

South Waterfront Plan

Adopted by Resolution # 36111 and Ordinance # 177082

Adopted on November 13, 2002

Effective January 20, 2003



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South Waterfront Plan

(previously referred to as the North Macadam Plan)

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Includes:

- **Executive Summary**
- **Vision for South Waterfront**
- **Adopted Policies, Objectives and Actions for:**
 - **Land Use and Urban Form**
 - **Greenway and Parks**
 - **Transportation**
 - **District-wide Environmental Design**
 - **District Development**
- **Summaries of Zoning Code Language and Design Guidelines**
- **Appendices**



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Acknowledgements

Executive Summary.....	ES-1
Introduction.....	A-1
Introduction to the Documents.....	A-3
Context	A-5
Study Area.....	A-5
History of Land Uses in South Waterfront	A-6
History of Zoning for South Waterfront	A-7
Area Land Uses at Plan Adoption.....	A-8
South Waterfront Vision.....	B-1
Central City Plan	B-2
South Waterfront Vision	B-3
Policy 21: South Waterfront	B-5
South Waterfront Urban Design Plan.....	B-6
Land Use and Urban Form	C-1
Land Use and Urban Form Concept Map	C-2
Land Use and Urban Form Policy and Objectives	C-3
Land Use and Urban Form Concept	C-4
Implementing the Land Use and Urban Form Concept.....	C-9
Zoning Code.....	C-9
South Waterfront Design Guidelines	C-20
Land Use and Urban Form Action Chart	C-22
Greenway and Parks.....	D-1
Greenway and Parks Concept Map	D-2
Greenway and Parks Policy and Objectives	D-3
Greenway and Parks Concept	D-5
Implementing the Greenway and Parks Concept.....	D-12
Summary of Greenway Development Standards	D-12
Greenway Design Guidelines for South Waterfront.....	D-19
Greenway and Parks Action Chart	D-20

Table of Contents

Transportation.....	E-1
Transportation Concept Map	E-2
Transportation Policy and Objectives	E-3
Transportation Concept	E-4
Implementing the Transportation Concept.....	E-13
Zoning Code.....	E-13
Transportation Action Chart	E-17
District-wide Environmental Design	F-1
District-wide Environmental Design Policy and Objectives	F-3
District-wide Environmental Design Concept.....	F-4
Implementing the District-wide Environmental Design Concept	F-8
District-wide Environmental Design Action Chart	F-8
District Development.....	G-1
District Development Policy and Objectives	G-3
District Development Concept	G-4
Implementing the District Development Concept.....	G-8
District Development Action Chart	G-8
Appendices	H-1
A – Public Policy Framework	H-3
Federal Regulations.....	H-3
State Goals and Rules	H-3
Regional Policies and Regulations	H-4
Local Plans and Policies	H-6
B – Recent Planning Process	H-11
Review and Adoption of the South Waterfront Plan.....	H-13
Planning Commission	H-13
Design Commission	H-14
City Council.....	H-14
C – Adopting Ordinance and Resolution	H-17
D – Action Item Implementors	H-23
E – Regional Context Map for South Waterfront District.....	H-25

EXECUTIVE SUMMARY

The District

South Waterfront is the last major underdeveloped area within Portland's Central City. The plan area is a low-lying, narrow stretch of land bounded by the Willamette River to the east, the I-5 corridor to the west, the Marquam Bridge and RiverPlace community to the north, and the John's Landing community to the south. South Waterfront also includes a broader area than the plan boundaries, from the riverfront at Tom McCall Waterfront Park to John's Landing.

The *South Waterfront Plan* area, bounded by the Marquam Bridge and Hamilton Street, has about 140 acres of land and 6500 linear feet of Willamette riverfront. Much of that land is currently vacant or occupied by industrial uses, with a small amount of the area in office uses, a hotel and restaurants.

South Waterfront is poised to play a critical role in the city's newly-christened "Science and Technology Quarter," which includes South Waterfront, Marquam Hill, the University District, and portions of south downtown, the Central Eastside Industrial District, and the Corbett-Terwilliger-Lair Hill neighborhood. The potential expansion of Oregon Health & Science University (OHSU) into South Waterfront is expected to foster the growth of jobs-intensive "incubator" and spin-off businesses that will benefit from the proximity to the institution's research facilities.

As part of its plan adoption, the City Council renamed this area south of the downtown core "South Waterfront." Long known as North Macadam (which merely signifies a street end), the name change to South Waterfront reflects its stature as a place.

The Planning Process

The *South Waterfront Plan* builds upon the vision and goals of the *North Macadam District Framework Plan (Framework Plan)*, presented to the City Council in August 1999 by the Portland Development Commission. The *Framework Plan*, intended to guide urban renewal and other investment in the district, envisioned South Waterfront as a vibrant, urban waterfront district. The *South Waterfront Plan*'s goal of providing approximately 10,000 jobs and 3,000 homes within the district by the year 2019 was established in the *Framework Plan* process. Much like the *Framework Plan*, the *South Waterfront Plan* includes an extensive open space network that encompasses the Willamette greenway, an urban plaza, Ross Island Bridge Park and a neighborhood park.

In 2001, the Bureau of Planning began development of a broad-reaching plan to set policies, zoning code, design guidelines and actions for South Waterfront, together with other City bureaus. Through this planning process, the bureau sought and received significant contributions by staff from other City bureaus. The Design Commission and Planning Commission also advised staff at key points in the process. Community members and property owners testified at public hearings before the Planning Commission, Design Commission and City Council. Earlier drafts of this proposal were also discussed in stakeholder briefings and public open houses.

Executive Summary

The Bureau of Planning's process was influenced by the following issues:

- The City's work in investigating the potential for bio-science and other high technology fields to expand within the Central City;
- Increased interest on the part of OHSU and other science-based institutions in expanding functions and locating substantial facilities in South Waterfront;
- The City's commitment to assist recovery of species listed under the *Endangered Species Act* and a growing knowledge of riparian and floodplain ecosystems of large, low gradient river systems like the Willamette River;
- Regional transportation changes under consideration (such as the *South Portland Circulation Study*, accepted by City Council in 2001, and work done by the South Portland Alliance on Transportation);
- The River Renaissance vision (endorsed by City Council in 2001); and
- City Council's stated interest in providing a wider greenway within the district for circulation, recreation and habitat.

Adopted South Waterfront Plan

The adopted plan seeks to complete the development of the South Waterfront by infusing the district with a rich mix of urban-scale offices, housing, hotels, parks and retail uses in this riverfront district. The area will be served by a multimodal transportation system and may serve as a transit hub for south downtown. Redevelopment in the district is meant to serve as a catalyst for the creation of a larger science and technology-based economy in the Central City and is meant to embrace the presence of the river, contributing to its health and enjoyment.

South Waterfront is one of eight subdistricts of Portland's Central City Plan District. The plan updates the vision, policies, objectives and action charts of the *Central City Plan* as they relate to South Waterfront. Adopted zoning code provisions and design guidelines for the district are summarized within this plan; separate documents provide the *Zoning Code for South Waterfront* and the *South Waterfront Design Guidelines and Greenway Design Guidelines for South Waterfront* in their entirety. The *South Waterfront Plan* also describes other nonregulatory tools that help achieve the City's aspirations for the district.

Key Elements of the Plan

The Land Use and Urban Form proposals seek to...

Encourage a rich mix of uses in the district.

- Office, institutional, residential, neighborhood-scale retail, parks and greenway uses are allowed and encouraged throughout the district.
- Residential development is emphasized in an area south of the Ross Island Bridge.

Encourage a highly urban character in the district.

- Base heights enabling buildings up to 10-12 stories are allowed throughout most of the district.

- Maximum building heights enabling buildings between 22 and 32 stories are allowed in a portion of the district, if bonuses that achieve public objectives (such as additional open space, eco-roofs or affordable housing) are used; additional design excellence must be demonstrated for the tallest buildings.
- Development capacity meets or exceeds that proposed in the *Framework Plan*.
- Active uses are required on the ground floor of buildings on most streets in the district.
- Surface parking is limited and drive-throughs are prohibited.

Reinforce the district's relationship to the riverfront.

