



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

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**STAFF REPORT AND RECOMMENDATION TO THE  
DESIGN COMMISSION**

CASE FILE: LU 21-115214 CCMS AD  
PC # 21-071545  
*OMSI Central City Master Plan*

REVIEW BY: Design Commission  
WHEN: August 18, 2022 @ 1:30pm  
REMOTE ACCESS: Design Commission Agenda:  
<https://www.portland.gov/bds/design-commission>

**This land use hearing will be limited to remote participation via Zoom. Please refer to the instructions included with this notice to observe and participate remotely.**

**Bureau of Development Services Staff:** Benjamin Nielsen 503-865-6519 /  
[Benjamin.Nielsen@portlandoregon.gov](mailto:Benjamin.Nielsen@portlandoregon.gov)

**GENERAL INFORMATION**

**Applicant/  
Representative/  
Owner's Agent:**

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1223 SW Washington Street, Suite 200, Portland, OR 97204  
(503) 863-2524, [allison.rouse@zgf.com](mailto:allison.rouse@zgf.com)

**Owner/Agent:**

Erin Graham, President, Oregon Museum of Science and Industry  
1945 SE Water Avenue, Portland, OR 97214

**Owner/Agent:**

Linda Degman, Director, Planning and Capital Construction  
Portland Community College  
1626 SE Water Ave, Portland, OR 97214

**Owner/Agent:**

Sue Dixon, General Director, Portland Opera Association  
211 SE Caruthers Street, Portland, OR 97214

**Owner/Agent:**

Karen Crawford, Managing Partner, Water Avenue Associates,  
LLC  
12322 SE Spring Mountain Dr, Happy Valley, OR 97086

**Owner/Agent:** Mark Lindley, Senior Principal, Real Estate Strategy  
Portland General Electric  
121 SW Salmon St, Portland, OR 97204-2901

**Owner/Agent:** Guy Benn, TOD Program Manager  
Tri-County Metropolitan Transportation District of Oregon  
4012 SE 17<sup>th</sup> Ave, Portland, OR 97202-3940

**Owner on Record:** Portland Community College  
P.O. Box 19000  
Portland, OR 97280-0990

**Owner on Record:** City of Portland  
1900 SW 4<sup>th</sup> Ave, Suite 7007, Portland, OR 97201

**Owner on Record:** City of Portland  
1120 SW 5<sup>th</sup> Ave #800, Portland, OR 97204-1912

**Site Addresses:** **1701 SE WATER AVE, 1800 SE WATER AVE, 1900 SE WATER AVE, 1945 SE WATER AVE, 2045 SE WATER AVE, 2015 SE 2<sup>ND</sup> PL, 2201 SE 2<sup>ND</sup> PL, 211 SE CARUTHERS ST, 299 SE CARUTHERS ST**

**Legal Description:** LOT 1, PARTITION PLAT 1995-58; LOT 2 EXC PT IN ST, PARTITION PLAT 1995-58; LOT 1 TL 600, PORTLAND GENERAL ELEC STA L; LOT 2 TL 500, PORTLAND GENERAL ELEC STA L; LOT 3 TL 200, PORTLAND GENERAL ELEC STA L; LOT 4 TL 300, PORTLAND GENERAL ELEC STA L; TL 4500 1.11 ACRES, SECTION 03 1S 1E; TL 4400 1.54 ACRES DEPT OF REVENUE, SECTION 03 1S 1E; TL 4300 0.31 ACRES, SECTION 03 1S 1E; TL 300 7.01 ACRES, SECTION 03 1S 1E; TL 500 2.22 ACRES, SECTION 03 1S 1E; TL 200 0.19 ACRES, SECTION 03 1S 1E; TL 100 2.46 ACRES, SECTION 03 1S 1E; TL 4301 0.20 ACRES, SECTION 03 1S 1E; TL 301 0.20 ACRES, SECTION 03 1S 1E; BLOCK 34&47 TL 302, STEPHENS ADD; TL 101 1.82 ACRES, SECTION 03 1S 1E; BLOCK 34 LOT 6-8 TL 303, STEPHENS ADD; LOT 3 TL 202, PORTLAND GENERAL ELEC STA L; LOT 3 TL 203, PORTLAND GENERAL ELEC STA L

**Tax Account No.:** R649752120, R649752130, R668200050, R668200100, R668200150, R668200200, R991030060, R991030210, R991030500, R991030690, R991030700, R991030750, R991030760, R991030780, R991030790, R794001800, R991030800, R668200150, R668200200, R668200100, R668200200, R794001860, R668200100, R668200200, R649752130, R649752130, R668200170, R668200180, R668200200, R991030690

**State ID No.:** 1S1E03DA 01701, 1S1E03DA 01702, 1S1E03DD 00600, 1S1E03DD 00500, 1S1E03DD 00200, 1S1E03DD 00300, 1S1E03DA 04500, 1S1E03DA 04400, 1S1E03DA 04300, 1S1E03D 00300, 1S1E03D 00500, 1S1E03D 00200, 1S1E03D 00100, 1S1E03DA 04301, 1S1E03D 00301, 1S1E03D 00302, 1S1E03D 00101, 1S1E03DD 00200, 1S1E03DD 00300, 1S1E03DD 00500, 1S1E03DD 00300, 1S1E03D 00303, 1S1E03DD 00500, 1S1E03DD 00300,

1S1E03DA 01702, 1S1E03DA 01702, 1S1E03DD 00202,  
1S1E03DD 00203, 1S1E03DD 00300, 1S1E03D 00300  
**Quarter Section:** 3230

**Neighborhood:** Hosford-Abernethy, contact Michael Wade at  
wade.michael@comcast.net

**Business District:** Central Eastside Industrial Council, contact ceic@ceic.cc.  
**District Coalition:** Southeast Uplift, contact Matchu Williams at  
matchu@seuplift.org

**Plan District:** Central City - Central Eastside  
**Zoning:** Central Employment (EX) and Open Space (OS) base zones with  
various combinations of Design (d), River Environmental (e), River  
General (g\*), and Scenic (s) overlay zones

**Case Type:** CCMS AD – Central City Master Plan Review with concurrent  
Adjustment Reviews

**Procedure:** Type III – with a public hearing before the Design Commission.  
The decision of the Design Commission can be appealed to City  
Council.

**Proposal:**

The applicants request a **Central City Master Plan Review** for the proposed Oregon Museum of Science and Industry (OMSI) Central City Master Plan proposal in the Central Eastside Subdistrict of the Central City Plan District. The OMSI Central City Master Plan comprises approximately 34 acres of land area roughly bounded by the Willamette River on the west, SE Clay St and SE Market St on the north, the Union Pacific Railroad Tracks on the east, and SE Caruthers St on the south and includes property owned by OMSI, Portland Community College, Portland Opera, Portland General Electric, 1800 Water Avenue Partners, TriMet, and the City of Portland. The OMSI Central City Master Plan will establish the framework for future development proposals within the master plan boundary. The master plan area will eventually be home to approximately 3.4 million square feet (ranging from a minimum of approx. 1.14 million square feet to a maximum of approx. 4.37 million square feet) of mixed institutional, commercial, retail, and residential development. Approximately 315,513 square feet of park, plaza, and open spaces are proposed throughout the master plan area.

Concurrent with the Central City Master Plan Review, the applicants will also request **Adjustment Review** approval for eight (8) Adjustments to zoning code standards that relate to components of the Central City Master Plan.

Three (3) Adjustments are requested to the *Parking and Loading Access Standards in zoning code paragraph 33.510.263.B.2*, to allow parking and loading access from streets where this is not allowed by the zoning code:

1. Allow access to Tract PCC and to Tract D, which provide access from New Water Avenue. The access points at both locations lie on street segments classified as Major City Bikeways.
2. Allow access to Tract A, Tract G, and Tract H, which provide access from Old Water Avenue. The access points at these locations lie on street segments classified as Major City Bikeways.

3. Allow access to Tract Opera-1 and Tract Opera-2, with the access points provided from NE 2<sup>nd</sup> Place. This segment of NE 2<sup>nd</sup> Place is classified as a Major City Bikeway.

Five (5) Adjustments are requested to the *Required Building Lines* standards in zoning code section 33.510.215:

4. 33.510.215.B.2, Standards for sites with frontage on a street shown on Map 510-7; to allow the pattern indicated on the map on page 29 (titled “Required Building Lines”) of the current master plan document. This request asks that portions of tract faces required to meet this standard be allowed to instead meet the requirements of zoning code standard 33.510.215.B.1 at 75% (as required by that standard), 50%, and 0% of the lot line length on the various tracts, as indicated below:
  - a. Tracts with frontage facing “Old Water Ave” between the street’s intersection with the Bull Run and the street’s intersection with “New Water Ave”: Tracts H and F (and the OMSI tract, which is unlabeled);
  - b. Tracts with frontage facing SE 2<sup>nd</sup> Pl: Tracts C, D, Opera-1, and Opera-2; and
  - c. Tracts with frontage facing SE Water Ave: Opera-2.
5. 33.510.215.B.2, Standards for sites with frontage on a street shown on Map 510-7; to allow the east faces of both Tract F and Tract D (as indicated on page 29 of the master plan document, titled “Required Building Lines”) to meet the standard at 50% of the street lot line length, rather than the required 75% lot line length.
6. 33.510.215.B.1, General standard; to allow the street frontages of Tract F, Tract G, Tract H, and the portion of Tract PCC that face New Water Ave (as indicated on page 29 of the master plan document, titled “Required Building Lines”) to meet the requirements of zoning code standard 33.510.215.B.2 (providing for landscaped setback areas) at 50% of the street lot line length instead of the general standard.
7. 33.510.215.B.1, General standard; to allow the street frontages of portions of Tract C, Tract E, and Tract F facing the Loop Road (as indicated on page 29 of the master plan document, titled “Required Building Lines”) to meet the standard for 50% of the length of the lot line rather than the required 75% of the length of the lot line.
8. 33.510.215.B.1, General standard; to allow the street frontages of portions of Tract PCC, Tract B (northeast frontage), Tract C (south frontage), Tract Opera-1 (north and south frontages), and Tract Opera-2 (south frontage) (as indicated on page 29 of the master plan document, titled “Required Building Lines”) to meet 0% of the standard.

**Approval Criteria:**

In order to be approved, this proposal must comply with the approval criteria of Title 33, Portland Zoning Code. The applicable approval criteria are:

- PZC 33.510.255.H, [Central City Master Plan] Approval Criteria
- PZC 33.805.040, [Adjustments] Approval Criteria

## ANALYSIS

**Site and Vicinity:** The OMSI Central City Master Plan area comprises approximately 34 acres of land area in the Central Eastside Subdistrict of the Central City Plan District that are roughly bounded by the Willamette River on the west, SE Clay St and SE Market St on the north, the Union Pacific Railroad Tracks on the east, and SE Caruthers St on the south and includes property owned by OMSI, Portland Community College, Portland Opera, Portland General Electric, 1800 Water Avenue Partners, TriMet, and the City of Portland.

The Willamette River is a major physical feature of the area defining its western boundary and creating the area's low-lying topography. Its influence also extends to the layout of existing infrastructure throughout the area, not least of which includes the Marquam Bridge, Tilikum Crossing Bridge, and the alignments of the Union Pacific Railroad and Oregon Pacific Railroad, both of which run roughly parallel to the river's bank. (One less obvious but still critical piece of infrastructure related to the river is the Eastside "Big Pipe" sewer overflow pipeline, which extends underground through the area.)

