the implementation work in Section 5. FAR interplay with the IZ process.

Commissioner Houck: If we need more information about the set-back for the greenway, we have that from staff. I read through most of the written testimony and there were lots of comments about the need to revegetate the bank after plans have been cut. Continuing loss of trees and the grandfathering issue were building can be rebuilt as long as it uses the existing footprint. Building heights and views

are obviously an issue. I really appreciate the testimony that included visuals. That is very helpful for understanding with the impacts are. I also don't think there is a substitute for looking at these issues on the ground, and I'm happy to take some subset of the commission that doesn't constitute a quorum on walking and boating tours. I would like the opportunity to bring in experts on some of these issues that we can ask questions of. Finally, this is complex stuff! I'm hoping we can work with staff to both present some specific amendments and also describe the problem we're trying to solve.

Commissioner Bachrach: Concerns we heard about FAR and height and transferring. Perhaps staff can walk us through some of this to help us get our heads around these issues. CES testimony about the proposal not being consistent with the quadrant plans, particularly the SE Quad Plan.

Vice Chair Smith: I will propose a number of amendments about transportation classifications. On the views, we'll be walking a very fine line. I would echo comments about the family-friendly bonuses. Safe swimming comments are intriguing. I am struck by the nexus of a first-class river terminal with the Springwater through it. There have been suggestions that parking maximum are not tight enough, so I want to make sure our math is precise. I was sympathetic for Goose Hollow's desire for parks and open space.

Adjourn
Vice Chair Smith adjourned the meeting at 9:12 p.m.

Submitted by Julie Ocken

Bureau of Planning and Sustainability
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Portland Planning and Sustainability Commission
August 9, 2016
4:00 – 8:30 p.m.
The Portland Building: 1120 SW 5th Ave, Room C
Portland, OR 97204

AGENDA

4:00	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
4:05	**PM**	**Consent Agenda** Consideration of Minutes from July 26, 2016 PSC meeting
4:06	**PM**	**Task 5: Mixed Use Zones Project** Work Session
5:30	**PM**	**Central City 2035 Plan** Hearing
8:30	**PM**	**Adjourn**

The City of Portland will make reasonable accommodation for people with disabilities. Please notify us no fewer than five (5) business days prior to the event by phone 503-823-7700, by the City's TTY at 503-823-6868, or by the Oregon Relay Service at 1-800-735-2900.

For background information, call 503-823-7700, or email psc@portlandoregon.gov.

Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30:
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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MEMO

DATE: August 4, 2016

TO: Planning and Sustainability Commission

FROM: Sallie Edmunds, Central City Planning Manager

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner

SUBJECT: Additional CC2035 Information and Amendments

There are a few items that we wanted to bring to your attention:

Expanded Transportation System Plan (TSP) Classification Maps

Commissioner Smith asked staff to prepare maps that show the proposed transportation system for each mode within the Central City and how it connects to the system just outside of the Central City boundaries. The attached maps were created by PBOT to meet this request.

Please note that while the proposals inside the Central City boundary are all being processed through this project, the transportation system outside this boundary is being updated through multiple projects at different stages of public review as outlined below:

- Bicycle and Design classifications are part of the TSP Update - Stage 2, which will be before City Council in Fall 2016.
- Pedestrian, Freight, Transit, Traffic classifications are from the 2007 TSP and will be revised in the upcoming TSP Update - Stage 3.
- Emergency Route classifications are a working draft of the upcoming TSP Update - Stage 3.

Discrepancies between Transportation Studies, Projects and Actions

Staff identified discrepancies between the Transportation System Plan (TSP) candidate studies and projects listed in Volume 2B and the work plan for PBOT staff shown in the Volume 5 Action Table and expanded upon in the section following the table. These lists should be the same. Staff plan to reconcile them and bring a proposed set of amendments to you for your September 27 work session.

Disclosures (Amendment to Volume 6)

In the summer of 2015, the City Ombudsman received an anonymous complaint from a group of concerned citizens. They claimed that certain members of the West Quadrant SAC had conflicts of interest that weren't disclosed in the course of the committee's work — and should have been. The Ombudsman analyzed the case and determined that it appeared likely that multiple SAC members should have – but did not – publicly disclose potential conflicts of interest before discussing and voting on recommendations for the West Quadrant Plan. Because her opinion was after the fact, as a remedy, she recommended that BPS call for West Quadrant SAC members to publicly disclose any potential conflicts of interest before the Planning and Sustainability Commission or the City Council hold hearings on and adopt the final plan.

The Ombudsman also recommended that BPS compile a disclosure document that itemizes the responses and should note if any members fail to respond. That document should be entered into the public record and presented to the decision-makers. This information can be found in Volume 6 starting on page 31.

At the July 26 hearing, Nolan Leinhart submitted a letter into the record related to the disclosure request. Here is a summary of the SAC members who did not submit disclosure forms including an updated listing for Nolan Leinhart.

SAC MEMBER	OCCUPATION*	SUBMITTED FORM?	DISCLOSURE SUMMARY
Doreen Binder	Transition Projects (former)	Unable to contact	NA
Greg Goodman	Property owner, developer, Central City parking	No	---
Jodi Guetzloe-Parker	Executive Secretary of Columbia Pacific Building Trades Council, N/NEQ SAC	No	---

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SAC MEMBER	OCCUPATION*	SUBMITTED FORM?	DISCLOSURE SUMMARY
Nolan Lienhart	Architect and Associate Partner at ZGF Architects	No, but sent a response.	ZGF has many clients with business interests in the West Quadrant, and he has personal investments in various properties within the Quadrant. "I also disclose that during my service on the Advisory Committee I made no effort in the Advisory Committee's proceedings to influence the content of the Quadrant Plan or the Central City Plan in order to advance the interests of ZGF, any ZGF client, or my own personal interests within the Quadrant, including with respect to what land use policies, designations, and regulations should be established within the Quadrant."
Marvin Mitchell	Executive Director, Julia West House	No	--
John Petersen	President and part owner of Melvin Mark Capital Group, commercial real estate.	No, but sent a response.	Owns home and two rental units in the Central City. Financed at least five large development projects.
Dan Petrusich	Melvin Mark, management, leasing, development of commercial property. Replaced previous PBA representative on SAC.	No, but sent a response.	Ownership interest in a variety of Central City properties including office buildings, warehouses, apartments and parking.

* Occupation is summarized from the disclosure form. If no form was filed, it is summarized from the person's application.

The completed forms, emails and letters from all of the West Quadrant SAC members are on file and available for public review at the Bureau of Planning and Sustainability.

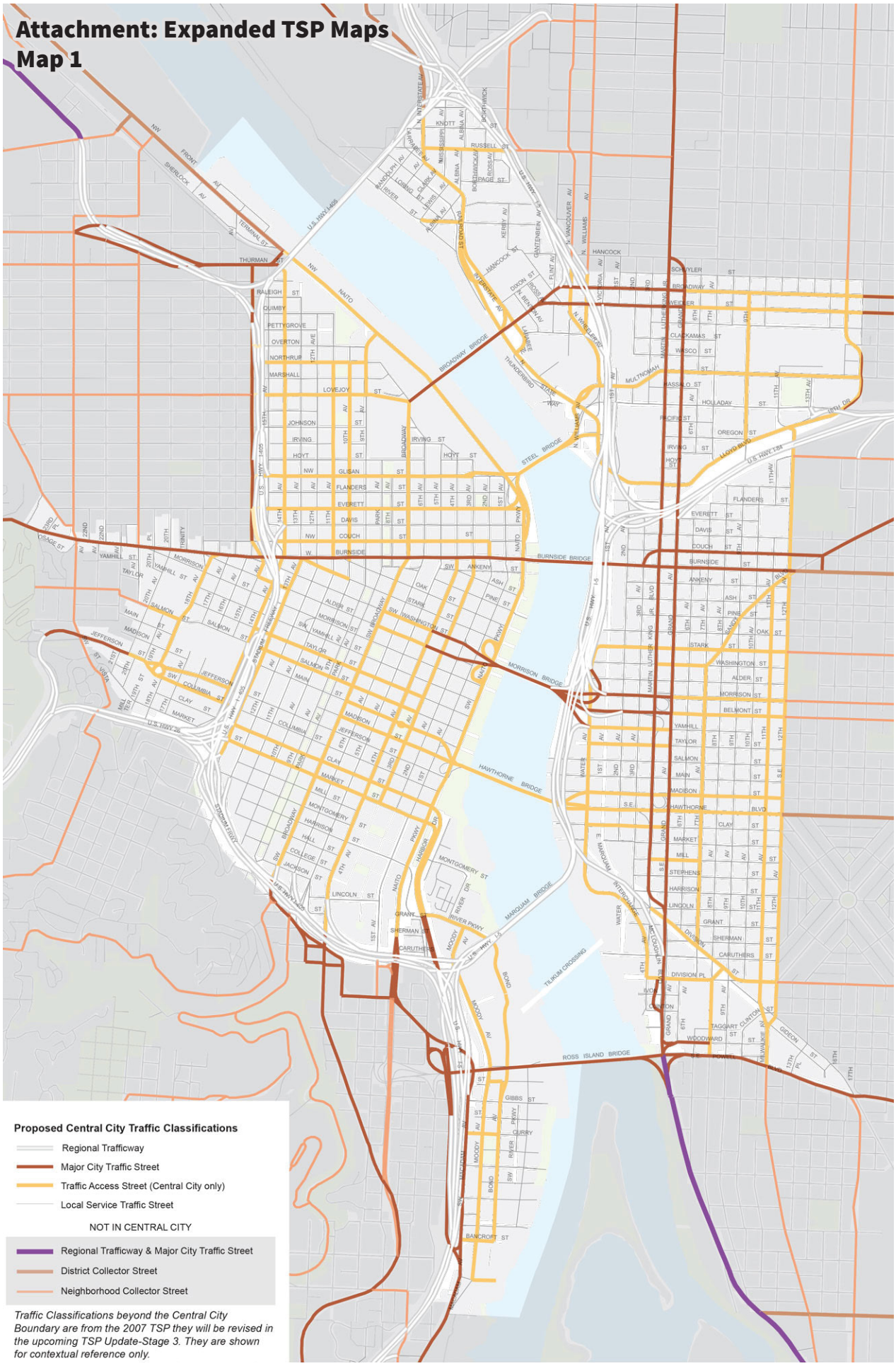
Draft Schedule

August 9	PSC Hearing, continued (3 hours) and deadline for testimony
August 12	Deadline for PSC guidance to staff (proposed)
September 27	PSC Worksession (3 hours)
November 8	PSC Worksession (3 hours)
November 22	PSC Worksession/Decision (1 hour)

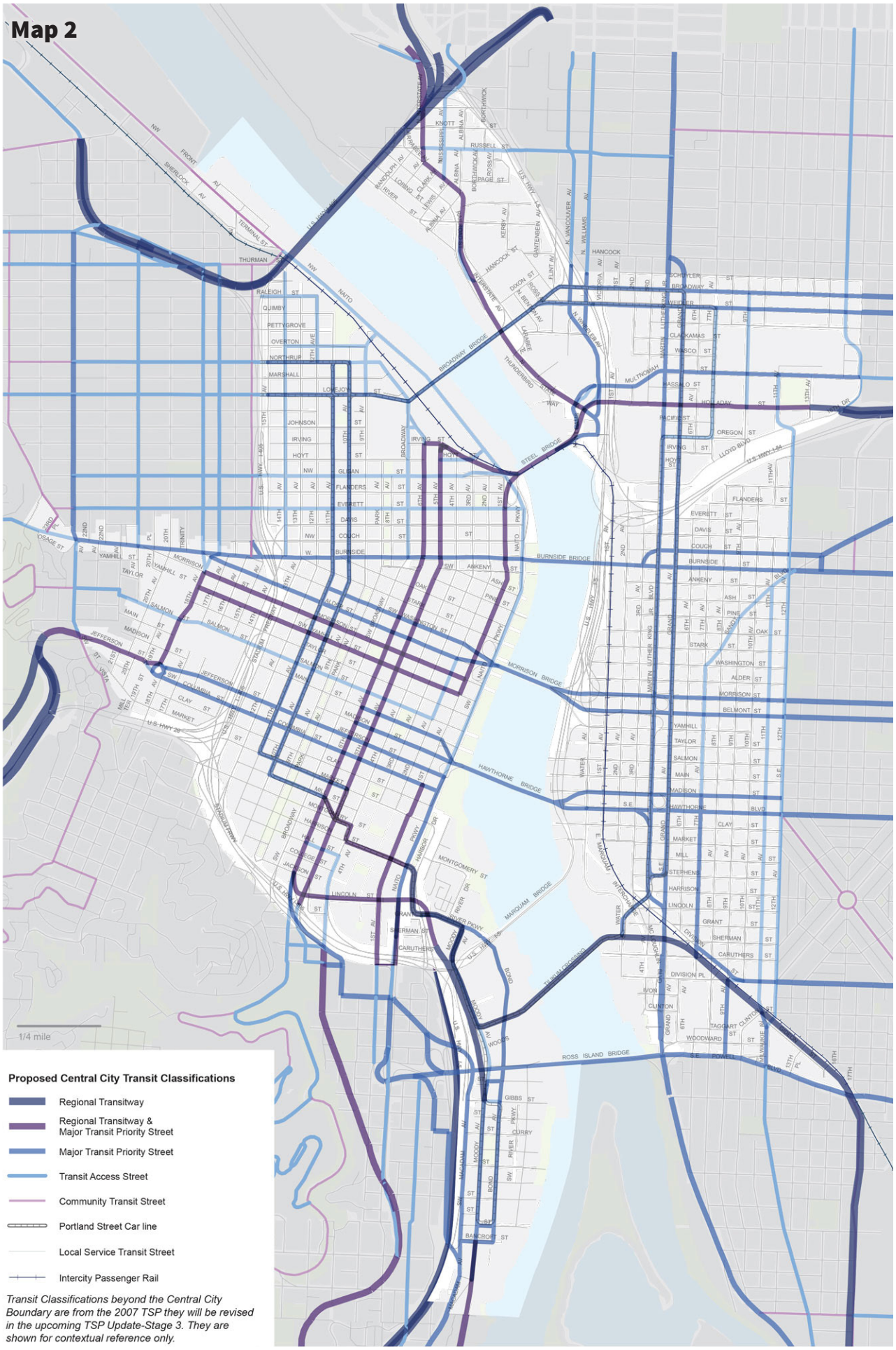
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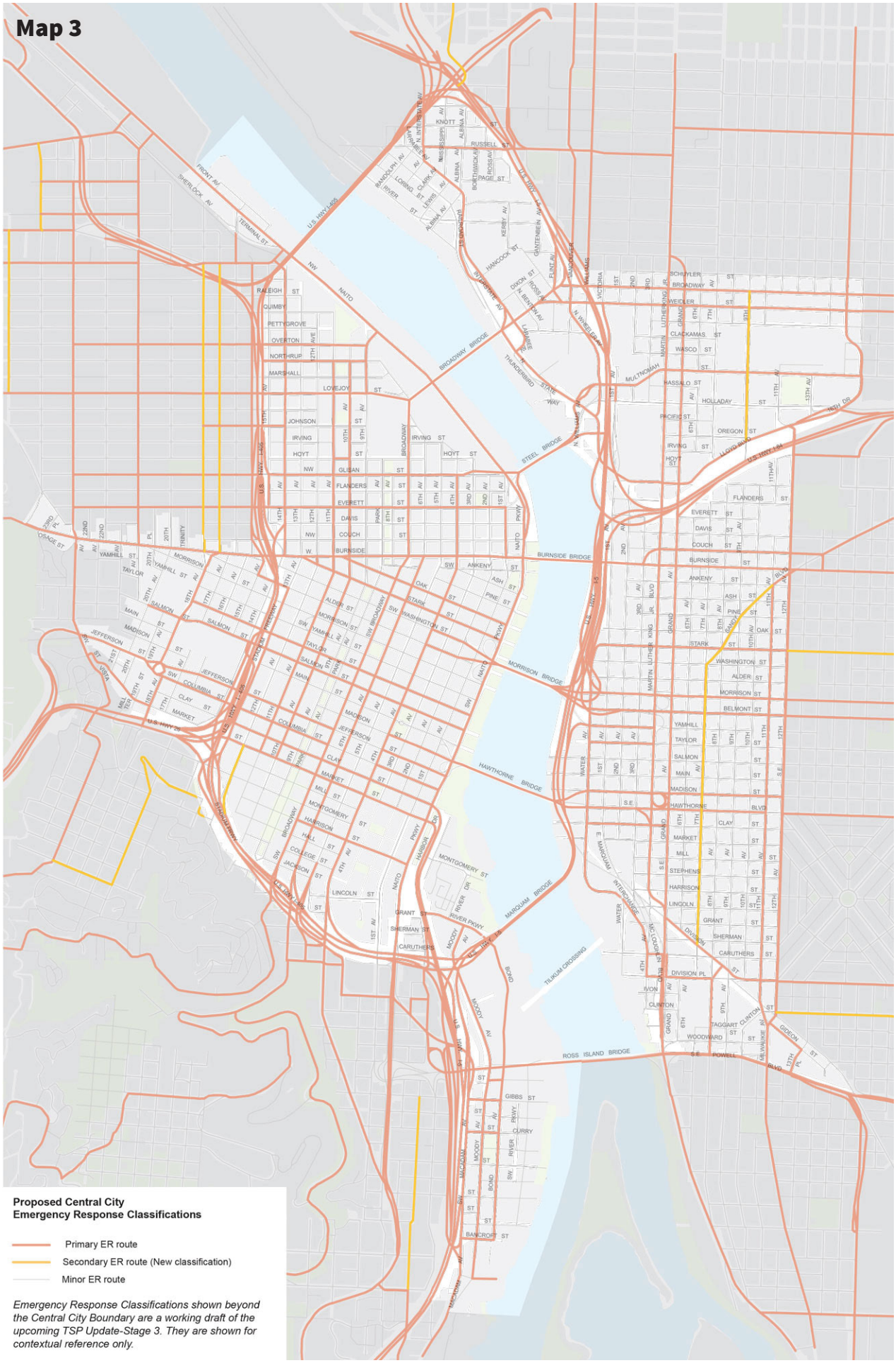
Attachment: Expanded TSP Maps
Map 1

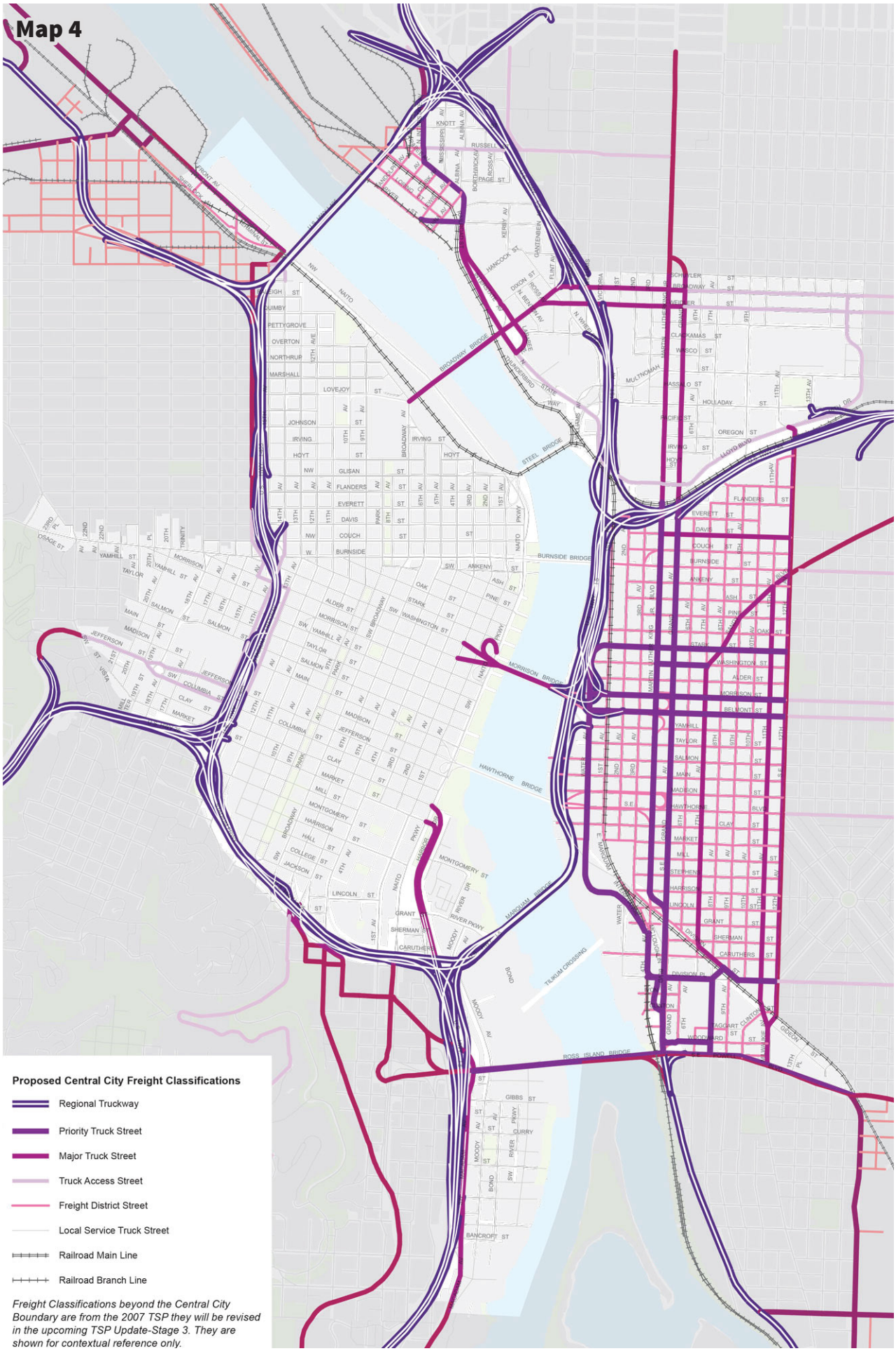


Map 2

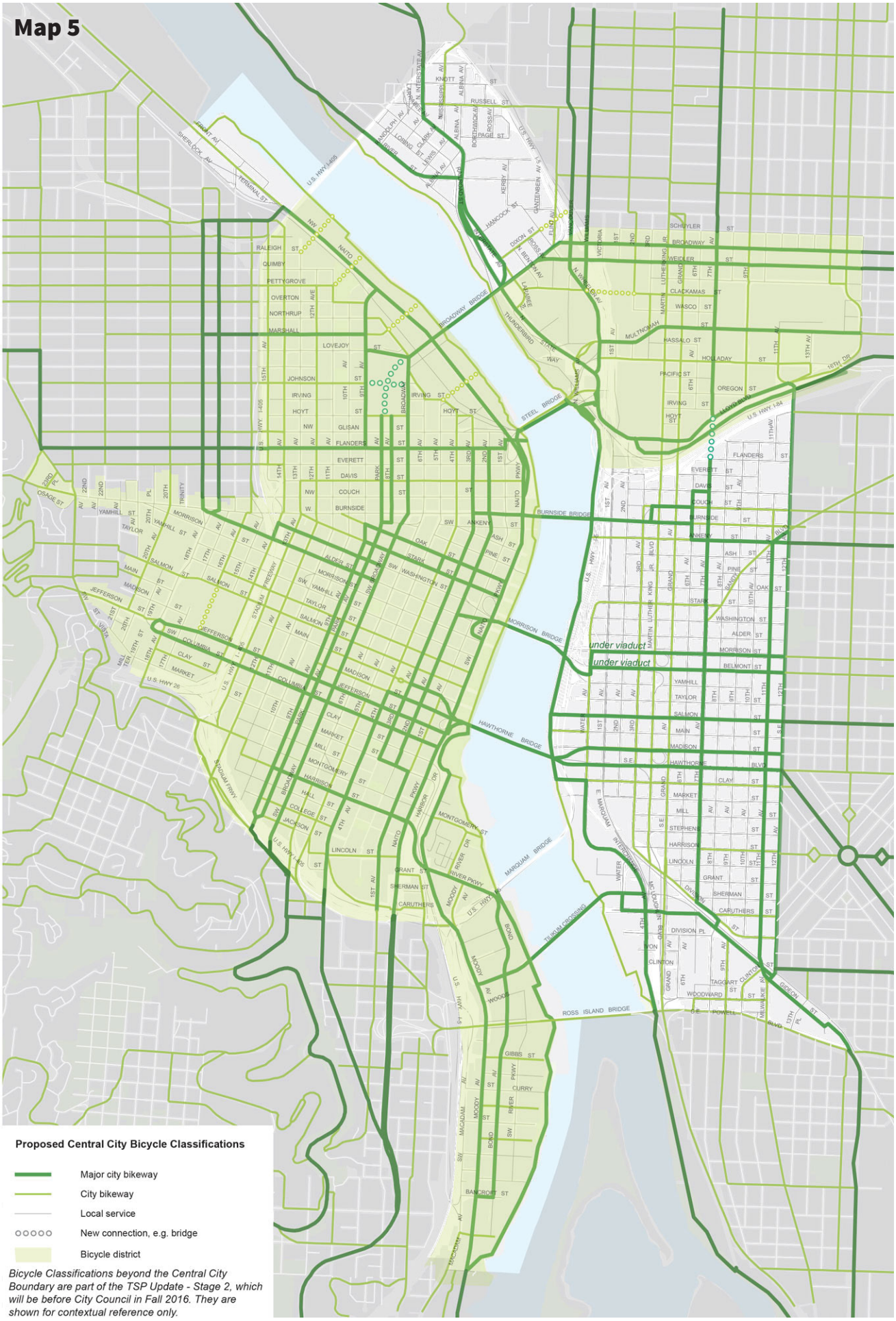

1/4 mile
Proposed Central City Transit Classifications
Regional Transitway
Regional Transitway & Major Transit Priority Street
Major Transit Priority Street
Transit Access Street
Community Transit Street
Portland Street Car line
Local Service Transit Street
Intercity Passenger Rail
Transit Classifications beyond the Central City Boundary are from the 2007 TSP they will be revised in the upcoming TSP Update-Stage 3. They are shown for contextual reference only.

Map 3

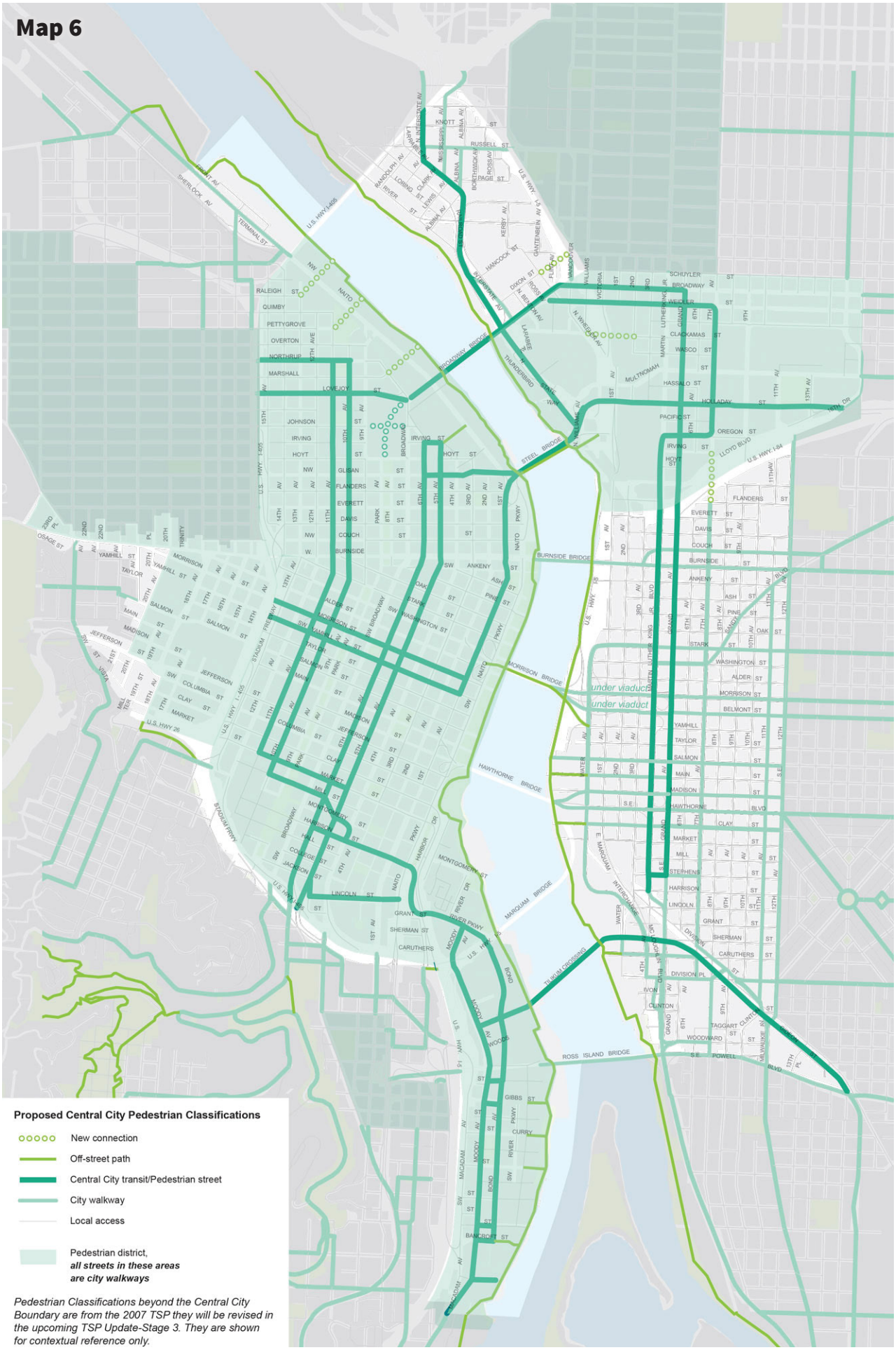

Proposed Central City
Emergency Response Classifications
Primary ER route
Secondary ER route (New classification)
Minor ER route
Emergency Response Classifications shown beyond the Central City Boundary are a working draft of the upcoming TSP Update-Stage 3. They are shown for contextual reference only.


Map 4
Proposed Central City Freight Classifications
Regional Truckway
Priority Truck Street
Major Truck Street
Truck Access Street
Freight District Street
Local Service Truck Street
Railroad Main Line
Railroad Branch Line
Freight Classifications beyond the Central City Boundary are from the 2007 TSP they will be revised in the upcoming TSP Update-Stage 3. They are shown for contextual reference only.

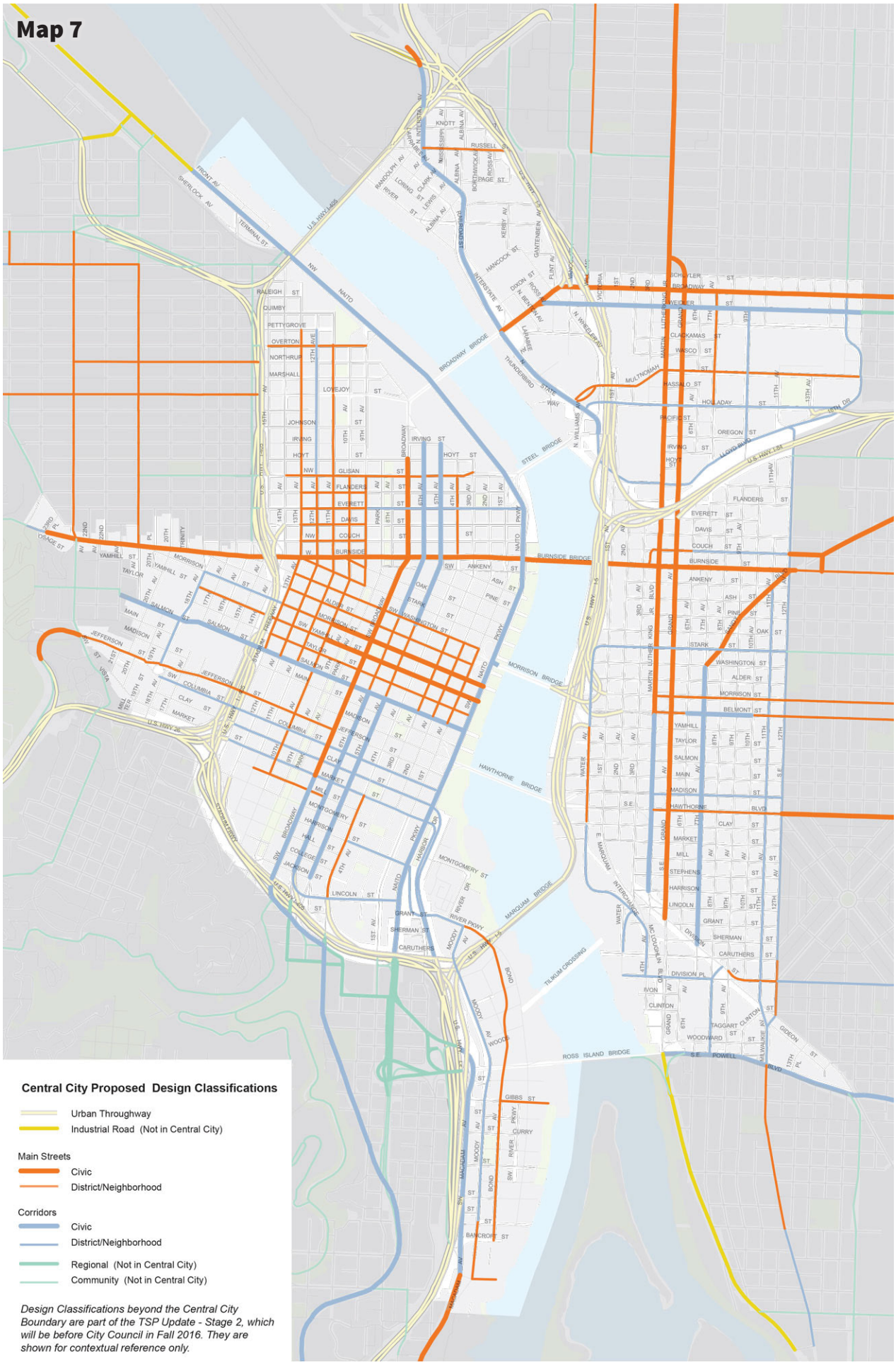
Map 5


under viaduct
under viaduct
Proposed Central City Bicycle Classifications
Major city bikeway
City bikeway
Local service
New connection, e.g. bridge
Bicycle district
Bicycle Classifications beyond the Central City Boundary are part of the TSP Update - Stage 2, which will be before City Council in Fall 2016. They are shown for contextual reference only.

Map 6


Proposed Central City Pedestrian Classifications
New connection
Off-street path
Central City transit/Pedestrian street
City walkway
Local access
Pedestrian district,
all streets in these areas
are city walkways
Pedestrian Classifications beyond the Central City Boundary are from the 2007 TSP they will be revised in the upcoming TSP Update-Stage 3. They are shown for contextual reference only.
under viaduct
under viaduct
BROADWAY BRIDGE
STEEL BRIDGE
BURNSIDE BRIDGE
MORRISON BRIDGE
HAWTHORNE BRIDGE
MARQUAM BRIDGE
ROSS ISLAND BRIDGE
U.S. HWY 26
U.S. HWY 30
U.S. HWY 99W
U.S. HWY 1-5
U.S. HWY 1-405
U.S. HWY 1-84
LLOYD BLVD
NAITO PKWY
RIVER PKWY
MARQUAM INTERCHANGE
TERWILLIGER BLVD
TERMINAL ST
BROADWAY
MORRISON
BELMONT
YAMHILL
TAYLOR
SALMON
MAIN
MADISON
HAWTHORNE BLVD
CLAY
MARKET
MILL
STEPHENS
HARRISON
LINCOLN
GRANT
SHERMAN
CARUTHERS
DIVISION PL
IVON
CLINTON
TAGGART
WOODWARD
POWELL
GIBBS ST
CURRY
BANCROFT ST
MACADAM
BOND
MOODY
RIVER
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22ND
23RD
GRAND
MARTIN LUTHER KING JR
WATER
MILWAUKIE
CORBETT
PORTLAND
RALEIGH
QUIMBY
PETTYGROVE
OVERTON
NORTHRUP
MARSHALL
LOVEJOY
JOHNSON
IRVING
HOYT
GLISAN
FLANDERS
EVERETT
DAVIS
COUCH
BURNSIDE
ANKENY
ASH
PINE
OAK
STARK
WASHINGTON
ALDER
JEFFERSON
COLUMBIA
PARK
MONTGOMERY
HARRISON
JACKSON
LINCOLN
GRANT
SHERMAN
CARUTHERS
MULTNOMAH
HASSALO
HOLLADAY
PACIFIC ST
OREGON ST
WASCO ST
CLACKAMAS
SCHUYLER
BROADWAY
WEIDLER
KNOTT
RUSSELL
PAGE
KERBY
HANCOCK
DIXON
FLINT AV
SHERLOCK AV
LARRABEE
THUNDERBIRD
WILLAMETTE
VANCOUVER
VICTORIA
WILLIAMS
N. WHEELER AV
N. BENSON AV
N. INTERSTATE AV
ALBINA
MISSISSIPPI
GANTENBEIN
TRINITY
OSAGE ST
VISTA
STADIUM FREEWAY
BARBUR BLVD
MILL TER
TRIMET

Map 7


Central City Proposed Design Classifications
Urban Throughway
Industrial Road (Not in Central City)
Main Streets
Civic
District/Neighborhood
Corridors
Civic
District/Neighborhood
Regional (Not in Central City)
Community (Not in Central City)
Design Classifications beyond the Central City Boundary are part of the TSP Update - Stage 2, which will be before City Council in Fall 2016. They are shown for contextual reference only.

Portland Planning and Sustainability Commission

Tuesday, July 26, 2016
4:00 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh (by phone; left at 5:30 p.m.), Mike Houck, Gary Oxman, Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak, Maggie Tallmadge

Commissioners Absent: Katie Larsell, Teresa St Martin

City Staff Presenting: Tom Armstrong, John Cole, Eric Engstrom, Barry Manning, Joe Zehnder

Chair Schultz called the meeting to order at 4:00 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner Smith*: Tomorrow at Council is the hearing on the Powell-Division Local Action Plan. I'll be representing the PSC and sharing our thoughts as we relayed in the letter.
- *Commissioner Spevak* noted he checked out some of the beaches in the Central City on his way in today. Thank you for being here.
- *Commissioner Houck*: Be sure to check out *Commissioner Spevak's* rebuttal piece in today's Portland Tribune regarding infill development.

Consent Agenda

- Consideration of minutes from the June 28 and July 12, 2016 PSC meetings

Commissioner Smith moved to approve the Consent Agenda. *Commissioner Spevak* seconded.

The Consent Agenda was approved with an aye vote.
(Y9 — Bachrach, Baugh, Houck, Oxman, Rudd, Schultz, Smith, Spevak, Tallmadge)

Task 5: Miscellaneous Zoning Code Amendments

Hearing / Recommendation: Tom Armstrong, John Cole

Presentation

John gave an overview of the 8 components of the amendments package. Item number 8, the trail alignment designation, received the most testimony.

Disclosures from PSC members:

- *Commissioner Rudd*'s firm represents a group in Guild's Lake (item 5)
- *Chair Schultz* has a potential conflict with item 3.

Commissioner Houck noted the trail conversation and a PP&R staff member's (Brett Horner) comments that could be helpful in today's discussion.

Commissioner Smith clarified the RH 4:1 FAR question. If anything this is a downzoning, correct?

- Yes.

Item 2: This area was downzoned due to drainage and landslide issues. Guild's Lake has three separate changes.

Staff clarified Commissioners' questions about the school district capacity criteria.

Testimony

1. Dennis Harper: Concerned that a swath of NW Portland will be zoned RH with an FAR 4:1 as shown in maps 120-6 and 120-7. Almost all this FAR is in the historic Alphabet District, which threatens the eastern half of the Alphabet District. 2:1 FAR would be a better fit here.

2. Martha Cox, Columbia Steel Casting and Heron Leasing: The FAR change would be costly for our company, and the value of property would be lost. The wetland impact would be expensive to develop and maintain. Manufacturing companies can't pass on added costs, so we will incur this. Security and public safety is also one of our major concerns. *see written testimony*

3. Dana Krawczuk, representing Broadmoor Golf Course: The public trail that's proposed here is a liability for the golf course. As proposed, the trail impacts 5 of the 18 holes on the course. We think alignment would be better in the Metro marsh area. *see written testimony*

   Commissioner Bachrach asked about the trails in this particular location.

   These are both new trails being proposed in these amendments.

4. Sharon Goldsworthy, Eastridge Park HOA: Concerned about the Scouters Mtn trail alignment. The trail is proposed to pass through an environmental protection area that is at risk for earthquakes and landslides. The alignment is contiguous to a number of individual properties and is intrusive. There is no neighborhood support for the alignment. *see written testimony*

5. Jim Sjulin, 40 Mile Loop Land Trust: Support alignments that have been on the map for many years. I do have some concerns about removals of trails. We are happy and willing to work with staff to resolve the issues we've identified. *see written testimony*

6. Tim Davis: Original zoning code called for more density than what we currently have. We need to at least double our density to make housing more affordable.

7. Walter Valenta, 40 Mile Loop Land Trust: The stars on the map are controversial. On the 40 Mile Loop, we have been living with this for quite a while. We want to have more discussion about these before we move things. The hardest part is getting the easement for the trail alignments. We want to be sure the stars are practical. And before we remove stars on private property that are already there, we need to be careful because they're hard to put back on. *see written testimony*

   Commissioner Smith: Why are the stars just showing up on the map now? What is the process that triggers that?

   Every 20 years we put stars on the map that signify where we think connections for trails should be made. We are now refining the stars in the process, but there are whole missing segments, particularly along the Columbia Slough, because we don't know where the trails should go. Stars represent choices and decisions.

   Commissioner Houck noted we're talking about one of the most important trails and park systems when we're talking about the 40 Mile Loop.

   We hired the Olmsted brothers to help us determine this years ago. It's 140 miles long now,

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including loops of loops.

8. Phil Beyl, St Mary's Cathedral: FAR should not be reduced in RH from 4:1 to 2:1 where we are. We are already zoned 4:1, so a take-away from this would be a huge economic impact. If we want to preserve historic structures, there are better ways than limiting density.

9. Wendy Chung, NWDA: We are requesting deletion of maps 120-7 and 120-6 to eliminate the 4:1 FAR allowances in the RH zoned parcels. We don't think eliminating the bonus will affect density, so please give us the same consideration in the Alphabet District as you did for Irvington. *see written testimony*

10. Karen Karlsson, NWDA: Regarding the Guild's Lake Plan and limiting office uses, NWDA is highly supportive of this. The Comp Plan identifies how significant historic districts are (new Comp Plan Policy 4.49). There are only 7 properties that have an FAR 3:1 in the historic district; 4:1 is too much. *see written testimony*

11. Stephen Griffith, Riverview Abbey Mausoleum Co: We would like to see the trail at Red Electric shifted. The section we're concerned with is at Taylors Ferry Road. There is also a roadway that was built in 2006, and if the trail were aligned slightly differently, the alignment would be better.

12. Tom Brenneke, St Mary's Cathedral: Our church owns 3 blocks for our facility in NW. We strenuously object to any consideration to reduce FAR from 4:1 to 2:1. A change like this would cut our property value in half.

13. Allison Reynolds, Solterra: Owns and develops a property at N Cook and N Williams. RX being downzoned to RH, and it would now have a 2:1 FAR. We're asking to keep the building that is currently being developed to remain conforming and have a 4:1 FAR; without this, it will become non-conforming as soon as the new code is adopted. *see written testimony*

14. Brad Perkins: Appreciate the upgrade of Sullivan's Trail to the constrained list. *see written testimony*

15. Dorothy Cofield: Spoke to a mapping correction that will be resubmitted and corrected by staff. *see written testimony*

Written Testimony Received

Chair Schultz closed the hearing at 5:02 p.m.

Discussion
Commissioner Smith noted that people only got time to read the plan this weekend.

Chair Schultz: We will see if we need more time to consider before voting.

Staff walked commissioners through each of the 8 components of the proposal.

Item 1: Allow retail plant nurseries as a conditional use in residential zones

Commissioner Smith: This was the PSC's recommendation to Council in the Comp Plan.

PSC members confirmed staff's recommendation.

Item 2: Preserve rights to one house on lots that were buildable prior to down-zoning as part of the City's natural hazard mitigation strategy. (R10 to R20 downzones only)

PSC members confirmed staff's recommendation.

Item 3: Amend the RH zone FAR map series to reflect changes made 2035 Comprehensive Plan Map and Composite Zoning Map.

Chair Schultz recused herself from this discussion point.

Staff noted that the changes being made to the 120 map series does not add FAR.

Commissioner Spevak asked about the testimony from Allison Reynolds.

- Tom: I'm not sure of the specifics of that location. But any development between now and the Comp Plan being effective, we will have a legislative process to catch all the new developments to true up the Comp Plan and Zoning designations.
- FAR won't be non-conforming until the Comp Plan is effective in 2018. After that when we know we have the state acknowledgement, we will go back and look at examples like this to "catch up" with the changes and correct them.

Commissioner Smith would like a process to understand how the historic district mapping changes affect all historic districts.

- Irvington, Alphabet and Kings Hill are the areas that are affected.
- *See map of proposed RH 4:1 FAR areas in historic districts*. They are centered around the core of the city.
- Earlier advocacy from Irvington was to take out this district in its entirety. In the Alphabet District, we would like to be able to modify the FAR maps, but this is difficult given our timeline.
- If we don't change the map, it is the status quo as today handled by the Historic Landmarks Commission. Landmarks can change FAR, which can be an issue or question. We can bring this back on August 9 to the PSC if necessary.
- *Commissioner Oxman* would like to have the time to review before making a recommendation, particularly about the Alphabetic District.
- We estimate there are 600 units of additional capacity in the RH area. Dropping FAR would be a swing of about 300 units of capacity. Given the proximity to Central City, this is a concern from staff.

Commissioner Baugh asked if the Landmark's Commission is ok with this proposal.

- They have not weighed in specifically.

Regarding the 4:1 to 2:1 FAR, would they would be approved in the IZ process?

- Eventually they would be eligible for the IZ bonus.

Commissioner Smith: Do we want to affirm the 4:1 tonight? Or discuss further to remove the Alphabet District?

- Staff will take a finer look and bring back to the PSC.

Item 4: Allow established office uses in historic buildings to continue in the R5 zone as an incentive to preserve historic resources rather than continue as a revocable permit.

PSC members confirmed staff's recommendation.

Item 5: Amend the Guild's Lake Industrial Sanctuary plan district to limit office uses and expand the area where these limits apply.

Commissioner Rudd recused herself from this discussion point.

Commissioner Smith asked that if we're expanding subarea B because other lots were rezoned as part of the Comp Plan.

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- The property owner on the western edge currently has industrial zoning. In our industrial zoning is this allowance that if you have an historic landmark, you can get 2:1 as an incentive for historic preservation. We think this should be carried over into this area.

Commissioner Smith: I am amenable to carrying over the historic preservation bonus.

Commissioner Bachrach commented on testimony we received on this and discussion about a future transportation study. If there are studies that show more traffic capacity, are they now locked in at this lower FAR?

- When we refer to transportation studies, this speaks to the zone change process. Properties north of Wilson will have IH as they do today. Comp Plan for mixed employment EG zoning will need to include the additional transportation studies. This is what they will be allowed to do (1:1 FAR or can buy up to 1.85:1 FAR).

This is mostly the ESCO site plus about 4 properties south of Nicolai. Redevelopment of the ESCO site.

PSC members confirmed staff's recommendation with the noted text corrections for Guild's Lake.

Item 6: Address school district enrollment capacity during zoning map amendments, land divisions, and planned developments in a district that has a school facility plan.

Commissioner Spevak asked about the legality of this. I like the compromise with DDSD in terms of the zoning map, but this seems like a broad approach to a narrow issue without a sunset issue. I'm concerned about what mitigation options would look like. I want to see some more detail about what this would look like.

Commissioner Bachrach: My understanding is that the concept of the statue is that when you establish zoning is so school capacity wouldn't have to be reestablished. If you're doing a subdivision, you shouldn't have a school capacity requirement. So I share *Commissioner Spevak*'s concern.

- Joe: This has recently been changed at the state level.

PSC members confirmed staff's recommendation.

Item 7: Delete requirement for addressing "no-net-loss of housing" policies for quasi-judicial comprehensive plan map amendments and zoning map changes.

PSC members confirmed staff's recommendation.

Item 8: Update the trail alignments designation on the zoning map to correspond to the Major Public Trail alignment adopted in the 2035 Comprehensive Plan.

Staff supports the testimony from Dorothy Cofield on behalf of the Saltzman Rd property. This was a mapping error that we'll be fixing with the trail alignment that will continue to the municipal boundary. Staff doesn't support the additional testimony regarding changing fence height allowances as part of this.

We did receive testimony from the NW Turtle Working Group that looked at the Peninsula Canal alignment. This goes along the top of the levee. Once we're past the Riverside GC, the group has asked that the trail alignment go to the bottom of the levee so that the people using the trail are not visible to an active nesting pond turtle group.

Commissioner Houck noted the stars on the trail alignment have been on the map for more than 30 year along the 40 Mile Loop. I personally have angst about making recommendations from the PSC right now when there is an opportunity for other groups to interact with the City and/or Metro to take things into consideration over time. We shouldn't take anything off an existing alignment. The 40 Mile Loop group's suggestion to work with staff makes sense to me to come up with a solution.

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Commissioner Bachrach agrees with this but would like to include property owners as part of the working group.

Tom noted if you look on page 135 of the staff report there is the Comp Plan map that was adopted. The proposals today implement this map in the Zoning Code.

Commissioner Rudd: We heard testimony that if you had the trail stars on your map and you were going to develop, the City requirement that you improve a trail on your property turned on how expensive your proposed improvements were and why didn't your obligation to improve a trail relate to the burden/trail need the proposed development created. If you're going to develop and you have stars on your property, why isn't it related to how much of a burden you're putting on the trail system?

- There is a proportionality review and a relationship to the creation of need as part of this analysis.
- This map has been adopted, but it is not detailed enough to see individual properties. Now we're looking at the individual stars and individual properties, which is why owners have more recently been notified. Remapping was to help align PP&R and PBOT maps where they didn't agree in the past.
- If you don't think the map is right and you want to revisit it, then you'd have to tell Council the Comp Plan map is wrong and that it needs to be amended.

Commissioner Bachrach: Regarding the testimony about fencing, is the prohibition because it's in an E-zone?

- Yes, it has to do with standards in the E-zone.

Commissioner Houck: We need to see the overall picture and system.

BPS staff did not come up with these new segments of the alignment.

Further discussions on item 3 and 8 will come before the PSC. There was a staff amendments to Item 5 from staff.

Recommendation
Commissioner Smith moved to approve the Miscellaneous Zoning Code Amendment package items 1, 2, 4, 5, 6 and 7 including the Guild's Lake text revisions provided to staff. *Commissioner Houck* seconded.

Commissioner Rudd recused herself from the vote.

The motion passed.

(Y7 — Bachrach, Houck, Oxman, Schultz, Smith, Spevak, Tallmadge)

Central City 2035 Plan
Hearing

Joe provided a brief overview of the CC2035 Plan and schedule for upcoming meetings about the project.

Disclosures from PSC members

- *Commissioner Smith* owns a property in the Pearl district. No proposed zoning change at this location.
- *Chair* works on many projects but doesn't have a project with a conflict of interest.

Testimony

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Kirk Ranzetta, Chair, Portland Historic Landmarks Commission (PHLC): The PHLC mostly reviews Type III land use reviews, as we look to ensure significant and important historic features and how new construction can be accommodated in these areas. Building heights are a key note that we have concerns about. Many heights were established before the historic districts were put in place. We'd like to see 75' on three of the districts and 50' in Irvington. *see written testimony*

Julie Livingston, Chair, Design Commission: Thank you to staff and the PSC to comment on the CC2035 Plan. The DC has noted 7 specific issues as outlined in our letter. *see written testimony*

Commissioner Houck: Regarding the window glazing, Audubon has worked with City staff about bird-safe buildings. Have you been working with them?

- Julie: We haven't yet had a briefing from the Audubon, but BPS staff has been bringing us good research.

Commissioner Oxman: How does the additional bonus for industrial FAR work?

- Additional 1:1 for industrial office use if at least 33 percent or 5000 square feet on ground floor. We would like to see a tiered bonus structure.

1. Daniel Salomon: A Goose Hollow resident who moved there to be part of a livable community in 2013. I understand population increase but think a balance can be struck between welcoming new Portlanders. Don't raise heights in historic districts. Keep the West End heights at no higher than 100 feet. Make sure no buildings block the view of Jefferson St arches. Request that 1000 feet below the timberline be visible from Vista Bridge.

2. Sherry Salomon: I don't like the ever-rising limits to heights in Goose Hollow. This threatens the character of our neighborhood and encourages demolition.

3. Stephen Salomon: Mt Hood views need to be retained, especially at the Salmon St Fountain.

4. Shaina Weinstein: Re: low-carbon buildings. I support the building marketplace to incorporate best practices in every building. Concerns about using just one building rating system (LEED). We would like the plan be neutral to building rating systems. Green Globes helps building owners reach the same goals as LEED, and there are other options and rating systems as well.

5. Tim Atkinson, Stinson Lumber: LEED-only review will reduce competition in the green building marketplace and is costly compared to other potential rating systems. Consider other rating systems to offer competition.

6. Timm Locke: OR Forestry Institution to advance forest products. Low-carbon building standard could better address off-sets and other options. Energy consumption is important, but it's not the only contributor. Increased use of wood would be an additional bonus to reduce impact.

7. Caitlin Horsley, HBA of Portland and Home Performance Council: Low-carbon building standards. *see written testimony*

8. Deborah O'Neill, Architectural Heritage Foundation: Lower heights in the West End to 7:1 FAR and a maximum height of 100' west of Park. East of Park should have a base of 9:1 FAR with max height of 250-325'. So the West End will continue to be a step-down transition area. Oppose the RX to CX changes.

9. Wendy Rahm, Architectural Heritage: Confirming comments of Deborah O'Neill. FAR and height changes would create a step-down to the more modest West End neighborhoods from downtown. This would be a good transition that would preserve the distinction between the areas as well. *see written testimony*

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10. Susan Bliss: Historic preservation in the West End. WE should add a fourth policy under West End subsection. Encourage reuse, rehab and seismic upgrade… to preserve and enhance. Add an action in the action list for BDS and PBEM for the West End. *see written testimony*

11. Tom Neilsen: The West End is an important transitional area between downtown and the more modest neighborhood areas. We need the step down to maintain the distinctions. FAR base of 7:1 in the West End to ensure density is in a more compact form. *see written testimony*

12. Duane Bietz: Thanks to staff for moving the residential/business uses on Salmon. I don't endorse the RX to CX changes though. *see written testimony*

13. Richard Rahm: Advocate for the 7:1 FAR and maximum height of 100'. One major problem is building size, specifically height. Support historic preservation. *see written testimony*

14. Judy Bell: We need a new site for open space as an action for PP&R in the West End since we don't have any open space here now. Additional trees could be included to mitigate heat island and air pollution. *see written testimony*

15. Christine Neilsen: West End. Policy change isn't more than words and hopes unless it's reflected in the Plan in greater detail. There isn't park space in the West End, nor a community center or garden or elementary school… so there is really no place to build community. Request that the Plan reflects the need for park and community space. *see written testimony*

16. Robert Wright: A large share of population growth will be in the West End. We need on-site parking for some portion of residents, particularly for families as we are expecting. CC2035 should have a minimum on-site parking requirement as well as EV charging requirements. This should be included in multi-dwelling buildings. Retrofitting is complex and expensive, so it should be required. *see written testimony*

17. Walter Weyler: Thank you to the PSC and staff. West End. Policies 3.12 and 9.52 declare intent to limit growth of overall parking supply. I take issue with this concept. We can't stifle the arts community by pinching parking availability at our arts centers. Change to include review by arts and residents' input to discuss parking requirements. *see written testimony*

18. David Newman: Co-founder of Friends of South Park Blocks. Endorse historic designation but would like to see the timeline shortened. *see written testimony*

19. Gerald Witt, reading for Terry Dalsemer: *see written testimony*

20. Sara Edy: SE MLK and Main. Against building height in Central Eastside (CES) to preserve views from Salmon Springs. This would be dramatic loss in potential height. Would restrict to 45' and 200' plus bonuses, which is significant compared to what's allowed now.

21. Jim Morton: SE MLK and Main. Against building height in CES to preserve views from Salmon Springs. I own a 94 year old building that's been on the national register of historic places since 1989. Don't intend to redevelop or to see. It is a multi-generational property, but the next generation may choose differently. Or the building may be harmed by fire or another unexpected accident. Do not move forward with the view corridor proposal.

22. Staci Monroe, BDS: BDS has 8 areas of concern. *see written testimony*

23. Allison Reynolds, Unico: Owns the US Bancorp Tower (Big Pink), one of the tallest buildings in Portland. Limited to 460' after it was built, so current development is non-conforming. We hope the PSC will revise the proposed draft to allow unlimited height for this and other tall towers downtown for these legacy buildings. Update maps 510-3 and 510-4 to allow for these

height requests. *see written testimony*

24. David Noren, SEIU Local 49: Worked with Policy 3.3 and addressing affordable housing in the new Comp Plan. There is no requirement for additional public benefit if you have transfers of FAR, which should be subject to require public benefit. *see written testimony*

25. Mark Velky: Support keeping views of Mt Hood at Vista Bridge and lowering heights on SW Jefferson and keeping the view from Salmon Springs. Think about the ethical obligations and what was discussed in the West Quad planning process. There were missing disclosures on the West Quad SAC. We need an above-board process, so don't support the additional height requests.

26. Ben Gates, Urban Patterns: Testifying on behalf of families with children. Request that the same bonuses be brought into the CC2035 Plan. We should allow bonus FAR for 2 and 3 bedroom units built to specific sizes. There should be a community amenity bonus to exempt public schools, day care facilities and libraries to not count against FAR. Award bonus FAR for these amenities.

27. Audrey Craig, Portland Forward: Focus on housing and the future of density in Portland. Lack of family support in the CC2035 Plan. We support family-friendly development in the Plan for housing diversity and complete neighborhoods. But there are fewer incentives for developers to build for families in the Plan. Revise to keep affordable housing but build on this with bonuses for family-sized units.

28. Tracy Prince, Goose Hollow Foothills League: Unanimously endorsed comments in the letter from GHFL. *see written testimony*

29. Liz Cooksey, Goose Hollow Foothills League: *see written testimony*

30. Kal Toth, Goose Hollow Foothills League: *see written testimony*

31. Mary Roberts: Buckman neighborhood. There is a discrepancy in the borderline corridor and height restrictions between the southern and northern ends of the corridor that should be balanced. *see written testimony*

32. Fred Leeson, Bosco-Milligan: Pay attention to the view corridors in the South Park Blocks in particular. Losing a few floors of developable space can keep what makes Portland special. *see written testimony*

33. Jason Franklin, PSU: Request increased FAR along the transit mall due to the billions of dollars the community has invested in transit. CC2035 creates a great vision for the University District, but the proposed draft doesn't get this yet. We'd like to work with staff to increase FAR from 6:1 to 9:1 and proposed 4:1 to 6:1 along the Orange Line on SW Lincoln. *see written testimony*

34. Ian Stude, PSU: Spoke to Section 2B (amendments to the TSP). Support the amendments largely, particularly the performance targets and policies about TDM and transportation options. PSU contributes to traffic in the area (about 20 percent of downtown traffic at peak times). But we are high users of the transit system and single largest bike trip generator in the Central City. Look to reestablish 4th Ave as a major city bikeway. Support the Green Loop but don't inflate it over other work. *see written testimony*

35. Carrie Richter, on behalf of Kan Du, LLC and David Leiken: Opposes staff's height reduction that interferes with opportunity to redevelop the Roseland Theater property. *see written testimony*

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36. Stan Herman: Owns property at Alberta/Albina. Would like zone change to CX to develop a hotel right near this light rail station. There has been an overlay already established here. *see written testimony*

    Commissioner Smith noted this is in an industrial sanctuary, which could be an interesting location for a hotel. Would this hotel serve the Industrial Sanctuary, or would it be accommodating regional demand?

    Actually, it's zoned IG-1. We're right by the Rose Quarter, so it would be a good location for accommodate visitors for events. Rooms are smaller and affordable.

37. Dave Moore, Alt Source: CES. Purchased 1120 SE Madison this year with the intent of making it our headquarters. But it's in a designated view corridor. And we want flexibility to grow our company and build up as we have unlimited height right now. *see written testimony*

38. Walter Valenta: A big idea that isn't just zone changing in this Plan is the Green Loop. This will be the thing that this Plan could be remembered for if we actually build it. I support the Green Loop and encourage us to think about how we accomplish building it.

39. Tony Jordan, Portlanders for Parking Reform: Don't go backward on max parking entitlements. Proposed ratios should be much lower, not higher, to meet mode-share targets. Unbundle the price of parking to expose the hidden costs of parking in Title 33. *see written testimony*

40. Charles Tso, Portlanders for Parking Reform: Don't go backwards, particularly on TDM. Direct staff to bring a proposal to give Central City employees a choice for a parking cash-out to give commuters more choices and reward alternatives to solo driving. *see written testimony*

41. Bruce Burns: CES multi-block property owner and member of CES Advisory Committee. Oppose the new building height limits in the CES industrial district. Any new lower height limitations will result in loss of tax revenues, potentially in the millions of dollars for just one building. Inspirational high-rise buildings can complement historic buildings. *see written testimony*

42. Haithem Toulan: 306 SE Ivon St on the Eastbank. Please make revisions to allow development happen. This is 3 acres of bare land right now. *see written testimony (plus photo and graphic)*

43. Noel Johnson, Killian Pacific: We would like to continue to be involved in problem-solving and work on the details. We are not for or against the standards proposed, but we want to continue to have the opportunity to work with staff on the details.

44. Helmut Gieben: Owns commercial property on the Riverplace Esplanade. Built 30 years ago, and there are lots more people and bike/pedestrian conflicts now. This affects the viability of the businesses here. PP&R management is only to make sure people can get through as quickly as possible.

    Commissioner Houck noted the signs about walking your bike in this area.

    They used to have those signs, but they have not been included or restricted at this time.

    Commissioner Smith: I don't have the classification maps in front of me, but I believe there is a designated bikeway on the other side of the athletic club. So it seems like a similar conflict to what we're trying to manage on Waterfront Park. I wonder if part of the answer is to have a more attractive facility for bicyclist nearby.

    Yes, that could be between the existing esplanade and the roadway.

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45. Bruce Stephenson, Pearl District Business Association: Referred to Comp Plan Policy 1.19. We should clarify that use-area specific plan should guide PDC development decisions, for example for Centennial Mills. Provide a network along the waterfront and open spaces as called for in the Pearl District Plan. Clarify that area-specific plans are followed. *see written testimony*

46. Kiel Johnson: Lives in the Lloyd District apartment and business owner of a bike repair shop at the bottom of the tram in SoWA. In favor of the Green Loop and how it continues active transportation in Portland.

47. Nolan Lienhart: West Quad AC member. *see written testimony*

48. John Southgate, for Ken Unkeles and Tom Goldsmith: Property owners on the north side of the Fremont Bridge, across the street from T1. Support rezoning to EXd. But request consideration of height and FAR; would like to proposed 250' and 4:1. It's ironic that the current IH zoning doesn't have height caps but the proposed zoning does. Thank you to staff.

49. Doug Klotz.

Written Testimony Received before 5 p.m.; additional testimony received will be included in the record for the August 9 PSC meeting.

Chair Schultz continued the hearing to the August 9, 2016 PSC meeting.

Task 5: Mixed Use Zones Project

Work Session: Eric Engstrom, Barry Manning

Presentation

Topic 6, CE Zoning for Auto-Accommodating Uses

The proposed MUZ zoning map is based on a process described on page 316-318 of the Proposed Draft. Its foundation is a conversion table that assigns new MUZ zones based generally on the existing zoning and the new Comprehensive Plan. As part of the zoning map conversion, some areas or sites that currently have auto-accommodating zoning (CN2, CG) were converted to a more pedestrian-oriented mixed use zone (CM1, CM2).

In the case of the CG zone, this primarily occurred in areas designated as "centers" in the Comp Plan. This resulted in an overall loss of area zoned for auto-accommodating uses. Several stakeholders (Retail Task Force, Space-Age Fuel, Albertsons, Fred Meyer, U-Haul, McDonalds, Bitar, others) have testified that they wish to retain or be zoned to CE, the most auto-accommodating zone, to support business operations or to anticipate future development where pedestrian-oriented or mixed use development is not economically feasible in the foreseeable future.

Staff recommends:

1. To apply CE zoning to a limited number of sites, primarily outside of Inner Ring and town centers in response to testimony from property owners and the RTF.
2. Do not use CE zoning more broadly in centers
3. Do not apply CE zoning more broadly based on Policy 4.24

Item 1.

See the CE Requests and RTF Recommendations map (slide 4)

- Orange dots are the CE requests
- Blue are the RTF requests

Map 6.1.A shows with green circles the areas staff recommends. This is a combination of properties not currently zoned CE and those mistakenly identified as needing a change.

Map 6.1.B includes CE requests and RFT suggestions highlighted with staff recommendations.

Option 1: Do not expand any CE Zoning.

Option 2 (Staff Recommendation): Maps A and B: Limited changes in response to testimony: accept a number of CE requests outside of centers, at the edge of centers, or in special circumstances, on collector streets and only where existing uses match CE character. This includes a combination of Owner/User requests (6.1.A) and Retail Task Force recommendations (6.1.B).

Option 3 (Option/Map 6.1.C): All of the above, plus additional sites that the Retail Task Force recommended shown on map 6.1.C. Some of these nodes, although within designated centers, are auto oriented today. The Retail Task Force suggests interim use of CE is appropriate to accommodate existing development and enable near-term investment in these nodes. Due to property values and achievable rents, staff believes that for some nodes conversion to a more urban mixed use development pattern is likely more than 10 years in the future.

If the PSC chooses to consider Option 3, the nodes that may be most appropriate for interim CE application are:

- 82nd/Foster
- 82nd/Powell
- Division/122nd

Option 4 (Option/Map 6.1.D-CM1 and Map 6.1.D-CM2): All of the above, plus broaden application of CE zoning in response to Policy 4.24 by remapping as follows:

- Additional conversion of auto-oriented CM1 areas to CE, outside of centers, outside of the inner ring neighborhoods, on collector streets.
- Additional conversion of auto-oriented CM2 areas to CE, outside of centers, outside of the inner ring neighborhoods, on collector streets.

Chair Schultz asked about *Commissioner Baugh*'s support from the previous conversation.

- He is arguing against CE as it is inequitable for East Portland and the land that may currently be vacant there.

Commissioner Tallmadge asked about the difference between pedestrian and auto-accommodating.

- There is little difference between CN and CE. We want to accommodate pedestrians and transit users.

Commissioner Smith: Including the Hollywood Fred Meyer confounds me because it's right in the inner ring. Why would we want CE here?

- It's currently CG, and we thought it would make sense to retain this since it's more set back and more of a suburban layout than, for example, on Hawthorne.

Commissioner Oxman asked about the line between Option B and C. It sounds like the RTF was more in favor of C.

- RTF and many of the owners are more aligned with 6.1.C and 6.1.D. Staff wants more pedestrian-oriented centers. We are trying to avoid creating more gas stations and auto-uses in places we're designating as mixed-use centers.

Commissioner Rudd: If we say in CE there can be these drive-through uses, are there requirements for the developers to minimize impacts on pedestrian access?

- All pedestrian and window requirements and standards remain in CE, CM1, CM2 or CM3. CE has a broader allowance for manufacturing uses as well.

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Commissioner Smith is thinking about the community input we've heard. I don't want to back track to more auto-oriented development, and I don't want to surrender big sections of the city to auto-oriented design.

Chair Schultz: Do the CM zones limit drive-through as a use? If you left it CM and embedded the fuel station, etc within a building envelop that meets all the criteria, would that be allowed?

- As currently defined, we would have to change the code so that something within the building would be allowed.

Commissioner Oxman: We want to think about how to involve community to have other opportunities other than auto-accommodating development. Is there a way to include community involvement to talk about what kind of development we will have?

- In URAs and NPI areas we do get substantial input where there is PDC involvement. But not necessarily otherwise.

Commissioner Spevak: I'm curious if the default zoning would be CM2. It sounds like the code language would allow them to rebuild drive-throughs. Is this correct?

- Currently Albertsons at Cully is CM2. Fred Meyer on Interstate would be CM3.

What is the cost to switch from CM to CM3 after this process?

- It would be a zone change request, so you have to show the new zone is the right zone and you have service availability criteria to meet. In the $10k's and could take about 6 months.

Commissioner Bachrach is skeptical of the RTF recommendations. They do make an argument that people want the lower-priced food stores, and people will drive to lower-priced food if they need to get it.

- The RTF has regularly argued for more of these sites, so they were looking at the practical economics as well. We're going to allow existing drive-throughs to be rebuilt. To the extent we're concentrating CE, we're locking them into that future, and it will be difficult to change that.

Commissioner Tallmadge asked about Fred Meyer across from Providence Park… what is that zoned?

- It's CX in Central City (CM2 or CM3).
- *Chair Schultz* noted this is an example for a place and site that met standards they originally thought they couldn't.

Commissioner Smith noted Map 6.1.B and the nuances that made the pink less desirable.

- These were RTF requests, not property owners. Only difference is the source of the request.

Commissioner Smith: I'll suggest that Map B without the Hollywood Fred Meyer and the Cully Albertsons. A "slightly lighter version of Option 2". This is basically on the outside or edge of centers, which I'm willing to live with.

Commissioner Houck agrees with this recommendation. *Commissioner Spevak* is also supportive.

General PSC support of the "modified 2" recommendation.

Adjourn

Chair Schultz adjourned the meeting at 8:58 p.m.

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Submitted by Julie Ocken

DRAFT

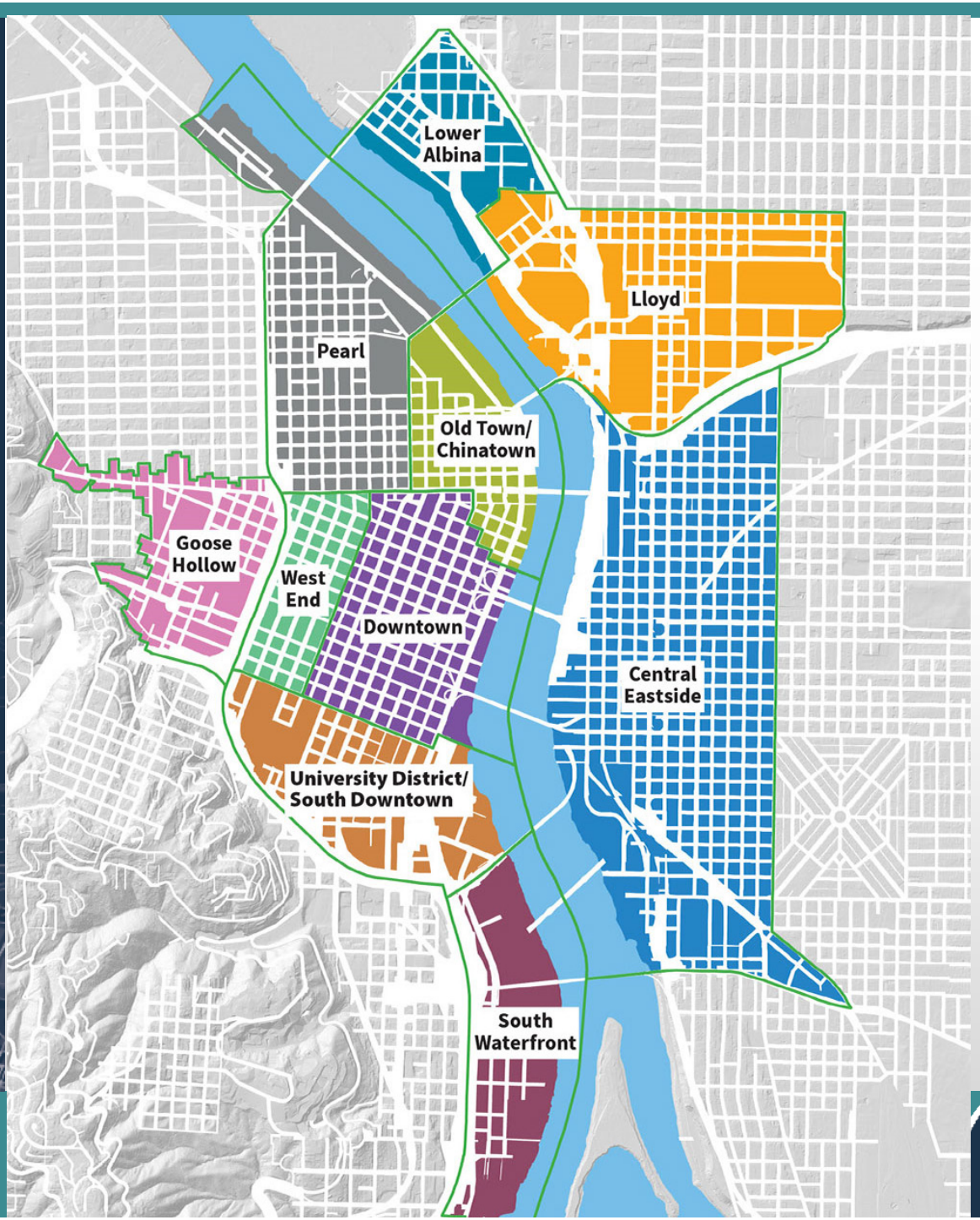
Central City 2035 Project Schedule

PSC Hearings
July 26
August 9 (testimony closes)

PSC Work Sessions
September 27
November 11
November 22

City Council: Spring 2017





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Portland Planning and Sustainability Commission
July 26, 2016
4:00 — 9:00 p.m.
The Portland Building: 1120 SW 5th Ave, Room C
Portland, OR 97204

AGENDA

4:00	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
4:05	**PM**	**Consent Agenda** Consideration of Minutes from June 28 and July 12, 2016 PSC meetings
4:06	**PM**	**Task 5: Miscellaneous Zoning Code Amendments** Hearing / Recommendation
5:00	**PM**	**Central City 2035 Plan** Hearing
8:00	**PM**	**Task 5: Mixed Use Zones Project** Work Session
9:00	**PM**	**Adjourn**

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Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30:
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

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MEMO

DATE: July 19, 2016

TO: Planning and Sustainability Commission

FROM: Sallie Edmunds, Central City Planning Manager

CC: Susan Anderson, Director; Joe Zehnder, Chief Planner

SUBJECT: **CC2035 Review Process and Staff Proposed Amendments to the Proposed Draft CC2035 Plan**

We are pleased to begin the legislative process for Central City 2035. Our draft schedule is as follows:

July 26	PSC Hearing (2 hours)
August 9	PSC Hearing (3 hours)
August 12	Deadline for PSC guidance to staff (proposed)
September 27	PSC Worksession (3 hours)
November 8	PSC Worksession (3 hours)
November 22	PSC Worksession/Decision (1 hour)

In the Proposed Draft Central City 20353 Plan (CC2035) published on June 20th, staff noted a few areas where further work was needed and could be completed prior to the first hearing. Since that time staff have also identified some errors that should be corrected so that they don't cause confusion and a few other amendments that came to our attention through the Discussion Draft review and should have been included in the Proposed Draft. Some of the amendments are substantive, others are minor or wording changes. This memo briefly describes these changes and references attachments where necessary.

