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Jo Ann Hardesty Commissioner Chris Warner Director

CITY ENGINEER'S REPORT TO CITY COUNCIL

For a Below-Grade Encroachment Tunnel in SW Main Street

Date: July 14, 2021

Applicant: Ankrom Moisan Architects *Francis Dardis*

> ANKROM MOISAN ARCHITECTS 38 NW DAVIS ST, STE 300 PORTLAND OR 97209

Neighborhood Association: Goose Hollow, contact planning@goosehollow.org.

District Coalition: Neighbors West/Northwest, contact Mark Sieber at 503-823-4212. **Business District:** Goose Hollow Business Association, contact Angela Crawford at 503-

223-6376 & Stadium Business District, contact

Southwest Hills Residential League, contact at contact@swhrl.org.

tina@stadiumdistricxtpdx.biz

Neighborhood within

1.000 feet:

District Coalition: Southwest Neighborhoods Inc. contact Leonard Gard at 503-823-4592.

SW Main St and SW 20th Ave **Site Address:**

Legal Description: TL 200 12.42 ACRES, SECTION 10 1S 1E

Tax Account No.: R105777, R105778, R105779, R105780, R105781, R105782, R105783, R105784, R105785,

R105786

Date:

Site Address: SW Main St and SW 20th

Legal Description: TL 200 12.42 ACRES, SECTION 10 1S 1E



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State ID No.: 1S1E10 00200

Quarter Section: 3229

Neighborhood: Southwest Hills Residential League, contact at contact@swhrl.org

Plan District: Central City - South Waterfront

Zoning: CXdg – Central Commercial with design and greenway overlay **Case Type:** Major Encroachment Review in the Public Right-of-Way

Review Type: Below-grade encroachment for underground structure in the City-Wide District (1982 Bureau

of Planning document, Encroachments in the Public Right-of-Way)

Proposal: The applicant requests encroachment approval for a new underground 32' wide by 9' tall tunnel connecting the proposed below grade parking garage of a new residential tower to the existing below grade parking garage of the Multnomah Athletic Club (MAC) mid-block on SW Main between SW 19th and SW 20th Avenues. The structure would be owned, operated and maintained by the applicant.

Review of Encroachments in the Public Right-of-Way

All privately owned and maintained above-grade, at-grade and below-grade encroachments in the public right-of-way are subject to Encroachment Review.

The approval criteria for encroachments are the General Policies (Section III), City-Wide District Policies (Section VII) and Standards for Encroachment (Section VIII) of Chapter One of the 1982 Bureau of Planning document, Encroachments in the Public Right-of-Way.

Scope of Encroachment Review: This encroachment review will evaluate the following areas:

Tunnel access extending beyond the curb line and under SW Main Street.

Encroachment Review Process: The structure is a below-grade encroachment located in a portion of the City covered by City Wide Policies. The structure meets the definition of Other Underground Structures.

Application for Subgrade Encroachment in the Public Right of Way Connecting Multi-Family Inclusionary Housing Development with Shared Use Parking

This application requests approval of a subgrade tunnel encroachment beneath SW Main Street connecting a new Multifamily Housing development and shared use parking ("Housing Project") to the current parking garage operated by the Multnomah Athletic Club ("MAC"). PBOT staff has reviewed the application and concurs that the proposed tunnel meets applicable encroachment policies and standards.

The Housing Project will contain 334 units of new housing in the Goose Hollow Subdistrict of the Central City Plan District ("CCPD"). Under the parking regulations adopted by the City in 2018 and readopted and reaffirmed in 2020, the permitted parking ratio for residential units throughout every subdistrict of the CCPD is 1.2 spaces per residential unit, which, in this case, allows 401 parking spaces (PCC 33.510.261, Table 510-1). These parking spaces are constructed with the addition of new floor area and new residential units, thus these spaces are permitted outright and classified by the code as Growth Parking spaces. PCC 33.510.261.F.