The area's largest land owner (by acreage) is the Oregon Museum of Science and Industry (OMSI), which was built on land formerly occupied by Portland General Electric's Station L power complex. This complex operated between 1910 and 1929 and generated electricity by burning wood debris—enormous stockpiles of which covered much of the master plan area and filled in Stephen's Slough, which used to flow through the area and connected to the Willamette River approximately at the location of the present day OMSI museum. In the 1980s, the power complex was designated as a Historic Landmark and gifted to OMSI. Subsequent redevelopment and site remediation resulted in the loss of all but two structures, the largest of which is the Turbine Hall at OMSI. The historic designation was removed in 2021.

The master plan area lies within the larger context of the Central Eastside Industrial District, which for many decades has hosted a wide variety of industrial uses. SE Water Avenue (designated as a Traffic Access Street, Neighborhood Corridor, Major City Bikeway, Major City Walkway, Local Service Transit Street, Priority Truck Street, Major Emergency Response Street in the city's Transportation System Plan) has served as the major north-south route in the more immediate vicinity of the master plan area, connecting this otherwise isolated portion of the district to the larger industrial area. In recent decades, the much development in the area has been transitioning to lighter industrial uses, industrial office uses, and in some areas, mixed commercial and residential uses (thanks both to zoning changes and changing economic factors), though many long-time industrial uses still remain in the area.

**Zoning:** The Open Space (OS) zone is intended to preserve public and private open, natural, and improved park and recreation areas identified in the Comprehensive Plan. These areas serve many functions including: providing opportunities for outdoor recreation; providing contrasts to the built environment; preserving scenic qualities; protecting sensitive or fragile environmental areas; preserving the capacity and water quality of the stormwater drainage system; and providing pedestrian and bicycle transportation connections.

The Central Employment (EX) zone allows mixed-uses and is intended for areas in the center of the City that have predominantly industrial type development. The intent of the zone is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development

standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development.

The Design overlay zone ensures that Portland is both a city designed for people and a city in harmony with nature. The Design overlay zone supports the city's evolution within current and emerging centers of civic life. The overlay promotes design excellence in the built environment through the application of additional design standards and design guidelines that:

- Build on context by enhancing the distinctive physical, natural, historic and cultural qualities of the location while accommodating growth and change;
- Contribute to a public realm that encourages social interaction and fosters inclusivity in people's daily experience; and
- Promotes quality and long-term resilience in the face of changing demographics, climate and economy.

The River Overlay zones implement the land use pattern identified in the *Central City 2035 Plan* (2020) and *River Plan / South Reach* (2020). There are three River Overlay 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 Recreational. The River Recreational overlay zone encourages river-dependent and river-related recreational uses, which provide a variety of types of public access to, along, and in the river, and which enhance the river's natural and scenic qualities. *[This overlay zone is not found in the maser plan area.]*
3. 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 River Environmental regulations encourage flexibility and innovation in site planning 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 compensate for impacts and improve natural resource features or functions over time. The River Environmental overlay zone applies to specific natural resource areas identified in two detailed studies: the Willamette River Central Reach Natural Resources Protection Plan (2020) and the River Plan / South Reach Natural Resources Protection Plan (2020). This overlay zone always applies in combination with one of the other River Overlay zones.

The Scenic Resource Zone "s" overlay is intended to protect Portland's significant scenic resources as identified 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 and objectives of Portland's Comprehensive Plan. The purposes of the Scenic Recourse 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.

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. The site is within the Central Eastside Subdistrict of this plan district.

**Land Use History:** City records indicate that prior land use reviews include the following:

- **V 22-65:** Approval of a street vacation for the part of SE Market Street that crossed the site.
- **CU 121-87/GP 21-87** and **DZ 7-90:** Conditional Use Review, Conditional Use Greenway permit, and Design Review approvals, with conditions, for the construction of the Oregon Museum of Science & Industry.
- **CU 127-87, GP 23-89, and 7771-PA:** Conditional Use Review approval for three fills for the proposed esplanade, Conditional Use Greenway permit for the construction of a freeway and ramp, approval of a Comprehensive Plan Map Amendment to remove OS “Open Space” designations, approval of a Goal 15 Exception for a freeway and ramp to encroach into the 25-foot Greenway Setback, approval of a Zone Change and Comprehensive Plan Map Amendment from WSR to WSD, and approval of an Adjustment to waive the interior tree requirement for the parking lot. All approvals with multiple conditions.
- **LUR 92-00449 DZ GW:** Withdrawn Greenway Review application to defer improvements per CU 121-87 for a portion of the site.
- **LUR 93-00368 CU DZ GW:** Design Review, Conditional Use Review, and Greenway Review approvals with conditions for a proposed submarine installation, public access to the river through ramps and docks available to the public as well as to OMSI patrons, and modifications to Greenway Trail improvements.
- **LUR 93-00803 MP:** Approval of a two-lot partition, with conditions.
- **LUR 94-00088 ZC AD:** Approval of adjustments to building setbacks from 25 feet to zero feet along the north property line and west property line, and approval of a zone change on the subject property, from IG1 to EG2, subject to conditions.
- **LUR 94-00896 ZC SU GW AD:** Approval of a zone change for the subject site (Tax Lot 2 of Blocks 29, 32, and 49, Stephens Addition; Tax Lot 3 of Blocks 13, 28, 33, and 48, Southeast Portland), from IG1 to EG2, subject to conditions. Approval of an Adjustment to increase the FAR limitation on office/commercial use in the EG2 zone from 1.0:1 to 1.4:1, subject to conditions. Approval of an Adjustment to reduce the street lot line setback along SE Water Ave from 25 feet to 10 feet, subject to conditions. Approval of an Adjustment to reduce the street lot line setback along SE Caruthers St from 25 feet to 0 feet. Approval of a Greenway Review for the site, excluding any improvements that are within both the Greenway Setback and the SE Caruthers St right-of-way, subject to conditions. Approval of a four-lot subdivision, subject to conditions.
- **LUR 95-00175 AD:** Denial of a proposed Adjustment to waive paving and striping requirements for the parking area.
- **LUR 95-00273 DZ GW:** Design Review and Greenway Review approval, with conditions, for a 45,000 square foot office building, riverbank stabilization, Greenway Trail, and riverbank plantings.

- **LUR 96-00224 DZ:** Design Review approval of an outdoor exhibit to display the propeller from the USS Blueback Submarine.
- **LUR 96-00389 CU DZ GW:** Conditional Use Review, Design Review, and Greenway Review approvals, with conditions, for new tour boat docking at an existing dock area, while continuing to allow temporary public tie-ups to the dock.
- **LUR 00-00462 GW DZ:** Conditional Use Review and Design Review approval for a series of exterior display elements called the Riverwalk exhibit, with 10 displays in four different configurations.
- **LUR 00-00464 GW:** Withdrawn Greenway Review application for a proposed ticket booth on the OMSI dock.
- **LUR 00-00618 AD:** Approval of an adjustment to substitute five feet of L3 landscape screening with a six-foot high masonry wall and a three-foot high hedge, subject to conditions.
- **LUR 01-00624 GW:** Withdrawn Greenway Review to build two fences (opaque and masonry) with future proposed shed and two-story office expansion to existing building.
- **LU 03-156196 GW:** Approval of a Greenway Review to construct a two-story addition on the north side of an existing single story office building, and install new plantings around the building addition.
- **LU 05-174846 GW:** Approval of Greenway Review for the ESCSO Tunnel project including short and long term surface disturbance in the greenway overlay zones.
- **LU 06-168525 DZ GW CU:** Design Review, Greenway Review, and Conditional Use Review approvals for a proposed elevator addition and exterior courtyard improvements on the west side of the building.
- **LU 07-143209 AD:** Adjustment Review approval to delay the nonconforming upgrades compliance period on the Portland Opera site until 12/31/2012.
- **LU 07-138197 DZ GW:** Design Review and Greenway Review approvals of two new cooling towers [combined: 17'-0" wide by 22'-0" feet long and 12'-3" tall] and an 8-foot tall screening enclosure [concrete walls, painted metal fencing, lighting and benches]; two new sign areas: 1) north elevation-32 SF and 2) south elevation-21 SF; approval to remove the existing six trees and replace with four new native conifers; and approval to relocate existing bike parking.
- **LU 09-154469 GW:** Approval of Greenway Review for the addition of streetcar lines and associated development to the Broadway Bridge and SE Water Avenue at OMSI.
- **LU 09-172431 GW DZ:** Greenway Review and Design Review approvals for a new solar panel array, support structure, electric vehicle charging station, interpretive kiosk, four bicycle parking stands and two bike lockers, one fixed seat, two bollards, and parking space signage in front of parking spaces at the north end of the parking lot.
- **LU 10-169588 GW:** Greenway Review approval with conditions for construction of the following:
  - The east half of the Willamette River Transit Bridge including the east half of the main span ("Span 3"), one in-water pier ("Tower 4"), Spans 4 and 5, one landside pier ("Bent 5"), and one abutment ("Abutment 6");
  - Scour protection around Tower 4 (47,000 square feet);



- Temporary access road and retaining wall to access geotechnical soil test pits;
  - Temporary work bridge;
  - Scour protection around pilings and bents of temporary work bridge;
  - Temporary staging areas north of WRTB between trail and new SE Water Avenue;
  - Construction access south of the bridge;
  - Reconstruction of the Greenway trail;
  - Water quality treatment facilities east and west of SE Water Avenue;
  - Construction of a connector to the Greenway trail from the project, including lights on temporary wood poles and landscaping;
  - In-water revetment at the in-water pier and utility locations;
  - Trackway, bus lanes, streetlights, sidewalks, and bike lanes, light rail/bus platforms;
  - The new SE Water Avenue alignment;
  - Reconstructed areas of the existing SE Water Ave right of way to connect to the project;
  - Native planting along the Greenway trail;
  - Osprey pole and platform;
  - Derelict pile removal located on the east side of the Willamette River.
- **LU 10-182917 GW:** Greenway Review approval for the installation of 84 photovoltaic modules atop two existing canopy structures and the Portland Opera facility and associated electrical connections.
  - **LU 11-113357 GW DZ:** Greenway Review and Design Review approvals for a new interactive salmon exhibit and educational kiosk, including seven lighting components, on OMSI's property and adjacent to the Willamette Greenway.
  - **LU 13-135145 ZC:** Approval of a Zoning Map Amendment from IG1 to EG1, with retention of the River General Greenway and Scenic Resource overlay zones, subject to conditions.
  - **LU 15-189138 HRM AD:** Approval of Historic Resource Review for signage and wayfinding alterations to the OMSI site. The proposed alterations include the addition of 35 new pole mounted and freestanding signs, located throughout the site, and 3 new metal flag poles, located together, south of the existing buildings. The improvements provide increased clarity and coherency better directing and informing all users and modes: vehicle, cyclists and pedestrian, using the site. Approval a Modification to 33.32.020 Title 32 Sign Code: To increase the total number of "freestanding signs" on site from 5, per the allowance of Title 32, the Sign Code: 32.32.020: Table 2, to 20 - for an addition of 15 "freestanding signs". Approval an Adjustment to 32.32.030.F.2. Title 32 Sign Code: To allow "freestanding" signs to be located in areas of the site other than "arterial street frontages", per Title 32, the Sign Code: 32.32.030.F.2.
  - **LU 15-189519 DZ:** Design Review approval for signage and wayfinding alterations to the site, including the addition of 35 new pole-mounted and freestanding signs located throughout the site and 3 new metal flagpoles located south of the existing main buildings.
  - **LU 19-269652 HR:** Historic Resource Review approval to replace an existing, deteriorated roof on the clerestory roof portion of the southern portion of the OMSI Turbine Hall building, which is a contributing structure of the Historic Landmark Portland General Electric Co. Station L Group in the Central Eastside Subdistrict of the Central City Plan District, with a standing seam metal roof that is colored to match the metal roof that covers the rest of the building.