- Buildings will be oriented toward the waterfront, with building dimensions facing the river being limited.
- Buildings along key east/west streets will be required to step back to allow views through the district.
- Building heights will be limited near the riverbank.

The Greenway and Parks proposals seek to...

Develop a multifunctional riverfront greenway.

- Urban outdoor uses, such as patios and cafés, are allowed between buildings and other parts of the greenway.
- Landscaped trails will allow people to walk, bicycle and skate within the greenway and will connect with the 40-Mile Loop.
- Restored natural areas will improve conditions for river health, fish and wildlife.

Provide a variety of experiences for people living and working in the neighborhood.

- An urban plaza will serve people working in the district.
- A neighborhood park will serve district residents.
- Ross Island Bridge Park will provide recreation opportunities and connect the district interior to the greenway.

The Transportation proposals seek to...

Promote alternative transportation modes.

- A Moody/Bond couplet will allow for more efficient bus operations.
- The streetcar will extend into the district from its present terminus near Portland State University and could provide a future connection to Lake Oswego.
- Pedestrian and bicycle connections will connect to the adjacent neighborhoods, downtown and other transit routes, along the greenway trail and across Macadam Avenue and I-5.
- An aerial tram will connect South Waterfront to medical institutions on Marquam Hill, including OHSU.
- River taxi landings will be considered in the greenway design process.
- The greenway trail will serve both recreation and transportation functions.

Executive Summary

Provide strong connections to the Willamette River and the greenway.

- River Parkway will be a narrow, local street located near the riverfront.
- The east/west street grid will be differentiated in the north and south portions of the district to reflect the bend in the river.
- Key east/west streets will visually and physically connect the development and the riverfront.
- Green accessways will provide landscaped pedestrian and bicycle connections between the district's interior and the riverfront.

Provide flexibility to serve existing and future development.

- Parking regulations will set parking ratios allowed “by right,” with additional parking allowed if approved through a review process that considers transit service and other district transportation issues.
- Residential parking will be allowed to be shared and operated as short-term commercial parking if overall parking efficiencies are met and it is approved through Central City Parking Review.

District-wide Environmental Design proposals seek to...

Improve the environmental conditions of the district.

- Green accessways will provide surface stormwater management and landscaping that could connect to the greenway.
- An eco-roof bonus will provide an incentive for using this innovative stormwater management approach.
- Regulations will allow landscaped stormwater facilities next to buildings.
- Greenway improvements will include landscaping with native plants to provide wildlife habitat and the potential for landscaped stormwater detention and treatment.

District Development proposals seek to...

Target public funding to stimulate a critical mass of private investment in the district.

- Major infrastructure improvements will be phased to maximize the potential for private investment in the district, beginning with development of an OHSU “satellite” campus and related uses in the center of the district.

Aggressively seek funding from federal, state, local and other sources to assist with public infrastructure and amenities.

- Tax increment revenues and local private cost-sharing will be supplemented by other funding to provide needed improvements and desired amenities.
- Federal funding is being sought particularly for transportation and greenway improvements; initial EPA grants are supporting greenway planning.

Invest in infrastructure and urban amenities consistent with overall plan goals as private development occurs.

- Development agreements between the city and individual property owners will provide a tool for negotiating public and private commitments to meet plan goals on a site-specific basis.

Use public-private partnerships to finance some improvements and long-term maintenance of public facilities.

- Local improvement districts or other cost-sharing mechanisms will assist with streetcar, tram, parks and greenway installation and maintenance.
- The greenway design coordination plan will be developed through a public/private partnership to further define and realize the greenway vision.

INTRODUCTION



*South Waterfront area as it could appear from
the Willamette River's east bank.*

Introduction to the Documents

The *South Waterfront Plan* applies to an area previously known as North Macadam. During City Council's deliberations on the plan and its elements, Council changed the name from North Macadam to South Waterfront to more accurately reflect the area's relationship to downtown and the Willamette River.

The Bureau of Planning developed separate but interrelated documents as proposals for the *South Waterfront Plan* area (previously known as North Macadam). These documents were subject to public review and revision by the Planning Commission or the Design Commission. For orientation, the following chart shows how the documents work together as a set.

These documents, adopted by City Council, amend the *Central City Plan* and update the design guidelines and *Zoning Code* for South Waterfront. The plan provisions go into effect January 20, 2003. These documents also include policies, zoning code and design guidelines specific to the Willamette River greenway setback for the *South Waterfront Plan* area.

SOUTH WATERFRONT PLAN	
<p>Purpose</p> <ul style="list-style-type: none"> • Build upon the <i>Framework Plan</i> and the work of the North Macadam Steering Committee • Respond to new opportunities, issues and information • Provide detailed information about district concepts • Amend policies guiding land use processes • Set City priorities for future land use, transportation and greenway and parks projects • Identify priority projects and programs for the district 	<p>Authority/Review</p> <ul style="list-style-type: none"> • Bureau of Planning developed proposal reflecting policy and technical analysis, public input and technical advisors' recommendations • Planning Commission made recommendations based on public input and technical advice • City Council reviewed, revised and adopted the policies and vision by ordinance, based on public testimony and technical advice • City Council reviewed, revised and adopted the action items and other implementing measures by resolution, based on public testimony and technical advice • All other elements are advisory
ZONING CODE FOR SOUTH WATERFRONT	
<p>Purpose</p> <p>Provide land use regulations including development standards regulating:</p> <ul style="list-style-type: none"> • Building heights and building form • Floor area ratios • Building setbacks from streets and lot lines • Greenway standards including setbacks, allowed uses and landscaping requirements • Parking ratios and access limitations 	<p>Authority/Review</p> <ul style="list-style-type: none"> • Bureau of Planning developed proposal • Planning Commission made recommendations based on public and technical input • City Council reviewed, revised and adopted by ordinance, based on public testimony and technical advice
SOUTH WATERFRONT DESIGN GUIDELINES AND GREENWAY DESIGN GUIDELINES FOR SOUTH WATERFRONT	
<p>Purpose</p> <ul style="list-style-type: none"> • Guidelines for district-specific design issues • Development must also address the <i>Central City Fundamental Design Guidelines</i> 	<p>Authority/Review</p> <ul style="list-style-type: none"> • Bureau of Planning developed proposal • Design Commission made recommendations based on public and technical input • City Council reviewed, revised and adopted by ordinance, based on public testimony and technical advice

Context

Study Area

South Waterfront is a subdistrict of the *Central City Plan*. The boundaries of the South Waterfront plan area are shown in the aerial photo below. This is the area within which the adopted policies and regulations will apply. The northern boundary parallels the Interstate 5 freeway and the Marquam Bridge; the eastern boundary is the Willamette River; the western boundary generally follows the Interstate 5 freeway; and the southern boundary generally follows Hamilton Street. The district has about 140 acres of land and approximately 6,500 linear feet of riverbank along the Willamette River.



*Boundary of the South Waterfront subdistrict
of the Central City Plan District.*

History of Land Uses in South Waterfront

Prior to the City of Portland's dedication in 1851, riverfront land – formerly part of the area known as South Portland – was used and populated by Native Americans and early Oregon pioneers. Until the early 1900s much of the downtown area was covered by dense coniferous forest. However, historic records indicate a riparian forest of mixed conifer and deciduous trees on the South Waterfront site, making it a unique habitat on this reach of the Willamette River. Streams draining the west hills crossed the district on their way to the river.

By 1910, businesses that benefited from a riverfront location on the road between Portland and Oregon City began setting up shop in the area. These early businesses bought and sold machinery, hardware and supplies for a variety of building trades, and were a good complement to the burgeoning shipbuilding industries along the river. Power's Lumber Mill was located in the southern part of the district, taking advantage of the river transportation opportunities afforded by a waterfront location to receive logs from upstream. The road and railroad allowed easy transport of the milled lumber. A trolley repair shop, metal fabrication, dismantling shops, storage facilities and chemical manufacturing plants were the mill's neighbors.