To encourage shared use and maximum efficiency of Growth Parking, the City code encourages shared use of this permitted parking. PCC 33.510.261.F.4. expressly provides that once a project demonstrates compliance with the maximum parking ratio for Growth Parking, the Growth Parking can be used as accessory parking to a particular use or as commercial parking to an unidentified use or uses. The current proposal is for the MAC guests and visitor to share the below grade parking. It will not be open to the public at this time. As stated above, the parking could be used for commercial parking. The Housing Project will be implementing this express allowance in the code. The Housing Project will use the permitted spaces to serve both the residential units in the Housing Project and serve users of the MAC or other allowed uses in the future.

To maximize efficiency and reduce at-grade circulation trips, the Housing Project proposes a subgrade vehicular and pedestrian accessway between the current MAC parking garage and the new garage that is part of the Housing Project. The tunnel will provide direct and convenient access between the new and current garages allowing users to enter the new garage through a subgrade accessway. This ability to share parking supply allows more efficient use of land dedicated to parking.

With this background, this review is limited to the applicable standards contained in the 1982 Encroachment Policy related to subgrade encroachments. Neither the parking, nor the Housing Project are encroachments and are not therefore subject to encroachment review. Instead, the Housing Project will be reviewed in a Type III Design Review application. Because the tunnel is subgrade, it does not trigger design review but instead is subject only to this encroachment review.

With this introduction, the balance of this report addresses the standards for approval of the tunnel under the 1982 Encroachment Policy.

Applicable Standards

The Encroachment Policy establishes four different districts and lists approval criteria based on the location of a proposal within a district. These districts include the Downtown Retail Core, Downtown Portland, Pedestrian Districts shown in Figure 1 and the City-Wide District.

The tunnel proposal is located in the City-Wide District. The City-Wide District is described in the Policy as the areas of the City of Portland not specifically covered by the above-named districts.

The balance of this narrative addresses each of the City-Wide policies and demonstrates compliance with each of those policies.

III. GENERAL POLICIES)

A. The public right-of-way is an important resource and the utility of the right-of-way shall not be impaired. The City shall discourage private ownership or use in the public right-of-way.

- 1. The public right-of-way provides for the movement of pedestrian and vehicles, and for open space, landscaping, light, air, and vistas. As an important public resource, the public right-of-way should not be easily given up for private ownership or use.
- 2. The street level sidewalks are the primary pedestrian circulation system and encroachments should not be permitted which adversely affect this system.

The tunnel encroachment preserves the right of way for the movement of pedestrians and vehicles and for open space, landscaping, light, air and vistas in compliance with this criterion. The subgrade tunnel will also continue to preserve the street level sidewalks as the primary pedestrian circulation system and will have no adverse effect on that system.

The tunnel is entirely subgrade and will not encroach upon or interfere in any way with the at grade functions of the pedestrian system or multiple functions of the right of way. In fact, there will be no indication at all to the at grade user of the public right of way that a tunnel exists below SW Main as a vehicular conduit between the existing MAC garage and the new Housing Project. Instead, the tunnel will allow a second ingress and egress point for vehicles circulating between the two below grade garages, necessarily reducing some of the at grade vehicle trips that would otherwise enter the Housing Project from the SW Main Street right of way. This secondary and hidden subgrade access point will further protect the at grade right of way and its typical functions accommodating movement of pedestrians and vehicles in compliance with this criterion. The tunnel will similarly have no impact on open space, landscaping, light, air and vistas due to its location entirely below grade.

Further, SW Main Street is identified by the City's Transportation System Plan (TSP) as a "local street" for all users. This local street classification allows and is appropriate for providing access to the building for people driving, walking, riding bikes and making deliveries. Additionally, the design and function of a local street is intended to provide a safe and comfortable walking and biking environment that provides access to adjacent land uses.