- **LU 20-189450 HR:** Withdrawn Historic Resource Review for a proposed 200kW ballasted roof mount photovoltaic solar array.
- **LU 22-162928 RP (pending):** Proposed partition of current tax parcel 1S1E03D-00300 as shown in accompanying maps. This is intended to be an interim land division prior to eventual replatting of this and additional areas, once approval is received for the Central City Master Plan (CCMP). The CCMP application is currently in review with city of Portland. The resulting parcels 1 and 2 will continue to be owned by OMSI until after the CCMP is approved and executed. Redevelopment of the site will not occur until after the CCMP is approved.

**Agency Review:** A “Notice of proposal in Your Neighborhood” was mailed **July 29, 2022**.

The **Bureau of Environmental Services** requires additional information in order to recommend approval of the master plan. Additional information is specifically required to demonstrate that the proposal meets approval Criterion 10, which requires the applicant to show how the plan provides adequate and timely infrastructure capacity for the proposed development. Specifically, BDS requires:

- City approval of Concept Development (a.k.a. 30%) public works permit plans.
- A sanitary MOU that acknowledges the scope of the plan for sanitary service and describes commitments and responsibilities of the involved parties.

Please see Exhibit E.1 for additional details.

The **Bureau of Transportation Engineering** does not recommend approval at this time and notes that the formal 30% public works concept approval review is just beginning.

As stated in their memo:

While the layout and general geometry of the existing and new public streets acceptable, the details including lane widths, stacking lanes depth, location and design of protected bike lanes, and the number and location of new traffic signals is still under review. The applicant should be aware that additional right-of-way dedications are likely to be required. This will reduce the size of some of the proposed development tracks... Required mitigations are not limited to the boundaries of the site. There are important concerns for how cyclists enter the new district just south and north of the site. PBOT Development Review, PBOT Planning, and PBOT Traffic Design are all involved in reviewing the proposed street designs. Additional data informing the Traffic Impact Study (TIS) is still under review. It is also too early at this time to determine if the new street system will be constructed as part of a Capitol Improvement Project (CIP) or under a separate public works permit constructed by the applicant. Those talks are ongoing. In either case, the applicant must receive approval of 30% public works concept plans prior to approval of the master plan land use approval. PBOT staff will be present at the Design Commission hearing to answer questions.

Please see Exhibit E.2 for additional details.

The **Water Bureau** does not support approval of the master plan at this time. The bureau finds that, “To be approved, the plan must ensure, in part, that adequate and timely infrastructure capacity will be available to the proposed development. New public roads and new water mains are proposed for the project. The proposed new water

infrastructure at OMSI will need to be phased in a way to support new buildings and fire suppression requirements.”

The bureau also notes that the 30% public works permit plans must be approved, and the constructor of the water mains must be determined.

Please see Exhibit E.3 for additional details.

The **Fire Bureau** responded with no concerns about the proposal in general and that fire department access has not been reviewed at this time. The bureau also provided comments noting that all current Fire Code requirements apply and are required to be met.

Please see Exhibit E.4 for additional details.

The **Site Development Section of BDS** responded with no objections and with information about flood hazard areas in the master plan area, geotechnical engineering requirements that will apply at the time of building permit application, demolition permit requirements, erosion control requirements, and construction management plan requirements.

Please see Exhibit E.5 for additional details.

The **Bureau of Parks-Forestry Division** does not recommend approval of the master plan “due to insufficient information provided to adequately demonstrate how the proposal will impact regulated trees. Prior to issuing a recommendation of approval Urban Forestry requires additional information”, including a street tree plan, which should be approved as part of the 30% public works permit plans.

The bureau’s response also notes the types of information required in the tree plan, existing street tree conditions in the master plan area, and street tree protection and preservation requirements.

Please see Exhibit E.6 for additional details.

The **Life Safety Review Section of BDS** responded with no objections. Please see Exhibit E.7 for details.

**Neighborhood Review:** A Notice of Proposal in Your Neighborhood was mailed on **July 29, 2022**.

One written response has been received from either the Neighborhood Association or notified property owners in response to the proposal.

- 1) Daniel Yates, President, Portland Spirit Cruises and Events, 07/29/2022, letter with concerns, including concerns about the addition of housing to this area in the Central Eastside creating a burden on the street system and the lack of neighborhood input into the Transportation Impact Study, mischaracterization of the land uses in the area immediately south of the master plan area, and failure to include critical intersections in the study.

*BDS staff forwarded this letter to the Bureau of Transportation and to the applicant to make sure they were aware of these concerns and were able to take steps to resolve them. PBOT staff responded that they are still awaiting revised transportation studies from the applicant team which will include “a lot more information”, and a senior PBOT engineer directed her staff to conduct a time travel analysis on the Water Avenue corridor and to take a closer look at possible*

*impacts to on-street parking to try to answer some of the questions and concerns raised in the letter.*

*The OMSI applicant team responded with a note that their team will study the issues raised.*

## **ZONING CODE APPROVAL CRITERIA**

### **(1) CENTRAL CITY MASTER PLANS (33.510.255)**

#### **33.510.255 Purpose**

A Central City Master Plan establishes a clear development strategy for significant redevelopment sites in the Central City. Central City Master Plan review is intended to ensure that development on the site will positively contribute to the existing and desired surrounding urban form. The review will result in an urban design framework and 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:

- A development site that has a strong orientation towards transit and multimodal transportation alternatives;
- A safe and vibrant public realm, supported by active ground floor uses, open space areas and an internal circulation system that provides access to adjacent public rights-of-way and multimodal transportation options;
- A development site that has adequate urban services such as water, stormwater, sewers, and fire-hydrants; and
- Building bulk, height, orientation, and programming that protects public views and preserves light and air within the public realm and is oriented to active and passive public gathering spaces, including public open spaces, transit stations, and the Willamette River.

#### **33.510.255 Central City Master Plan Review 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.11 apply to all Central City Master Plan reviews. Criteria H.12 through H.15 also apply to proposals within the area identified on Map 510-6 as requiring a Central City Master Plan review for residential uses.

**Findings:** The site is identified on Map 510-19 as a required Central City Master Plan Area; therefore, a Central City Master Plan review is required prior to development of the site. Because the site is subject to a Central City Master Plan review, the approval criteria are listed in 33.510.255.H *Approval Criteria*. Additionally, because the site lies within an area identified on Map 510-6 as requiring a Central City Master Plan review for residential uses, criteria H.12 through H.15 will also apply.

1. The Central City Master Plan is consistent with applicable subdistrict goals and policies of the Central City 2035 Plan;

**Findings:** See Attached Matrix (Exhibit G.5).

While many aspects of the subdistrict goals and policies may be met, as indicated in the matrix, if any aspect was found to be unmet, staff indicated that that particular goal or policy was not met by noting “NO” in the “Met?” column of the attached matrix. If a subdistrict goal or policy was found to be

wholly met, staff noted “YES” in the “Met?” column for that particular goal or policy. Policies and goals that would be met with conditions of approval are noted with “YES w/ COA” in the “Met?” column for that particular goal or policy.

*Because not all of the subdistrict goals and policies were found to be met at the writing of this staff report, as noted in Exhibit G.5, staff finds that this approval criterion is not yet met.*

2. The master plan demonstrates how development will comply with the Central City Fundamental Design Guidelines, as well as any applicable design guidelines specific to the subdistrict the master plan site is located within;

**Findings:** See Attached Matrix (Exhibit G.5).

While many of these guidelines may be met, if any individual aspect of a guideline was found to be unmet, staff indicated that that particular guideline was not met by noting an “NO” in the “Met?” column of the attached matrix. If a guideline was found to be wholly met, staff noted a “YES” in the “Met?” column for that particular guideline. Guidelines that would be met with conditions of approval are noted with “YES w/ COA” in the “Met?” column for that particular guideline.

*Because not all of the guidelines were found to be met at the writing of this staff report, as noted in Exhibit G.5, staff finds that this approval criterion is not yet met.*

3. Development on lots with river frontage incorporates elements that activate the riverfront, such as open areas, trails, accessways, and active land uses that encourage public use and enjoyment of the riverfront;

**Findings:** The master plan proposes a waterfront education park to extend the entire length of the riverfront within the plan area and incorporating the greenway trail and five scenic overlooks. Additional viewing areas are proposed at the western edge of Tract B and just outside OMSI’s two buildings. The South Plaza proposed for Tract B will be activated by the developments on Tracts C and E, as well as a flexible outdoor education space located outside the southern façade of OMSI’s Exhibition Hall. These open space features will help to further activate the riverfront and be created in addition to the public greenway trail which already runs along and over the river in this area.

Development on Tracts A, C, and E will help to provide the active land uses needed to support activity on the riverfront. For this reason, it is important that development on Tract A have some additional active ground floor use facing the river and not just facing Old Water Ave.

**With revision or future condition:** A condition of approval requiring at least 25% of the western frontage of the ground level of the building at Tract A to have ground floor active uses will help to ensure that this area is sufficiently activated.

Development on Tract Opera-1 will also help to support the southern riverfront area with indirect support for the plaza in Tract B.

The master plan does not envision redevelopment on the OMSI tract (unlabeled), but if redevelopment were to occur within the timeframe of this master plan, active uses should be programmed to face the riverfront and the South Plaza to further activate and increase public enjoyment of these areas.

**With revision or future condition:** A condition of approval requiring that redevelopment that occurs on the OMSI tract and faces the river and/or South Plaza shall have at least 50% ground floor active frontage along the redevelopment's river and plaza-facing frontage will help to ensure this criterion is fully met.

*With the following conditions, this criterion can be met:*

- *At least 50% of the western frontage of the ground level of the building at Tract A shall have ground floor active uses.*
- *Redevelopment that occurs on the OMSI tract and faces the river and/or South Plaza shall have at least 50% ground floor active frontage along the redevelopment's river and plaza-facing frontage.*

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;

**Findings:** There are no existing industrial firms or activities within the master plan boundary.

Within 500 feet of the plan boundary, there are currently nineteen tracts in industrial use (see Development + Land Uses, p. 34), of which nine are severed from the OMSI District by the heavy rail tracks, the Highway 99E viaduct, and an embankment--a significant geographical distance. The master plan contends that increased density is not expected to significantly impact transportation issues for any of the remaining ten industrial tracts due to the improvements in vehicular connections and the separation of pedestrian and bicycle modes of transportation, though the Traffic Impact Analysis has still not been fully verified by PBOT to verify that this will be true.

While the master plan narrative indicates that future residential buildings are likely to be oriented toward the river so that the remaining industrial uses within 500 feet of the plan area boundary will not be "front and center for residents", there are no restrictions proposed to be placed on development tracts that would prevent the development of residential uses within close proximity to industrial uses. Indeed, proposed uses for Tract Opera-2 and Tract PCC (shown on page 36, "Development + Land Uses") place potential residential uses in very close proximity to existing industrial activities and firms, resulting in a high likelihood of conflict and subsequent adverse effects on those firms (and residents). Strategic buffering and/or restrictions of the placement of residential uses are needed to limit these impacts. This issue is discussed further under Findings for Criterion 14, below, and incorporated herein by reference.