Industrial businesses continued to dominate the South Waterfront landscape throughout the twentieth century. During World War II, maritime industries established a presence in the district. After the war, many acres along the river were used for dismantling and salvaging ships. Other activities included wire reclamation, concrete supplies, secondary aluminum smelting, miscellaneous salvaging operations, manufacture of agricultural chemicals and other assorted industrial operations.



*Willamette River and the South
Portland riverbank from
Terwilliger, 1915*



Power's Mill, early 20th century



*Aerial photo of South Waterfront
area, 1939*



River-related industry during the 1960s. Ross Island Bridge is in the background.

Until passage of national and local environmental policies and regulations in the late 1960s, waste from industry was dumped into the adjacent lands and water. This was the case in the South Waterfront area. The existing riverbank is an amalgamation of byproducts from the concrete, maritime and other manufacturing industries that located in the district for most of the last century. The former and current manufacturing and industrial uses have left behind significant contaminants contributing to an official brownfield designation for the district. (*“Brownfield” is an Environmental Protection Agency term for lands that are vacant or underdeveloped due to their actual or perceived contamination.*)

By 1966, completion of the I-5 freeway through Portland created a physical barrier to the district. Macadam Avenue, which had been the road to the Willamette Valley cities and towns to the south, became difficult to access. Railroads and trucks no longer had easy access to the now isolated South Waterfront area.

History of Zoning for South Waterfront

Portland passed its first zoning code in 1924. The code established four zones: 1) single family residence, 2) single or multifamily residence, 3) general business and light manufacturing, and 4) unrestricted. The area now known as South Waterfront was given the Class IV (Unrestricted District) designation, which was the most permissive zoning in the city. Any use that was allowed in any zone within the city and not prohibited by law was permitted in this stretch along the river.

Portland passed its second zoning code in 1959. This code recognized and reinforced the role of the automobile as the dominant mode of transportation. The South Waterfront area, separated from the rest of the Corbett-Terwilliger-Lair Hill neighborhoods by the Interstate Baldock freeway (I-5), was zoned for light manufacturing (M3).

The third citywide comprehensive zoning changes for the area took effect in 1990. South Waterfront was zoned CX, or Central Commercial. Allowed uses in the CX zone include residential, commercial, institutional and other miscellaneous categories. The only uses not allowed are warehouses and freight movement, railroad yards, waste-related businesses and mining. Industrial services are limited to 10,000 square feet of floor area per business to ensure that industrial uses do not dominate the commercial area and to limit the potential impacts of such uses on neighboring residential and commercial uses.

Area Land Uses at Plan Adoption

Much of the land in South Waterfront, particularly south of the Marquam Bridge, is vacant, with minimal new development for the past few decades, except in the southernmost part of the district. Zidell Industries continues to operate in the district, with an active barge building operation located south of the Ross Island Bridge. Other development includes commercial office buildings, storage facilities, warehousing, the Old Spaghetti Factory restaurant and world headquarters, and the Avalon Hotel and Spa.

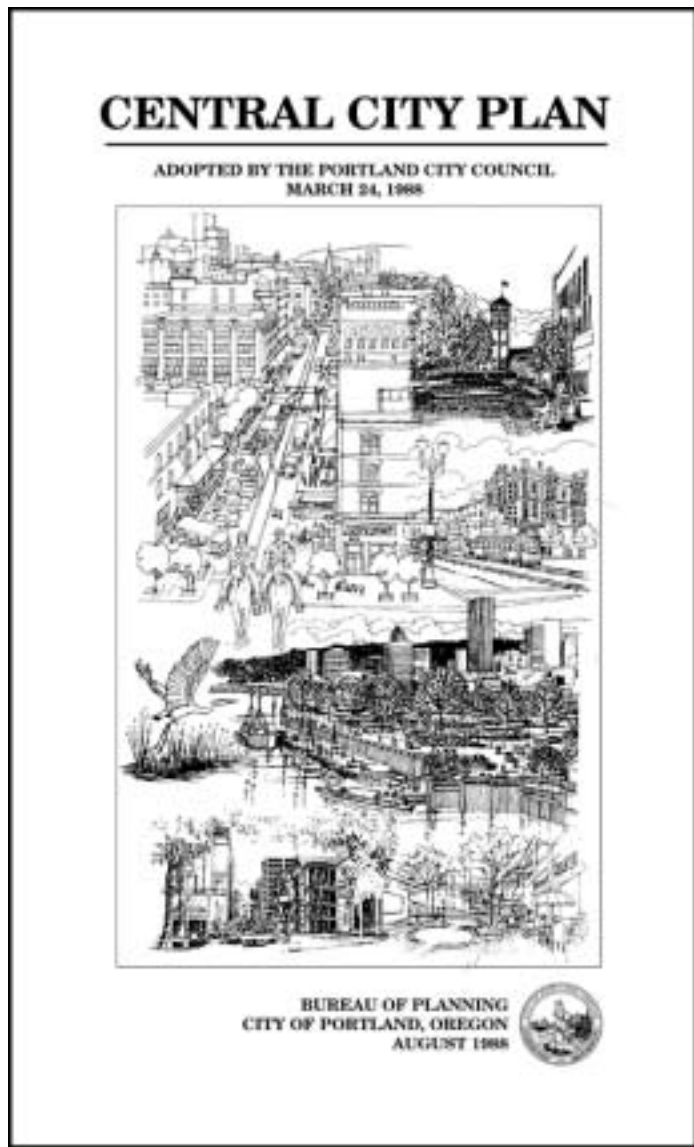


Zidell Industries has operated in the district for many years.

***SOUTH WATERFRONT VISION
AND POLICY 21***

Central City Plan

The *Central City Plan*, adopted by City Council in 1988, includes a vision statement, policies and action charts for 13 functional policy areas (such as economic development and housing) and eight subdistricts, including South Waterfront. The *South Waterfront Plan* includes amendments and additions to the existing policy and action items (provided in later sections of this document). These changes are intended to guide implementation of the concepts outlined in this plan.



South Waterfront Vision

The following vision statement is adapted from the *North Macadam District Framework Plan*. This vision statement will be included in the *Central City Plan* to provide additional detail about the public aspirations specific to South Waterfront. The policies, regulations, and other implementation actions outlined in the *South Waterfront Plan* are intended to help realize this vision. (For reference, the appendices of this plan include the original vision statement from the *North Macadam District Framework Plan*.)

The Neighborhood in the Year 2020...

The South Waterfront District is a vibrant urban neighborhood. The area derives its character, identity and attractiveness from its exemplary riverfront and high quality open space system; its compact, mixed-use developments; and significant employment opportunities. The district is a desirable location for jobs and residences because of its unique riverfront location and strong connections to other Central City neighborhoods. It features an efficient, well-planned and integrated transportation network that serves an eclectic and well-designed mix of buildings and open space. Densities are exceeded only by the nearby downtown, yet the district's architecture and design carefully incorporate human-scale elements and tremendous river views.

The Willamette River and greenway are the focus of the district and support a variety of users and activities and a diverse range of experiences throughout South Waterfront. The greenway is a showcase, blending nature into an urban setting. Its exemplary riverbank establishes a standard for stabilization and enhances habitat for fish and wildlife. Thanks to improvements to the South Waterfront riverfront, in combination with Oaks Bottom and a restored Ross Island, this portion of the Willamette River now supports conditions that enable native fish and wildlife to thrive.

Public access along the riverfront greenway complements private residential and commercial buildings oriented to their spectacular riverfront location. The greenway connects urban uses, commercial enterprises, public parks and plazas to adjacent neighborhoods. Special care has been taken to enhance and integrate natural resource values, views and a contemplative character within the greenway, and to accommodate adjacent uses, allow opportunities to access the river and support river health. All of this has been accomplished while providing a continuous pedestrian and bicycle trail that provides pleasant and safe opportunities for recreation and commuting.

The district integrates natural resource planning into its redevelopment. Ecologically-friendly approaches to stormwater management (such as eco-roofs and landscaped swales) and enhancement of the natural system for fish and wildlife produce widespread benefits for water and air quality and create an attractive place to live and work. "Green" pedestrian and bicycle accessways incorporate swales, visually and

South Waterfront Vision

functionally connecting the urban interior of the district with the natural elements of the riverfront.