Alternatively, the TSP identifies SW 20th Avenue as a "city bikeway" and the potential to provide a "Neighborhood Greenway" along NW and SW 20th Avenue to improve facilities for people riding bikes and walking. Providing parking access on SW Main separates vehicular parking from the greenway and the City bikeway and also provides an alternative to the use of the existing parking access on SW 20th Avenue into MAC Garage, further recognizing the City bikeway classification.

B. As a public resource, encroachments shall only be permitted as part of a project fulfilling a significant public goal of the Comprehensive Plan, the Downtown Plan, or other adopted Plans or Policies. Encroachments must be in conformance with the City objectives for promoting the "Portland Character" as defined by the rivers, parks, vistas, buildings of architectural significance and other important visual images, as defined by the Comprehensive Plan, Downtown Plan, Development Regulations, and Design Guidelines, or other neighborhood or area plans or guidelines.

The City recently updated the Comprehensive Plan as part of a significant planning effort spanning over multiple years. As part of those 2018 amendments to the Comprehensive Plan, the City also adopted code amendments to Title 33. Those code amendments resulted in a change to the zoning on the site of the Housing Project to RM4 and purposely amended and simplified the parking code to promote lower parking ratios and shared use of parking. While the Housing Project is not subject to this

encroachment review, it should be noted that the Housing Project and the associated subgrade garage directly implement these recently adopted changes to the Comprehensive Plan and Title 33.

The tunnel is subject to this encroachment review and will serve as a conduit between uses that are encouraged and permitted under the Comprehensive Plan and the zoning code. The tunnel itself will therefore fulfill a significant goal of applicable plans and "Portland Character." The balance of these findings addresses the tunnel encroachment itself under the applicable goals and policies.

Comprehensive Plan

POLICY 2.7 Reconnecting neighborhoods across infrastructure. Develop and implement strategies to lessen the impact of freeways and other transportation systems on neighborhood continuity including capping, burying or other innovative approaches.

The subgrade tunnel fulfills this policy by lessening the impacts of vehicular travel through a buried secondary ingress and egress to the new parking garage and connecting that garage to another existing use in the neighborhood. The tunnel supports and enhances neighborhood continuity through a buried and subgrade connection that will enhance parking efficiency.

CENTRAL CITY GOALS GOAL 3.A: The Central City has a safe, affordable, efficient and accessible transportation system that prioritizes walking, bicycling and transit, supports growth and reinforces the role of the Central City as the region's high-density center.

The tunnel will help further this goal by creating a subgrade access that will redirect a portion of the permitted trips to a below grade tunnel from the at-grade transportation system. This will enhance and make more efficient and accessible the allowed parking for the Housing Project as well as for the MAC or other future users of the shared parking. The tunnel will support the growth of multi-family housing in the district and reinforces the role of the Central City as the region's high-density center, in furtherance of this policy. The tunnel will serve both an active retail and athletic hub as well as a multi-family housing project that will incorporate Inclusionary Housing under PCC 33.245. The tunnel will meet all building code requirements and will create an efficient and accessible path between two permitted uses; retaining the at-grade circulation system for safe bicycle, pedestrian and transit functions. This efficient and subgrade parking connection will help support and reinforce the role of the Central City as the region's high-density center in furtherance of these express Central City goals.

POLICY 3.1 Regional transportation hub. Strengthen the Central City as the highly accessible and multimodal hub for moving people and goods, reinforcing its regional center roles, enabling successful high-density employment and housing development, and thereby affirming its role in Metro's Region 2040 Framework Plan.

Th tunnel creates a highly accessible conduit for moving people and goods without impacting the atgrade multimodal options for vehicles, pedestrians and bicyclists. By connecting an existing and long-standing retail and active use in the neighborhood with a new housing development, the tunnel directly implements this policy. The tunnel will enable a successful connection between an existing neighborhood center, the MAC, with a new housing development that is encouraged and incentivized through the 2018 Comprehensive Plan and Code amendments. This connection between two uses delivers both high density housing with an employment center and retail use, consistent with this Policy 3.1, affirming the City's role under its own 2018 code amendments and under the 2040 Framework Plan.