*Due to the incomplete analysis of the Traffic Impact Study and need for additional buffering strategies or restrictions on the placement of residential uses, this criterion is not yet fully met.*

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;

**Findings:** There are no public parks located within, or adjacent to, the master plan area.

*Therefore, this criterion does not apply.*

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;

**Findings:** The proposed “central spine” and pathway between Tract C and the streetcar station will help to provide easy and safe access from multiple points within the master plan area to the OMSI streetcar, MAX, and bus stations.

With one small exception, proposed development in building footprints adjacent to the transit stations are to be programmed with “primary active uses” along at least 50% of their street frontage facing the transit stations. These uses should help to ensure the creation of an active and safe pedestrian environment at the transit stations.

**With revision or future condition:** However, development at Tract D could better support the streetcar station by requiring the same 50% active use standard to apply along the tract’s western frontage and extending north for the length of the streetcar station. Although this space may not be directly accessible to pedestrians (depending upon its ultimate design), having active uses facing the station will nevertheless help to create a more active and safer pedestrian environment around the streetcar station.

*With the following condition, this criterion can be met:*

- *The 50% active use standard shall apply along the western frontage of Tract D, extending from the light rail station to as far north as the length of the streetcar station.*

7. Internal open areas are accessible within, and distributed throughout, the master plan area and have connections to the surrounding neighborhood and to any adjacent open space. Internal open areas enhance visual permeability through the site, especially on sites near the Willamette River. The size and location of each open area must be adequate to accommodate the intended use of the space.

**Findings:** The OMSI CCMP effectively distributes open areas throughout the plan area. The seven east-west corridors tie the interior to the waterfront education park, which extends the entire length of the riverfront. The greenway trail connects the waterfront education park, and by extension the interior open areas, to locations to the north and south. Connections are blocked to the east by the railroad tracks and embankment. Connections to the west can be made via the Tilikum Crossing Bridge, and, should the Green

Loop linear park concept be realized, that park-like feature will extend along its adopted alignment to the east along SE Caruthers Street. An alternative alignment is under consideration, which would extend to the east via a future Green Loop bridge that would touch down in an undetermined location close to the SE 6th Avenue alignment (see Open Space Network p. 38.)

With the exception of the waterfront education park, proposed open spaces are generally designed to be flexible, accommodating a variety of uses and events. The open spaces appear to be adequately sized to serve future residents of the master plan area as well as visitors and passers-through.

*Therefore, this criterion is met.*

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. Evaluation factors may be balanced; a finding of failure in one or more factors may be acceptable if the failure is not a result of the proposed development, and any additional impacts on the system from the proposed development are mitigated;

**Findings:** Portland Transportation/Development Review has reviewed the application for its potential impacts regarding the public rights-of-way, traffic impacts and conformance with adopted policies, street designations, Title 33, Title 17, and for potential impacts upon transportation services.

As of the date of this report, PBOT is not ready to recommend approval. Due to a filing error on the applicant's part, the formal 30% public works concept approval review is just beginning. While the layout and general geometry of the existing and new public streets appear to be acceptable, the details including lane widths, stacking lanes depth, location and design of protected bike lanes, and the number and location of new traffic signals is still under review. The applicant should be aware that additional right-of-way dedications are likely to be required. This will reduce the size of some of the proposed development tracts. The additional dedications needed are not significant in context of the larger master plan site. Required mitigations are not limited to the boundaries of the site. There are important concerns for how cyclists enter the new district just south and north of the site. PBOT Development Review, PBOT Planning, and PBOT Traffic Design are all involved in reviewing the proposed street designs. Additional data informing the Traffic Impact Study (TIS) is still under review. It is also too early at this time to determine if the new street system will be constructed as part of a Capital Improvement Project (CIP) or under a separate public works permit constructed by the applicant. Those talks are ongoing. In either case, the applicant must receive approval of 30% public works concept plans prior to approval of the master plan land use approval.

PBOT staff will be present at the Design Commission hearing to answer questions.

*Therefore, this criterion is not met.*



9. The proposed street plan must provide multi-modal street connections to support the surrounding street grid pattern;

**Findings:** While the proposed street network on the site contains multimodal components that provide connections to the surrounding street grid pattern, the conceptual design of these components is still too unresolved to say conclusively that this criterion has been met. See the related findings under Criterion 8, incorporated herein by reference.

*Therefore, this criterion is not met.*

10. The plan ensures that there will be adequate and timely infrastructure capacity for the proposed development; and

**Findings:** Phasing plans and a phasing narrative are provided on pp. 37-41 and p. 57, respectively. Broadly speaking, development within each zone is contingent upon infrastructure capacity within each zone. Also development of infrastructure among zones A, B, and C is dependent upon the previous zone in alphabetical order, limiting building development until each zone's infrastructure is completed. Zone OP stands somewhat alone, with different needs for connecting to the public sewer system. Thus, Zone OP could redevelop before the other zones. Open spaces in Zone OS will generally redevelop with development in the adjacent zones. There is no identified phase for the development of open space O-1 along the river.

While this phasing plan may ultimately prove successful, the respective infrastructure bureaus are not yet ready to say that adequate and timely infrastructure can be provided, since evaluation and approval of the 30% concept public works permit is not yet complete.

*Therefore, this criterion is not met.*

11. The master plan demonstrates that, to the extent practical and feasible, inactive uses such as, but not limited to, parking and access, loading, and trash and recycling are shared or consolidated, with the goal of activating the pedestrian environment.

**Findings:** Parking access and loading appear to be consolidated into single points of access for each development tract (which appear to be slightly larger than the size of a Portland block, generally, or half block in some instances). Trash and recycling, identified as "back-of-house functions" in the master plan document, will be dealt with in the same locations. Consolidation of these spaces should help to provide space on the remainder of the ground floor of each building footprint for active uses.

*Therefore, this criterion is met.*

12. The proposal will not have a significant adverse effect on truck and freight movement;

**Findings:** While New Water Avenue is being designed to handle freight movement (and other transportation modes) through the district, PBOT is not yet ready to make a recommendation for approval for the reasons cited in the

Findings for Criterion 8, above. Most importantly, the findings from the Traffic Impact Study are still under review. The findings from the analysis of this study will determine the extent to which truck and freight movement are impacted within and beyond the master plan area (as well as movement of other modes of traffic). Furthermore, additional right-of-way dedications may be needed to ensure that appropriate lane widths for freight and truck movement (and all other modes of transportation) are provided.

*Therefore, this criterion is not met.*

**13.** City-designated scenic resources are preserved;

**Findings:** City-designated scenic resources, of which there are four viewpoints within the OMSI master plan area, are located along the bank of the Willamette River. All four viewpoints and their protected view corridors, which aim toward the Willamette River and additional views beyond to the west, will not be impacted by proposed development.

The three southernmost viewpoints are shown adjacent to the proposed conceptual trail alignment on the Open Space diagram (p. 19 of the main master plan document). The northernmost viewpoint (identified as CC-SE13) is located in an area where the master plan proposes laying back the riverbank. Zoning code standards require that the viewpoint be located adjacent to the trail and developed with at least two of the following amenities: a bench, light, sign with information about the view, or telescope directed at the focal features of the view (PZC 33.480.040.A.2.b). The placement of these features may need to be shifted slightly, which can be accommodated via Modification or Adjustment during Design and/or River Review for the trail, during which process(es), the review can also ensure that the ultimate location of these viewpoint amenities retain the view to the Willamette River, South Waterfront, South Downtown/University District and Downtown skylines, Riverplace Marina, the West Hills, and the Hawthorne and Marquam Bridges (as identified in the Central City 2035 Plan Scenic Resources Inventory).

*Therefore, this criterion is met.*

**14.** Proposed residential uses are buffered from potential nuisance impacts from uses allowed by right in the zone; and

**Findings:** Staff interprets “potential nuisance impacts from uses allowed by right in the zone” to primarily refer to industrial uses that are allowed in the EX zone and properties in the vicinity that are zoned IG1.

The proposed uses do not appear to include any industrial uses within the master plan area itself, which would have the highest potential to impact residential uses in the master plan area. Much of the master plan area is also sufficiently isolated from other parts of the Central Eastside industrial area due to topography, the railroad, 99E viaduct, and the Marquam Bridge, which will help to limit nuisance impacts from existing industrial uses to the east and north of the master plan area.

However, additional strategies to buffer residential uses in the master plan area from nuisance impacts should be included with the master plan proposal, other than a reference to zoning code required noise insulation (PZC

33.510.252). These additional buffering strategies are particularly needed at Tract Opera-2, where residential uses are proposed directly across the street from existing industrial (and other) uses and within the closest proximity to Ross Island Sand & Gravel—land which is zoned with the highest intensity of industrial use, the IH zone. These strategies are also most needed at Tract PCC, which lies directly across the railroad tracts from industrial sites with IG1 zoning. The same strategies could also be incorporated to some extent along the east and west sides of New Water Avenue, particularly on tracts where an Adjustment request has been made to apply Required Building Line landscaping zoning code standards rather than the more urban general standard.

For these reasons, staff believes this criterion is not yet fully met. Proposed buffering strategies should be shown for Tract Opera-2, Tract PCC, and, perhaps to a slightly lesser extent, tracts facing New Water Avenue.

*Therefore, this criterion is not met.*

15. The master plan includes a design, landscape, and transportation plan that will limit conflicts between residential, employment, and industrial uses.

**Findings:** It remains to be fully determined if the transportation plan for the master plan will help to limit conflicts among residential, employment, and industrial uses, since PBOT review staff have not yet finished their analysis of the Transportation Impact Study and the 30% concept public works permit plan has not yet been approved.

Additional strategies to buffer residential uses in the master plan area from nuisance impacts should be included with the master plan proposal, as noted in the Findings for Criterion 14, above, and incorporated herein by reference. Additional design and landscaping strategies should be proposed to help mitigate potential conflicts.

*Therefore, this criterion is not met.*

## **(2) ADJUSTMENT REQUESTS (33.805)**

### **33.805.010 Purpose**

The regulations of the zoning code are designed to implement the goals and policies of the Comprehensive Plan. These regulations apply city-wide, but because of the city's diversity, some sites are difficult to develop in compliance with the regulations. The adjustment review process provides a mechanism by which the regulations in the zoning code may be modified if the proposed development continues to meet the intended purpose of those regulations. Adjustments may also be used when strict application of the zoning code's regulations would preclude all use of a site. Adjustment reviews provide flexibility for unusual situations and allow for alternative ways to meet the purposes of the code, while allowing the zoning code to continue to provide certainty and rapid processing for land use applications.

### **The following Adjustments area requested:**

Three (3) Adjustments are requested to the *Parking and Loading Access Standards in zoning code paragraph 33.510.263.B.2*, to allow parking and loading access from streets where this is not allowed by the zoning code:

1. Allow access to Tract PCC and to Tract D, which provide access from New Water Avenue. The access points at both locations lie on street segments classified as Major City Bikeways.
2. Allow access to Tract A, Tract G, and Tract H, which provide access from Old Water Avenue. The access points at these locations lie on street segments classified as Major City Bikeways.
3. Allow access to Tract Opera-1 and Tract Opera-2, with the access points provided from NE 2<sup>nd</sup> Place. This segment of NE 2<sup>nd</sup> Place is classified as a Major City Bikeway.

The standard says motor vehicle access to any parking area, loading area, or parking structure is not allowed from a street classified as a Major City Bikeway. A related standard *prohibits* such access from streets abutting a light rail or streetcar alignment.