The South Waterfront District provides a significant number and wide range of employment opportunities. A full range of businesses are present, from incubator to emerging businesses to corporate headquarters, all with opportunities to grow in the district. Many of the businesses are in technology-related fields, including medical and biotechnology connections with Marquam Hill. A diverse array of neighborhood residents, including people working in service jobs, managers and professionals have access to local jobs and take advantage of the opportunity to live close to work. South Waterfront continues to contribute to the city's share of regional job growth and to the vibrancy and vitality of the Central City.

The South Waterfront District is a diverse, inclusive riverfront neighborhood. The mix of incomes, household types, age, and race of residents generally reflect the diversity found in the city as a whole and is balanced with local employment opportunities. The specific housing needs of a full spectrum of residents were considered throughout the development of the district and are well served. The challenge of creating a public/private collaboration to finance and build an array of housing that is sufficiently affordable has been met with dramatic success.

South Waterfront provides many of the day to day recreational and commercial needs of residents and people who work in the district, as well as visitors. Retail opportunities are varied and support local residents and workers. Community meeting spaces are well integrated into the district and the Corbett-Terwilliger-Lair Hill neighborhood.

Local access and circulation are provided by a balanced mix of transit, pedestrian, bicycle and other modes, including automobiles. Mixed-use development is well served by a transit system that includes buses, streetcar and light rail service. Congestion at the portals to the district has been resolved. An integrated street network creates a safe and efficient environment for pedestrians, cyclists, transit and cars. Parking is adequate, but limited in quantity and designed to be subordinate to the high-quality urban environment created by buildings, open spaces, and the river.

In summary, South Waterfront is a urban, energetic riverfront community that fits its role and location in Portland's Central City.

Policy 21: South Waterfront

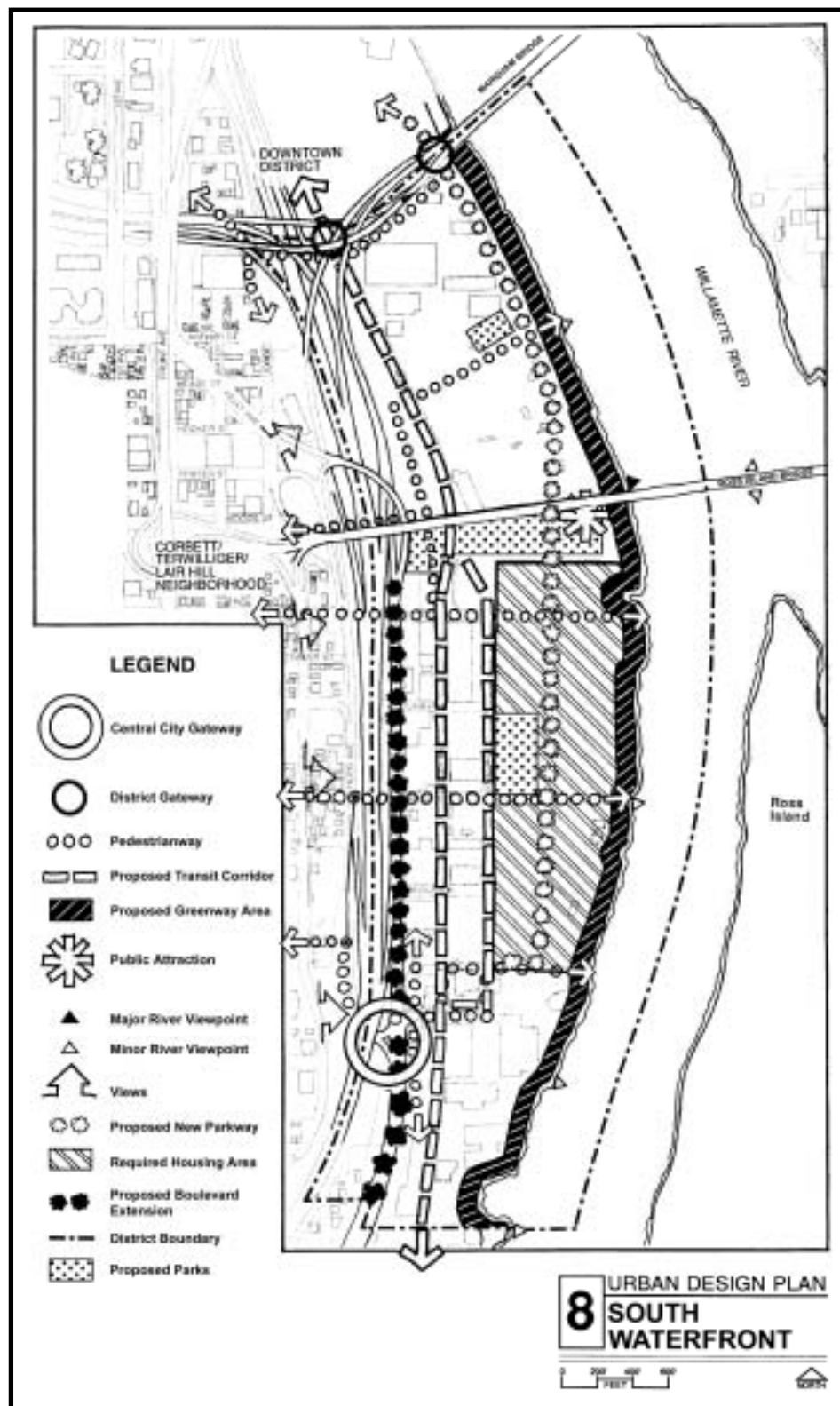
Background

Policy 21: South Waterfront is one of eight *Central City Plan* policies for subdistricts of that plan. As the *Central City Plan* is currently written, Policy 21 is accompanied by four further statements and eight action items. The *South Waterfront Plan* includes additional policies, objectives and action items (provided in later sections of this document) that will amend the *Central City Plan* and implement the concepts outlined in the *South Waterfront Plan*.

Policy 21:

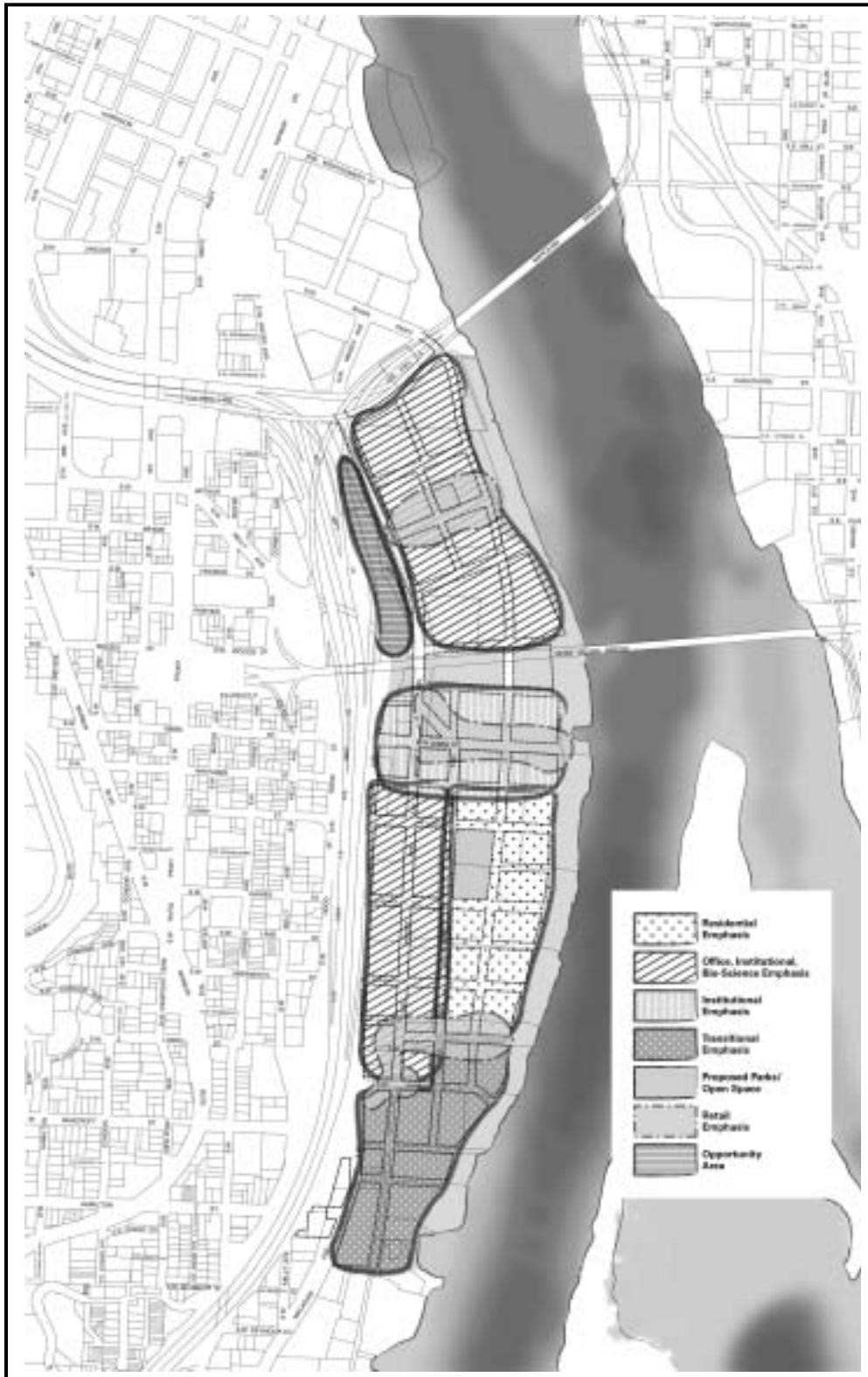
Create a vibrant urban neighborhood connected with and enriched by a clean and healthy river.