POLICY 3.3 Optimized street network. Improve street design and function to increase efficiency and safety for all transportation modes and the ability of the existing network to meet the access needs of businesses, shoppers, residents and visitors. Establish a system and standards that emphasize walking, bicycling, transit use and freight access while continuing to provide automobile access.

The tunnel optimizes the street network consistent with this policy. By providing a second access between shared uses below grade, the tunnel increases the efficiency and safety for all transportation modes. At least some portion of the parking users for the shared use parking will enter the parking from the tunnel instead of from the Main Street at-grade access. This bifurcation of trips will disperse users in a manner that will increase efficiency of use as well as safety for all modes. The tunnel will also reserve some portion of the at-grade system and existing network for business, shoppers, residents and visitors. In this way, the tunnel results in a net benefit to the existing street network by dispersing some trips to a below grade tunnel and reduces the at-grade circulation of vehicles that would otherwise use the Main Street access to the shared parking garage. This tunnel access will continue to emphasize at-grade circulation of pedestrians, bikes and transit while continuing to provide permitted vehicle access below grade.

Further, as noted above, the tunnel and new access offers an alternative to the existing MAC parking garage on SW 20th Avenue, in support of the City's bikeway classification on this street.

POLICY 3.13 Auto parking. Support Central City parking needs, particularly for retail, employment and residential growth, as well as for access to major attractions such as universities and event venues. Continue to limit the growth of the overall auto parking supply and maximize the joint use of existing and new stalls to manage parking in a more efficient and dynamic manner, lower the costs of construction and meet mode split and climate action goals for the city. Maintain no auto parking minimum requirements in the Central City and set maximum auto parking ratios to encourage other modes and allow new long-term parking only if associated with new development or to serve buildings with little parking.

As detailed above, the tunnel supports the Central City parking needs for both a new multi-family housing development and an existing retail user in the district in furtherance of this policy. The shared use parking supports residential growth as well as "major attractions" such as the MAC and possibly other nearby event venues in the future. The tunnel serves to access a parking supply that is limited by the 2018 code amendments to 1.2 spaces per residential unit. Consistent with the 2018 code amendments, the parking is Growth Parking and will be jointly used to "manage the parking in a more efficient and dynamic manner" as expressly encouraged by this policy. The tunnel provides an efficient and low impact connection between permitted uses, accessing long term parking associated with "new development or to serve buildings with little parking."

Further, as noted above, this ability to share parking supply between the housing and the MAC and other future users allows more efficient use of land dedicated to parking.

For these reasons, the tunnel encroachment is highly consistent with Policy 3.13.

POLICY 3.GH-2 Goose Hollow regional attractions. Provide multimodal access and circulation to and from Goose Hollow's major attractions (including Providence Park, Lincoln High School and Multnomah Athletic Club) to support their viability and increase entertainment activity, shopping and tourism while also maintaining local access. Manage available parking to efficiently accommodate the unique parking needs of major event facilities while continuing to promote transit and active transportation.

This policy emphasizes the need to support the viability and longevity of Goose Hollow through access improvements to the regional attractions such as the MAC. The tunnel provides circulation to and from Goose Hollow's major attractions as anticipated by this policy. The tunnel will connect the shared parking garage to the existing MAC garage and thereby create an efficient parking operation that will accommodate the unique parking needs of the MAC and the Housing Project. The subgrade circulation will support the viability of the MAC while also maintaining local access at-grade. The intent of this policy seems to balance the continued viability of major attractions in Goose Hollow such as the MAC with the additional objectives of accommodating its unique parking needs and preserving local access. The tunnel responds to this balancing act by providing continued access below grade for the MAC and other future users while managing parking efficiently between shared uses and at least partially dispersing trips off of the local access streets.