Substantive Amendments

#	Volume	Page #	Proposed Amendment	Notes/Rationale	Attachment
1	2A1	147	Ground Floor Active Uses, 33.510.225.C.2.d. The street-facing façade must include windows and doors, or be structurally designed so doors and windows can be added when the space is converted to active building uses. Windows into storage, vehicle or bike parking, garbage or recycling areas do not qualify.	Revised to describe activities that are not allowed behind windows. Source: BDS and the Design Commission during the Discussion Draft. References to types of activities behind windows are proposed on page 139 in the Ground Floor Windows section, however, staff identified it would also be useful to clarify this in the Ground Floor Active Use provision.	None
2	2A2	15	Revise commentary for 33.475.050, Property Line Adjustments	The existing commentary does not correctly describe the intent of the this standard, which is to ensure that two different sets of river/greenway overlay zones (other than the River Environmental) are not created through a property line adjustment.	A
3	2A2	23-24	Add a purpose statement and revise commentary for 33.475.215, Marine Passenger Docks and Marine Passenger Terminals standard.	The purpose statement describes the intent of the standard and allows for adjustments in unique situations. The replacement commentary section better explains the purpose statement and standard.	B
4	2A2		Add code and commentary for 33.475.250, Nonconforming Uses and Development.	Add a section on nonconforming uses and development in 33.475 based on a similar section in 33.440.270.	C
5	2A2	309-310	Revise the commentary for river-related definition amendment, 33.900.030 Definitions.	Add specificity about allowed river-related uses and development associated with marine passenger docks and terminal.	D

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#	Volume	Page #	Proposed Amendment	Notes/Rationale	Attachment
6	2A2	343	33.930.150 Identifying a Decrease in Slope. A decrease in slope is a change in percent slope from a steeper to a less steep grade. For example, a change from 40 percent slope to 30 percent slope is a decrease in slope of 10 percent. A change from 35 percent slope to 15 percent slope is a decrease in slope of 20 percent. To identify the decrease in slope, transects must be surveyed every 10 feet and the slope must be sampled every 3 feet along the transect between the ordinary high water mark and a point 50 feet from the ordinary high water mark. See Figure 930-20.	Revised to clearly state how often the slope measurements must be taken in order to establish the top of bank.	None
7	3A3	Multiple	Replace photos, maps and illustrations to accurately reflect the written ESEE decisions	Corrects formatting errors on a number of pages caught after publication.	E
8	3B	N/A	Expand Willamette River Central Reach Natural Resource Inventory into a Natural Resource Protection Plan. Amendments include changes to various chapters.	Add an evaluation of compatible and conflicting uses and decisions regarding the protection of resources to establish the rationale for the application of the river overlay zone.	F
9	5	N/A	Add action: Develop a business case to support the most economically, environmentally, and socially sustainable way to restore the White Stag sign view corridor from the Burnside Bridge. Co-leads: OMF and PPR Implementation: 2-5 years.	The Scenic Resources Protection Plan identifies the White Stag sign as a focal feature. This action is to explore ways to maintain the view of the sign from the Burnside Bridge	None
10	5	18	By 2035, there will be a total of 408 acres of ecoroofs in the Central City. This includes 228 acres of ecoroof on new development. Targets have not been set by sub districts.	Adds a specific target for ecoroofs as part of new development.	None

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#	Volume	Page #	Proposed Amendment	Notes/Rationale	Attachment
11	4	5	Add new cost memo and an ecoroof bibliography.	BES has drafted additional supporting documents for Volume 4.	G

Minor Amendments

The changes below include corrections staff feel are necessary to clarify proposals and a few City bureaus requested changes to the work plan component of Volume 5 that were inadvertently left out. The table references attachments where necessary.

#	Volume	Page #	Change	Attachment
12	2A1	427	Replace code reference in the 2nd paragraph ~~33.510.261.I.6~~ with 33.510.263.	None
13	2A2 2A1	193 32	Edit the exemption for Exterior Lighting to be clear that public rights-of-way and property owned by Portland Parks and Recreation are exempt from the standards.	None
14	2A2	338	Edit 33.920.200 Commercial Outdoor Recreation example to read: Examples include amusement parks, theme parks, golf driving ranges, miniature gold facilities, zoos, marinas, marine passenger docks and subregional cruise ships such as Willamette and Columbia River cruises.	None
15	2A2	309-310	Replace references to ~~Recreational Trails~~ with Major Public Trails. Delete ~~Subregional travel~~ and ~~regional travel~~ from the 4th bullet.	None
16	2B	6-12	Update legends for TSP classification maps to correct old/inaccurate legend content. Remove all remaining "deleted"/dotted line segments from the map to clearly show the proposed system.	H
17	2B	17	Add the "North Portland Greenway Trail, Segment 5" project (#30091) to the CC2035 list of candidate projects. "Title: North Portland Greenway Trail, Segment 5; Project # 30091; Lead Agency: PBOT; Project Timeline: Years 11 – 20; Estimated Cost: $7,306,910. Description: Build a multi-use trail along the Albina Yard connecting Swan Island to the Rose Quarter."	None
18	3A1	63	Update numbers in last paragraph to be consistent with Table 2.	None
19	3A1	68	Replace ~~base~~ with bonus in SW46 examples 1 and 2	None
20	3A1	85	Remove references to SW02.	None
21	3A1	106	Remove SE30 label because it's an allow decision.	None
22	5	97	Action EN3: Change BES to lead implementer, add BPS as partner	None

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#	Volume	Page #	Change	Attachment
23	5	142	Action EN14: Make BES partner implementer; make PPR lead implementer	None
24	5	95	Action EN32: Delete BES as lead	None
25	5	96	Action UD83: Remove BES as lead and add as partner; add BPS as co-lead implementer	None
26	5	104/130	Action HN13: Add BES as partner implementer	None
27	2A2	12	33.475.040.O "no native trees are ~~not~~ removed"	None
28	2A2	18	33.475.060.2.e "location of proposed fencing, indicate~~ed~~ing ~~with~~ whether the fencing is temporary ~~and~~ or permanent"	None
29	2A2	83	33.430.190 "major public trails"	None
30	2A2	300	33.272.020.A, commentary 6th line, The applicant will be ~~asked~~ required to grant…	None
31	2A2	351	Revise overlay zone map commentary to replace references to g with g*. Delete last sentence under scenic overlay description: ~~Height limits are described on the back of this insert.~~	None
32	5	197	1st sentence, change "map B5" to "Map 3-4"	None
33	5	214	Move Action UD24 header and the following two paragraphs of action description to follow Action UD16. Action UD24 was inadvertently inserted into the middle of the description of Action UD 16.	None

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Attachments

The following attachments provide proposed amendment language where it is not already included in one of the two tables in the memo body.

A. **Attachment for Amendment 2:** Revised commentary for 33.475.050, Property Line Adjustments standard. Updates Volume 2A Part 2.

B. **Attachment for Amendment 3:** Draft purpose statement for the 33.475.215 Marine Passenger Docks and Marine Passenger Terminals standard. Updates Volume 2A Part 2.

C. **Attachment for Amendment 4:** New code subsection called 33.475.250 Nonconforming Uses and Development copied from existing code section 33.440.270. Updates Volume 2A Part 2.

D. **Attachment for Amendment 5:** Revised commentary for the definition of "river-related" in 33.900.030 Definitions. Updates Volume 2A Part 2.

E. **Attachment for Amendment 7:** Corrected versions of multiple pages from the ESEE in Volume 3A Part 3.

F. **Attachment for Amendment 8:** A new Natural Resource Protection Plan created by expanding the Natural Resource Inventory included in the Proposed Draft published on June 20, 2016. Updates Volume 3B.

G. **Attachment for Amendment 11:** A new memo and bibliography for the costs of ecoroofs from BES. Updates Volume 4.

H. **Attachment for Amendment 16:** Proposed Transportation System Plan street classification maps with corrected legends and proposed line segments only. Updates Volume 2B.

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Commentary

33.475.050 Property Line Adjustments

~~In the past, property line adjustments have been approved that resulted in eliminating river frontage.~~ The proposed regulations ensure that property line adjustments do not create more than one river overlay zone on the site with the exception of the River Environmental overlay zone, which is intended to coincide with other river overlay zones. The intent of the standard is not to have two different sets of overlay zone regulations apply to a property such as River g* and River g.~~The river overlay zones each have a different purpose and use regulations. River 'g' overlay zone is the one exception since it does not have specific use regulations.~~

33.475.215 Marine Passenger Docks and Marine Passenger Terminals

~~This proposal limits the net building area (5,000 square feet) for river-related development associated with marine passenger terminal within the river setback. Staff proposes that the river-related components of this development that are essential to the loading and unloading of passengers can fit in this footprint, especially queuing and security areas. Some amount of passenger waiting area (with seating) is appropriate, especially for seniors and folks with special needs. If a larger waiting area is needed, it can locate adjacent to the river setback. Staff looked at the queuing area at the Salmon Springs dock and the square footage for other related uses provided by an interested property owner to determine the square footage limitation. Limiting the footprint of this development in the river setback to essential river-related development will help address other Willamette River goals and objectives including enhancing ecosystem functions such as flooding and habitat improvements.~~

~~Staff will be providing the Planning and Sustainability Commission a purpose statement for this code section at the public hearing on July 26, 2016. This will allow an applicant who desires to request a modification or adjustment to the standard to have a purpose statement with which to demonstrate how their development proposal meets or exceeds the intent of the purpose statement.~~

As stated in 33.910.030, the river-related definition is updated to add certain uses and development associated with a marine passenger dock and a marine passenger terminal that's primary purpose is to load and unload passengers from marine vessels. Passenger waiting and queuing areas, security checkpoints, cold food storage and machine shops associated with marine passenger docks and marine passenger terminals can locate in the river setback

Section 33.475.215 limits the net building area to 5,000 square feet for river-related development associated with a marine passenger terminal within the river setback. Staff looked at the queuing area at the Salmon Springs dock and the square footage for other related uses provided by an interested property owner to calculate the square footage limitation. The elements that are essential to the loading and unloading of passengers are the queuing and security areas. Some amount of passenger waiting area for seniors and those with special needs (with seating) is appropriate within the setback. Any additional waiting area can be located outside the river setback. Limiting the footprint of this type of development within the river setback will allow the area to achieve other Willamette River goals and objectives including landscaping, public access, and enhancing ecosystem functions such as flooding and habitat improvements.

33.475.215 Marine Passenger Docks and Marine Passenger Terminals

A. Purpose. ~~[NOTE: the purpose statement for this code section will be provided at the Planning and Sustainability Commission public hearing on 7/26.]~~ The standard to limit the built area of river-related development associated with marine passenger docks and marine passenger terminals in the river setback ensures that other goals of the Willamette River Greenway (Statewide Planning Goal 15) such as conservation, enhancement and maintenance of natural resources, recreation and public access, scenic and historic values can be met.

B. Passenger waiting and queuing areas, security checkpoints, cold food storage and machine shops associated with marine passenger docks ~~for subregional travel~~ and marine passenger terminals ~~for regional travel~~ are limited to 5,000 square feet within or riverward of the river setback.

Commentary

Note: New code section not underlined for ease of reading

33.475.250 Nonconforming Uses and Development

What are nonconforming uses and development?

Nonconforming uses and development exist where a site met all the regulations at the time it was developed but do not meet the current regulations because of subsequent changes to the Zoning Code. For example, many parking lots were built before Portland required landscaping. Such development is "grandfathered in," meaning that it can remain as long as there are no changes to the site.

Chapter 33.440, Greenway Overlay Zones, includes a section that addresses nonconforming uses and development within the greenway setback. Staff proposes to replicate this standard in 33.475 for nonconforming uses and development in the Central Reach's river setback. The language allows nonconforming development to continue and permits other nonconforming uses to occur if within *the existing building footprint*. Expansion of the development may occur within the existing building footprint provided that it is not within or riverward of the river setback. This means that overhanging or cantilever structures like decks or bay windows are not allowed. These structures would bring the nonconforming development further out of compliance with river setback regulations. Development may change to allow river-dependent and river-related development by right, consistent with Statewide Planning Goal 15, Willamette River, and other zoning code regulations.

33.475.250 Nonconforming Uses and Development

Nonconforming uses and development in the River General (g*) overlay zone are subject to the regulations and reviews of Chapter 33.258, Nonconforming Situations. The additional regulations stated below apply to development within or riverward of the river setback that is not river-dependent or river-related.

A. The development may continue.

B. The development may be changed to an allowed river-dependent or river-related development by right.

C. The development may be changed to another nonconforming development if within the existing building. If it is outdoors, it may not be changed to another nonconforming development

D. The development may be expanded, but not within or riverward of the river setback unless expansion is limited to adding square footage to an existing building within the boundary of the existing footprint.

River-Related:
The definition is expanded to state that resource enhancement projects adjacent to the river are river-related. These projects directly relate to improving fish and wildlife habitat within the Willamette River Greenway.

Another addition to the river-related code definition is the inclusion of specific uses/development associated with a marine passenger terminal and its passenger vessels. The river-related uses and development proposed in this definition are directly related to a ~~A~~ marine passenger terminal that's primary purpose is to load and unload passengers from marine vessels ~~is proposed to be classified as a river-related~~. The dock and gangway for the marine vessels are river-dependent. Passenger waiting and queuing areas, security checkpoints, cold food storage and machine shops associated with marine passenger docks and marine passenger terminals can locate in the river setback. .A cold food storage facility that holds cold food for passenger consumption on vessels in close proximity to these vessels to promote food safety is river-related. A machine shop that serves the ongoing in-water maintenance and operations of vessels is considered river-related. Other types of on-site facilities that support maintenance and operations of the terminal facility or out-of-water vessel maintenance are not considered river-related. Other uses and development associated with a marine passenger terminal like a restaurant or other retail food services like a café or concession stand, restrooms, business offices, and supply storage areas are not river-related Such uses and development can locate outside of the river setback. Overall, t~~T~~his facility, adjacent to the river, supports state and local goals for activating the riverfront, river transportation, recreation and economy.

River-Related. A use or development ~~which~~ that 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~~ Major public 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. Removal or remedial actions of hazardous substances conducted under ORS 465.200 through 465.510 and 475.900 are considered river-related development for the duration of the removal or remedial action.~~ The following are considered river-related development:

- ~~Recreational~~Major public trails ~~and~~
- ~~v~~Viewpoints ~~adjacent to the river are river-related development.~~
- Resource enhancement projects
- Passenger waiting and queuing areas, security checkpoints, cold food storage, and machine shops associated with marine passenger docks ~~for subregional travel~~ and marine passenger terminals ~~regional travel~~.
- Bridge exit and entrance ramps supported by piers or pillars, as opposed to fill~~, are river-related development.~~
- Removal or remedial actions of hazardous substances conducted under ORS 465.200 through 465.510 and 475.900 are considered river-related development for the duration of the removal or remedial action.

CCNW16: GREENWAY TRAIL WEST – BETWEEN THE BROADWAY AND STEEL BRIDGES



Site-Specific ESEE Decision: The ESEE decision is to:

1. *Limit* conflicting vegetation within view corridor to the Willamette River, Broadway Bridge, and Steel Bridge.
2. *Allow* conflicting structures.

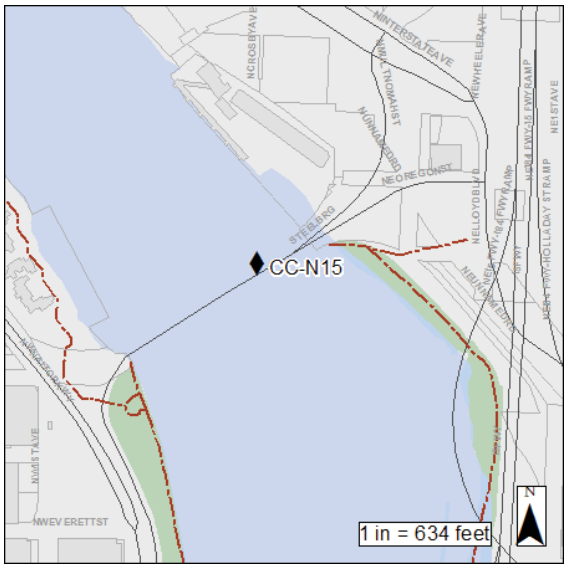
Protected focal feature(s) of the view: Willamette River, Broadway Bridge, Steel Bridge

Explanation: This view across the Willamette River from the Greenway Trail is framed by the Broadway and Steel Bridges. The Fremont Bridge, grain mill, and riverbank are secondary focal features. There is a development site located along N Thunderbird Way between the river and Moda Center that, depending on its design, could contribute positively or negatively to the view. The view from CCNW16 is ranked Group B.

The general recommendation for a Group B view without Mt Hood or Mt St Helens as a primary focal feature is to allow conflicting structures and limit conflicting vegetation within view corridors to primary focal features. That recommendation stands (shown in yellow). However, due to the location of this viewpoint along the Greenway Trail West, there is no potential for structures to block the view. Vegetation could grow up and block the view. The recommendation is to limit conflicting vegetation within the view corridor to maintain a view of the Willamette River, Broadway Bridge, and Steel Bridge.



CCN15: STEEL BRIDGE – NORTH SIDE, EAST



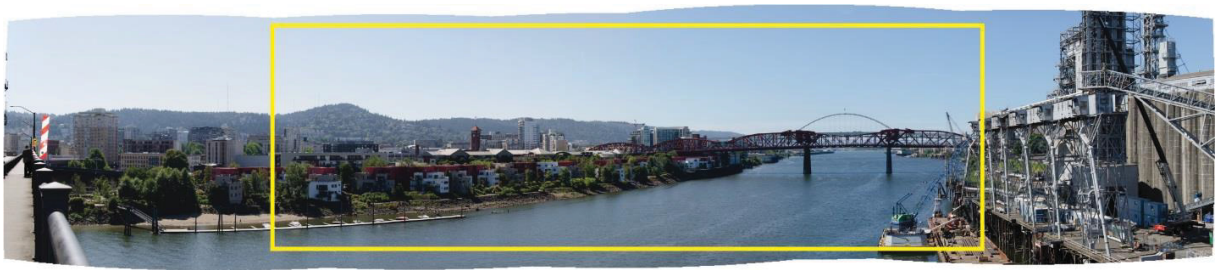
Site-Specific ESEE Decision: The ESEE decision is to:

1. *Allow* conflicting structures within view corridor to Fremont Bridge, West Hills, Broadway Bridge, and Willamette River.
2. *Limit* conflicting vegetation within view corridor to Fremont Bridge, West Hills, Broadway Bridge, and Willamette River.

Protected focal feature(s) of the view: Willamette River, West Hills, Broadway Bridge, Fremont Bridge

Explanation: This view from the northeast side of the Steel Bridge is taken such that the Fremont Bridge is centered behind the Broadway Bridge. The Willamette River, West Hills, and Forest Park contribute a natural scenic quality to the scene. On the right, the prominent grain mill adds an element of the industrial while, on the left, the Old Town/Chinatown waterfront and Union Station lend an urban feel to the view. The upper deck, from which this view was taken, does not have a separated bike lane, the sidewalk is narrow and there are no pedestrian refuges from which to enjoy the view. Though there is a guardrail between the sidewalk and traffic lanes, it is low and the viewpoint does not feel like a safe place to stop and enjoy a view. The view from CCN15 is ranked Group B.

The general ESEE recommendation for a Group B view without views of Mt Hood or Mt St Helens is to allow conflicting height and limit conflicting vegetation within view corridors to primary focal features. That recommendation stands. However, because this viewpoint is on a bridge out over the Willamette River, there are no conflicting uses (structures or vegetation) that could block the view of the Fremont Bridge, Broadway Bridge, Willamette River, or grain mill. Based on existing height limits, future development will not completely block a view of the West Hills.



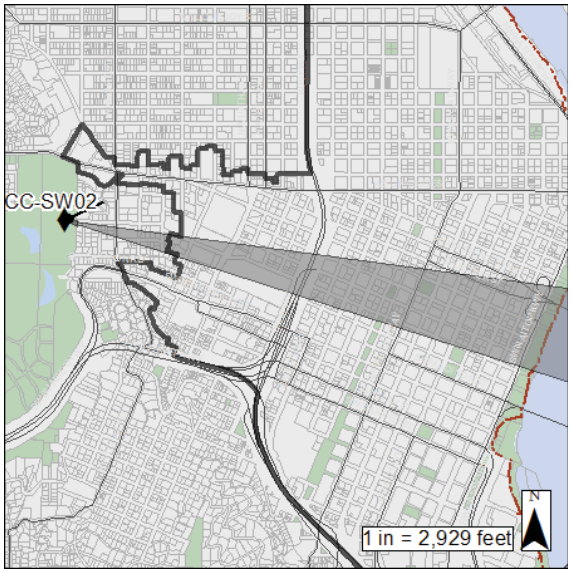
CCSW02: LEWIS AND CLARK MONUMENT AT SW PARK PLACE

Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within view corridor to Mt Hood.

Protected focal feature(s) of the view: Mt Hood

Explanation: Located at the entrance to Washington Park from SW Park Place, this view acts much like a corridor with the path and landscaping in the foreground. Mt Hood is visible in the background but is partially obscured by a large building. Large trees are encroaching on the view from both sides, although the side vegetation also frames the view. Vegetation management will be needed to maintain the view of Mt Hood. The view from CCSW02 is ranked Tier II.



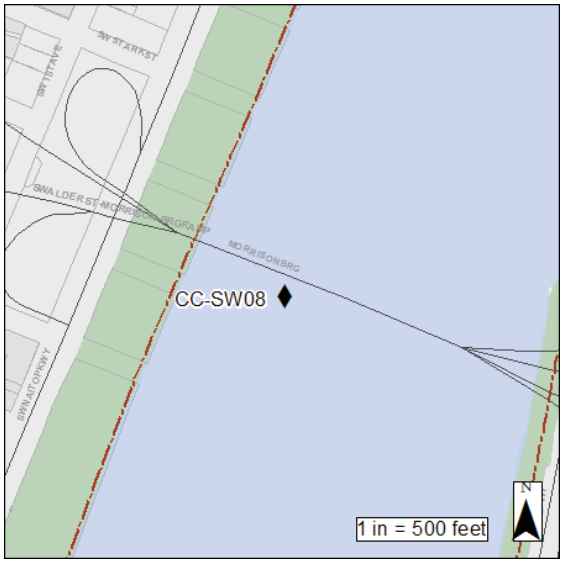
The general ESEE recommendation for a Tier II view where Mt Hood or Mt St Helens is a primary focal feature is to limit conflicting structures and vegetation within the view corridor to Mt Hood. There is an existing height limit associated with this historic view corridor from the Lewis and Clark Monument to Mt Hood. Though the view of Mt Hood is already compromised – there's an apartment building that encroaches on the view of the mountain – the viewpoint is located in an accessible area at the entrance of Washington Park. Therefore, the recommendation is to prohibit conflicting uses and to retain the height restriction associated with the view of Mt Hood from this viewpoint (shown in red) and limit vegetation (shown in yellow).



CCSW08: MORRISON BRIDGE – SOUTH SIDE, WEST

Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within view corridor to Central City skyline, and Hawthorne Bridge, with the Willamette River below.



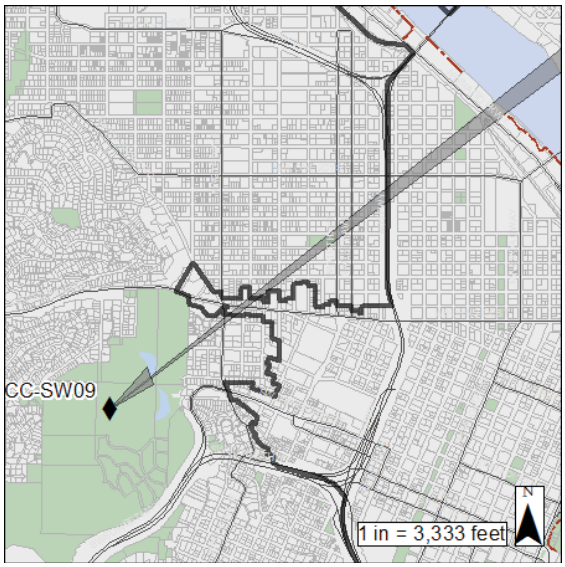
Protected focal feature(s) of the view: Willamette River, Central City skyline, Hawthorne Bridge

Explanation: This view looks up (south) the Willamette River toward the Hawthorne Bridge with the Marquam Bridge and West Hills visible in the background. The left side shows the inner southeast with foothills in the distance. The right side includes views of Waterfront Park and the Central City skyline. The south side of the Morrison Bridge, from which this view was taken, has a separated bike lane and there are two pedestrian refuges from which one can stop and take in the view; this was taken from the western refuge. The south side of the Morrison Bridge is easier to access than the north side and is safer due to the separation of transportation modes and a guardrail separating the bike lane from automobile traffic. Though not shown in the panoramic photo, Mt Hood is visible on the other side of the bridge tower on a clear day. The view from CCSW08 is ranked Group A.

The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens or a bridge is a primary focal feature, and to limit conflicting structures and vegetation within view corridors to other primary focal features. Due to the location of this viewpoint on the Morrison Bridge out over the Willamette River, there is no potential for development or vegetation to block the view of the Willamette River, Hawthorne Bridge, or Central City skyline. The Central City skyline and Willamette River are both integral to this view. Therefore, the decision is to prohibit conflicting uses to maintain a view of the Central City skyline and Hawthorne Bridge, with the Willamette River below (shown in red).



CCSW09: INTERNATIONAL ROSE TEST GARDEN – NEAR GARDEN STORE, NORTH POINT



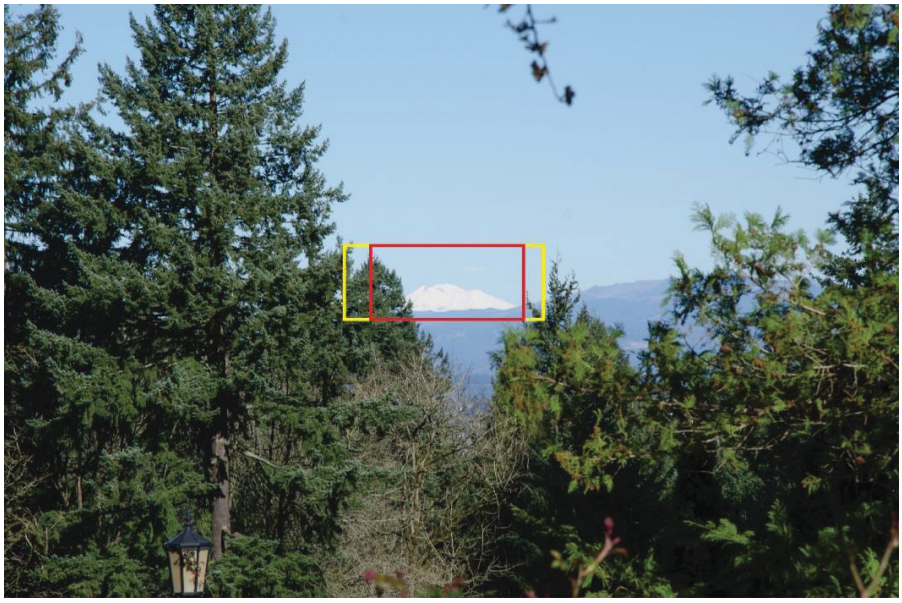
Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures within view corridor to Mt Adams.
2. *Limit* conflicting vegetation within the view corridor to Mt Adams.

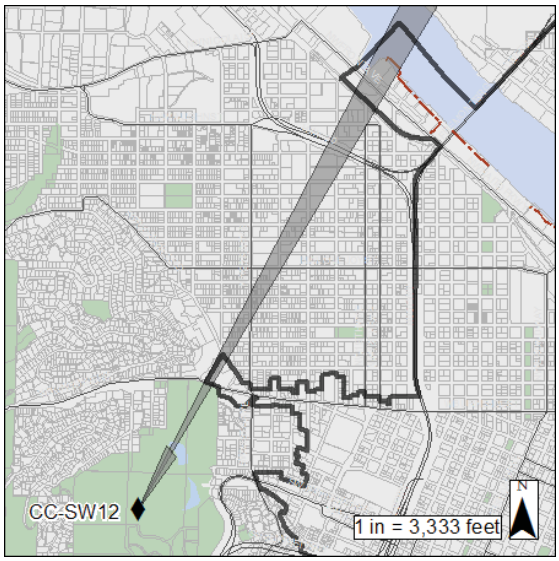
Protected focal feature(s) of the view: Mt Adams

Explanation: This view from in front of the garden store at the Rose Garden looks out to the eastern foothills and Mt Adams. The Rose Garden is a major tourist attraction and draws many visitors throughout the year. This is the most highly developed viewpoint in the Rose Garden and consists of a viewing platform area with tables and chairs, benches, two telescopes, restrooms, a water fountain, bike racks, and lighting. There are multiple vantage points from this large viewing platform. This viewpoint is in front of the garden store and is a view of Mt Adams; the other is just to the south (CCSW10). The view from CCSW09 is ranked Tier I.

The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens or a bridge is a primary focal feature, and to limit conflicting structures and vegetation within view corridors to other primary focal features. The elevation of the viewpoint is at a high enough elevation that structures within the Central City boundary, even if built to their allowed heights, will not block the view of Mt Adams. However, vegetation is encroaching on the view from the bottom and sides and is beginning to obscure a clear view of Mt Adams. This is the most complete view of Mt Adams identified through the CCSRI. Therefore, the recommendation is to prohibit conflicting vegetation to maintain a view of Mt Adams (shown in red).



CCSW12: WASHINGTON PARK – ZOO TRAIN STATION BY ROSE GARDEN



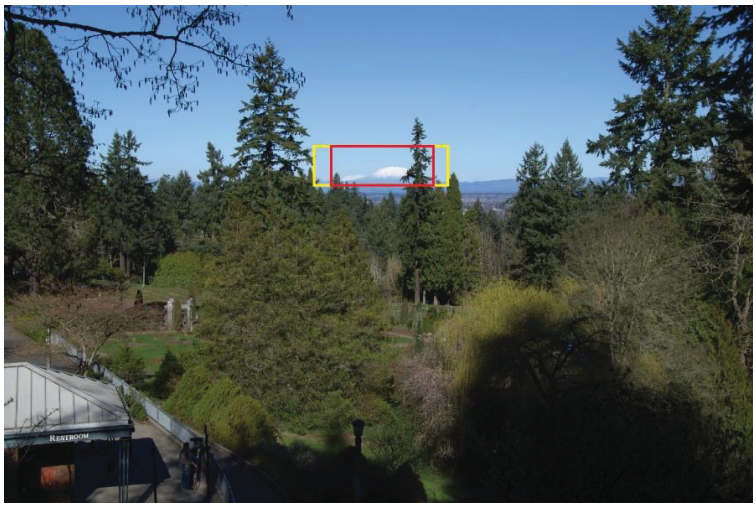
Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures within view corridor to Mt St Helens and Mt Rainier.
2. *Limit* conflicting vegetation within the view corridor to Mt St Helens and Mt Rainier.

Protected focal feature(s) of the view: Mt St Helens, Mt Rainier

Evaluation: The viewpoint at the Washington Park zoo train platform by the Rose Garden offers a rare view of Mt St Helens with Mt Rainier peeking out from behind. Historically, this view provided a panoramic overlook that also included views of the Downtown skyline and Mt Hood, in addition to Mt St Helens. Today, the view is almost entirely blocked by vegetation and Mt Hood and the skyline are no longer visible. Glimpses of the rose garden can be seen in the foreground along with glimpses of the eastern foothills in the distances. The historic view could be restored through vegetation management. The view from CCSW12 is ranked Tier I.

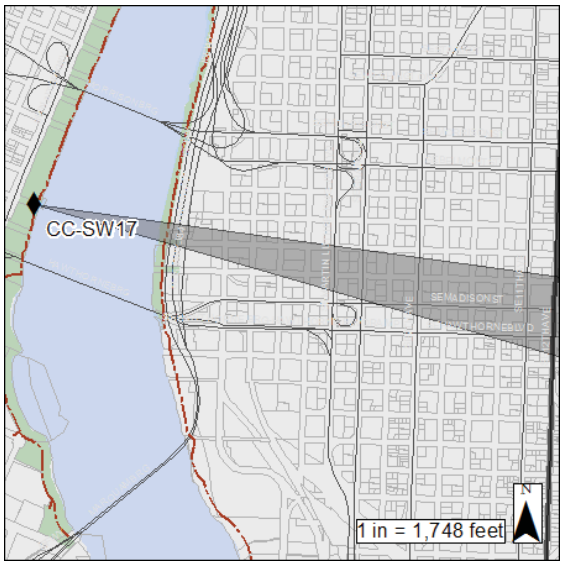
The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens or a bridge is a primary focal feature and to limit conflicting structures and vegetation within view corridors to other primary focal features. The viewpoint at the zoo train station by the Rose Garden is at a high enough elevation that structures within the Central City boundary, even if built to their allowed heights, will not block the view of Mt St Helens. However, vegetation is beginning to obscure the view of Mt St Helens. This is also one of the only views of Mt St Helens where Mt Rainier is identifiable. Therefore, the recommendation is to prohibit conflicting structures and vegetation to maintain a view of Mt St Helens and Mt Rainier (shown in red).



CCSW17: GREENWAY TRAIL WEST – AT SALMON STREET SPRINGS

Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within view corridor to Mt Hood.
2. *Limit* conflicting vegetation within view corridors to the Willamette River, Morrison Bridge, and Hawthorne Bridge.
3. *Allow* conflicting structures within view corridors to the Willamette River, Morrison Bridge, and Hawthorne Bridge.



Protected focal feature(s) of the view: Willamette River, Hawthorne Bridge, Morrison Bridge, Mt Hood

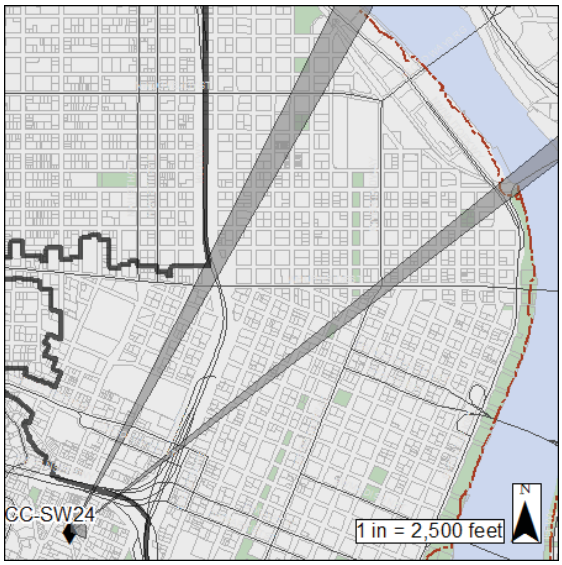
Explanation: Located at the Salmon Street Springs fountain, this view looks out across the Willamette River and the Central Eastside to Mt Hood. There is also a primary view of the Hawthorne Bridge. The Morrison Bridge, riverbank, and Mt Tabor are secondary focal features. The vegetation on the east side, including the conical conifers contributes to the scenic quality of this view. This developed viewpoint is located at Governor Tom McCall Waterfront Park and on a highly trafficked and accessible section of the Greenway Trail. The viewpoint is quite large and includes upper and lower paths, a curved staircase, and the approach from Salmon Springs. It has two telescopes, educational signs, and an amphitheater staircase where a viewer can sit and take in the view. The viewpoint receives high volumes of visitors, particularly during events like the Rose Festival, which draw tourists from the entire Metro Region. The view from CCSW17 is ranked Group B.

The general ESEE recommendation for Group B views where Mt Hood or Mt St Helens is a primary focal feature is to limit conflicting uses within the view corridor to Mt Hood or Mt St Helens, and to limit conflicting vegetation and allow conflicting structures within view corridors to other primary focal features. Due to the location of the viewpoint along the seawall, there is no potential for development or vegetation to block a view of the Willamette River and bridges. However, structures or vegetation on the east side could block a view of Mt Hood. CCSW17 was included in the analysis of views of Mt Hood from bridges and the Greenway Trail. There were 10 potential views of Mt Hood considered. Of the ten, SW17 is one of two viewpoints with a decision to prohibit conflicting uses within the view corridor to Mt Hood (shown in red). This viewpoint was chosen based on its location, existing infrastructure, accessibility and current use as a viewpoint. The general ESEE recommendation stands for the Willamette River and bridges (shown in yellow).





CCSW24: SW UPPER HALL STREET HAIRPIN TURN



Site-Specific ESEE Decision: The ESEE decision is to: allow.

1. *Prohibit* conflicting structures and vegetation within view corridors to the Central City skyline, Mt Adams, and Mt St Helens.
2. *Limit* conflicting vegetation within view corridors to Mt Hood and the Fremont Bridge.

Protected focal feature(s) of the view: Mt Hood, Mt St Helens, Mt Adams, Central City skyline, Fremont Bridge

Explanation: This viewpoint offers one of the most expansive views of the Central City skyline from within the Central City. It provides a wide panorama with views of Northwest Portland, the Downtown skyline, Mt Hood, Mt St Helens, Mt Adams, the Fremont Bridge, and the eastern foothills. The U.S. Bancorp Tower, Wells Fargo Center, Park Avenue West Tower, and KOIN Center are all visible. Viewpoint access is limited due to its remote location, lack of parking, bike lanes, or transit access, and incomplete sidewalk. The view from CCSW24 is ranked Tier I.

The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens, or bridges are primary focal features, and to limit conflicting structures and vegetation within view corridors to other primary focal features. There are no BLI and nine non-BLI conflicts within the view corridor to Mt St Helens, one BLI and 12 non-BLI conflicts to Mt Adams, and three BLI and 11 non-BLI conflicts to Mt Hood. CCSW24 has two existing height limitations; one is an extended view corridor to Mt Hood and the other is a wider but shallower panoramic view corridor directly adjacent to the viewpoint. This viewpoint is difficult to get to, has limited parking, and an incomplete sidewalk, and is not likely to be accessed by anyone other than people living nearby; however, the expert panel ranked it as one of the best views. Staff recommend retaining height limits within the view corridor to the Central City skyline and adding new height limits within view corridors to Mt Adams and Mt St Helens; staff recommend removing the height limits within the view corridor to Mt Hood. Therefore, the decision is to prohibit conflicting uses to maintain a view of the Central City skyline, Mt Adams, and Mt St Helens (shown in red) and to limit conflicting vegetation to maintain a view of Mt Hood and the Fremont Bridge as long as the views remain (shown yellow).



CCSW25: HAWTHORNE BRIDGE – SOUTH SIDE, CENTER

Site-Specific ESEE Decision: The ESEE decision is to:

1. *Limit* conflicting vegetation within view corridors to the Willamette River and Central City west skyline.
2. *Allow* conflicting structures.

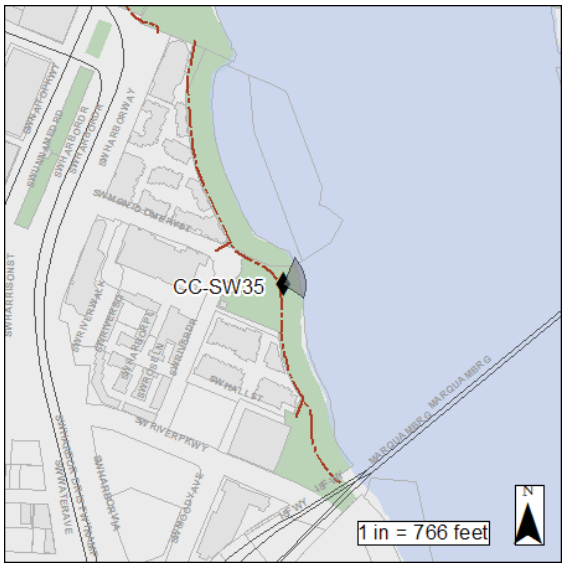
Protected focal feature(s) of the view: Willamette River, Central City west skyline

Explanation: This view from the south side of the Hawthorne Bridge looks up (south) the Willamette River to the Marquam Bridge. Tilikum Crossing is also visible further upriver. Interstate 5 dominates the left side and detracts from the scenic quality of the view. On the right are views of South Waterfront, Riverplace Marina, the West Hills, Hawthorne Bowl, and the Downtown skyline. The Hawthorne Bridge is highly trafficked but lacks a guardrail between the bike/ped path and automobile traffic lanes. There's a relatively wide bike/ped path with striping to separate bikes from pedestrians on the bridge approach; however, the striping does not continue across the actual bridge. There are no pedestrian refuges from which to stop and enjoy the view. The view from CCSW25 is ranked Group B.

The general ESEE recommendation for Group B views where Mt Hood is not a primary focal feature is to allow conflicting structures and to limit conflicting vegetation within view corridors to primary focal features. That recommendation stands (shown in yellow). However, due to the location of this viewpoint on the Hawthorne Bridge, out over the Willamette River, there's no potential for structures or vegetation to block the view of the Willamette River or Downtown skyline.



CCSW35: GREENWAY TRAIL WEST – SOUTH OF RIVERPLACE PUBLIC DOCK



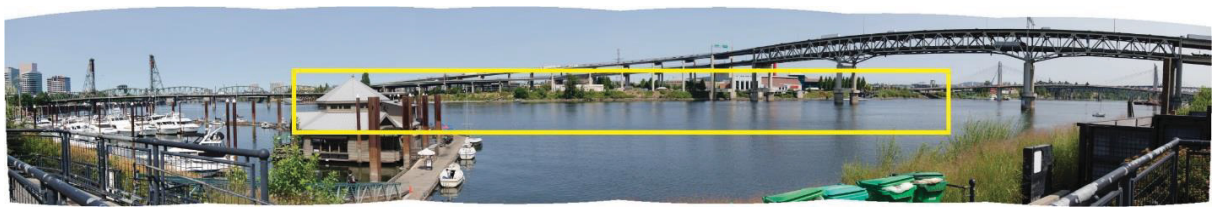
Site-Specific ESEE Decision: The ESEE decision is to:

1. *Limit* conflicting vegetation within view corridor to the Willamette River.
2. *Allow* conflicting structures.

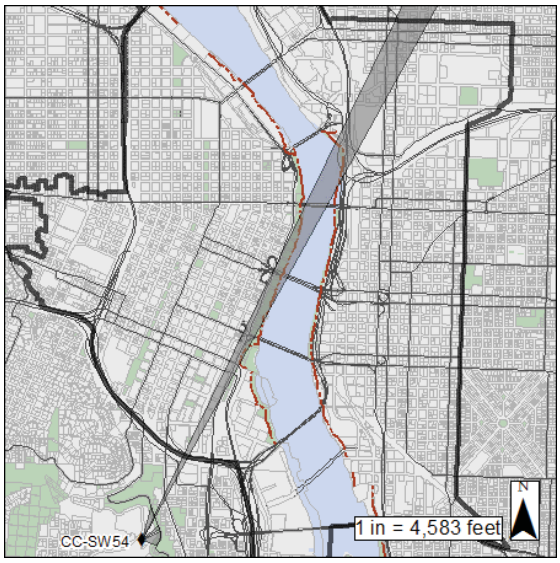
Protected focal feature(s) of the view: Willamette River

Explanation: This viewpoint is right above the ramp leading down to the Riverplace public dock by the Newport Seafood Grill and adjacent to the park at the end of SW Montgomery Street. The view includes the Willamette River and Marquam Bridge. Tilikum Crossing, the Hawthorne Bridge, Riverplace Marina, the riverbank, and the Downtown skyline are secondary focal features. Though the viewpoint is developed and has benches, it is located directly above a trash can storage area which makes the viewpoint unpleasant. The view from CCSW35 is ranked Group B.

The general ESEE recommendation for Group B views where Mt Hood is not a primary focal feature is to allow conflicting structures and to limit conflicting vegetation within view corridors to primary focal features. That recommendation stands. However, due to the location of this viewpoint along the Greenway Trail West, there is no potential for development to block the view. Vegetation along the riverbank below the viewpoint could obstruct the view. Staff recommend applying the limit conflicting vegetation within a view cone to the Willamette River (shown in yellow). Staff also recommend relocating the existing trash and recycling receptacles away from the viewpoint.



CCSW54: OHSU PETER O. KOHLER PAVILION – LOWER LEVEL



Site-Specific ESEE Decision: The ESEE decision is:

1. *Prohibit* conflicting structures within view corridor to Mt St Helens.
2. *Defer* to South Waterfront Public Views and Visual Permeability Assessment (2006) regarding ESEE decision for conflicting structures within view corridor to Mt Hood.
3. *Limit* conflicting vegetation within view corridors to Mt St Helens, Mt Hood, Mt Adams and Tilikum Crossing with the Willamette River below.

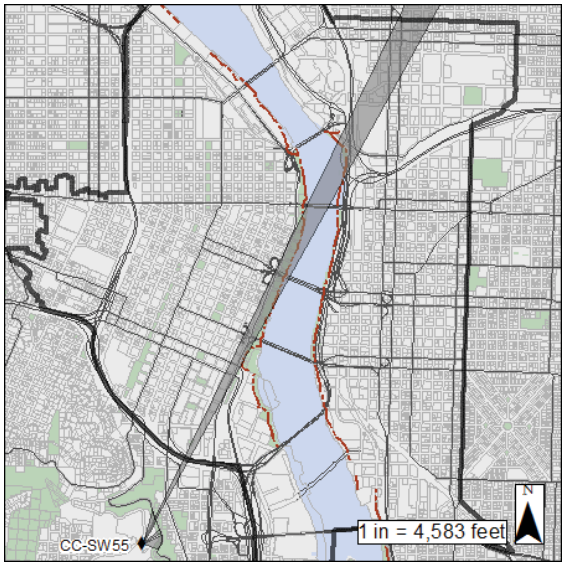
Protected focal feature(s) of the view: Mt St Helens, Mt Hood, Mt Adams, Tilikum Crossing, Willamette River

Explanation: Two pavilions are located at the Oregon Health and Sciences University Peter O. Kohler Pavilion that are developed as viewpoints, this lower pavilion and an upper one (see CCSW55). The lower pavilion provides a wide panoramic view of Mt St Helens, Mt Adams, Mt Hood, the Willamette River, Rocky Butte, Kelly Butte, Powell Butte, Mt Tabor, Mt Scott, the eastern foothills, South Waterfront, Tilikum Crossing, and the Lloyd District. While the lower deck of the OHSU pavilion offers a nice view, it is not easily accessible by the general public. The view from CCSW54 is ranked Tier I.

The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens, or bridges are primary focal features, and to limit conflicting structures and vegetation within view corridors to all other primary focal features. Because there are two viewpoints with views of area mountains, the upper level rather than the lower level is recommended for protection. Vegetation should be maintain to protect the view of the City Skyline; of particular note is a tall Douglas fir that is partially obscuring Mt St Helens. There are no existing or foreseeable building conflicts blocking this view of Mt Hood and, as South Waterfront continues to develop, all new buildings will be held to the *South Waterfront Public Views and Visual Permeability Assessment*, which considers east-west visibility through the developed area. The ESEE decision is to defer to the 2006 *South Waterfront Public Views & Visual Permeability Assessment* for height and massing restrictions within the view corridor to Mt Hood, to limit conflicting structures and vegetation Mt Adams, Mt Hood, Mt St Helens, and Tilikum Crossing with the Willamette River below (shown in yellow).



CCSW55: OHSU PETER O. KOHLER PAVILION – UPPER LEVEL



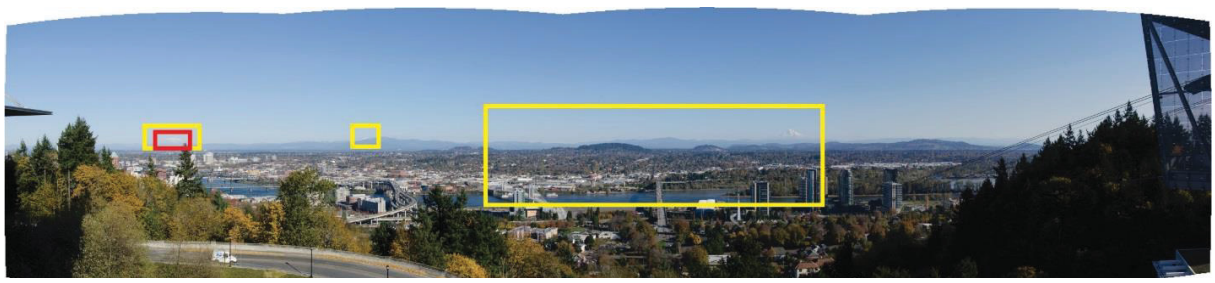
Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures within view corridor to Mt St Helens.
2. *Defer* to South Waterfront Public Views and Visual Permeability Assessment (2006) regarding ESEE decision for conflicting structures within view corridor to Mt Hood.
3. *Limit* conflicting vegetation within view corridors to Mt St Helens, Mt Hood, Mt Adams, and Tilikum Crossing with the Willamette River below.

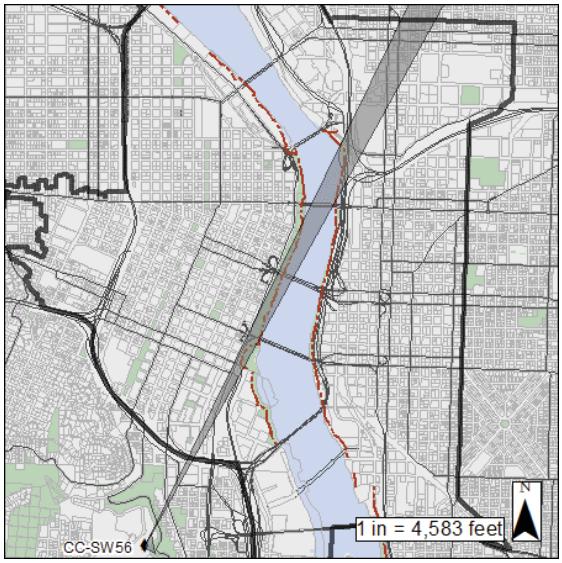
Protected focal feature(s) of the view: Mt Hood, Mt St Helens, Mt Adams, Tilikum Crossing, Willamette River

Explanation: Two pavilions are located at the Oregon Health and Sciences University Peter O. Kohler Pavilion that are developed as viewpoints, this upper pavilion and a lower one (see CCSW54). Showcasing all three of Portland's iconic mountains and many buttes, this is one of the best views Portland has to offer. This wide panoramic view includes Mt Hood, Mt St Helens, Mt Adams, the Willamette River, Rocky Butte, Kelly Butte, Powell Butte, Mt Tabor, Mt Scott, the eastern foothills, South Waterfront, Tilikum Crossing, and the Lloyd District. While the upper level of the OHSU pavilion is developed as a viewpoint and offers a nice view, it is not easily accessible by the general public. The view from CCSW55 is ranked Tier I.

The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens, or bridges are primary focal features, and to limit conflicting structures and vegetation within view corridors to all other primary focal features. Building heights and vegetation may block the view of Mt St Helens. There are no existing or foreseeable building conflicts blocking this view of Mt Hood and, as South Waterfront continues to develop, all new buildings will be held to the *South Waterfront Public Views and Visual Permeability Assessment*. Though not primary focal features, Mt Adams and multiple bridges are visible and add to the scenic quality of this view. The ESEE decision is to defer to the 2006 *South Waterfront Public Views & Visual Permeability Assessment* for height and massing restrictions within the view corridor to Mt Hood, to prohibit conflicting structures to maintain a view of Mt St Helens (shown in red), and to limit conflicting vegetation to maintain views of Mt Adams, Mt Hood, Mt St Helens, and Tilikum Crossing with the Willamette River below (shown in yellow).



CCSW56: PORTLAND AERIAL TRAM OHSU TERMINAL – NORTH PLATFORM



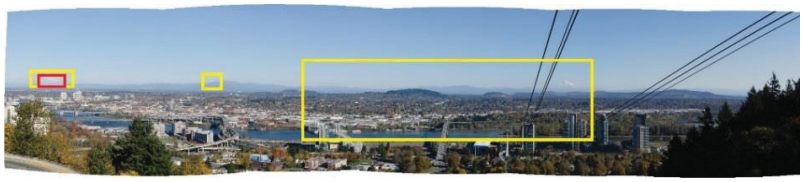
Site-Specific ESEE Decision: The ESEE decision is:

1. *Prohibit* conflicting structures within view corridor to Mt St Helens.
2. *Defer* to South Waterfront Public Views and Visual Permeability Assessment (2006) regarding ESEE decision for conflicting structures within view corridor to Mt Hood.
3. *Limit* conflicting vegetation within view corridors to Mt St Helens, Mt Hood, Mt Adams and Tilikum Crossing with the Willamette River below.

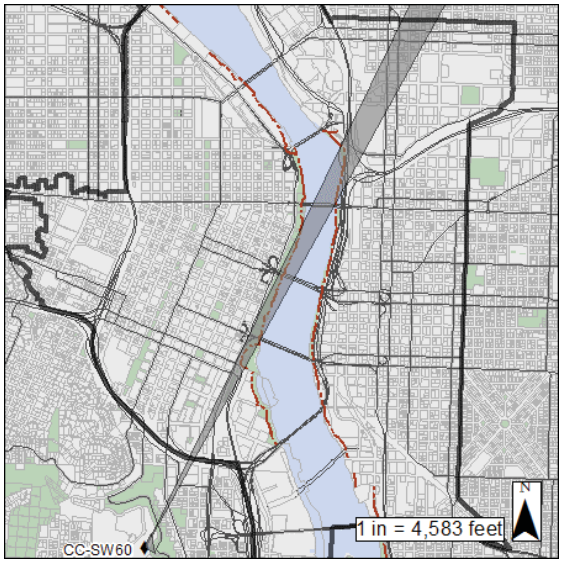
Protected focal feature(s) of the view: Mt St Helens, Mt Hood, Mt Adams

Explanation: The view from the north platform of the Portland Aerial Tram Oregon Health and Science University terminal includes elements of the most iconic views in Portland: Mt Hood, Mt St Helens, and Mt Adams, seven bridges (Ross Island, Tilikum Crossing, Marquam, Hawthorne, Morrison, Burnside, and Steel), the Willamette River, the eastern foothills, South Waterfront, Ross Island, the Convention Center spires, and the Lloyd District. (See CCSW60 for view from south platform.) The view is bounded on the left by the tram platform structure and on the right by vegetation. The tram cables create a strong linear element that draws the viewer's eye down toward the water and South Waterfront development but also obstructs a clean view of the horizon and ridgeline. Though at the top of the tram, this viewpoint is not easily accessible by any means other than the tram. The view from CCSW56 is ranked Tier I.

The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens, or bridges are primary focal features, and to limit conflicting structures and vegetation within view corridors to all other primary focal features. Building heights and vegetation may block the view of Mt St Helens. There are no existing or foreseeable building conflicts blocking this view of Mt Hood and, as South Waterfront continues to develop, all new buildings will be held to the *South Waterfront Public Views and Visual Permeability Assessment*. The view of Mt Adams and glimpses of the Willamette River and bridges are also important to the character of this view. Vegetation could grow up and block views of the mountains or river. The ESEE decision is to defer to the 2006 *South Waterfront Public Views & Visual Permeability Assessment* for height and massing restrictions within the view corridor to Mt Hood, to prohibit conflicting structures to maintain a view of Mt St Helens (shown in red), and to limit conflicting vegetation to maintain views of Mt Adams, Mt Hood, Mt St Helens and Tilikum Crossing with the Willamette River below (shown in yellow).



CCSW60: PORTLAND AERIAL TRAM OHSU TERMINAL – SOUTH PLATFORM



Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures within view corridors to Mt St Helens.
2. *Defer* to South Waterfront Public Views and Visual Permeability Assessment (2006) regarding ESEE decision for conflicting structures within view corridor to Mt Hood.
3. *Limit* conflicting vegetation within view corridor to Mt St Helens, Mt Hood, Mt Adams and Tilikum Crossing with the Willamette River below.

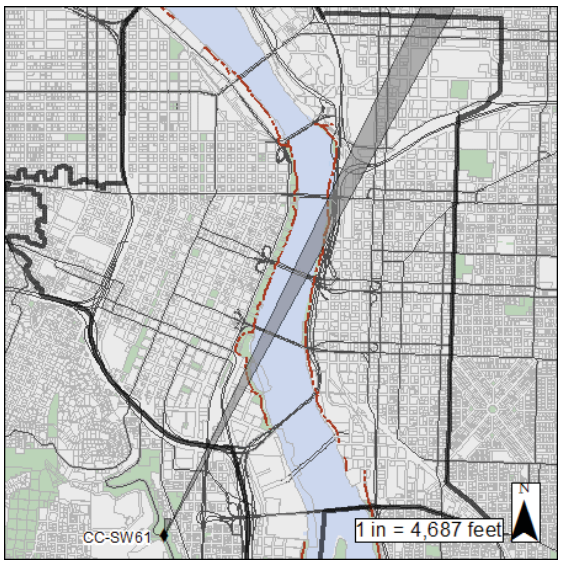
Protected focal feature(s) of the view: Mt St Helens, Mt Hood, Mt Adams

Explanation: The view from the south platform at the Portland Aerial Tram OHSU terminal includes elements of the most iconic views in Portland: Mt Hood, Mt St Helens, Mt Adams, seven bridges (Ross Island, Tilikum Crossing, Marquam, Hawthorne, Morrison, Burnside and Steel), Willamette River, eastern foothills, South Waterfront, Ross Island, Downtown skyline, Convention Center spires and Lloyd District. The view is bounded on the left by the platform structure and on the right by vegetation. Compared to the view from the north platform (CCSW56), this view includes the Downtown skyline. The tram cables create a strong linear element that draws the viewer's eye down toward the river and South Waterfront development but also obstructs a clean view of the horizon and ridgeline. Though at the top of the tram, this viewpoint is not easily accessible by any means other than the tram. The view from CCSW60 is ranked Tier I.

The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens, or bridges are primary focal features, and to limit conflicting structures and vegetation within view corridors to all other primary focal features. The viewpoint at the Portland aerial tram OHSU terminal south platform is at a high enough elevation that structures within the Central City boundary, even if built to their allowed heights, will not block the view of Mt Hood or Mt Adams. Views across South Waterfront were heavily considered in the recent South Waterfront planning process. There are no existing or foreseeable building conflicts blocking this view of Mt Hood and, as South Waterfront continues to develop, all new buildings will be held to the *South Waterfront Public Views and Visual Permeability Assessment*. Mt Adams and glimpses of the Willamette River and bridges are also important to the character of this view. Vegetation could grow up and block views of the mountains or river. The ESEE decision is to defer to the 2006 *South Waterfront Public Views & Visual Permeability Assessment* for height and massing restrictions within the view corridor to Mt Hood, to prohibit conflicting structures to maintain a view of Mt St Helens, and to limit conflicting vegetation to maintain views of Mt Adams, Mt Hood, Mt St Helens and Tilikum Crossing with the Willamette River below.



CCSW61: SW TERWILLIGER BOULEVARD – SOUTH OF SW CAMPUS DRIVE



Site-Specific ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within the view corridor to Mt St Helens.
2. *Limit* conflicting structures and vegetation within the view corridor to the Central City skyline.

Protected focal feature(s) of the view: Mt St Helens, Central City skyline

Explanation: This viewpoint from the automobile pull-out along SW Terwilliger Boulevard south of SW Campus Drive includes a view of Mt St Helens and the Downtown skyline. The Willamette River, Convention Center spires, Lloyd District, eastern foothills, and the Hawthorne, Morrison, and Burnside Bridges are also visible. This viewpoint is highly accessible and located on a developed automobile pull-out from the road. The view from CCSW61 is ranked Tier I.

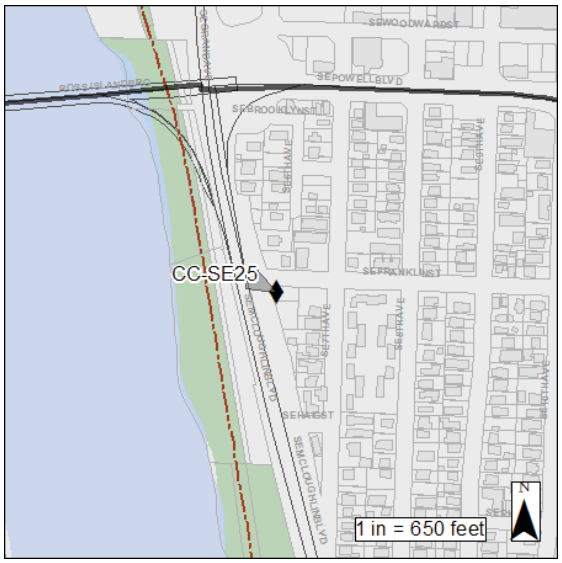
The general ESEE recommendation for a Tier I view is to prohibit conflicting structures and vegetation within view corridors where Mt Hood, Mt St Helens, or bridges are primary focal features, and to limit conflicting structures and vegetation within view corridors to all other primary focal features. There are four BLI and four non-BLI conflicts within the view corridor to Mt St Helens. Moreover, while having some vegetation present contributes to the scenic quality of the view, vegetation could grow to block this view. Therefore, the ESEE recommendation is to prohibit conflicting structures and vegetation to maintain a view of Mt St Helens (shown in red) and to limit conflicting structures and vegetation to maintain a view of the Central City skyline (shown in yellow).



CCSE25: Brooklyn Community Garden

Site-Specific ESEE Decision: The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to the Central City skyline and the West Hills.



Protected focal feature(s) of the view: West Hills, Central City Skyline

Explanation: This view is primarily of the Central City skyline and the West Hills. Tilikum Crossing, the Ross Island Bridge, and the Willamette River are also visible. Traffic speeds, multiple lanes of traffic, and a concrete traffic barrier detract from the view. The view from CCNE09 is ranked Tier II.

The general ESEE recommendation for a Tier II view without a view of Mt Hood or Mt St Helens is to allow conflicting structures and to limit conflicting vegetation within view corridors to primary focal features. That recommendation stands. Staff recommend applying the limit conflicting vegetation decision within a view corridor to the Central City skyline and the West Hills, with the Willamette River below.



NW 12th Avenue and NW Lovejoy Street: View of Fremont Bridge

ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within view corridor to the Fremont Bridge.

Protected focal feature(s) of the view: Fremont Bridge

Explanation:
This view street extends north along NW 12th Avenue from NW Lovejoy Street. The view terminates at the Fremont Bridge and captures the section of the bridge where the bridge deck meets the bridge arch. This two-way view street has travel lanes, parking and sidewalks on both sides of the street. The view is best seen from the middle of the street, within the crosswalk.

The general ESEE recommendation for a view street is to limit conflicting structures and vegetation that would block, partially block, or substantially reduce the air space around the focal terminus. Because the architecturally interesting feature of the Fremont Bridge, where the deck meets the arch, is slightly off-center from the middle of the ROW, development along the west side of NW 12th could block or partially block the view of the Fremont Bridge. Therefore, the ESEE recommendation is to prohibit conflicting building heights along NW 12th Avenue to maintain a view of where the deck meets the arch on the Fremont Bridge.



NW Johnson Street and NW 15th Avenue: View of Union Station Clock Tower

ESEE Decision: The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within view corridor to the Union Station clock tower.

Protected focal feature(s) of the view: Union Station clock tower

Explanation:
This view street extends east along NW Johnson Street from NW 15th Avenue to the Union Station clock tower. Street trees (primarily during leaf-on) and the post office partially obscure the view. Redevelopment of the post office site will affect this view. This two-way view street does not have separated bike lanes but is a designated Neighborhood Greenway. There are sidewalks on both sides of the street though the clock tower is most visible from the crosswalk, slightly south of center.

The general ESEE recommendation for a view street is to limit conflicting structures and vegetation that would block, partially block, or substantially reduce the air space around the focal terminus. While the clock tower can be seen from the ROW, it sits slightly off center from the middle of the ROW. Thus, it is possible that new development on the north side of SW Johnson Street could block or partially block the view of the clock tower looking east along NW Johnson Street. Therefore, the ESEE decision is to prohibit conflicting building heights along NW Johnson Street to maintain a view of the clock tower from NW Johnson Street and NW 15th Avenue.



SW Broadway from SW Taylor Street to SW Jefferson Street: View of Portland Sign

ESEE Decision: The ESEE decision is to:

1. *Limit* conflicting vegetation within view corridor to the "Portland" sign.
2. *No conflicting structures.*

Protected focal feature(s) of the view: "Portland" sign (on Arlene Schnitzer Concert Hall)

Explanation:

This view street extends along SW Broadway from SW Jefferson Street to SW Taylor Street. The view terminus for this view is the Portland sign on the Arlene Schnitzer Concert Hall and is located in the center of the view street extent. The bottom of the sign is obscured by street trees during leaf-on; however, the full extent of the sign is visible during leaf-off. The view looking north from SW Broadway and SW Jefferson Street has a clearer view of the Portland sign but goes against the flow of bicycle and automobile traffic; the view looking south from SW Taylor Street, with the flow of traffic, is more obscured by street trees. Though there are sidewalks on both sides of the street, the full extent of the sign is best seen from the eastern sidewalk.

The general ESEE recommendation for a view street is to limit conflicting structures and vegetation that would block, partially block, or substantially reduce the air space around the focal terminus. The Portland sign is located on the Arlene Schnitzer Concert Hall, on the west side of SW Broadway; the view is best from the corner of SW Broadway and SW Jefferson Street. The view corridor is entirely within the ROW such that no development could block a view of the sign; however, vegetation partially blocks the sign, particularly during leaf on. Furthermore, this section of SW Broadway is part of the Broadway Unique Sign District. Therefore, the ESEE decision is to limit conflicting vegetation located on either side of the Portland sign to maintain a clearer view of the Portland sign from two blocks away in either direction along SW Broadway.



SW 5th Avenue and SW Taylor Street: View of Portlandia

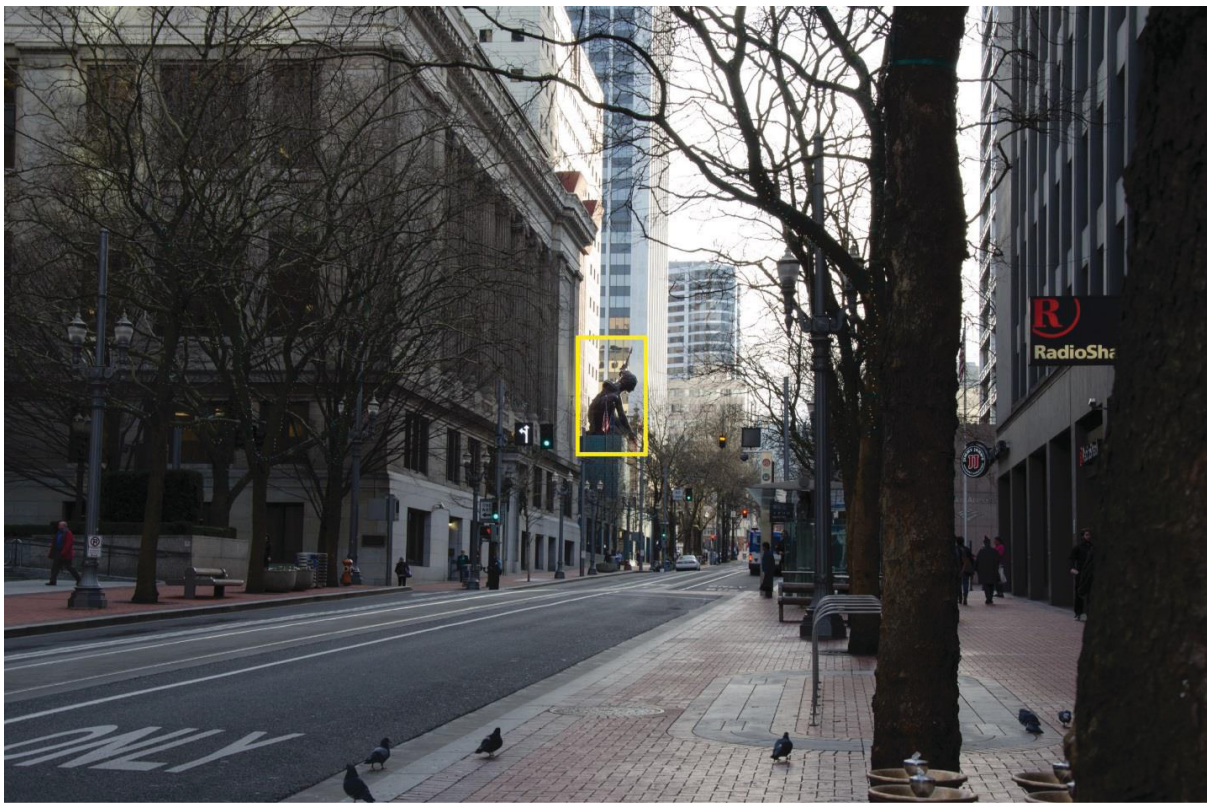
ESEE Decision: The ESEE decision is to:

1. *Limit* conflicting vegetation within view corridor to Portlandia statue.
2. *No conflicting structures.*

Protected focal feature(s) of the view: Portlandia statue

Explanation:
This view street extends south down SW 5th Avenue from SW Taylor Street. The view is of the Portlandia statue located above the entrance to the Portland Building on SW 5th Avenue between SW Main Street and SW Madison Street. Portlandia statue is best seen during leaf-off; during leaf-on, street trees almost entirely obscure the statue, even from up close. SW 5th Avenue is part of the Portland Transit Mall. Automobile, bus, and light rail traffic flow one-way toward the statue. There are no designated bike lanes but there are wide sidewalks on both sides of the street.

The general ESEE recommendation for a view street is to limit conflicting structures and vegetation that would block, partially block, or substantially reduce the air space around the focal terminus. Portlandia statue is located on the Portland Building, on the east side of SW 5th Avenue; the view is best from the corner of SW 5th Avenue and SW Taylor Street. The view corridor is entirely within the ROW such that no development could block a view of the statue; however, vegetation partially blocks the statue, particularly during leaf on. Therefore, the ESEE decision is to limit conflicting vegetation located on either side of Portlandia statue to maintain air space around Portlandia statue.



N Tillamook Street and One Block East of N Kerby Avenue: View of Fremont Bridge

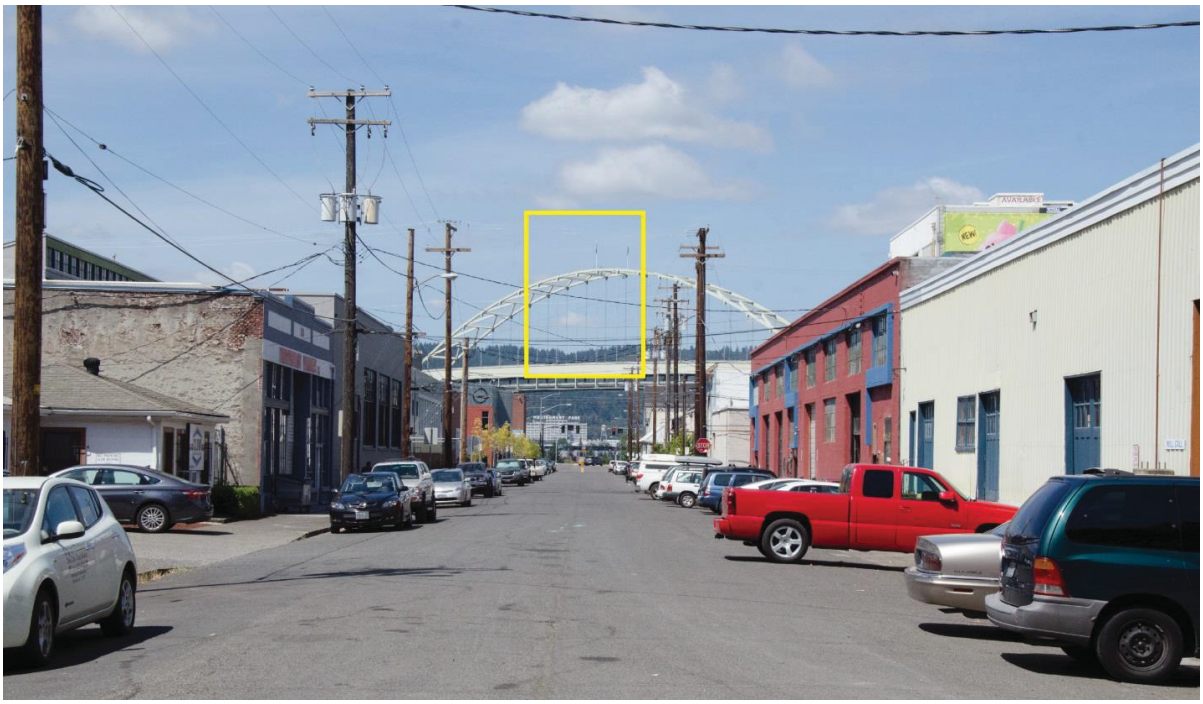
ESEE Decision: The ESEE decision is to:

1. *Limit* conflicting structures and vegetation within view corridor to the Fremont Bridge and Forest Park west of N Interstate Avenue.

Protected focal feature(s) of the view: Fremont Bridge, Forest Park

Explanation:
This view street extends west on N Tillamook Street from one block east of N Kerby Avenue. The view terminates at the Fremont Bridge with Forest Park visible in the background. N Tillamook Street is a two-way street. There is a sidewalk on the south side of the street and a partial sidewalk on the north side of the street, but the view is best seen from the middle of the street.

The general ESEE recommendation for a view street is to limit conflicting structures and vegetation that would block, partially block, or substantially reduce the air space around the focal terminus. Currently, much of the Fremont Bridge can be seen. However, only the center of the bridge is in line with the ROW; if buildings were to be built taller along either the north or south sides of N Tillamook Street, the visibility to the Fremont Bridge would shrink significantly and the sides of the arch would no longer be visible. N Tillamook Street slopes down west of N Interstate Avenue. Thus, staff recommend limiting height along the north and south side of N Tillamook Street west of N Interstate Avenue and allowing height east. Should new development go in along N Tillamook Street east of N Interstate that blocks the sides of the Fremont Bridge arch, this view street extent could be shortened to begin at N Interstate Avenue, rather than one block east of N Kerby Avenue.



Attachment F

Willamette River Central Reach Natural Resources Protection Plan

Attachment F adds new and amended chapters that transform the Willamette River Central Reach Natural Resources Inventory into a Natural Resources Protection Plan (NRPP). These new and amended chapters include an evaluation of compatible and conflicting uses and decisions regarding the protection of resources to establish the rationale for the application of the river overlay zone.

Because this is an update to an existing document, some pages are being replaced and others added. Rather than print a whole new document, please use this list and the attached pages as companion to the existing Volume 3B.