South Waterfront Vision



This map illustrates recommended revisions to the South Waterfront subdistrict of the Central City. Plan concepts are described in more detail in later sections of this document.

***LAND USE AND
URBAN FORM***



*Land Use and
Urban Form
Concept Map*

Land Use and Urban Form Policy and Objectives

Policies are general statements that describe a direction or preferred course of action. Once adopted, policies guide and direct planning, development and investment decisions. Objectives provide refinements of the policy and provide more detail about understanding, applying and implementing the plan. They also act as benchmarks against which progress can be measured.

Policy

Create a distinctive riverfront neighborhood of exceptional urban character with a diversity of jobs and housing.

Objectives

1. Support the role of the district as the southern gateway to the downtown urban core.
2. Promote building forms that respect the relationship of the district to the river and the adjacent neighborhoods.
3. Provide physical and visual connections to the Willamette River from both the district and the adjoining neighborhoods.
4. Integrate natural resource values related to water quality, stormwater, and fish and wildlife habitat into the district's infrastructure and urban form.
5. Recognize the historic elements of the district as it transitions from an industrial area to an urban mixed-use neighborhood.
6. Support development types and uses that encourage trips other than by single occupancy vehicles.
7. Promote pedestrian-oriented development that reinforces connections to transit facilities and the greenway and parks.
8. Encourage a complementary mix of housing, employment, retail, open space, recreational and institutional facilities.
9. Provide for 10,000 jobs and at least 3,000 housing units by 2019.
10. Provide at least 800 units of housing that would be affordable to households earning less than 120% of median family income (MFI) for the region, with at least 375 of these units affordable to those earning less than 50% of median family income.
11. Create housing throughout the district that is attractive and affordable to a broad range of households and incomes.
12. Encourage housing opportunities for those employed in the district and nearby job centers.
13. Promote both ownership and rental housing options.
14. Attract job-intensive businesses that support family-wage incomes.

Land Use and Urban Form Concept

Overview

South Waterfront is a subdistrict of the *Central City Plan* and it has been envisioned as an urban mixed-use neighborhood since that plan's adoption in 1988. The district is currently zoned CX (Central Commercial), which allows a wide variety of office, retail and housing uses at urban densities. That zoning designation was not changed as part of this planning effort. (See the "Introduction" for a more detailed accounting of the zoning and planning history of the district.)

The *North Macadam District Framework Plan* (henceforth referred to as the *Framework Plan*) set a goal of providing 10,000 jobs and 3,000 housing units within the district by the year 2019 (20 years after the *Framework Plan* was accepted by City Council). That goal continues to apply in this planning process.

Anticipated Land Uses

The *South Waterfront Plan* was developed based on assumptions about how land uses are likely to develop within the district. Key factors considered were the district's location along the Willamette River and its proximity to downtown and key institutions, such as Oregon Health and Science University. Within the district, the following were considered: site conditions, parcel size and configurations, proximity to existing and proposed streets, location within the district, jobs and housing goals, current development standards and ownership patterns. Based on evaluation of the district's characteristics, the following assumptions were made:



*University of Massachusetts (Worcester)
Research Laboratory Building*

Office and research uses are expected to concentrate in the northern portion of the district, near the Marquam Bridge and the Ross Island Bridge, and along the western edge of South Waterfront, which is served by Moody Avenue. Noise impacts from the I-5 freeway and Macadam Avenue make these areas less suited to residential development.

Residential uses are expected to cluster east of Bond and south of Gibbs. This area has many attributes, including its views of Mount Hood, Ross Island, the West Hills, and downtown and its distance from the noise-generating I-5 and Macadam.

These and other attributes suggest that this area could serve as a prime location for the district's residential core.

Retail uses are expected to be focused along Arthur, Gibbs and Lowell. These strategic east/west streets provide key connections between the urban portion of the district and the riverfront. District-serving retail uses, rather than regional retail, are anticipated because of South Waterfront's transportation constraints.

Mixed-use currently exists in the area south of Bancroft, where the most recent development activity in the district has occurred. Existing industrial uses are located in the area along with newer mid-rise offices, a restaurant and a hotel. This area is expected to continue to have a mix of uses and provide a transition from the less intensely developed John's Landing community to the more urban environment of South Waterfront.

Urban Form

Building scale. The land use and urban form concept envisions a vibrant urban neighborhood organized around public gathering places and enriched by its connections with the river. Expectations for scale of development have changed over the last few years. As the aspirations for the greenway width have increased (recommended for an average of 150 feet, as described in the "Greenway and Parks" chapter), there has been a corresponding rethinking of the allowable building height in the district.

The district's urban form is planned to be similar in scale to development within the Lloyd District and the River District, which includes the Pearl District. Building heights of 125 – 250 feet are allowed, with opportunities in some areas to reach 325 feet if design excellence is assured, a contribution is made to an open space fund and the building profile meets standards typical of bioscience or residential uses. In much of the South Waterfront district, a development must gain floor area bonuses, which grant additional allowable building mass in exchange for the provision of certain public benefits, in order to realize the greater building heights. In South Waterfront, bonuses are recommended for providing open space or additional greenway area, funds to support development of the district's open space network, affordable housing, eco-roofs and other identified public objectives.



Northwestern University's Robert H. Lurie Medical Research Center

Visual access. The adopted land use provisions strive to allow for views into and through the district by limiting certain building dimensions. For instance, buildings

located on specific east/west streets must “step back” from the street, for the portion of the building over 50 feet in height. This enlarges the visual corridor along these rights-of-way, when looking through the district from the east or west. In addition, the width of the river-facing façade of buildings is limited, for that part of the structure over 75 feet in height.

Pedestrian orientation. The plan seeks to create attractive pedestrian environments throughout the district. The adopted zoning code requires buildings along key streets in the district to be designed to accommodate active ground floor uses, including retail, office and housing, to ensure a visually-interesting streetscape. In much of the district most of the buildings are required to be built no farther than 12 feet from the sidewalk, with landscaping allowed in that area to provide a pleasing pedestrian experience and allow onsite surface stormwater management.

Housing

South Waterfront’s proximity to the Willamette River and downtown offers the opportunity for the evolution of a unique mixed-income, urban neighborhood. The neighborhood’s vitality and livability will be characterized by the opportunity for citizens to work and play near where they live.

Future residents will be attracted to South Waterfront because of its easy access to nearby employment centers, cultural and entertainment amenities, neighborhood retail services and restaurants, and healthcare facilities on Marquam Hill. Residents’ choices for housing within South Waterfront will be influenced by proximity to the Willamette River, public open spaces and transit.