2035 VISION Goose Hollow is a family-friendly urban community with thriving neighborhood businesses and excellent multimodal access to downtown, Portland State University, the Northwest District and Washington Park. The district's major attractions, including Providence Park, Lincoln High School, the Multnomah Athletic Club and religious institutions, exist in harmony with surrounding mixed-use development and attract visitors from all over the region to dine, shop and play in Goose Hollow. Bordering Washington Park, the Vista Bridge and West Hills, the district is known for its natural beauty.

While this is a Vision Statement for 2035, it recognizes the MAC as an important and thriving neighborhood business that exists in harmony with surrounding mixed-use development and attracts visitors from all over the region to dine, shop and play. The tunnel project will enhance the continued vitality of the MAC as a thriving business and event center that will continue to exist in harmony with mixed use development in the area. The tunnel will connect the shared parking garage of the Housing Project with the MAC parking garage, increasing the parking supply needed to serve these multiple users and creating an efficient and subgrade connection that will disperse trips below grade and facilitate harmony with other at-grade users of the transportation system. This multi-use parking supply will enhance access to the MAC and other possible future users while still restricting the parking supply to a low residential parking ratio approved in the 2018 code amendments. The tunnel marries the restrictive parking ratio with a highly efficient shared parking operation, ensuring the continued vitality of the MAC and the neighborhood as anticipated by the vision statement.

C. In order to receive City approval for encroachments, an applicant must demonstrate a public benefit which cannot be achieved without the encroachment.

The tunnel is a unique circulation solution between shared uses that cannot be similarly achieved atgrade. The public benefits associated with the tunnel are multi-fold. The tunnel:

- 1. Allows vehicle circulation below grade, reducing at-grade trips that may otherwise be circulating on the existing street network to access the shared parking garage;
- 2. The tunnel reduces potential conflicts with other at-grade users such as pedestrian, bicycle and transit users;
- 3. Unlike a sky bridge or other such encroachment, the tunnel is not visible in its below grade location and will permit circulation between shared uses without impacting above grade open space, light or vistas;
- 4. The tunnel is an entirely privately financed transportation improvement that will not impact the City-owned transportation network and will reduce trips on that network; and

5. The tunnel facilitates the continued vitality of the MAC while also facilitating the efficient use and operation of a shared parking garage that will support multi-family and inclusionary housing.

These public benefits cannot be achieved without the tunnel encroachment. Without the tunnel, there will be no private investment that essentially adds a new street connection to the existing street network below grade; trips that would have otherwise circulated below grade will circulate at grade without the tunnel and the trip reduction associated with the tunnel cannot be realized; and the efficient operation that can be accomplished through the below grade connection will not be realized.

For these reasons, the public benefits associated with the tunnel cannot be realized without the encroachment.

- D. Final approval of encroachments in the public right-of-way rests with the City Council. The management of encroachments is currently assigned to and should remain with the City Engineer.
 - 1. The Planning Commission, Hearings Office, Design Committee, or Historical Landmarks
 Commission reviews proposed encroachments and advises the City Engineer on issues regarding
 design, aesthetics, views, and interpretation of City policies. This review process will be based on
 the guidelines and standards contained in this Section and the appropriate district section of this
 policy.

The encroachment is below grade and therefore is not reviewed by the Design Commission, Hearings Office or Planning Commission. Instead, the City Council will make the final decision on this encroachment application.

2. The review and conditions for approval of encroachments are described in Chapter Two of this policy.

The applicant has reviewed Chapter 2 and have no issues with the requirements.

3. Encroachments approved under this policy must also meet the requirements of all applicable City Codes.

The tunnel will be reviewed against all applicable codes at the time of building permit review, approval and issuance and will meet all applicable City Codes.

VII. CITY-WIDE DISTRICT POLICIES (these apply to the tunnel encroachment)

A. General Policies

1. The intent of any permitted encroachment located in the City, and not in the Downtown, Pedestrian Districts, and the Downtown Retail Core, shall be to preserve and reinforce the stability of the City's neighborhoods, industrial areas and institutional uses, in order to ensure the City's economic vitality and livability, and provide for the public safety.