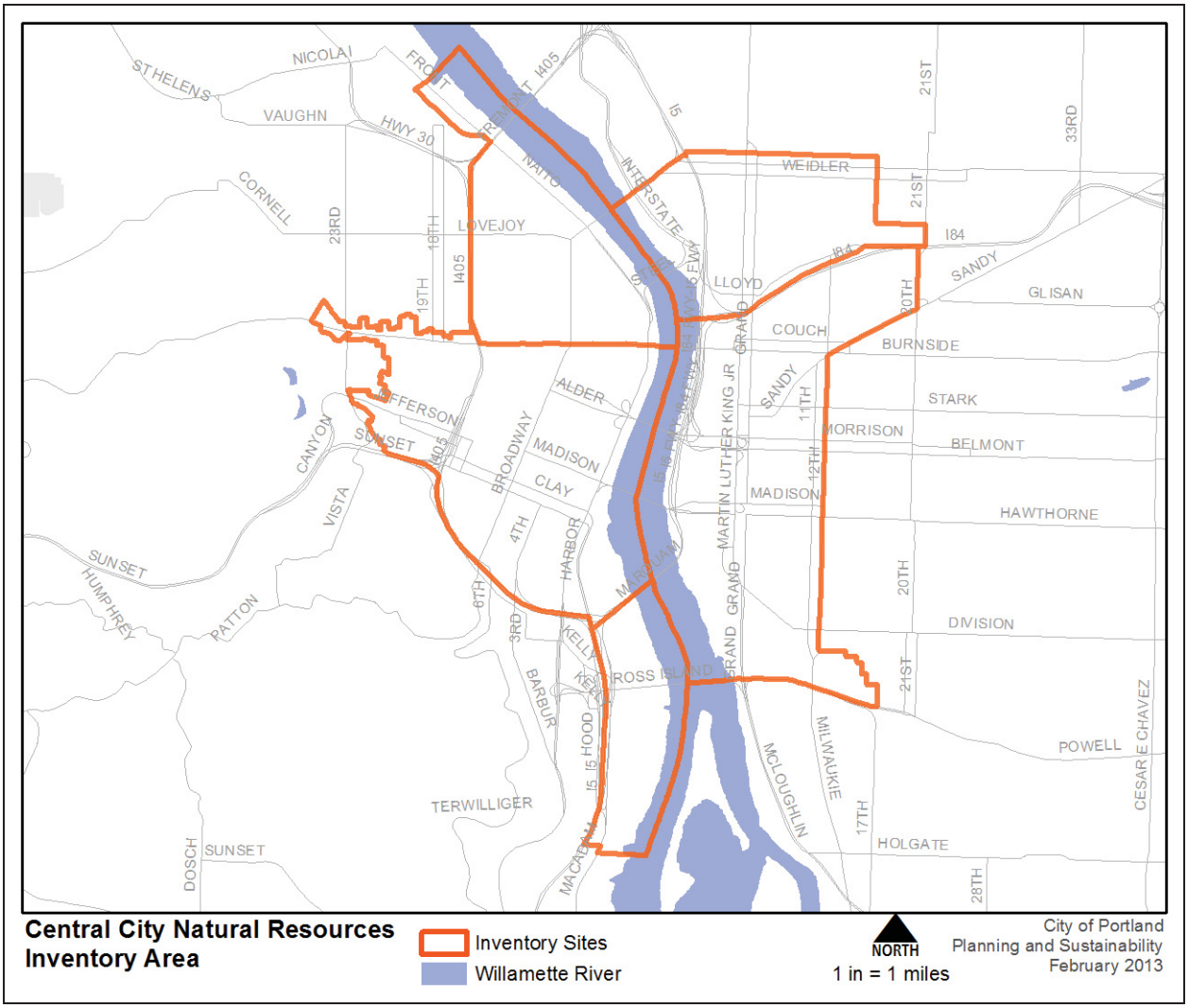
1. Executive Summary – replaces pages i-iv
2. Chapter 1: Introduction – replaces pages 1-10
3. Chapter 2: Regulatory Context (new) – add before page 11 of the existing document
4. Existing Chapter 2: Project Approach and Methodology Overview, becomes Chapter 3.
5. Chapter 4: Analysis of Protection Options and General Recommendations (new) – add before page 33 existing document
6. Existing Chapter 3: Central City Natural Resources Inventory, becomes Chapter 5: Results. The changes to the Results chapter are as follows:
    a. At the end of each inventory site narrative, a new section called Natural Resource Protection Recommendation is added. The recommendation is the same for each inventory site and is therefore only printed once in this attachment. This paragraph will be repeated on pages 60, 76, 92, 107 and 124.
    b. There is a new map for each inventory site that depicts the protection recommendation. Each map is included in this attachment and should be added after pages 66, 82, 98, 114 and 130.
7. Chapter 6: Implementation Tools (new) – add before page 131
8. References – replaces pages 131-132
9. Appendix B: Regulatory Requirements Memo is deleted because Chapter 2 now explains the regulatory context.

EXECUTIVE SUMMARY

Background and Process

As part of the River Plan / Central Reach and Central City 2035 (CC2035) projects, the City is updating the existing environmental information and management tools to protect and enhance natural resources. This update is needed to aide in meeting watershed health goals and advancing the City's compliance with local, regional, state and federal regulations.

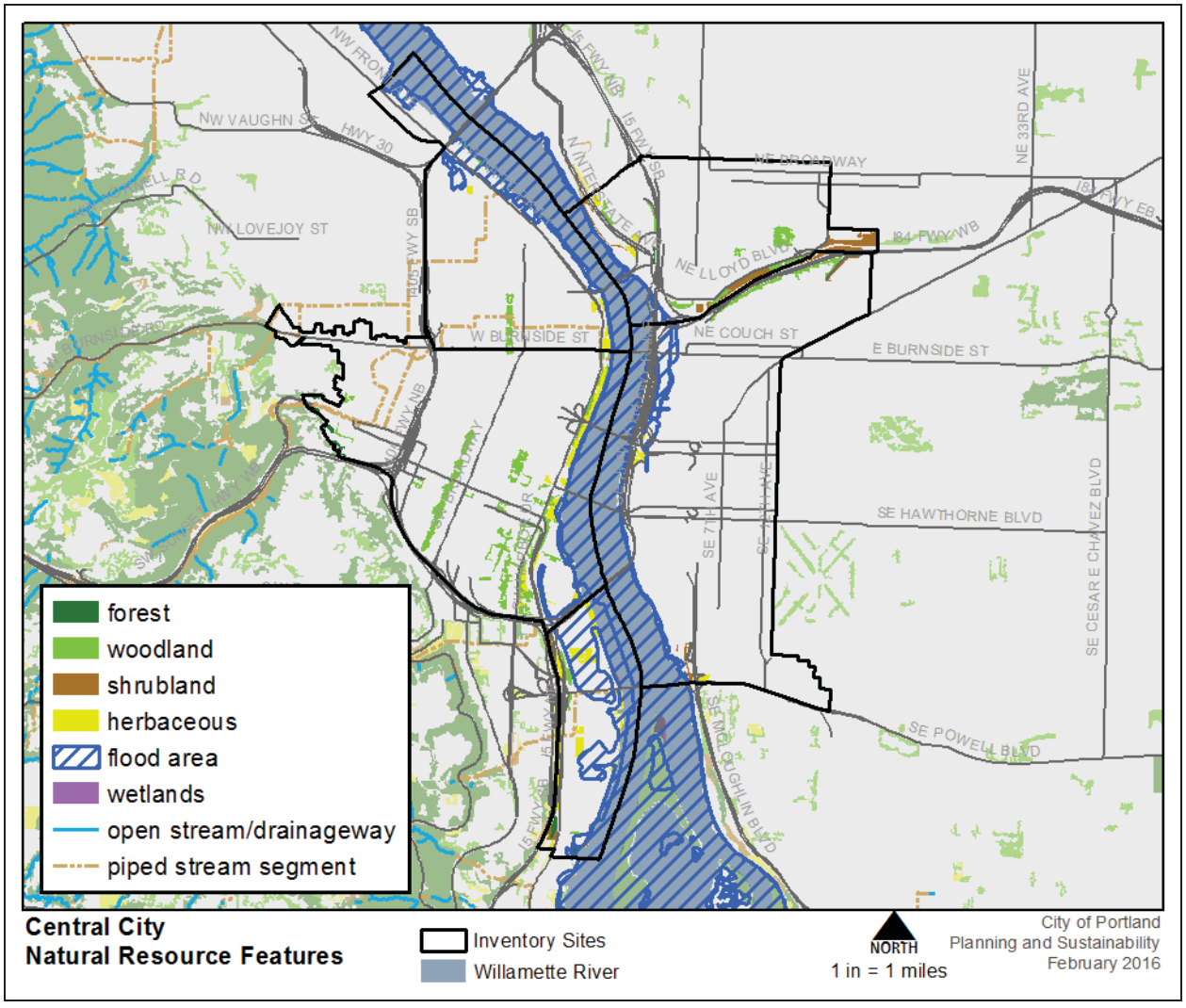
The Willamette River Central Reach Natural Resources Protection Plan (NRPP) describes the existing natural resources (e.g., vegetation, floodplain) in the CC2035 planning area, evaluates the functions and values they provide (e.g., flood storage, microclimate and shade) and recommends levels of protection along with tool to implement the recommendations..

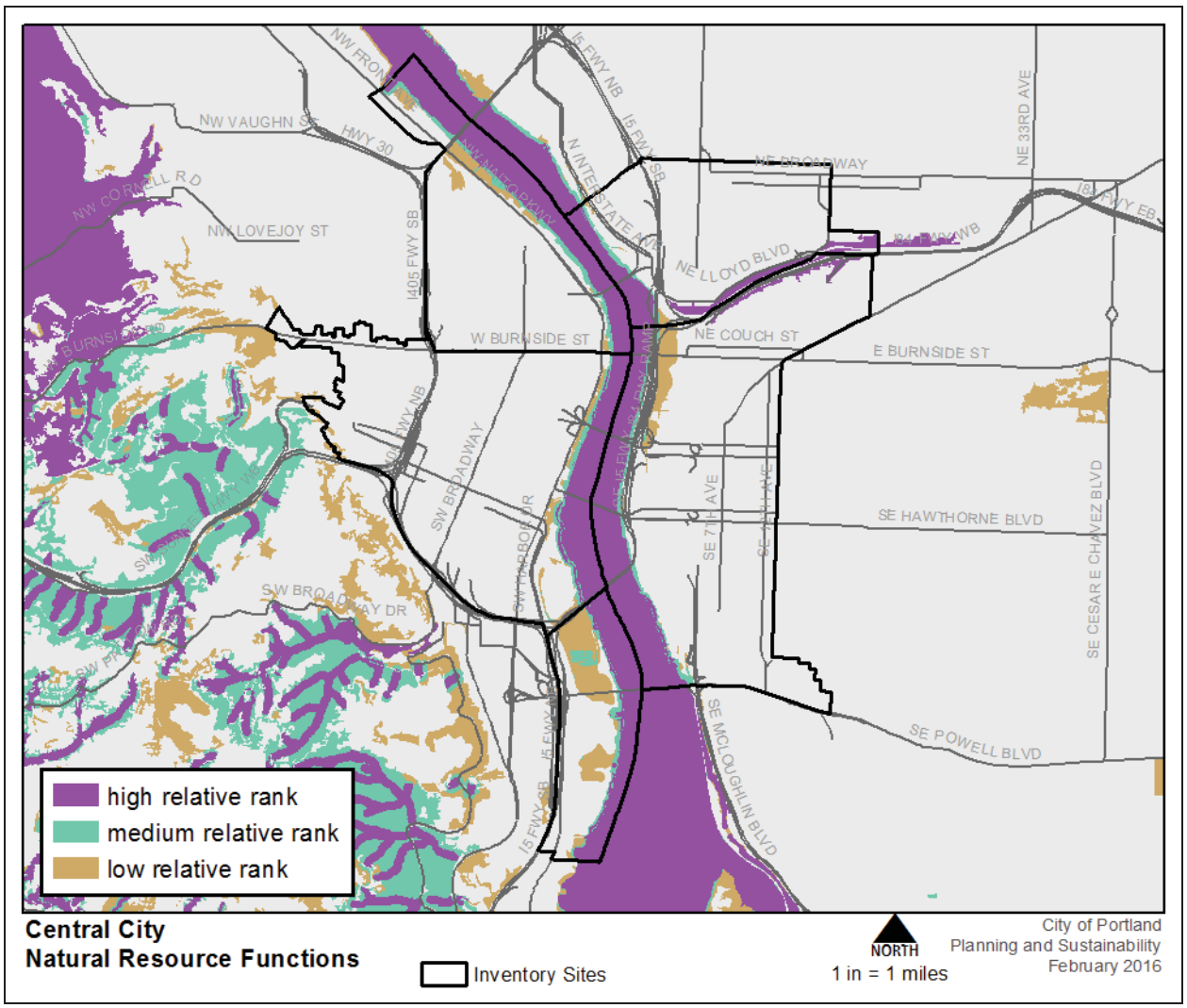


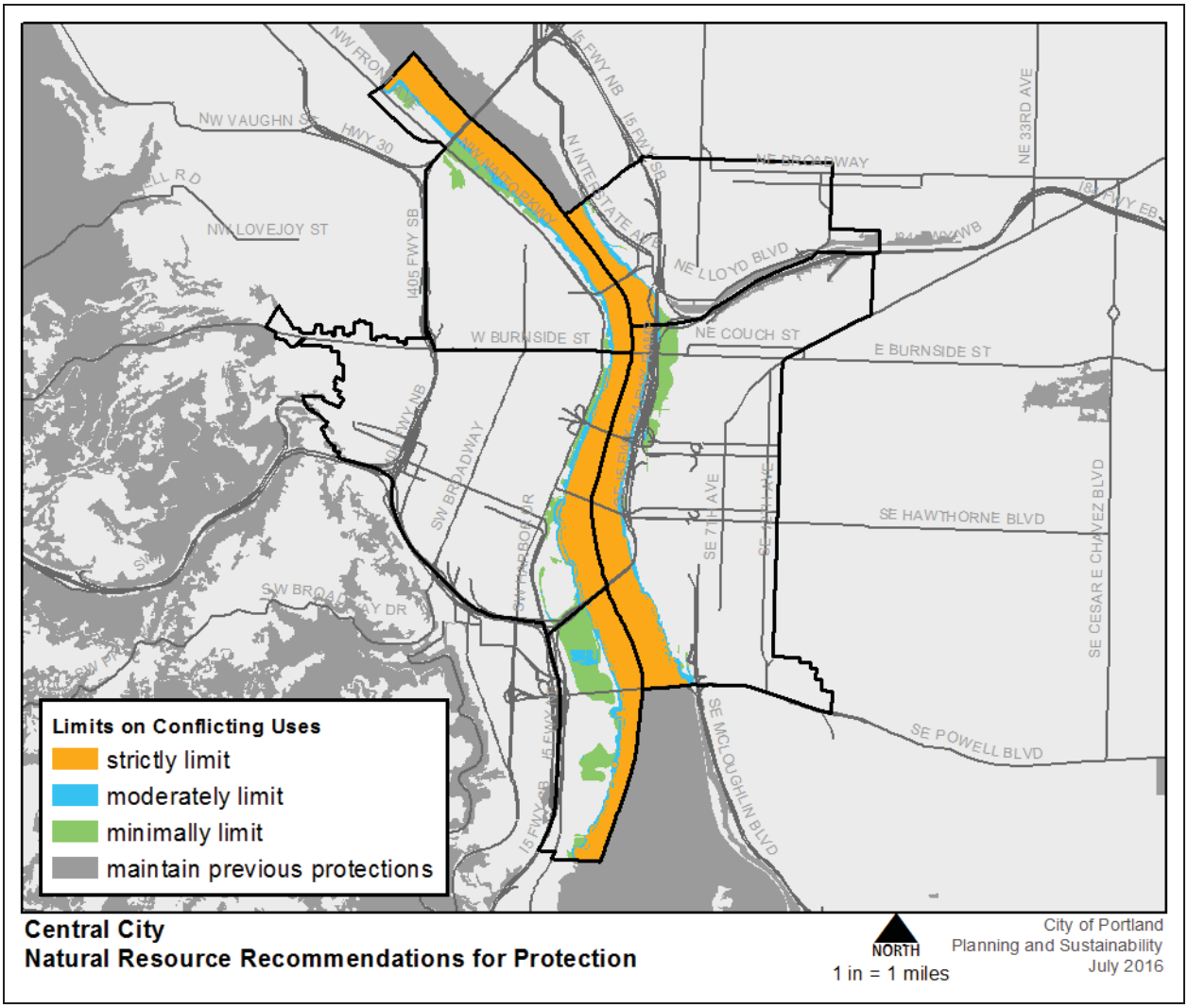
Results

The NRPP results contain narrative descriptions of the natural resource features, functions and recommendations for protections in the CC2035 planning area. In addition to the narratives, geographic information system (GIS) models are used to display the functions provided by the features, produce ranks of high, medium and low that depict the relative amount of functions provided by any given feature, and depict the recommendations for protection. For example, a large stand of trees located adjacent to the river provides numerous functions, such as shading the in-water habitat, and contributing leaf litter, structure and nutrients to the river. In a situation like this, the trees would receive a high relative rank for riparian corridor functions and the recommendation would be to strictly limit impacts on those resources.

The following three maps show the features, the results of the geographic information system (GIS) modeling and the recommendations for protections of resources in the CC2035 planning area.




high relative rank
medium relative rank
low relative rank
Central City
Natural Resource Functions
Inventory Sites
NORTH
1 in = 1 miles
City of Portland
Planning and Sustainability
February 2016
NW VAUGHN ST
HWY 30
NW LOVEJOY ST
I405 FWY SB
W BURNSIDE ST
SW BROADWAY
SW BROADWAY DR
SW HARBOR DR
I5 FWY SB
I5 FWY NB
N INTERSTATE AVE
NE BROADWAY
NE 33RD AVE
NE LLOYD BLVD
NE COUCH ST
E BURNSIDE ST
SE 7TH AVE
SE HAWTHORNE BLVD
SE CESAR E CHAVEZ BLVD
SE MCLOUGHLIN BLVD
SE POWELL BLVD



Central City
Natural Resource Recommendations for Protection

Below is a brief summary of the results of the NRPP.

The Willamette River



The Lower Willamette River flows through the CC2035 planning area, providing the primary migration corridor for Endangered Species Act (ESA) listed Chinook, coho, and chum salmon, and steelhead and bull trout, to the Columbia River. These fish depend on clean, cool water and shallow areas for resting and feeding during migration. There are numerous small pockets of shallow water habitat along the Willamette's Central Reach.

The Willamette River is part of the Pacific Flyway and is utilized by more than 200 resident and migratory bird species. Shorebirds and waterfowl use shallow water areas and exposed sand and mud. Waterfowl and gulls use the vegetated shoreline along the river. Peregrine falcon nest on Willamette River bridges and perch on pilings and buildings.

The Willamette River receives a high relative rank for riparian corridor functions and wildlife habitat and it is designated a *Special Habitat Area* for ESA-listed fishes.

The recommendation is to strictly limit uses that conflict with natural resource features and functions of the Willamette River.

River Banks

The features and quality of the Willamette's river banks are directly tied to the river itself. These riparian corridors provide the transition between the river, stream banks and upland areas.



Vegetation on the banks, even in a narrow strip, is important to watershed health. Native plant species generally provide a broader suite of benefits – such as varied wildlife food sources and effective slope stabilization – than non-native plants. However, plants of all types, including invasive species, provide functions such as water storage, nutrient cycling and cover and nesting opportunities for wildlife. Vegetated river banks receive a high or medium relative rank for riparian corridor functions.

The river banks in the Central Reach are impacted by development, fill and hardening. Hardened, non-vegetated river banks do not provide a suite of riparian corridor functions like vegetated river banks do. However, because of the direct impact and important relationship between all river banks and in-water habitat, hardened, non-vegetated river banks are still identified in the inventory as a feature. They receive a low relative rank.

The recommendation is to strictly limit uses that conflict natural resource features and functions of the Willamette River below top of bank and to moderately limit conflicting uses within high and medium ranked resources located above the top of bank.

Flood Area



Most of the flood area in the Central Reach is comprised of the Willamette River itself and the river banks. Open water and vegetated flood areas provide a host of important functions, including water storage, nutrient cycling, microclimate and channel migration. In some locations, the flood area extends over the banks and into developed lands. The developed flood area provides for water storage during large storm events like the flood in early 1996.

The vegetated flood area receives a high or medium relative rank for riparian corridor functions, while the developed flood area receives a low relative rank to acknowledge only the flood storage capacity it provides.

The recommendation is to moderately limit uses that conflict natural resource features and functions of undeveloped floodplain and to minimally limit conflicting uses within developed floodplain.

Trees and Landscape Vegetation



For purposes of the NRPP mapping and modeling, only patches of trees that are at least one-half acre in size are assigned a relative rank for wildlife habitat. In the Central City there are no patches of tree canopy that large. However, smaller landscaped areas and individual street trees, while not receiving a rank in the inventory, do provide functions including cleaning and cooling the air and water, capturing greenhouse gases, capturing and uptaking stormwater, reducing energy demand and providing wildlife habitat.

Across the entire planning area, neo-tropical migratory songbirds utilize landscape trees and shrubs for foraging and resting as they pass through during migration. Resident and migratory songbirds, raptors and hummingbirds use mature tree canopy along the North and South Park blocks, other street trees, patches of vegetation and landscaped areas.

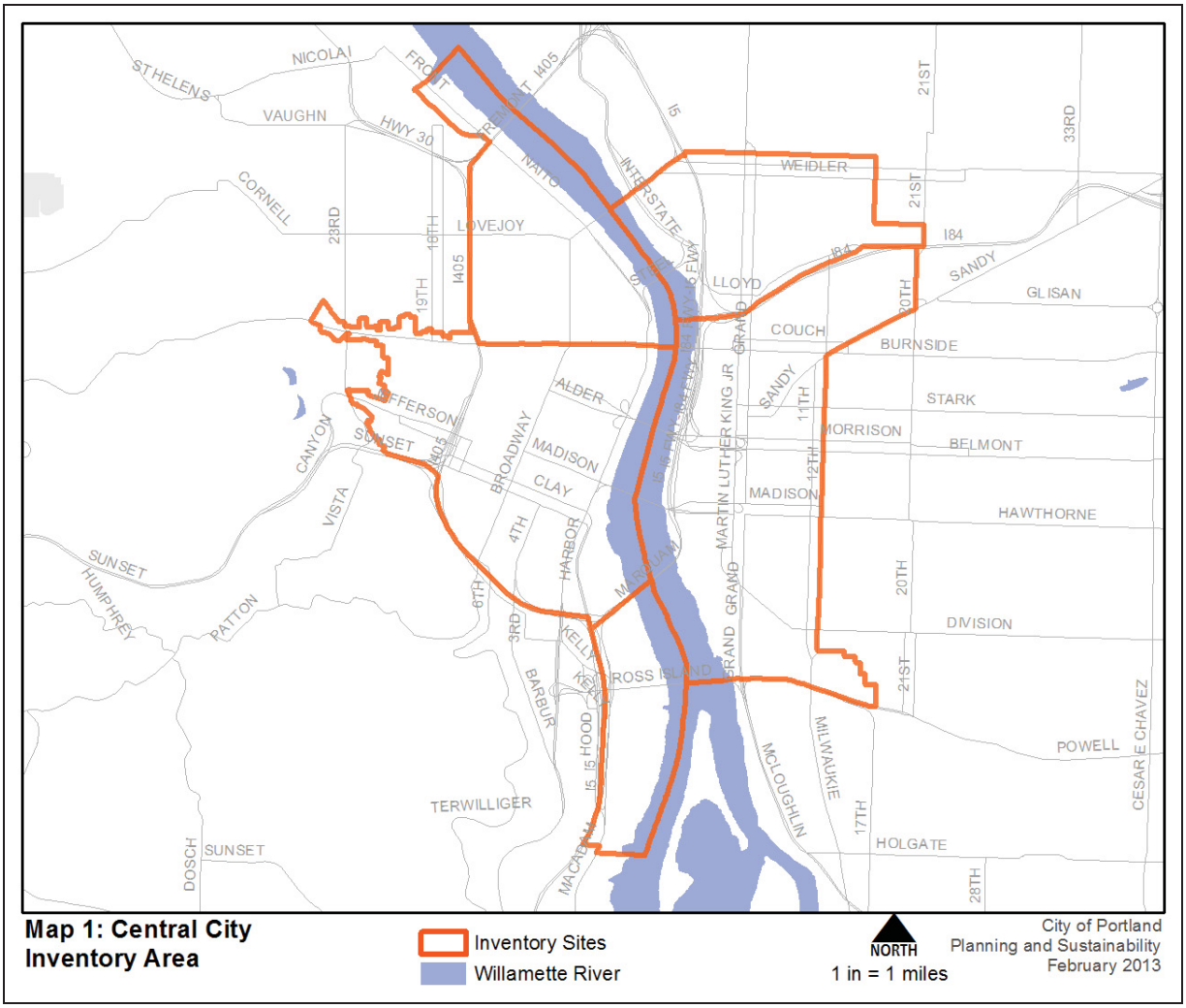
Along I-84 is a steep, vegetated ravine called Sullivan's Gulch. A mix of tall native trees, including Big Leaf Maple, and non-native (primarily invasive) understory, including Himalayan Blackberry, provide habitat for multiple species. Migratory and resident birds, including red-tailed hawks, Bewick's wren, song sparrow and spotted towhee, nest in Sullivan's Gulch. White crowned sparrow and Anna's hummingbird were observed during a Spring 2011 site visit. The slope is prone to landslides and wild fire. Sullivan's Gulch is designated a *Special Habitat Area* and receives a high relative rank as a unique feature in the Central City.

Because the NRPP only address patches of trees at least one-half acre in size or larger, there are no specific recommendations regarding protecting smaller patches of trees. City Zoning Code Title 11, Trees, addresses the removal and replacement of individual trees.

CHAPTER 1. INTRODUCTION

1. Purpose and Plan Area

Willamette River Central Reach plan area extends from south of the Ross Island Bridge to the Broadway Bridge and is characterized primarily by commercial/mixed-use development on the west side of the Willamette and industrial uses on the east side of the river. The inventory includes the Willamette River, other natural resource features and developed lands adjacent to the natural resource features. The area encompasses, and is larger than, the area currently contained within the City's Willamette Greenway Overlay Zones, and is generally coincident with the boundaries of the Central City 2035 planning boundary, except Lower Albina, which is included in the Willamette River North Reach (Map 1).



2. Relationship to Central City 2035

Central City 2035 is a comprehensive, multi-objective plan for the Central City includes the River Plan/Central Reach. It will update and replace the 1987 Willamette Greenway Plan, zoning code and

design guidelines, which serve as Portland's compliance with State Planning Goal 15: Willamette River Greenway.

Over the past 25 years, planning for natural resources along the Willamette River has occurred through the following citywide initiatives:

Willamette Greenway Plan – The Willamette Greenway Plan was first adopted in 1979 to fulfill the requirements of Statewide Planning Goal 15: Willamette River Greenway. The plan was adopted in 1987. The purpose of Goal 15 is "to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway." The Central City Natural Resources Inventory (CCNRI) is an update of a portion of the Willamette River Wildlife Habitat Inventory that supported the Willamette Greenway Plan.

River Renaissance Vision and River Renaissance Strategy – In March 2001, the Portland City Council adopted the River Renaissance Vision by resolution. The Vision articulates a set of goals and aspirations for a revitalized river. It includes five mutually supportive and interrelated themes that proclaim Portland's aspirations to:

- Ensure a clean and healthy river for fish, wildlife, and people
- Maintain and enhance the city's prosperous working harbor
- Embrace the river and its banks as Portland's front yard
- Create vibrant waterfront districts and neighborhoods
- Promote partnerships, leadership and education

In December 2004, the Portland City Council adopted the River Renaissance Strategy by resolution. The Strategy is intended to lead the City toward the future outlined in the River Renaissance Vision. The Strategy serves as the City's blueprint for river-related activities and investments by establishing policy guidance, progress measures and an action agenda.

The River Concept – The River Concept was adopted by the Portland City Council in April 2006 as a guiding document for the River Plan. The Concepts synthesizes river-related planning over the last decade. The guidance for the Central Reach includes:

Pearl District – The riverfront will play a renewed role in the future of downtown and the Pearl District. North of Waterfront Park, redevelopment of the Centennial Mill riverfront will offer a new public space that completes the Central City waterfront park system. This revitalized area will serve as the Pearl and Northwest Districts' waterfront connection. Sustainable development practices will provide stormwater management and energy-efficient design.

Central Eastside – The Central Eastside will continue to support light industry while developing into a center for new urban industries that create jobs and provide products and services to the region. Capitalizing on the district's proximity to the river, cultural and recreational uses will add vitality to the area. Sustainable practices, including green streets and ecoroofs, will be incorporated into new development.

South Waterfront – South Waterfront will grow into a vibrant Central City neighborhood that derives its character and identity from its relationship to the river and Ross Island. It will feature science and technology-sector jobs, diverse housing options, mixed-use buildings that include retail, restaurants and internal open spaces, and a waterfront designed to support fish and wildlife and provide people with a natural retreat from the urban environment.

Portland Watershed Management Plan – The Portland Watershed Management Plan was adopted by the Portland City Council in March 2006. The Plan describes the approach that will be used to evaluate conditions in Portland's urban watersheds and recommends projects to improve watershed health. The overarching themes of the Plan are to achieve improved watershed health through: (1) protection and enhancement of remaining natural resources, (2) low-impact development, (3) installation of innovative stormwater infrastructure, (4) modern and effective approaches to City

repair and maintenance of existing infrastructure, and (5) an integrated City response to local, state and federal environmental requirements.

The inventory is intended to inform and support a broad array of City and community activities relating to the Central City 2035 planning area. Such activities include long-range planning, implementing and updating City programs to manage natural resources, identifying priority areas for restoration, enhancement, and public acquisition, designing development and redevelopment projects, and meeting regional, state and federal regulatory requirements.

Over the long term, this inventory can help the City achieve its River Renaissance Vision for clean and healthy rivers, and meet its watershed health goals. The inventory will inform the development of regulatory and non-regulatory tools through Central City 2035 and The River Plan. This NRPP is also part of the City's compliance with the Title 13, Nature in Neighborhoods program.

3. Organization of the Plan

The purpose of this NRPP is to provide useful, current and accessible information on the location of existing natural resource features, their functions for Portland's Central City and recommendations regarding the protection of the resources. The NRPP includes descriptions and maps of the current relative condition of riparian corridors and wildlife habitat located within the Willamette River Central Reach, river banks, flood plains and upland features.

The report is organized into chapters that provide a context for inventory work, describe the inventory methodology and present an inventory of natural resources for the Central City. The following is a brief summary of the material contained in each chapter of this document:

Chapter 1: Introduction – This chapter provides background information and an overview of the Willamette River.

Chapter 2: Regulatory Context - The purpose of this chapter is to summarize the environmental regulations, policies and goals that relate to natural resource protection and management within the Willamette River and adjacent lands. The chapter is organized starting with the two bodies of regulations that most directly relate to natural resources: Oregon State Land Use Planning Program and Metro Urban Growth Management Plan. Following those explanation are summaries of the City's Comprehensive Plan and other relevant environment regulations, goals and policies.

Chapter 3: Inventory Approach and Methodology Overview – This chapter provides an overview of the citywide inventory project approach and the methodology used to identify and evaluate riparian corridor functions and wildlife habitat attributes.

Chapter 4: Analysis of Protection Options and General Recommendations – This chapter describes the trade-offs associated with different choices for protecting and managing natural resources in the Central Reach. The chapter ends with a recommendation about which resources should be protected.

Chapter 5: Results – The Willamette River Central Reach is divided into five inventory sites. For each inventory site, an evaluation of current riparian corridor functions and wildlife habitat is included, followed by a series of maps, aerial photographs, water-related features, vegetation features, riparian corridor relative ranks, wildlife habitat relative ranks and combined riparian/wildlife habitat relative ranks. The general protection recommendation is applied to the resources within the inventory site and a map is produced that depicts the recommendation.

Chapter 6: Implementation Tools – The tools to implement the recommendations regarding protection of natural resources are described within this chapter.

4. Overview of the Willamette River

Regionally situated in the Lower Columbia River Basin, the Willamette River Basin is an 11,500 square mile watershed located between the Cascade Mountains to the east and the Coast Range to the west. The 187-mile long Willamette River flows north through 128 jurisdictions including Eugene, Corvallis, Salem and Portland as well as eight counties: Lane, Linn, Benton, Marion, Polk, Yamhill, Clackamas and Multnomah. Nearly 70 percent of Oregon's population lives in the Willamette River Basin. The basin contains a broad range of land uses including forestry, agriculture and urban.

The basin occupies roughly 12 percent of Oregon's land and plays an important role in the ecology of the region. The basin extends from mountains, approximately 10,000 feet in elevation, to the Columbia River, which is just 10 feet above sea level. The Willamette Basin's 12 tributary sub-basins are diverse in terms of elevation, hydrology and landscape character. The Willamette Basin helps to disperse aquatic and avian species among rivers and streams, upland forests, valleys, floodplains and to and from the Columbia River and the Pacific Ocean. It is part of the Pacific Flyway for migratory birds, and is a key component of the extensive network of spawning streams for anadromous salmon and steelhead.



Figure 2: Willamette River Basin

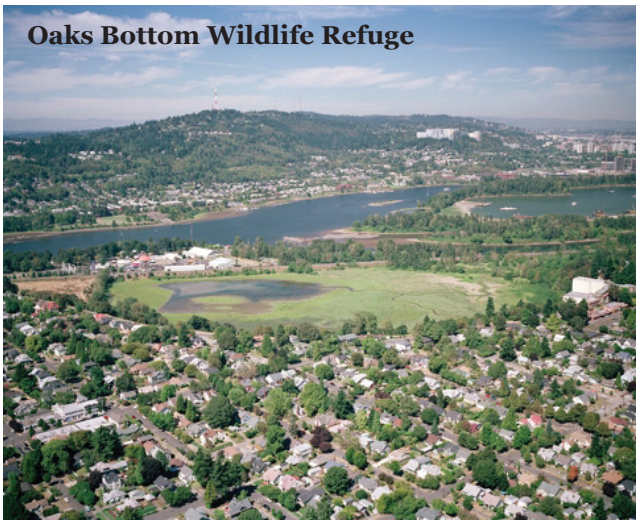
The Lower Willamette River is a tidal freshwater system with water levels that are influenced by a complex and dynamic set of factors, most notably discharge, Pacific Ocean tides and Columbia River flow conditions. Willamette River flows are governed by seasonally variable rainfall patterns, snowmelt in the Willamette Valley's Coast and Cascade mountain ranges, and the operation of dams on many of the major tributaries. Diurnal tidal fluctuations in the lower Willamette are typically on the order of 2 feet per day, but can range from 0 to 8 feet depending on the influence of flow conditions in the Willamette and Columbia Rivers. The Pacific Ocean's tidal prism runs up the Columbia River estuary and into the Willamette River, where it exerts force against downstream flows and influences water surface elevation up to Willamette Falls near Oregon City at RM 27.

The flows in the Willamette River are highest between December and February, with a 40-year monthly average between 50,000 and 70,000 cubic feet per second (cfs). The maximum flow over the period of record is 420,000 cfs and it occurred on February 9, 1996, during what was nearly a 100-year flood event. Columbia River water levels rise in mid-spring due to spring freshets that occur in the Columbia system east of the Cascades. This results in a higher river stage in the Willamette. Under certain conditions, Willamette river flows reverse as rising tides back water up into the Lower Willamette.

It is important to note that flow patterns in both the Willamette and Columbia basins have been dramatically altered over time, largely due to dam and reservoir operations. Following floods in 1943 and 1945, the U.S. Army Corps of Engineers constructed 13 reservoirs, 11 of which have flood control functions. Operation of the reservoirs reduces winter peak flows in the Willamette River by as much as 30 to 50 percent, and augments summer flows to approximately double historical low-flow levels. The reservoirs also provide water for irrigation, navigation, recreation, power generation, public water supply, pollution abatement and anadromous fish propagation. These are important social, economic, and environmental benefits; however, the disruption of the river's flow regime has reduced the periodic flooding that sustains the functions of side channels, sloughs, flood plain areas, wetlands and riparian vegetation. Seasonal flooding and fluctuating currents are known to play an important role in shaping the aquatic environment by distributing nutrients and sediment to maintain gravel bars, deep channel pools, in-channel wood and other characteristics that create diverse aquatic habitats.

The Willamette River provides important habitat for fish and other aquatic and terrestrial species. Beach, near-shore shallow water areas, undercut banks, and large woody debris provide refugia habitat for

salmonids that are listed as threatened species under the Endangered Species Act, and feeding areas for shorebirds and other wildlife (ODFW, 2005).



The Willamette River supports a diverse assemblage of fishes. Farr and Ward (1993) identified 39 different fish species occurring within the study area. Species include resident fish, seasonal migrants, and opportunistic migrants representing 17 different families. Resident fish include both warmwater and coldwater species. Seasonal migrants include salmon, steelhead, sturgeon and shad. Opportunistic migrants include white sturgeon and starry flounder. Fish assemblages within the Lower Willamette River are in a state of flux and have been for most of this century. Factors contributing to this constant state of change include the introduction of, and colonization by, hatchery fishes; altered flow regimes; removal of riparian bottomland forests; filling and diking within the flood plain; non-indigenous species; water quality degradation; urban development; and a wide range of fisheries management practices. Numerous non-indigenous species were introduced into the river system in the period between 1890 and 1910. Soon after, overall fish abundance and diversity decreased to historically low levels during the 1940s due to high pollution levels (Farr and Ward, 1993). Many of the introduced species tolerate warmer, more polluted water, and have thrived better in the mainstem and large tributaries — sometimes to the detriment of salmonids.

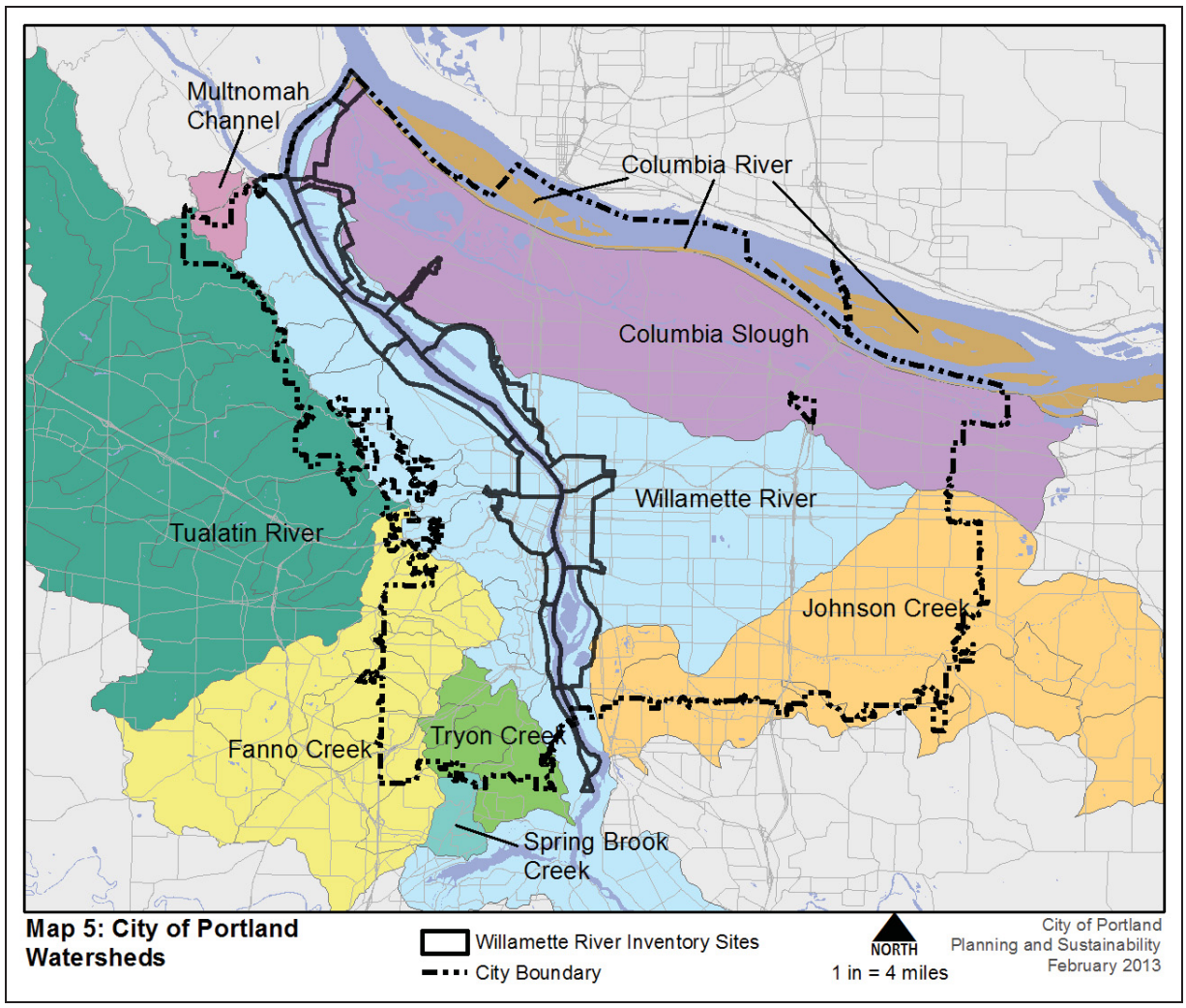
The lower Willamette River is designated critical habitat for several evolutionarily significant units (ESUs) of anadromous salmonids listed as threatened under the federal Endangered Species Act (ESA). These include: upper Willamette River Chinook salmon and steelhead trout, and lower Columbia River Chinook salmon and steelhead trout. In addition, the lower Willamette River is proposed to be included in the designation of critical habitat for coho salmon this year, and is key migratory habitat for Pacific lamprey, a federal species of concern (Chilcote, 1999). Critical habitat designated for most Columbia River ESUs includes the lower Willamette River up to Willamette Falls because it serves the Columbia River as a tributary stream and provides rearing and refuge habitat to its migrating salmon and trout populations. (http://www.nwr.noaa.gov/ESA-Salmon-Listings/Salmon-Populations/Maps/upload/chumcr-2.pdf)

Recent studies have looked at salmonid and salmonid predator use of the Willamette River in Portland. Ward *et al.* (1994) found that juvenile salmonids use near-shore habitats in Portland. In particular, most salmonids were caught, through vertical gill netting, in waters 18 feet or less in depth. Friesen et al. (2004) conducted comprehensive fish sampling within Willamette River in Portland and found that beaches appeared to be an important habitat for younger salmonids, particularly Chinook salmon. Beaches were also preferred by radio-tagged coho salmon. Friesen et. al. (2004) found that densities of large predators were consistently highest at sampling sites dominated by rocky habitats (both natural and riprap) and pilings, and radio-tagged predators are prevalent at sites with riprap in summer and autumn. Radio-tagged coho salmon, and to a lesser extent Chinook salmon, are less prevalent at sites with riprap.

The Willamette River is also part of the Pacific Flyway. Nearshore mudflats, shoals and beaches provide habitat for migratory shorebirds: least sandpipers, solitary sandpipers and semi-palmated plovers.

The 27 miles of river between Willamette Falls and the Columbia River are often referred to as the Lower Willamette River. This portion of the basin connects directly with the regional ecosystem that includes Sauvie Island, Ridgefield and Shillapoo Wildlife Areas, Vancouver Lake, Tualatin Mountains, Burlington and Oaks Bottom, the Smith and Bybee Wetlands preserve, Sandy River and estuarine islands in the Columbia River. The Lower Willamette River corridor provides connectivity for north/south and east/west wildlife movement. For example, the river connects to Forest Park and further west to the Tualatin Mountains and Coast Range. These large, forested areas provide a major wildlife migration

corridor for deer and elk, and are a source of species recruitment. The Lower Willamette River corridor provides important wintering habitat for waterfowl and raptors, and breeding habitat for Neotropical migratory songbirds. To the east, the Willamette River corridor connects to the East Buttes in the Johnson Creek watershed and the Sandy River delta via the Columbia Slough and the Columbia Gorge. A seven-mile escarpment runs along the east side of the river within the city, providing important native oak habitat and wildlife habitat connectivity. Local neighborhoods contain tree canopy and vegetation that help manage stormwater by intercepting rain and filtering pollutants from overland flow. Neighborhood vegetation can also provide important wildlife habitat areas and corridors. Map 5 shows Portland's watersheds and the boundary of the Willamette River Inventory Sites.



The Lower Willamette River is a tidal freshwater system, and its flow and water levels are influenced by a complex and dynamic set of factors, including tides, seasonally-variable rainfall patterns, snowmelt in the Willamette Valley's Coast and Cascade mountain ranges, as well as by a number of dams on many of the major tributaries. The diurnal tidal fluctuations in the lower Willamette are typically on the order of 2 feet per day, but can range from 0 to 8 feet depending on the influence of flow conditions in both the Willamette and Columbia rivers. Tidal flows are transmitted from the Columbia River estuary to the Willamette River by way of the Columbia River, and the tidal influence extends up to Willamette Falls near Oregon City at RM 27.

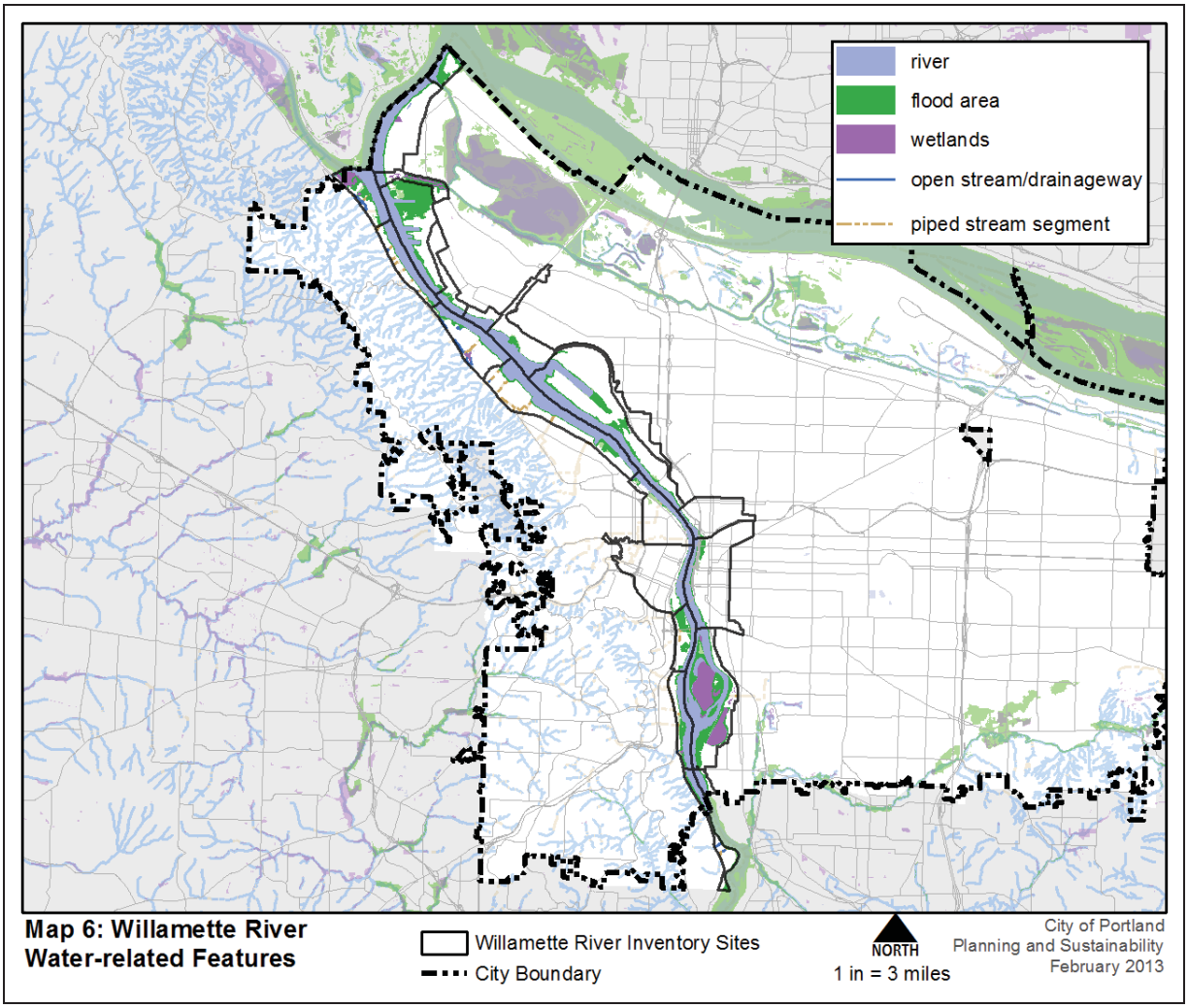
The Lower Willamette River does not meet water quality standards for bacteria, mercury, dioxin, temperature and various other toxics and heavy metals (see Table 5). Total maximum daily loads

(TMDLs) for bacteria and temperature as well as a phased TMDL for mercury were established in 2006. Oregon Water Quality Index values from 2001 to 2010 for the Lower Willamette River in Portland have been fair and the trend is steady. High in-stream temperatures in the Lower Willamette River during the summer months are of concern to migrating anadromous salmonids. Tributary streams can have mitigating influence on the water temperature in the Willamette River by providing cool water refugia. However, many tributaries to the river do not meet standards for temperature and other pollutants, including bacteria, and toxics are also of concern.

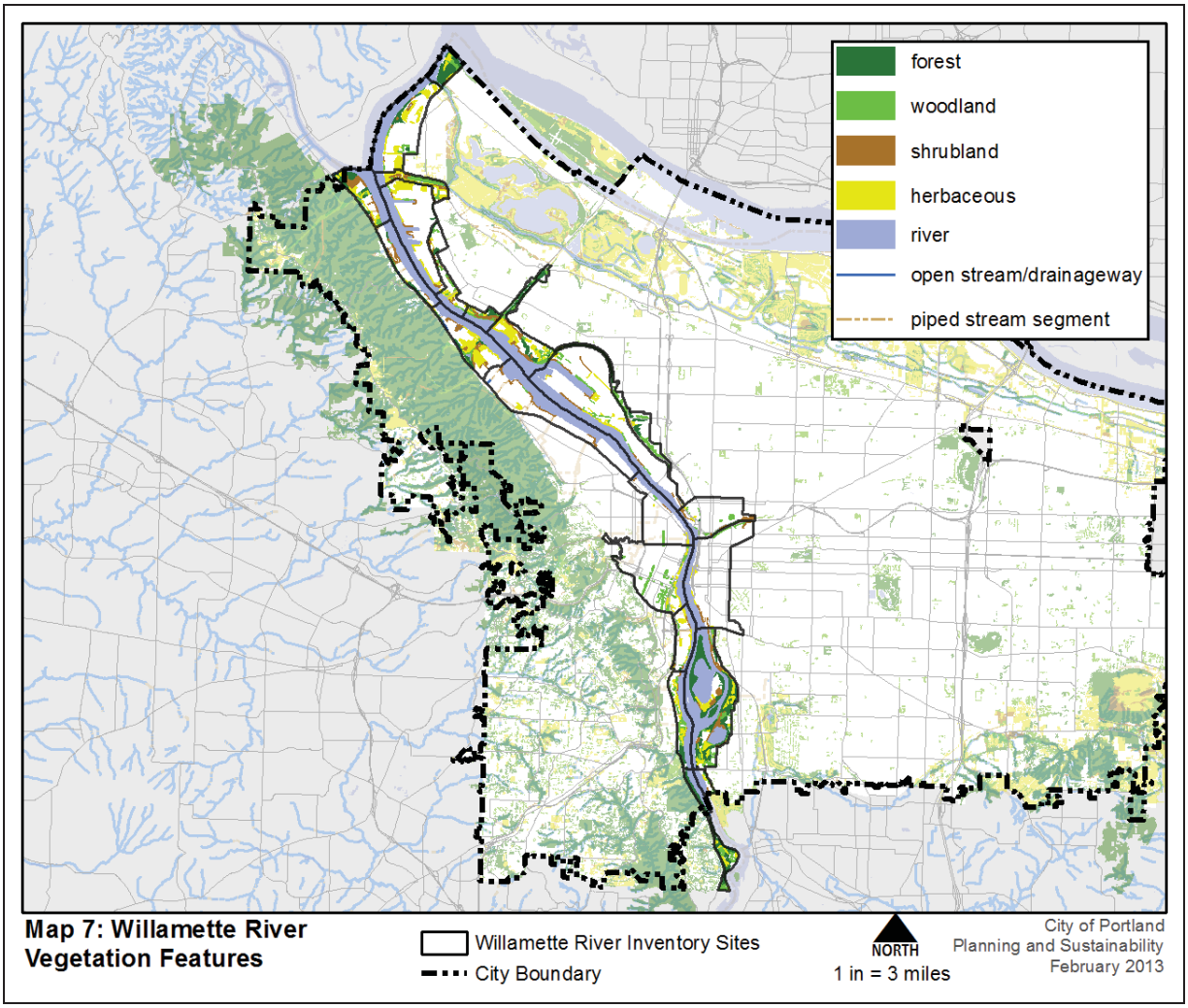
Table 5: Water Quality (303(d)) Listings in the Lower Willamette River and Tributaries

Pollutant	Season	Year River was Listed for this Pollutant	Risk Factors
Pesticides and Toxics (DDT/DDE, Dieldrin, Aldrin, Pentachlorophenol, PCB, PAH)	Year-round	1998, 2002	Fishing, drinking water, resident fish and aquatic life, anadromous fish passage
Heavy Metals (iron, manganese, mercury)	Year-round	1998, 2002	Fishing, drinking water, resident fish and aquatic life, anadromous fish passage
Bacteria (Fecal Coliform)	Fall/Winter/Spring	1998	Water-contact recreation
Temperature	Summer	1998	Salmonid fish rearing, anadromous fish passage
Biological Criteria	N/A	1998	Resident fish and aquatic life

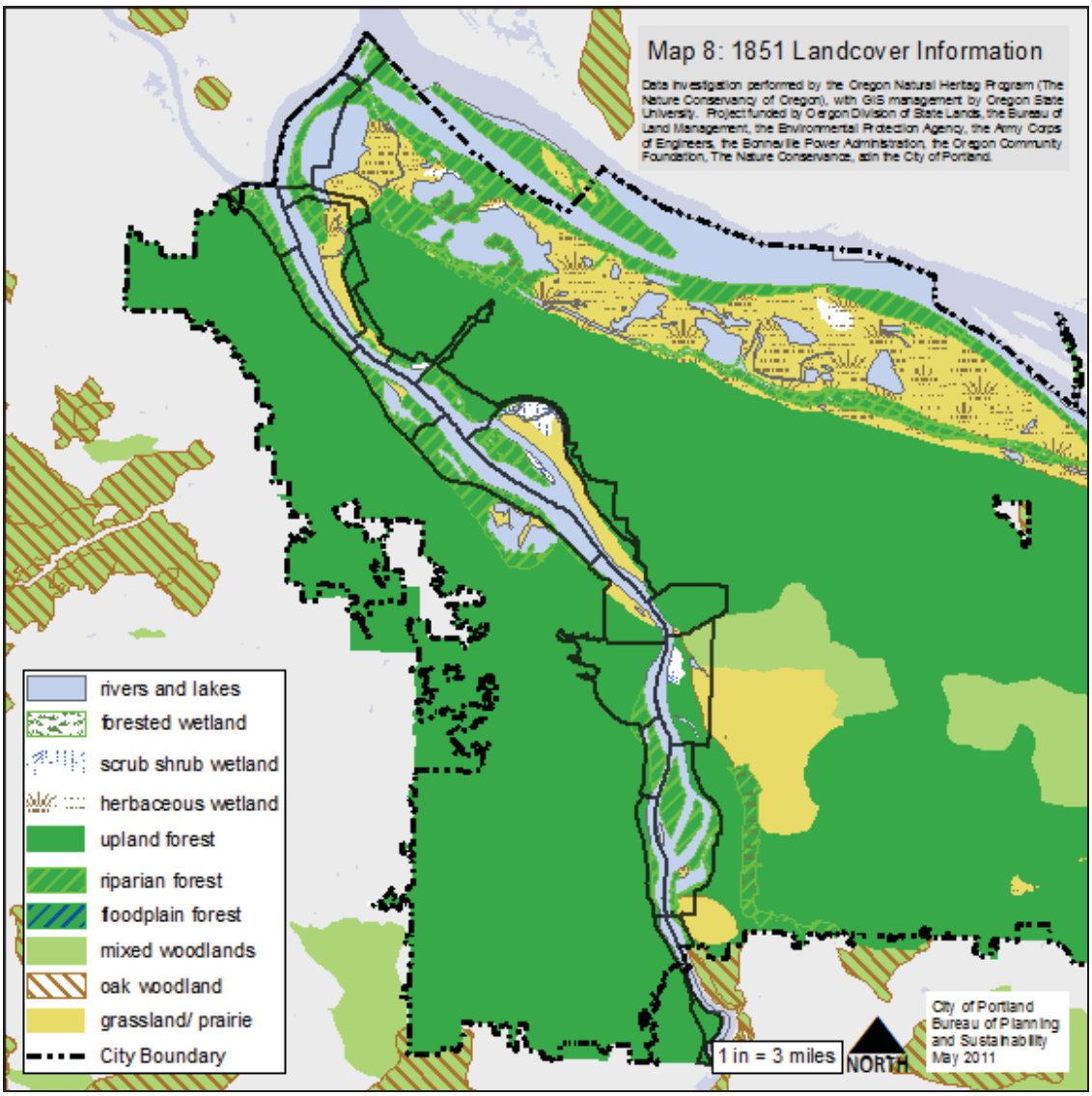
The entire Portland Willamette River inventory study area (North, Central and South reaches combined) includes 19 miles of the Lower Willamette River from Elk Rock Island northward through Portland to its confluence with the Columbia River. Of this, 17 miles are within city limits**.** Many of the smaller tributary streams originate in Forest Park and the West Hills, and are piped through the study area. Map 6 shows water-related features located in the River Plan study area and Map 7 shows vegetation features.



The Willamette River channel within Portland is generally wide, although in the southern portions of the city and urbanizing pockets of Multnomah County, the river is constrained by historic basalt flows. Historically, the Willamette River in the Portland area was comprised of an extensive, interconnected system of active channels, open slack waters, emergent wetlands, riparian forests, mid-channel islands and adjacent upland forests. Prior to European settlement of the Willamette Valley, the river was used primarily by Native Americans for travel, trade, fishing and gathering of plant materials. Permanent and seasonal villages existed on both sides of the river to facilitate these uses, and many of these traditional uses are carried on today by local Native Americans.



Vegetation in bottomland and wetland forests was dominated by black cottonwood, Oregon ash and willow, and associated native understory assemblages of shrubs, grasses and herbs. Denser, mixed-conifer forests of Douglas fir, big leaf maple, western red cedar, western hemlock, grand fir and red alder dominated the west hills and some parts of the east terrace. Foothill savannas of Oregon white oak, Pacific madrone, red alder and big leaf maple were found on the eastern side of the river.



Today, the Willamette River in Portland provides for many uses, including shipping; industrial and commercial enterprises; residential uses; subsistence, commercial, and recreational fishing; other types of recreation; and fish and wildlife habitat. The Lower Willamette River channel has been substantially altered in Portland. The river bottom is occasionally dredged to improve navigation and allow large barges and ships to access Portland terminals. The Willamette River federal navigation channel extends from the mouth of the Willamette River upstream 11.5 miles to the Broadway Bridge in Portland. The width of the channel varies between 600 and 1,900 feet and the maintained depth is 40 feet. The Portland District U.S. Army Corps of Engineers maintains this federal navigation channel. The channel was last dredged in 1997. Maintenance dredging has been suspended until legal and technical issues are resolved regarding dredging within the boundaries of the Portland Harbor Superfund site, as well as how dredging impacts critical habitat for many stocks of Federally-protected endangered aquatic species. Portions of the channel are now less than 40 feet deep, which can pose a hazard to large cargo ships navigating through the Harbor.

Eleven bridges cross the Willamette River in Portland. The Sellwood, Marquam, Ross Island, Hawthorne, Morrison, Steel, Broadway, Fremont and St. Johns bridges are designed to accommodate automobile and truck traffic. Just south of the St. Johns Bridge, a railroad bridge crosses the Willamette. Several of the

bridges provide habitat. For example, the St. Johns, Railroad, Fremont and Marquam bridges provide nesting opportunities for Peregrine falcons.

Substantial stretches of the river's banks have been hardened with riprap, seawalls and docks. Pilings, piers and other human-made structures extend out from the bank into the channel. Numerous structures related to marine cargo facilities are located along the river within the city. Shipping activities are common in the North Reach and a portion of the Central Reach of the Willamette River, with large vessels docking at berths between the Broadway Bridge at RM 11.5 and the mouth where it converges with the Columbia River.

In Portland, the Willamette River's historic floodplain and lowlands were located between the lower Tualatin Mountains/Southwest Hills on the west and the remnant oak bluffs above the Swan Island corridor on the east. Over the last 150 years, many floodplain areas, bottomland forests and wetlands were filled or drained, and developed. There are remnant corridors and pockets of riparian forest, wetlands and upland vegetation. Few large, connected and intact habitats remain in the flood plain in Portland, as multiple jurisdictions and private landowners manage it to meet various objectives. Below are maps from the Willamette River Atlas (City of Portland, 2001) that depict the historic (circa 1888) and current Willamette River.

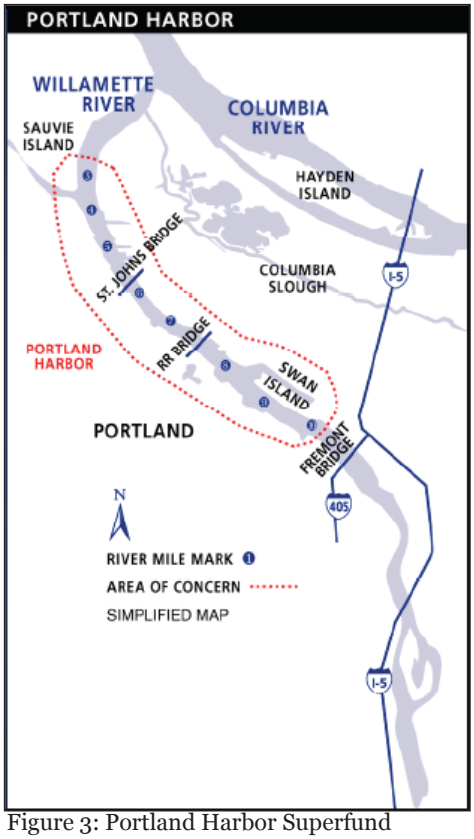


Figure 3: Portland Harbor Superfund

The Portland Harbor, which includes the Willamette River from roughly the Fremont Bridge downstream to river mile 2 near the tip of Sauvie Island, has been listed on the National Priorities List, or as a "Superfund" (Figure 2). Sediments in the river are contaminated with various toxic compounds, including metals, polycyclic aromatic hydrocarbons (PAHs), polychlorinated biphenyls (PCBs), chlorinated pesticides and dioxin. Levels of these pollutants in the river appear to be highest near contaminated upland sites adjacent to the river. One of the main ways in which people come in contact with these toxic compounds is by consuming fish caught in the Willamette. In June 2004, the Oregon Department of Human Services issued a fish advisory related to high PCB levels found in fish caught from the Willamette River in Portland Harbor. The advisory recommends that children and pregnant or nursing women should not consume fish from the Willamette. For more information about the Portland Harbor Superfund, see the Department of Environmental Quality's website: www.deq.state.or.us/lq/cu/nwr/PortlandHarbor/index.htm.

The City of Portland's combined sewer overflow reduction program, and Clean Water Act program implemented by the Oregon Department of Environmental Quality, have been credited with most of the water quality improvements in the Lower Willamette River. Further cleanup mandated through the EPA Superfund process is expected to improve conditions in the lower river in the near future.

Despite changes to the Willamette River's physical, chemical and biological habitats, there remain processes that continue to shape and maintain watershed functions. Within Portland, significant riparian and wildlife habitat resources still exist at Kelley Point Park, Harborton Wetlands, South Rivergate Corridor, Ross Island, the Oaks Bottom Wildlife Refuge, numerous smaller tributaries, wetlands, active flood plain and other vegetated areas along the Willamette corridor, and the Willamette River itself. These areas provide flood storage, water cooling and sediment filtering, and fish and wildlife habitat. These areas also provide important wildlife connectivity corridors along the river and to other significant resources within Portland and the region.

5. History of Resource Protection in the Central Reach

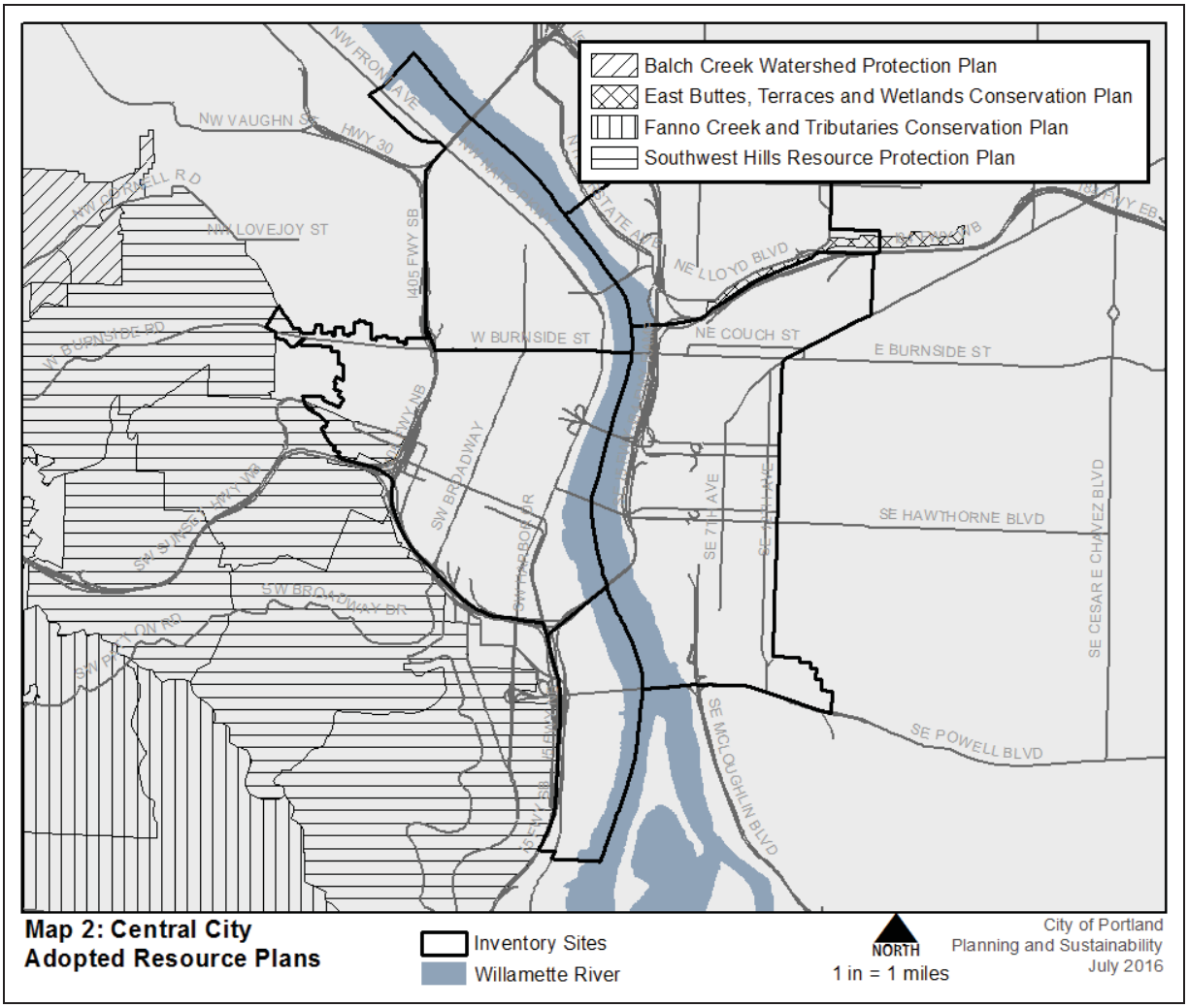
More than 30 years ago, the City began developing natural resource inventories to support natural resources planning and management decisions. The first Willamette River inventory was completed in 1975 for the Lower Willamette River Management Plan. The inventory provided generalized information about relative wildlife habitat values. It was the first of 10 inventories the City completed for different areas in Portland to meet state land-use planning goals.

The second Willamette River inventory was adopted by the City in 1986. It provided more detailed information about specific habitat sites along the river, including information about existing conditions and potential restoration options. A Wildlife Habitat Assessment (WHA) methodology was used to document and rank existing conditions and identify potential opportunities for habitat improvement. The inventory was divided into 24 segments or zones along the Willamette River in Portland. Each zone included anywhere from two to 14 habitat sites, depending on the complexity of the zone. Highly ranked habitat sites were identified as Rank I, with lesser value habitat sites identified as Rank II, III, IV or V.

Both the 1975 and the 1986 Willamette River inventories were developed for the City's Willamette Greenway program. The Greenway program was established primarily to meet requirements of the Oregon State Land Use Goal 15: Willamette River Greenway. The program includes policies, design guidelines, overlay zone maps and regulations to meet multiple objectives along the Willamette River.

Between 1991 and 2002, the City adopted several other natural resource inventories as part of a program to comply with Oregon State Land Use Goal 5. The following inventories address resources within, or adjacent to, the Central City Planning Area (Map 2):

- Balch Creek Watershed Protection Plan (1991)
- East Buttes, Terraces and Wetlands Conservation Plan (1993)
- Fanno Creek and Tributaries Conservation Plan (1993)
- Southwest Hills Resource Protection Plan (1992)



Resource values identified in the existing inventories were determined based on a number of factors, including quality, quantity, diversity, interspersion and uniqueness. These inventories informed required Economic, Social, Environmental and Energy (ESEE) Analyses and the application of environmental overlay zones (maps and regulations) to protect important resources in these areas.

This Central City inventory represents additional honing of a recently developed citywide natural resource inventory to focus on conditions in the Central City and Willamette River Central Reach. Portland's citywide inventory information refines Metro's inventory of regionally significant fish and wildlife habitat. Metro adopted the regional inventory in September 2005 as part of the Title 13, Nature in Neighborhoods program. The citywide inventory reflects more current and higher resolution data, as well as information from additional scientific literature.

The information presented in this report updates the existing inventories based on current natural resource data, recent field assessments and resource evaluations. The work is also consistent with, and advances the goals outlined in, the Portland Watershed Management Plan and the Framework for Integrated Watershed Management, both of which were adopted by the City Council in 2005. These documents establish key ecological principles, restoration priorities and recommended strategies to protect and restore watershed health. Portland's watershed goals and objectives are provided in Appendix A.

CHAPTER 2. REGULATORY CONTEXT

The purpose of this chapter is to summarize regulations, policies and goals that relate to natural resources protection and management within the Willamette River Central Reach and on adjacent lands.

The chapter is organized starting with the three programs that most directly relate to natural resource management in Portland: Oregon State Land Use Planning Program, Metro Urban Growth Management Functional Plan and City of Portland Comprehensive Plan. The recommendations made in Chapter 5, Results, and Chapter 6, Implementation Tools, must comply with all three programs.

Following those explanations are summaries of other local, state and federal regulations, policies and goals related to natural resources. This is not an exhaustive list but is intended to set the context for protection of natural resources in the Willamette River Central Reach.

1. State, Regional and Local Land Use Planning Programs

Cities and counties in Oregon are required to comply with the State Land Use Planning Program and those jurisdictions in the Metro region are also required to comply with the Urban Growth Management Functional Plan. These two bodies of regulations set the framework for planning for natural resources in Portland. Portland complies with both programs by maintaining a Comprehensive Plan. All three programs are described below.

A. State Land Use Planning Program

Comprehensive land use planning was mandated by the 1973 Oregon Legislature, primarily in response to population growth pressures on valuable farm and forest land. Since 1975, cities and counties in Oregon have been required to comply with Statewide Planning Goals. Today there are 19 goals that Oregon cities and counties must comply with through the adoption and maintenance of local comprehensive plans. Portland adopted its first comprehensive plan in 1981 to satisfy the requirements of the state planning program. Portland's Comprehensive Plan was updated in June 2016. See below for more about the Comprehensive Plan.

The Willamette River Central Reach is directly addressed in Goal 15: Willamette River Greenway. Other goals that also relate to natural resources are Goals 5, 6 and 7.

- **Goal 15: Willamette River Greenway** – Goal 15 sets forth procedures for protecting the diverse qualities of the 300 miles of land along the Willamette River. Multiple uses and functions are to be conserved, enhanced and maintained, including significant habitat and economic and recreational uses. This NRPP, once adopted, will maintain compliance with Goal 15.

- **Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces** – Goal 5 addresses many types of resources. It establishes a process in which resources are inventoried and evaluated for significance. If a resource or site is found to be significant, the local government must evaluate the consequences of three policy choices: protecting the resource, allowing proposed uses that conflict with the resource, or establishing a balance between protecting and allowing uses that conflict with the resource. The local government must then adopt a program based on the results of this evaluation. Goal 5 does not apply to the area within the Goal 15 Willamette Greenway Boundary. However, local jurisdictions may use tools and approaches provided by Goal 5 to inform natural resources management within the Willamette Greenway Boundary.

- **Goal 6: Air, Water and Land Resources Quality** – This goal requires local comprehensive plans and implementation measures to be consistent with state and federal regulations on

matters such as stream quality and groundwater pollution. Goal 6 provides guidelines for local jurisdictions, including buffering and separating those land uses which create impacts on air, water and other resources. Further, plans should consider the carrying capacity of the air, land and water resources within the planning area.

- **Goal 7: Areas Subject to Natural Hazards** – Goal 7 deals with development in places subject to natural hazards such as flooding, landslides or wildfire. It requires that jurisdictions apply "appropriate safeguards" (e.g., flood plain zoning) when planning for development.

The Willamette River Central Reach Natural Resources Protection Plan (NRPP) is part of Central City 2035 (CC2035). CC2035 is a comprehensive, multi-objective plan for the Central City and the Willamette River waterfront. CC2035 will update and replace the 1987 Willamette Greenway Plan for the Central Reach, zoning code and design guidelines, which currently serve as Portland's compliance with State Planning Goal 15: Willamette River Greenway. Once adopted and acknowledged, CC2035 will serve as compliance with Goal 15 for the Central Reach.

The intent of Goal 15 is to determine which lands are suitable or necessary for inclusion within the Willamette Greenway Boundary, and to develop the greenway management plan and acquisition program. Local jurisdictions must inventory the existing natural resources in the Willamette Greenway Boundary and consider uses that compete or conflict with natural resources when determining management and protection options.

Goal 15 requires that the following resources and land uses be inventoried:

- Fish and wildlife habitats
- Hydrological conditions
- Ecologically fragile areas
- Significant natural and scenic areas and vegetative cover
- Areas of annual flooding and flood plains
- All current public recreation sites, including public access points to the river and hunting and fishing areas
- Recreational needs as set forth in Goal 8
- Historical and archaeological sites
- All current aggregate excavation and processing sites, and all known extractable aggregate sources
- Land currently committed to industrial, commercial and residential uses
- The ownership of property, including riparian rights
- Other uses of land and water in or near the Greenway
- Acquisition areas, which includes identifying areas suitable for protection or preservation through public acquisition of lands or an interest in land

Goal 15 does not specify an approach for considering competing or conflicting uses. The Goal 5 Administrative Rule provides direction regarding a "conflicting use" analysis (also known as the Economic, Social, Environmental and Energy Analysis) to understand how development and other uses (e.g. clearing land) impact natural resources. While local jurisdictions do not need to comply with Goal 5 within the Willamette Greenway Boundary, this NRPP uses the conflicting use analysis approach of Goal 5 to understand the trade-offs associated with protecting natural resources.

Because the Goal 15 inventory requires identification and consideration of water and land resources and flood plains, this NRPP can also be used to maintain comply with portions of Goal 6 and 7.