Example of high-rise residential development near False Creek, Vancouver, BC.

The anticipated resident profile for South Waterfront includes:

- Younger, professional couples,
- Empty-nesters who have downsized from larger homes,
- Workers in or near the district, Marquam Hill or downtown,
- Small families, and
- Seniors.

During the *Framework Plan* process, housing goals were established to support creation of a rich and diverse neighborhood with expected housing production of 3,000 units with a minimum of 788 affordable units. These targets were arrived at through public outreach and meetings with property owners, public agencies, affordable housing advocates, and the general public.

The affordability and range of building types in South Waterfront will also be influenced by potentially higher construction costs due to environmental mitigation, location of the

flood plain and parking constraints. Specific strategies will be necessary to ensure that opportunities are realized.

The policies, *Zoning Code* and action items outlined in the adopted plan are intended to support the realization of the following housing-related aspirations:

- Provide a wide range of housing type options – including low-income, moderate-income and market-rate rental and owner-occupied housing – to support prospective residential markets in, adjacent to and near South Waterfront.
- Develop high-quality housing in a manner that provides housing opportunities across a range of household incomes, including low- and very low-income households.
- Promote and encourage a density of housing in South Waterfront that supports transit orientation and ridership, and that accommodates the City's housing unit growth goals in this Central City location.
- Encourage programs that create linkage between employment and housing in or near South Waterfront. Pursue an appropriate balance of jobs and housing to ensure vitality and reduce congestion.
- Promote housing that supports and enhances the attraction of new jobs to the Central City and creates residential linkages with the research and medical facilities on Marquam Hill.
- Promote the development of housing within South Waterfront that supports a connection with the surrounding neighborhood and provides increased housing opportunities for nearby residents and workers.
- Support the production and maintenance of substantial and well-designed housing by developing and supporting services and amenities necessary for a high-quality neighborhood.

Expected Housing Production

While urban renewal funds will be a primary tool for financing affordable housing, other resources will be needed to meet housing goals, including zoning code incentives, the federal Section 8 program, tax abatements, agreements with the private development community, and projects and programs sponsored by nonprofit housing agencies.

Development of a housing implementation strategy will determine how to best use these tools and meet affordability goals. Continued development of housing and jobs programs will be particularly important with implementation of the *South Waterfront Plan* as changes in the planned built environment will impact the feasibility of realizing jobs and housing goals from the *Framework Plan*.

Land Use and Urban Form

The following affordable housing unit production targets, initially developed in the *Framework Plan* process, are recommended:

Targeted Affordable and Moderate Income Units

Percent of Median Family Income	Affordable Rental Units	Affordable Ownership Units	Total Affordable Units
Up to 30 %	166	0	166
Up to 50 %	211	0	211
Up to 80 %	205	0	205
Up to 100 %	129	43	172
Up to 120 %		34	34
<i>Total</i>	711	77	788

Implementing the Land Use and Urban Form Concept

Zoning Code

The *Zoning Code* is one of many tools to implement the *South Waterfront Plan* concepts. Because South Waterfront is part of the *Central City Plan*, zoning regulations for the district are located primarily within the Central City Plan District section of the *Zoning Code*. The following summarizes the adopted changes to the *Zoning Code* for South Waterfront. The complete *Zoning Code* recommendations and associated commentary is provided in a separate document: *Zoning Code for South Waterfront*.

Basic structure note: Upon adoption, most regulations related to South Waterfront are now placed into the “Central City Plan District” chapter (Chapter 33.510) of the *Zoning Code*. Additional regulations are located in Chapter 33.272, Chapter 33.808, Chapter 33.815 and Chapter 33.851. The existing “Greenway” chapter has been revised to include a cross reference to the Central City Plan District; i.e., the “Greenway” chapter no longer applies within South Waterfront, and all relevant regulations are duplicated in the Central City Plan District.

USE REGULATIONS

Use regulations state which land uses are permitted or allowed by right in each base zone. These regulations also state which uses are allowed in limited situations, which are conditional uses and which are prohibited.

Previous Regulations	Adopted Regulations
CX base zone regulations applied	Limit Retail Sales and Service use in CX as follows: <ul style="list-style-type: none">• Up to 40,000 square feet allowed by right• Greater than 40,000 square feet with conditional use review• Greater than 60,000 square feet prohibited
Within required residential development area, housing was required at a density of at least 1 unit per 2,900 square feet of net site area	<ul style="list-style-type: none">• Within existing required residential development area, increase required housing density to 1 unit per 1000 square feet of net site area• Allow requirement to be transferred to another site in the district
Drive-throughs were allowed in South Waterfront	Prohibit drive-throughs in South Waterfront

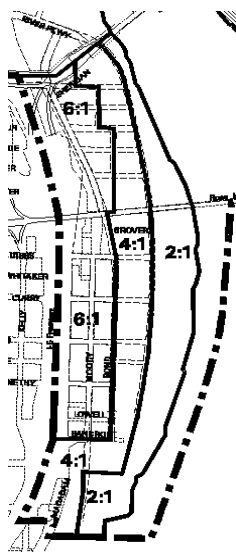
DEVELOPMENT STANDARDS

Development standards regulate the size, bulk, mass or siting conditions of particular types of buildings or uses located within any designated base zone.

Floor Area Ratios

Previous Regulations

Base Maximums



Maximums with bonuses and transfer of floor area: 9:1, 7:1, 5:1

Adopted Regulations

Base Maximums



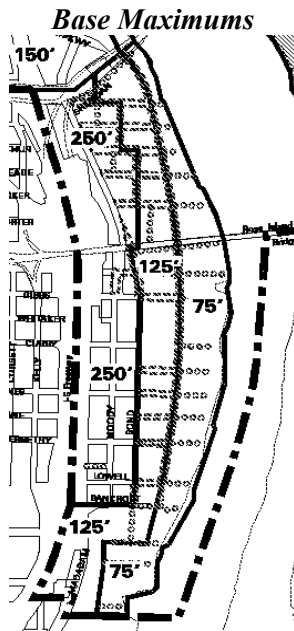
Maximums with bonuses: 8:1, 7:1
Maximum with transfer of floor area or use of particular bonuses: 9:1
No more than 2:1 FAR may be earned on a site through the use of bonuses unless taking advantage of a greenway or parks-related bonus.

Notes

1. For the purposes of calculating FAR, a “site” can include entire ownership across streets. Under the existing code, it is up to the applicant to define “site.” If site includes greenway area, greenway FAR is available for use elsewhere on site.
2. The use of FAR from streets being created as part of the development is not being counted towards overall FAR. This proposal will already result in more floor area in the district than allowed today without streets being included.
3. Above-ground structured parking is included in FAR.

Height

Previous Regulations



No bonus heights were allowed in South Waterfront.

Adopted Regulations



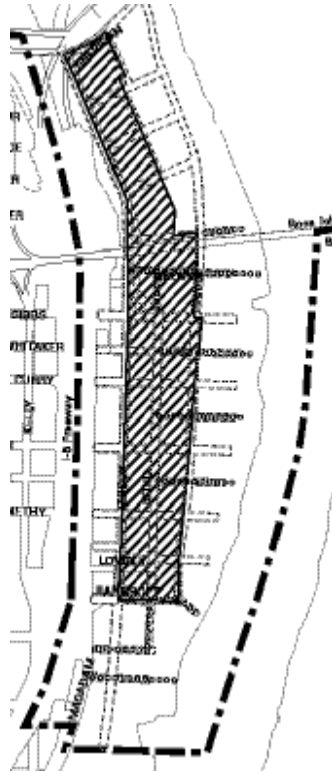
Maximums with FAR bonuses: 250'
(except within 150' from top of bank
where no bonus height is allowed)

*Maximum if taking advantage of special
provisions in height opportunity area: 325'*