Improvements not substantially consistent with the intent of these goals should be accommodated outside the public right-of-way so as to not adversely impact the sidewalk as the primary pedestrian system.

The tunnel encroachment will preserve and reinforce the stability of the district and ensure the continued vitality and livability of the district while providing for the public safety. The 2018 code amendments established the right to build Growth Parking at a prescribed ratio and the right to maximize the efficiency of that parking through use as accessory or commercial parking. This tunnel connects an existing garage to a new shared use garage that meets the express terms and requirements of the 2018 code amendments. Those code amendments were intended to preserve and reinforce the stability of the City's neighborhoods to ensure continued economic vitality and livability. By providing a tunnel that connects shared use parking by right, the project will enhance the vitality of the MAC or other users through an adequate and efficient parking supply and facilitate the development of a new housing project with inclusionary housing units. Importantly here, this connection will be made subgrade and will therefore not impact the sidewalk as the primary pedestrian system. The tunnel is therefore substantially consistent with the general policy outlined above.

- 2. In the City-wide district, the City Engineer's review of encroachments will require the advice of the following citizen's review committees to ensure that a proposed encroachment meets the goals of the Comprehensive Plan and other adopted City policies and Area Plans, as well as Chapter One, Sections III and VII and the standards in VIII of this policy.
 - a. Design Committee shall review all Type II and Type III sky-structures and building projections.
 - b. The Planning Commission shall review all building projections.
 - c. The Historical Landmarks Commission shall review encroachments in historic districts, conservation districts, and historic landmarks.

Under these provisions, the tunnel encroachment is reviewed only by the City Council because it is not a sky structure, building projection, located in an historic district or itself an historic landmark.

While the Encroachment Policy contains several additional standards related to sky structures or at grade encroachments, this application does not address any of these standards because none of those standards apply to below grade encroachments such as this tunnel application.

Policies for Below-Grade Encroachments

1. Below-grade encroachments can only be permitted if the applicant demonstrates to the City's satisfaction that the encroachments meet the policies in Chapter One, Sections III and VII and standards in VIII of this policy.

The balance of this application addresses all of these standards and demonstrates compliance with these standards.

VII. STANDARDS FOR ENCROACHMENT (only standards for Below-Grade Structures are addressed)

The following standards shall apply to the review of below-grade structures:

1. Underground structures shall have a minimum of 8 feet of headway.

The tunnel is designed with greater-than 9 feet of headway

2. Public access points to underground walkways should be clearly designated on street or ground level.

Access to the tunnel will be from either the existing MAC garage or from the lowest level of the new garage. Signage directing users to and from the tunnel will be provided in the existing MAC garage and in the new MAC Lobby in the proposed building on Block 7.

3. Underground walkways shall be kept clear of furniture or other forms of obstructions that may impede pedestrian flow.

The proposed tunnel will be used for automobile and foot traffic only. There will be no obstructions.

CHAPTER TWO: IMPLEMENTATION

I. GENERAL POLICY PROCEDURES

A. When encroachments are permitted by the City, the applicant(s) must pay all utility relocation costs and all added utility construction, reconstruction, repair and maintenance costs.

The applicant is aware of the requirement to pay for the relocation of and added costs associated with the relocation of utilities.

Underground Utilities

1. Underground utilities shall be required to meet the requirements of Title 17 Public Improvements.

All underground utilities will meet the requirements of Title 17.

B. Signs

1. Signs shall be required to meet the requirements of Title 32, Sign Code and Title 33, Planning and Zoning Code.

There is no signage associated with this tunnel encroachment. Any above grade signage will meet the requirements of Title 32.