B. Metro's Urban Growth Management Functional Plan and Titles 3 and 13

The 1973 Legislature granted expanded powers for the Columbia Region Association of Governments (now called Metro) to "coordinate regional planning in metropolitan areas" and to "establish a representative regional planning agency to prepare and administer a regional plan." During the 1990s,

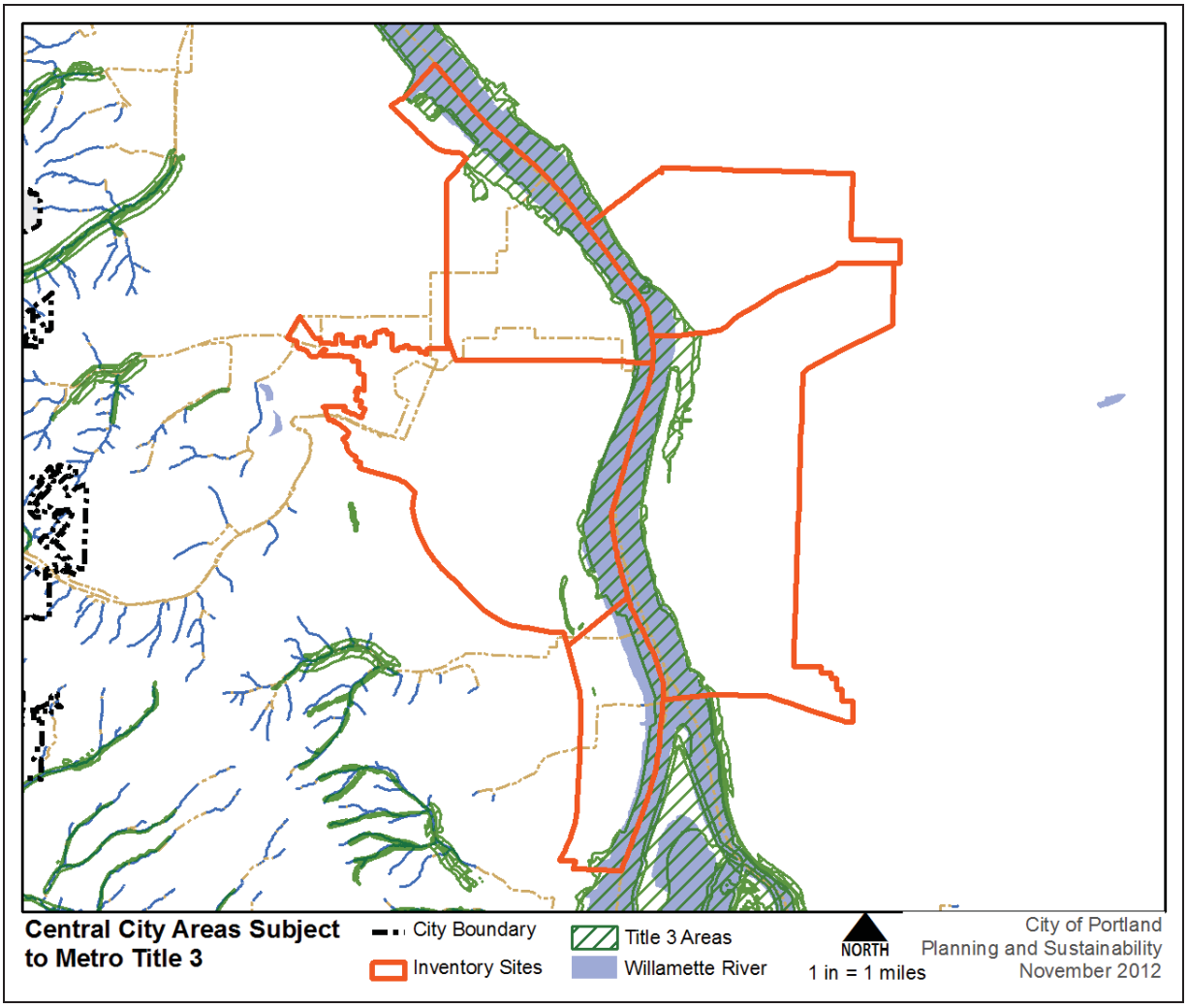
Metro worked with local jurisdictions to develop Regional Urban Growth Goals and Objectives (RUGGOs) and the Urban Growth Management Functional Plan.

The Urban Growth Management Functional Plan provides a regional approach to growth management by tailoring several key Statewide Planning Goals, described above, to meet regional population growth expectations. This approach recognizes the interrelationship between housing, employment, clean air and water, natural resource protection, and transportation networks across jurisdictional boundaries. Metro developed the plan with input from the 24 cities and three counties within the Urban Growth Boundary at that time. The Urban Growth Boundary is one tool used to protect farms and forests from urban sprawl and promote efficient use of lands within the boundary. Uses of land within an Urban Growth Boundary support and are supported by urban services such as roads, water and sewer systems.

The 1987 Willamette Greenway Plan, which serves as compliance with Statewide Planning Goals, has not been updated to address the Urban Growth Management Functional Plan. CC2035, along with this NRPP, will replace the Willamette Greenway Plan for the Central Reach and will serve as compliance with the Urban Growth Management Functional Plan.

Nine titles in the Urban Growth Management Functional Plan are derived from or relate to Statewide Planning Goals and the rest are procedural. Title 3 and Title 13 pertain most directly to natural resources.

Title 3 is derived from portions of Oregon Statewide Land Use Goals 6 and 7, and establishes regional requirements relating to water quality, erosion control and flood hazard management. In September 2002, the City of Portland completed the Title 3 Water Quality Compliance Report. The report explains how the City complies with Title 3 requirements through the existing Environmental Overlay Zoning program and newer regulations established by the Willamette River Title 3 Water Quality Compliance Project (adopted by the City Council in August 2002). Metro found the City in substantial compliance with Title 3 in December 2002.



Title 13, adopted by the Metro Council in September 2005, establishes the Nature in Neighborhoods program. The purpose of the program is to protect, conserve, and restore important riparian corridors and wildlife habitat areas in the region. Title 13 also serves as a supplement to Title 3 requirements relating to water quality, flood hazard and erosion control. Title 13 establishes provisions intended to prevent impacts or ensure mitigation of unavoidable impacts on identified Habitat Conservation Areas within the region.

In January 2007, the Oregon Department of Land Conservation and Development acknowledged the new Title 13 program, finding it in compliance with Goals 5 and 6. This acknowledgement established new Goal 5 and 6 requirements for cities and counties in the Metro area. Metro did include the Willamette River and areas in the Willamette Greenway Boundary within the Title 13 program.

In October 2012, the Portland City Council adopted the citywide Natural Resources Inventory methodology and maps as part of the factual basis to inform the City's Comprehensive Plan update. In November 2012, the City Council approved the City's *Request for Metro Determination of Substantial Compliance with Title 13* for submittal to Metro. In December 2012, Metro staff determined that the City is in substantial compliance with Title 13 and the Metro Council accepted this determination in February 2013. The City and Metro entered into a voluntary Intergovernmental Agreement (IGA) that states the City's intent to complete a number of planning projects that will involve the development of area-specific inventory updates and evaluation of environmental program refinements based on the

inventory findings and other new information. The Willamette River Central Reach is referenced in the IGA.

C. City of Portland Comprehensive Plan

All cities and counties in Oregon are required to have a Comprehensive Plan. The Comprehensive Plan addresses future development and land use in Portland. Portland adopted its first Comprehensive Plan in 1981 and recently updated it in 2016. The Comprehensive Plan includes goals and policies that guide Portland as it grows and evolves. The Central City 2035 Plan (CC2035), of which this NRPP is a part, is an amendment to the Comprehensive Plan.

Natural resources associated with the Willamette River Central Reach are addressed in multiple sections of the Comprehensive Plan. This NRPP and implementing tools in Central City 2035 must comply, on balance, with these goals and policies. There are multiple goals and policies in all sections of the Comprehensive Plan that address natural resources including designing with nature, integrating green infrastructure, protecting and enhancing habitat corridors and providing access to nature.

The Comprehensive Plan directs the City to "Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land."

The specific environmental and watershed health are addressed by goals 7.A through 7.E and policies contained under those goals. The policies address environmental quality and quantity, ecosystem services, climate change, natural hazards, and habitat diversity and connectivity. The policies also direct the city to maintain inventories of natural resources and develop plans to protect and mitigate for unavoidable impacts to significant resources. Willamette River specific policies are summarized below:

Policy 7.33: Fish habitat. Provide adequate intervals of ecologically-functional shallow water habitat for native fish along the entire length of the Willamette River within the city, and at the confluences of its tributaries.

Policy 7.34: Stream connectivity. Improve stream connectivity between the Willamette River and its tributaries.

Policy 7.35: River bank conditions. Preserve existing river bank habitat and encourage the rehabilitation of river bank sections that have been significantly altered due to development with more fish and wildlife friendly riverbank conditions.

Policy 7.37: Contaminated sites. Promote and support programs that facilitate the cleanup, reuse and restoration of the Portland Harbor Superfund site and other contaminated upland sites.

Policy 7.38: Sensitive habitat. Protect and enhance grasslands, beaches, floodplains, wetlands, remnant native oak, bottomland hardwood forest, and other key habitat for native wildlife including shorebirds, waterfowl and species that migrate along the Pacific Flyway and Willamette River corridor.

Policy 7.39: Riparian corridors. Increase the width and quality of vegetated riparian buffers along the Willamette River.

Policy 7.40: Connected upland and river habitats. Enhance habitat quality and connectivity between the Willamette riverfront, the Willamette's floodplain and upland natural resource areas.

Policy 7.41: River-dependent and river-related uses. Develop and maintain plans and regulations that recognize the needs of river-dependent and river-related uses, while also supporting ecologically-sensitive site design and practices.

2. Local Environmental Regulations, Policies, Goals and Procedures

In addition to the City of Portland Comprehensive Plan, there are other local regulations, policies and goals that relate to natural resource management.

A. City of Portland Title 11: Trees

The Title 11 tree code went into effect in January 2015. The rules apply to trees that are not addressed through the environmental overlay zone regulations found in Title 33 of the zoning code. The tree rules encourage preservation of large healthy trees and replacement of trees that are removed, and ensure that trees are routinely planted as new development takes place.

http://www.portlandonline.com/bps/index.cfm?a=350786&c=54923

B. City of Portland Streamlining Agreement

The City of Portland has a signed agreement with federal agencies that agrees to a shared and cooperative streamlining process for federal ESA consultations. This streamlining agreement process was extended to state and local agencies in 2006 to ensure better coordination and communication between all permitting and consulting agencies.

A Streamlining Team consisting of all participating federal, state and local agencies was created along with standard operating protocols with the purpose of sharing information needed by the agencies for their review and approval of the proposed activity. In addition to assisting City project teams, the procedures are designed to improve coordination and communication among the agencies. Through this approach, the hoped for outcomes are consistent decisions between the agencies and that agency decisions will occur within the same time period whenever possible.

The streamlining agreement was originally designed to facilitate the permitting of city sponsored projects. The process can be extended to private and other public entities whenever it is determined that the City has a strong interest or connection with a proposed development.

Projects that participate in the streamlining process must present a purpose and need statement and a range of alternatives to meet the project's goals, including looking at the practicable alternative with the least impacts to natural resources. If the selected option has unavoidable impacts to natural resources, mitigation requirements can also be identified early in the process.

C. City of Portland Stormwater Management Manual

The Stormwater Management Manual (SWMM) is a technical document originally adopted in 1999 that outlines the City's stormwater management requirements to comply with the National Pollution Discharge Elimination System (NPDES) permit and Safe Drinking Water Act. The SWMM was recently updated in 2010. The requirements defined in the manual apply to all development and redevelopment projects within the City of Portland on both private and public property. The SWMM applies to the following:

- Properties that propose new offsite discharges or new connections to the public system; or
- Projects that develop or redevelop over 500 square feet of impervious area.

The City's approach to stormwater management emphasizes the use of vegetated surface facilities to treat and infiltrate stormwater on the property where the stormwater is created. This approach provides a number of benefits related to protecting stormwater infrastructure and improving watershed health, including pollutant reduction, volume and peak flow reduction, and groundwater recharge. If an entity cannot meet the requirement for managing stormwater onsite to the maximum extent feasible, the City

may allow the entity to either construct an offsite facility or compensate the City for the future development of offsite facilities through payment of a fee. In this case, a filing of "special circumstances" must be done by the applicant, which will be reviewed and approved by the City before an alternative approach would be allowed.

http://www.portlandonline.com/bes/index.cfm?c=47954

D. Portland Watershed Management Plan

The Portland Watershed Management Plan, adopted by City Council in 2005, describes the approach that will be used to evaluate conditions in the City's urban watersheds and implement projects to protect and improve watershed health. The approach is used by the Bureau of Environmental Services, other City bureaus, agencies, and citizens' groups that all share a common goal to protect Portland's natural resources, restore critical ecosystems, and implement stormwater management solutions that integrate the urban area with the natural environment. Its overarching theme is to improve watershed health through new watershed friendly (more sustainable) development and redevelopment, installation of new stormwater infrastructure, maintenance and retrofitting of existing infrastructure in new ways that will improve watershed health, and extensive restoration and rehabilitation of key habitats.

The Watershed Management Plan presents an integrated City response to local, state, and federal environmental requirements, providing the flexibility to respond to regulatory requirements in a manner that addresses the root causes of problems rather than the more traditional mandate-by-mandate approach that only addresses the symptoms. The Watershed Management Plan includes a description of a management system that is used to track City progress toward well-defined watershed health goals, and to help the City adapt their strategies as needed to maximize effectiveness. An annual report is developed that tracks the progress toward achievement of the watershed health goals.

http://www.portlandonline.com/bes/index.cfm?c=38965

E. Urban Forestry Management Plan

The Urban Forestry Management Plan (UFMP, last updated in 2004) provides direction for the maintenance and improvement of Portland's urban forest and makes recommendations to enhance and improve the urban forest now and for the future. Its three main goals are:

- Protect, preserve, restore and expand Portland's urban forest;
- Develop and maintain support for the urban forest; and
- Manage the urban forest to maximize benefits for all residents.

Specifically, it responds to recent environmental mandates, clarifies resource management and authority, better coordinates the roles of different agencies and bureaus, and provides canopy targets. It divides Portland's urban forest into five basic categories called Urban Land Environments (ULEs). Each ULE has particular physical characteristics and issues, provides various benefits and serves different needs. Each ULE is managed by different bureaus, agencies or individuals to achieve different results. The UFMP provides a description of each ULE, management goals, information about property owners/managers, and an analysis of the strengths, weaknesses, opportunities, threats and issues for the ULE. This is followed by specific objectives, recommended actions, and performance measures for assessing progress. An implementing document for the UFMP, the Urban Forest Action Plan, was developed by an interbureau committee and accepted by City Council in 2007 to ensure attainment of the goals and recommendations of the UFMP. The Action Plan describes the full array of benefits and services that trees provide across the urban landscape. The prioritized actions are those that can be done by City of Portland bureaus; achieving all of the UFMP's goals will require participation from private organizations, individuals, and other public agencies.

http://www.portlandonline.com/parks/index.cfm?a=226238&c=38294

F. Terrestrial Ecology Enhancement Strategy (TEES)

The purpose of the TEES is to have a common body of information and agreed-upon priorities for conservation and restoration of terrestrial plant and animal species and habitats in Portland, within a regional and state context. The TEES is designed to help achieve the watershed health goals and objectives in the Portland Watershed Management Plan (PWMP).

The information assembled during the development of the TEES (updated June 2011) is available to BES watershed teams to supplement existing watershed characterizations, inform the selection and prioritization of actions, add value to projects and other actions, determine monitoring priorities, and support and inform the Grey to Green (G2G) project. The TEES work also supports and informs an array of other City programs, plans, activities, projects, and decision-making processes, including the Portland Plan update, environmental regulatory improvement, parks and natural area management, and local bond share land acquisition.

In addition, the TEES supports efforts of Metro (e.g., Nature in Neighborhoods, Intertwine and the Regional Conservation Strategy), the U.S. Fish and Wildlife Service, the Oregon Department of Fish and Wildlife (e.g., the Oregon Conservation Strategy), the Oregon Watershed Enhancement Board, and the Northwest Power and Conservation Council's sub-basin planning.

The main elements of the TEES include:

- Identification of plant and animal species and terrestrial habitats needing protection, conservation, and/or restoration (Special Status Species and Habitats)
- Identification of key management issues (e.g., invasive species)
- Articulation of watershed-specific objectives for terrestrial habitats and biological communities
- Identification and implementation of priorities and actions for the next 2 to 5 years, as well as identification of long-term actions
- Guidance to City bureaus and citizens for improving habitat and addressing plant and wildlife management issues
- Selection of species and habitats to be monitored over time to determine the health of biological communities in Portland's urban watersheds

http://www.portlandonline.com/bes/fish/index.cfm?c=51052

3. State Environmental Regulations, Policies and Goals

In addition to the State Land Use Planning Program, there are other regulations, policies and goals that relate to natural resource management.

A. Oregon Department of State Lands Removal-Fill Permit

In Oregon, a state permit issued by the Department of State Lands (DSL) is required if activities involve filling or removing more than 50 cubic yards of material in waters of the state. In areas determined to be Essential Salmonid Habitat or a State Scenic Waterway a permit is required for any amount of fill or removal. DSL regulates all wetlands, including isolated or ephemeral wetlands.

Currently, DSL and the U.S. Army Corps of Engineers (USACE) use a joint permit application form, so that in many cases applicants need to prepare only one application to obtain both permits. However, all projects require separate authorizations (or permits) from DSL and the USACE, and each agency may request information in addition to the application.

The analysis for the permit must include a purpose and need statement and each alternative must meet the purpose and need. If the alternative chosen includes unavoidable impacts to natural resources, then the analysis includes an evaluation of how impacts can be minimized and if compensatory mitigation is necessary. Compensatory mitigation means activities conducted to restore, create or enhance wetland and

waterway impacts (tidal and non-tidal) to compensate for the adverse effects of the project. The ecological functions (biotic and abiotic) that are impacted by the project must be replaced. In addition to determining which ecological functions should be replaced, DSL uses ratios for spatial considerations; ratios are specific to the restoration, creation, or enhancement types of compensatory mitigation.
DSL prefers mitigation within the same watershed; payment in lieu of mitigation or acquiring mitigation credits from a DSL approved mitigation bank may also be possible.

http://www.oregon.gov/DSL/PERMITS/r-fintro.shtml

B. National Pollutant Discharge Elimination System (NPDES)

As authorized by the Clean Water Act, the National Pollutant Discharge Elimination System (NPDES) permit program controls water pollution by regulating point sources that discharge pollutants into waters of the United States. Point sources are discrete conveyances such as pipes or man-made ditches. Industrial, municipal, and other facilities must obtain permits if their discharges go directly to surface waters. In Oregon, the NPDES permit program is administered by Oregon Department of Environmental Quality (DEQ).

The NPDES 1200-C, 1200-CN and 1200-CA general permits apply to construction activities including clearing, grading, excavation, materials or equipment staging and stockpiling that will disturb one or more acres of land. These permits also apply to construction activities that will disturb less than one acre that are part of a common plan of development or sale, if the larger common plan of development or sale will ultimately disturb one acre or more. In addition, DEQ may require registration for any other construction activity based on the potential for contribution to an excursion of a water quality standard or potential for significant contribution of pollutants to waters of the state.

DEQ issues stormwater discharge permits to industries that discharge stormwater into rivers, lakes and streams from pipes, outfalls or other point sources at a site. Based on federal regulations, NPDES permit coverage is required for industrial facilities that discharge stormwater from their industrial areas to surface waters of the state, or to storm drains that discharge to surface waters. Examples of industrial activities that require a permit include manufacturing, transportation, mining, and steam electric power industries, as well as scrap yards, landfills, certain sewage treatment plants, and hazardous waste management facilities.

A municipal separate storm sewer system (MS4) is a conveyance or system of conveyances (e.g., roads with drainage systems, municipal streets, catch basins, curbs, gutters, manmade channels or storm drains) owned or operated by a governmental entity that discharges to waters of the state. Sources that need to obtain an MS4 permit are classified as either "Phase I" or "Phase II." Phase I MS4s are those with populations greater than 100,000, while regulated Phase II (or "small") MS4s serve populations less than 100,000 located within Census Bureau-defined Urbanized Areas.

http://www.deq.state.or.us/wq/stormwater/stormwater.htm

C. Oregon Waterway Authorization Program

The Oregon Department of State Lands (DSL) is responsible for establishing rules controlling public use of submerged and submersible land underlying state-owned waterways. State-owned waterways are navigable waterways below ordinary high water. Many uses of and structures occupying state-owned waterways require DSL's written approval. Types of uses that require authorization include but are not limited to:

1. Waterway Lease for commercial and non-commercial marina/moorages, industrial, non-marine uses, floating homes, and large (more than 2,500 square feet) non-commercial docks, and boathouses.
2. Waterway Structure Registration for non-commercial docks, and boathouses under 2,500 square feet.

3. Waterway Registration of a structure that is actively and exclusively used to accommodate ships, boats, or vessels engaged exclusively in the receipt and discharge of goods or merchandise, or in the performance of active government functions on the waterway.
4. Public Facility License for public agency owned, operated, and maintained docks/floats, boat ramps, boat landings, floating restrooms, navigational aids, and viewing structures with no, or a nominal, fee.

http://oregonstatelands.us/DSL/NAV/index.shtml

D. Oregon Department of Fish and Wildlife – Fish Passage

In Oregon, providing fish passage over man-made dams and diversions has been required since before statehood in 1859. Fish passage statutes have evolved over the past 150 years. In 2001, House Bill 3002 (HB 3002), which addresses fish passage at artificial obstructions, was signed into law.

As a state policy, upstream and downstream passage is required at all artificial obstructions in Oregon waters where migratory native fish are currently or have historically been present, except under certain clearly defined circumstances. Overwater structures, such as a dock or pier, would be evaluated under this rule.

HB 3002 requires the Oregon Department of Fish and Wildlife (ODFW) to complete and maintain a statewide inventory of artificial obstructions, which will be used to prioritize artificial barriers. The primary method for implementing this policy should be through active collaboration and cooperation between the ODFW and owners or operators of artificial obstructions. HB 3002 provides the Fish and Wildlife Commission with emergency authority to require installation of fish passage at the owner/operator's expense if a population of native migratory fish is adversely impacted.

The ODFW will review fish passage in consultation to the DSL permit. ODFW also establishes the in-water work windows.

http://www.dfw.state.or.us/fish/passage/

E. The Oregon Conservation Strategy

The Oregon Conservation Strategy (the Strategy) is a non-regulatory, statewide approach to species and habitat conservation. The Strategy provides a framework for limited conservation resources, to leverage investments in a more efficient and effective manner. The Strategy was developed by the Oregon Department of Fish and Wildlife (ODFW) in conjunction with a broad base of stakeholders, including, federal, state, and local agency personnel, biologists, citizens, and elected officials. A primary goal of the Strategy is to help recover currently listed species and prevent additional species listings. The approach taken by ODFW in the Strategy is to identify “Strategy Species” which include those most in need of conservation, and “Strategy Habitats” which benefit a broad suite of species and map Conservation Opportunity Areas (COAs) for those habitat areas where conservation activities would have the greatest benefit.

Actions recommended in the Strategy include protect and maintain priority habitats where they remain, restore and expand to improve conditions and value to fish and wildlife, protect and restore river floodplain interactions, and control invasive species.

http://www.dfw.state.or.us/conservationstrategy/

4. Federal Environmental Regulations, Policies and Goals

There are a number of federal regulations, policies and goals that relate to natural resource management.

A. Clean Water Act (CWA) Section 404 Permit

CWA Section 404 establishes a program to regulate the discharge of dredged and fill material into waters of the United States, including wetlands. Responsibility for administering and enforcing Section 404 is shared by the US Army Corps of Engineers (USACE) and Environmental Protection Agency (EPA).

Permit review and issuance follow a sequential process that encourages avoidance of impacts first, followed by minimizing impacts and, finally, requiring mitigation for unavoidable impacts to the aquatic environment. This sequence is described in CWA Section 404(b)(1). Only after avoidance and minimization criteria are satisfied can the USACE consider compensatory mitigation. The USACE or EPA has the right to require the developer to mitigate any unavoidable impacts on waters of the United States as a condition of an individual 404 permit. The developer can be required to enhance, restore, or create wetlands or aquatic habitat on or near the development site. In establishing mitigation requirements, the USACE must strive to achieve a goal of no overall net loss of functional values and functions, meaning a minimum of one-for-one functional replacement with an adequate margin of safety to reflect scientific uncertainty. Mitigation banking, using a mitigation bank that has been approved by EPA and the USACE for this purpose, is encouraged.

Common activities that take place in waters of the US and require a federal permit include:

- Excavation or dredging in waters of the US
- Channel changes, realignments or relocations;
- Construction of a dock, pier, wharf, seawall, boat ramp, intake or outfall structure;
- Placement of fill, riprap or similar material;
- Placing fill to construct levees, roadways and bridges; and
- Bank or shore stabilization projects including jetties and revetments.

A federal permit is required regardless of the amount of area affected by the activity and amount of fill used. Under the CWA, the EPA and USACE follow the mitigation framework set out in the Section 404(b)(1) guidelines to evaluate applications for Section 404 dredge and fill permits.

The issuance of this permit is a federal action that triggers consultation with National Marine Fisheries Services (NMFS) under the Endangered Species Act, tribal governments, US Fish and Wildlife Services (USFWS) and historic preservation delegated to the State Historic Preservation Office (SHPO). (See also Oregon Department of State Lands Removal-Fill Permit).

http://water.epa.gov/lawsregs/guidance/wetlands/sec404.cfm

B. National Environmental Policy Act (NEPA)

In enacting NEPA, Congress recognized that nearly all federal activities affect the environment in some way and mandated that before federal agencies make decisions, they must consider the effects of their actions on the quality of the human environment. Under NEPA, the Council on Environmental Quality (CEQ) was established to work with agencies to balance environmental, economic, and social objectives in pursuit of NEPA's goal of "productive harmony" between humans and the human environment (42 U.S.C. §4331(a)). NEPA assigns CEQ the task of ensuring that federal agencies meet their obligations under the Act. CEQ NEPA regulations require an analysis of environmental impacts and, if necessary, identification of mitigation alternatives.

CEQs regulations (40 C.F.R. Parts 1500-1508) set the standard for NEPA compliance. They also require agencies to create their own NEPA implementing procedures. These procedures must meet the CEQ standard while reflecting each agency's mandate and mission. The NEPA analysis bears similarities with other federal agencies' review requirements and can be used to inform review under the Endangered Species Act and National Historic Preservation Act, Executive Orders on Environmental Justice, and other Federal, State, tribal, and local laws and regulations.

The NEPA process begins when a federal agency proposes to take an action, which may include rule making, regulations, plans, funding or specific projects (40 C.F.R. § 1508.18). For example, Department of Transportation funding for a bridge or rail improvement is an action that would trigger the NEPA process. The NEPA process is initiated when an action or project is at 10% design. A concept plan, which may not be the preferred design by which permits are acquired, is not considered a 10% design and the NEPA process would not start.

Under NEPA, the agency determines whether the action is a Categorical Exclusion (CE) or if additional analysis is necessary. To perform an analysis, the applicant must identify the purpose and need of the action and alternatives that meet the purpose and need. Through an Environmental Assessment (EA) or Environmental Impact Statement (EIS), the applicant identifies measures that will be taken to mitigate (avoid, minimize or compensate for) environmental impacts.

The EIS process includes a statement of purpose/need, identification of alternative solutions (including no action), and impacts of the preferred alternative. The Draft EIS is published for public review and comment for a minimum of 45 days. The agency must consider all substantive comments, conduct further analysis if necessary, and prepare a Final EIS, which is available for public review for 30 days. This review period must be completed before the agency makes a decision on the proposed action. The EIS process ends with the completion of a Record of Decision (ROD). The ROD explains the agency's decision, describes the alternatives the agency considered (including the environmentally preferred alternative), and discusses plans for mitigating potential environmental effects and monitoring those commitments.

http://www.epa.gov/compliance/nepa/index.html

C. Endangered Species Act

NOAA National Marine Fisheries Service (NMFS) and the U.S. Fish and Wildlife Service (USFWS) use the Federal Endangered Species Act (ESA) to protect species including many listed species found in the Willamette River. NMFS is responsible for protecting salmon and other ocean-migrating fish, as well as marine animals. USFWS is responsible for protecting wildlife, bird species and inland (primarily freshwater) fish such as bull trout and coastal cutthroat trout. Currently, 17 salmon species and trout are federally listed and present in the Central Reach.

Under Section 7 of the ESA, federal agencies must use their authorities to protect listed species and habitats that are critical to their survival. Section 7 also requires federal agencies to ensure that their actions, including any actions they authorize, fund or carry out, do not jeopardize listed species or destroy or adversely modify their critical habitat.

NMFS and USFWS designate "critical habitat" for species that are listed under the ESA. "Critical habitat" is the "specific areas within the geographical area occupied by the species at the time it is listed in accordance with the provisions of section 4 of this Act, on which are found those physical or biological considerations or protection." NMFS has designated critical habitat for most of their species that are listed under the ESA that may be found in the Central Reach. For several species, critical habitat extends 300' from the top of bank, for others to top of bank.

Section 7 requires all federal agencies, including the US Army Corps of Engineers (USACE), to assess whether federally listed threatened or endangered species and/or critical habitat may be affected by a project under their jurisdiction. The USACE requires the applicant to prepare a Biological Assessment to evaluate if such an effect is possible and, if it is, the applicant is required to consult with USFWS and/or NMFS before approving a permit that might affect species in these ways. This process is called "consultation." This serves as consultation for the Magnuson-Stevens Act on Essential Fish Habitat (see E below).

If no impacts on federally listed threatened or endangered species and/or critical habitat are found to be associated with the proposed project, the USACE will be able to issue a permit without consultation.

If there will be adverse effects to listed species or critical habitat, consultation with NMFS is required. NMFS evaluates the project as proposed for its impacts to ESA listed species. If NMFS determines that the project will not result in jeopardy to the species it will issue an "Incidental Take Statement" that includes reasonable and prudent measures with terms and conditions to minimize incidental take. If NMFS finds that the project will result in jeopardy to the species it will provide a "reasonable and prudent alternative" that would not result in jeopardy.

If the project design and implementation plan are deemed adequate, the USACE issues a permit to the applicant. The permit may include conditions to avoid, minimize, and compensate for expected impacts of the project. Conditions are designed to protect water quality, fish and wildlife and their habitats, and adjacent properties.

Section 9 of the ESA states that no one may "take" an animal that is listed as endangered. "Take" includes the harassment, harm, pursuit, hunting, shooting, wounding, killing, trapping, capture, or collection of any threatened or endangered species. "Harm" may include habitat modification that results in the death or injury of a listed species. This is referred to as a "take prohibition." For species listed as threatened, Section 4(d) of the ESA requires NMFS to issue rules that citizens, organizations and governments must follow in order to protect the species (referred to as the "4(d) rules"). The rules may include any or all of the general take prohibitions that apply to endangered species. By regulation, NMFS applies take prohibitions to all threatened species (except plants) at the time of listing or later. The ESA provides some exceptions to general take prohibitions and 4(d) rules, and under section 10 landowners can obtain permits for work that incidentally affects listed species (Incidental Take Permit). These permits can only be issued for:

- Scientific work;
- Projects designed to enhance the survival of the species; or
- Activities that may only incrementally take or harm species during the course of the work.

Incidental Take Permits require development of a Habitat Conservation Plan (HCP) that specifies how impacts to a listed species and its habitat will be minimized. In issuing Incidental Take Permits, USFWS and NMFS must comply with NEPA as well as state and local environmental laws. For these reasons, HCPs also require an Environmental Assessment or Environmental Impact Statement for the proposed activity.

http://www.mrsc.org/Subjects/Environment/esa/esa-bioass.aspx
http://www.nmfs.noaa.gov/pr/laws/esa/

D. Federal Emergency Management Agency Flood Plain Management

The Federal Emergency Management Agency (FEMA) manages the National Flood Insurance Program (NFIP) which includes floodplain mapping and mandates for floodplain development regulations meeting established criteria to qualify for federally-subsidized flood insurance. The NFIP floodplain management regulations (44 CFR 60) are implemented through local jurisdictions. The City of Portland's local floodplain ordinance is found in Portland City Code 24.50. FEMA identifies the Nation's floodplains and publishes Flood Insurance Rate Maps (FIRMs), which depict the floodplain data. FEMA maps the area that has a 1% chance of being flooded in any given year. This establishes the 100-year floodplain, which is the standard used by the NFIP and most federal and state agencies for floodplain management and to determine the need for flood insurance. FEMA most recently updated the FIRMs for the Willamette River in 2009.

The principal regulatory requirements for development in the 100-year floodplain include, but are not limited to, the following:

- Development within the Floodway is prohibited unless hydraulic engineering analysis demonstrates the development will result in no increase in 100-year flood elevations.
- Occupied or inhabited structures must be built at least one foot above the 100-year flood elevation. This is often achieved by placing fill within the 100-year floodplain to raise the ground elevation and allow development in that area. Other site improvements, such as parking or exterior storage, may be below the base flood elevation.

- Fill material placed below the 100-year flood elevation must be balanced with an equal or greater volume of excavation below the 100-year flood elevation such that the flood storage capacity of the floodplain in maintained; this is often referred to as flood storage compensation or "balanced cut and fill." (See also Metro Title 3.)

NMFS recently released a biological opinion about the impacts of NFIP on listed species in the Willamette River. FEMA will provide direction to local jurisdictions regarding the implementation of the reasonable and prudent alternatives identified in the biological opinion to avoid harm to listed species. FEMA's implementation of the biological opinion will likely require updates to local floodplain regulations. As a part of this effort, FEMA will update the FIRM of all streams containing listed species.

http://www.fema.gov/plan/prevent/floodplain/nfipkeywords/permit.shtm

E. Rivers and Harbors Act of 1899

The Rivers and Harbors Act addresses projects and activities in navigable waters and harbor and river improvements. The USACE administers Section 9 and Section 10 of the Rivers and Harbors Act.

Section 9 of the Rivers and Harbors Act (33 U.S.C. 401) prohibits the construction of any dam or dike across any navigable water of the United States in the absence of Congressional consent and approval of the plans by the Chief of Engineers and the Secretary of the USACE. Section 9 also pertains to bridges and causeways; however, the authority of the USACE is transferred to the Secretary of Transportation under the Department of Transportation Act.

Section 10 of the Rivers and Harbors Act of 1899 (33 U.S.C. 403) prohibits the unauthorized obstruction or alteration of any navigable water of the United States. This section provides that the construction of any structure in or over any navigable water of the United States, or the accomplishment of any other work affecting the course, location, condition, or physical capacity of such waters, is unlawful unless the work has been recommended and authorized by USACE. This work includes excavation or fill, which could contain contaminated sediments. (See also NPDES permits.)

http://el.erdc.usace.army.mil/emrrp/emris/emrishelp5/rivers_and_harbors_acts_legal_matters.htm

F. Marine Mammal Protection Act, 1972

The Marine Mammal Protection Act (MMPA) is intended to conserve marine mammals. All marine mammals are protected under the MMPA. The MMPA prohibits, with certain exceptions, the "take" of marine mammals in U.S. waters and by U.S. citizens on the high seas, and the importation of marine mammals and marine mammal products into the U.S.

The implementation of the MMPA is divided between two federal departments. The Department of Commerce, which NMFS is part of, is charged with protection of cetaceans and pinnipeds other than walrus. The Department of the Interior, USFWS, is responsible for all other marine mammals, including sea otter, walrus, polar bear, dugong and manatee.

http://www.nmfs.noaa.gov/pr/laws/mmpa/

G. The Migratory Bird Treaty Act and the Urban Conservation Treaty for Migratory Birds Program

The Migratory Bird Treaty Act (MBTA), passed in 1918, established the United States' commitment to implement four bilateral treaties, or conventions, for the protection of a shared migratory bird resource. The MBTA protects over 800 species of birds. Over 200 migratory bird species migrate through Portland every year, and Portland provides critical resting, feeding and nesting habitat for numerous types of migratory and resident birds.

The MBTA uses very broad language to prohibit at any time or in any manner the pursuit, hunting, taking, capturing or killing of any migratory bird. It does not have an incidental take permit or its equivalent. The unauthorized killing of any of approximately 800 identified migratory birds constitutes a violation of the MBTA. The MBTA has no specific mitigation requirements. It is enforced by USFWS, although its enforcement is viewed as somewhat selective because of MBTA's expansive scope. The MTBA's applicability to habitat modification and destruction is unclear; the definition of "take" in the MBTA does not include "harm" or "harass," unlike the ESA. Due diligence with MTBA requirements is typically done by providing baseline studies and preconstruction surveys that document site characteristics and development of a protection plan for species known to be present.

Portland joined four other U.S. cities in 2003 in establishing a local commitment to help migratory birds and enhance their habitats within urban environments by participating in the Urban Conservation Treaty for Migratory Birds program. USFWS selected Portland as a pilot project city due to its location along the Pacific Flyway. The program was designed by USFWS in 1999 to help municipal governments conserve migratory birds that nest or fly through their cities. The Treaty sponsors public education and outreach projects to help increase public understanding of the importance of migratory bird conservation. It also helps finance the creation and restoration of city parks and greenways. Portland has developed guidelines for protecting migratory birds during construction activities.

http://www.fws.gov/pacific/migratorybirds/mbta.htm
http://www.portlandonline.com/bes/index.cfm?c=51502&

CHAPTER 4. ANALYSIS OF PROTECTION OPTIONS AND GENERAL RECOMMENDATIONS

The purpose of this analysis is to evaluate the trade-offs associated with different choices for protecting and managing natural resources in the Willamette River Central Reach Natural Resources Protection Plan (NRPP) study area.

1. Analysis Approach

The analysis of options for protecting natural resources is qualitative and relies on existing data and information. The analysis is done in three steps:

Step 1 – Identifying conflicting uses. These are uses that are allowed within the NRPP study area and which could have a negative impact on the natural resources. For example, clearing and grading a site in preparation for development of a structure is a use of the land that would conflict with, or have negative impacts on, the natural resources.

Step 2 – Understanding consequences of the protection options. Any choice to protect or not protect the natural resources will have consequences for both the conflicting uses and the resources themselves. For example, prohibiting development within the riparian area has positive consequences for the resources but could have negative consequences for development, including reducing job capacity or housing options. The consequences are described under the topics of environmental, economic and social. Each section has a general analysis of the consequences followed by a summary. The summaries are balanced to make a general recommendation.

Step 3 – Making general recommendations. Based on the analysis of conflicting uses and the consequences of natural resource protection options, recommendations are made for broad categories of natural resources. These general recommendations are intended to set the policy direction for inventory site-specific decisions regarding the protection of natural resources. The site-specific decisions are presented in Chapter 5, Results.

2. Conflicting Uses

Within the NRPP study area there are uses, such as development of structures, that if allowed would negatively impact natural resources. These are called *conflicting uses*. Conflicting uses are identified by looking at what is allowed, outright or conditionally, by the base zones applied to the Central City. Below are descriptions of the conflicting uses allowed in the Central City and how those uses may negatively impact natural resources.

A. Common Impacts of Conflicting Uses

Development and disturbance activities can adversely affect natural resources occurring within each of the City's base zones; however, the degree or intensity of the impacts may vary depending on the intensity of the land use, the form, layout or design of the development, construction protocols or ongoing operation and maintenance activities. Below is a description of activities associated with the conflicting uses, and their related impacts on natural resources.

The following impacts are generally site specific and cumulative with respect to other impacts and conditions in the watershed.

Clearing vegetation
Rainwater is intercepted and taken up by vegetation. This function is impaired when vegetation is cleared, resulting in increased overland runoff. In turn this increases runoff volume and flows into receiving water bodies following storm events. Increased streamflow volume and rate can cause bank erosion, undercutting, slumping, and flooding. Vegetation also filters surface stormwater flows removing pollutants and sediment. Vegetation removal can affect these functions in streams that are far from the development site as stormwater is often piped great distances within the city.

Tree canopy and associated understory vegetation create shade and local microclimate effects that cool the air and water, and maintain humidity and soil moisture. Trees and vegetation also help capture carbon dioxide; carbon dioxide is a contributing factor to global warming. All of these functions are affected when the vegetation is removed.

Clearing vegetation also removes important structural features of the forest such as multiple canopy layers, snags and downed logs, large trees, and root systems that hold soils in place. This can result in soil erosion and impaired habitat for native wildlife. Vegetation removal reduces food, nesting opportunities, cover, and perching and roosting opportunities for wildlife. Removing streamside or shoreline vegetation also eliminates sources of leaf litter, which provide food and nutrients for aquatic organisms, and woody debris, which provides river habitat structure and food resources for fish. Wildlife affected by vegetation removal includes mammals, birds, reptiles, amphibians, fish and insects. Removal of vegetation can fragment riparian and upland wildlife movement corridors, isolate remaining vegetation patches, and limit wildlife access to water. These impacts impede wildlife migration and can limit recruitment from other areas, making wildlife populations more vulnerable to disease, predation and extirpation.

Some vegetation types have been declining in the Portland area due to clearing and grading for development and the use of ornamental vegetation in landscaping (not replacing cleared vegetation with like native species). Certain assemblages, such as native bottomland hardwood forests and native oak stands, require specific soil, water and sun exposure to survive and are slow growing, taking many years to become established. These vegetation assemblages still exist including bottomland forest along the Lower Willamette River. Removal not only reduces habitat functions as discussed previously, but also contributes to the decline in these unique vegetation types and potentially extirpation within the city.

Grading, excavation, filling and soil compaction
Grading activities and soil compaction can reduce the capacity of soil to support vegetation by disturbing the soil structure, accelerating erosion, and decreasing soil fertility, microorganisms, seeds and rootstocks. Soil porosity and stormwater infiltration can be reduced by grading, excavating, filling and soil compaction. This in turn can reduce groundwater recharge and in-stream summer and fall low flows, which adversely affects aquatic species. Grading, excavation, filling and compaction also affect wildlife habitat for some species. For example, long-toed salamanders require forest leaf litter and downed logs for thermal protection and foraging areas.

Adding impervious surface (e.g. buildings, parking areas, roads, sidewalks, driveways)
Impervious surfaces alter the hydrologic cycle by preventing stormwater infiltration and concentrating overland flow. This results in increased stormwater runoff and decreased groundwater recharge. Increased stormwater runoff can result in increased volume and flows into receiving water bodies (see vegetation clearing). Decreased groundwater recharge can reduce in-stream summer low flows (see grading, excavation, filling and soil compaction). Impervious surfaces also contribute to urban heat island effect, which affects local air quality. Increased impervious surfaces can also cause wildlife habitat fragmentation and create hazards or barriers to wildlife movement (see vegetation clearing).

Modifying rivers and floodplains (e.g. filling, bank armoring)
Altering the natural configuration, geomorphology, and structure of river banks and the floodplain results in:

- increased in-stream flow velocity, which can cause bank erosion, undercutting and slumping on-site or at upstream or downstream locations
- a decrease in aquatic habitat area and simplified remaining habitat when side channels, wetlands and oxbows are disconnected from the main river channel
- a decrease in areas of wood deposition where side channels and wetlands are filled in
- reduced flood storage capacity and other benefits associated with active flood areas (e.g., nutrient transport, off-channel habitat)
- reduction in vegetation that attenuates flows and provides important fish habitat during flood events

Generating pollution
Oil, gas, tar, antifreeze, dissolved metals, pesticides, herbicides, fertilizers and other contaminants degrade habitat and water quality. These pollutants are transported to water bodies in stormwater via runoff from streets, driveways, parking lots, farms, parks, golf courses and buildings. Dirt and sediments from eroded areas or deposited from vehicles can also be transported via stormwater to water bodies and degrade aquatic habitat. Pesticides, herbicides and fertilizers used in landscaping can pollute ground and surface waters, degrade habitat, and harm fish and wildlife.

Landscaping with non-native and/or invasive vegetation (e.g., ornamental trees)
The removal of native vegetation and establishment of cultivated landscapes can change or reduce food, cover and nesting opportunities for native wildlife. Manicured landscaped areas generally lack complex vertical structure – little if any multi-layered canopy, large trees, snags, thick understory vegetation, and downed logs are retained in landscaped areas. The reduction in vertical structure impairs wildlife habitat and alters microclimate effects and hydrology. Some non-native plants used in landscaping are invasive (e.g. ivy, morning glory, holly and laurel) and can out-compete native plants reducing biodiversity. Non-native landscapes may also require irrigation and may be treated with chemical fertilizers and pesticides, which can run-off into local waterways and wetlands, or may be ingested by wildlife.

Building fences and other wildlife barriers
Barriers to wildlife movement can include buildings, roads, rail lines, fences and other manmade features. These barriers fragment connectivity between wildlife habitats and reduce the ability of native wildlife species to thrive (see clearing vegetation). Some barriers, such as roads and rail lines, may create hazards that increase the risk of wildlife mortality.

Other impacts: pets, light, noise, litter, etc.
Human activities that create outdoor noise and light can disrupt the competition, communication, reproduction, and predation habits of wildlife (Brown, 1987). For example, night-time lighting can interrupt the navigation of migrating birds and bats. Domestic pets can kill or injure native wildlife or compete for limited space. For example, allowing dogs to run freely in a grassland area can disrupt grassland-associated wildlife that build nests on the ground. Domestic pet waste, litter and garbage can degrade natural resources including soil and water quality.

B. Impacts of Specific Conflicting Uses

The previous section outlines the impacts generally associated with conflicting uses like clearing and grading. This section evaluates the impacts associated with specific land uses such as residential or industrial.

Commercial, Employment and Residential Uses
Retail office, commercial parking lots, event facilities, daycare facilities, churches, apartments, condos and single family housing are examples of uses that are allowed in the Central City. Development of new uses would involve vegetation clearing, grading, filling and soil compaction, as well as addition of impervious surfaces and landscaping with non-native plants, with associated impacts on natural resources. In the Central City most development is allowed to fully cover sites with no required setbacks. Replacement of existing uses could forgo opportunities to restore natural resources.

Industrial Uses

Industrial uses have similar negative impacts as other uses including vegetation clearing, grading, filling and soil compaction, impervious surfaces and landscaping with non-native plants.

Some industrial activities require the use of water in the manufacturing processes (e.g. cooling equipment) and draw substantial amounts of water from wells and public water sources. The resulting effluent, which is typically warm, may be discharged to receiving waters, such as a river, and influence in-water temperature. Cool water temperature is a fundamental requirement for many native aquatic species in this region, particularly federal Endangered Species Act-listed fishes. Industries that discharge effluent into water bodies are generally required to obtain a discharge permit through the Oregon Department of Environmental Quality.

Industrial areas can contribute high quantities of heavy metals and other toxic material to the soil, water and air, but are typically regulated to manage the impacts. In addition, the use, storage and transport of hazardous materials, waste storage and recycling and similar activities often occurs in industrial areas and can require special permitting.

Open Space

Undeveloped open space has the least amount of disturbance of all urban uses; however, in the Central City all open spaces are formally developed with trails, lawns, landscaping and other uses. Trails can create different levels of impact on natural resources depending on trail design and location. An example of a trail related impact is fragmenting habitats and creating opportunities for invasive plant intrusion into a habitat area. Landscaping with non-native plants and use of irrigation, herbicides, pesticides and fertilizers can have a detrimental effect on natural resources.

Impacts associated with more active open space uses can be similar to residential or commercial development. For example, sports fields generally require significant grading and vegetation management. Some open space uses require development of parking lots, which can generate stormwater runoff. Areas used for large-scale events often experience significant soil compaction, resulting in nearly impervious surfaces.

Basic Utilities

Basic utilities are infrastructure services such as water and sewer pump stations, electrical substations, and power line corridors that need to be located in or near areas where the utility service is provided. Construction and maintenance of utilities can have negative impacts on natural resources. Corridors cleared of vegetation can increase wind and light penetration into adjacent habitat areas and can provide opportunities for intrusion of invasive, non-native plant species. Construction of basic utility facilities often fragments wildlife habitat. Operation of existing facilities has few adverse impacts on natural resources, except in the case of overhead electrical lines, which must be cleared of high structure vegetation.

Mining

Mining is allowed as a conditional use in the Open Space (OS) base zone and is prohibited in all other zones. Mining has the most severe environmental impacts of all uses allowed in the OS zone as it generally eliminates all natural resources from the area being mined and often results in long-term water quality degradation. Once the mining operation is closed, enhancement of soil and vegetation is possible, but natural resources often cannot be fully restored.

Radio and Television Broadcast Facilities

Most low powered transmitters, such as cordless telephones and citizen band radios are allowed in the Central City. More powerful and larger radio, television and cell phone broadcast facilities are allowed in all zones subject to limitations or as conditional uses. The impacts of these facilities are minimal as compared to other uses, except open space. Certain of these facilities can pose hazards to migratory birds. During bad weather birds fly lower and may be disoriented by the lights of the towers and may run into towers or guy wires. There may be a greater visual impact from these broadcast facilities.

Rail Lines and Utility Corridors
Construction of rail lines often requires substantial quantities of excavation and fill to meet the 0-3 percent slope standards. Generally, additional grading results in natural resource disturbance and degradation of soil, vegetation and wildlife habitat. Most rail corridors are maintained by extensive chemical vegetation treatment with a potential for ground and surface water impacts. Rail corridors can also create wildlife hazards or barriers to wildlife movement.

Rail and utility corridors can pose additional risk of wildfire. Rail lines can cause sparks that can ignite dry vegetation. Utility corridors typically must be kept clear of tall vegetation that could harm overhead facilities. Topping or removal of trees is a common practice in utility corridors. Topped trees are more susceptible to disease and are less inhabitable by wildlife.

Other Land Use and Enabling Procedures
There are certain allowed uses and enabling procedures that are not assigned to a single category by the City zoning code. These include infrastructure, nonconforming situations, land divisions, partitions and property line adjustments.

Infrastructure – Infrastructure uses are accessory to urban development and include roads, water, sewer, electric, television lines and other public and private utilities not described by the zoning code category "basic utilities." Infrastructure is allowed in all city zones. Some of these uses are regulated by city public works and building codes. The uses generally have similar impacts as other development activities like vegetation clearing, soil grading, piping streams, etc.

Land Divisions, Partitions and Property Line Adjustments – These are procedures that establish lots or relocate property lines within a zone. While the act of adjusting or creating lot lines does not directly impact resources, the new or modified lots may allow more conflicting uses or a greater intensity of development than the original lots. Often the outcome of adjusting lot lines or creating lots is to increase development opportunities thus increasing impacts on natural resources.

3. Environmental Consequences

This portion of the analysis summarizes the environmental consequences of protecting natural resource areas. The natural environment in urban areas is altered and disturbed by human activities. However, human welfare depends in part on vital ecosystem services provided by natural resources such as fresh air, clean water, slope stability, food supply, shade, and access to nature. Fish and wildlife also depend on having adequate quantity and quality of habitat, especially in urban areas where habitat is limited.

A. Environmental Analysis

Natural resources provide multiple services to associated development; these are called *ecosystem services*. Examples of the ecosystem services provided by natural resources include air purification, maintenance of water quality and quantity, flood storage, cooling, aesthetics, screening and buffering, and employee benefits such as opportunities for recreation and exercise. Some of these services, when displaced by development, must be replaced using infrastructure. For example, when a site is converted from a natural area to a parking lot, the hydrologic and water quality functions provided by the natural area must be replaced in the form of stormwater management and/or vegetation and landscaping. Another example is flood storage. When the floodplain is filled to allow for development the change in hydrology can increase the risk of flooding off-site and may require mitigation by creating flood storage elsewhere.

Development can have many negative impacts on natural resources. Development reduces the overall size and complexity of existing natural resources features. Often mitigation for these impacts is required

through federal, state or local regulations; however, mitigation actions rarely can replace all impacted features or functions in full (ECONorthwest, 2012).

Development also has negative impacts to adjacent remaining habitat. Reducing the size of the habitat increases the edge to interior habitat ratio. Reducing the riparian area around a river, stream or wetland has negative impacts on the water body. Noise, light, dust and vibration from the development penetrate into the edge of the remaining habitat. Impacts from actions like construction can last long-after the action is completed. Physical pollution, such as chronic noise, light and movement, have negative environmental impacts, including significant changes in migration, foraging, predator-avoidance behaviors, reproductive success, and community structure of many fish and wildlife species (Barber et.al., 2009). Light pollution can affect salmon migration (Tabor, 2011) and noise pollution can have impacts on bats. Chemical pollution from industrial accidents, effluent discharge, and particulate releases also disrupts similar behavior and life history strategies of fish and wildlife. Some species can adapt to such changes to their environment; however, many others cannot.

Fragmentation of natural resources by trails and maintenance roads creates places where invasive plants can intrude into the habitat. People using these facilities can also have a negative impact on the resources. For example, people hiking on trails cause noise that can disturb wildlife, particularly if people bring their dogs on the hike. Leaving behind trash, pet waste, and trampled vegetation, and the act of plant/animal harvesting are common impacts of human use of natural areas.

Climate change impacts are already evident, both globally and in Oregon, and more impacts are inevitable, if uncertain. To adapt, the region must understand and prepare for change. Portland's Climate Action Plan calls for a comprehensive review to better understand the possible and the likely impacts of climate change. The purpose is to assess climate-related vulnerabilities, and the strengths and resiliency of: local food, water and energy supplies, infrastructure, transportation and freight movement, floodplains, watersheds, public health, public safety, social services and emergency preparedness.

Decision-making in the face of uncertainties in climate change projections, especially in regional downscaling of global climate change models, remains a challenge. Climate projections work well for some variables and poorly for others. For example, currently available model projections for the Pacific Northwest have a higher degree of certainty related to expected changes in precipitation patterns and temperature increases, but are inconclusive about what should be expected for total annual precipitation or extreme weather events.

That being said, it is fairly certain that the Portland region will experience the following changes:

- Increased temperatures overall, including average, maximum and minimum temperatures in the summer and winter months (projected 0.5 ºF increase per decade).
- Changes in precipitation patterns, with more precipitation falling in mid-winter and less precipitation in the summer.
    - More precipitation falling as rain rather than as snow in lower elevation watersheds.
- Continued influence of ocean-driven weather patterns (e.g. La Niña/El Niño and the Pacific Decadal Oscillation) and swings between hot/dry and cold/wet (Oregon Climate Change Research Institute, 2010).

In addition, the Portland region may also experience:

- Changes in total annual precipitation amounts (increases or decreases).
- A change in the frequency, magnitude or duration of extreme weather events (intense rainfall, wind storms, ice and snow).

Non-developed areas that provide multiple natural resource functions can play an important role in adapting to climate change in the region. Flood storage provided by active floodplains may become even more important to accommodate potential changes in flows and flood regimes. Maintaining diverse habitats and habitat corridors will be critical for resident and migratory wildlife that may be required to adapt their behaviors and life cycles to changes in air and water temperature, weather patterns, habitat ranges, and food sources.

B. Environmental Consequences

Habitat and biological communities – Protecting natural resources will have positive consequence for habitat and biological communities. These consequences are more pronounced in the Central Reach due to the historic removal of the extent and diversity of natural resources, making the remaining resource areas even more valuable. Limited impacts to existing habitat and biological communities could be offset by mitigation.

Climate change – Protecting natural resources will have positive consequences for the city with regards to climate change. Maintaining areas that can flood will reduce the risk of flooding to properties and people. Maintaining vegetation and open water will reduce the impacts of increased air temperature on human health. And maintaining habitat areas will allow fish and wildlife to move through the urban environment to adapt to climate change.

Avoided replacement of functions – Protecting natural resources reduces the need for development to replace the functions provided by the resources including flood mitigation, stormwater management and heating/cooling.

4. Economic Consequences

This portion of the analysis summarizes the economic consequences of protecting natural resource areas. The economic consequences are expressed as the qualitative and relative costs, benefits, and impacts on conflicting uses and natural resources.

A. Economic Analysis

Central City Economy and Employment
The Central City is the economic center of Portland and a hub for the regional economy. The Central City is home to professional service industries that support the entire Metro region, as well as a growing number of colleges and universities. The Central City has maintained a manufacturing base and hosts a number of emerging business sectors that diversify the economy, support regional prosperity and increase Portland's exposure on the global stage. To keep the Central City the economic center of the region, there is a need to support the growth of office based industries, entrepreneurship and business innovation, small and start-up firms, educational institutions and industrial and employment districts.

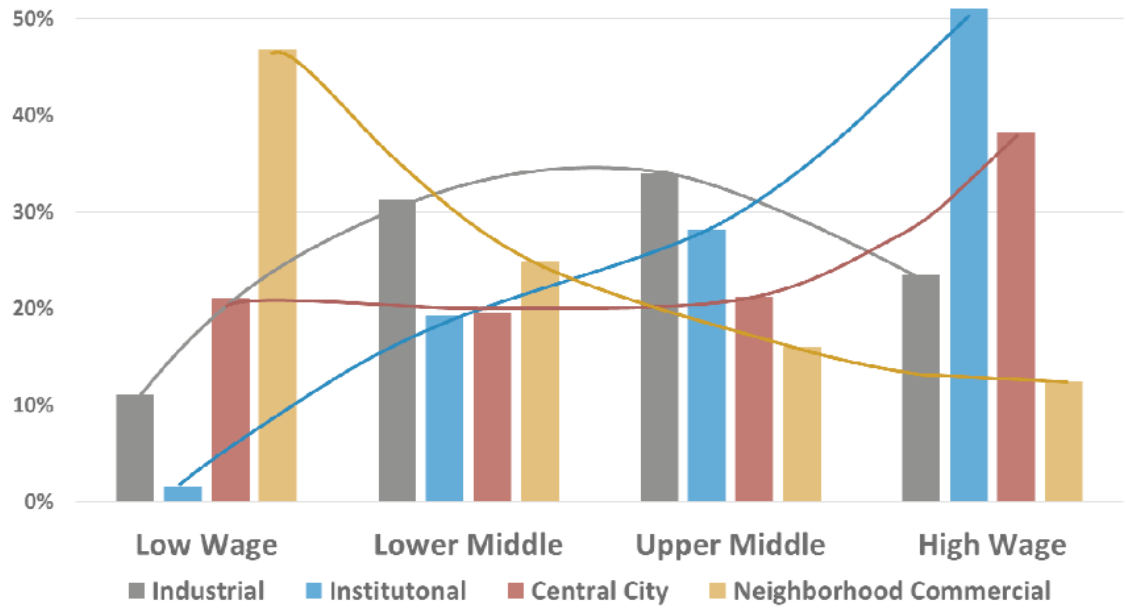
There are a number of unique attributes of the Central City that make it the largest employment center in the Portland region. The Central City is the Class A office core of the region. There are physical and infrastructure attributes that businesses utilize to grow our economy that cannot be replicated elsewhere. Location benefits of the Central City include proximity to a number of major institutions (e.g., Oregon Health and Science University, Portland State University), ease of access to the regional and west coast highway transportation systems, and access to the regional transit system that serves the Central City. Additionally, agglomeration benefits exist for business development in the Central City. Agglomeration benefits are described as firms from a range of industries that are able to benefit from the concentration of shared resources, competitors and clients. Shared resources of agglomeration include physical infrastructure, centers of research, and labor pools, which all increase economic productivity.

The Central City has attributes and benefits that cannot be realized elsewhere in the region. Growth that would occur in the Central City is unlikely to occur outside of the Central City due to the physical, infrastructure, and human capital benefits that exist only within the Central City.

The *Economic Opportunity Analysis* (June 2016) provides information about the recent history and trends of economic development and employment in the Central City. In 2013, there were 393,742 jobs in Portland, the equivalent of 38% of the 1.02 million employment base of the Portland-Metro Service Area. In 2010, Central City commercial areas (not including Central Eastside or Lower Albina districts) accounted for 28% of the city's employment base. In addition, the Central City has supported 28 newly constructed four-plus story buildings over the past 20 years and the renovation of an additional 43 buildings.

Multnomah County's long-term linear job growth pattern predicts 184,000 new jobs countywide will be added between 2010 and 2035. The projections for 2035 include 45,000 additional jobs in the Central City, one third of the total jobs projected for the City of Portland.[1] The categories of employment in the Central City are very diverse and include industries including: software and technology; professional services such as design and architecture, finance, insurance, food services, education and medical; warehousing and distribution; and manufacturing.

The mix of businesses and employment geographies in the local economy shapes the income distribution and economic equity of the population. As shown in Figure 2, employment in the Central City and institutional geographies is concentrated in high-wage occupations that primarily require a college education. Within the Lower Albina and the Central Eastside Industrial Districts, employment is concentrated in middle-wage occupations. There are also lower wage jobs in the Central City, primarily in the retail and service sectors.



Source: Bureau of Planning and Sustainability. The wage distribution of covered employment in Portland's EOA employment geographies is grouped by citywide wage quartiles. The Low Wage quartile is less than $26,400 annually; Lower Middle is $26,400-46,400; Upper Middle is $46,400-67,600; and High Wage is more than $67,600.

Figure 2: Portland Wage Distribution

Since 1980, the wage distribution of the economy has been changing, and job growth has become increasingly polarized in low- and high-wage occupations with shrinking middle-wage job opportunities. This national trend is mirrored in the state and the region. For the majority of the workforce that doesn't have a 4-year college degree, middle-wage job opportunities are primarily in industrial occupations, as seen in the Lower Albina and Central Eastside Districts, and administrative-support occupations that are

[1] https://www.portlandoregon.gov/bps/59297

prevalent in all of the Central City districts. Portland has been less affected by the trend of losing middle-wage jobs than other regions throughout the country and has a relatively balanced economy that supports a predominantly middle-class population.

The economic benefits derived from this development and job growth include:

- Employment
- Personal income to residents of the region
- Earnings

Ecosystem Services provided by Natural Resources

Natural resources provide ecosystem goods and services, which in turn provide economic and social value. Ecosystem services include water conveyance, purification, and flood control, air cooling and purification, carbon sequestration, soil fertilization and pollination. Ecosystem goods include commodities like food, fuel, fisheries, timber, minerals, etc. Ecosystem goods also include supporting recreation and tourism.

Riparian Forests and Woodlands

Riparian forests provide several different types of ecosystem services. One way to estimate the values of these ecosystem services is to evaluate the avoided cost of preserving the functions provided by natural resources. The City of Portland for example, avoided purchasing a $200 million filtration treatment system for its water supply by protecting 102 square miles of its watershed. Similarly, Clean Water Services, a water-resource management utility in northwestern Oregon avoided investing in a chiller for a water treatment plant on the Tualatin River by planting riparian vegetation to shade and cool the river, for a savings of $50 million.

Forests and woodlands also provide air quality benefits from purification and pollutant removal. The annual kilograms of pollutant removal by acres of forestland per year ranges from 2.03 kg to 14.57 kg and the economic value of those pollutants in avoided health care costs ranges from $3 per acre per year to $144 per acre per year (EcoNorthwest, 2012).

Shrubland and Grassland

One estimate of shrubland value, based on the net primary productivity of various landscapes in the U.S. National Wildlife Refuge System, suggests that the ecosystem service value may be about $600–$800 per acre per year. The same study estimated the value of grasslands, and suggests that the ecosystem service values of grassland, generally, may be about $30–$140 per acre per year.

Shrublands provide air quality benefits from purification and pollutant removal. The annual per acre pollutant removal by shrubland and grassland range from 0.79 kg to 6.05 kg per year and a range of economic values of removal of those pollutants in terms of avoided health care costs is $1 per acre per year to $60 per acre per year (EcoNorthwest, 2012).

Value of Wildlife

Economic research has shown that people place a considerable value on the continued survival of sensitive species, such as those listed as threatened or endangered. Such studies also suggest that the value associated with protecting threatened, endangered, and rare species similar to those found in Portland ranges from an annual payment of $11 per household to a one-time payment of nearly $400 per household (EcoNorthwest, 2012).

It is important to note that willingness to pay is a different measure than estimating the economic value associated with maintaining individual species and biodiversity. For example, the courts have interpreted Congress to say that the value of threatened and endangered species is incalculable (TVA v. Hill).

Development related threats to sensitive species also may lead to higher future costs for governments, firms, and households engaging in activities that affect the species. Such costs might be associated

with required or voluntary species monitoring, as well as measures to ensure their protection. Avoiding such costs could be supported by pre-emptive efforts to protect sensitive species and prevent future threatened and endangered species listings.

Flood Area
Dams along the Willamette and Columbia rivers are managed, in part, to control flooding the Lower Willamette River. Flood storage capacity in the Central Reach is small relative to the size of the Willamette River, which means the potential value derived from flood regulation is likely small. Similarly, due to the size of the basin and the volume of water that runs through it, the marginal impacts on water quality and water temperature are likely small.

However, localized flooding and changes in flood risk associated with Climate Change will have economic impacts on the Central City. The economic value of the floodplain to minimize localized flood impacts has not been determined.

B. Economic Consequences

Development – Protecting natural resources would have a negative consequence on future development by limiting the extent of development to avoid the resources. Avoiding the natural resources could add cost to the development or reduce the size or extent of the development. Limiting impacts and requiring mitigation could also add to the cost of development.

Employment – Protecting natural resources would likely have a negligible, but slightly negative consequence for employment. The Central City is a large employment district and limiting future development to avoid natural resources could reduce employment opportunities, although those opportunities could likely be made up elsewhere in the Central City.

Ecosystem services – Protecting natural resources would have positive consequences on ecosystem services, properties and people. This results in economic benefits both in maintaining the services and avoiding replacement costs when a service is removed through development.

5. Social Consequences

This section examines the social consequences of protecting natural resource areas. The social analysis focuses on the following topics:

- Human Health and Welfare
- Historic, Heritage and Cultural Values
- Regulatory Compliance

A. Social Analysis

Human Health and Welfare
One of the most important factors in determining human health and welfare is household income, which is dependent on employment. The reason that income has such a strong influence on health is that it determines whether people are able to make healthy choices such as living in safe, healthy homes and neighborhoods, eating nutritious food, fully participating in family and community life and obtaining timely and appropriate health care. Many studies have shown that people with health insurance are healthier than those without (Mult. Co. Health Department, 2012). In the United States the risk for mortality, morbidity, unhealthy behaviors, reduced access to health care and poor quality of health care increases with decreasing socioeconomic circumstances (CDC, 2011). Research has linked unemployment to stress, depression, obesity and increases in cardiovascular risk factors such as high blood pressure (Mult. Co. Health Department, 2012).

Having a good job does more than supply the means to meet physical needs, it also provides opportunities to be creative, promotes self-esteem, and provides avenues for achievement and self-realization. Research indicates that the effects of unemployment include impacts on psychological function, including anxiety and depression, and correlate with impacts on physical function as measured by increased utilization of health services. Research also points to financial strain as a strong mechanism through which unemployment contributes to ill health. In addition it has been found that unemployment "compounds the effects of unrelated (stressful) life events" (Mult. Co. Health Department, 2012).

Access to natural areas and open spaces also has an impact on human behavior and psyche. Access can mean a range of things from viewing vegetation to bird watching to hiking or boating. Dr. Roger Ulrich of Texas A&M's Center for Health Systems and Design found that passive scenic values, such as looking at trees, reduce stress, lower blood pressure and enhance medical recovery (Ulrich et al. 1991). The presence of trees and grass can lower the incidence of aggression and violent behavior (Kuo and Sullivan, 2001b). A study of residents in public housing in Chicago found that compared with apartment buildings that had little or no vegetation, buildings with high levels of greenery had 52% fewer total crimes, including 48% fewer property crimes and 56% fewer violent crimes (Kuo and Sullivan, 2001a). Common green areas in neighborhoods can also increase community ties and support networks. Studies have shown that exposure to the natural environment enhances children's cognitive development by improving their awareness, attention, reasoning and observational skills (Louv, 2005).

Recreation has multiple health benefits. For people who are inactive, even small increases in physical activity can yield numerous health benefits (Mult. Co. Health Department, 2012). Exercise improves overall health, which reduces public and private health care costs, improves quality of life, and may help people live longer (Nieman, 1998). Activities such as walking in forested areas help boost the immune system (Sachs and Segal, 1994). In addition, the Centers for Disease Control and Prevention strongly recommends improving access to places for physical activities such as biking or hiking trails to reduce the risk of cardiovascular disease, diabetes, obesity, selected cancers and musculoskeletal conditions.

Open spaces and natural areas not only provide space to recreate, but also provide an opportunity for Portlanders to learn about environmental science, natural history, and cultural history of the Willamette River and the Pacific Northwest. Natural areas and open spaces provide "living laboratories" for active educational programs. Many schools use natural areas as a focal point of interdisciplinary studies. This model of learning has been shown to improve critical thinking skills, achievement on standardized tests and student attitudes about learning and civility toward others (Leiberman and Hoody, 1998).

Vegetated landscapes, parks and scenic views each contribute a "sense of place" and personal attachment to particular locations. People are socially connected to the entirety of the built and natural environmental by walking, biking and driving through areas with street trees, gardens, parks and other open spaces. Natural resources and open spaces create a sense of identity and visual variety in the city. Trees, open spaces and water bodies help define the visual appeal of the Portland area. People also identify with urban landscapes including river harbors and marinas, airports, new and old structures, workplaces, museums, restaurants and stores, parks and golf courses, and other gathering spaces. Portland is often identified by pictures of the cityscape, Mt. Hood and the Willamette River. This identification with nature has been demonstrated to improve mental health (Mult. Co. Health Department, 2012).

Historic, Heritage and Cultural Value

The first Europeans to explore the Columbia and Willamette Rivers arrived in the late 18th century. Prior to that, the area was populated by various aboriginal tribes who settled along sections of these rivers for 6,000 to 9,000 years. Native American settlements were located in Portland with populations in the early 19th century of several thousand. Settlements were documented by the first explorers of this area in the late 18th century, by Lewis and Clark in their exploration of the Lower Willamette River in 1804-06, and since that time by historians throughout the 19th and 20th centuries. Tribes that likely lived in the Portland area include a number of Chinook tribes, Clatsop, Clatskanie, Cascades, Kalapuya, and Cathlamet. The creation stories of these tribes held that the people were created in these places. The rivers provided a travel route for trade of goods among tribes, and also provided a rich diversity of food that was fairly

obtainable for most of the year. Besides fish that could be caught over a period of several months a year, and game and fowl that could be hunted, Native peoples also gathered plants that were available much of the year in the temperate climate. Among the most common and well-known was the wapato, a bulb that was gathered and also traded as European traders and settlers arrived.

As Portland has developed over the past 200 years, the Willamette and Columbia Rivers have played a key role. Beginning in the early 1800s, European settlement occurred at the confluence of the Willamette and Columbia rivers due to the abundant natural resources and opportunities for trade. The development of the railroad in the early 1900s continued to spur development. And World War II's jobs drew people to Portland. The Willamette River was a focus of industrial use and commerce throughout all of Portland's history. However, that development removed many of the natural resources that existed historically.

Portlanders place a high value on the environment and quality of life. The Oregon state symbols reflect this value. The Oregon state bird is the Western Meadowlark, which is currently a state-listed Species of Concern and has been early extirpated from the city due to loss of native grasslands. Portland's City Bird, the Great Blue Heron, is found in the Central Reach. The state fish, the Chinook salmon, use the Willamette River and are federally listed as Threatened or Endangered. The beaver is Oregon's state animal and still resides in many of Portland's waterways.

Portland's identification with nature and wildlife is reflected in many ways. The Audubon Society of Portland is over 100 years old and is the largest chapter of the national Audubon Society. Many Portlanders are avid bird-watchers.

Metro has recognized the importance of fish and wildlife and their habitats by adopting the regional "Nature in Neighborhoods" program in 2005. This program establishes regional baseline requirements to protect fish and wildlife habitat and water quality. The requirements focus on protecting, conserving and restoring natural resource functions and values in riparian corridors. Establishing this program reflects the importance of environmental quality to the residents of the Metro region, including Portlanders.

Regulatory Compliance

Regulatory compliance is important for the City of Portland to avoid cost and liability, and because Portland values its role as a leader in sustainability and environmental management. There are multiple regulations described in Chapter 2 for which Portland must maintain compliance. Below are summaries of three regulations for which Portland has specific programs.

ESA Preventing Harm and Supporting Recovery of At-risk Species

After the 1998 listing of steelhead trout in the Lower Columbia River, the City of Portland began developing a comprehensive, coordinated citywide response to threated and endangered species for City Council adoption (Resolution No. 35715). The City Council established an intent to avoid "take" of a listed species (i.e., harming individuals or populations or their habitat), and to assist with recovery of listed fishes. The City has since taken actions such as identifying and prioritizing City programs that could affect listed species, providing technical support to bureaus, providing oversight for activities involving federal permitting or funding, and developing a watershed management plan to help guide city actions. The protection and enhancement of habitats critical to threatened and endangered species are important actions to aid in the recovery of listed species.

National Flood Insurance Program

The Federal Emergency Management Agency (FEMA) manages the National Flood Insurance Program (NFIP) which includes regulatory components for floodplain management, floodplain mapping and flood insurance. The NFIP floodplain management regulations (44 CFR 60) are implemented through local jurisdictions. The City of Portland's local floodplain ordinance is found in Portland City Code 24.50. The National Marine Fisheries Service (NMFS) recently released a biological opinion about the impacts of NFIP on listed species in the Willamette River. FEMA will provide direction to local jurisdictions regarding the implementation of reasonable and prudent alternatives to avoid harm to listed species. The outcomes of this consultation will likely result in required changes to the local regulations related to implementation of NFIP.

Title 13
Metro Title 13: Nature in Neighborhoods is the regional program that complies with portions of State Land Use Goals 5 Natural Resources, Scenic and Historic Areas, and Open Spaces and 6 Air, Water and Land Resources Quality. By complying with Title 13, local jurisdictions are complying with Goals 5 and 6 as well. Title 13 calls for programs to avoid adversely affecting significant natural resources and mitigating for unavoidable impacts on those resources. The Willamette River and its riparian areas are identified in Title 13.

B. Social Consequences

Human health and welfare – Protecting natural resources would have positive consequences for human health and welfare. There could be some negative consequences associated with the reduction of employment opportunities, although those consequences would be negligible overall.

Historic, heritage and culture values – Protecting natural resources would have positive consequences for historic, heritage and cultural values by maintaining the river and riparian areas that form the basis of those values.

Regulatory compliance - Protecting natural resources would have positive consequences by helping Portland maintain compliance with local, regional, state and federal regulations associated with the resources.

6. General Protection Recommendations

The Willamette River Central Reach and associated floodplain and riparian areas have been significantly reduced in extent, simplified and degraded over time. The remaining natural resource areas are fragmented and impacted by adjacent development. However, the natural resource areas also provide the remaining habitat for fish and wildlife that reside in and migrate through this highly urbanized environment. The importance of the remaining natural resource areas is underscored by the relationship to the regional ecosystem and migration corridors.

In addition to being a significant area for fish and wildlife; the Central City is an important and unique area for employment, commerce, transportation, housing, education and civic engagement. Portland's Central City serves the region with jobs, recreation, entertainment and social services.

The general recommendation balances the environmental, economic and social consequences of protecting natural resources. The Central City is a highly developed area and impacts from conflicting uses cannot be fully avoided. Allowing some future development in natural resource area is inevitable, particularly development associated with utilities and public infrastructure. However, conflicting uses should be limited overall.

The general recommendation is to:

1. Provide the highest level of protection by strictly limiting conflicting uses within areas of high ranked natural resources, including land and water located below the top of bank of the Willamette River, tributaries to the river and land within the undeveloped floodplain.
2. Provide a moderate level of protection by limiting conflicting uses within medium ranked natural resources, including undeveloped riparian areas.
3. Provide a minimal level of protection by limiting conflicting uses within the developed floodplain, which typically receives a low rank.
4. Allow conflicting uses within low ranked natural resource areas outside of the floodplain.

CHAPTER 5. RESULTS

1. Introduction

Chapter 4 begins with an overview of the Willamette River Central Reach. The overview describes the general conditions of the Central Reach including hydrology, water quality and fish and wildlife habitat. Following the overview are results for the inventory sites. Each inventory site includes:

- An inventory (description and maps) of the existing natural resources features
- Identification and ranking of the riparian corridor and wildlife habitat functions provided by the inventoried features
- Recommended protection of the natural resources

2. Willamette River Central Reach Overview

The Willamette River Central Reach planning area (Map 9) is largely developed, and includes Portland's downtown core, industrial and commercial land, and various other land uses. The banks of the Lower Willamette River have been altered over time; approximately 85 percent of the river banks in the Central City are armored with seawalls, pilings, rock/fill or riprap (Table 6). In the Central City, the flood area has been largely filled and developed. The existing flood area is generally confined to the Willamette River itself; however, there are a few locations of developed flood area. The largest flood area is in South Waterfront, which is partially developed. Throughout the reach, wharves and piers extend into the river channel, and bulkheads and riprap armor the riverbank. Active dredging has produced a uniform channel with little diversity.