Five (5) Adjustments are requested to the *Required Building Lines* standards in zoning code section 33.510.215:

4. 33.510.215.B.2, Standards for sites with frontage on a street shown on Map 510-7; to allow the pattern indicated on the map on page 29 (titled “Required Building Lines”) of the current master plan document. This request asks that portions of tract faces required to meet this standard be allowed to instead meet the requirements of zoning code standard 33.510.215.B.1 at 75% (as required by that standard), 50%, and 0% of the lot line length on the various tracts, as indicated below:
  - a. Tracts with frontage facing “Old Water Ave” between the street’s intersection with the Bull Run and the street’s intersection with “New Water Ave”: Tracts H and F (and the OMSI tract, which is unlabeled);
  - b. Tracts with frontage facing SE 2<sup>nd</sup> Pl: Tracts C, D, Opera-1, and Opera-2; and
  - c. Tracts with frontage facing SE Water Ave: Opera-2.
5. 33.510.215.B.2, Standards for sites with frontage on a street shown on Map 510-7; to allow the east faces of both Tract F and Tract D (as indicated on page 29 of the master plan document, titled “Required Building Lines”) to meet the standard at 50% of the street lot line length, rather than the required 75% lot line length.
6. 33.510.215.B.1, General standard; to allow the street frontages of Tract F, Tract G, Tract H, and the portion of Tract PCC that face New Water Ave (as indicated on page 29 of the master plan document, titled “Required Building Lines”) to meet the requirements of zoning code standard 33.510.215.B.2 (providing for landscaped setback areas) at 50% of the street lot line length instead of the general standard.
7. 33.510.215.B.1, General standard; to allow the street frontages of portions of Tract C, Tract E, and Tract F facing the Loop Road (as indicated on page 29 of the master plan document, titled “Required Building Lines”) to meet the standard for 50% of the length of the lot line rather than the required 75% of the length of the lot line.
8. 33.510.215.B.1, General standard; to allow the street frontages of portions of Tract PCC, Tract B (northeast frontage), Tract C (south frontage), Tract Opera-1 (north and south frontages), and Tract Opera-2 (south frontage) (as indicated on

page 29 of the master plan document, titled “Required Building Lines”) to meet 0% of the standard.

The general standard in PZC 33.510.215.B.1 requires new development and major remodels in the EX zone to either have a building that extends to the street lot line along at least 75% of the lot line, or requires the building to extend to within 12 feet of the street lot line along at least 75% of the length of the street lot line, with the space between the building and street lot line designed as an extension of the sidewalk and committed to active uses such as sidewalk cafes, vendor’s standard, or developed as stopping places.

The standard in PZC 33.510.215.B.2, which is for sites with frontage on a street shown on Map 510-7, and which can be more succinctly called the “landscaping standard”, similarly requires the building to extend to the street lot line along at least 75% of the length of the street lot line, or it requires that the building be set back at least 6 feet from the street lot line along at least 75% of the length of the street lot line, and the space between the building and street lot line must be landscaped as follows: When the setback area is between 6 and 12 feet wide, at least 50% of the setback must be landscaped with ground cover plants and shrubs. When the landscaped area is 12 feet wide or more, at least 80% of the setback area must be landscaped with ground cover plants and shrubs and contain one tree per 400 square feet of setback area. All plants must be selected from the Portland Tree and Landscaping Manual.

For both standard, exterior walls of buildings designed to meet the requirements of either standard must be at least 15 feet high measured from the finished sidewalk at the building’s edge.

**33.805.040 Approval Criteria**

The approval criteria for signs are stated in Title 32. All other adjustment requests will be approved if the review body finds that the applicant has shown that either approval criteria A. through F. or approval criteria G. through I., below, have been met.

- A.** Granting the adjustment will equally or better meet the purpose of the regulation to be modified; and

**Findings:** The purpose of the Parking and Loading Access Standards in PZC 33.510.263.B is as follows:

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.

The Portland Bureau of Transportation (PBOT) provided the following findings in support of this criterion:

PBOT has no objections to granting the requested Adjustments for parking and loading access from Old Water Avenue [*Adjustment #2*], a Major City Bike Street. It is assumed that New Water Avenue would be designated a Major City Bikeway and Old Water Avenue would be reclassified as a City Bikeway. Changing the classification of Old Water Avenue would require a legislative change to Portland's Transportation Systems Plan (TSP). That process is separate from the review of the master plan. It would likely not happen until the next TSP update.

PBOT also supports the access Adjustments needed for SE 2nd, and New Water Ave at Tract D on the south, and for the PCC Tract on the north. The Opera tracts front SE 2nd and SE Caruthers, both classified as Major City Bikeways. Caruthers provides a direct bikeway to the waterfront trail, while SE 2nd Pl can provide a single central vehicle access point to the Opera parcels. Allowing vehicle access points on SE 2nd rather than on SE Caruthers to serve the Opera site will create fewer potential conflict points. Tract D's only frontage on a public street will be on New Water Ave. The PCC site's major frontage is on Water Ave and access would be in alignment with the new intersection of Old Water and New Water Avenues. Most of the development potential on the PCC site is along the central and southern sections. The proposed access point on Water Ave is centrally located in the site. PCC has an existing driveway on SE Clay that can serve the existing development located in the northern portion of their site. It's likely that the new northern intersection of New and Old Water Ave will be signalized reducing conflicts between cyclists and vehicles entering and exiting PCC.

For these reasons, the requested Adjustments to the parking and loading access standards equally meet the purpose statement.

The purpose of the Required Building Lines standard in PZC 33.510.215 is as follows:

The required building line standards 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 creating diverse street character, promoting active uses, pedestrian movement, and opportunities for stopping and gathering. Extensions of the sidewalk may incorporate trees, landscape planters, groundcover, and areas for stormwater management between the building and the sidewalk.

Regarding the requested Adjustments to the Required Building Lines standard:

- Adjustment #4 replaces the landscaping standard with the general standard at varying percentages for tracts along Old Water Avenue and SE 2nd Place.
  - On Tract H, the western and southwestern frontages are shown meeting the full extent of the general standard. On the southern frontage of Tract H, this is reduced to 50% of the general standard. On Tract F, the northern frontage is shown as meeting 50% of the general standard. Since Old Water Avenue will be taking on the character of a more urban street with this master

plan, with the existing landscaping standard requirements proposed to shift to New Water Avenue, meeting the general standard will better meet the purpose of the standard. The transition from meeting the full standard to only 50% of the standard within approximately 200 feet of New Water Avenue will also allow for additional sidewalk extensions and plazas to be woven into new development at these tracts, which will equally meet the purpose of the standard.

- For the unlabeled OMSI tract (northeast frontage), this request will still meet the purpose of the standard, as the frontage here is a designated open space in the master plan (open space “O-3”) and is currently developed as a main entry plaza for OMSI, which is heavily used. For this reason, the reduction to 0% of the standard will still equally meet the purpose statement by continuing to provide a large stopping and gathering space for pedestrians.
- On Tract C (eastern frontage), the 75% general standard will be met, but at a distance of more than 12 feet from the street lot line, which is set within the middle of the existing sidewalk here, and will remain here with new development. The additional space between the street lot line and the building at Tract C will be designed as an extension of the public sidewalk, providing for the primary pedestrian connection between the transit station and OMSI plaza. Since this space is devoted to the movement of a large number of pedestrians (and possibly even bikes), allowing for a wide setback from the street lot line will better meet the purpose of the standard.
- On Tract D (western frontage), the building lines standard is shown at 0%. Although this frontage faces the streetcar station, there is no sidewalk on the station’s east side, and thus, no ability to extend the sidewalk or build to the sidewalk edge. While the purpose of the standard is equally met with this Adjustment, the western edge of Tract D still needs to create a sense of enclosure at the streetcar station. This can be best accomplished during Design Review and working with *the Central City Fundamental Design Guidelines*.
- On Tract Opera-1 (east frontage), allowing the requirement to be reduced to zero will provide for flexibility in designing a new performing arts venue, a civic institution, which will provide for a diverse street character and help to distinguish the building from mixed-use development in the district. Reducing the standard to zero will also allow room for additional setback area to accommodate pedestrians and cyclists, as well as motor vehicles proposed to access parking and loading points in this tract and Tract Opera-2 from SE 2<sup>nd</sup> Place. Allowing for flexibility for all these factors will better meet the purpose of the standard, particularly as pedestrian, bike, and vehicular traffic increase on this segment of SE 2<sup>nd</sup> Place.
- On Tract Opera-2 (west frontage), the request is to apply the full general standard, which requires buildings to be built up to the street lot line at 75%. While this would normally be a desirable outcome in an urban environment, additional space for sidewalk

extensions and landscaping would be more desirable here, particularly with this segment of SE 2<sup>nd</sup> Place serving as host to the Green Loop and also functioning as access points to parking and loading in both Tracts Opera-1 and Opera-2. Consequently, staff believes that it would be better to apply the general standard at 50% in this location. This could be achieved by a condition of approval, and such a reduction would still equally meet the purpose statement.

- On Tract Opera-2 (east frontage), the Adjustment request is to remove the landscaping standard requirement of standard B.2 and replace it with the general standard at 0% of the frontage. Staff believes this would not meet the purpose of the standard and that the landscaping standard should remain in place on this frontage. This will continue the pattern established in the zoning code and be consistent with the pattern of the master plan, as well.
- Adjustment #5 and Adjustment #6 will meet the purpose of the statement by shifting the zoning code-desired landscaping standard in this area from Old Water Avenue to New Water Avenue, which will serve the same purpose, functioning as a Major City Bikeway, Major City Walkway, and Priority Truck Street, as Old Water Avenue does today. These Adjustments will allow New Water Avenue to maintain the same character desired for the existing SE Water Avenue alignment today.

The request to reduce the standard to 50% of the lot line length rather than 75% of the lot line length will likely have a negligible effect here in terms of meeting the purpose of the standard. Additionally, Design Review will be required for each development, including the area between the public sidewalk and future buildings, and the additional flexibility in design will actually serve to benefit that process and better reflect the character of the master plan area.

- Adjustment #7 reduces the length of the lot lines which must meet the standard to 50% from 75% on the tracts indicated above. The applicants indicate that this space will still be developed as extensions of the sidewalk and devoted to active uses. As with the previous adjustments, additional sidewalk space would be beneficial in these areas, and the ultimately design of these spaces can be properly evaluated and refined through Design Review of the adjacent buildings.
- Adjustment #8 reduces the length of various lot lines, as described above, to construct buildings which meet 0% of the general standard.
  - For Tract B (northeast frontage), development on the proposed tract will be a large-scale pedestrian plaza with few to no buildings. Since this space is dedicated as pedestrian (and likely some landscaping) stopping and gathering space, and since it contributes to diversity along the district's street system, the purpose of the standard is equally met.
  - For Tract C (south frontage), the proposed tract boundary sets the building line back significantly from SE Tilikum Way to allow for a wide pedestrian and bike connection to the greenway trail, South Plaza, and the Willamette River. Since this space will be



devoted to active pedestrian uses and will still have an adjacent building to the north, the purpose of the standard is equally met.