III. APPLICATION REQUIREMENTS

A. All applications for encroachments in the public rights-of-way subject to this procedure shall include ten sets of the following material:

- 1. Schematic plans of the proposed structure, wi.th dimensions, at a scale of one-inch equals 10 feet, or 1/8" = I', or a comparable metric scale, and includes:
 - a. A plan view of each level; no less than two representative elevations; and transverse and longitudinal sections.

The required schematic plans have been forwarded to the City under previous correspondence and are attached here as Exhibit A for ease of reference.

2. A map at a scale of one inch equals 50 feet showing the location, material, and color of the proposed structure; the outlines of all existing or proposed buildings within 400 feet in both directions of the structure; each building's type of occupancy; and all major features of the area.

The required map is attached herein included in Exhibit B.

3. A written statement of why the structure is necessary and why the City should approve it. Any documents or other materials the applicant can provide in regard to the applicant's burden of proof under the policies and standards of the City-wide Policy on Encroachments in Rights-of-Way may be included.

The above narrative contained in this report addresses this criterion.

4. The applicant must provide the City with a signature of consent of owners of the building being connected by the proposed underground structure.

The required document has been provided to PBOT.

5. The applicant must provide the City with a legal description of the buildings to be connected by the proposed encroachment.

The legal descriptions shall be included in the required lease for private use of the right-of-way.

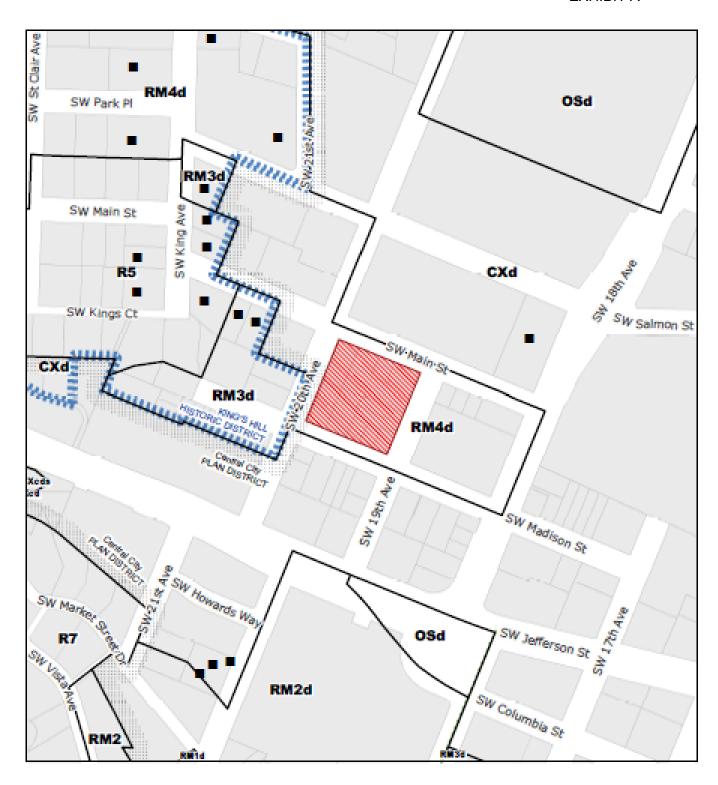
City Engineer's Recommendation: Approval subject to the following conditions:

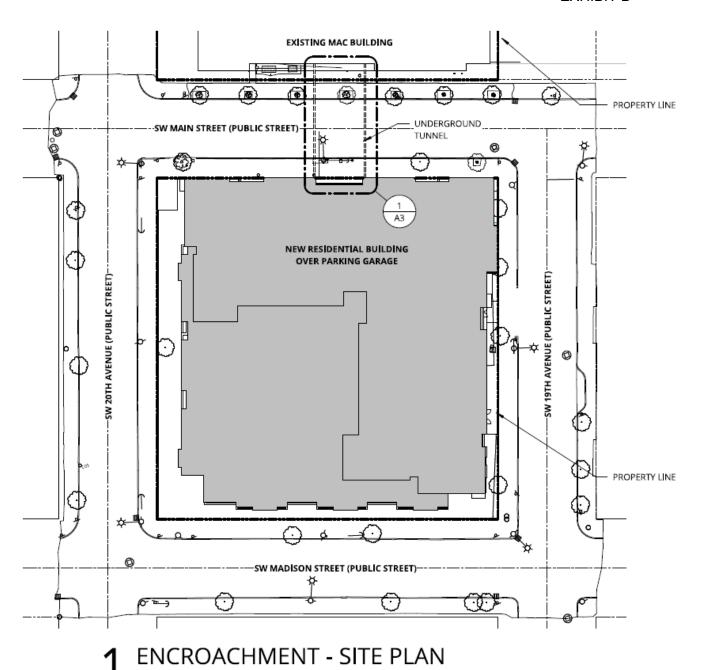
- 1. The property owner shall enter into a lease agreement with the City for use of space(s) in the public right-of-way. The lease agreement shall be completed prior to release of the Building Permit for the tunnel.
- 2. The tunnel shall be constructed in substantial compliance with preliminary plans that have been submitted by the applicant and reviewed by the City.
- 3. The applicant shall construct the tunnel in relation to the public right-of-way improvements and in a manner acceptable to the City of Portland Bureau of Transportation.
- 4. This encroachment approval is specific to the adjacent land use and is voided if the adjacent approved developments are not constructed. This encroachment approval will expire five years from the date of the approval ordinance if the building has not been constructed.

Exhibits

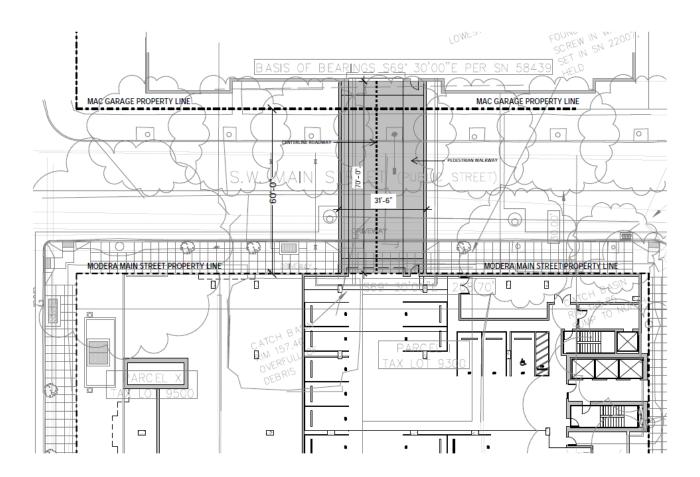
A: Zone Map

B: Concept Plan Set



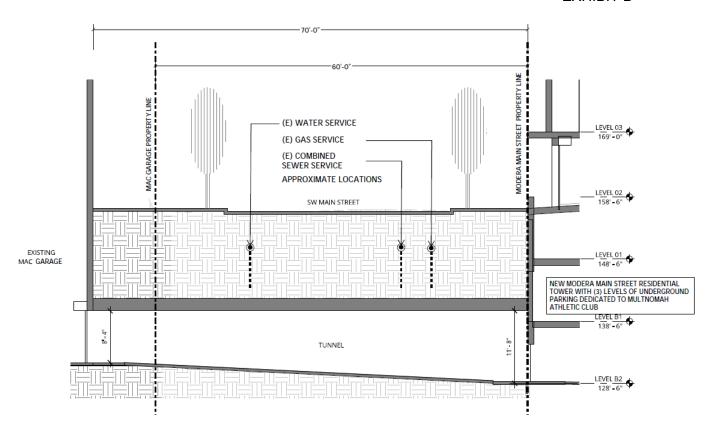


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1 ENCROACHMENT - AT-GRADE/TUNNEL OVERLAY COMPOSITE PLAN

EXHIBIT B



ENCROACHMENT - LONG SECTION

1/8" = 150"