The following paragraphs are added to the end of the narrative for each inventory site. A new map, Map 7, is added for each inventory site that depicts the recommendations.

Natural Resource Protection Recommendation

The Willamette River and associated floodplain and riparian areas in resource site WR14-WR18 have been significantly reduced in extent, simplified and degraded over time. The remaining natural resource areas are fragmented and impacted by adjacent development. However, the natural resource areas also provide the remaining habitat for fish and wildlife that reside in and migrate through this highly urbanized environment. The importance of the remaining natural resource areas is underscored by the relationship to the regional ecosystem and migration corridors.

In addition to being a significant area for fish and wildlife; the district is an important and unique area for employment, commerce, transportation, housing, entertainment and recreation.

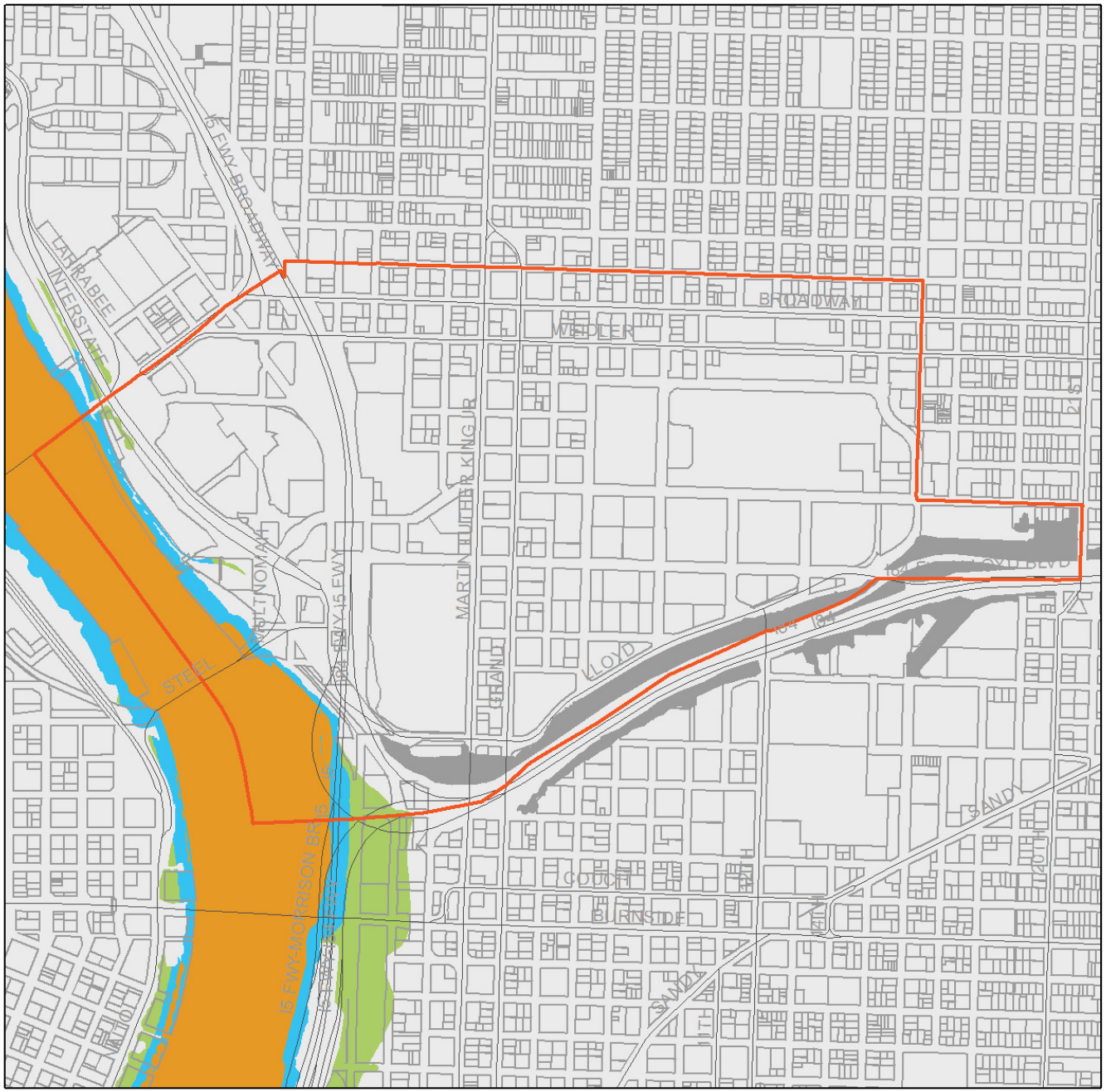
The general recommendation, shown on Map 7, balances the environmental, economic and social consequences of protecting natural resources. The resource site is a highly developed area and impacts from conflicting uses cannot be fully avoided. Allowing some future development in natural resource area is inevitable, particularly development associated with utilities and public infrastructure. However, conflicting uses should be limited overall.

The recommendation for riparian areas is to:

1. Provide the highest level of protection by strictly limiting conflicting uses within areas of high ranked natural resources, including land and water located below the top of bank of the Willamette River, tributaries o the river and land within the undeveloped floodplain.
2. Provide a moderate level of protection by limiting conflicting uses within medium ranked riparian areas.
3. Provide a minimum level of protection by limiting conflicting uses with the developed floodplain, which typically receives a low rank.
4. Allow conflicting uses within low ranked natural resource areas outside of the floodplain.

The recommendation for wildlife habitat areas outside of riparian areas is to:

1. Maintain the current level of protections applied by previously adopted natural resources protection and management plans or through Title 11, Trees.



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WR14 - Lloyd District

Map 7: Recommend Natural Resources Protection

Legend

- Inventory Sites

Limits on Conflicting Uses

- strictly limit
- moderately limit
- minimally limit
- maintain previous protections

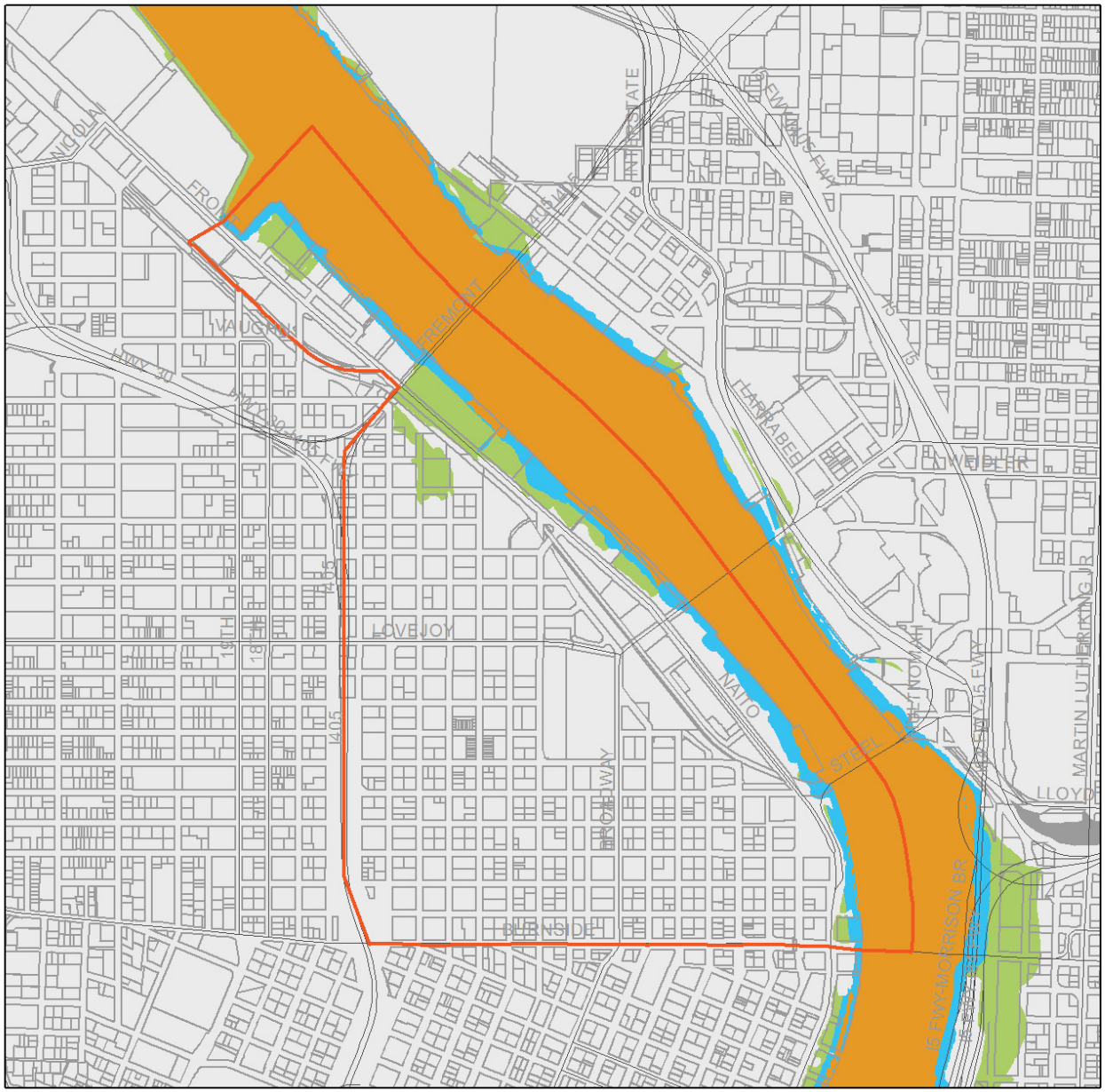
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NORTH

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WR15 - RiverDistrict

Map 7: Recommend Natural Resources Protection

Legend

- Inventory Sites

Limits on Conflicting Uses

- strictly limit
- moderately limit
- minimally limit
- maintain previous protections

DRAFT

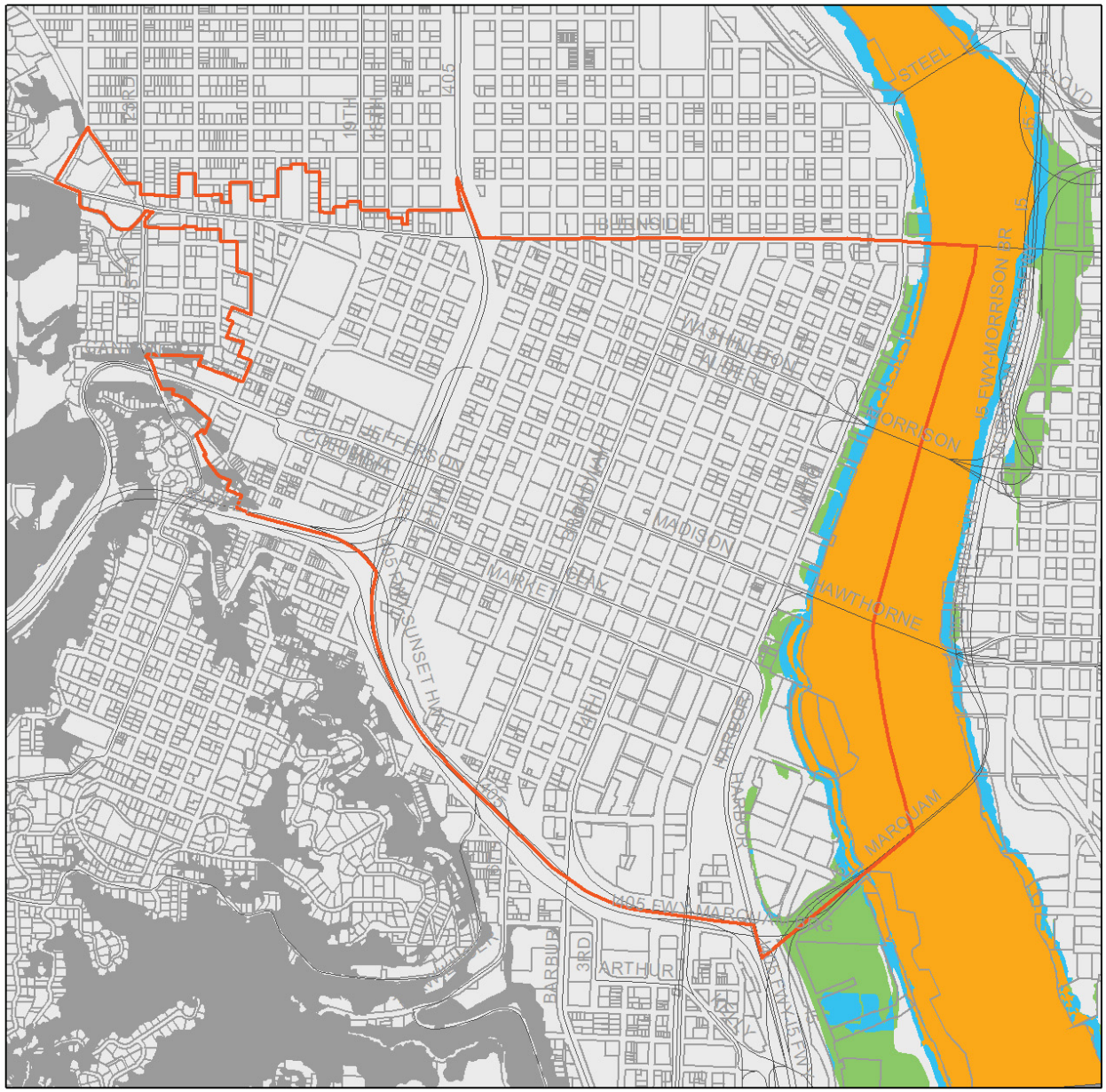
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WR16 - Downtown

Map 7: Recommend Natural Resources Protection

Legend

- Inventory Sites

Limits on Conflicting Uses

- strictly limit
- moderately limit
- minimally limit
- maintain previous protections

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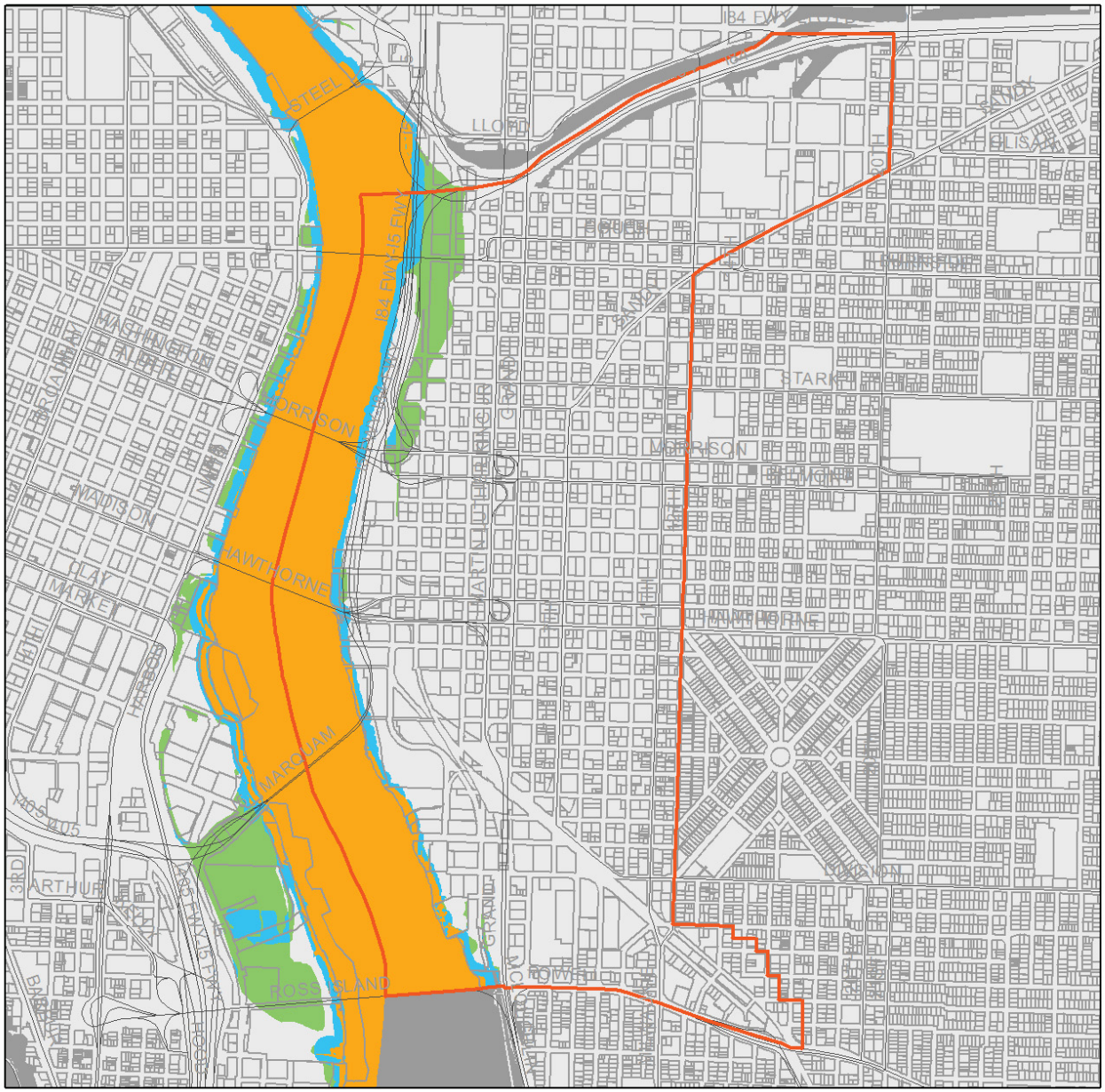
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WR17 - Central Eastside

Map 7: Recommend Natural Resources Protection

Legend

- Inventory Sites

Limits on Conflicting Uses

- strictly limit
- moderately limit
- minimally limit
- maintain previous protections

DRAFT

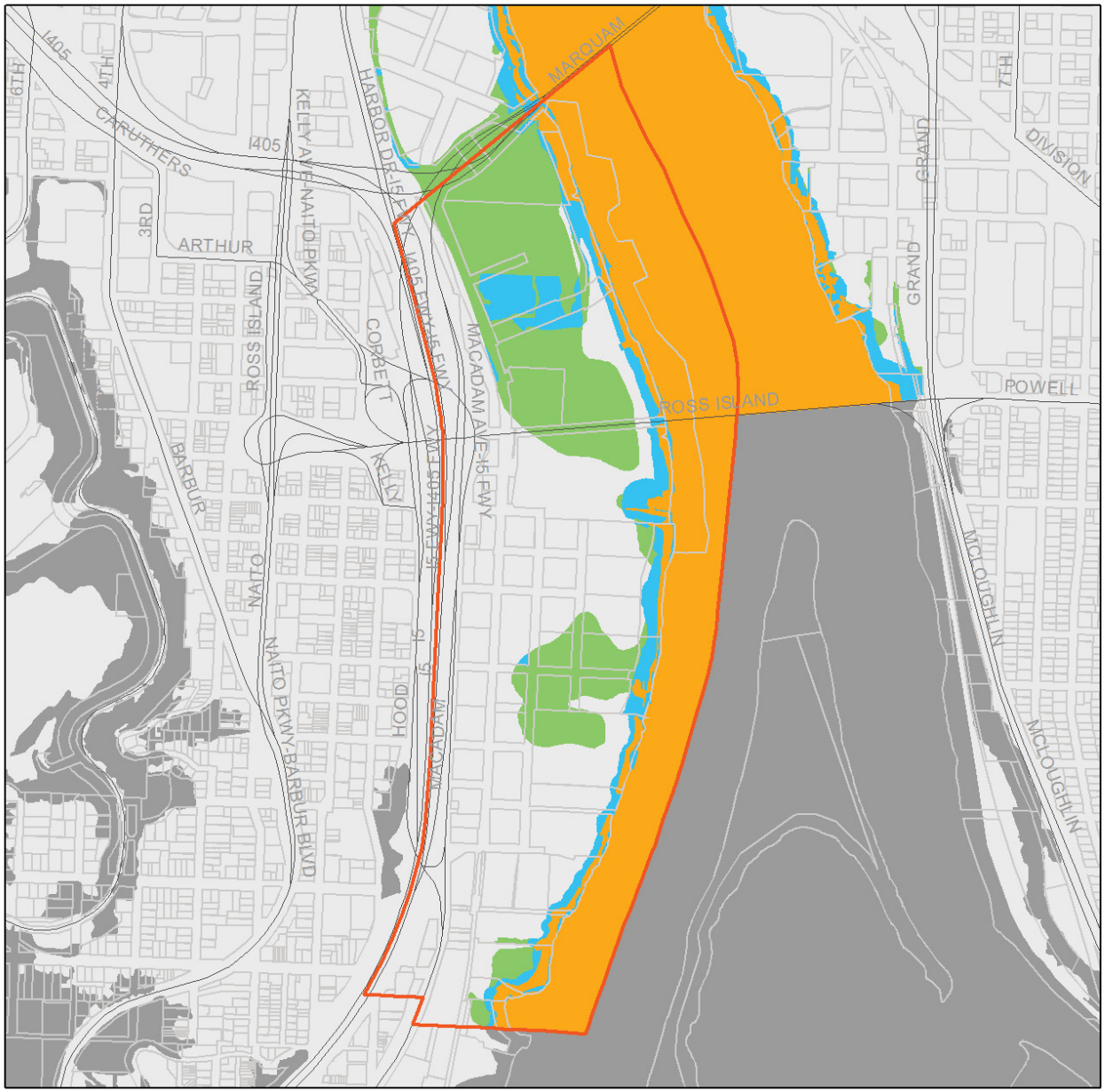
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NORTH

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WR18 - South Waterfront

Map 7: Recommend Natural Resources Protection

Legend

- Inventory Sites

Limits on Conflicting Uses

- strictly limit
- moderately limit
- minimally limit
- maintain previous protections

DRAFT

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CHAPTER 6. IMPLEMENTATION TOOLS

The recommendations for each inventory site should be implemented through the updates to existing zoning code regulations and maps in the following ways:

1. Where there is a *strictly* or *moderately limit* decision, except in inventory site WR18 – South Waterfront floodplain, it is recommended that conflicting uses be restricted to a narrow set of environmentally appropriate uses such as natural resource enhancement, major public trails, and river-dependent and river-related uses; as well as public utilities and infrastructure such as bridges. The code should require negative impacts to natural resource features and functions be avoided and minimized to the maximum extent practicable and unavoidable impacts be fully mitigated. Mitigation for unavoidable impacts should result in no net loss of features or functions and account for:
    - location of the mitigation site,
    - timing of the mitigation action in relation to the timing of impacts,
    - time to achieve desired future condition of the mitigation actions,
    - relationship between the mitigation site and adjacent habitats and land uses, and
    - monitoring needed to ensure the mitigation is successful.

2. Where there is a *minimally limit* decision, except in inventory site WR18 – South Waterfront floodplain, it is recommended that impacts to the natural resources be minimized but not avoided; mitigation for unavoidable impacts should be mitigated.

3. The zoning code should provide exemptions and/or a non-discretionary review track for conflicting uses with minimal and definable impacts on natural resource feature and functions; and a discretionary review track for other proposed conflicting uses. Under either review track, mitigation for unavoidable impacts to features and function should be required.

Within inventory site WR18 – South Waterfront, some land is within the 1996 flood inundation area. During the Metro Title 3, water quality, erosion control and flood hazard management process, Metro exempted South Waterfront from the regional requirements. Therefore, the area is exempt from the balanced cut and fill requirements that would typically be recommended to implement a limit decision for the floodplain.

While this NRPP recommends maintaining that earlier exemption, it may be necessary to reevaluate this exemption based on the recently released a National Marine Fisheries Service biological opinion about the impacts of National Flood Insurance Program on Endangered Species Act-listed species in the Willamette River Central Reach.

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Attachment G

Ecoroof Documentation for Central City 2035 – Costs

July 18, 2016

Narrative

The actual costs of ecoroofs differ considerably depending on the type of system that is used, the design needs of the building, the logistics required to construct the roof, and the vendor.

All development in Portland must meet the requirements of the Stormwater Management Manual (SWMM). The requirements call for managing stormwater on site whenever possible, and offsetting the impacts of stormwater runoff on the public stormwater and combined sanitary system when onsite management isn't possible. Again, the costs of stormwater management facilities differ considerably depending on site conditions and the design goals of the development. The cost to BES of constructing offsite stormwater management facilities is $7.40 per square foot of impervious area.

First Source – An Analysis of Costs from Projects Completed in Portland

***Cost Analysis for the Portland Ecoroof Incentive, 2014*; a BES-funded report by the EcoMetrix Solutions Group.** https://www.portlandoregon.gov/bes/article/522380.

- The analysis broke out costs by land use, with 36 projects having a land use type of commercial/multi-family/mixed use.
- The projects were completed between 2008 and 2012.
- The analysis was for costs above the cost of a conventional roof.
- The median cost for the group of 36 was $9.79/square foot, with a cost range of $5.86-$16.17/square foot for the middle 50% of the values.
- Roughly 20 percent of the ecoroofs in the group of 36 were 10,000 square feet or more; presumably the median value is higher than it would be if all of the projects were larger than 10,000 square feet due to economies of scale.

Second Source – a National Estimate

***The Benefits and Challenges of Green Roofs on Public and Commercial Buildings*, 2011. US General Services Administration.** http://www.gsa.gov/portal/mediaId/158783/fileName/The_Benefits_and_Challenges_of_Green_Roofs_on_Public_and_Commercial_Buildings.action.

- The analysis was for costs above the cost of a conventional roof.
- The report provided an estimated average of $11.40/square foot.

Third Source – Internal BES Briefing

Incentive Ecoroof Cost Comparison, 2013. **Stormwater System Division.**

- The seven completed ecoroof projects were selected to represent a range of roof types and building characteristics in the core of the Portland – five of the seven examples are in the Central City area.
- Costs for these projects were documented in the EcoMetrix analysis of costs for projects which were part of the City's Ecoroof Incentive Program (2008-2012).
- The average cost was $7.83/square foot ($5.70/square foot for "core" costs not including irrigation, edging, and other accessory costs).

Comparison of Applying the Proposed Zoning Code vs. the SWMM

The following table compares estimated costs for application of the proposed zoning code and SWMM requirements to a roof area of 20,000 square feet.

	Proposed Zoning Code	SWMM
Total roof size (1/2 a city block)	20,000 sq. ft.	20,000 sq. ft.
Ecoroof coverage. Roof percent to be covered by the ecoroof.	70% excluding mechanical and solar fixtures.	100% excluding mechanical fixtures.
Ecoroof area. Assumes mechanical and/or solar fixtures cover 25% of the total roof area.	10,500 sq. ft.	15,000 sq. ft.
Ecoroof cost above the cost of a conventional roof. (Ecoroof area*$9.79/sf) Based on the median value from the 2014 EcoMetrix study.	$102,795	$146,850
Additional stormwater costs. Based on a cost of $7.40/square foot for managing runoff from the roof area not covered by ecoroof (the entire site must must meet stormwater requirements as per SWMM)	Up to $70,300	Up to $37,000
Total Costs to meet Stormwater Requirements	$173,095	$183,850

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Ecoroof Documentation for Central City 2035 – General Benefits

March 23, 2016

Hydraulic/Hydrologic Performance

Carpenter, D., and P. Kaluvakonlanu, 2010. ***Effect of Roof Surface Type on Storm-Water Runoff from Full-Scale Roofs in a Temperate Climate*****. American Society of Civil Engineers, ISSN: 1943-4774.** http://ascelibrary.org/doi/abs/10.1061/%28ASCE%29IR.1943-4774.0000185 A comparative study of runoff from different roof types which concluded that the green roof retained 68% of annual runoff and reduced peak discharge by an average of 89%.

Hutchinson, D., Abrams, P., Retzlaff, R., and Tom Liptan, 2003. ***Stormwater Monitoring Two Ecoroofs in Portland, Oregon, USA*****. Greening Rooftops for Sustainable Communities, Chicago, 2003.** https://www.portlandoregon.gov/bes/article/63098 Flow control and water quality results from two years of data from the Hamilton Building ecoroof, Portland. It was reported that 69% of annual rainfall was retained by the roof, with marked seasonal variation in retention rates but promising flow control results even when the roof was saturated.

City of Portland, Bureau of Environmental Services, Stormwater System Division. ***2013 Stormwater Management Facility Monitoring Report.*** https://www.portlandoregon.gov/bes/article/563749 Performance data is included for three ecoroofs monitored for different periods: Hamilton Apartments (12 years); Multnomah County Green Roof (3 years); Portland Building Ecoroof (5 years). The data indicate excellent peak flow reduction of greater than 80% for intense storm events. For flow volume, annual retentions averaged 50% at Hamilton, -5% at Multnomah County (the negative result was due to irrigation runoff), and 70% at the Portland Building.

Yocum, Ken and Ben Spencer, 2013. ***Greenroof Performance Study: Puget Sound Region*****.** https://www.thecela.org/pdfs/lrr-pdf/GREENROOF%20PERFORMANCE%20STUDY.pdf Two professors from the University of Washington Department of Landscape Architecture report findings from hydraulic monitoring of five green roof panels in Seattle.

Thermal Performance/Energy Consumption Benefits

City of Portland, Bureau of Environmental Services, Stormwater System Division, 2013. ***Vegetated Roofs and Energy Conservation*****.** https://www.portlandoregon.gov/bes/article/493669 The report summarizes findings from eight different research efforts in settings that most closely match climate and building conditions in Portland. Most of the studies reviewed measured the temperature differential between a vegetated roof, a black roof, and/or a white roof. Several studies measured heat flow through the roof.

Sailor, David, 2010. ***Energy Performance of Green Roofs: the Role of the Roof in Affecting Building Energy and the Urban Atmospheric Environment*****. U.S. EPA, Local Climate and Energy Program Webcast - presentation.** http://www.epa.gov/sites/production/files/2014-07/documents/10june2010-

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davidsailor.pdf This presentation by a Portland State University professor lays out engineering concepts concerning the buffering of heat flux by green roofs, and cites results from two related studies.

Bass, Brad, David Sailor, Graig Spolek and Steven Peck. ***Introduction to the New Green Roof Energy Calculator*****, 2010. Green Roofs for Healthy Cities - Cities Alive/Vancouver, BC**. http://greenbuilding.pdx.edu/GR_CALC_v2/CalculatorInfo_v2.php**.** From about 2004-2006 Dr. Sailor and his colleagues at Portland State University developed a physically-based energy balance simulation module for representing green roofs in whole building energy simulation software. In April 2007 this module became part of the standard release of the US Department of Energy's EnergyPlus model (see Sailor, *Energy and Buildings*, 2008). This model incorporates a vegetation canopy and soil transport model that represents green roof physics.

Air Quality, Heat Island

Rowe, D. Bradley, ***Green Roofs as a Means of Pollutant Abatement*****, 2010. Selected papers from the conference Urban Environmental Pollution; Overcoming Obstacles to Sustainability and Quality of Life (UEP2010).** http://www.sciencedirect.com/science/article/pii/S0269749110004859 This review encompasses published research to date on how green roofs can help mitigate pollution, how green roof materials influence the magnitude of these benefits, and suggests future research directions. The discussion concentrates on how green roofs influence air pollution, carbon dioxide emissions, carbon sequestration, longevity of roofing membranes that result in fewer roofing materials in landfills, water quality of stormwater runoff, and noise pollution.

US General Services Administration, 2011. ***The Benefits and Challenges of Green Roofs on Public and Commercial Buildings*****.** http://www.gsa.gov/portal/mediaId/158783/fileName/The_Benefits_and_Challenges_of_Green_Roofs_on_Public_and_Commercial_Buildings.action. The report includes estimates for the value of air quality and heat island benefits provided over time by green roofs.

Gaffin, S. R., Rosenzweig, C., Eichenbaum-Pikser, J., Khanbilvardi, R. and Susca, T. , 2010. ***A Temperature and Seasonal Energy Analysis of Green, White, and Black Roofs.*** **Columbia University, Center for Climate Systems Research.** http://www.greengridroofs.com/pdf_docs/Downloads/Columbia_Energy_Analysis.pdf The report summarizes a comparative analysis of heat flux which indicates green roofs provide substantial reductions in heat loss in the winter and heat gain in the summer.

Livability - Aesthetics, Noise Attenuation, Human Health

Peck, Steven, and Hitesh Doshi, 2012. ***Methods for Estimating Economic Benefits from Regional Implementation of Green Roof Technology – Work Draft Paper for Review*****. Green Roofs for Healthy Cities.** http://www.greenroofs.org/resources/Doshi&Peck.pdf This working paper provides guidance for attributing economic values to a range of benefits provided by green roofs. Topics include aesthetics and noise abatement.

Van Renterghem, Timothy, Despriet, Mathias, and Dick Botteldooren, 2014. *Experimental Analysis of the Noise Shielding by a Green Roof in Response to Rainfall*. Inter-noise, 2014. http://www.acoustics.asn.au/conference_proceedings/INTERNOISE2014/papers/p446.pdf. The paper evaluates the effect of moisture content on noise abatement by green roofs, and provides a bibliography of research papers on the topic of noise abatement by green roofs.

Roger S. Ulrich, 2002. *Health Benefits of Gardens in Hospitals*. Paper for Plants for People Conference, International Exhibition Floriade, 2002 http://www.tdhb.org.nz/news/documents/Pulse2013_HealthSettingsUlrich.pdf. The paper reviews scientific research on the influences of gardens and plants in hospitals, in particular the health-related benefits that patients realize by looking at gardens and plants.

Habitat

Gedge, D., G. Kadas, 2005. *Green Roofs and Biodiversity*. Biologist 52, 161-169. http://livingroofs.org/images/stories/pdfs/Biol_52_3_Kadas.pdf. A foundational study of the potential for green roofs to provide varied habitat for birds. It gives an overview of pioneering European greenroof habitat research.

Brenneisen, S. 2006. *Space for Urban Wildlife: Designing Green Roofs as Habitats in Switzerland*. Urban Habitats 4, 27-36. http://www.urbanhabitats.org/v04n01/wildlife_full.html. Basel, Switzerland was among the first cities to mandate greenroofs on new flat roof construction for the purpose of biodiversity conservation. This article summarizes the foundational studies leading up to that decision, and gives design recommendations to maximize invertebrate and bird habitat.

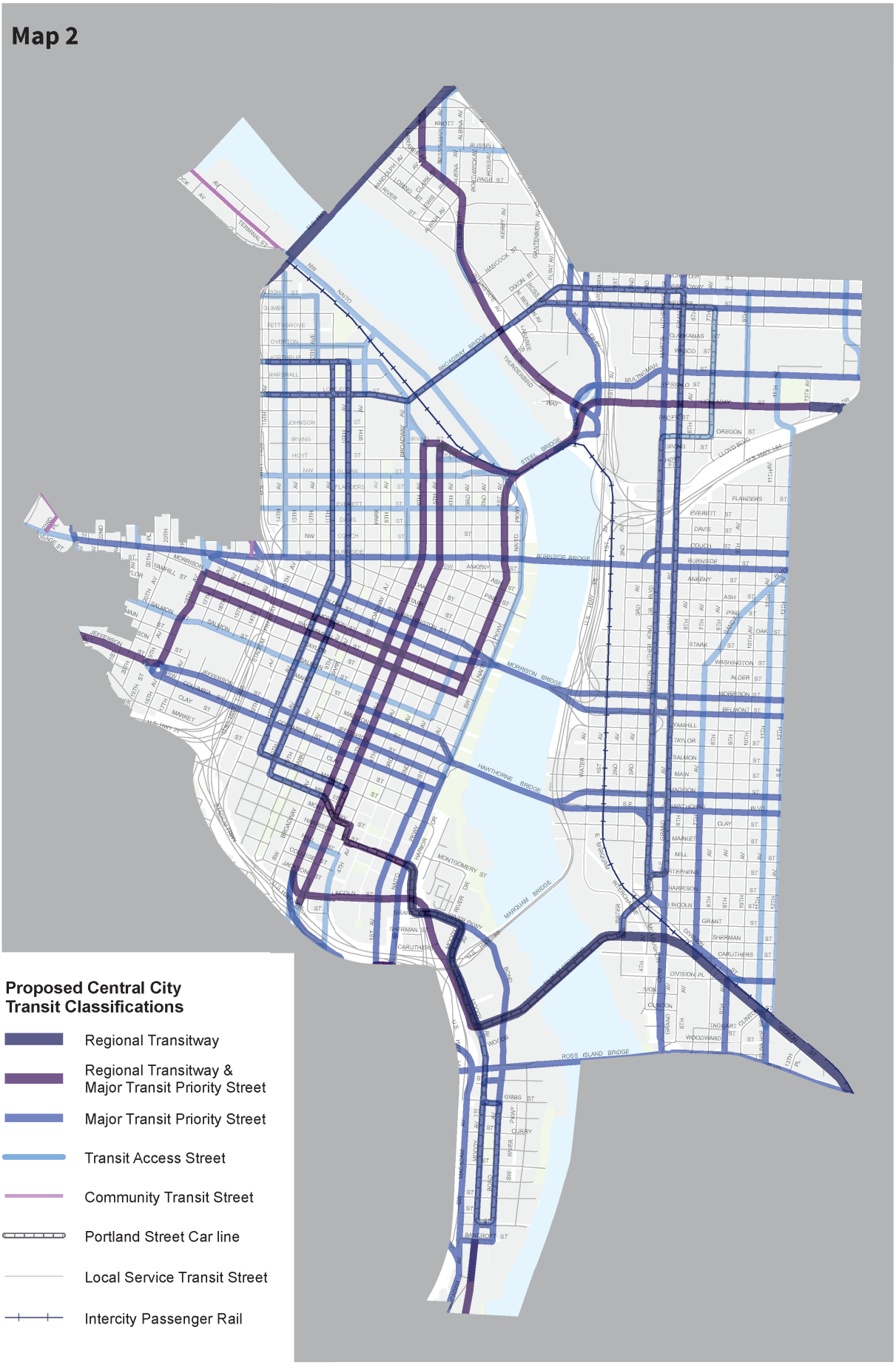
Cunningham, Casey (Bureau of Environmental Services) and Joe Liebezeit (Audubon Society of Portland), 2015. *Portland's Ecoroof Avian Monitoring Project 2012-14, Final Report*. https://www.portlandoregon.gov/bes/article/466018. The study found higher avian abundance and species richness on green roofs than on conventional roofs, but fewer species than on ground-level landscaped sites. The report concluded that green roofs appear to function as an extension of urban habitats such as ground-level parks, and that the absence of ground-level predators may make them particularly beneficial to migratory aerial species, particularly if vegetative cover is provided.

Map 1

Attachment H



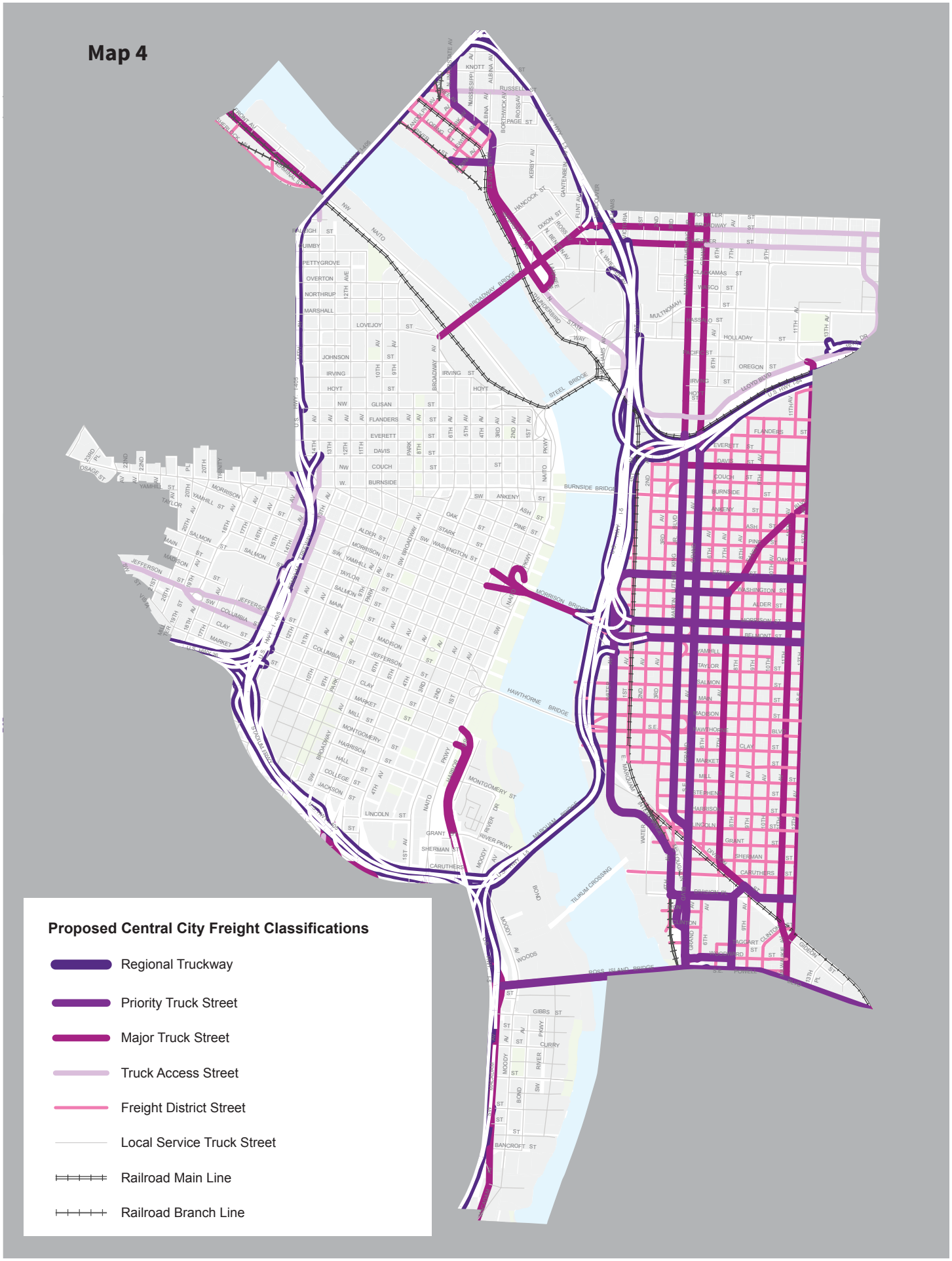
Map 2


Proposed Central City
Transit Classifications
Regional Transitway
Regional Transitway &
Major Transit Priority Street
Major Transit Priority Street
Transit Access Street
Community Transit Street
Portland Street Car line
Local Service Transit Street
Intercity Passenger Rail

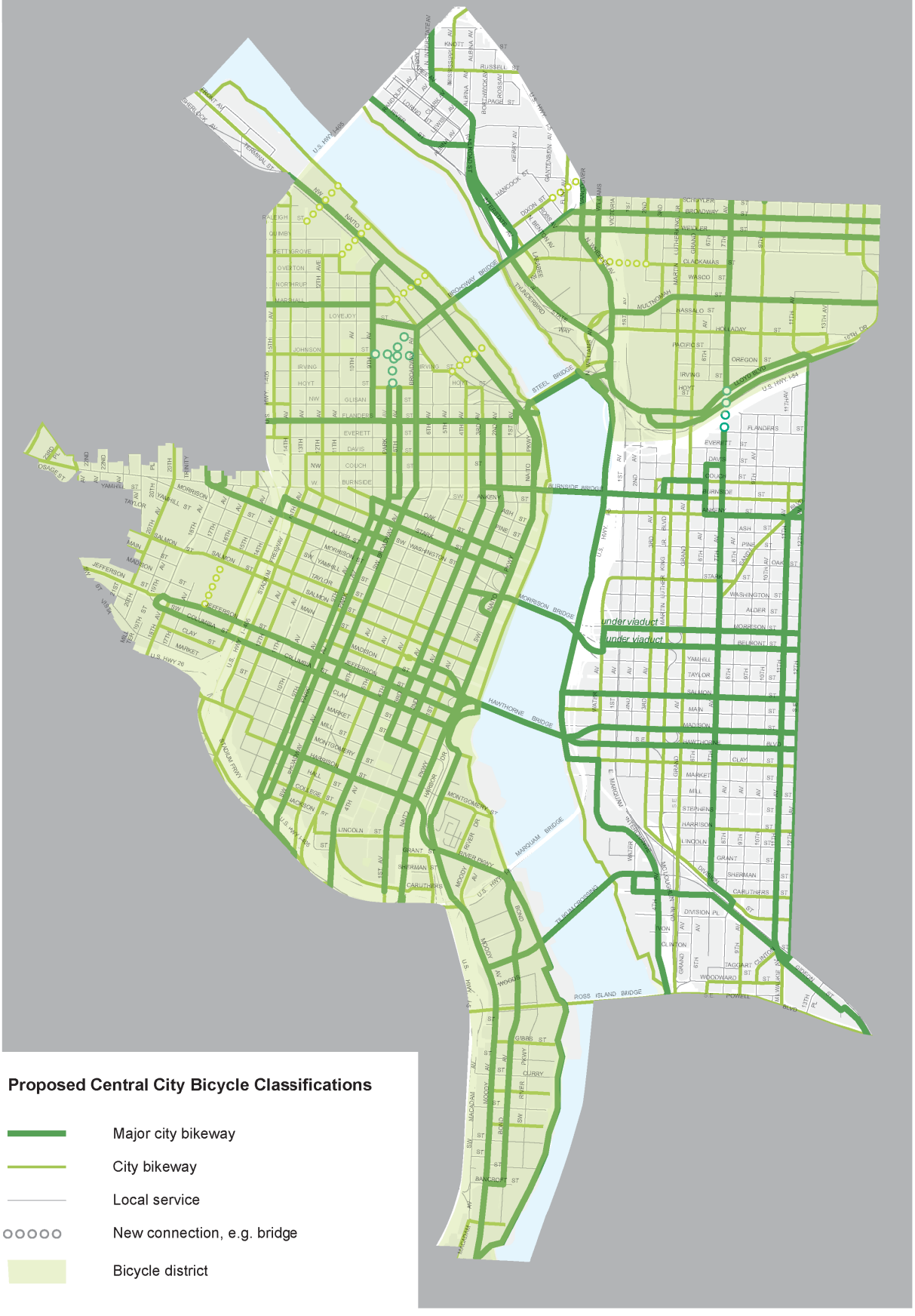
Map 3


Proposed Central City
Emergency Response Classifications
Primary ER route
Secondary ER route
(New classification)
Minor ER route

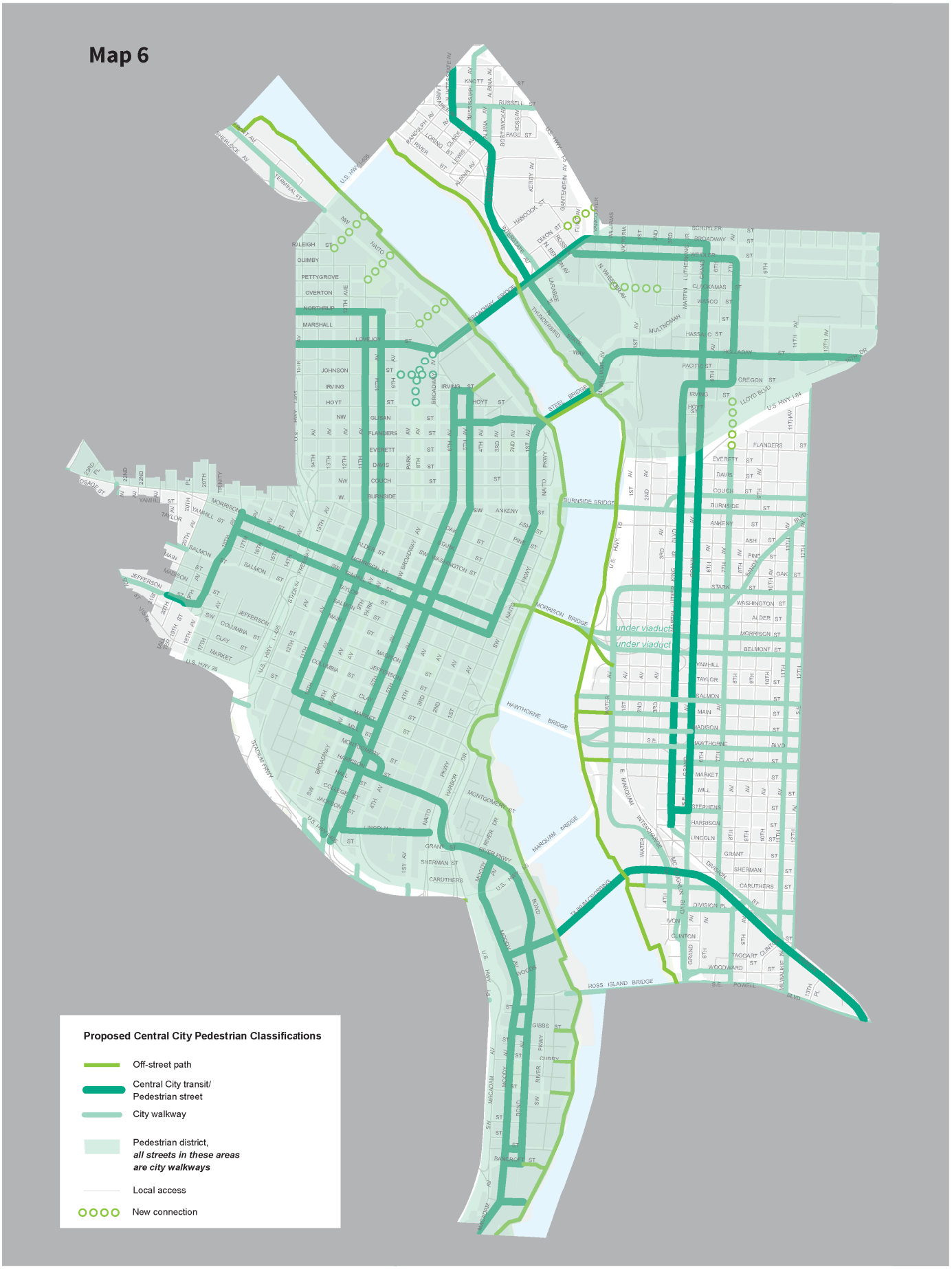
Map 4


Proposed Central City Freight Classifications
Regional Truckway
Priority Truck Street
Major Truck Street
Truck Access Street
Freight District Street
Local Service Truck Street
Railroad Main Line
Railroad Branch Line

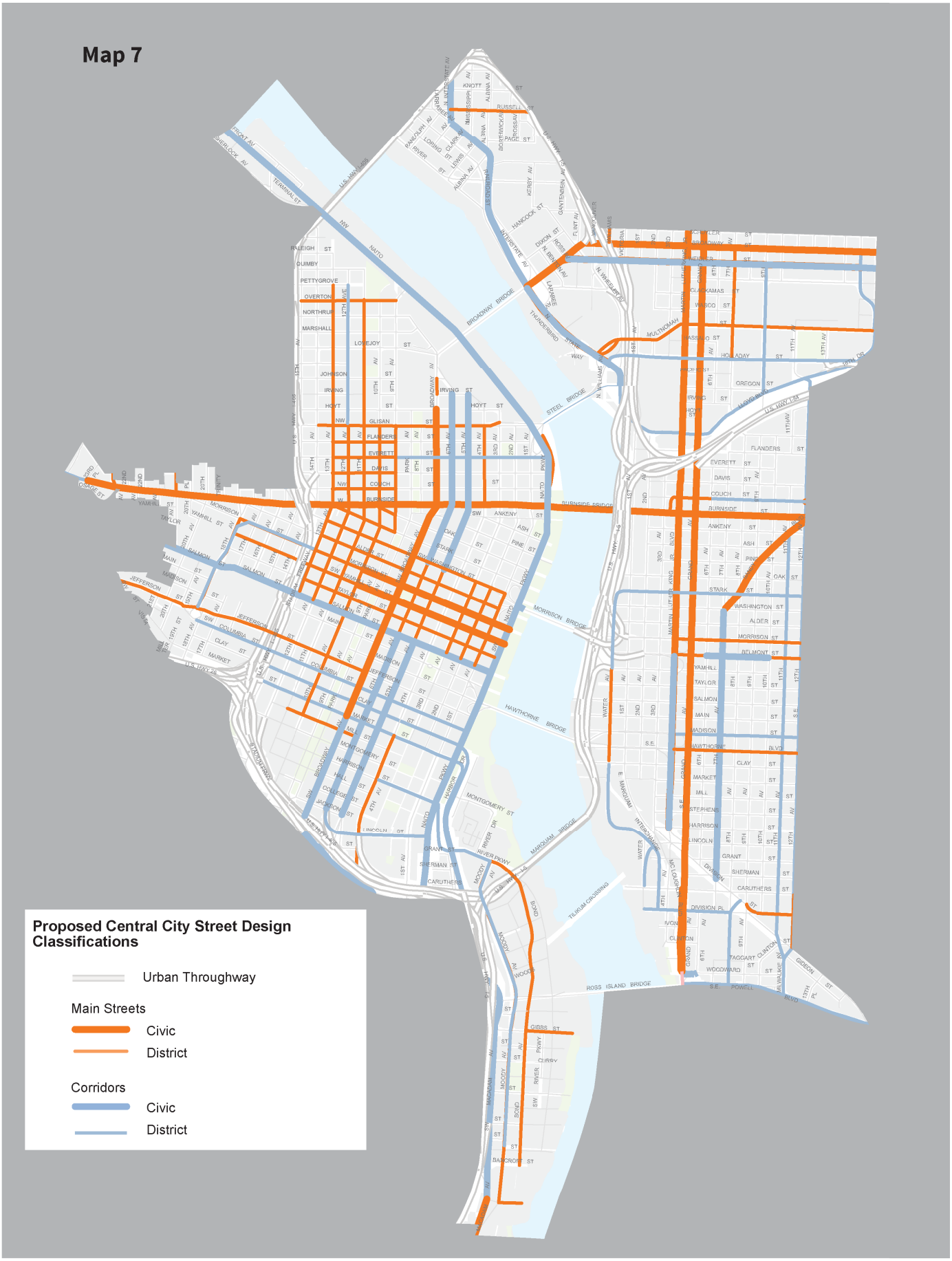
Map 5


Proposed Central City Bicycle Classifications
Major city bikeway
City bikeway
Local service
New connection, e.g. bridge
Bicycle district
under viaduct
under viaduct

Map 6


Proposed Central City Pedestrian Classifications
Off-street path
Central City transit/ Pedestrian street
City walkway
Pedestrian district, all streets in these areas are city walkways
Local access
New connection

Map 7


Proposed Central City Street Design Classifications
Urban Throughway
Main Streets
Civic
District
Corridors
Civic
District

Portland Planning and Sustainability Commission

Tuesday, June 28, 2016
5:00 p.m.
Meeting Minutes

Commissioners Present: Jeff Bachrach, Andre' Baugh, Mike Houck, Katie Larsell, Gary Oxman, Michelle Rudd, Katherine Schultz, Chris Smith, Eli Spevak, Maggie Tallmadge, Teresa St Martin

Commissioners Absent: none.

City Staff Presenting: Barry Manning, Bill Cunningham, Eric Engstrom, Tyler Bump, Gina Tynan (BDS), Tim Heron (BDS), Matt Tschabold (PHB), Justin Douglas (PDC), Sallie Edmunds, Rachael Hoy, Troy Doss, Mindy Brooks, Debbie Bischoff, Mauricio Leclerc (PBOT), Judith Gray (PBOT)

Chair Schultz called the meeting to order at 5:00 p.m. and gave an overview of the agenda.

Documents and Presentations for today's meeting

Items of Interest from Commissioners

- *Commissioner Baugh*: Would like to thank Commissioner Schultz for her efforts at Council and for providing a cake to BPS staff. Thanks to BPS staff for their work on the Comp Plan.

- *Commissioner Spevak*: I just got back from vacation in Europe. It's invigorating to see places where biking is so prolific. It's also interesting to see the range in ages and types of structures – the eclectic mix was fun to see.

Consent Agenda

- Consideration of minutes from the June 14, 2016 PSC meeting

Commissioner Schultz moved to approve the Consent Agenda. *Commissioner Smith* seconded.

The Consent Agenda was approved with an aye vote.
(Y10 —Baugh, Houck, Larsell, Oxman, Rudd, Schultz, Smith, Spevak, Tallmadge, St Martin)

Disclosures on Conflicts of Interest (Mixed Use Zones)

- *Commissioner Spevak:* I own commercial property in a mixed use area and will exclude myself from the mapping sections of the discussion accordingly. I also own residential property and will not vote on the residential maps.

- *Commissioner St. Martin*: I also own property in a mixed use area and will not vote on the mapping.

- *Commissioner Schultz*: I have general potential conflicts – I work for an architecture firm that has projects all over the city.

- *Commissioner Bachrach*: I own property on SE 17th that is proposed to be downzoned, so I will not vote on the residential map portion.

Task 5: Mixed Use Zones Project

Work Session: Barry Manning, Bill Cunningham, Eric Engstrom

Barry Manning reviewed highlights of the memo sent to PSC on June 23, 2016. Tonight the plan is to talk about Topics 3-7.

Mr. Manning introduced bureau partners Matt Tschabold (PHB) and Justin Douglas (PDC).

Justin Douglas: Wanted to commend staff for an excellent public process on the MUZ project – and for being open to conversations with PDC.

PDC feels that affordable housing is the most pressing issue facing the City – and that long term commercial affordability is also critical. While there are still some things we would like to understand better, we are very enthusiastic to be a partner.

Two broader comments: 1) density is critical to maintaining both residential and commercial affordability; and 2) the provision of parking impacts the take-up of the bonus program. To the extent that there are tradeoffs between parking and the take-up, we would like to suggest that we explore district parking solutions.

Matthew Tschabold: Commended staff on engaging PHB staff and working together on key decision points.

With respect to the MUZ project, PHB supports it. With regard to how it's structured, we want to utilize that framework as a part of any mandatory inclusionary housing program. At a high level, the City will need to provide a basket of incentives – and we tend to fully utilize any bonuses that are a part of that incentive package, as well as other tools being suggested by our own panel of experts.

Commissioner Larsell asked Justin to elaborate on the relationship between parking and affordability.

Mr. Douglas: What we discovered – once buildings got to certain sizes and parking thresholds kicked in, a developer might be less inclined to use a bonus if they were required to build parking.

Commissioner Smith: With regard to the affordable housing bonus – my concern is whether the bonuses are adaptable as economic conditions change. Does it need to be recalibrated?

Mr. Tschabold: We're certainly calibrating it for today, and parts of it will be embedded in the Zoning Code itself. Other elements of the mandatory inclusionary housing bonus would be housed elsewhere in City Code. I don't anticipate much of the recalibration coming from changes to the Zoning Code. It will come from changes in other areas.

Commissioner Spevak: I appreciate this is going to get embedded in the MUZ code. I hope that can get done as quickly as possible. Based on what I've read, this is really targeted at rentals. I'd hope there's a component targeted at ownership as well.

Mr. Tschabold: Yes, a lot of the attention is on the rental market. But the Commissioner's Office and Bureau are working on a For Sale program.

Commissioner Tallmadge: You're looking at about 50% up-take from developers? If the estimate is a 50% up-take, and we want everyone to take advantage – this would lead to buildings being really tall. Are tall buildings in neighborhoods a good tradeoff?

Mr. Tschabold: I think PHB's opinion is that to encourage affordability for residential and commercial development, we need to increase our density, both with respect to infill and creating a denser city. Yes, in the long term, we are going to need to build up and in as a city.

Mr. Manning: As we're talking with PHB, 20 units is the threshold for the mandatory program, and we're expecting that more projects will take advantage of the bonus FAR because they're already in the mandatory program.

Commissioner Baugh: To the district parking – if you diminish parking cost, they could get more bonus, but that's an incentive. Is parking being considered as part of the IZ as an incentive? To the district parking, you have money in TIF districts, but outside of that, how would that work?

Mr. Tschabold: Yes, parking is being considered.

Mr. Douglas: You're right. We have limited tools. The two locations that we're most interested in exploring right now are Old Town Chinatown and the Central Eastside. These are both in the CC and won't be addressed by the MUZ project.

Commissioner Bachrach: On the commercial side, commercial leases are so much more variable than residential, how far do you have to dig in to enforce a commercial program?

Mr. Douglas: Will that be an attractive bonus? Will there be a demand for it? Where would it be taken up? There are a lot of things that need to be worked out. What does affordable mean? What would the term be for that affordability? What types of business?

Commissioner Bachrach: I certainly understand and support the policy goals of this, but I read the May, 2016 analysis by EcoNorthwest and they have a lot of skepticism about the tools being proposed. I'm troubled by the good intentions maybe not being translated into effective tools. I'm trying to understand the consequence if the skepticism bears out. What's the downside if it doesn't work? My concern is that we're going to create very few affordable units and we're going to decrease the density and number of units overall- I'm trying to understand the risk.

Mr. Manning: From the perspective of bonus utilization, there was some skepticism about the take-up of the bonuses. In some cases, we are proposing an FAR reduction. We feel confident we've maintained enough capacity to meet our 2035 goals, even with the reductions. I guess the one thing – as the City works through IZ, our expectation is that more projects will be in the system – and we expect that to increase take-up of the bonuses if they already have to provide some units.

Mr. Engstrom: Jeff, you're correct in what the risk is. We've tried to mitigate that – we didn't just change FARs, we changed the maps – the overall capacity is actually higher on the new map than the old, even with the FAR reduction. Secondly, we repeatedly did the economic modeling to check our work. Thirdly, we have an effective date in 2018 so we have enough time to work out those administrative details and pull the plug if we can't make something work. If we can't make it work, we have time to make changes.

Mr. Tschabold: I'm encouraged by the fact that our consultants are DRA and EcoNorthwest – and the folks that raised some of the concerns are the principals for EcoNorthwest on our team. IZ actually provides a mechanism for the City to provide more than just an FAR bonus. With other tools, there are mechanisms to help increase the up-take. The analysis looks only at voluntary up-take through FAR. If we find the utilization isn't what we'd like, we'd need to be honest about that and recalibrate.

Commissioner Bachrach: IZ will not be in Title 33?

Mr. Tschabold: Parts of it will be in Title 33, parts of it will be elsewhere. It will be a package of code.

Mr. Douglas: We do have the IZ code project – you will see this September 25 – we have a code concept we'll be circulating at the end of July. This is not the last you'll see of this.

Commissioner Smith: The Title 33 pieces of IZ will be amended against the current code rather than the 2018 code?

Tyler Bump: We'll be working on multiple sets of code. Both will come to you in September.

Commissioner Rudd: For parking, what are we talking about? Structured?

Mr. Douglas: I was referring to parking owned by the City or PDC.

Commissioner Rudd: Certain neighborhoods would be likely to have higher up-takes. Do those areas have limited parking?

Mr. Engstrom: There will be a shortage if we see the housing development we want. There is potential for that.

Mr. Manning introduced BDS Staff Gina Tynan and Tim Heron

Ms. Tynan: I will review continued items of concern. We did submit formal comments as part of the public record. Ms. Tynan reviewed the Complexity of Development Standards section of the handout.

Mr. Heron reviewed sections of the handout related to Proposed Development Standards and additional recommendations from the Design Commission/Historic Landmarks Commission.

Commissioner St. Martin: On increasing the ground floor windows, what is behind that?

Mr. Heron: The more opportunities for more ground floor active uses, the better. Going from 40 to 50 seems like a reasonable split. The current standard depends on two metrics. BPS has gone to a simpler metric. The 50% seems more reasonable (old linear requirement was 50%) and clean.

Commissioner Schultz: As someone who's had to modify this standard in the past, how does this still get achieved?

Mr. Heron: We have a desire, with the single metric as opposed to the two metrics, it seems like that might be less of a concern. There's maybe some work to be done in the metric, but I think the 50% works. If we have to modify it, that would still be allowed.

Commissioner Tallmadge: Why is BPS not supportive of residential entrances as active ground floor uses?

Mr. Engstrom: As we understand it, each unit would have a separate entrance. We've looked at what's been built in the last decade, we were afraid that was too specific.

Commissioner Baugh: Some of these items seem like RICAP issues.

Mr. Engstrom: We have committed to moving DOZA and related updates to Community Design Standards up – we'd like to do that before this comes into effect. The other one is that we're anticipating a project to do a lot of the RICAP-like cleanup that will need to happen with MUZ-related language in 33 and in other City codes.

Commissioner Baugh: With regard to DOZA and the Community Design Standards, it seems premature to get to some of these issues because they could change in those processes.

Mr. Engstrom: In some case we've taken what used to be a Community Design Standard and moved it into the base zone so they apply in areas not subject to design review.

Mr. Manning: I think what BDS is asking is that we just reference the design standard rather than the plan district standard.

Commissioner Schultz: Is it possible to implement stories as opposed to height? Some of the heights are limiting heights in units or on the ground floor. 3 stories =35 feet? Can we implement number of stories instead of height?

Ms. Tynan: For Planning & Zoning (BDS) we're trying to get at the form, the size, the massing – if you get into an issue where you're talking about stories, that's in building code, not zoning code. Do you then have to set height limits on floors? Our preference would be to use height to give you flexibility within the building.

Commissioner Schultz: Is there a way to do it though? There must be a way to give a design team a little more flexibility for design rather than just doing the smallest building?

MUZ Discussion

Topic 3

Commissioner Spevak: Does the FAR transfer allow you to go .5 or .75 above and beyond what you can earn?

Mr. Manning: No. You could transfer up to the maximum. You could get half of the total FAR as a transfer. The idea was that you could combine the two tools, but you could never exceed the maximum.

Commissioner Larsell: Why is BPS not supportive of the minimum FAR?

Mr. Manning: We can come back to this, but the reason we didn't include it was this is a citywide application – there are some areas where we don't think minimums make sense – where we have large lots, not enough parking, etc. The economic characteristics of those areas don't allow those things to pencil out. We did include it in the Center/Main Street Area. We felt those areas should meet a minimum density – but didn't want to apply that citywide.

Mr. Engstrom: We were also trying to respond to the policy in the Comp Plan about time transitions – and that we ought to be tolerant of a more incremental approach to growth.

Chair Schultz asked for a show of hands by those commissioners who were generally supportive of the staff recommendation. All commissioners raised their hands.

Topic 4

Commissioner Houck: The Division design initiative addressed a lot of these issues. At one point we were told there was going to be a discussion about their recommendations.

Mr. Manning: Yes, on July 12.

With regard to the 4.1 Staff Recommendation

Commissioner St. Martin: So what's physically possible? Is 3 feet enough?

Commissioner Schultz: No. You need 18 feet at ground floor to do a multi-stacker. If you want to do complex stackers, you need to have 18 feet.

I can recognize the value of talking with the communities and limiting height – but that's also why I keep talking about using floors instead of height. What we end up doing is reducing ceiling heights within our unit. Most of our clients like to build 9 foot ceilings. We also like to have stackers or storefronts on the first floor. This is forcing a minimum quality building throughout the City – when what we're really talking about is a 3 story building – rather than having us look at the tradeoffs – if I want a stacker, I have to have short ceilings in the rest of my building.

On the requirements for stepbacks – with the heights and the stepbacks, I can't make it work and make it habitable – unless I shrink the ground floor even more. A solution is to talk about stories and then maybe the maximum height.

Mr. Engstrom: We're struggling a little bit with going above what we are at today when the whole point of the project was to address this development and its relationship to the surrounding neighborhoods.

Commissioner Baugh: The concern I have relates to the size of the unit. The units are getting smaller and smaller. Some developers are calling a 350 sf unit a single family unit. What prevents a developer from building really short stories?

Commissioner Schultz: Building code does have height minimums, so you can't go to 7. The current proposal basically requires you to do 8. You can't build more than that.

Commissioner Baugh: What are we trading off? We're looking at a very complex code. Is this the appropriate spot to start creating a complex code to tell developers this is how high and this is how many stories...I don't know if today, we want to put our foot in that conversation.

Commissioner Schultz: You're also talking about livability though.

Commissioner St. Martin: Parking is an issue, so allowing more stackable parking in a building definitely benefits a community.

Commissioner Spevak: I'm inclined to think – right now it's squeezed down to the minimum – but there are ways to do this in Code – to look at height and floors.

Commissioner Oxman: I'm intrigued by the idea. The idea of max height and max stories makes sense to me. This addresses the mass, but it allows a lot of flexibility within the building. I'm supportive of the idea at looking at variable story height.

Commissioner Smith: Two questions. First, there is a public policy tradeoff between public realm and private realm. I'm leaning a little toward private realm and decent ceiling heights. So Commissioner Schultz, you like 4.1D, but add a provision to limit the number of stories?

Commissioner Schultz: Yes, that's the way I'd be leaning.

Commissioner Smith: I think I'm supportive of height flexibility. I'd go ask staff to think about how to regulate this.

Commissioner Baugh: What is the impact of IZ/parking on this? How will height impact the parking? And how much value can we capture in the parking? This issue will come back to bite us in IZ because now you've given parking a whole bunch of room and you need to capture that.

Commissioner Rudd: Are we talking about making the 3 to 5 only for the first floor or can they use it wherever?

Commissioner Schultz: I'd be inclined to give the flexibility to the developer. It seems to me that staff needs to go do some homework. Is there support for 4.1D generally? Then we can discuss it later.

Chair Schultz asked for a show of hands by those commissioners who were generally supportive of the staff recommendation. A majority of Commissioners raised their hands. Commissioners Smith, Baugh, Tallmadge and Rudd did not.

Central City 2035 Plan

Briefing: Sallie Edmunds, Rachael Hoy, Troy Doss, Mindy Brooks, Debbie Bischoff, Mauricio Leclerc (PBOT), Judith Gray (PBOT)

Susan Anderson thanked everyone for their involvement with this plan – particularly Commissioner Schultz and Rudd, and former Commissioner Hanson for their service on quadrant plan Stakeholder Advisory Committees.

Disclosures on Conflicts of Interest (Central City)

- *Commissioner Smith:* I own a rental condo in the Pearl. I believe there are no provisions in the code that would affect that property specifically. I don't believe I have any conflicts.

- *Commissioner Schultz:* I work for an architecture firm with projects all over the City. We have many many many projects in the Central City – these could all be potential conflicts of interest.

Discussion

Commissioner Tallmadge: Could you clarify where the affordable housing piece is?

Ms. Hoy: MUZ will be bringing together a proposal in October. We'll still be with you at that time. What I presented today was a bonus and transfer system – this will probably change by October – we'll be in work sessions, and we should be able to work through any of the changes we need to make.

Commissioner Houck: Really good to see the bird strike stuff. What's the issue with lighting related to bird safety?

Ms. Bischoff: We have two new sections of exterior lighting development standards. They state that lighting should face down and materials should not be reflective in a way that harms wildlife.

Commissioner Houck: With all the viewpoints along the greenway, where can you plant trees?

Ms. Brooks reviewed a map that highlighted areas in vegetation management areas – and where you could and could not plant trees.

Commissioner Houck: I'm pleased to see us moving from 25' to 50' on the setback.

Commissioner Smith: How do we regulate the view corridors in terms of technology? Two dimensional maps may be obsolete. Have we thought about visualizing the regulations in a new way?

Ms. Brooks: We are mapping it in 3D, but for simplicity – translating it into a building height makes implementation easier for BDS.

Commissioner Schultz: Keep in mind how you're implementing a diagonal line (from a view corridor) across the site.

Commissioner St. Martin: Is there any consideration on the fence on Vista?

Ms. Brooks: We have recommendations on it, but it is a safety issue. I don't think there is a solid recommendation.

Commissioner Bachrach: Are there regulations related to views other than heights?

Ms. Brooks: For building heights, there are a few maps in 33.510 – everything else is found in chapter 33.480 – vegetation related items, etc.

Commissioner Spevak: I'm guessing we're going to hear from property owners in those view corridors. Are there tools for those property owners to still use the lost FAR?

Ms. Brooks: Yes. They could transfer to a site after that receiving site has used the bonuses.

Commissioner Schultz: Is there a way to get out the information in the inventory – for the public and development community? Sort of a hey, it's not preserved but you should be aware and maybe you can design around it?

Ms. Brooks: Yes. We'd welcome ideas! The document costs around $80 to print.

Commissioner Schultz: Maybe it could be part of a pre app.

Commissioner St. Martin: What was the thought process between LEED Gold as opposed to one of the other colors?

Ms. Hoy: It's the most comprehensive program today. It's also the most widely used in Central City over the last 15 years. We just want to continue that momentum.

Commissioner Spevak: I have a fundamental problem with a City requiring people to purchase a product from a specific vendor. I have a great article I'll forward on Vancouver – they did a lot of planning in their West End that made it a vibrant place for kids and families. I hope we make this a priority too. On bird safe windows and roofs – I'm curious what the trigger point is if you're modifying an existing building.

Commissioner Schultz: I'm a little disappointed that we're only registering for LLED. I second Commissioner Spevak's comment that it has to be LEED. I'd like to see folks develop to a standard and I don't know if registering is really going to get there.

Ms. Hoy: We were originally thinking of this as a requirement. But with some of the changes in the LEED program – they are going to become more stringent than the state building code – and local jurisdictions cannot require something more stringent than the state code.

Commissioner Bachrach: I just hear a lot of comments that there are better ways to manage sustainability in a project than LEED. I hear the same thing about ecoroofs. I'm concerned we're stifling creativity by picking something up off the shelf. If 90% of buildings are already doing this, why are we mandating the 10% do it too?

Commissioner Houck: There are many other benefits of ecoroofs other than stormwater – habitat, green access, heat island, etc.

Commissioner Spevak: If we're going to start having minimum densities – we need to make sure you can't "density dump." I also had another thought about the bonus for the greenway – why not just give them more FAR and just make them build farther away?

Mr. Doss: There's a lot of complexity. We borrowed the idea from South Waterfront, but it's usually easier to incent things than to require them.

Ms. Brooks: We have looked at different options – there are only a few places along the river where we expect redevelopment. Going back 100' takes up a lot of space. The 50' plus bonuses is where we have landed at this time.

Commissioner Baugh: Is the development at Tom McCall Waterfront Park targeted at some social-economic or is it just small pods? How is it programmed to be developed?

Ms. Bischoff: That has yet to be developed, but we have heard lots and lots of comments on the desire to activate the park. Parks has said any development would require an update to the park's master plan. Also – there are a lot of concreted areas (like under the bridges) that would be appropriate for these developments.

Commissioner Smith: They could not get to agreement on a bike share station in the park itself.

Commissioner St. Martin: You spoke about a formula for mitigating river impacts – what was the direction of this formula?

Ms. Bischoff: Generally, they looked at bike/ped trips, average daily trips on major public trails (mode split downtown is like 21%), what is percentage of impact new development would have with new trip generation? And then - is that substantial enough to warrant trail improvements?

Commissioner Spevak: Is there a plan for human being access to the water?

Ms. Bischoff: It is a component of our planning. It's not reflected in the regulations, but it is in our action items and in our work on the Eastbank Crescent, for example. We are working on a Central City Swimming Study to determine - what is the best site if the City decides to move forward with a formal swimming program?

Commissioner Rudd: The document addresses marine terminals specifically. Is there a plan for facilities for human powered craft?

Ms. Bischoff: If it's parks and open space, something like that would be allowed. We're not precluding anything.

Commissioner Rudd: Specifically, like the Portland Boat House, when it loses its lease – where can it go?

Ms. Bischoff: They're currently working with PDC – we're all monitoring that project. The goal is to have them continue to exist – maybe in the Eastbank Crescent area, maybe it's another location.

Commissioner Larsell: Was pleased to hear about seismic issues. Sounds like you're looking at URMs – it's my understanding there are many things related to hazard mitigation. Are there other things this process is addressing?

Director Anderson: We could have PBEM come and do a briefing on everything they're doing.

Ms. Edmunds: There is a separate Natural Hazard Mitigation Process that PBEM is leading. We can have someone come talk about that.