- For Tract Opera-1 (north and south frontages), allowing the requirement to be reduced to zero will provide for flexibility in designing a new performing arts venue, a civic institution, which will provide for a diverse street character and help to distinguish the building from mixed-use development in the district, equally meeting the purpose of the standard.
- For Tract Opera-2 (south frontage), reducing the standard to zero could allow space for landscaping to help buffer possible residential development on this tract from industrial uses and industrially zoned land to the south. To best meet the purpose of the standard, this space should allow for a combination of landscaping and extensions of the sidewalk devoted to active uses. This can be established with a condition of approval, and the ultimate combination of the two can be evaluated against the Central City Fundamental Design Guidelines as part of the Design Review for future development on the site. For these reasons, the purpose of the statement is equally met.
- For Tract PCC, the portion of the tract shown as meeting 0% of the frontage is small and confined to the narrowest point on the site at the very south of the tract. Since buildings are unlikely to be built here, this area should be devoted to either landscaping or, if at the southern portion of a building, it may also be developed as an extension of the sidewalk with devoted to active uses. This can also be established with a condition of approval, with the ultimate design of the area being evaluated during Design Review for new development on that portion of the site. For these reasons, the purpose of the standard is equally met.

*With the following conditions, this criterion can be met:*

- *The west frontage of Tract Opera-2 shall meet the general standard (33.510.215.B.1) at 50% of the lot line length.*
- *The east frontage of Tract Opera-2 shall meet the landscaping standard (33.510.215.B.2) along its full length.*

- B.** If in a residential zone, the proposal will not significantly detract from the livability or appearance of the residential area, or if in a C, E, or I zone, the proposal will be consistent with the desired character of the area; and

**Findings:** The areas where Adjustments are requested are located in the EX base zone and in either the Design overlay zone or both the Design and River General overlay zones—all within the Central City Plan District.

The “desired character” of the area is defined by PZC 33.910 as: “The preferred and envisioned character (usually of an area) based on the purpose statement or character statement of the base zone, overlay zone, or plan district. It also includes the preferred and envisioned character based on any adopted area plans or design guidelines for an area. Therefore, the desired character can be defined as follows:

The character statement of the EX zone: “This zone implements the Central Employment map designation of the Comprehensive Plan. The zone allows mixed-uses and is intended for areas in the center of the City that have predominantly industrial type development. The intent of the zone is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area. The development standards are intended to allow new development which is similar in character to existing development.

The purpose of the Design overlay: “The Design overlay zone ensures that Portland is both a city designed for people and a city in harmony with nature. The Design overlay zone supports the city’s evolution within current and emerging centers of civic life. The overlay promotes design excellence in the built environment through the application of additional design standards and design guidelines that: build on context by enhancing the distinctive physical, natural, historic and cultural qualities of the location while accommodating growth and change; contribute to a public realm that encourages social interaction and fosters inclusivity in people’s daily experience; and promotes quality and long-term resilience in the face of changing demographics, climate and economy.”

The purpose of the River General overlay: “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.”

The purpose of the Central City Plan District: “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.”

The desired character is also defined by the preferred and envisioned character of the *Central City 2035 Plan*, *Central City Fundamental Design Guidelines*, and the *Special Design Guidelines for the Design Zone of the Central Eastside District of the Central City Plan* (Central Eastside design guidelines).

The *Central City 2035 Plan* (CC2035 Plan) “envisions a prosperous, healthy, equitable and resilient central city, where people collaborate, innovate, and create a more vibrant future together” (Vol. 1, p. 14). The plan elaborates, noting “the Central City is more than just a center for commerce. It is an incubator of civic culture and action...home to myriad venues, historical and cultural assets, public spaces, and recreational attractions” (Vol. 1, p. 18). The plan also envisions “a 21<sup>st</sup>-century urban riverfront that supports the health of both wildlife and people” (Vol. 1, p. 20), and by “considering the street network in terms of [their] different roles, the Central City’s most accessible public spaces can become a more varied, rich and inclusive set of great places for more people” (Vol. 1, p. 21).

The CC2035 Plan specifically envisions development of the Green Loop as “a key element of the city’s active transportation network and Citywide Greenway System” that “will offer thousands of people an easy and safe way to walk, jog or bike the Central City.” Furthermore, the plan envisions that this “urban promenade will promote healthier lifestyles and connect people to amenities and each other” while linking other neighborhoods, parks, and attractions “to each other and the rest of Portland. Finally, it will attract people of all ages and abilities from throughout the region to enjoy safe, green and active recreation” (Vol. 1, p. 22).

Finally, CC2035 envisions a resilient city “that can better respond to forces outside its control,” including economic downturns, natural disasters, and climate change (Vol. 1, p. 23).

The Central City Fundamental Design Guidelines document envisions a district that “emphasizes a livable, walkable, urban community that focuses on the Willamette River” (p. 1).

The Central Eastside design guidelines document envisions a district that will “capitalize on and emphasize its unique assets in a manner that is respectful, supportive, creative, and compatible with the area as a whole” and which celebrates “its eclectic mixture of building types and uses.... The objective is to encourage urban design excellence within the context of the Central Eastside environment, in a manner that allows for flexibility and change” (pp. 3 & 4).

Adjustment requests numbers 1, 2, and 3 will serve to provide consolidated parking and loading access to entire development tracts, leaving the remainder of the tract faces free to accommodate active ground level uses that will help to create and support an active and vibrant pedestrian environment, which is consistent with the desired character for the area.

Adjustment requests numbers 4, 5, 6, 7, and 8, which have the effect of rearranging or reducing the required building setback standards on the site, and considering the two conditions of approval required in Criterion 1, will have the effect of creating a vibrant urban environment that is conducive to pedestrian and bicycle use and that is walkable with an eclectic mixture of buildings and open spaces of varying scales. This will be consistent with the desired character for the area.

*Therefore, this approval criterion is met.*

- C. If more than one adjustment is being requested, the cumulative effect of the adjustments results in a project which is still consistent with the overall purpose of the zone; and

**Findings:** Eight Adjustments are proposed in total.

The overall purpose of the EX zone is to allow “mixed-uses and is intended for areas in the center of the City that have predominantly industrial type development. The intent of the zone is to allow industrial and commercial uses which need a central location. Residential uses are allowed, but are not intended to predominate or set development standards for other uses in the area. The

development standards are intended to allow new development which is similar in character to existing development.”

Because the master plan area is so large, at approximately 34 acres, the effects of the requested Adjustments will be distributed rather than concentrated in a small area. Proposed Adjustments to the parking and loading standards propose accent points that for nearly all cases, at least 100 feet or more apart. Adjustments to the required building lines standards will generally result in a distinct but cohesive district of urban, mixed-use development, and the extra space will between buildings will help to facilitate a wide mix of uses and reducing potential conflicts among them. Staff can find no instance where granting the Adjustments will result in a district that is not consistent with the overall purpose of the EX zone.

*Therefore, this approval criterion is met.*

**D.** City-designated scenic resources and historic resources are preserved; and

**Findings:** There are no city-designated historic resources on this site. City-designated scenic resources are located along the Willamette River in the master plan area and are not affected by the proposed Adjustments.

*Therefore, this criterion is met.*

**E.** Any impacts resulting from the adjustment are mitigated to the extent practical; and

**Findings:** Because there were no impacts identified in the findings, *this criterion does not apply.*

**F.** If in an environmental zone, the proposal has a few significant detrimental environmental impacts on the resource and resource values as is practicable;

**Findings:** This master plan area is not within an environmental zone.

*Therefore, this criterion does not apply.*

## **DEVELOPMENT STANDARDS**

Unless specifically required in the approval criteria listed above, this proposal does not have to meet the development standards in order to be approved during this review process. The plans submitted for a building or zoning permit must demonstrate that all development standards of Title 33, including and not limited to Floor Area Ratio, Height, and bonus provisions, can be met or have received an Adjustment or Modification via a land use review prior to the approval of a building or zoning permit.

As noted under the Land Use History section above, there are some previous conditions of approval which will need to be considered during future land use and permit reviews.

This approved Central City Master Plan is vested in the Zoning Code regulations that were in effect when this complete land use review application was submitted. Future land use review applications (including subsequent applications for individual buildings or other development) that are reliant on this approved Master Plan are vested in the Zoning Code in effect when this approved Master Plan application was submitted.

Amendments to this approved Central City Master Plan are vested in the amendment process in effect at the time the Central City Master Plan application was submitted but amended elements are subject to the Zoning Code in effect at the time of the amendment application submittal.

This vesting will be limited to the timeframe covered by the Central City Master Plan per 33.510.255.J. Duration.

**CONCLUSIONS**

The staff report has identified several outstanding issues related to the approvability of the proposed Central City Master Plan. With further study of the proposed infrastructure and further refinement of other aspects of the development framework, staff believes there is a path to approval.

**TENTATIVE STAFF RECOMMENDATION**

(May be revised upon receipt of new information at any time to the Design Commission decision)

Staff recommends denial of the Central City Master Plan Review for the proposed Oregon Museum of Science and Industry (OMSI) Central City Master Plan proposal in the Central Eastside Subdistrict of the Central City Plan District.

Additionally, while staff finds that the requested eight (8) Adjustments merit approval, staff recommends that these only be approved in conjunction with approval of the Central City Master Plan.

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**Procedural Information.** The application for this land use review was submitted on December 16, 2021, and was determined to be complete on June 14, 2022.

*Zoning Code Section 33.700.080* states that Land Use Review applications are reviewed under the regulations in effect at the time the application was submitted, provided that the application is complete at the time of submittal, or complete within 180 days. Therefore this application was reviewed against the Zoning Code in effect on December 16, 2021.

*ORS 227.178* states the City must issue a final decision on Land Use Review applications within 120-days of the application being deemed complete. The 120-day review period may be waived or extended at the request of the applicant. In this case, the applicant waived the 120-day review period, as stated with Exhibit (Exhibit G.2) Unless further extended by the applicant, **the review period will expire on: June 14, 2023.**

**Some of the information contained in this report was provided by the applicant.**

As required by Section 33.800.060 of the Portland Zoning Code, the burden of proof is on the applicant to show that the approval criteria are met. The Bureau of Development Services has independently reviewed the information submitted by the applicant and has included this information only where the Bureau of Development Services has determined the information satisfactorily demonstrates compliance with the applicable approval criteria. This report is the recommendation of the Bureau of Development Services with input from other City and public agencies.

**This report is not a decision. The review body for this proposal is the Design Commission who will make the decision on this case.** This report is a recommendation to the Design Commission by the Bureau of Development Services. The review body may adopt, modify, or reject this recommendation. The Design Commission will make a decision about this proposal at the hearing or will grant a continuance. Any new written testimony should be emailed to **Benjamin Nielsen** at [Benjamin.Nielsen@portlandoregon.gov](mailto:Benjamin.Nielsen@portlandoregon.gov). If you cannot email comments and must mail comments via USPS mail, your comments to the Design Commission can be mailed c/o the Design Commission, 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201.

**Please note regarding USPS mail:** USPS mail is only received a couple times a week, and testimony must be received before the close of the record. Therefore, please mail testimony well in advance of the hearing date.

If you are interested in viewing information in the file, please contact the planner listed on this decision. The planner can provide information over the phone or via email. Please note only digital copies of material in the file are available for viewing. A digital copy of the Portland Zoning Code is available on the internet at <http://www.portlandoregon.gov/zoningcode>.

You will receive mailed notice of the decision if you write a letter received before the hearing or testify at the hearing, or if you are the property owner or applicant. This Staff Report will be posted on the Bureau of Development Services website. Look at [www.portlandonline.com](http://www.portlandonline.com). On the left side of the page use the search box to find Development Services, then click on the Zoning/Land Use section, select Notices and Hearings. Land use review notices are listed by the District Coalition shown at the beginning of this document. You may review the file on this case at the Development Services Building at 1900 SW Fourth Ave., Suite 5000, Portland, OR 97201.