Floor Area Ratio and Height Bonus Options

Previous Regulations		Adopted Regulations	
Floor area and/or height were earned when a project included any of the following features:		A targeted set of floor area and height bonus options are offered as incentives to encourage facilities and amenities. A special “height opportunity area” is established.	
FAR bonuses <ul style="list-style-type: none"> • Willamette River Greenway • Affordable Housing Replacement Fund • Middle-income housing • Residential • Day care • Retail use • Eco-roofs • Rooftop gardens • Water features • Percent for art • Locker room 	Height bonuses No height bonuses were available in South Waterfront	FAR bonuses Proportional bonuses provided for: <ul style="list-style-type: none"> • Willamette River Greenway • Open Space Fund • Affordable Housing Replacement Fund • Middle-income housing • Large dwelling units (3+ bedrooms) • Eco-roofs • Water features or public fountains 	Height bonuses For sites with a base height of 125': <ul style="list-style-type: none"> • Height of 250' with the use of a bonus or transferred floor area, except within 150' of top of bank Height opportunity area For sites between River Parkway and Bond (see map on page C-13): <ul style="list-style-type: none"> • Height up to 325' allowed through design review, under specific conditions, including contribution to open space fund

Adopted Regulations



South Waterfront Height Opportunity Area

 Area eligible for additional height under 33.510.205.G

Notes

1. Regulations delete existing bonuses for residential use, day care, retail uses, “Percent for Art” and rooftop gardens in South Waterfront (the bonus for eco-roofs continues).
2. The locker room bonus option that applies elsewhere in the Central City does not apply to South Waterfront; instead locker rooms and secure bicycle parking are required for any proposal that will add at least 100,000 square feet of nonresidential floor area to a site.
3. Sites north of Lowell with river frontage must take advantage of the South Waterfront greenway bonus before they can take advantage of other bonuses. This bonus is also amended to increase the amount of floor area a site will gain through the use of the bonus.
4. The large dwelling unit bonus encourages the development of larger dwelling units (3 or more bedrooms) in residential projects to support the desire to see a diversity of housing types within South Waterfront.
5. Floor area earned from bonuses is transferable—transferred bonus is accompanied by transferred height.

Transfer of Development Rights (TDRs)/Transfers

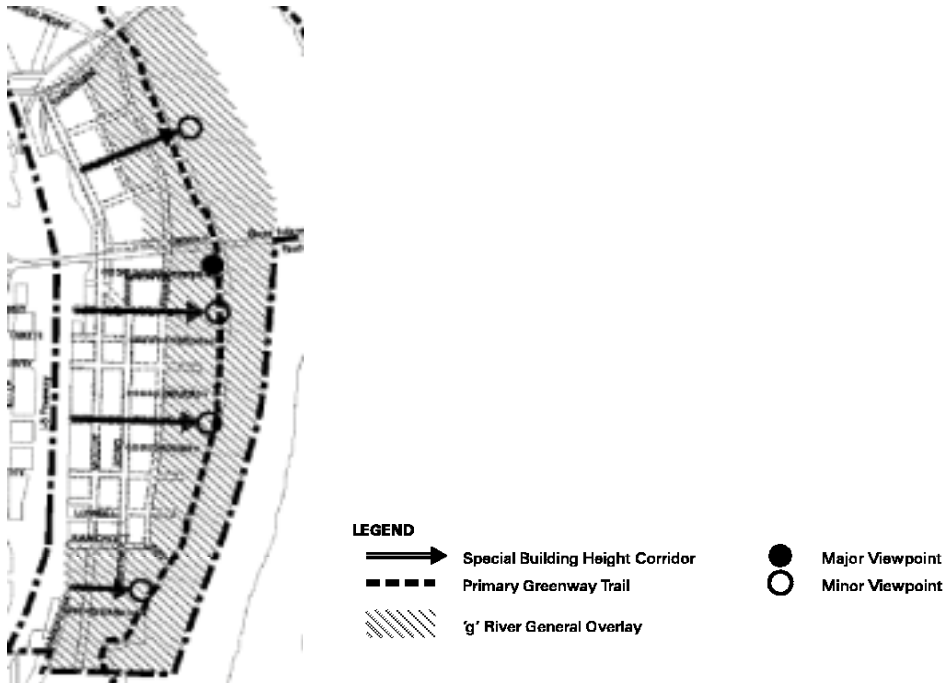
Previous Regulations	Adopted Regulations
Floor area (including bonus floor area) could be transferred between abutting lots within a site or sites being developed jointly	Floor area (including bonus floor area) may be transferred between non-abutting sites and need not be developed jointly– both sending and receiving sites must be located within South Waterfront
Up to 100' of height could be transferred from open space but could require a Type III review (receiving site must be outside South Waterfront subdistrict)	This option is no longer available in South Waterfront due to redundancy with new subdistrict provisions

Special Building Height Corridors and Tower Orientation

Special building heights along designated east-west corridors and tower orientation standards provide visual access to the greenway from the west and to the Tualatin Hills ridge line from the east. The resulting urban form will be varied, and designated streets will benefit from access to more light.

Previous Regulations	Adopted Regulations
No special orientation standards	<ul style="list-style-type: none"> • Ensure views into and through the district by limiting the north-south dimension of a building (above 75' in height) to no more than 125' in width • Limit maximum building height to 50' on the portion of the site that is within 50' of the centerline of designated street corridors • Height limits along greenway: <ul style="list-style-type: none"> - within 125' of top of bank, limit is 75' - within 150' of top of bank, limit is 125'

Special Building Height Corridors



Required Building Lines

Required building lines are intended to enhance the urban quality of the Central City Plan District.

Previous Regulations	Adopted Regulations
Along streets designated on the map (see below), building walls were required to be within 12' of the lot line for at least 75% of the length of the lot line	Along streets designated on the map (see below), building walls are required to be within 12' of the lot line for at least 75% of the length of the lot line
Only hardscaping was allowed within the 12' setback	Allow landscaping (which could have a stormwater treatment function) within the 12' setback

Previous Regulations



Adopted Regulations



Accessway Setbacks

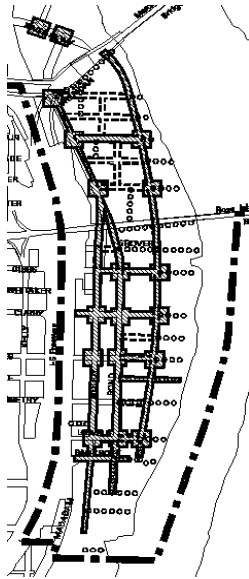
Accessways are generally extensions of existing and planned east-west public rights-of-way and may or may not provide vehicular access. Accessways provide safe and convenient bicycle and pedestrian connections to and from the greenway trail.

Previous Regulations	Adopted Regulations
No existing regulations	<ul style="list-style-type: none">• Require building setback of 30' from centerline of east-west accessways east of River Parkway• Require special landscaping in setback between accessway and building

Ground Floor Active Uses

The ground floor active use standards are intended to reinforce the continuity of pedestrian-active, ground-level building uses. The standards also help maintain a healthy urban district through the interrelationship of ground-floor building occupancy and street level accessible public uses and activities. Active uses include but are not limited to: lobbies, retail, residential, commercial and office.

Previous Regulations



In the mapped area, buildings must be designed to accommodate active building uses:

- 50 percent of street facing façade
- 12 foot floor to ceiling on ground floor
- 25 foot depth
- Parking cannot be located within the required space

Adopted Regulations



Existing ground floor active use standards continue to apply to different mapped streets (see above)

Required Windows Above the Ground Floor

Windows on building facades above the ground floor ensure opportunities for active uses, contribute to the skyline, and add interest to the built environment in the area near the streetcar alignment.

Previous Regulations	Adopted Regulations
<p>In the River District, any portion of a site that is EX-zoned and within 200 feet of a streetcar alignment must meet these regulations:</p> <ul style="list-style-type: none">• Windows must cover at least 15% of the area of street-facing facades above the ground level wall areas (in addition to any required ground floor windows)• Ground level wall areas include all exterior wall areas up to 9' above the finished grade <p>(These regulations did not apply in South Waterfront)</p>	<p>Extend the River District's regulation requiring windows above the ground floor within 200' of the streetcar alignment to apply to CX-zoned properties within South Waterfront</p>

South Waterfront Design Guidelines and Greenway Design Guidelines for South Waterfront

Design guidelines are the city's tool that best addresses qualitative issues of development character, to be determined in a discretionary process. The *South Waterfront Design Guidelines and Greenway Design Guidelines for South Waterfront* replace the *Special Design Guidelines for the North Macadam District of the Central City Plan* (1992) and provide district-specific greenway guidelines to be used in place of the *Willamette Greenway Design Guidelines* (1979), which apply citywide. The *Greenway Design Guidelines for South Waterfront* are provided in the "Greenway and Parks" section of this document.