Commissioner Smith: There is a policy discussion without any code related to unbundled parking. I wanted to flag that for your attention. My question for Mauricio [Leclerc] is related to the Map App. I don't see any classification maps. Are they coming?

Mr. Leclerc: No. We've done it in the past and it's proven to be very confusing. I think it's a technology issue.

Commissioner Chris: I want to see the whole transportation system and how it connects to areas outside of the Central City. I'm trying to figure out if there's a discontinuity. Could you produce a Central City map that goes ¼ mile beyond the Central City boundary?

Mr. Leclerc: We can work on that.

Commissioner Oxman: I was fascinated by the reduction in the number of parking zones in the plan.

Mr. Leclerc: We are retaining the flexibility, but making it simpler to use.

Commissioner Baugh: The rationale of the MMA allowing more congestion –we want great streets and fewer cars, plus improved transit. How do we do this without some sort of TDM strategy? What's the plan?

Mr. Leclerc: We're continuing to work on that. The idea is there. We just don't have the mechanics figured out yet.

Ms. Gray: We talked about a two step approach to a TDM strategy – we asked for your support to take that second step – recognizing that the Central City needs to be treated differently. In terms of timing, we've talked about this as something that would start this year and be finished in 2017. Your support on this would be important.

Mr. Leclerc: Most of the projects that you see in the project list are supportive of more transit, limiting drive thrus, being smart about driveway location, jobs/housing – all of this together reduces the number of auto trips.

Ms. Edmunds reviewed the schedule for an amendments package, hearings and work sessions.

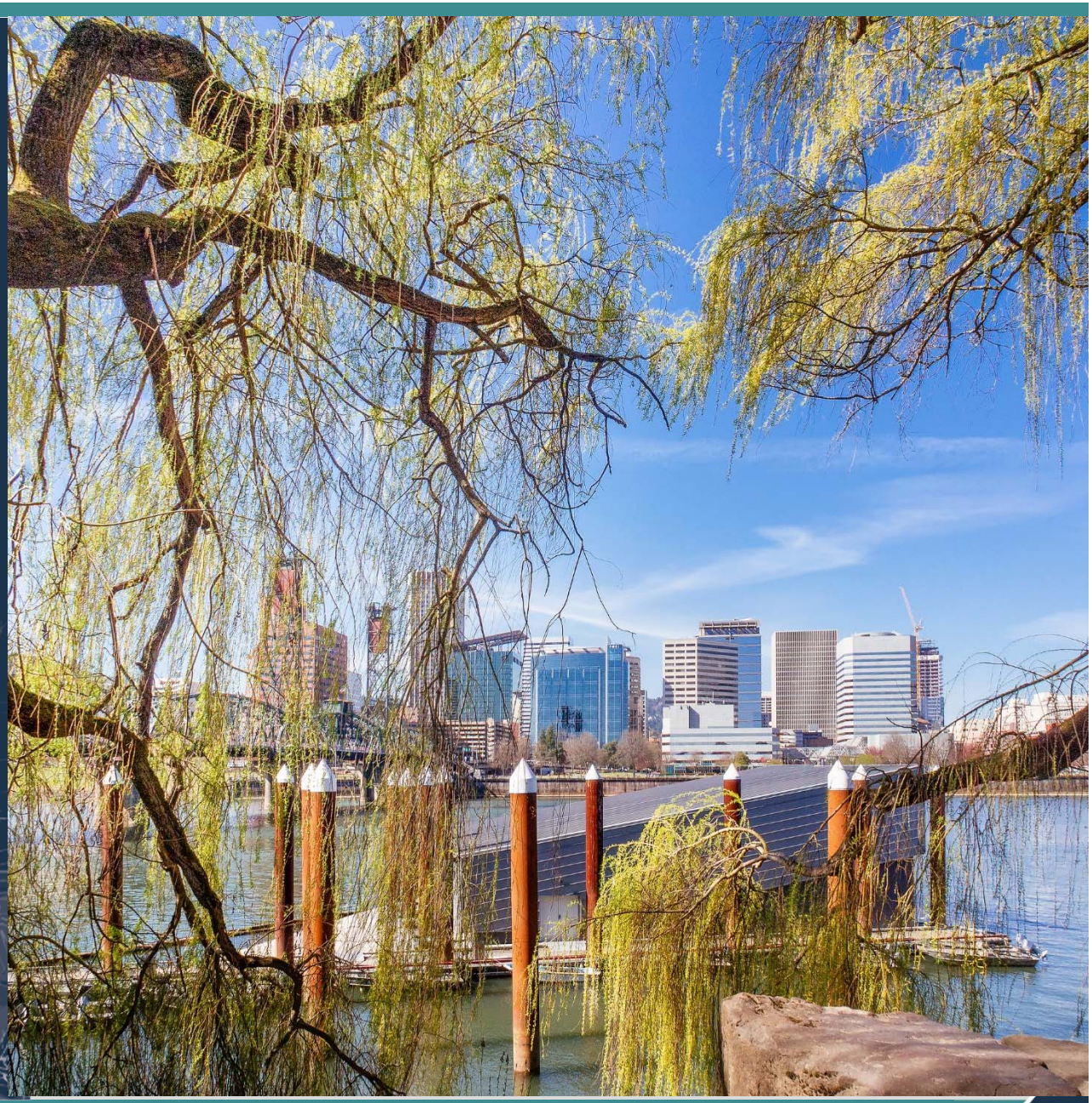
Adjourn

Chair Schultz adjourned the meeting at 9:10 p.m.

Submitted by Kathryn Hartinger

WILLAMETTE RIVER

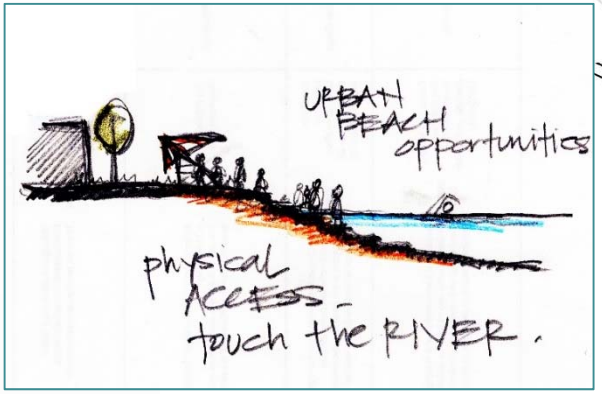
Central City update to the 1988 Willamette Greenway Plan

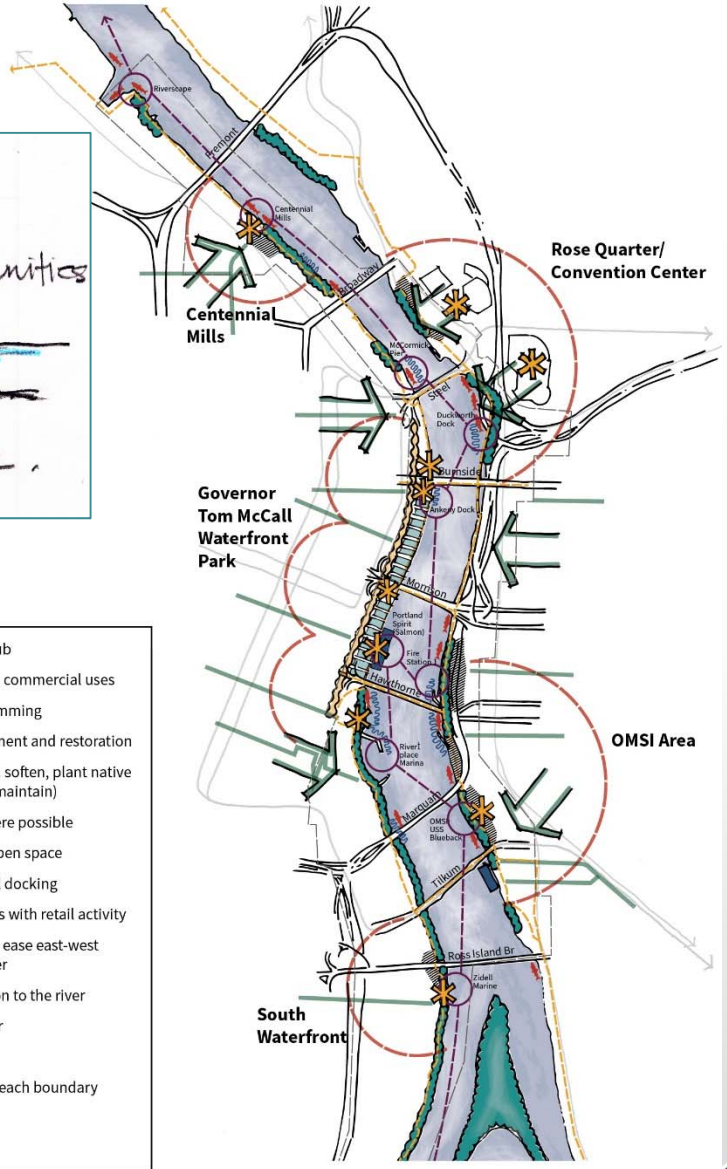


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WILLAMETTE RIVER

Urban Design Concept





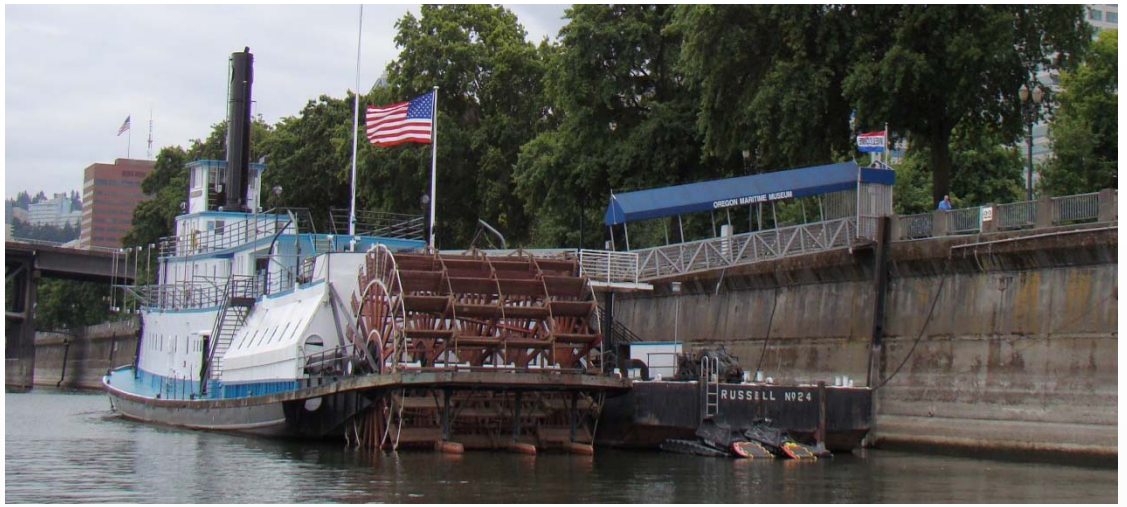
LEGEND

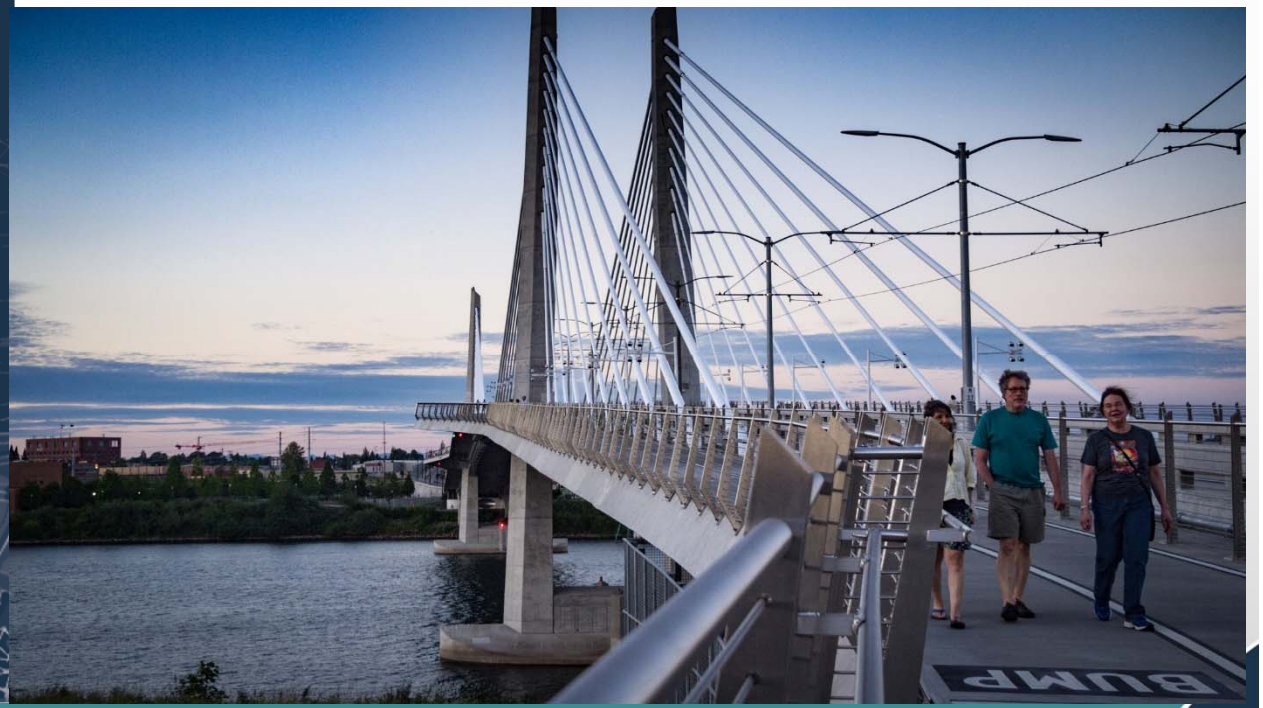
- Major riverfront activity hub
- Riverfront attractions with commercial uses
- Public access to river/ swimming
- In-water habitat enhancement and restoration
- Riverbank restoration (e.g. soften, plant native trees and vegetation and maintain)
- Add native vegetation where possible
- Potential new riverfront open space
- Potential passenger vessel docking
- Potential river transit stops with retail activity
- Enhance Naito Parkway to ease east-west movement toward the river
- Resolve difficult connection to the river
- "Green fingers" to the river
- Trail
- Willamette River Central Reach boundary
- MAX
- Heavy rail

WILLAMETTE RIVER

Willamette Greenway Plan

- New 33.475 replaces 33.440 for Central City
- New river overlay zones

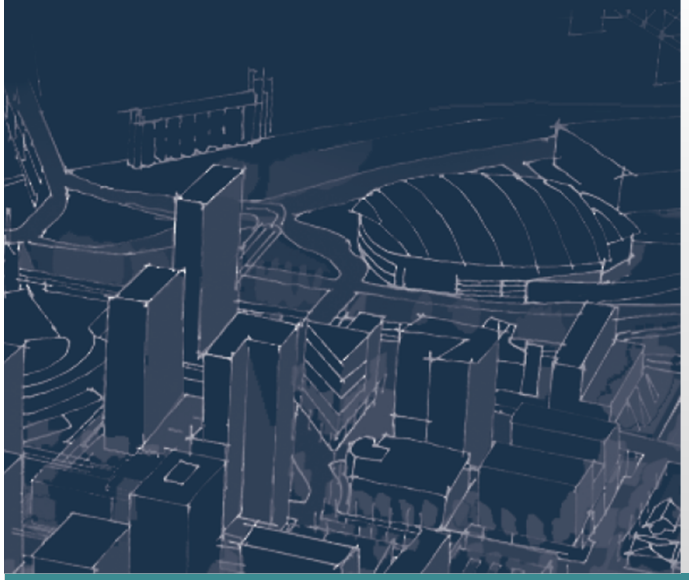




WILLAMETTE RIVER

River Overlay Zone Boundary

- Excludes South Waterfront and Sites zoned industrial



Proposed Central Reach River Overlay Boundary

Map 475-1

Map Revised Xxxxx X, 201X



Legend

Proposed Central Reach River Overlay Boundary

NORTH

0 1,800 3,600

Scale in Feet

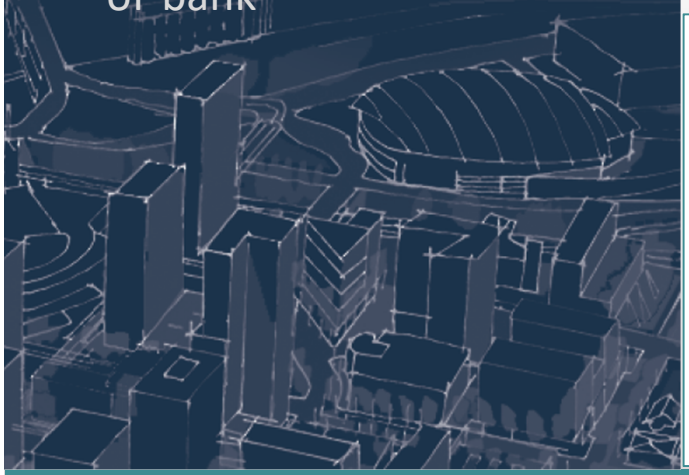
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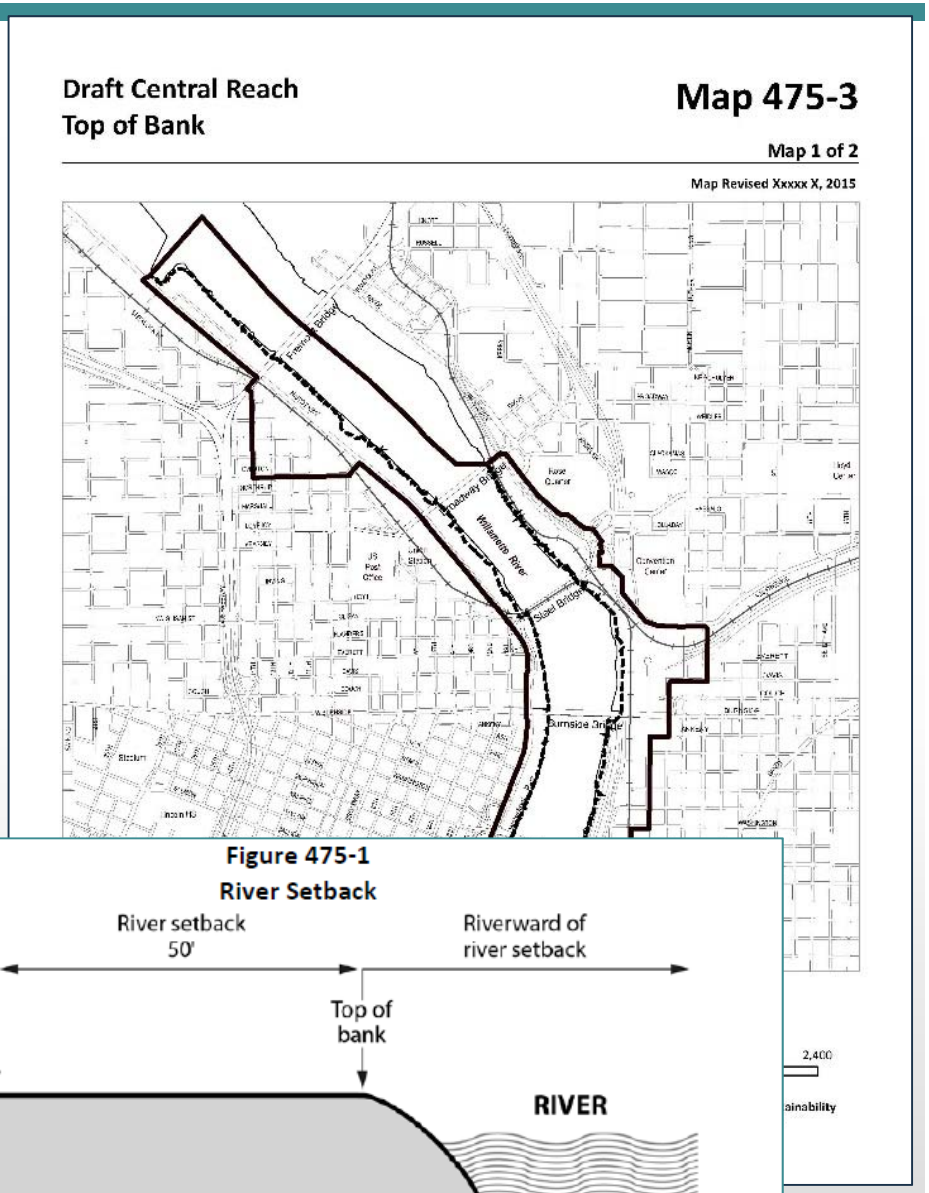
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WILLAMETTE RIVER

River Setback

- Sets back most development from the river for natural resources and public recreation
- Allows river-dependent, river-related development and trail
- Expands the setback from 25 ft.. to 50 ft.. from top-of-bank

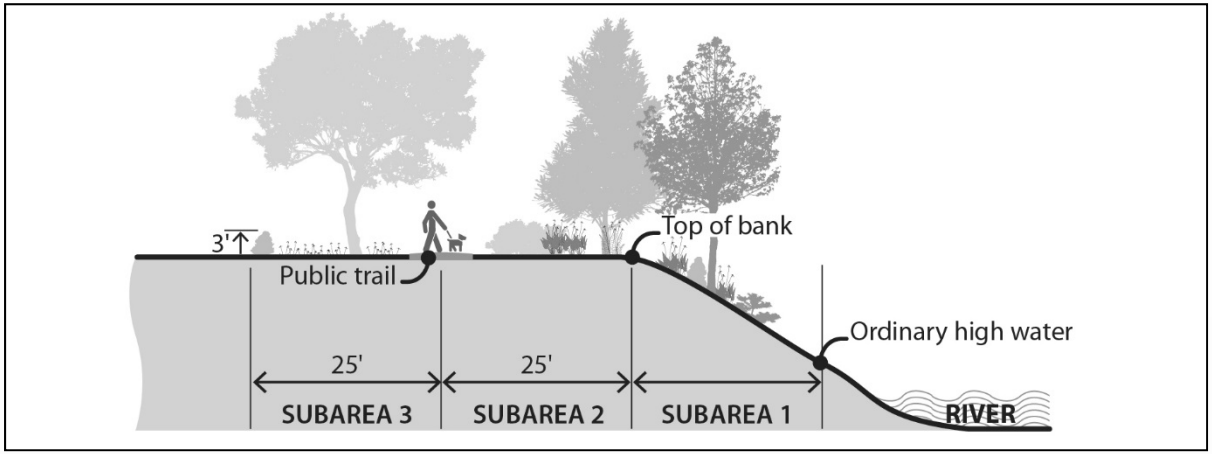


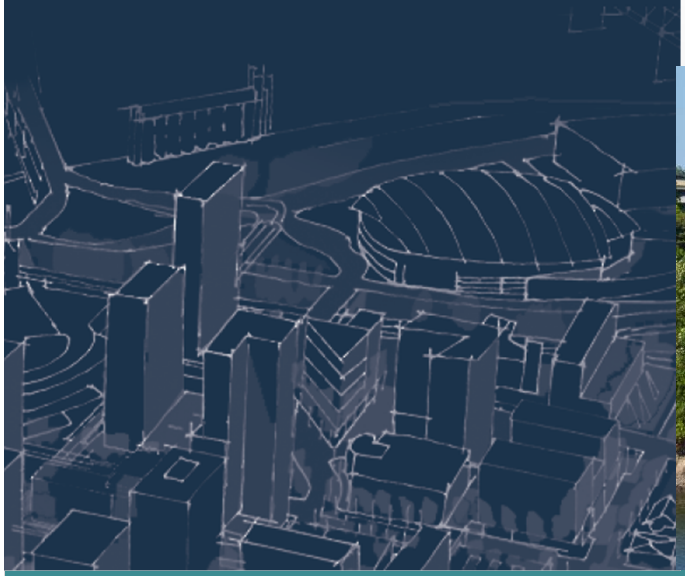


WILLAMETTE RIVER

Landscaping

- **Updates** existing landscaping requirements
- Promotes a diversity of plant types, sizes and densities







WILLAMETTE RIVER

River Environmental Overlay Zone

- Protects existing natural resources
- Applies to the river, riverbank and land within at least 50 feet of the top-of-bank
- Requires mitigation for impacts to natural resources











WILLAMETTE RIVER

Retail uses

- Allows small food vendors and boat rentals at mapped Open Spaces
- Includes size limitations

Open Space Bonus

- Increases development amount with more public open space next to the river setback





WILLAMETTE RIVER

River-Related Development

- Clarifies the definition
- Allows certain development associated with a marine passenger terminal
- Limits to 5,000 sq. ft. within the river setback





WILLAMETTE RIVER

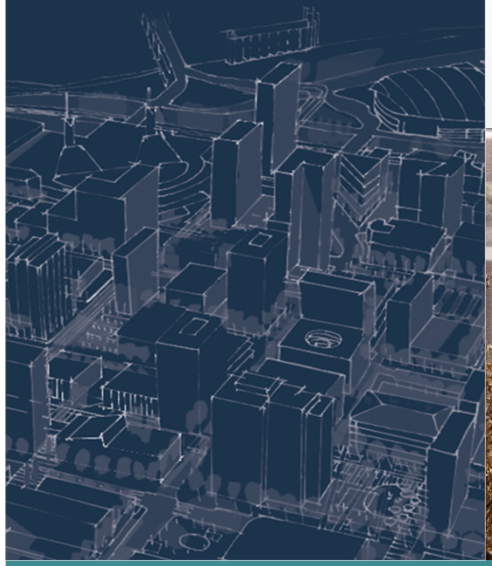
Other Code Changes:

Trails Rough Proportionality



Summary

Refer to Volume 2B for transportation recommendations & BPS' MapApp online



Transportation Recommendations

- Transportation System Plan (TSP) Amendments
- Multimodal Mixed-Use Area (MMA)
- Parking and Zoning Code Amendments
- TSP Elements
  - Policies and Targets
  - Street classifications
  - Candidate Projects
  - Studies



Multimodal Mixed-Use Area (MMA)

- MMA is a new State designation
- Lifts Transportation Planning Rule (TPR) automobile congestion standards that apply to land use changes
- Allows for more congestion to accommodate growth
- Safety still a concern for ODOT



Parking Code Amendments

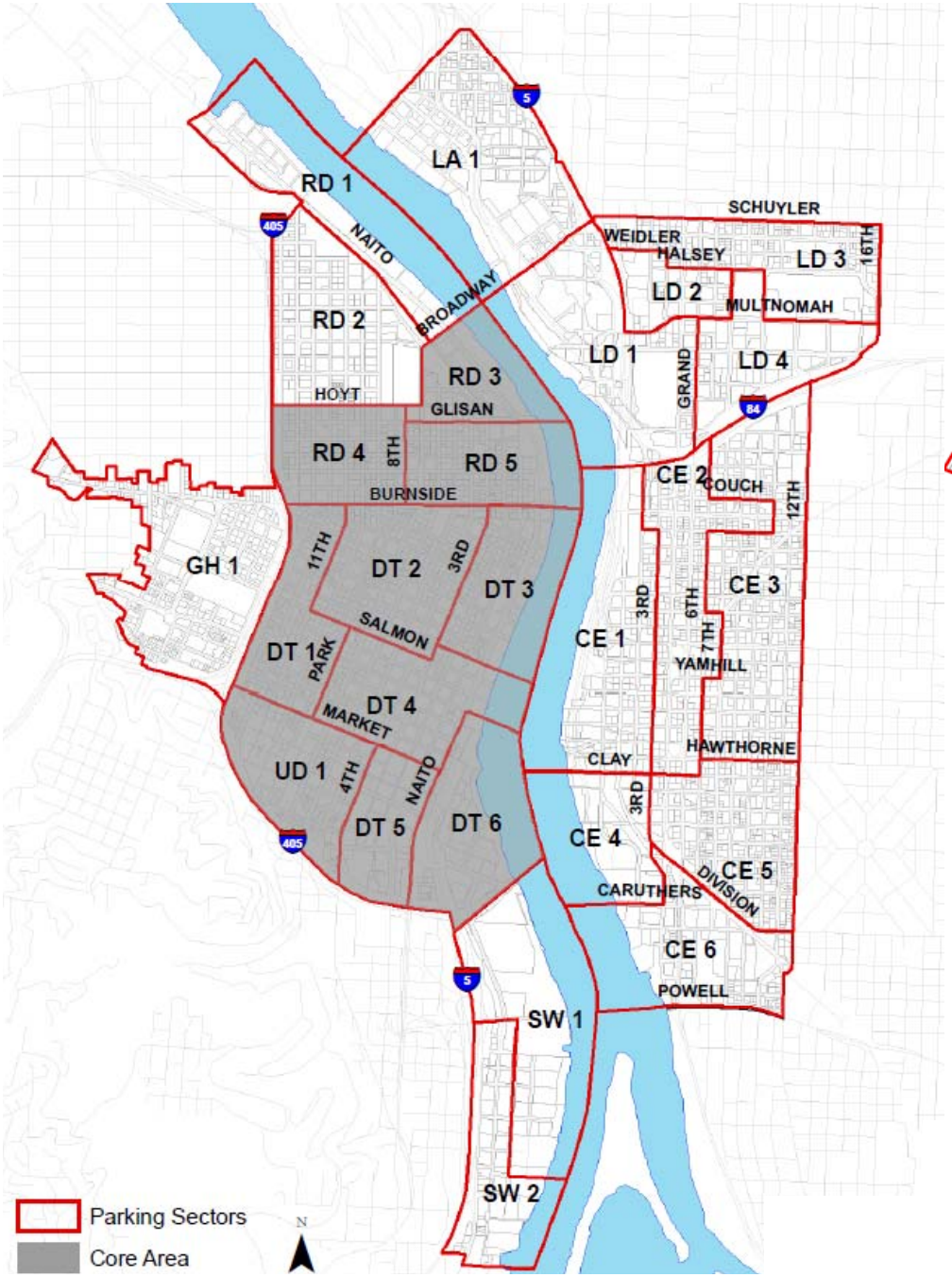
Refer to Volume 2A Amendments to Central City Plan District for parking chapter

- Maintain no parking minimums and lower maximum ratios
- Simplify parking code
- Allow more flexible operation of structured parking
- Significantly limit new surface lots
- Require ground floor active uses with structured parking
- Update regulations guiding the location of driveways

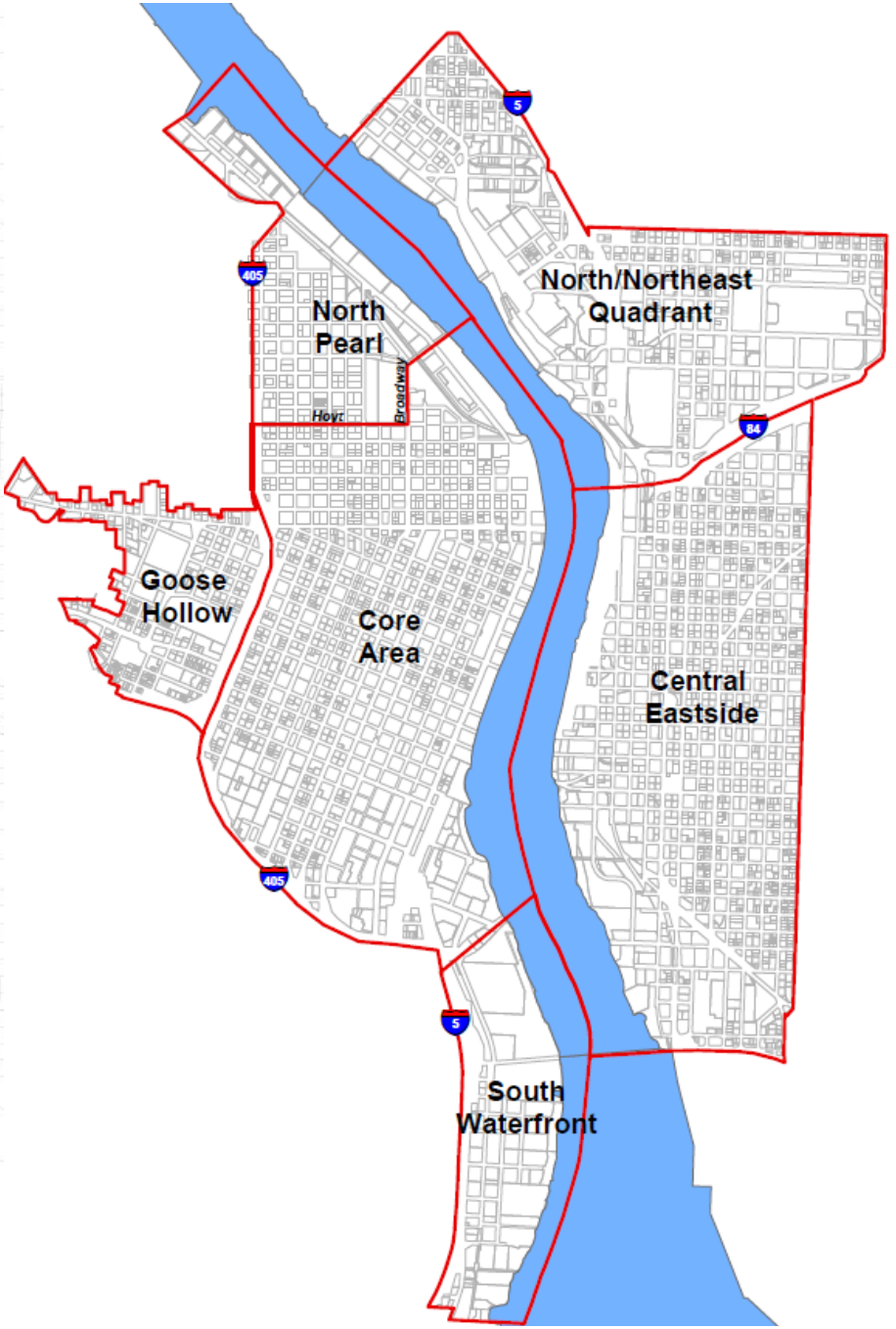




Existing Parking Sectors



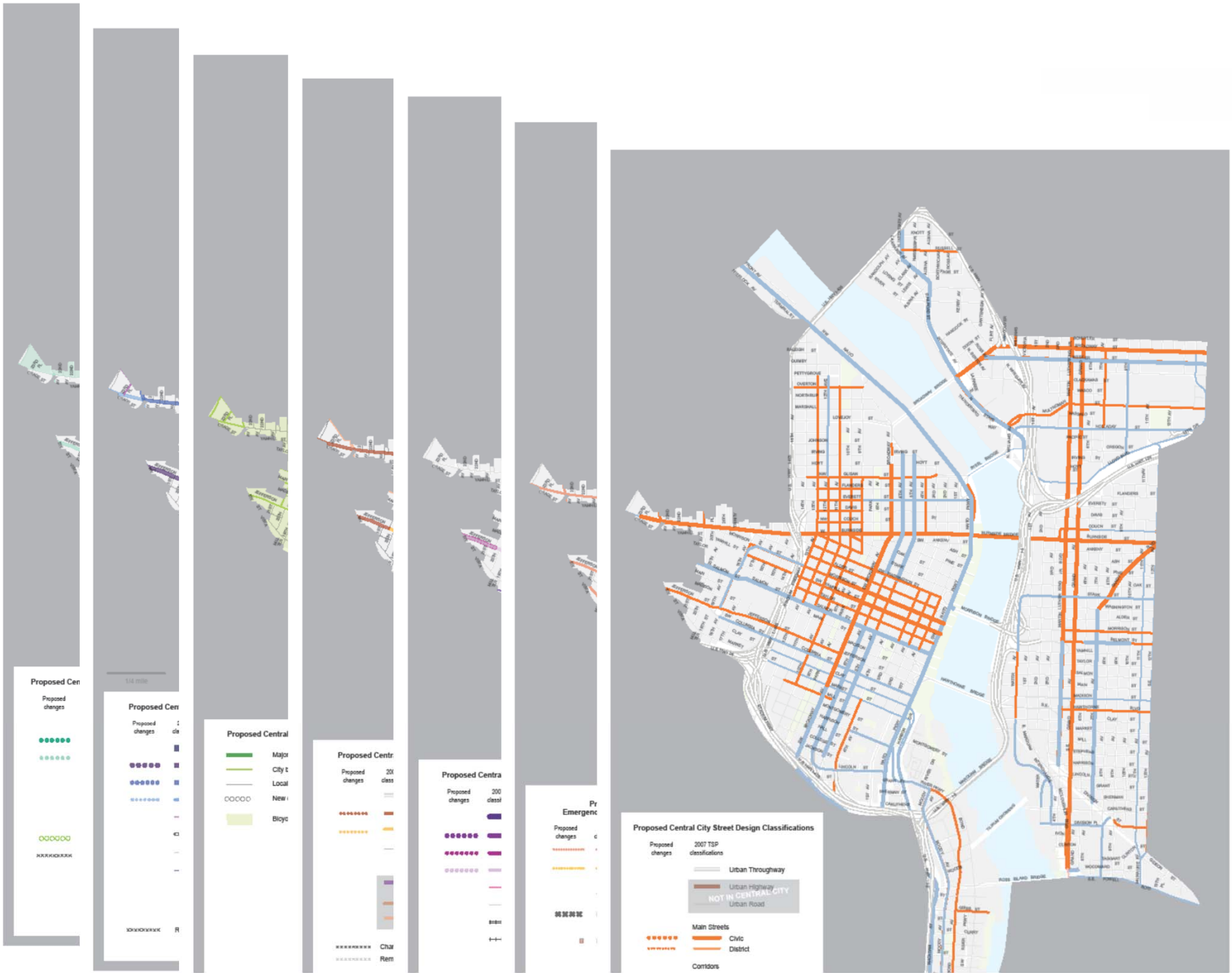
Proposed Parking Sectors

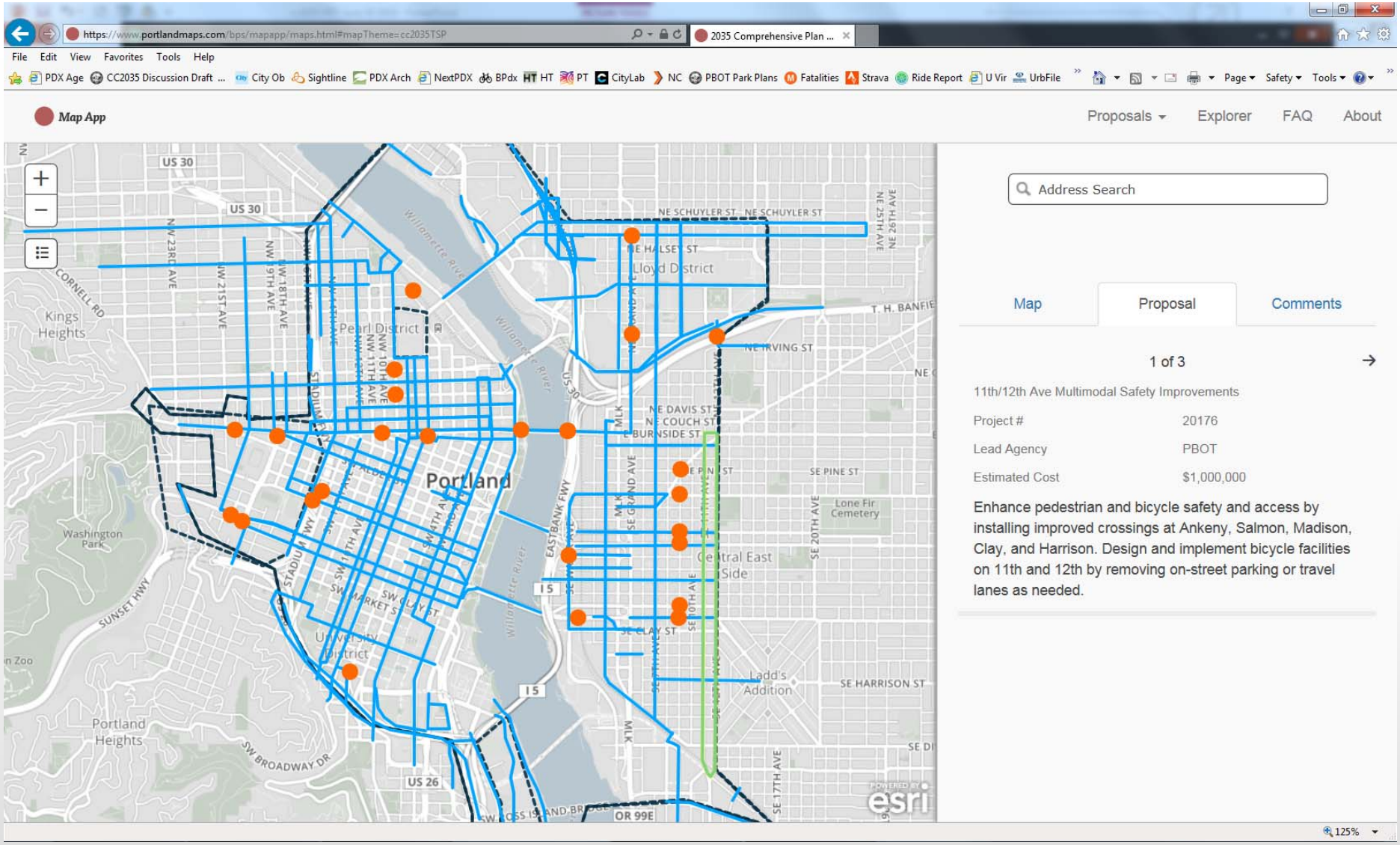


Transportation System Plan (TSP)

- Policies
  - Priority for pedestrians, cyclists and transit users
  - Develop complete multimodal network
  - Design Streets to be Great Places
- Street classifications
- Candidate Projects
- Studies




Proposed Central City Street Design Classifications
Proposed changes
2007 TSP classifications
Urban Throughway
Urban Highway
Urban Road
NOT IN CENTRAL CITY
Main Streets
Civic
District
Corridors

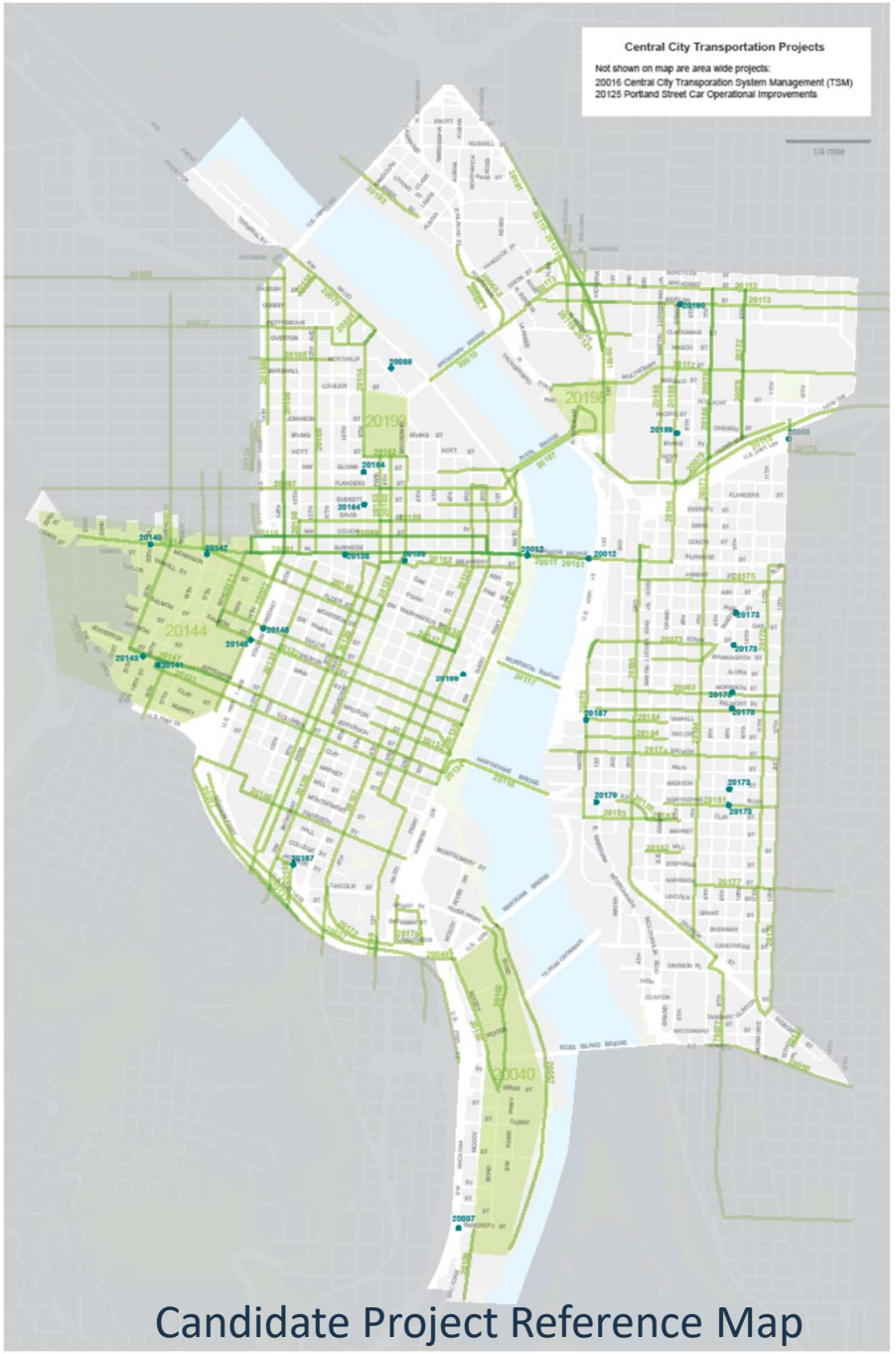

Map App
Proposals
Explorer
FAQ
About
Address Search
Map
Proposal
Comments
1 of 3
11th/12th Ave Multimodal Safety Improvements
Project # 20176
Lead Agency PBOT
Estimated Cost $1,000,000
Enhance pedestrian and bicycle safety and access by installing improved crossings at Ankeny, Salmon, Madison, Clay, and Harrison. Design and implement bicycle facilities on 11th and 12th by removing on-street parking or travel lanes as needed.
Portland
Pearl District
Lloyd District
Central East Side
University District
Ladd's Addition
Lone Fir Cemetery
Washington Park
Kings Heights
Portland Heights
US 30
I 5
US 26
OR 99E
esri

Examples of Transportation Projects

- New traffic signals and protected crossings
- Bicycle facilities
- Transit improvements
- Ped/Bike improvements across barriers
- Targeted freeway safety improvements
- Freight improvements in Central Eastside

Examples of Transportation Studies

- Green Loop
- Circulation Studies
  - Goose Hollow
  - Old Town
  - University District area
- Transit Capacity
- US-26/I-405 and related surface transportation improvements



Candidate Project Reference Map

CENTRALCITY 2035

Scenic Resources

- Updates to building heights
- Updates to vegetation management

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Charlie Hales, Mayor • Susan Anderson, Director

Scenic Resources

Existing Scenic Resources

- Viewpoints and View Corridors
- Scenic Corridors
- View Streets
- Scenic Sites
- Focal Features







Scenic Resources

Inventory

ESEE

Zoning Code

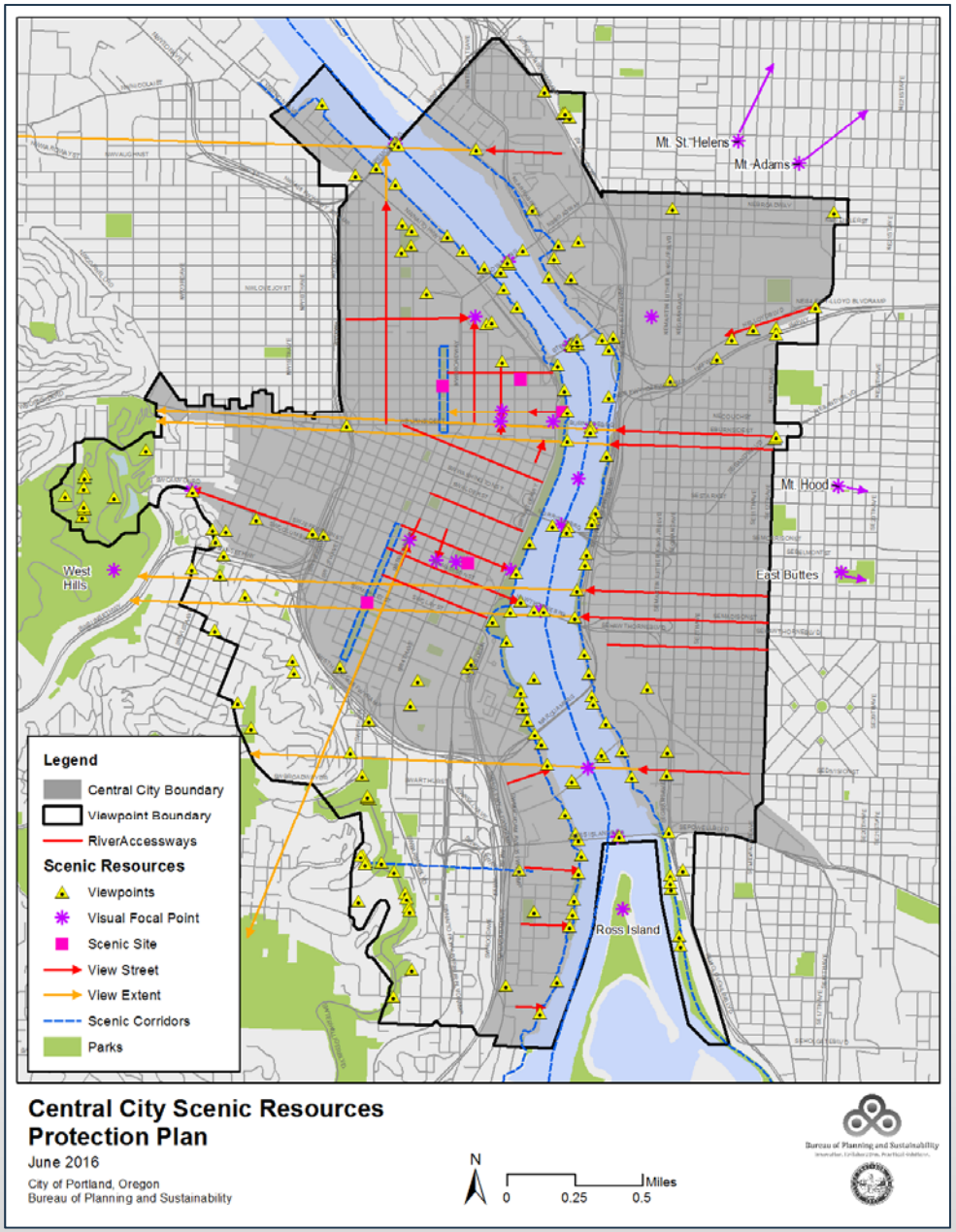


Scenic Resources

Inventory

ESEE

Zoning Code



Scenic Resources

Inventory

ESEE

Zoning Code







Scenic Resources

Inventory

ESEE

Zoning Code



Scenic Resources

Inventory

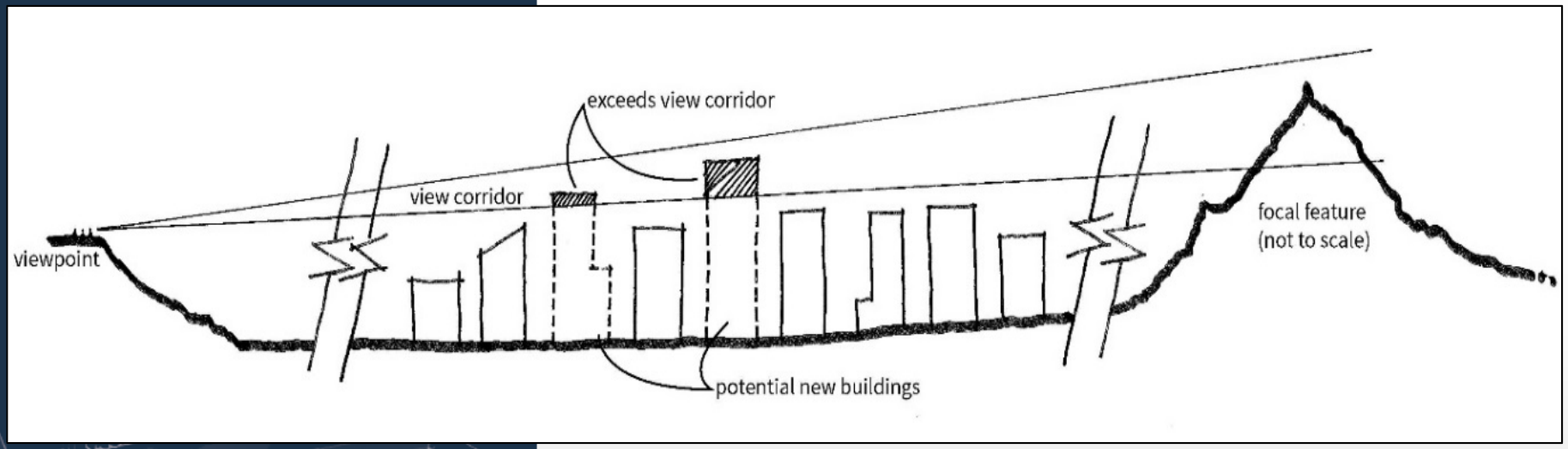
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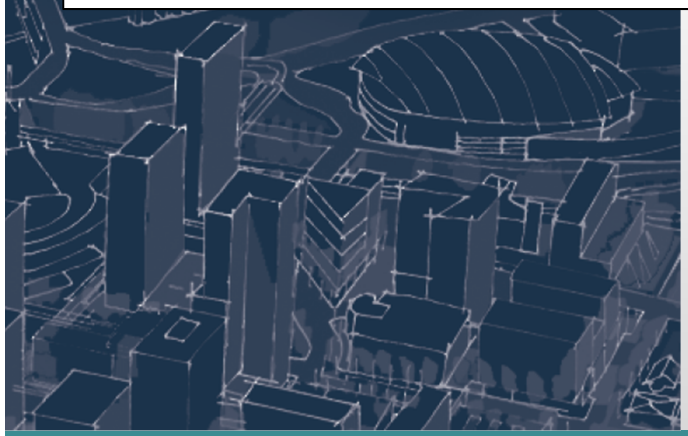
Zoning Code





Scenic Resources





Scenic Resources

Inventory

ESEE

Zoning Code

Spring 1971
View of Mt Hood & Central City



Summer 2014
View of Mt Hood

Most of the Central City is blocked by tree canopy

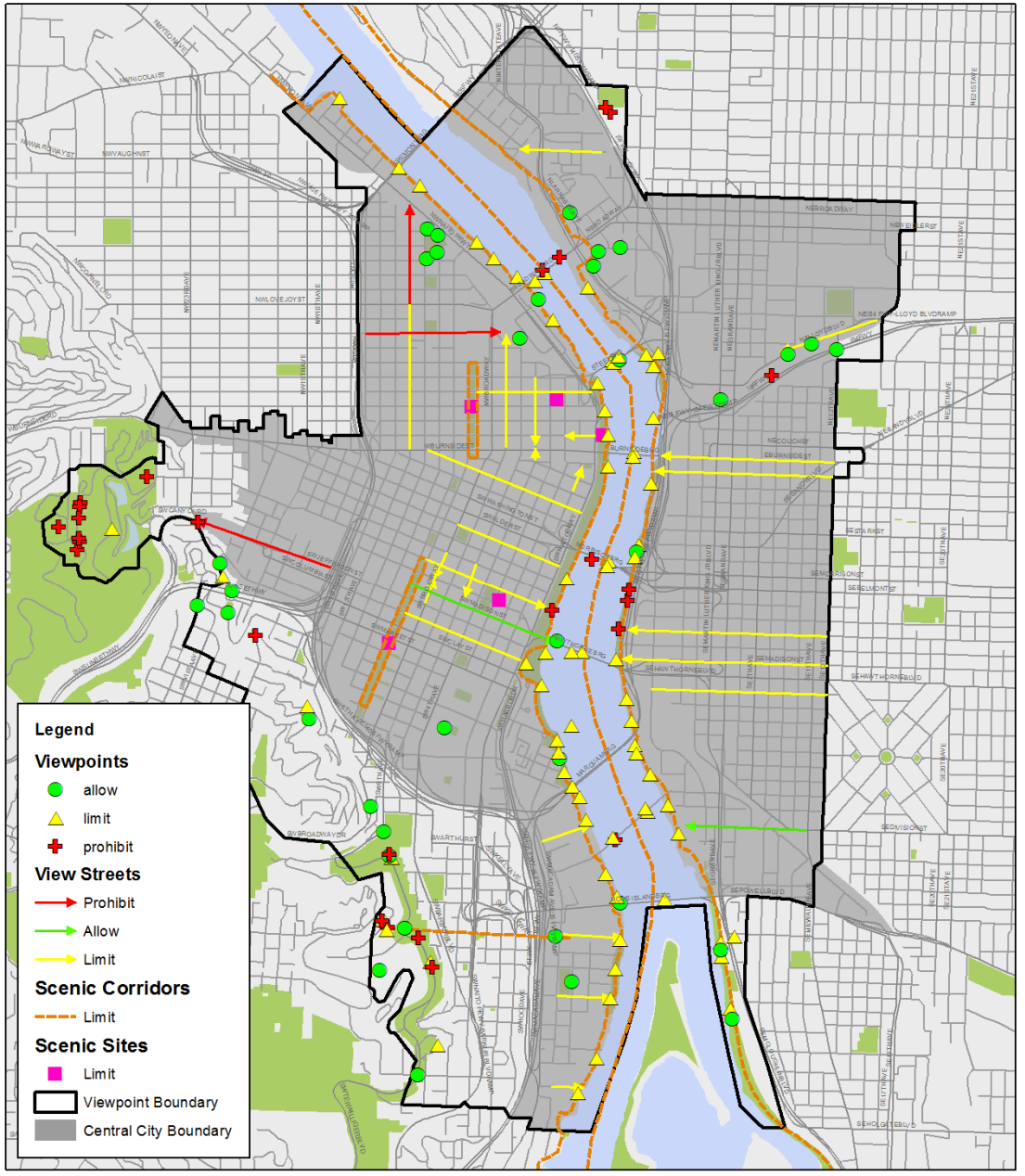


Scenic Resources

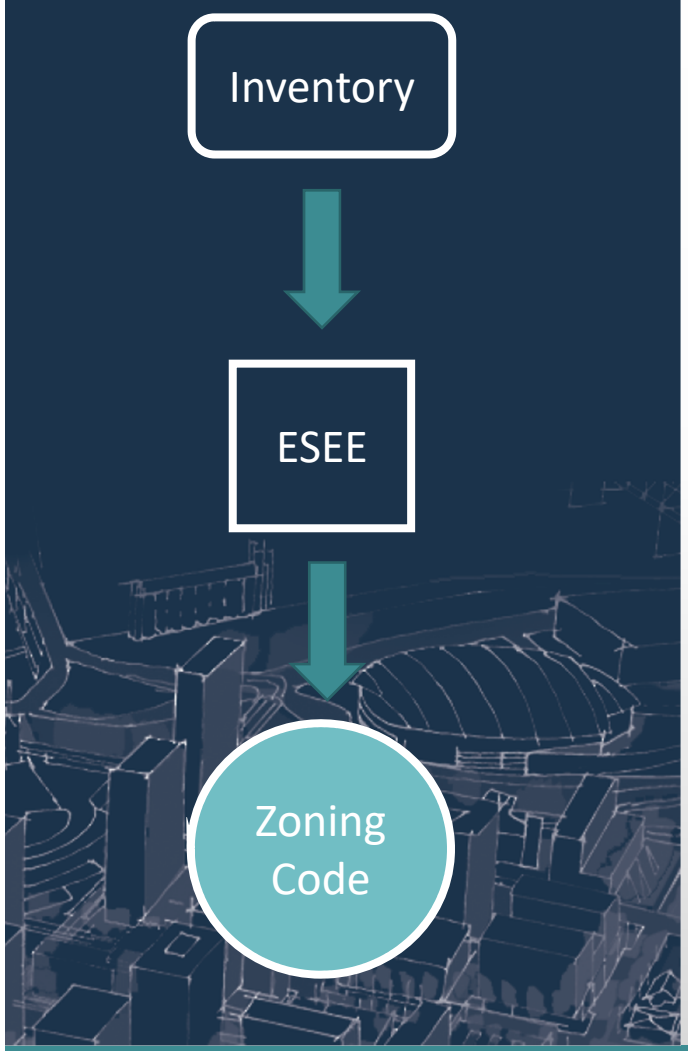
Inventory

ESEE

Zoning Code



Scenic Resources



Zoning Code

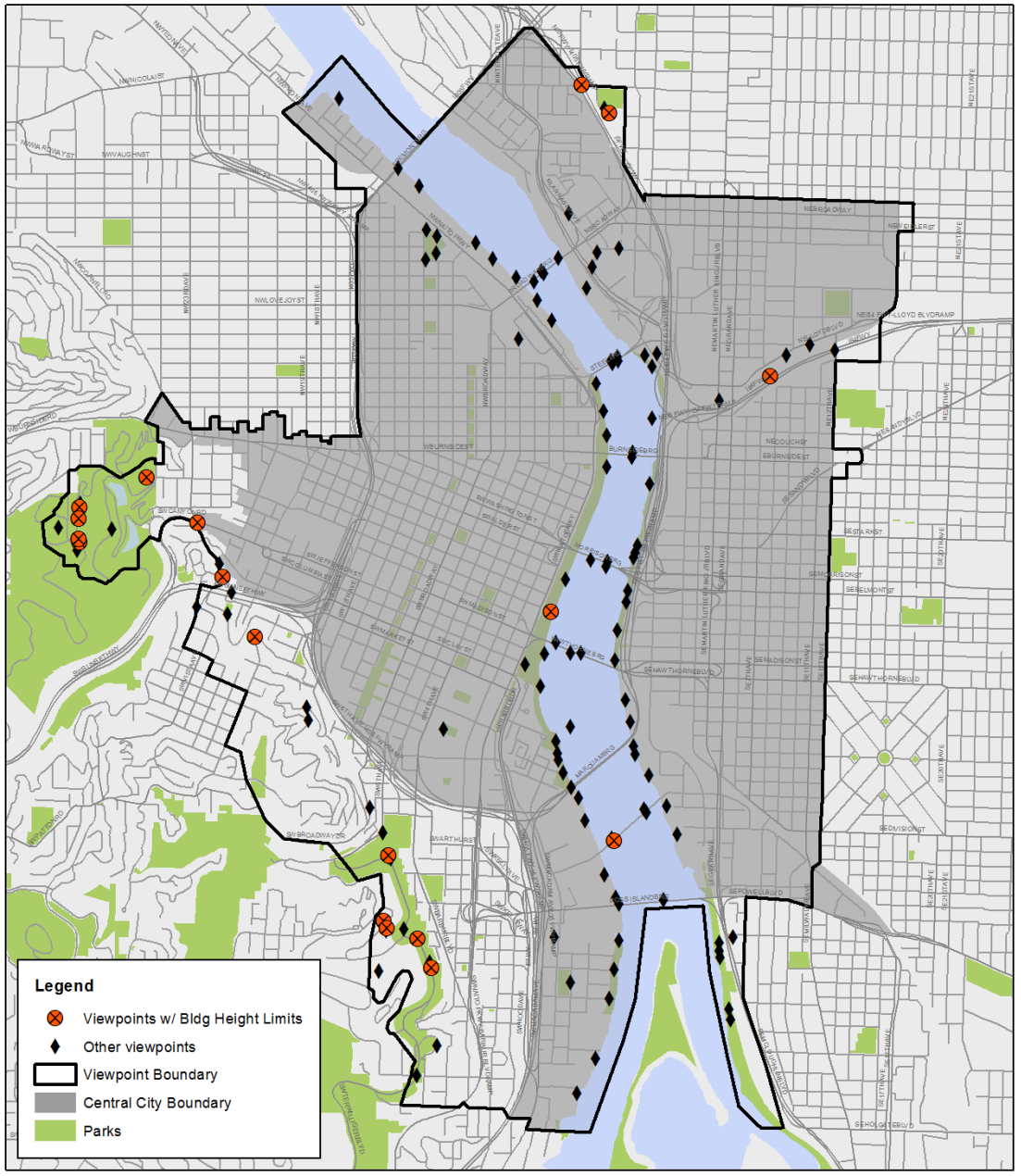
- 33.510 Height Maps
- 33.475 Landscaping
- 33.480 Scenic Resources
- 33.430 Environmental Overlays

Scenic Resources

Inventory

ESEE

Zoning Code



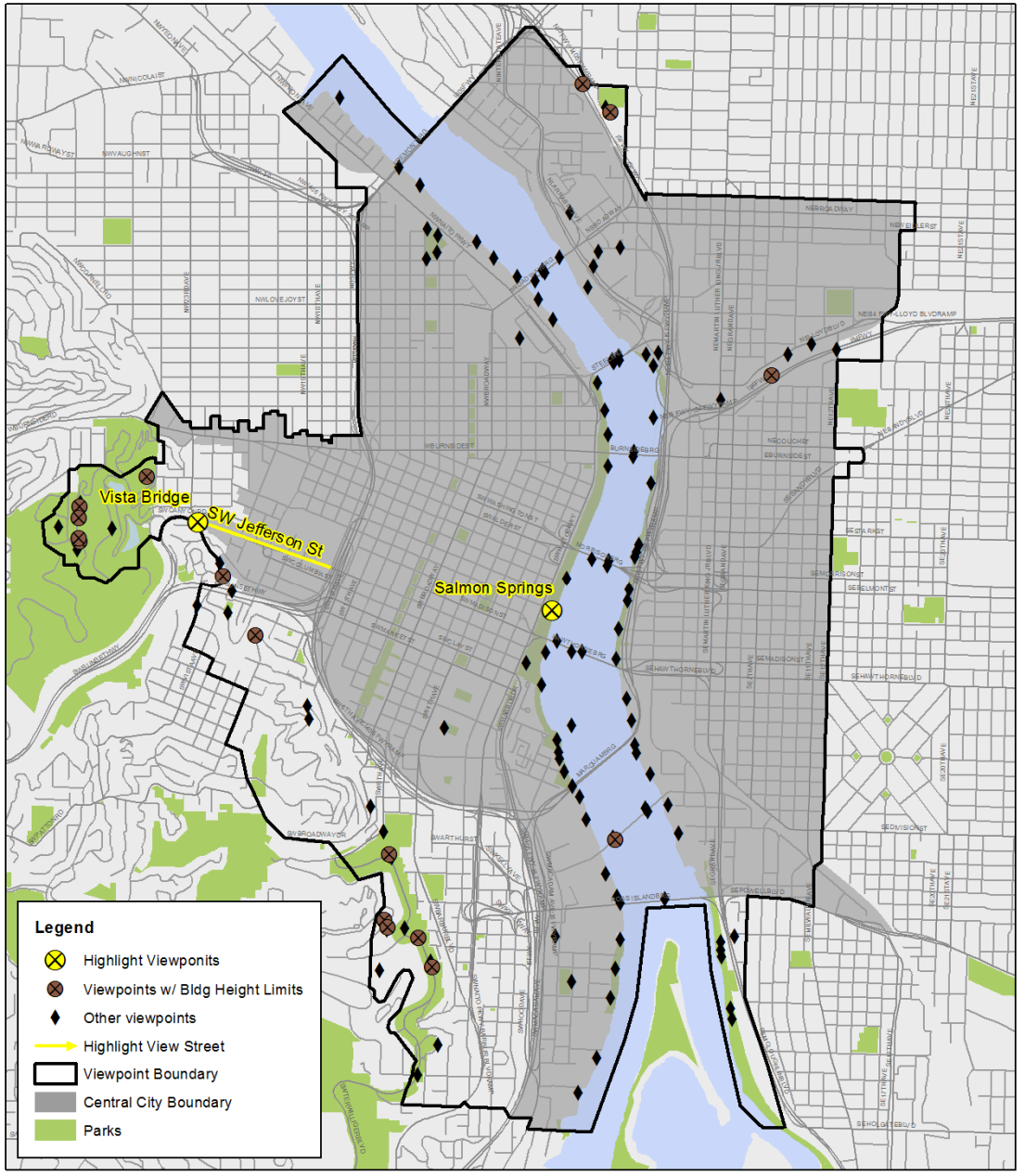
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Scenic Resources

Inventory

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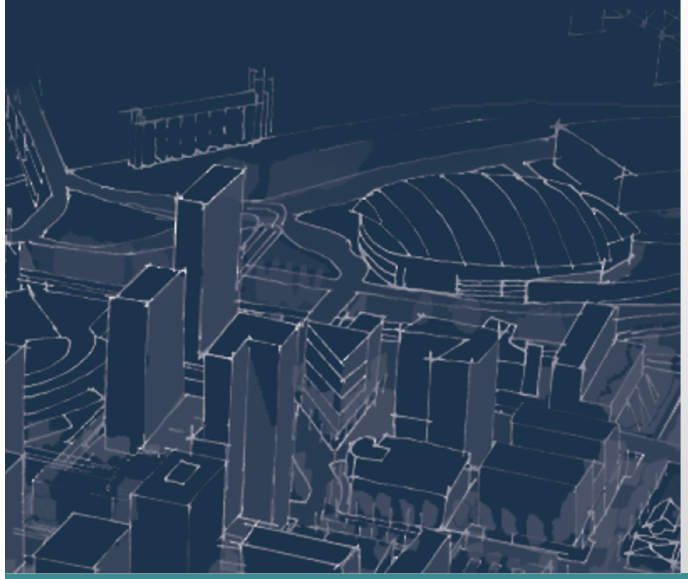
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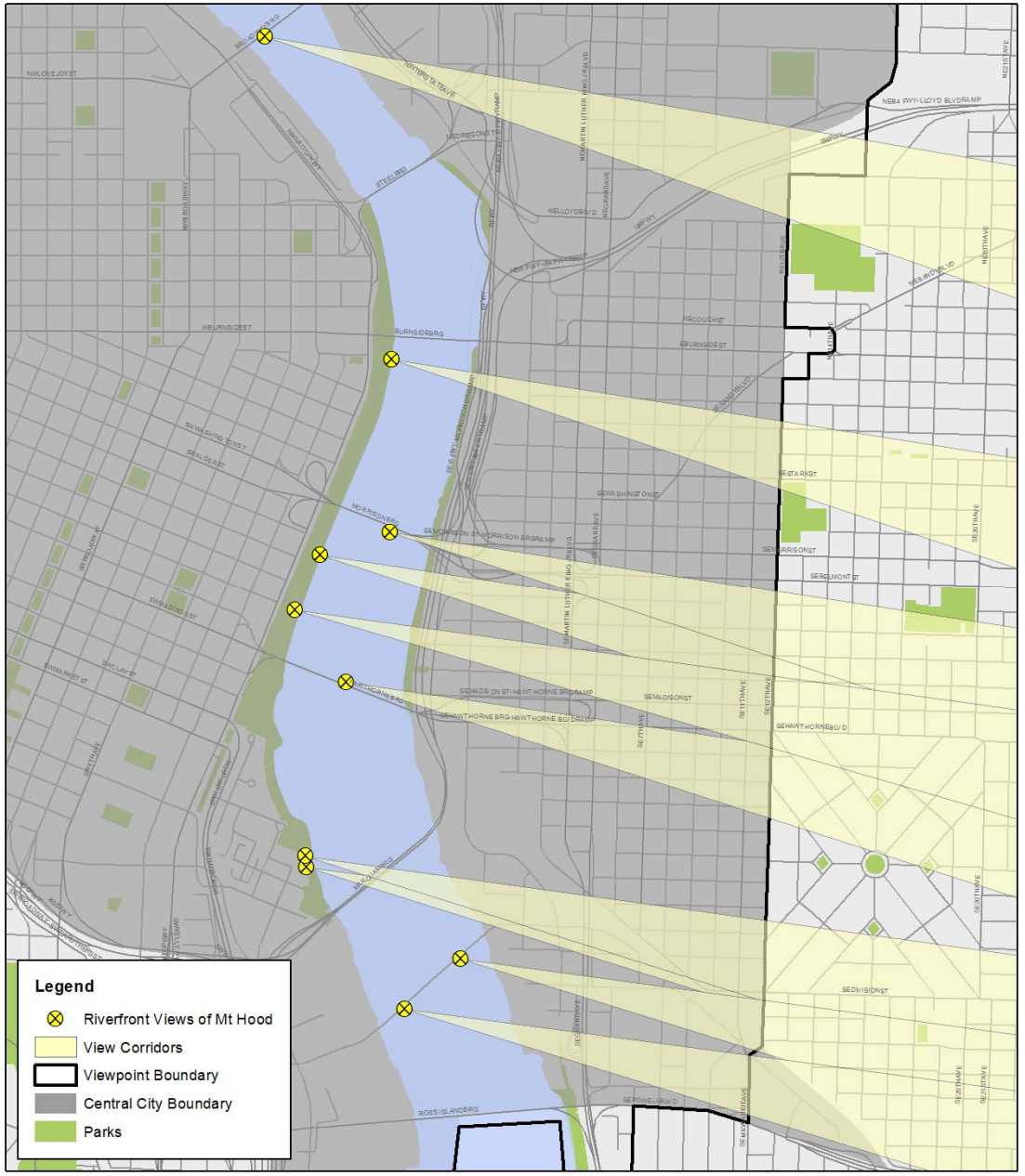