**Appeal of the decision.** The decision of the Design Commission may be appealed to City Council, who will hold a public hearing. If you or anyone else appeals the decision of the Design Commission, City Council will hold an evidentiary hearing, one in which new evidence can be submitted to them. Upon submission of their application, the applicant for this land use review chose to waive the 120-day time frame in which the City must render a decision. This additional time allows for any appeal of this proposal to be held as an evidentiary hearing.

**Who can appeal:** You may appeal the decision only if you write a letter which is received before the close of the record for the hearing, if you testify at the hearing, or if you are the property owner/applicant. **Appeals must be filed within 14 days of the decision. An appeal fee of \$5,789.00 will be charged (one-half of the BDS LUS application fee for this case, up to a maximum of \$5,789.00).**

Additional information on how to file and the deadline for filing an appeal will be included with the decision. Assistance in filing the appeal and information on fee waivers are available from the Bureau of Development Services website: <https://www.portlandoregon.gov/bds/article/411635>. Neighborhood associations recognized by the Office of Neighborhood Involvement may qualify for a waiver of the appeal fee provided that the association has standing to appeal. The appeal must contain the signature of the Chair person or other person authorized by the association, confirming the vote to appeal was done in accordance with the organization's bylaws.

Neighborhood associations, who wish to qualify for a fee waiver, must complete the Type III Appeal Fee Waiver Request for Organizations Form and submit it prior to the

appeal deadline. The Type III Appeal Fee Waiver Request for Organizations Form contains instructions on how to apply for a fee waiver, including the required vote to appeal.

**Recording the final decision.**

If this Land Use Review is approved the final decision will be recorded with the Multnomah County Recorder.

The applicant, builder, or a representative does not need to record the final decision with the Multnomah County Recorder.

For further information on your recording documents please call the Bureau of Development Services Land Use Services Division at 503-823-0625.

**Expiration of this approval.** An approval expires three years from the date the final decision is rendered unless a building permit has been issued, or the approved activity has begun.

Where a site has received approval for multiple developments, and a building permit is not issued for all of the approved development within three years of the date of the final decision, a new land use review will be required before a permit will be issued for the remaining development, subject to the Zoning Code in effect at that time.

Zone Change and Comprehensive Plan Map Amendment approvals do not expire.

**Applying for your permits.** A building permit, occupancy permit, or development permit must be obtained before carrying out this project. At the time they apply for a permit, permittees must demonstrate compliance with:

- All conditions imposed here.
- All applicable development standards, unless specifically exempted as part of this land use review.
- All requirements of the building code.
- All provisions of the Municipal Code of the City of Portland, and all other applicable ordinances, provisions and regulations of the city.

**The Bureau of Development Services is committed to providing equal access to information and hearings. Please notify us no less than five business days prior to the event if you need special accommodations. Call 503-823-7300 (TTY 503-823-6868).**

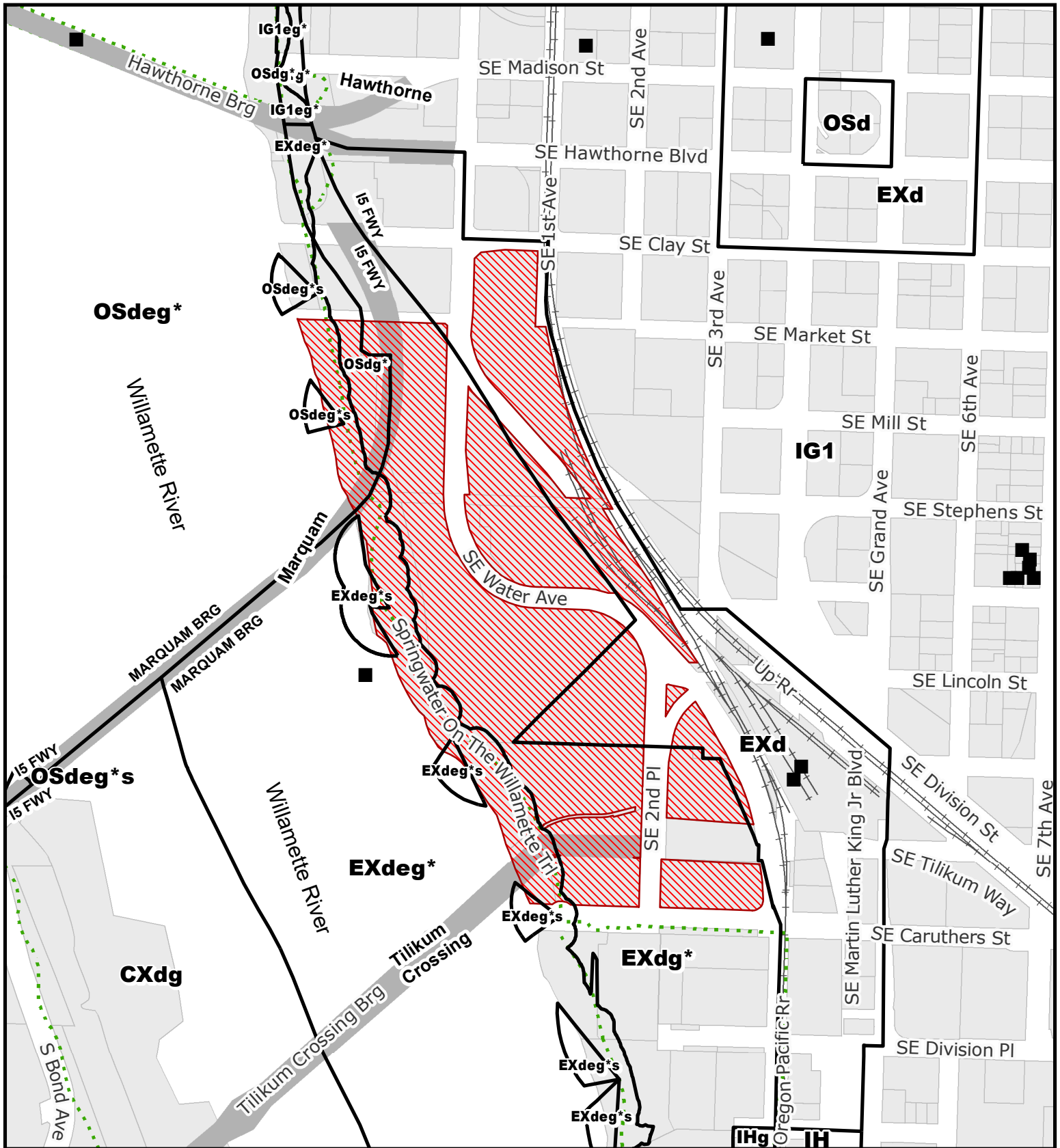
Benjamin Nielsen  
August 5, 2022

**EXHIBITS – NOT ATTACHED UNLESS INDICATED**

- A. Applicant's Submittals
  1. Table of Ownership & Zoning
  2. Central City Master Plan Land Use Review
  3. Appendices
  4. Supplemental Application Signatures
  5. Revised Central City Master Plan Land Use Review, dated June 2022 and received 06/10/2022
  6. Revised Appendices A-E, received 06/10/2022

7. Revised Appendices F-J, received 06/10/2022
8. TriMet letter of support for master plan, dated 06/03/2022 and received 06/10/2022
9. Water Avenue Associates, LLC letter of support for master plan, dated 01/25/2022 and received 06/10/2022
10. Portland General Electric letter of support for master plan, dated 06/01/2022 and received 06/10/2022
11. Revised OMSI Central City Master Plan Land Use Review, dated June 2022 and received 07/28/2022
12. Revised Appendix I, Requested Adjustments, received 08/02/2022
- B. Zoning Map (attached)
- C. Plan & Drawings
  1. Central City Master Plan Land Use Review document (Exhibit A.11 revision) (p. 12, Proposed Streets, p. 29, Required Building Lines, and p. 43, Master Plan Illustrative attached)
  2. Appendices A-E (Exhibit A.6 version)
  3. Appendices F-J (Exhibit A.7 version, except for Appendix I)
  4. Appendix I
- D. Notification information:
  1. Request for response
  2. Posting letter sent to applicant
  3. Notice to be posted
  4. Applicant's statement certifying posting
  5. Mailed notice
  6. Mailing list
- E. Agency Responses:
  1. Bureau of Environmental Services
  2. Bureau of Transportation Engineering and Development Review
  3. Water Bureau
  4. Fire Bureau
  5. Site Development Review Section of BDS
  6. Bureau of Parks, Forestry Division
  7. Life Safety Review Section of BDS
- F. Letters
  1. Daniel Yates, 07/29/2022, letter with concerns
- G. Other
  1. Original LUR Application
  2. Signed Request for an Evidentiary Hearing and Waiver of Right to a Decision within 120 Days, received 12/21/2021
  3. Incomplete Application Letter, dated 01/15/2022
  4. Applicant's request to deem application complete, received 06/14/2022
  5. Approval criteria matrix for Criteria 1 and 2, dated 08/05/2022
- H.







# ZONING



For Zoning Code in effect Post August 1, 2021

CENTRAL CITY PLAN DISTRICT  
CENTRAL EASTSIDE SUB DISTRICT

-  Site
-  Historic Landmark
-  Recreational Trails

File No.	LU 21 - 115214 CCMS AD
1/4 Section	3230
Scale	1 inch = 400 feet
State ID	1S1E03D 500
Exhibit	B July 13, 2022

## Proposed Streets

A stepped hierarchy of public streets: a Priority Truck Street paralleling the rail to the east, a Neighborhood Main Street serving the interior, and Local Service Traffic Streets providing access to destinations in the southern plan area.

### Street Hierarchy

The OMSI CCMP proposes a stepped hierarchy of streets to support a thriving, mixed-use district while facilitating existing freight and commuter traffic. The primary road is New Water Avenue, a Priority Truck Street on the eastern perimeter of the plan area, which introduces a new two-way cycle track to provide a separated facility for cyclists moving to and through the area. This new high-quality bike facility will link to the Major City Bikeway on the Tilikum Crossing Bridge, and connect the Hawthorne Bridge with the Springwater Corridor Trail to provide a convenient alternate mode for commuters heading to new opportunities in the OMSI District or passing through it from all directions.

Old Water Avenue is a quieter, slower neighborhood street in the center of the district, and the Loop Road is an internal circulation route to serve locations interior to the site.

Half-street improvements are planned for SE Caruthers St to widen the sidewalk along Opera 2 to 12 feet and bring it up to current code requirements.

Following approval of this CCMP, the Transportation System Plan will be amended to relocate the Major City Bikeway designation that currently exists on SE Water Avenue (changed to Old Water Avenue in this document) to New Water Avenue.

### Circulation Concept

The basic circulation concept is a non-orthogonal grid of connected streets:

- New Water Avenue will serve as a Priority Truck Street and Traffic Access Street for all district and adjacent users and will be the most direct and convenient route for through traffic. A grade separated two-way cycle track will be integrated along the west side of the roadway.
- Old Water Avenue will serve as a Local Service Traffic Street for OMSI's main entrance as well as active, mixed-use development on adjacent tracts; it will also accommodate access to parking garages and loading for fronting buildings. A grade separated two-way cycle track will extend toward OMSI along the north and east legs of Old Water Avenue to bike parking areas.
- The Loop Road will extend local vehicular access to the district's southern tracts and serve OMSI's loading dock. No formal bike lanes are proposed along the Loop Road.