Scenic Resources

Existing Views of Mt Hood

Today, there are 10 views of Mt Hood from the riverfront and bridge

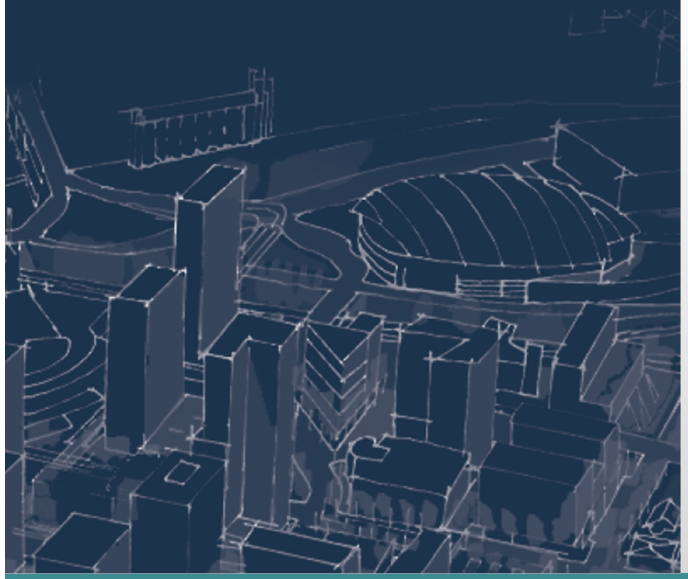


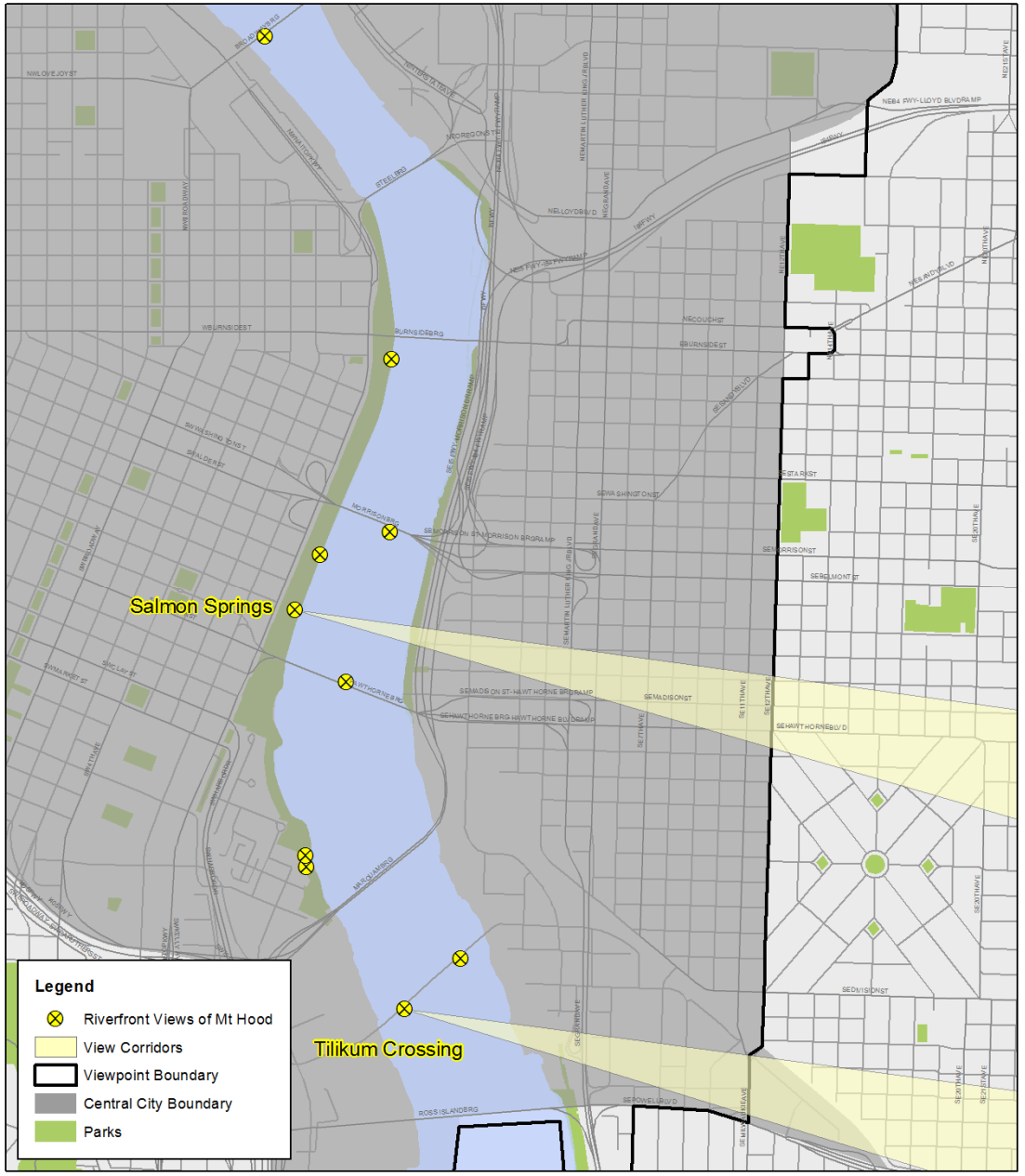


Scenic Resources

Protected Views of Mt Hood

Proposal is to protect 2 of the 10 views of Mt Hood



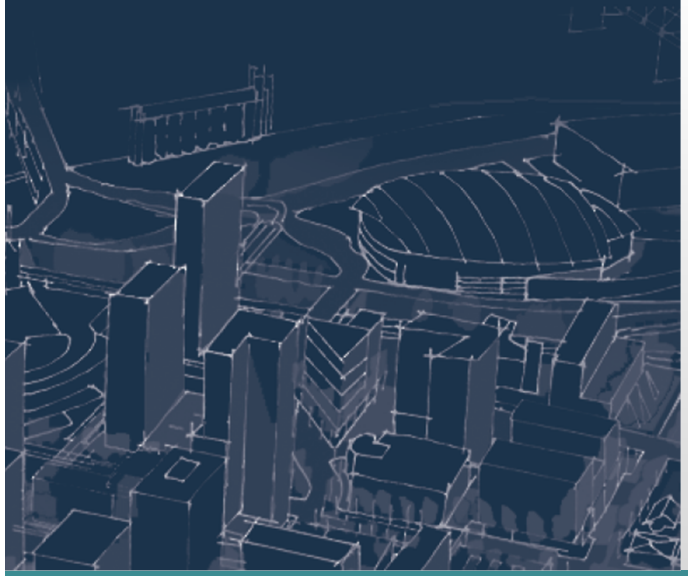


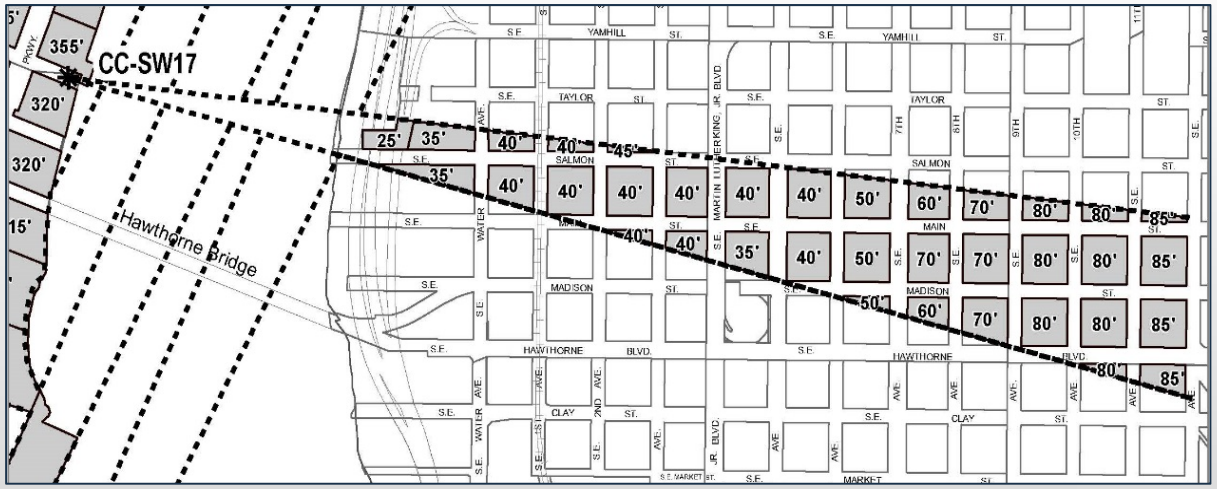
Scenic Resources

Salmon Springs

- Located in Governor Tom McCall Waterfront Park at the end of Salmon Street
- Regional tourist attraction
- Protecting will require height limits in the Central Eastside



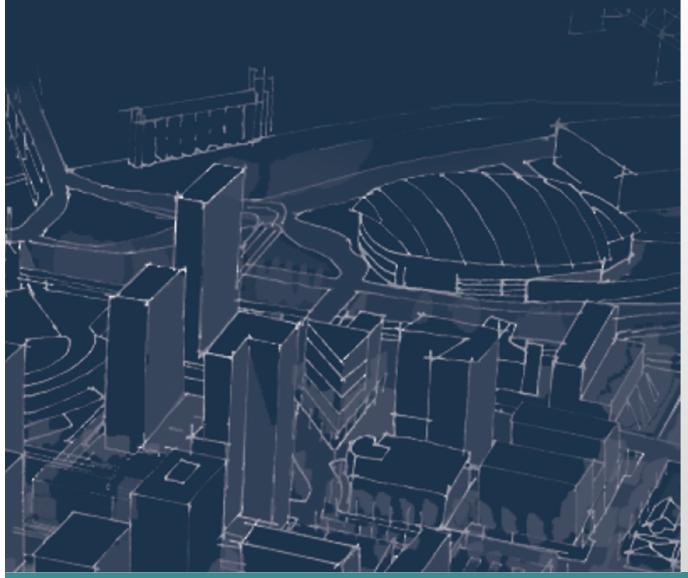




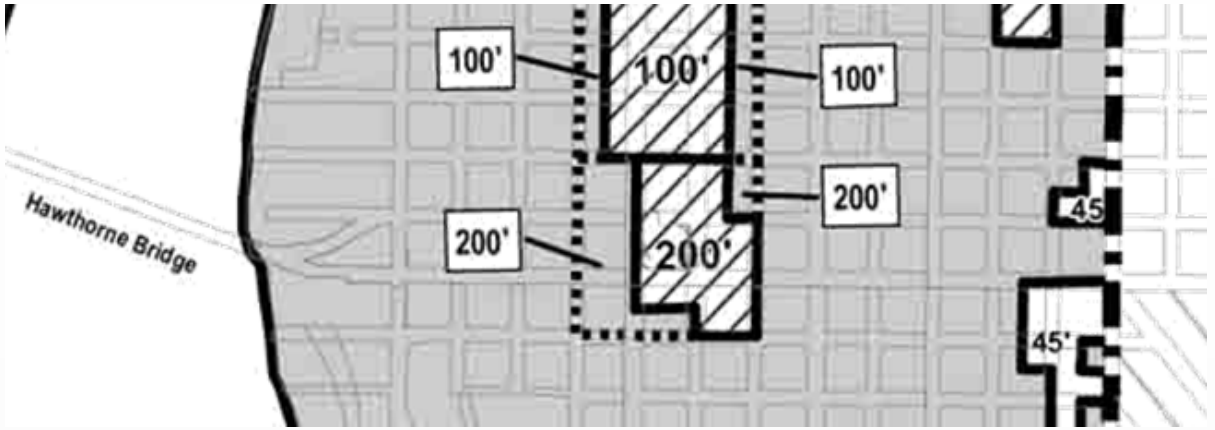
Scenic Resources

Salmon Springs

Existing (top) and proposed (bottom) height limits to protect the view of Mt Hood from Salmon Springs



510-3 Existing Base Heights



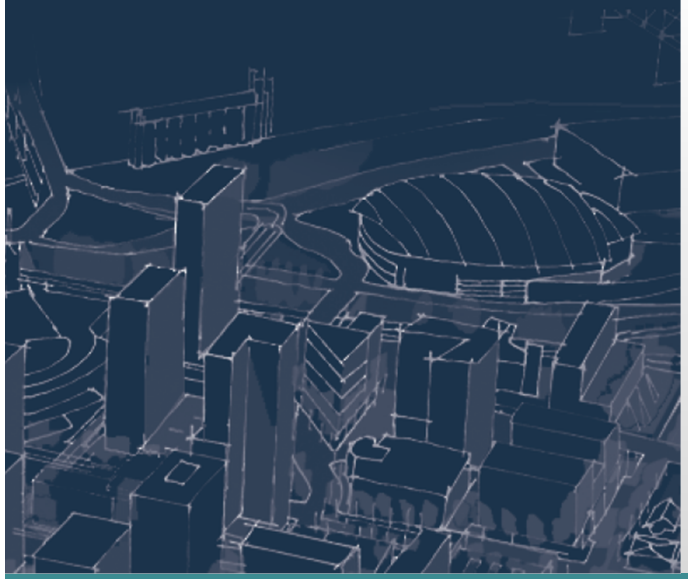
510-4 Proposed Bonus Heights



Scenic Resources

Salmon Springs

- Regional attraction
- At the end of Salmon Street
- Developed with seating, telescopes and informational signs





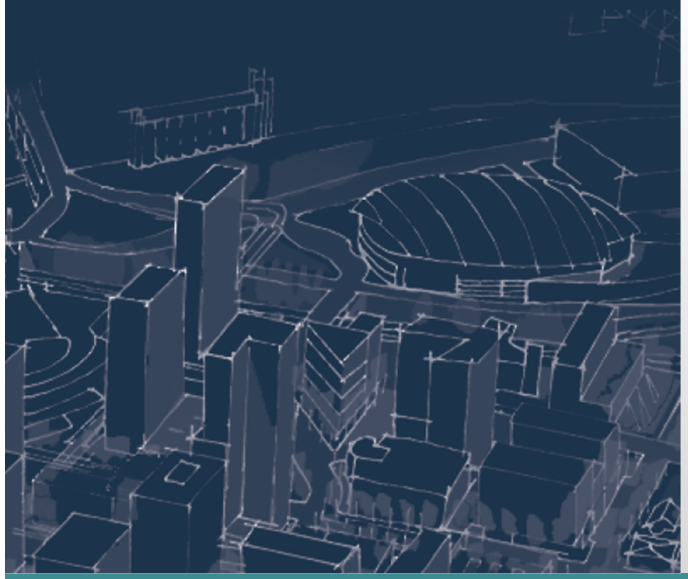


Scenic Resources

Salmon Springs

Existing allowed heights (top) may block the view of Mt Hood

Proposed heights (bottom) would protect the view of Mt Hood



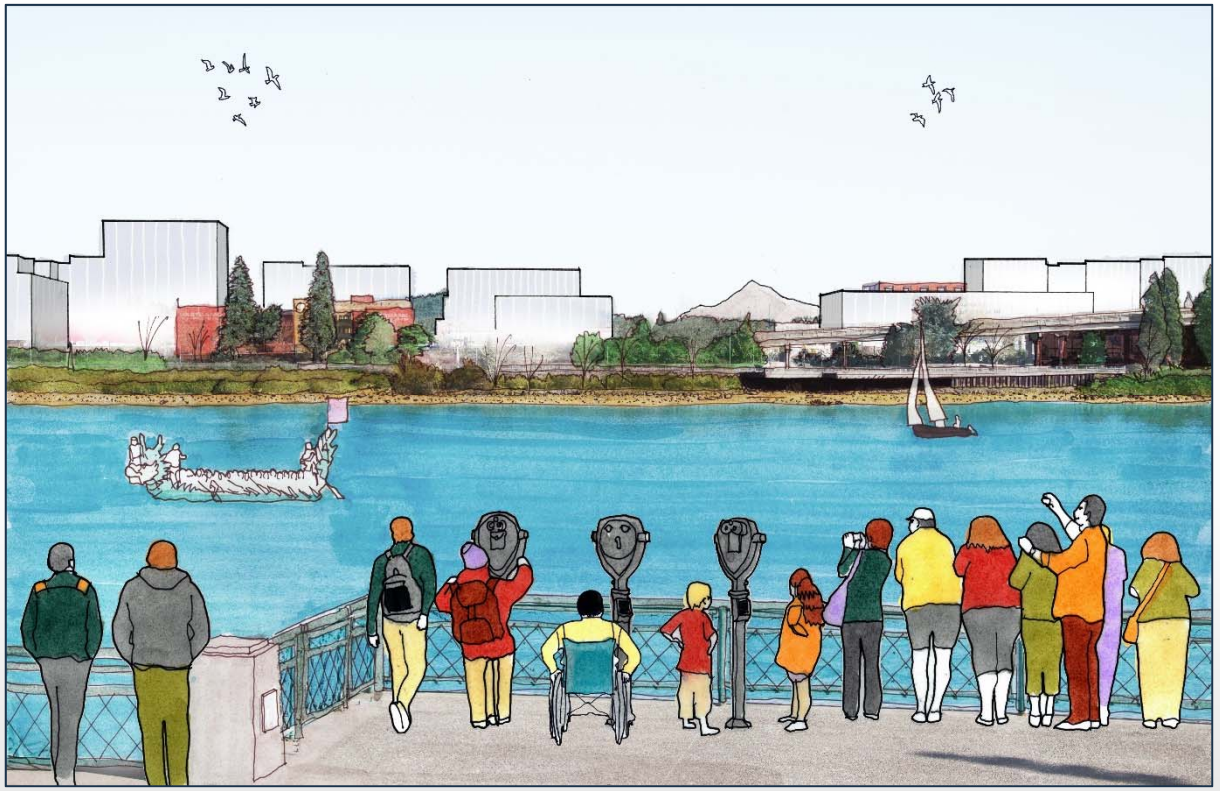




Scenic Resources

Salmon Springs

Proposed View of Mt Hood from Salmon Springs

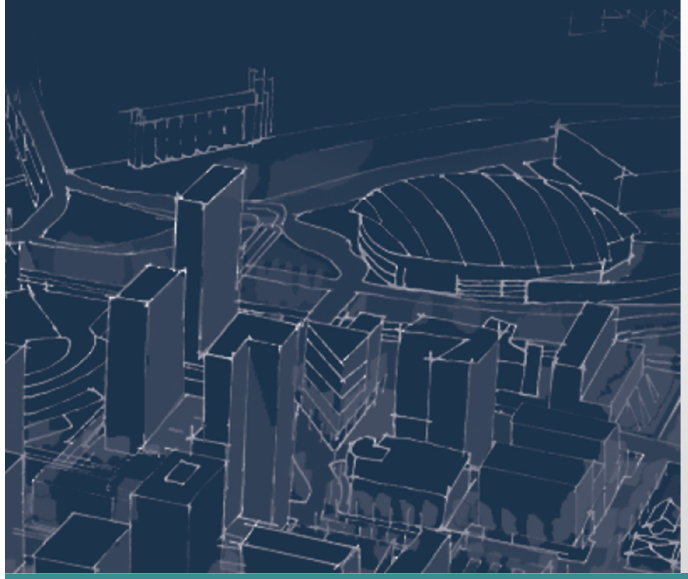


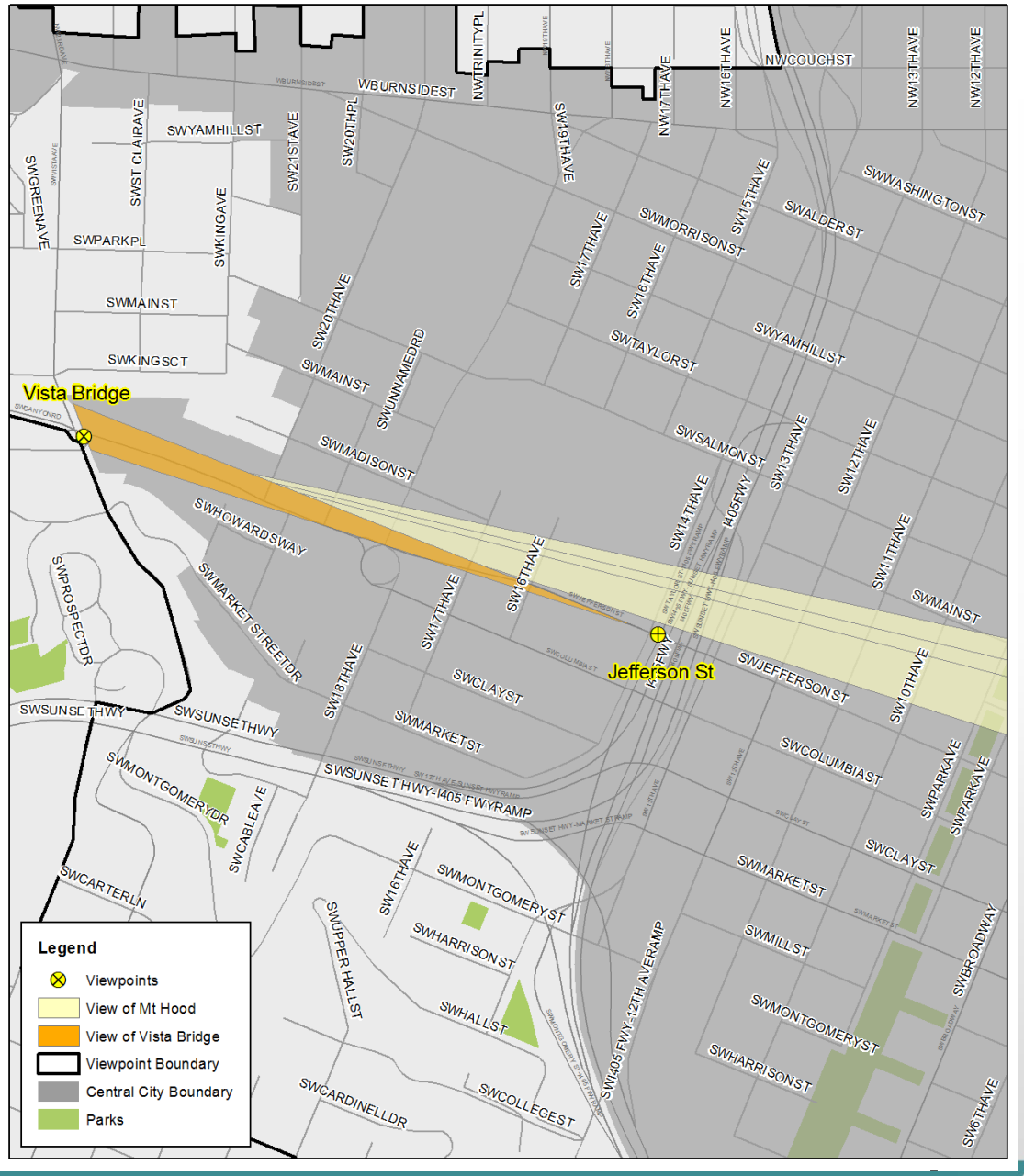
Scenic Resources

Vista Bridge

Two views:

1. From Vista Bridge of Mt Hood (yellow)
2. From Jefferson Street of Vista Bridge (orange)

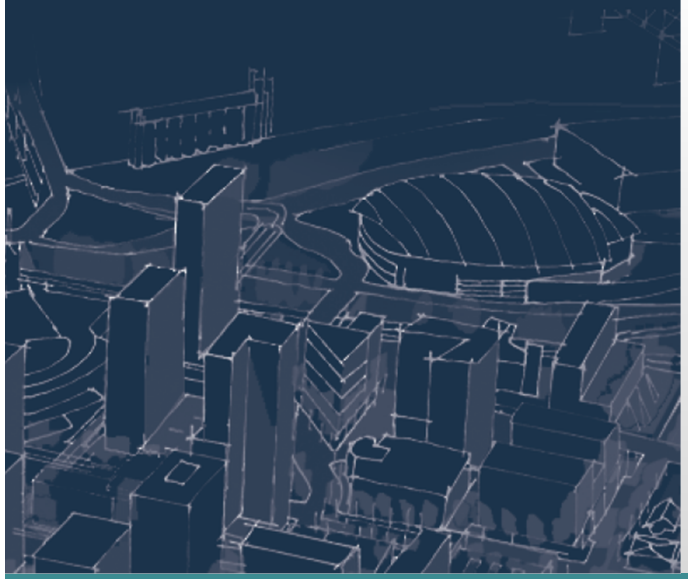




Scenic Resources

Vista Bridge

Recommendations in the Discussion Draft have been updated





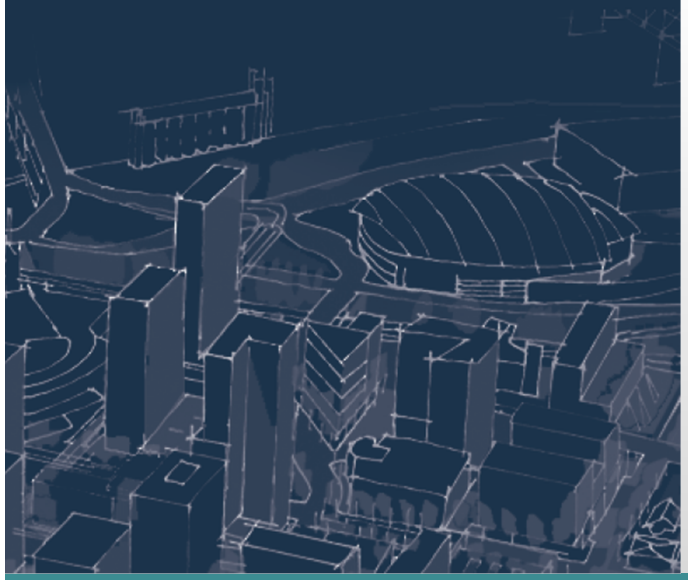


Scenic Resources

Vista Bridge

Existing allowed heights (top) may result in the view of Mt Hood being blocked

Proposed heights (bottom) would protect the view of Mt Hood from Vista Bridge





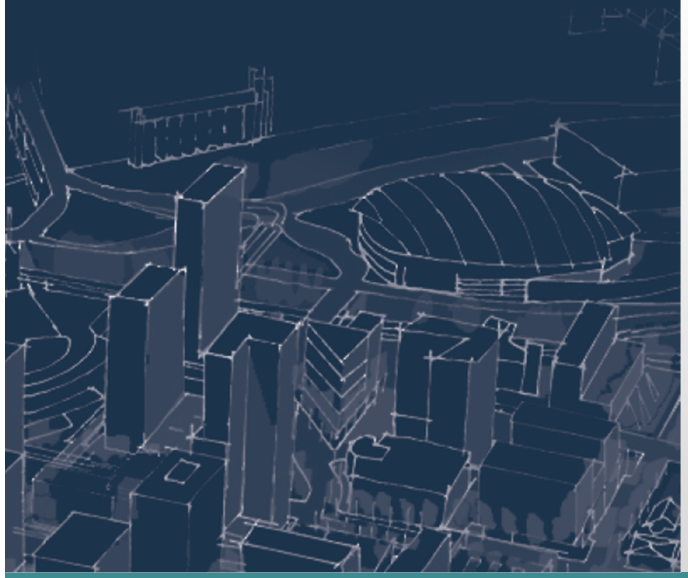


Scenic Resources

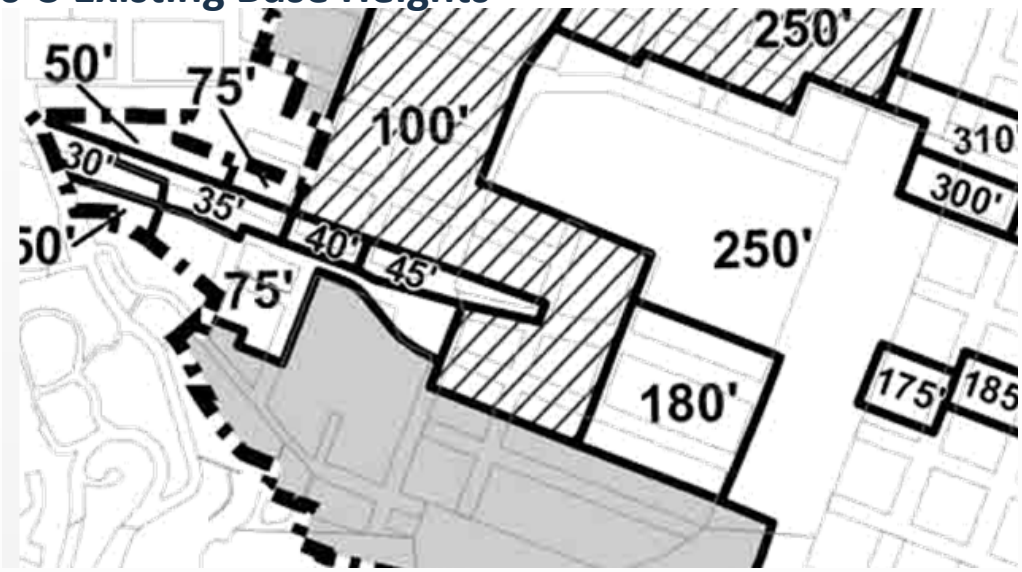
Vista Bridge

Existing allowed heights (top)

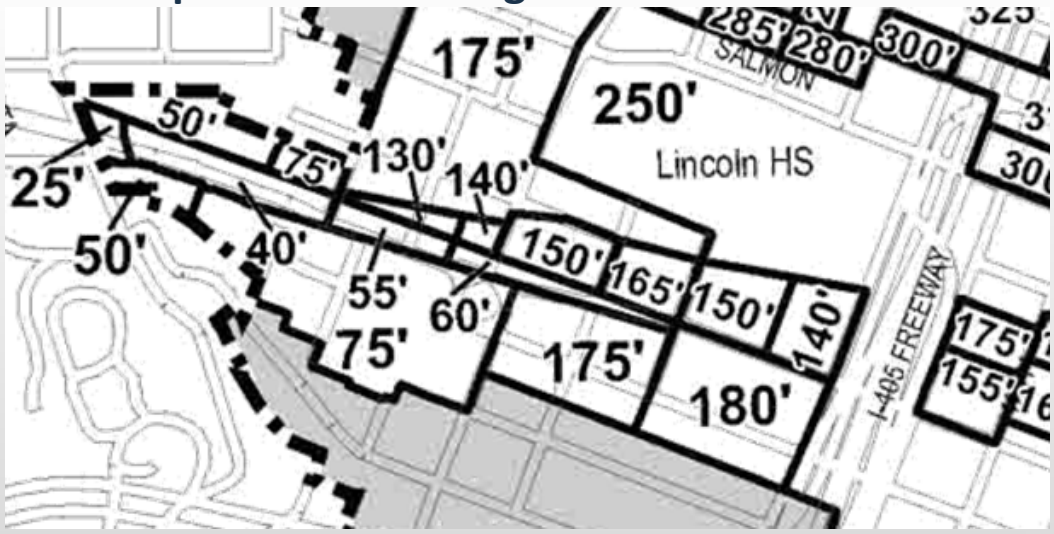
Proposed heights (bottom) would allow slightly taller buildings and also protect the view of Vista Bridge



510-3 Existing Base Heights



510-4 Proposed Bonus Heights



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Scenic Resources

Vista Bridge

Existing allowed heights (top)

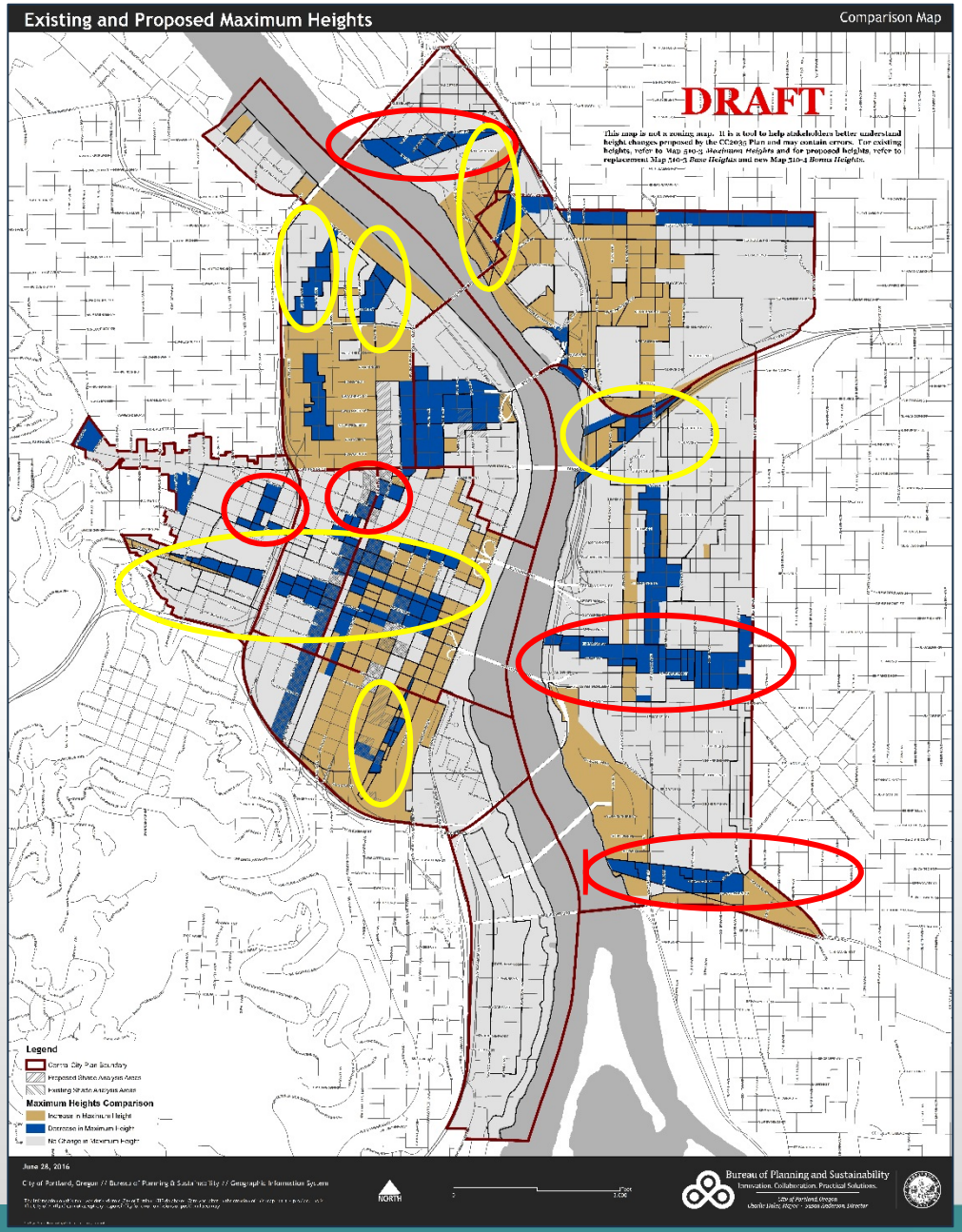
Proposed heights (bottom) allow slightly taller buildings





Scenic Resources

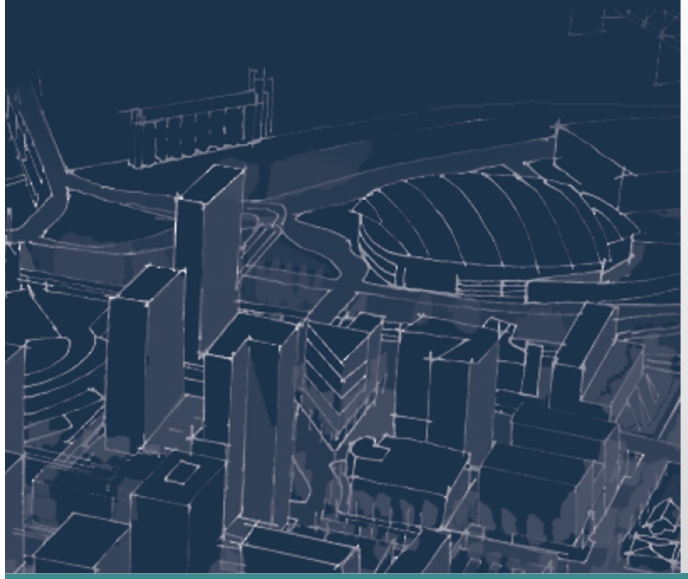
Proposed Building Height Changes



Scenic Resources

Vegetation Management

- Allow tree removal within view corridors – trees must be replaced outside of the view corridor
- Landscaping requirement that no trees be planted in a view corridor










CENTRALCITY
2035
Planning & Sustainability Commission
June 28, 2016
Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.
City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director

Purpose of the Briefing

- Provide an overview of the multi-volume Proposed Draft CC2035 Plan
- Summarize major code changes
- Answer questions

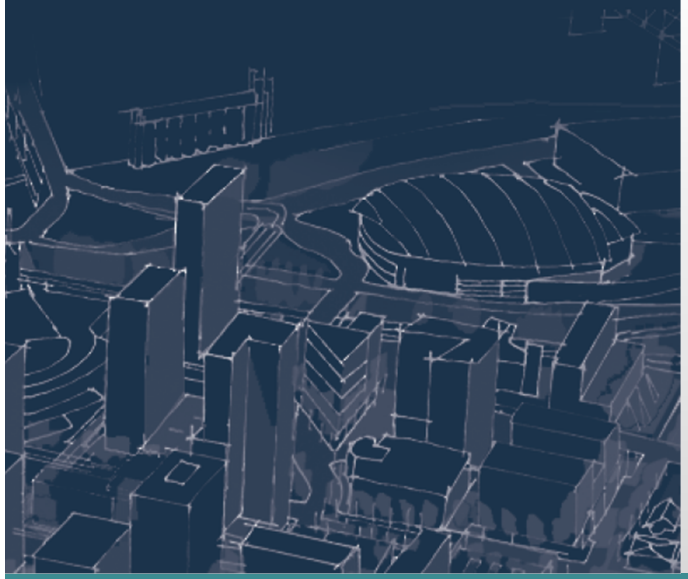


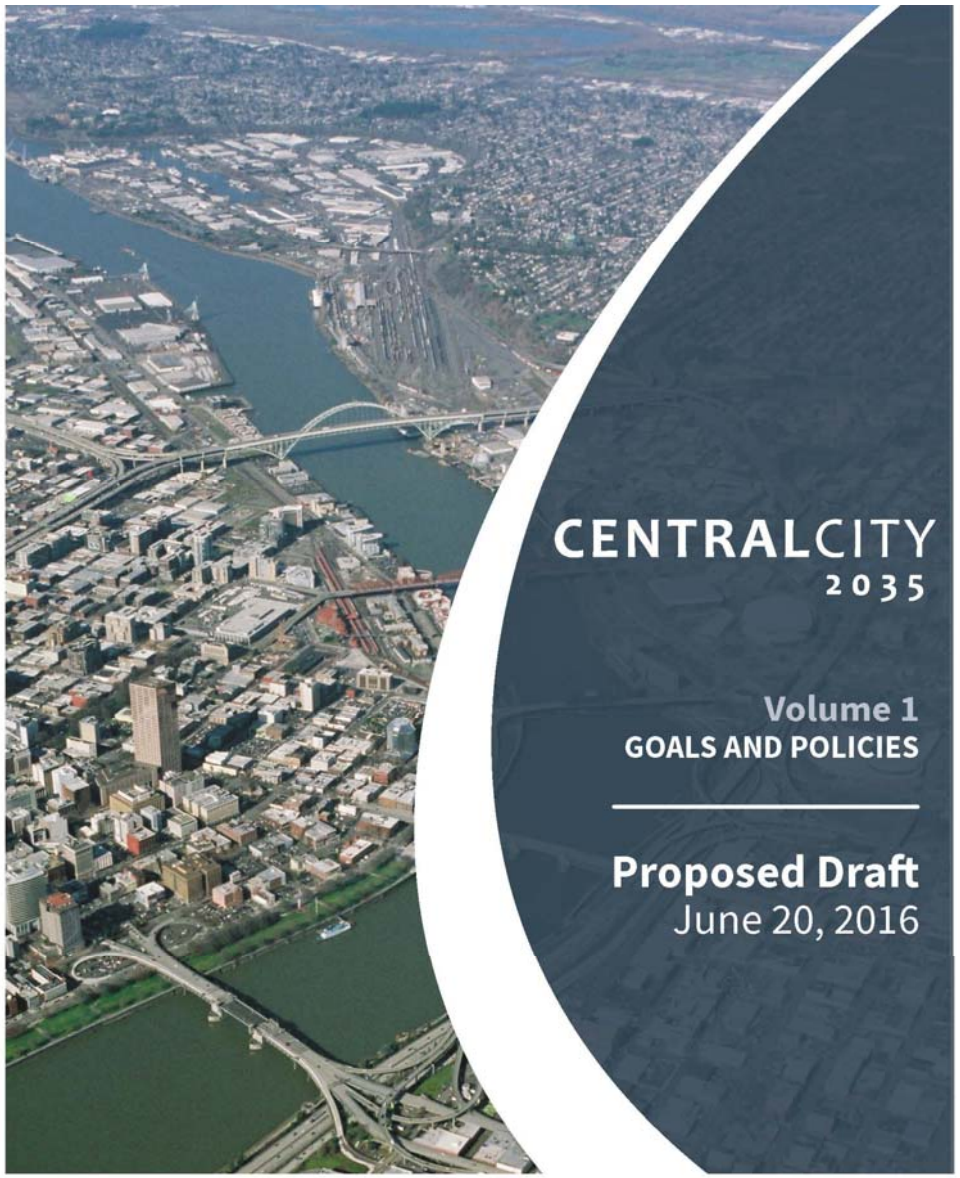
CC2035 Plan Proposed Draft

- Updates the 1988 Central City Plan
- Builds on five years of work with over 8,000 Portlanders
- Lays the groundwork for a prosperous healthy, equitable and resilient Central City



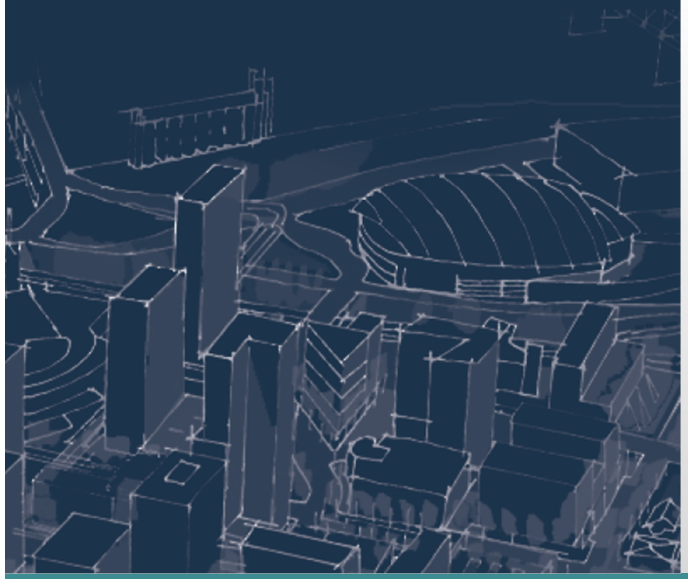
Volume 1

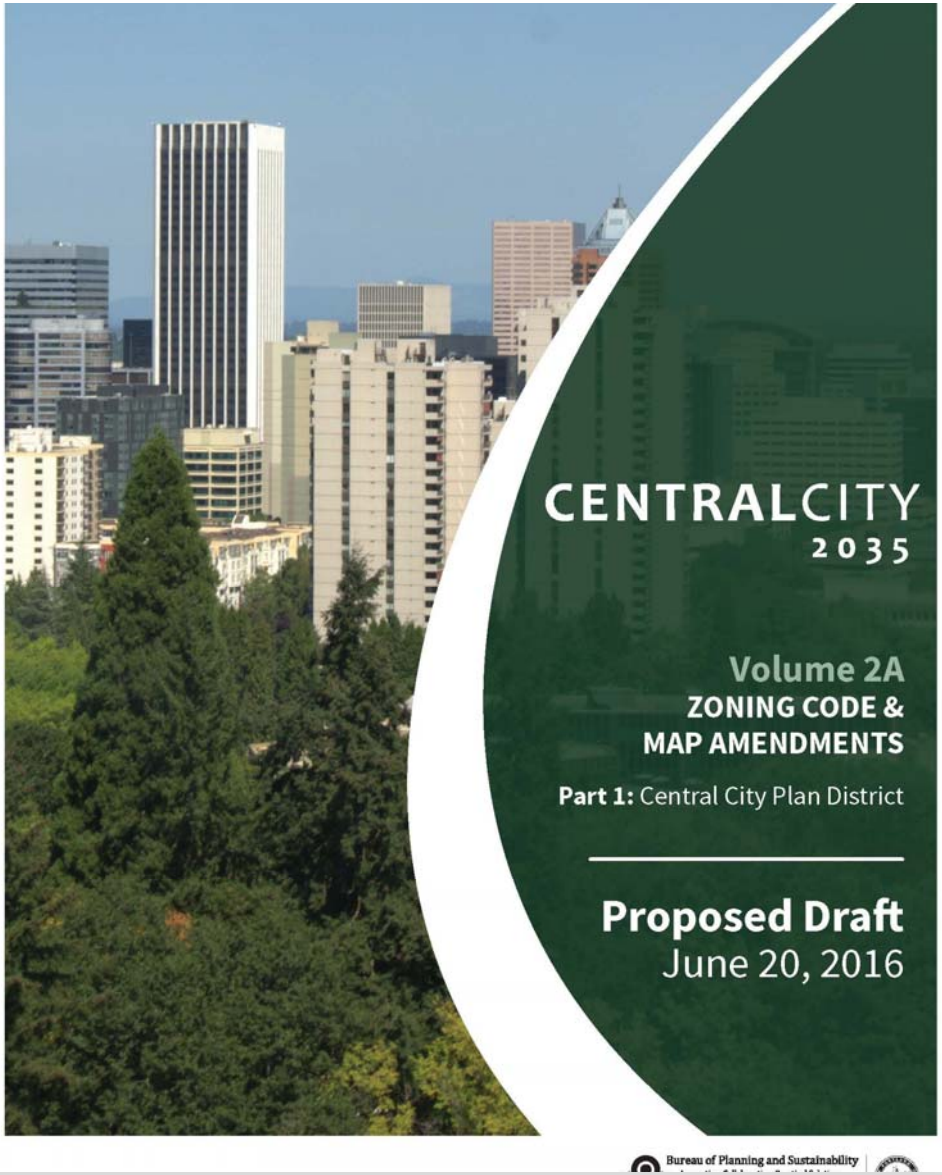




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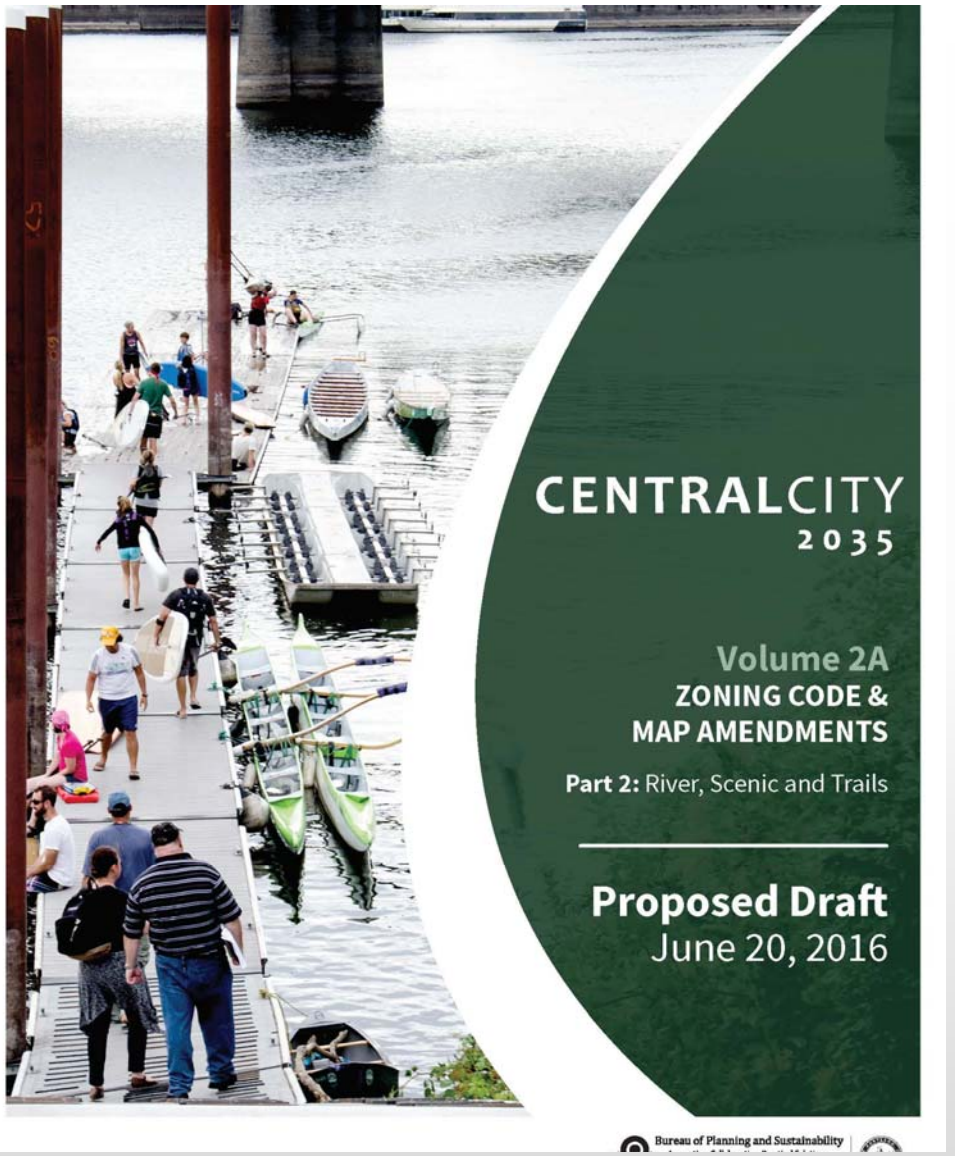
Volume 2 A
Part 1





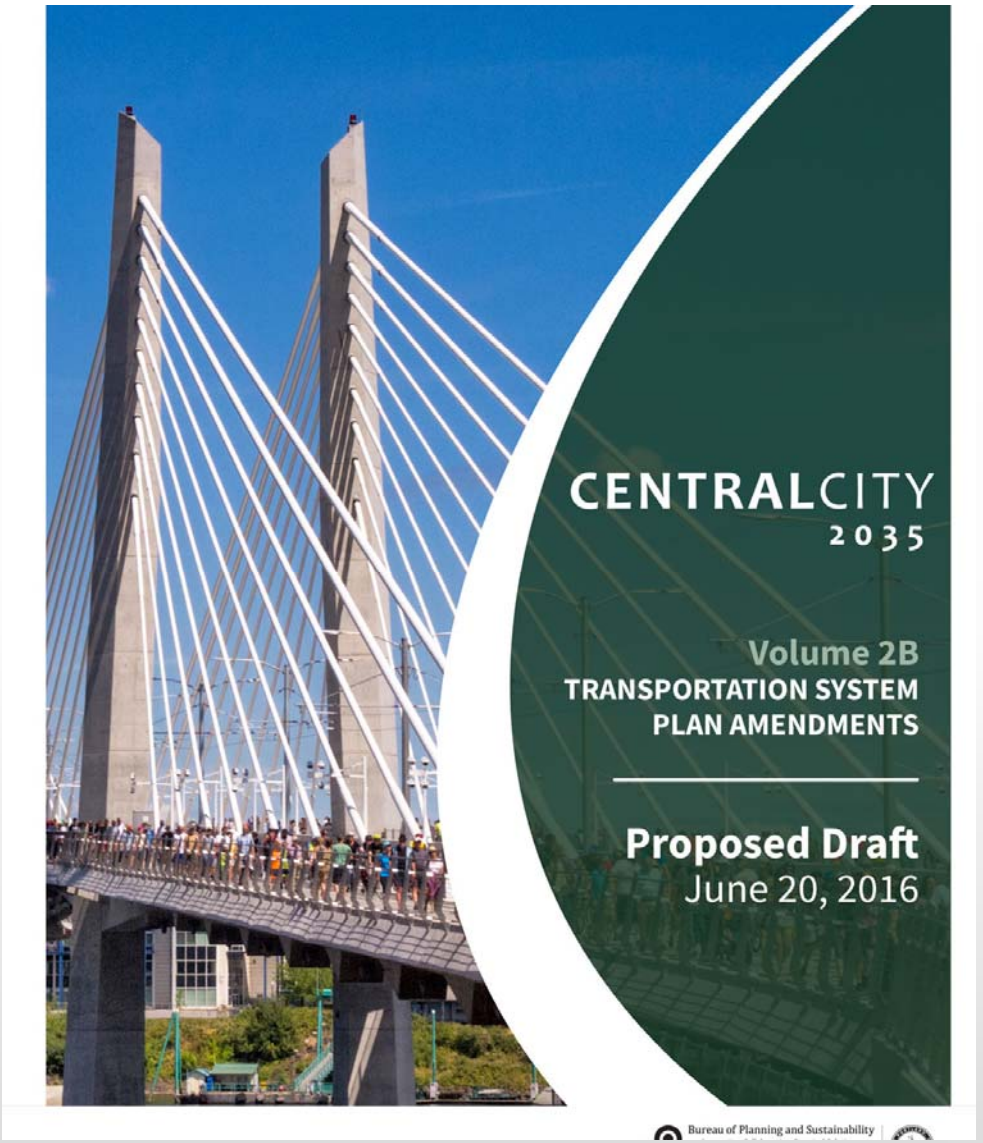
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Volume 2 A
Part 2



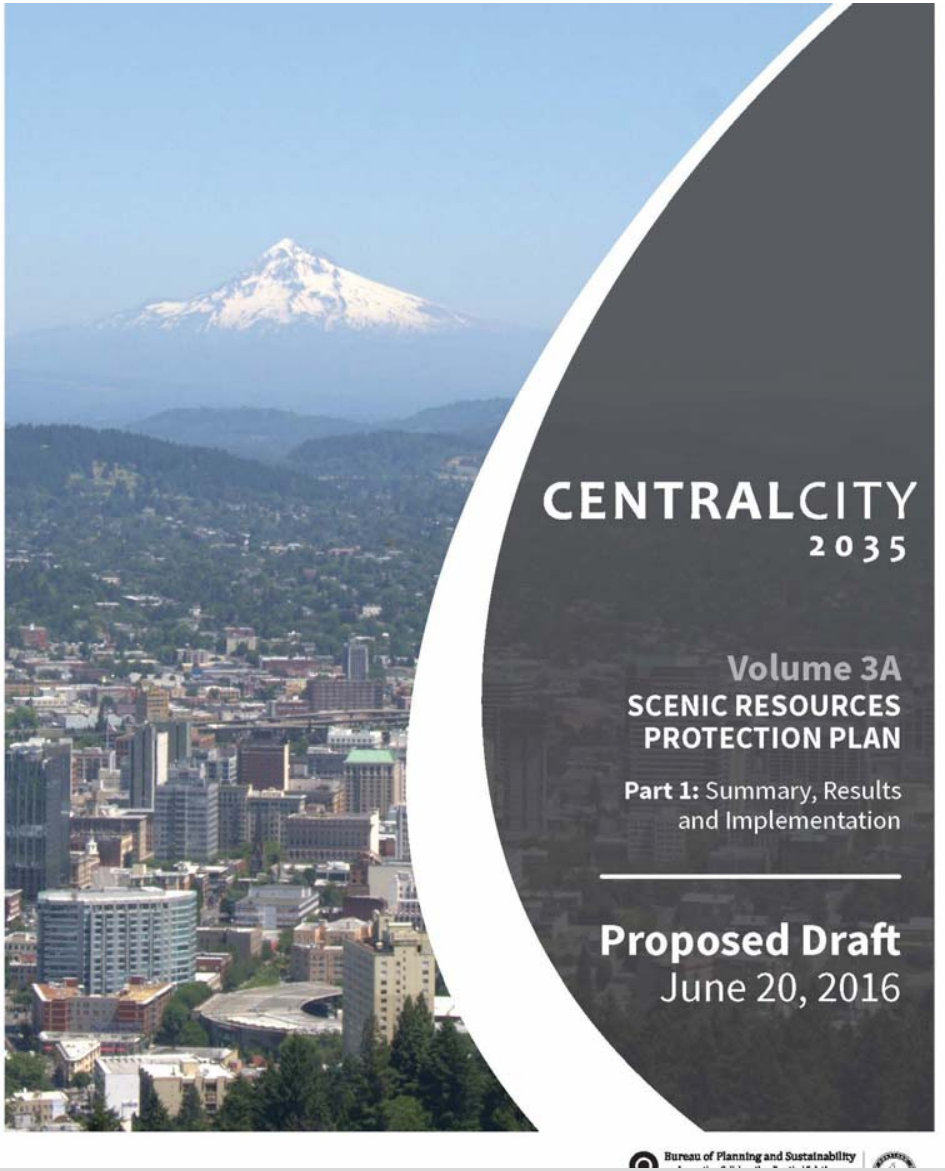
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Volume 2 B



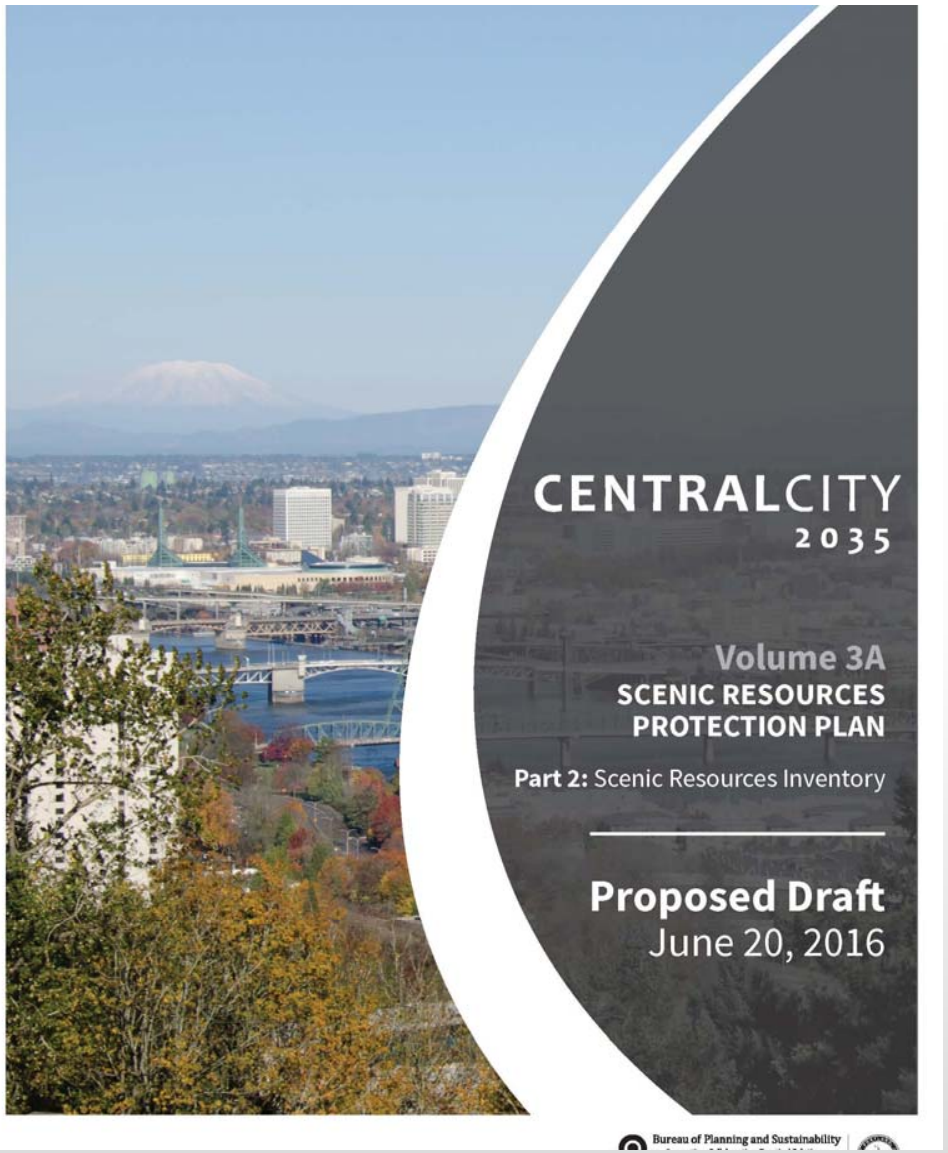
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Volume 3 A
Part 1



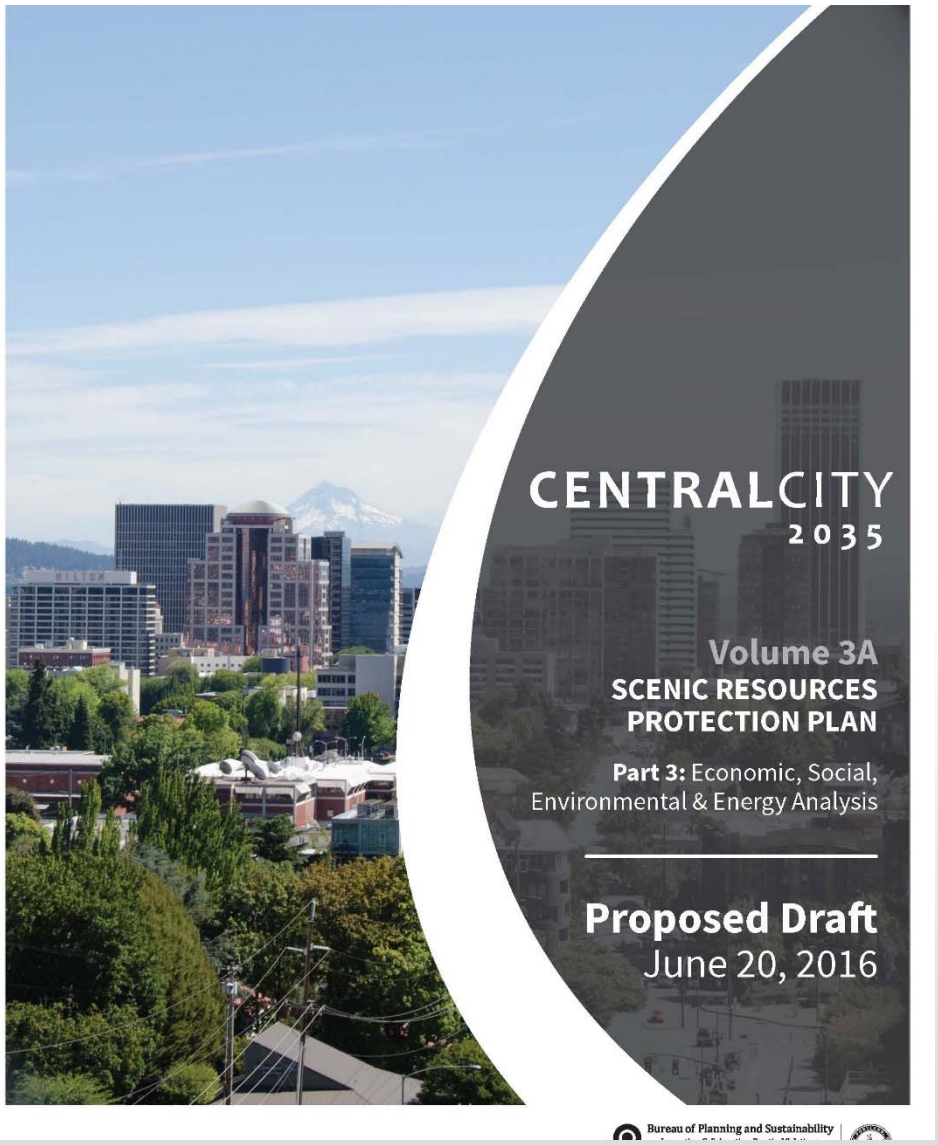
Bureau of Planning and Sustainability
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Volume 3 A
Part 2

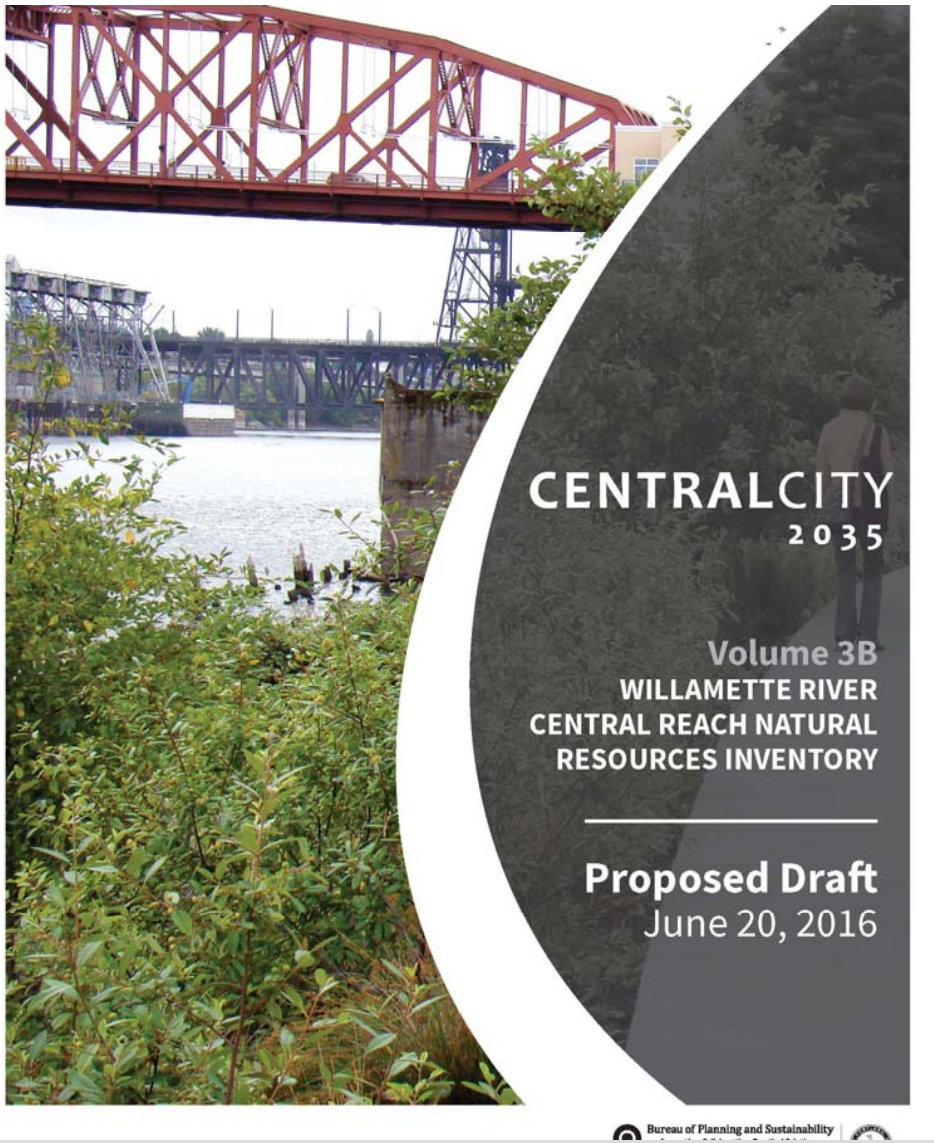


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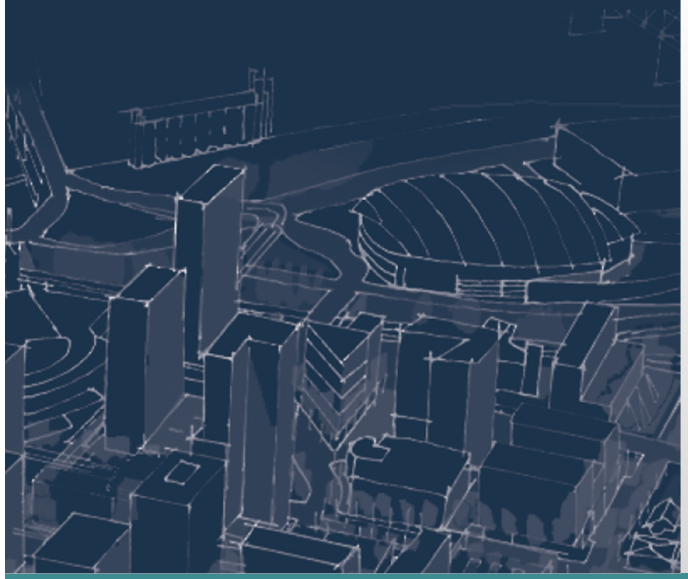
Volume 3 A
Part 3

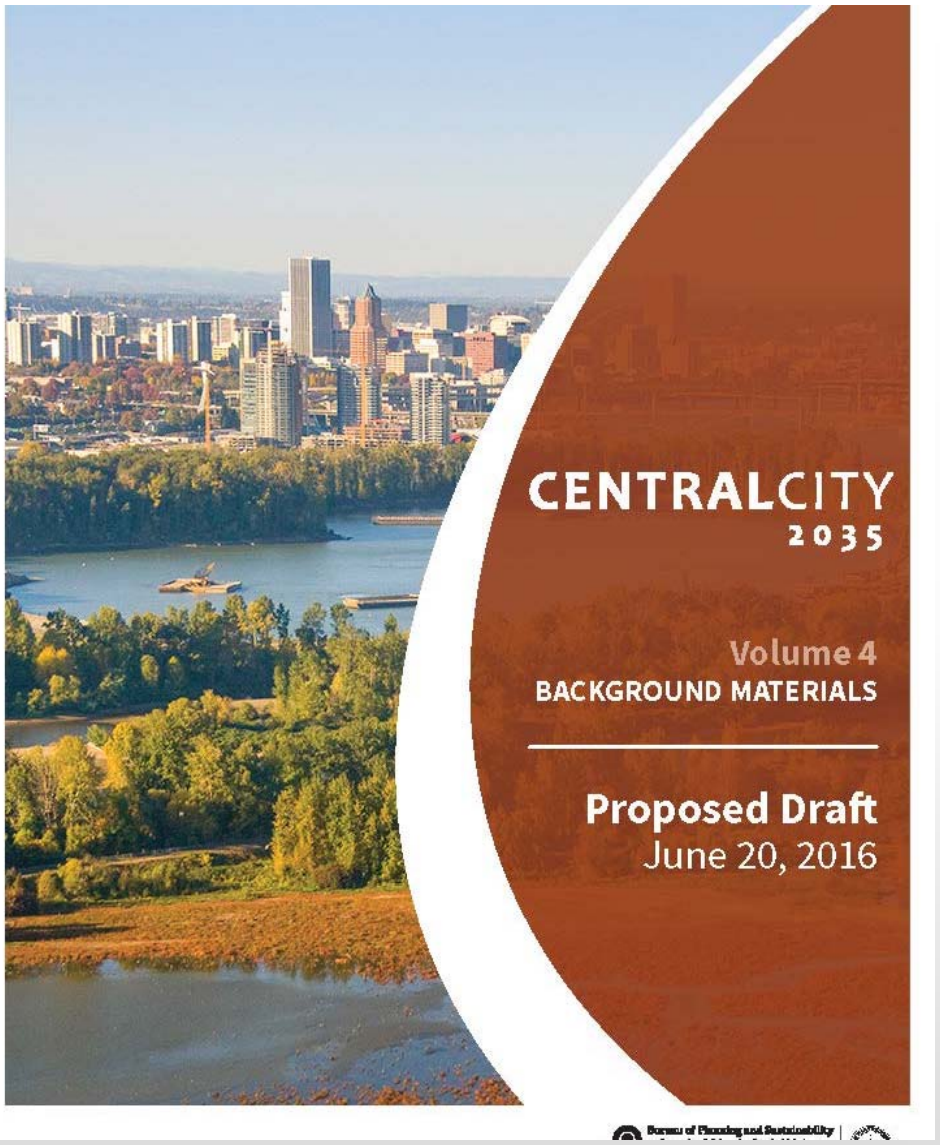


Volume 3 B


CENTRALCITY
2035
Volume 3B
WILLAMETTE RIVER
CENTRAL REACH NATURAL
RESOURCES INVENTORY
Proposed Draft
June 20, 2016
Bureau of Planning and Sustainability

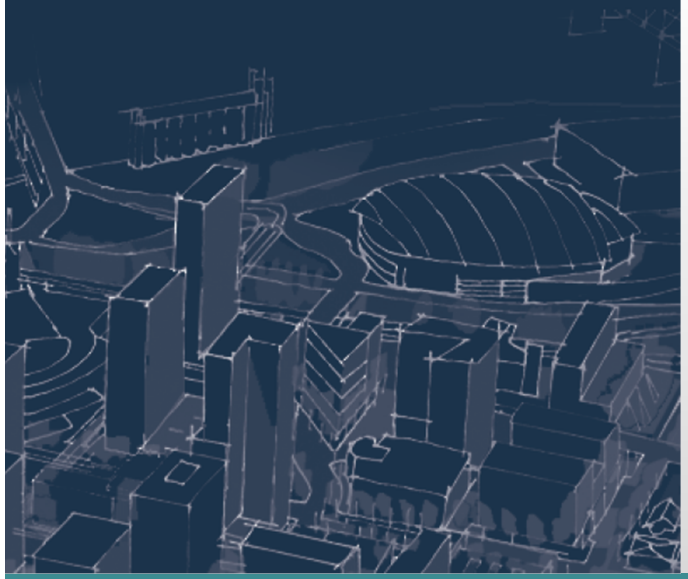
Volume 4

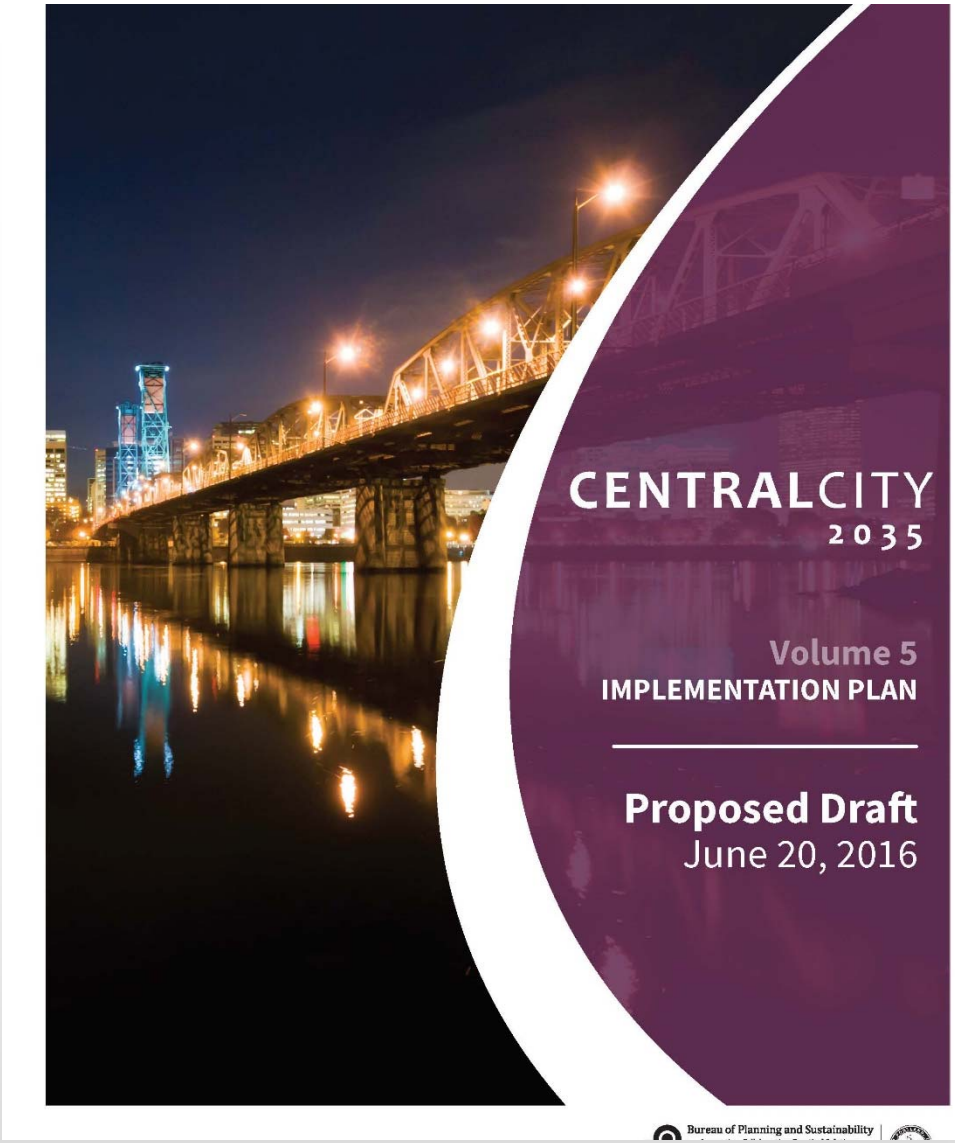




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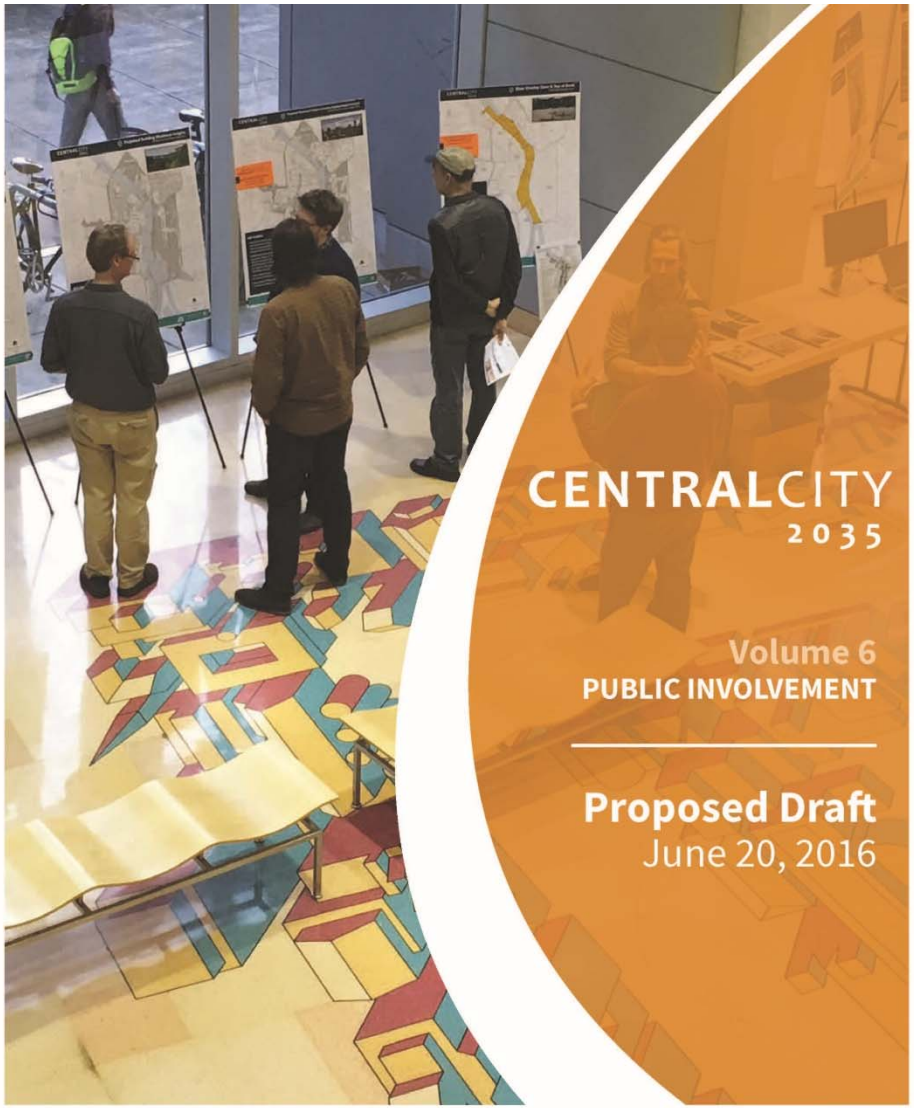
Volume 5





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Volume 6

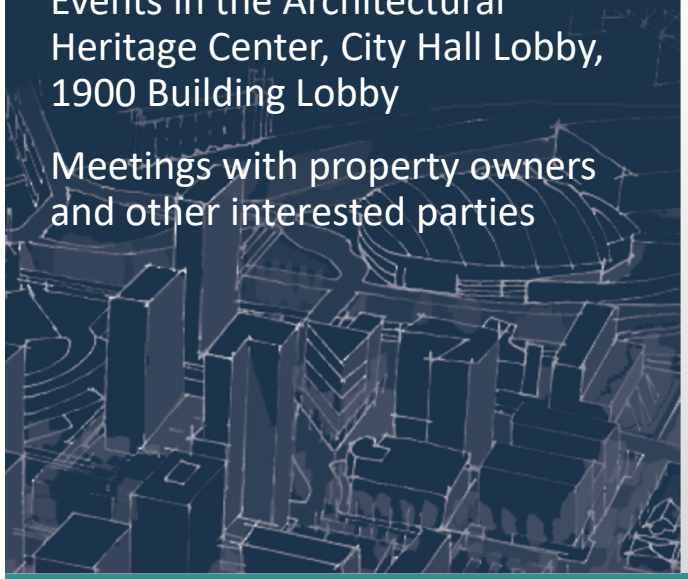

CENTRALCITY
2035
Volume 6
PUBLIC INVOLVEMENT
Proposed Draft
June 20, 2016
Bureau of Planning and Sustainability

What's not in the plan?