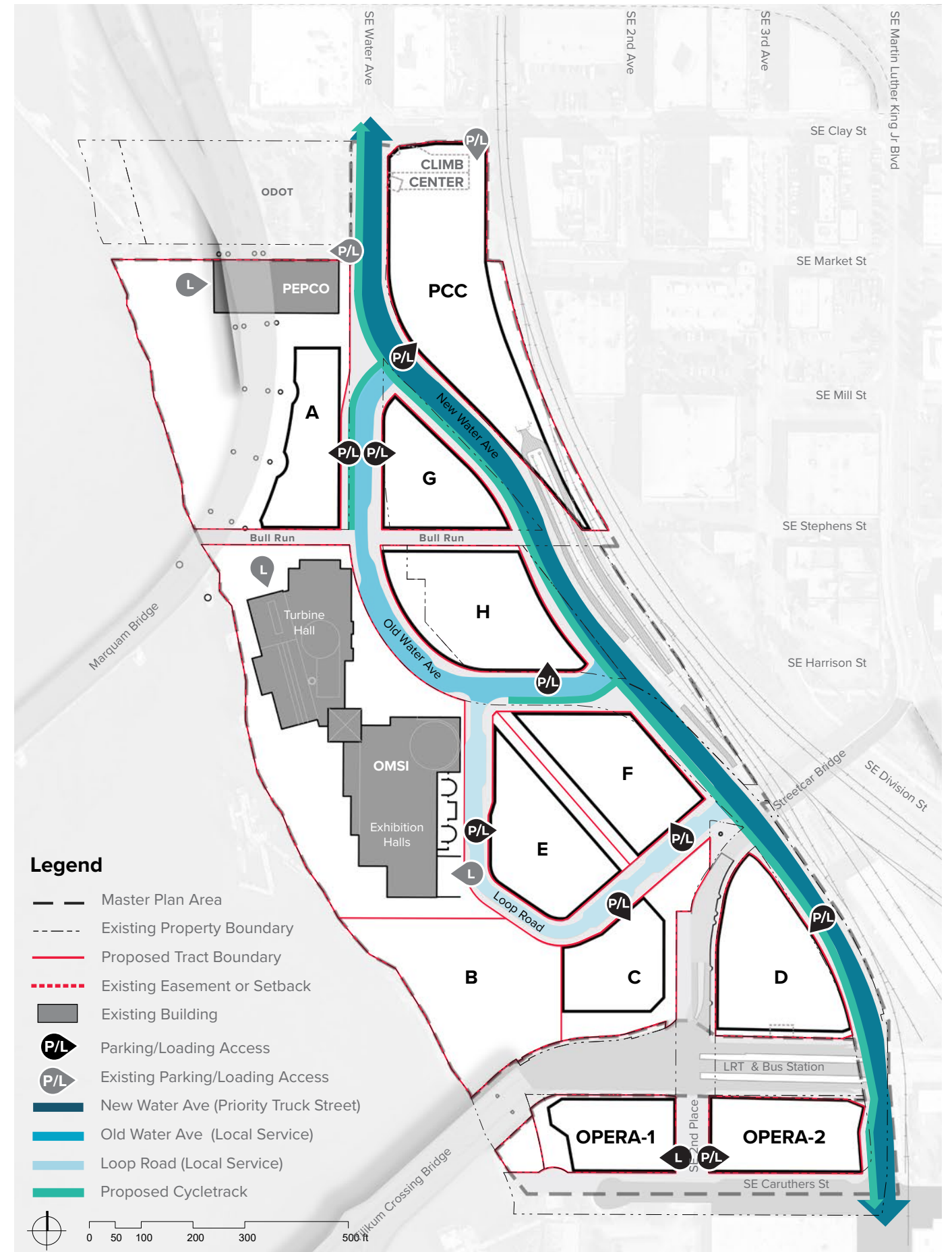
- SE Caruthers will serve as a Local Service Traffic Street and provide access to both Portland Opera tracts and the greenway trail, in addition to the existing uses on the south side of the street.

#### Intersections

- Where the north end of Old Water Avenue intersects New Water Avenue will be a signalized four-way intersection (PCC's entry will be modified to align). Through movements for the cycle track will be protected and prioritized, with southbound and northbound turn lanes on New Water Avenue. Southbound left turns from New Water Avenue into the PCC Tract will occur within the through travel lane and will not be protected.
- Where the south end of Old Water Avenue intersects New Water Avenue will be a signalized 3-way intersection. Through movements for the cycle track will be protected and prioritized with southbound and northbound turn lanes on New Water Avenue.
- Where the Loop Road intersects New Water Avenue will be a one-way outbound (eastbound) stop-controlled intersection. Inbound (westbound) traffic will be open to bicyclists only via a contraflow bike lane.
- The design concept for the intersection of SE Water Avenue and SE Caruthers Street is under study. Preliminarily, it is anticipated to maintain stop control at the SE Caruthers approaches. A southbound right-turn lane will be provided along SE Water Avenue to accommodate vehicle queuing for the cycle track and pedestrian crossings without backing up traffic into the signalized rail crossing intersection.

#### Cycle Track

- To avoid conflicts with the cycle track, no curb cuts for parking or loading are planned on New Water Avenue except for Tract D, which has no other option for vehicular access.
- Traffic signals on New Water Avenue will be coordinated to optimize the flow of bicyclists along the cycle track in the peak direction.
- Cycle track spurs will provide families and others access to OMSI without riding alongside vehicular traffic in the street or among pedestrians along the greenway trail.





# Required Building Lines

## GROUND FLOOR

Exterior walls of buildings must be at least 15 feet high measured from the finished sidewalk at the building's edge.

### REQUIRED BUILDING LINES - 75%

The building lines must meet the requirements of Title 33, PZC, 33.510.215.B.1.

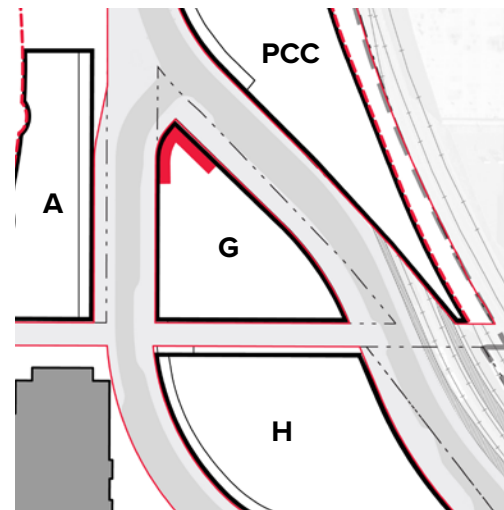
### REQUIRED BUILDING LINES - 50%

The building must extend to the maximum building coverage line along at least **50%** of the length of the ground level façade. All other requirements of PZC, 33.510.215.B.1.b. still apply.

### LANDSCAPE STANDARDS OPTION

The building must extend to the to the maximum building coverage line along at least 50% of the length of the ground level façade. All other requirements of PZC 33.510.215.B.2.b. still apply.

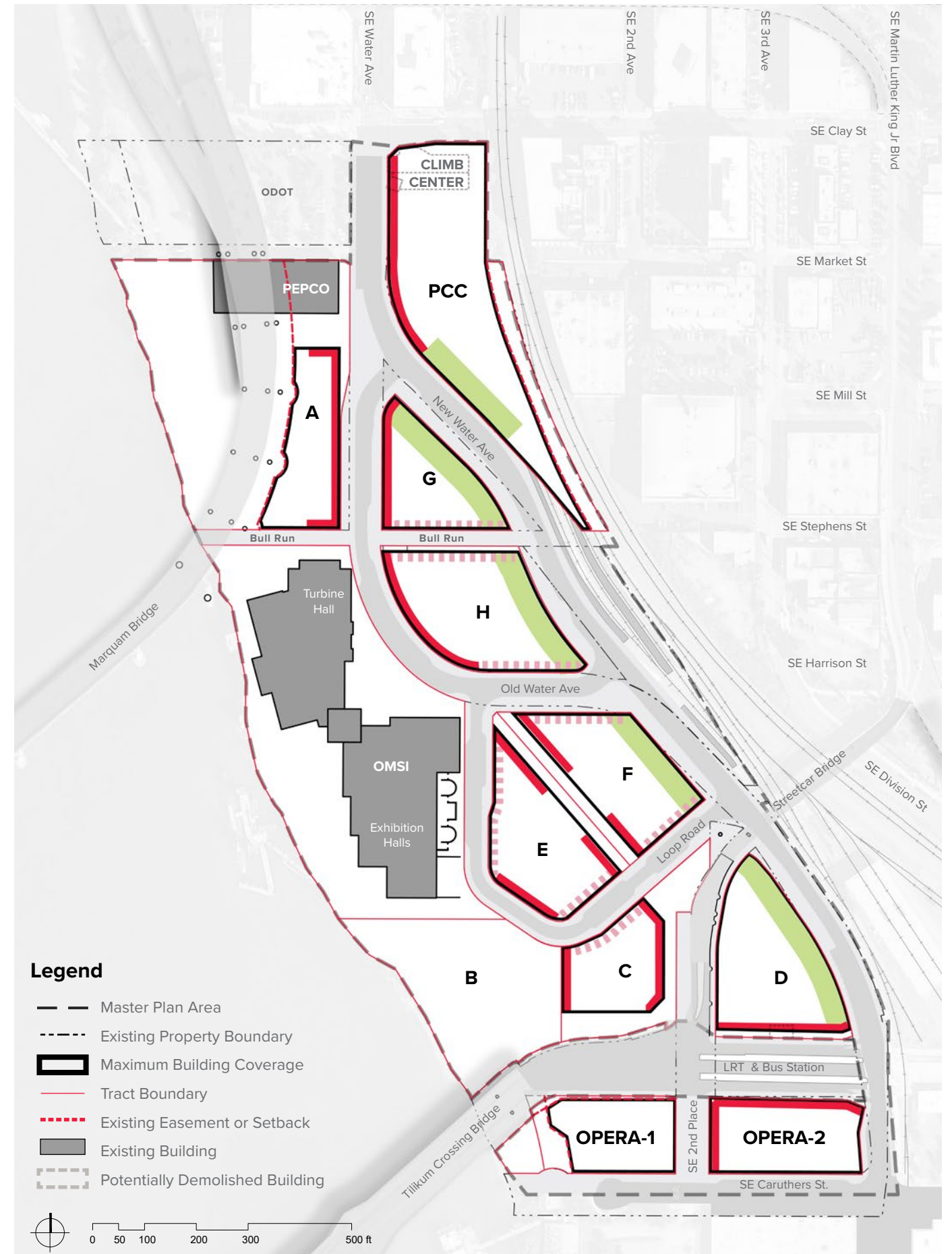
Where there is no building line designation on the plan, there is no building line requirement.



## UPPER FLOORS

### REQUIRED UPPER FLOORS BUILDING LINE

Exterior walls of buildings above the ground floor or above the required setback lines must extend to the maximum building coverage line along at least 75% of the length of the ground level façade; 25% of the building must extend to within 12 feet of the length of the ground level façade.



Adjustments to the Required Building Lines Standard 33.510.215.B is requested for all Tracts. Please see Appendix I.

# Master Plan Illustrative

At right is an illustration of one scenario of how the CCMP framework might be developed in the future. The improvements illustrated along the waterfront are conceptual only, as are the building footprints. However, the rights-of-way illustrated reflect the proposals in the conceptual public works plans.