Outreach and Notification

- Measure 56 and other mailings
- Presentations to the Design, Landmarks and Forestry Commissions
- Outreach to Neighborhood and Business Associations
- Events in the Architectural Heritage Center, City Hall Lobby, 1900 Building Lobby
- Meetings with property owners and other interested parties



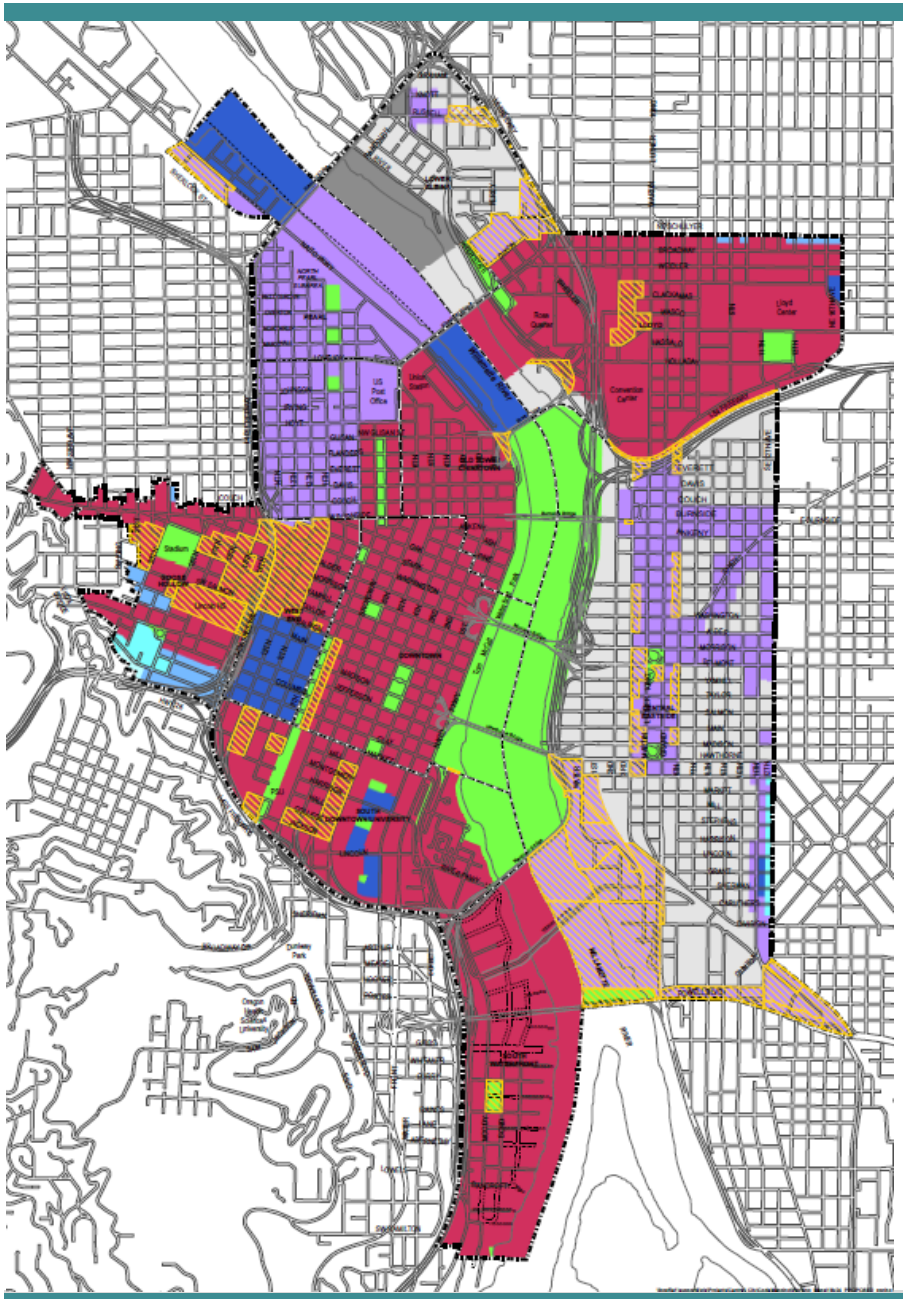
Next Steps with the PSC

Amendments package
July 18

PSC Hearings
July 26
August 9

PSC Work Sessions
September 27
November 11
November 22





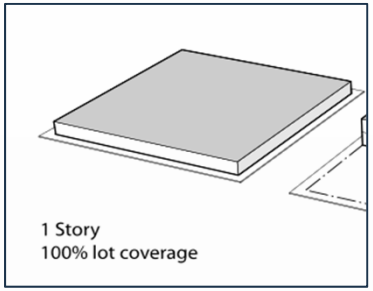
Proposed Base Zones

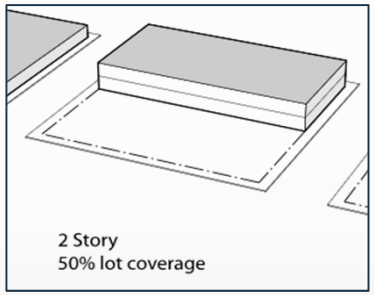
Legend

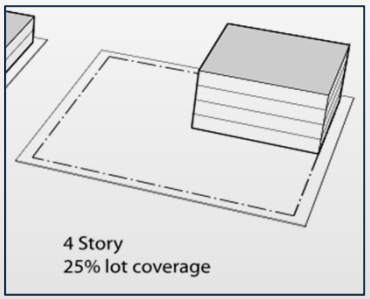
- Central City Plan District
- Subdistrict boundary
- Subarea boundary
- Area of change
- Open Space (OS)
- Low Density Multi-Dwelling Residential 2,000 (R2)
- Medium Density Multi-Dwelling Residential 1,000 (R1)
- High Density Multi-Dwelling Residential (RH)
- Central Multi-Dwelling Residential (RX)
- Central Commercial (CX)
- Central Employment (EX)
- General Industrial 1 (IG1)
- Heavy Industrial (IH)
- IG1(EXd)
- Proposed right-of-way
- Proposed accessways

Floor Area Ratios (FAR)

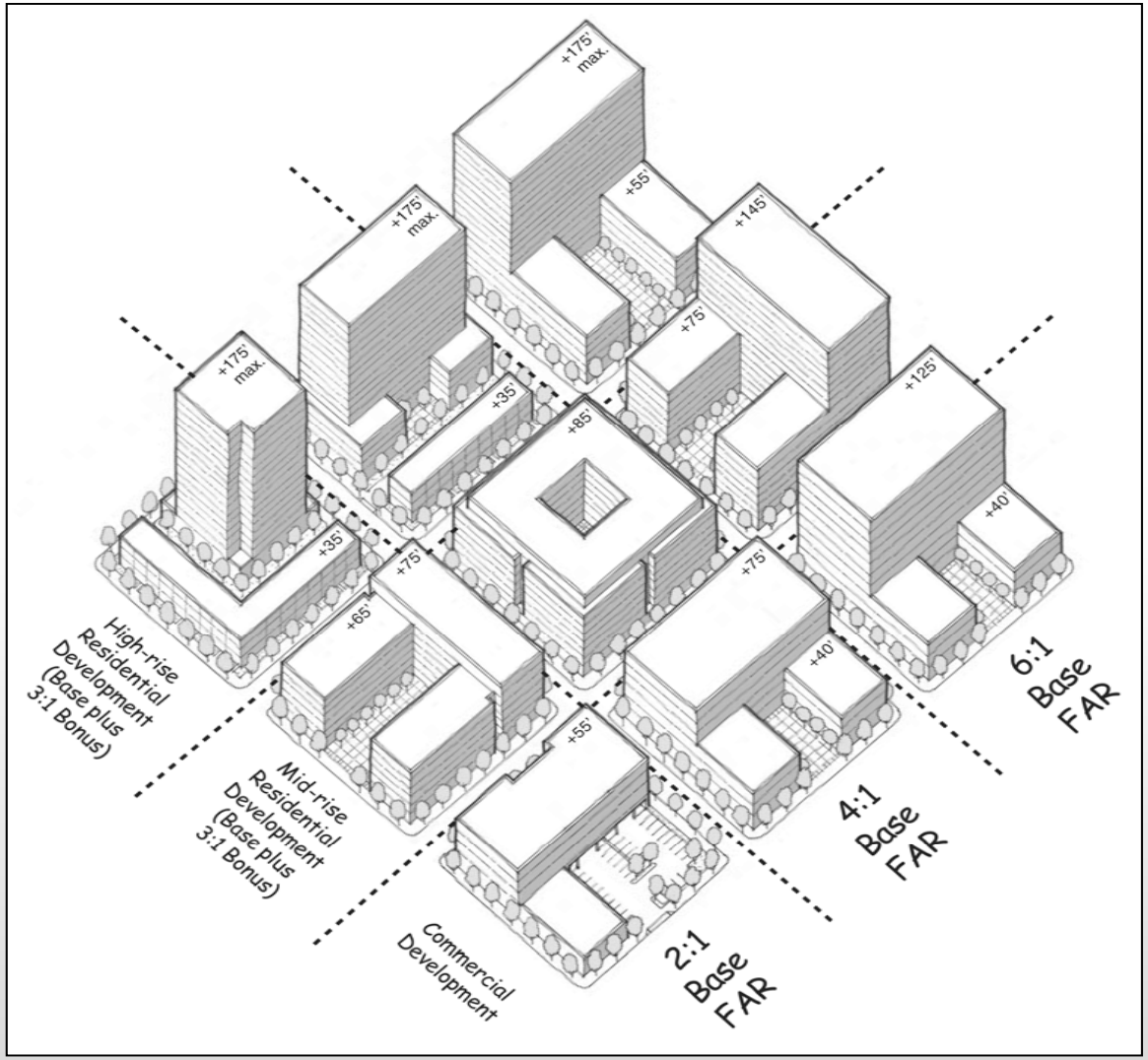
*The amount of **floor area** in relation to the amount of **site area** expressed in square feet*







Example: 1:1 FAR on a 40,000 sq. ft. site shown as a 1,2, and 4 story building.

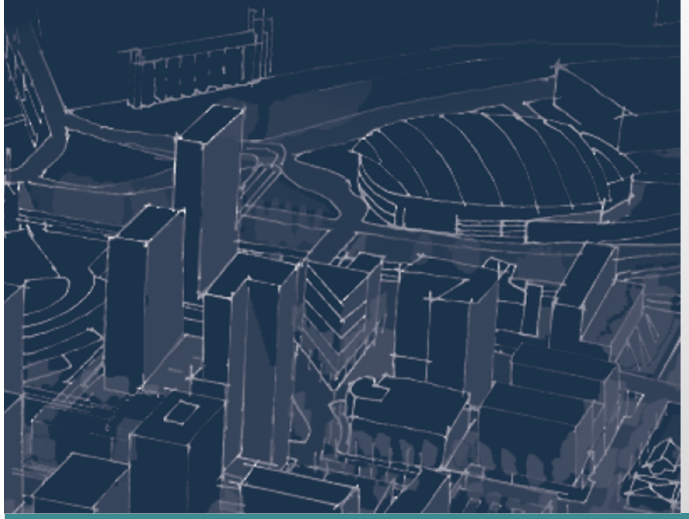


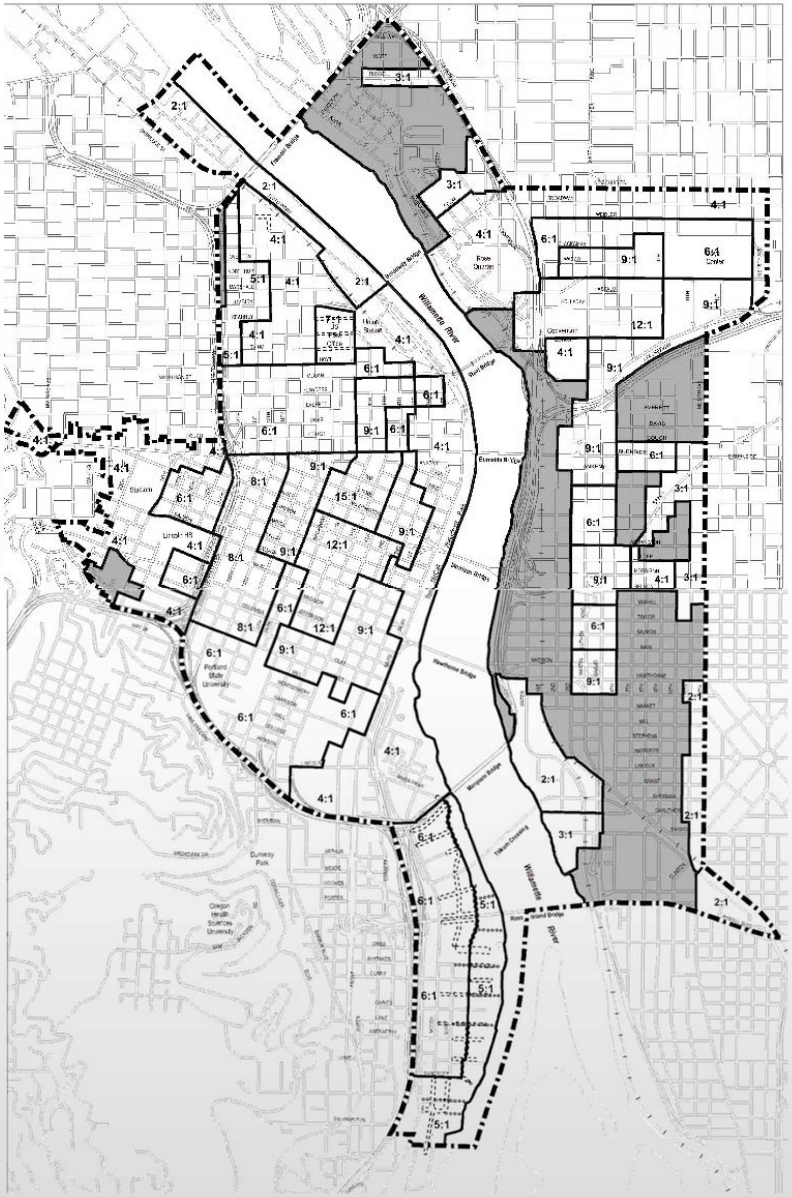
Floor Area Ratio

Minimum Floor Area
Minimum floor area ratios to be applied. Requires a minimum amount of FAR be retained on site and used for new development.

Maximum Bonus
Retain maximum bonus of 3:1 FAR

Transferable FAR
Transfer of FAR above the 3:1 cap on bonuses allowed. Unlimited FAR may be transferred up to maximum height limit.

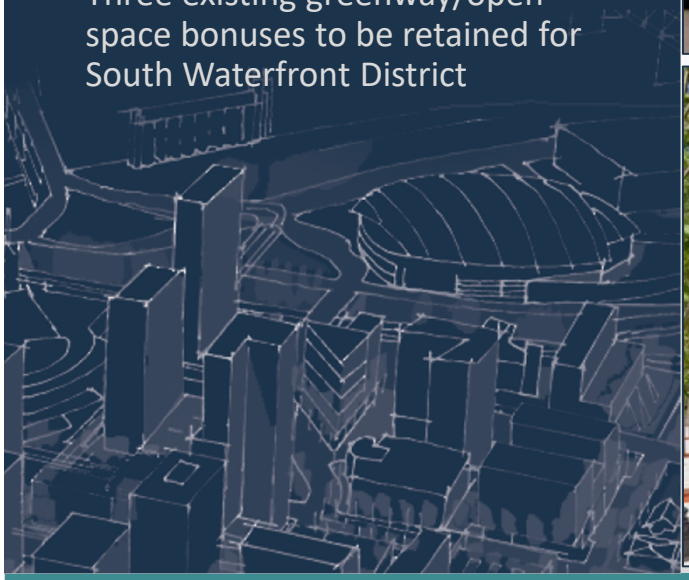


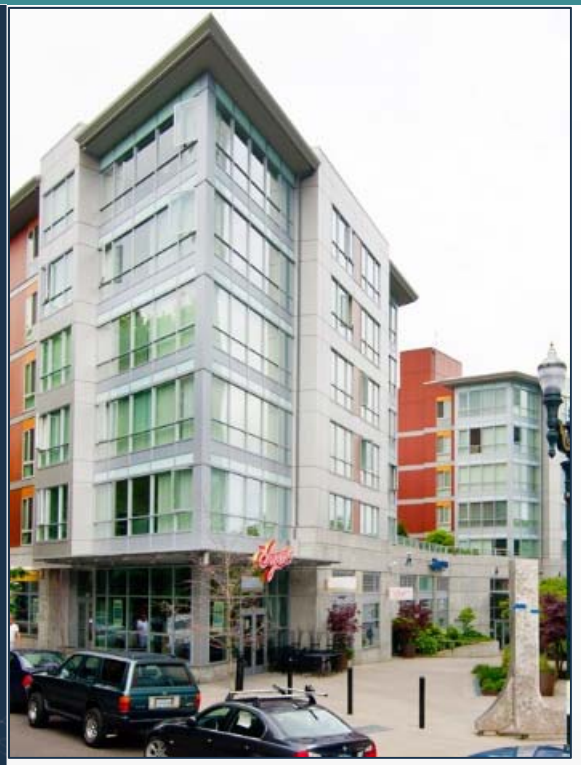


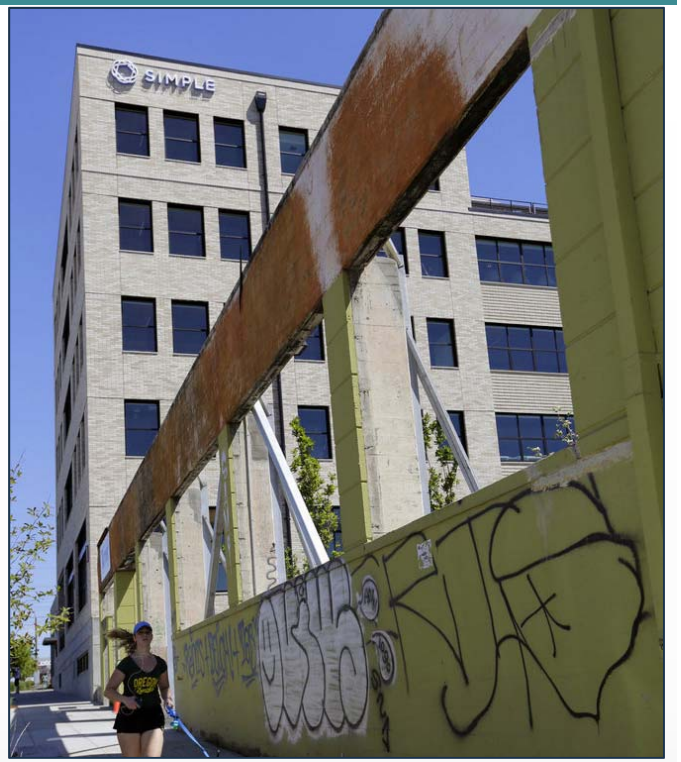
Bonuses, Transfers and Affordable Housing

Overhaul Existing FAR Bonus System

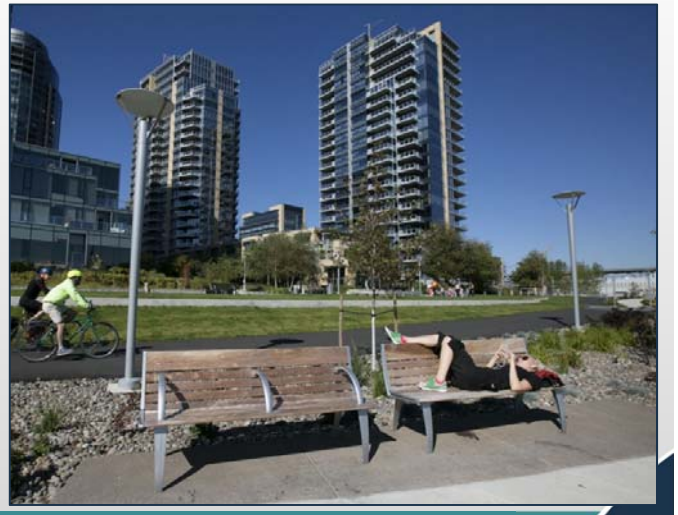
- Prioritize two new affordable housing bonuses
- Create new Riverfront Open Space bonus
- Create new Industrial Ground Floor Space bonus
- Three existing greenway/open space bonuses to be retained for South Waterfront District











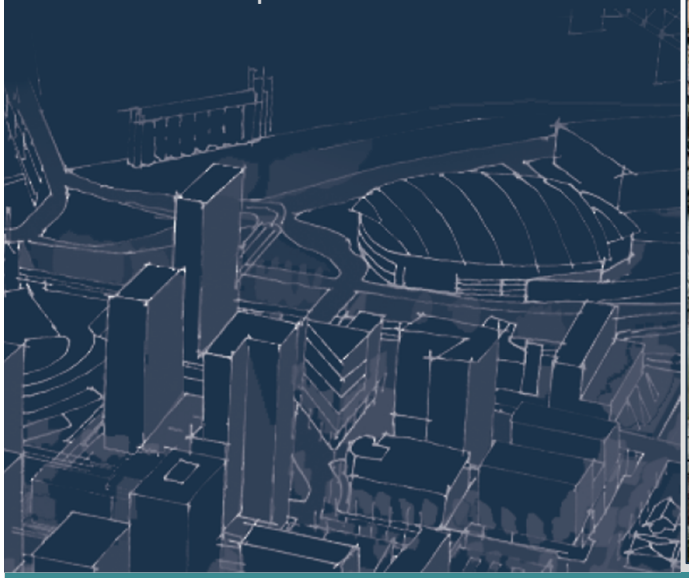
Bonuses, Transfers and Affordable Housing

Existing Floor Area Transfers

Overhaul current system of transfers

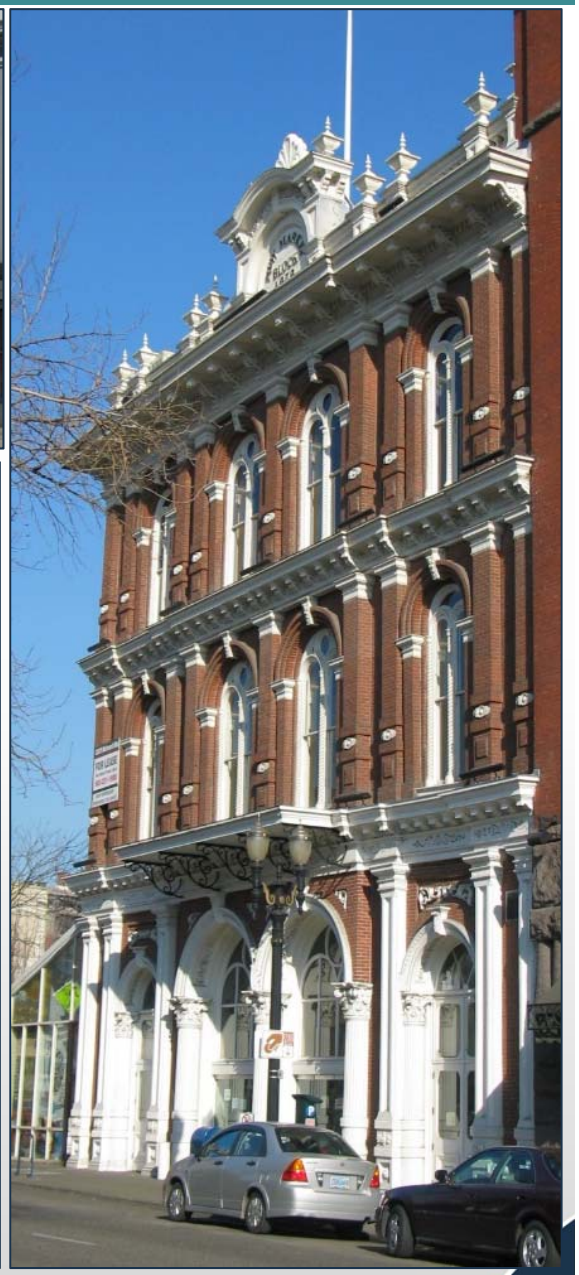
Prioritize New FAR Transfers:

- Expand existing Historic Preservation transfer
- Create new Transfer within Subdistrict provision









Building Heights

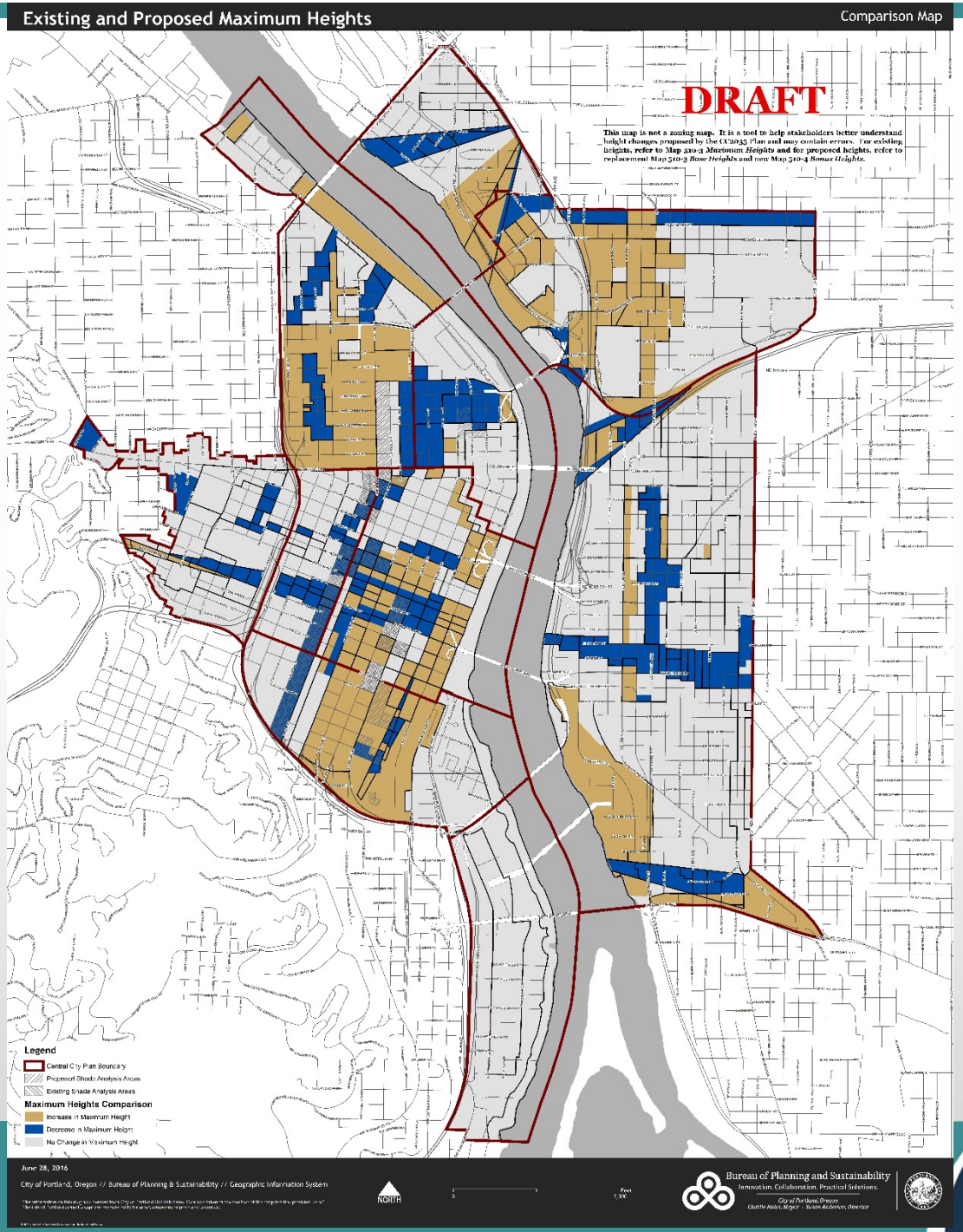
Base heights
Most are not changing

Bonus Heights
Height increase are directly tied to bonus/transfer of FAR

Height Increases
- Transit mall
- Bridgeheads
- Lloyd District (West)
- Pearl District (South)

View Corridors
Height limits modified in view corridors

Historic Districts
- Heights reduced in historic districts.
- No height bonuses.



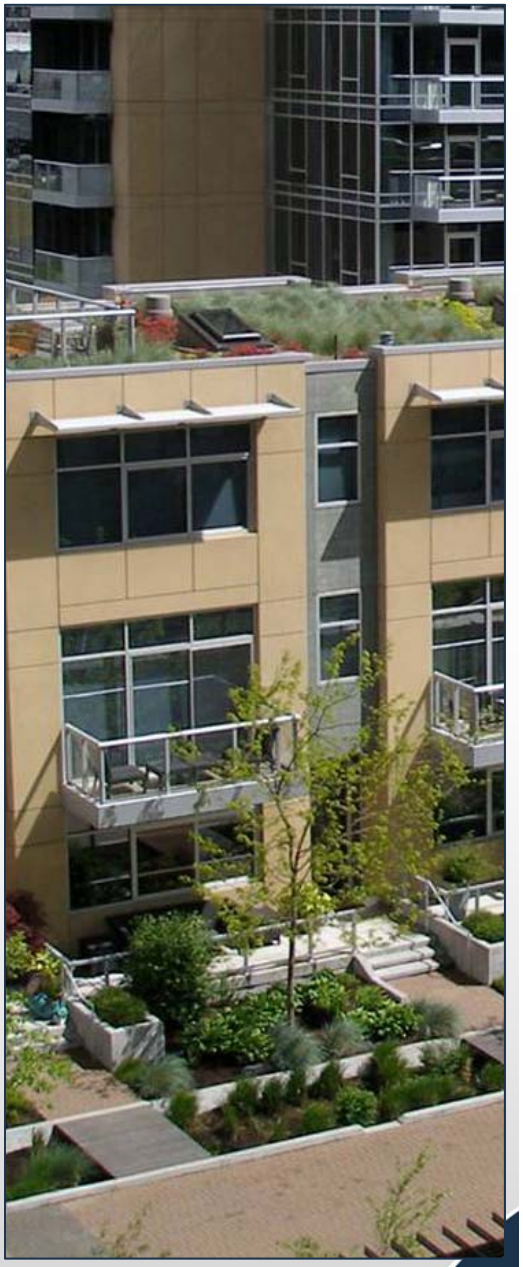
Street and Development Character

Updates to existing standards:

- Building Setbacks
- Ground Floor Windows
- Ground Floor Active Uses,
- Drive Through Facilities







Green Building Tools

New Requirements:

Bird Safe Windows:
Windows and/or façade treatments that discourage bird strikes

Ecoroofs :
Buildings 20,000 sq. ft. or greater required to have ecoroofs that cover at least 60% of roof.

LEED Gold :
Buildings 50,000 sq. ft. or greater required to pursue LEED Gold certification or better.













Central City Master Plans

Required Sites

- OMSI Station Area
- Clinton Station Area
- Blanchard Properties
- Main Post Office Site
- Lincoln High School

Voluntary Process

Sites 80,000 sq. ft. or greater in area

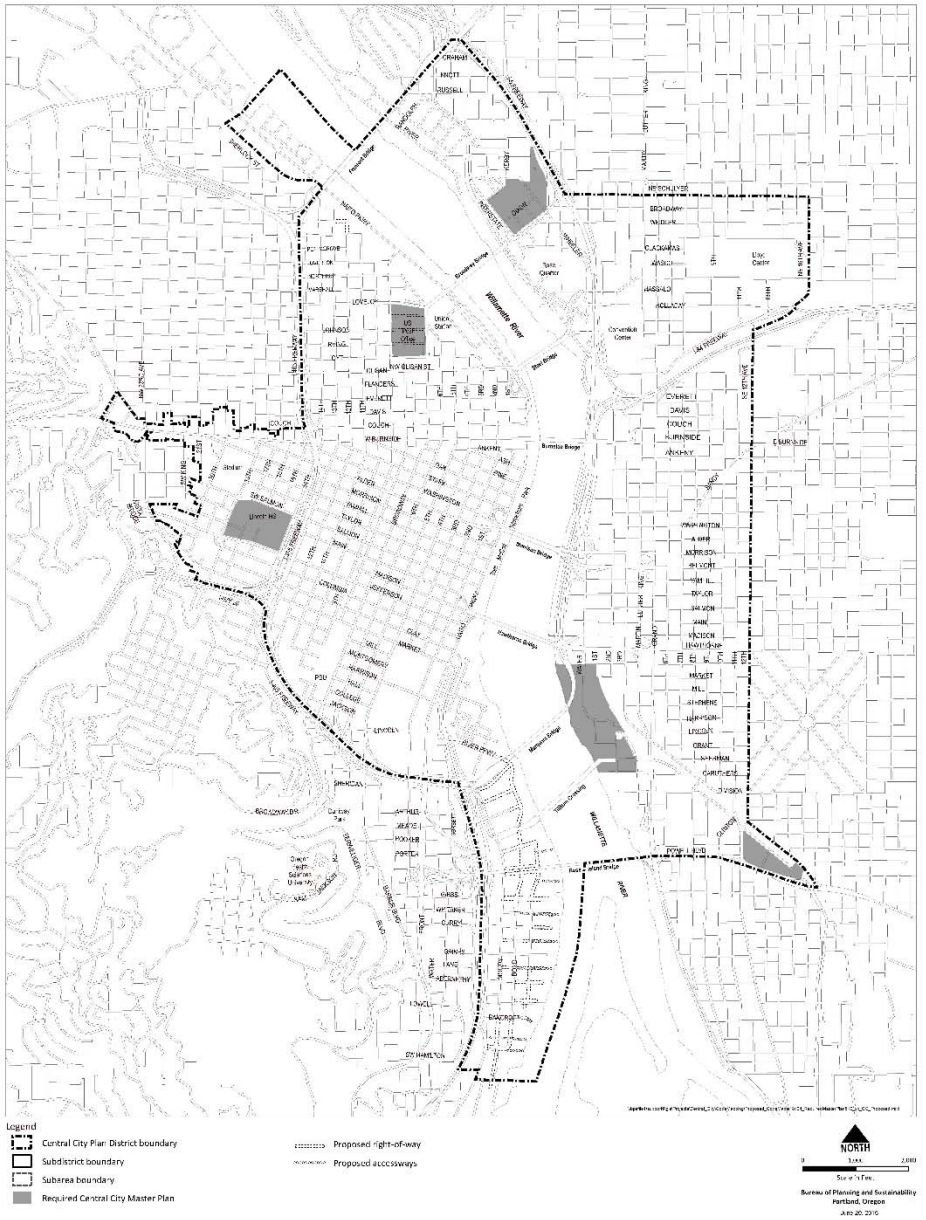
Approval Criteria

- Building Massing
- Open Space Layout
- Circulation and Pedestrian Realm

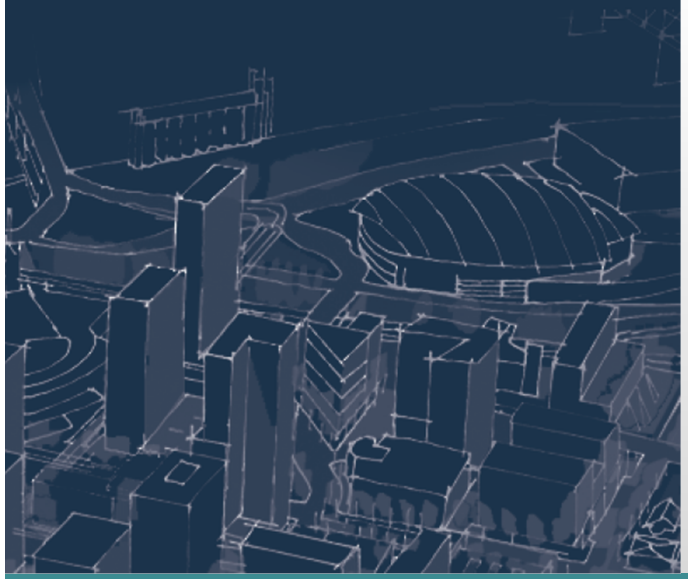


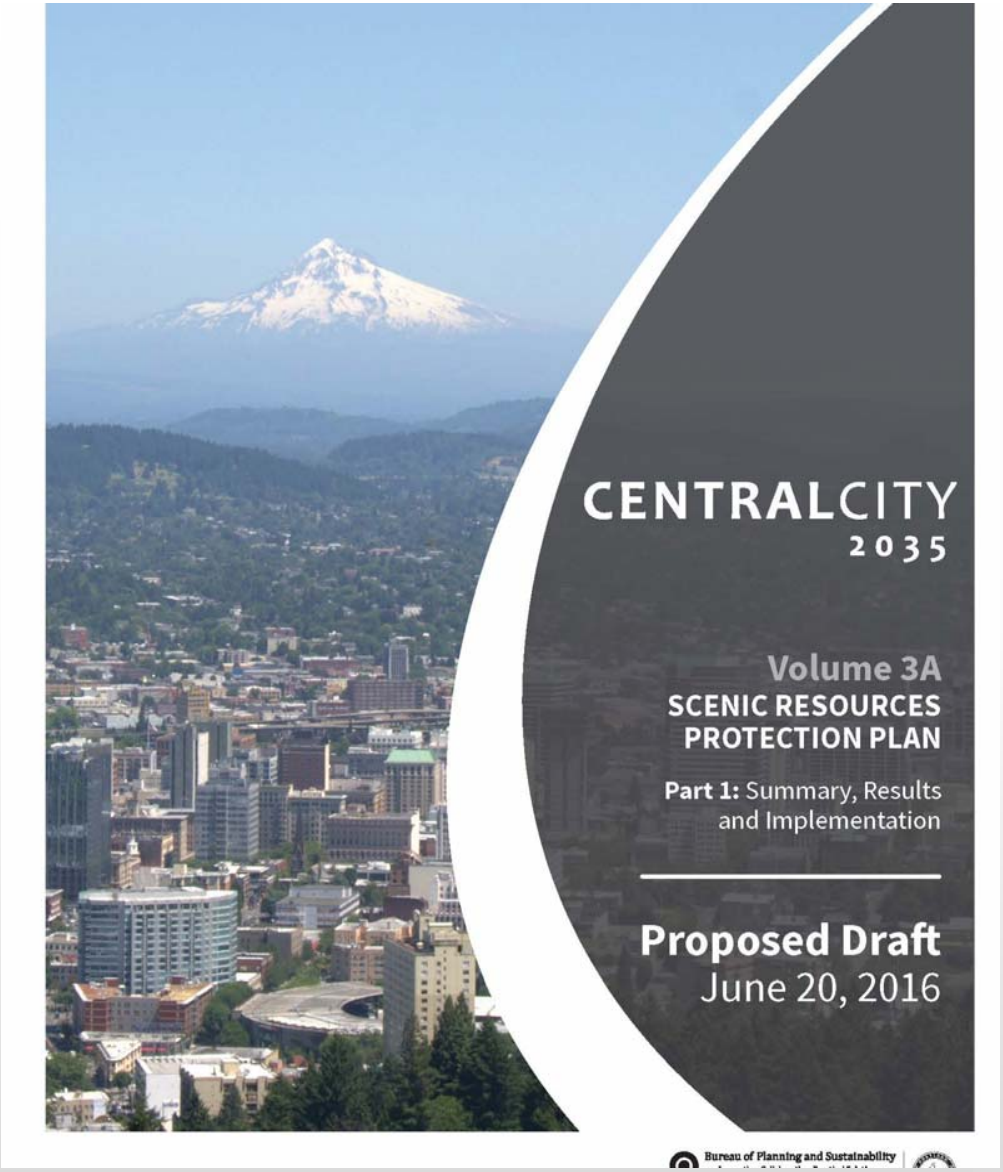
Proposed Required Central City Master Plan

Central City Plan District
510-19

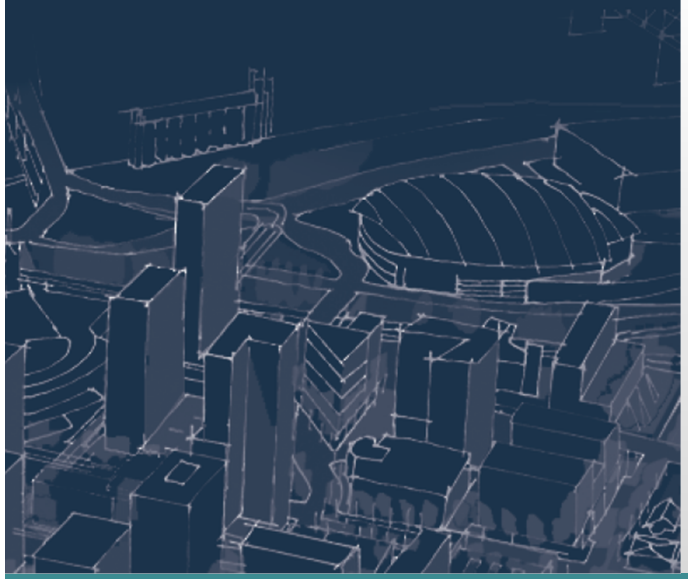


Scenic Views and Heights

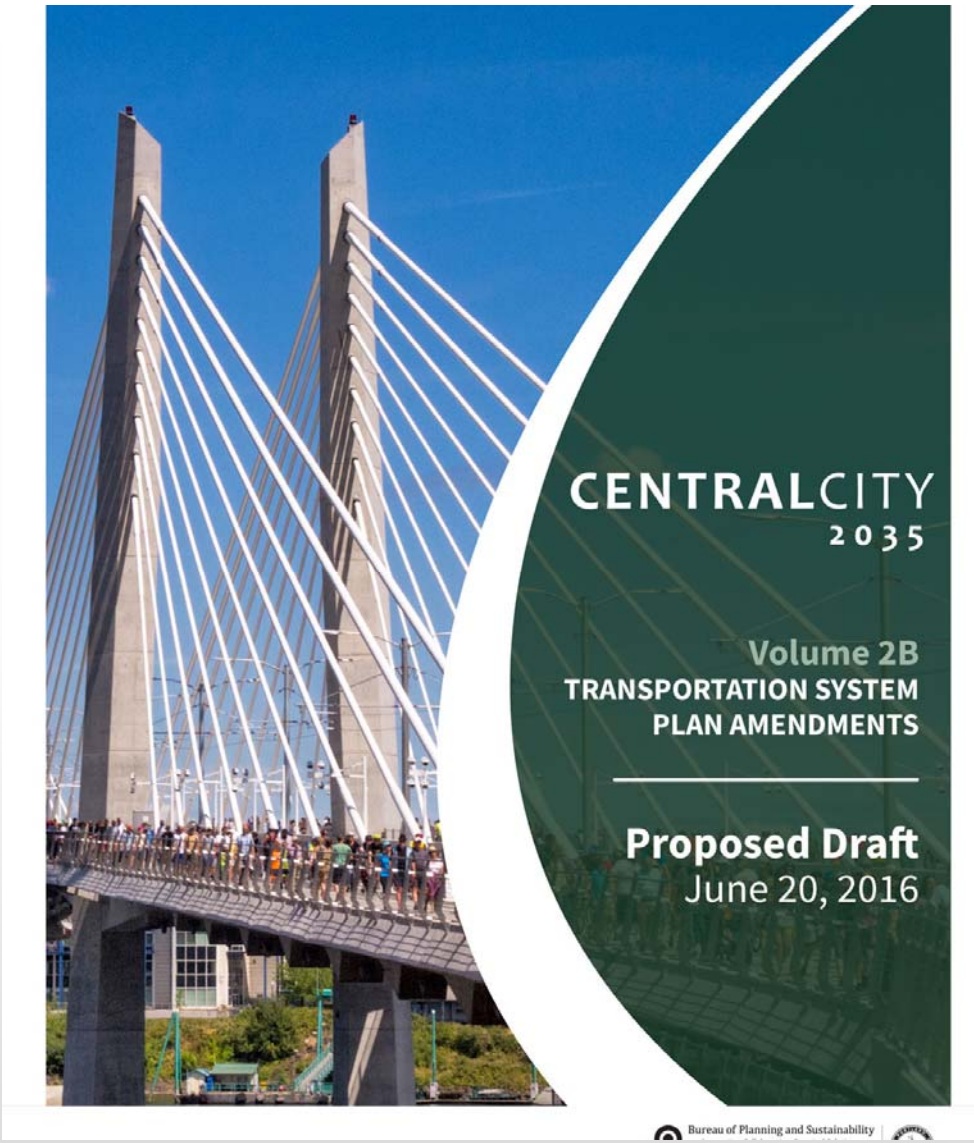




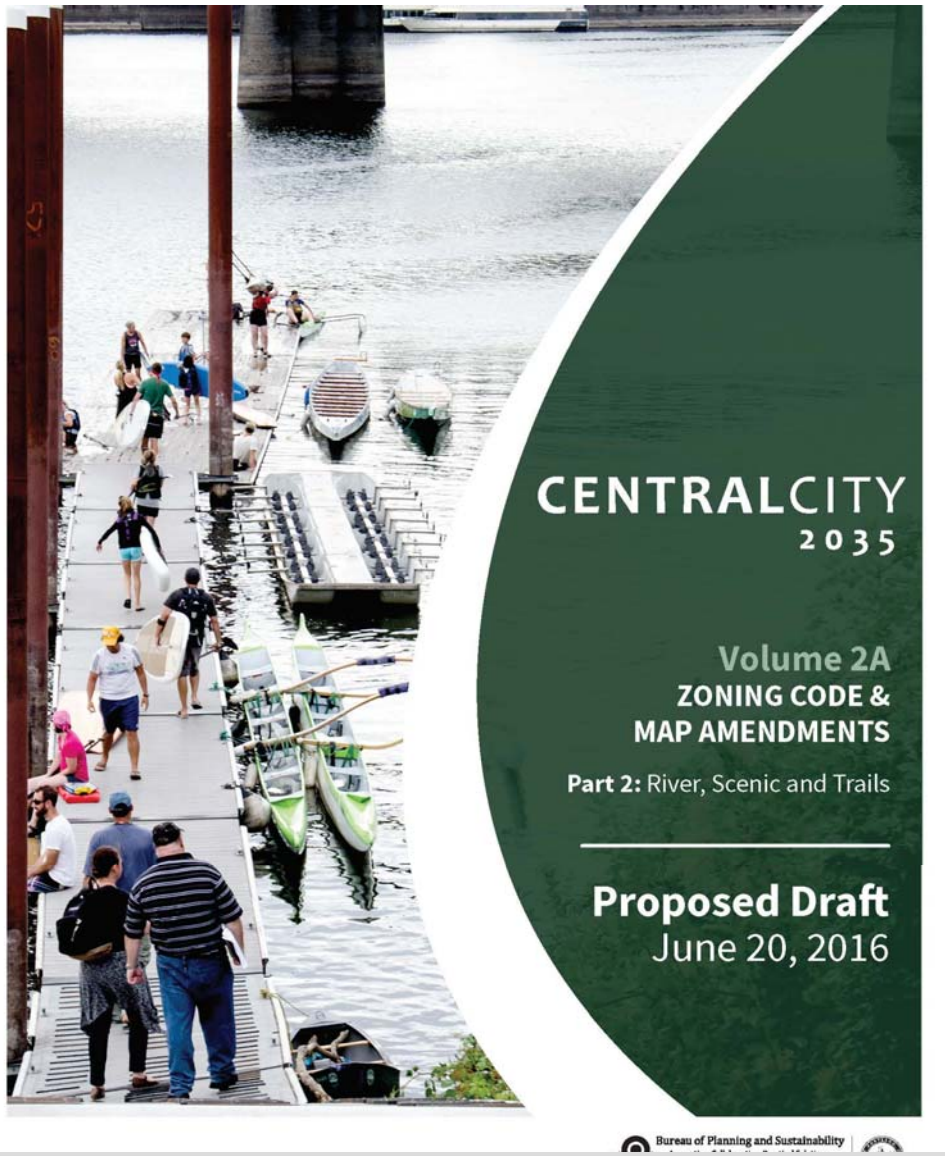
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Transportation and Parking



River environmental zones



Next Steps

Amendments package
July 18

PSC Hearings
July 26
August 9

PSC Work Sessions
September 27
November 11
November 22



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Portland Planning and Sustainability Commission
June 28, 2016
5:00 – 9:00 p.m.
1900 SW 4th Ave, Suite 2500A
Portland, OR 97201

AGENDA

5:00	**PM**	**Call to Order** **Items of Interest from Commissioners** **Director's Report**
5:05	**PM**	**Consent Agenda** Consideration of Minutes from June 14, 2016 PSC meeting
5:06	**PM**	**Task 5: Mixed Use Zones Project** Work Session
7:00	**PM**	**Central City 2035 Plan** Briefing
9:00	**PM**	**Adjourn**

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For background information, call 503-823-7700, or email psc@portlandoregon.gov.

Meetings will be lived streamed on the Bureau of Planning and Sustainability YouTube site at https://www.youtube.com/c/portlandbps.

Meeting playback on Channel 30 are scheduled to start the Friday following the meeting. Starting times may occur earlier for meetings over three hours long, and meetings may be shown at additional times as scheduling requires.

Channel 30:
Friday at 3 p.m. | Sunday at 7:00 a.m. | Tuesday at 7:30 p.m.

PORTLAND PARKS & RECREATION

Healthy Parks, Healthy Portland

Date January 4, 2016

To: Planning & Sustainability Commission
Bureau of Planning & Sustainability

From: Portland Parks Board

Re: **Central City Plan -- Commercial Uses in Parks**

The Portland Parks Board has been tracking proposals by the Portland Bureau of Planning and Sustainability (BPS) on regulation of commercial uses in parks as part of the Central City 2035 Plan. We have been briefed by Portland Parks and Recreation (PP&R) staff and have informally shared our considerations with BPS staff.

The Board believes this is an important parks use issue needing Parks Board input and consideration. The Board formed a subcommittee in September and worked closely with PP&R staff and Director to review the proposed Central City Plan changes and if necessary, make a recommendation to BPS on how to proceed and revise the zoning code as it pertains to retail use in the Open Space zone.

A subcommittee of the Parks Board has drafted the following recommendations for the regulation of retail uses within parks zoned for Open Space within the boundaries of the Central City Plan. These recommendations are based on the philosophy that retail uses within parks should be limited and be secondary to and complementary of recreational and open space uses, while recognizing that they also serve to promote park use, safety and diversity. This is especially true within the urban core of cities, and there are numerous national and international examples of controlled retail operations revitalizing and energizing areas within cities. These recommendations also strive to strike a balance between flexibility and restricting the proportion of any park that can be devoted to retail uses. No two parks are equal and flexibility is essential to being able to best match the function, location and potential of an individual park.

Please note that these recommendations apply only to OS-zoned parks within the Central City and there is no intention at this time to replicate these provisions to parks outside the Central City.

Portland Parks Board

Judy BlueHorse Skelton, Chair
Jeff Anderson • Tonya Booker • Kendall Clawson • Aubré Dickson
• Patricia Frobes • Kathy Fong Stephens • Jenny Glass
Ian Jaquiss • Dion Jordan • Jim Owens • Gladys Ruiz • Meryl Redisch
Ty Schwoeffermann • Christa Stout • Paddy Tillett • Sue Van Brocklin

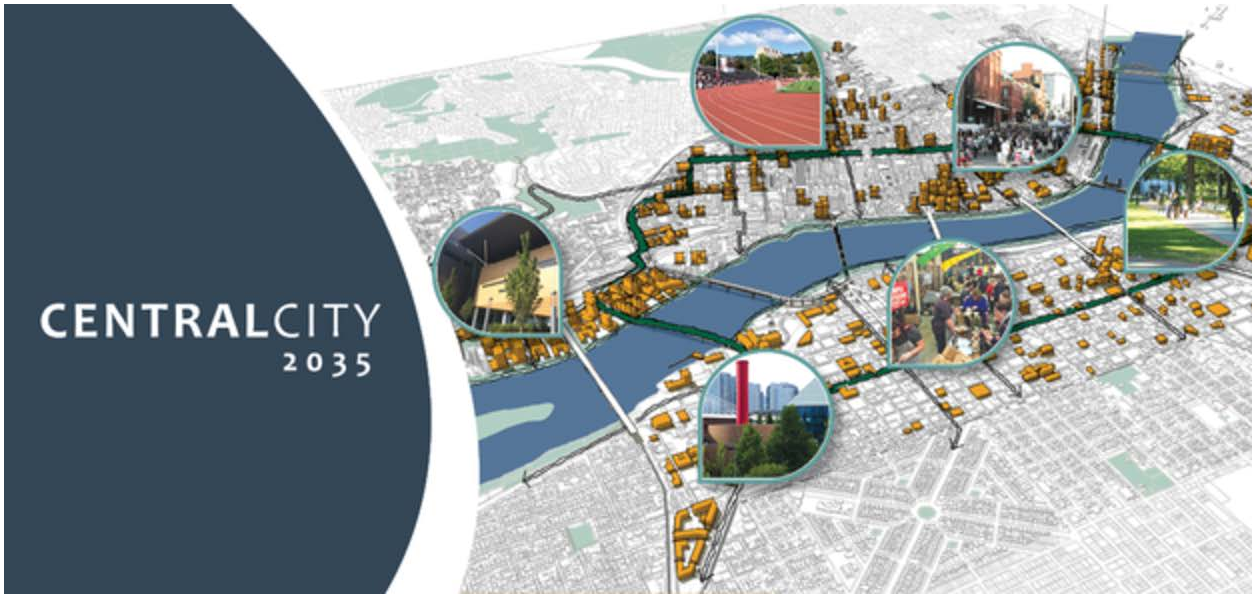
- Commercial activity must be equitable* for all park users, and create a broad spectrum of public benefits, evaluated by stakeholders.
- For any proposed retail use in any park zoned OS irrespective of size, PP&R will evaluate and adhere to the following:
    a. The retail uses and structure design are complementary to the function and appearance of the park.
    b. The retail use provides community benefits in the context of park activation, increased visibility, and improved safety by providing 'eyes on the Park'.
    c. Servicing of the retail use does not conflict with park uses.
- For all parks within the Central City planning area (including Waterfront Park) that are zoned OS:
    - For Central City parks 1 acre or under, maximum retail area is 2,500 sq. ft.
    - For Central City parks over 1 acre, the maximum retail area is limited to either 5% of the park area or 10,000 square feet, whichever is less.
- A conditional use permit is needed for any proposed retail over the limits specified above.
- Retail area square footage calculations shall not include restrooms, park offices, park storage, or other non-leasable retail area.

Thank you for this opportunity to comment and for your efforts through Central City 2035 to maintain a vibrant and economically and culturally healthy Central City.

Sincerely,

Judy BlueHorse Skelton
Chair, Portland Parks Board

**Equity: when everyone has access to the opportunities necessary to satisfy their essential needs, advance their wellbeing and achieve their full potential. We have a shared fate as individuals within a community and as communities within society. All communities need the ability to shape their own present and future. Equity is both the means to healthy communities and an end that benefit us all (PP&R Five-Year Racial Equity Plan, 2016)*



Central City 2035 Update - April 6, 2017

PSC WORK SESSION UPDATE

Work sessions come to a close as the Commission gets ready to vote

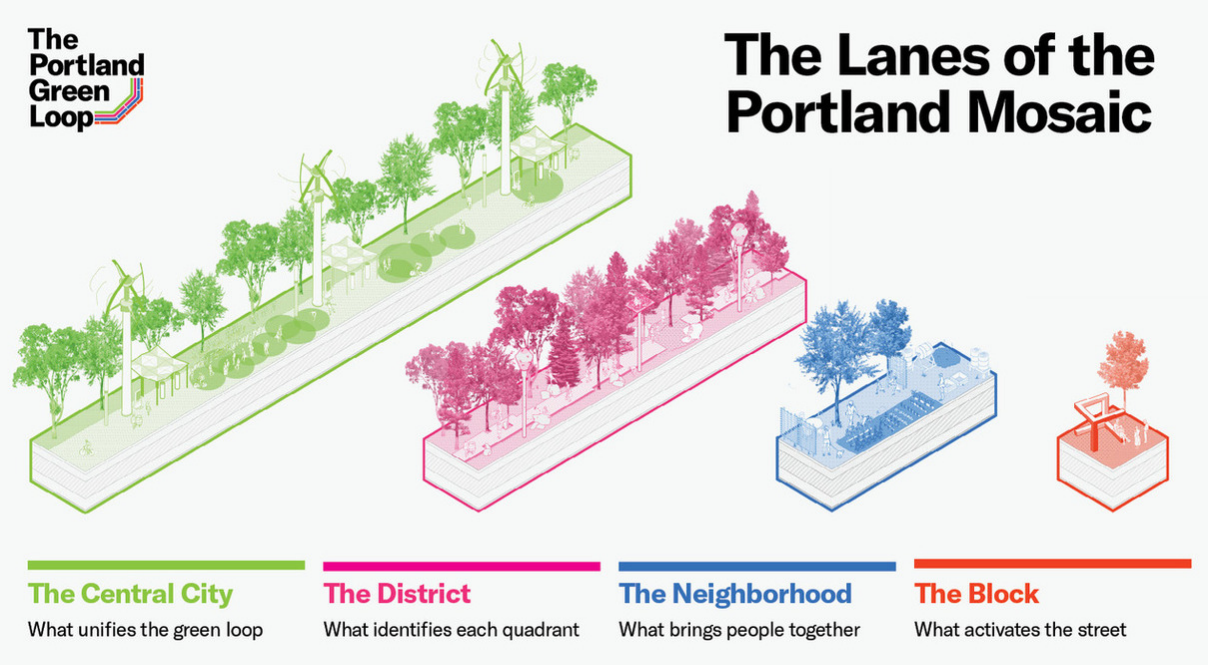
The next and last Planning and Sustainability Commission work session is scheduled for April 11. And the vote to recommend the CC2035 Plan to City Council is scheduled for May 23.

LEARN MORE

Work session recap: March 14 discussion

At the last work session, the PSC revisited issues about the bonus and transfer system.

LEARN MORE



Design Week Portland, starring the Green Loop
Untitled Studio's *The Portland Mosaic* invites Portlanders to grab a "tile" and imagine a diverse yet unified Green Loop. In the exhibition, participants can experience and engage with the Green Loop concept through collaboration, creative programming, a streetscape prototype and a large-scale interactive map. A special feature of the exhibit will be a virtual reality "tour" of the Green Loop. So join the fun — and the beer. The Green Loop now has its own special edition IPA from Hopworks, so tap that!

LEARN MORE

Work Session #7
April 11, 2017
12:30 - 4:30 p.m.
1900 SW 4th Ave
Suite 2500A

Recommendation
May 23, 2017
5 - 8 p.m.
1900 SW 4th Ave
Suite 2500A

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City of Portland, Oregon
Ted Wheeler, Mayor • Susan Anderson, Director

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Central City 2035 Update - February 7, 2017

PREVIEW: FEBRUARY 14 WORK SESSION #5

Another Planning and Sustainability Commission work session on Proposed Draft
The PSC continues its discussion of and deliberations about the CC2035 Plan on Tuesday afternoon, February 14. Topics for discussion include bonus and transfer amendments, policies and actions re: family-compatible housing, Willamette River code amendments, scenic resources, and miscellaneous code and map amendments.

RECAP: JANUARY 24 WORK SESSION #4

The PSC covered bird-safe building design, ecoroofs and the cost of new regulations on future development during their fourth work session on the CC2035 Plan.

SUMMARY AND WHAT'S NEXT

So where are we in the process?
It's been several months since the CC2035 Plan Proposed Draft was released and the PSC held public hearings. Refresh your memory about what's happened since then and what's to come.

WORK SESSIONS

Work Session #5
February 14, 2017
12:30 - 4:30 p.m.
1900 SW 4th Ave
Suite 2500A

Work Session #6
February 28, 2017
4 - 7 p.m.
1900 SW 4th Ave
Suite 2500A
Work Session #7/Recommendation
April 11, 2017
12:30 - 4:30 p.m.
1900 SW 4th Ave
Suite 2500A

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Central City 2035 Update - December 28, 2016

PREVIEW: JANUARY 10 PSC WORK SESSION #3

Planning and Sustainability Commission's third work session on CC2035 Plan scheduled for January 10 at 12:30 p.m.

Commissioners to discuss transportation related topics, zoning and FAR requests and more.

INCLUSIONARY HOUSING REGULATIONS RELATING TO THE CENTRAL CITY

Recently adopted Inclusionary Housing program makes significant changes to CC2035 Plan bonus and transfer system

At the January 24th Planning and Sustainability Commission (PSC) work session, staff will engage the PSC in a discussion about potential amendments to CC2035 in light of these newly adopted inclusionary housing amendments.

WORK SESSIONS

Work Session #3
Jan. 10, 2017
12:30 p.m. – 3:30 p.m.
1900 SW 4th Ave.
Suite 2500A
Work Session #4
Jan. 24, 2017
5 p.m. – 8 p.m.
1900 SW 4th Ave.
Suite 2500A
Work Session #5
Feb. 14, 2017
12:30 p.m. – 3:30 p.m.

1900 SW 4th Ave.
Suite 2500A
Work Session #6
Feb. 28, 2017
5 p.m. – 7 p.m.
1900 SW 4th Ave.
Suite 2500A

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Central City 2035 Update - November 30, 2016

WRAP UP: NOVEMBER 16 PSC WORK SESSION #2

Planning and Sustainability Commission holds second work session on CC2035 Proposed Draft

Continuing their discussion of key topics related to the CC2035 Plan, the PSC focused on building height, parking code and the Willamette River at their November 16 work session. Click *Learn More* for a recap.

CC2035 PLAN PROJECT TIMELINE

How will the CC2035 Plan incorporate new inclusionary housing regulations?

In response to state legislation authorizing inclusionary housing for new development with 20 or more residential units, the Bureau of Planning and Sustainability is updating the Zoning Code citywide. The new inclusionary housing regulations will apply to all zones (except industrial) in the Central City and become effective in February 2017. Until the Central City 2035 Plan is effective in early 2018, inclusionary housing regulations will apply to the existing Central City Plan.

Next Steps

February 2017:

- Completion of PSC work sessions on the CC2035 Plan Proposed Draft.
- Adopted inclusionary housing regulations will take effect citywide, including in the current Central City Plan District.

Spring 2017:

- Inclusionary housing regulations for the Central City will be refined and incorporated into the CC2035 Plan Recommended Draft.
- The PSC will transmit a Recommended Draft to City Council for their consideration.
- Following public hearings and deliberations, City Council will vote to adopt the CC2035 Plan.

Early 2018:

- The adopted CC2035 Plan will be effective following state acknowledgement of the 2035 Comprehensive Plan, as a post-acknowledgement plan amendment.

UPCOMING PSC WORK SESSIONS ON CC2035

Work Session #3
January 10, 2017
Afternoon
1900 SW 4th Ave
Suite 2500A

Work Session #4
January 24, 2017
Evening
1900 SW 4th Ave
Suite 2500A

Work Session #5
February 28, 2017
TBD
1900 SW 4th Ave
Suite 2500A

Check the PSC calendar to confirm dates, times and other details.

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Central City 2035 Update - November 9, 2016

UPDATED MATERIALS AND AGENDA FOR NOVEMBER 16 WORK SESSION

New and updated materials now available for November 16 work session

An updated introductory memo and new decision packages for the Planning and Sustainability Commission address new items for the Willamette River and include Miscellaneous Zoning Code and Map Amendments.

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Central City 2035 Update - November 2, 2016

PREVIEW: NOVEMBER 16 PSC WORK SESSION #2

Planning and Sustainability Commission work session information and materials now available for review

At their November 16 work session on the CC2035 Plan, the PSC will focus on the Willamette River and parking. Staff and commissioners will also wrap up their discussion about building heights in historic districts and other height requests.

WRAP UP: SEPTEMBER 27 PSC WORK SESSION #1

September's work session focused on building heights in historic districts and view corridors

Learn more about what was discussed during the September 27 work session and what actions were taken on each topic. Due to time constraints, topics not covered at this work session have been added to future work session agendas.

PORTLAND BUREAU OF TRANSPORTATION NEWS

The Central City Multimodal Project will help make getting to and around Portland's Central City safer, easier and more convenient by identifying, prioritizing and building active transportation projects.

The Portland Bureau of Transportation conducted an online survey to gather early input on the project. The survey asked questions about how people get around the Central City, why they

travel to the Central City and what sorts of barriers they face. 3,472 people completed the survey.
Key takeaways include:

- People come to the Central City for fun! Eating and drinking (82%), entertainment (72%) and shopping (69%) were top reasons for coming to the Central City.

- Top concerns for travelling in the Central City included: 1) conflicts between people driving, people biking and people walking; 2) the amount of automobile traffic; and 3) missing bike connections or poor bike lane conditions.

- People want multimodal improvements: 3,106 of the 3,472 people surveyed said they would visit the Central City more if multimodal improvements were made.

We also asked Portlanders for their best ideas for making the Central City better for walking, biking or transit. We received 2,520 ideas(!), which we're still analyzing.

Thanks to all who took the time to complete the survey and special congratulations to Chris E. of SE Portland who was chosen at random out of all those who completed the early input survey. Chris selected a one-year BikeTown membership as his prize. Congratulations, Chris!

To stay up to date on the project, join our project mailing list.

EVENTS

Planning and Sustainability Commission Work Session #2
November 16, 2016, 4 – 8 p.m.
1900 SW 4th Ave
Suite 2500A
Planning and Sustainability Commission Work Session #3
January 10, 2017, 12:30 – 3:30 p.m.
1900 SW 4th Ave
Suite 2500A
Planning and Sustainability Commission Work Session #4
January 24, 2017, 5 – 8 p.m.
1900 SW 4th Ave
Suite 2500A

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Central City 2035 Update: Inclusionary Housing Edition - October 18, 2016

The Proposed Draft CC2035 Plan's bonus and transfer provisions will be amended to reflect City Council's decision on the Inclusionary Housing Zoning Code Project.

Inclusionary Housing Zoning Code Project

In collaboration with the Portland Housing Bureau and Commissioner Saltzman's office, The Bureau of Planning and Sustainability's Inclusionary Housing Zoning Code Project proposes new regulations to increase the supply of more affordable housing in Portland. It features bonuses for developers who include a share of affordable units in new buildings with more than 20 residences. These regulations would apply primarily to properties in mixed use zones and the Central City Plan District, where most of the new multi-dwelling construction will be built over the next 20 years. The Inclusionary Housing proposal is currently under consideration by the Planning and Sustainability Commission, which will hold a public hearing on the Inclusionary Housing Zoning Code Project Proposed Draft on Tuesday, October 25. Follow the project to see how it will affect bonuses and FAR in the Central City.

Central City 2035 Proposed Draft bonus and transfer provisions

In June 2015, City Council adopted a resolution (#37145) directing BPS staff to "Update the FAR bonus and transfer provisions of the Zoning Code for the Central City to prioritize affordable housing development and support other targeted public benefits." In response, the Central City 2035 Plan Proposed Draft, which is now in front of the PSC, includes policies, maps and proposed regulations that reflect this direction from Council including two bonuses for affordable housing, a transfer provision to preserve historic resources and a bonus to encourage riverfront open space. Upon the adoption of new inclusionary housing regulations, however, the Proposed Draft CC2035 Plan will be amended to reflect those newer changes to the Zoning Code.
If you testified about the proposed bonus system included in the CC2035 Proposed Draft, you may want to review the Inclusionary Housing Zoning Code Project Proposed Draft and consider submitting testimony on Tuesday, October 25.

EVENTS

Planning and Sustainability Commission Public Hearing
Inclusionary Housing Zoning Code Project
October 25, 2016, 5:30 – 8:30 p.m.
1900 SW 4th Ave
Suite 2500A
Planning and Sustainability Commission Work Sessions
Central City 2035 Plan
November 16, 2016, 4 – 8 p.m.
January 10, 2017, 12:30 – 3:30 p.m.
January 24, 2017, 5 – 8 p.m.
February 28, 2017, 5 – 7 p.m.
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Suite 2500A

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Central City 2035 Update - September 22, 2016

Planning and Sustainability Commission work sessions begin next week

Commissioners will discuss amendments to the CC2035 Plan Proposed Draft during work sessions before making a recommendation to City Council. Topics include building height, the river, transportation, new tools for historic preservation and more.

CC2035 Work Sessions
Tuesday, September 27, 5 p.m.
Wednesday, November 16, 4 p.m.
Tuesday, January 24, 5 p.m.
Tuesday, February 28, 5 p.m.

About the Central City 2035 Plan

The Central City 2035 Plan will provide goals, policies and tools designed to make the Central City more vibrant, innovative, sustainable and resilient than it is today. A place that every Portlander can be proud to call their own. The plan replaces the 1988 Central City Plan as the primary guiding policy document for the Central City Plan District. The Central City Plan will be the first amendment to the City's updated Comprehensive Plan, implementing the Portland Plan as it applies to the Central City.

www.portlandoregon.gov/bps/cc2035/

Questions? Call the Central City Helpline at 503-823-4286 or email us at cc2035@portlandoregon.gov.

About the Bureau of Planning and Sustainability

The Portland Bureau of Planning and Sustainability (BPS) develops creative and practical solutions to enhance Portland's livability, preserve distinctive places and plan for a resilient future.

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Central City 2035 Update - August 30, 2016

UPDATE: PSC HEARINGS AND WORK SESSIONS

Planning and Sustainability Commission receives 760 pieces of testimony; prepares for work sessions

Public testimony on the CC2035 Proposed Draft closed August 11, 2016, following public hearings on July 26 and August 9. Staff and commissioners are now preparing to discuss building heights at their first work session scheduled for September 27.

GREEN LOOP IN THE PARK BLOCKS

Green Loop featured at Saturday Walkways event

Interactive exhibits built by the winning Loop PDX team, wayfinding markers created by local historians and chalk drawings illustrated how the Green Loop would create an active pathway around the Central City at a day-long event on August 20 in the Park Blocks.

PBOT SURVEY

Take the survey by August 31 and enter to win a prize from TriMet, SmartPark or Biketown

The Central City Multimodal Project will help make getting in and around the Central City by foot, bike and transit ... safer, easier and more convenient. Your input will help PBOT learn how people travel around the Central City and discover ways to improve the transportation experience.

SWIMMING BEACH STUDY

Swimming beach study results are in!

A recent study of potential sites for safe and easy access to the water along the Willamette River evaluated five different sites. The Hawthorne Bowl came out on top for a swimming beach in the Central City.

DESIGN REVIEW QUESTIONNAIRE

Share feedback on how well the design overlay works

The Design Overlay Zone Assessment (DOZA) project team is seeking your input. Complete the online questionnaire by 5 p.m. on September 9 to share your experience with the design review process.

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Central City 2035 Update - August 10, 2016

DEADLINE FOR WRITTEN TESTIMONY EXTENDED

Responding to requests from multiple stakeholders and groups, the Planning and Sustainability Commission will accept written testimony until 5 p.m. on Thursday, August 11.

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Central City 2035 Update - August 5, 2016

Public hearing continued August 9; written and oral testimony accepted until then

The Planning and Sustainability Commission will continue its public hearing on the CC2035 Plan on August 9 at 5:30 p.m. in Room C of the Portland Building. Portlanders may also submit written testimony on the proposal via the online Map App, email or letter.

Proposed amendments to and new information about the CC2035 Plan

A staff memo to the Planning and Sustainability Commission provides new Transportation System Plan maps, identifies discrepancies between Volumes 2B and 5, and updates information about West Quadrant Plan Stakeholder Advisory Committee member disclosures. To read the staff memo and view the maps, click on Learn More.

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Central City 2035 Update - July 21, 2016

Public hearings on the new plan for the Central City start on July 26

Next Tuesday, the Planning and Sustainability Commission (PSC) will hold the first of two public hearings on the Proposed Draft Central City 2035 Plan. Residents, property owners and other stakeholders will be able to share their input on this long range plan for growth and development along the Willamette River and in the city center for the next 20 years.

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Central City 2035 Update - June 22, 2016

PROPOSED DRAFT NOW AVAILABLE FOR PUBLIC REVIEW

Learn more about what's inside the CC2035 Proposed Draft

Read the Plan and provide testimony to the Planning and Sustainability Commission by August 9, 2016.

EASTBANK CRESCENT OPEN HOUSE

Join City staff Wednesday, June 29 from 4 to 6 p.m. at the PCC CLIMB Center

Design ideas for the Eastbank Crescent and the Central City Potential Swimming Beach Study will be presented for comment and feeback.

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