South Waterfront Design Guidelines

A1-1 Develop river edge variety:

Vary the footprint and facade plane of buildings that face the Willamette River to create a diversity of building forms and urban spaces adjacent to the greenway.

A4-1 Integrate ecological concepts in site and development design:

Incorporate ecological concepts as integral components of urban site and development designs.

A4-2 Integrate stormwater management systems in development:

Integrate innovative stormwater management systems with the overall site and development designs.

A5-1 Consider South Waterfront's history and special qualities:

Consider emphasizing and integrating aspects of South Waterfront's diverse history in new development proposals.

When included in the development proposal, integrate works of art and/or water features with site and development designs.

B1-1 Facilitate transit connections:

Orient the main entrances of buildings at streets served by public transit to conveniently and directly connect pedestrians with transit services.

B1-2 Enhance accessway transitions:

Integrate landscape elements within accessway setback areas with accessway transportation components to enhance transitions from South Waterfront's interior to the greenway.

B2-1 Incorporate outdoor lighting that responds to different uses:

Place and direct exterior lighting to ensure that the ground level of the building and associated outdoor spaces are well lit at night.

Integrate exterior lighting so that it does not detract from the uses of adjacent areas.

C4-1 Develop complementary structured parking:

Develop, orient and screen structured parking to complement adjacent buildings, reduce automobile/pedestrian conflicts and support the pedestrian environment.

C13-1 Coordinate district signs:

Consider the development of a master sign program that integrates the sign system with the development's overall design.

Land Use and Urban Form Action Chart

Authority and Purpose

This action chart is one of five that, in combination, updates the *Central City Plan* action chart for Policy 21: South Waterfront.

An action chart is a list of strategies identified by the City to implement the vision, policies and objectives of the plan. Adopted by City Council through a resolution, action charts include timeframes within which the actions are expected to occur. Each action has one or more parties (public and private) listed to indicate who will implement the action; implementors have expressed interest in and support for the action, with the understanding that circumstances may change and some actions may be adjusted and/or replaced with more feasible proposals over time.

Strategies identified in this action chart fall into one of three categories:

- ***Projects***: These are actions with clearly defined missions that can be completed within a given timeframe.
- ***Programs***: These are ongoing actions requiring continued organizational support.
- ***Regulations***: These include zoning code changes, design guidelines and other legislative actions. Oregon state law requires that regulations needed to implement a policy must be adopted at the same time as the policy.

For a list of action item implementors, see Appendix D.

LAND USE AND URBAN FORM ACTION CHART

#	Actions ¹	Timeframe				Implementors ²
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
PROJECTS						
SW LU 1	Develop a program to support the district 's role as a gateway to the Central City.			X		BOP, PDC, PDOT, Private
SW LU 2	Analyze the implications on district infrastructure of providing an additional 2,000 housing units by 2019.				X	PDC, BOP, Parks, PDOT
PROGRAMS						
SW LU 3	Create incentives for the development of mixed-use buildings that include structured parking, residential and/or commercial development.		X			BOP, PDC, BDS
SW LU 4	Promote the creation of housing incentive programs, by public agencies, in areas of required housing.			X		PDC
SW LU 5	Assist those employed in the district to become owners and renters of housing in the district.			X		PDC, HAP, Private
SW LU 6	Develop incentives to encourage the construction of housing at 120 percent of median family income or lower.		X			BOP, PDC
SW LU 7	Establish a marketing and business assistance fund that supports the district's employment goals targeting quality jobs that pay at least 200 percent of the minimum wage.		X			PDC
SW LU 8	Develop a Housing Implementation Strategy to achieve the district housing goals, including the production target for at least 788 affordable housing units.		X			PDC, HAP, Private

Land Use and Urban Form

#	Actions ¹	Timeframe				Implementors ²
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
SW LU 9	Develop units to fulfill district expected housing production goal of 3,000 units, including target for at least 788 affordable units, as are further defined by income level (related to Median Family Income): Up to 30% MFI – 166 units Up to 50% MFI – 211 units Up to 80% MFI – 205 units Up to 100% MFI – 172 units Up to 120% MFI – 34 units Total – 788 units		X			PDC, HAP, Private
SW LU 10	Develop an economic development strategy to achieve the district employment goals, as stated in the <i>Framework Plan</i> , including a bioscience industry strategy to fully complement institutional development in the district.			X		PDC, Private
REGULATIONS						
SW LU 11	Create new use and development standards for the South Waterfront subdistrict of the <i>Central City Plan</i> district.	X				BOP
SW LU 12	Adopt the <i>South Waterfront Design Guidelines and Greenway Design Guidelines for South Waterfront</i> .	X				BOP

NOTES

1. The Portland City Council approves this action chart by resolution. It is a starting place. All actions must have at least one identified implementor. Actions are adopted with the understanding that some will be adjusted and others replaced with more feasible proposals.
2. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to carry out the action.

GREENWAY AND PARKS



*Greenway and
Parks Concept
Map*

Greenway and Parks Policy and Objectives

Policies are general statements that describe a direction or preferred course of action. Once adopted, policies guide and direct planning, development and investment decisions. Objectives provide refinements of the policy and provide more detail about understanding, applying and implementing the plan. They also act as benchmarks against which progress can be measured.

Policy

Create an exemplary open space network that embraces the river as the district's "front yard" and provides a range of urban amenities, beauty and ecological functions.

Objectives

1. Encourage a diversity of well-designed open spaces throughout the district to serve residents, employees, and visitors to the district.
2. Promote design and investment, both public and private, that reflects a complementary relationship between the built environment and open space in the district.
3. Implement the city's vision for the greenway, guided by a design coordination plan, developed through a public-private partnership.
4. Integrate elements that reflect the site's history into the development of the greenway and parks.
5. Develop an implementation program, based on a public/private partnership, for acquisition, construction, operations and management of the greenway and parks facilities.
6. Provide incentives for the private sector to contribute to the quality and quantity of open space in the district.
7. Complete the Willamette River greenway and greenway trail connecting it with the rest of the 40-Mile Loop Trail.
8. Design the greenway trail to accommodate bicyclists and pedestrians for both recreation and commuting.
9. Provide opportunities along the river for recreation, education, contemplation, and observation of the natural world.
10. Within the greenway, build communities of native vegetation that offer visual variety and functional and enhanced habitat for wildlife.
11. Integrate riparian habitat enhancements on the bank with enhanced upland habitat.
12. Improve riverbank and in-water conditions to provide enhanced fish and wildlife habitat.

Greenway and Parks

13. Ensure riverbank stability to prevent erosion through a mix of structural and non-structural (bioengineered) approaches.

Greenway and Parks Concept

Overview

South Waterfront's greenway and parks system is designed to enliven and beautify this urban neighborhood. Aspirations for the greenway reflect local commitment and efforts to revitalize the Willamette River as a healthy natural system, a recreational resource, and an inviting destination—the centerpiece of the city. The greenway is envisioned as an undulating riverfront area, averaging 150' in width, that will provide those living and working in the area with access to the river, trails for walking and cycling, and places to sit, relax and enjoy views. The greenway will connect with the regional trail system and support regional goals to restore and protect the health of the river.

Neighborhood parks in the district will add to the regional parks system and will fulfill the needs of the new district population, reducing reliance on adjacent, park-deficient areas. Locally, the district's neighborhood parks will add character and identity to South Waterfront and can serve as a strong incentive and amenity for residential growth in the area.

The Bureau of Parks and Recreation has set 2.28 acres per 1,000 population as the current citywide level of service for neighborhood parks. This means that of the approximately 140 acres of land in South Waterfront plan area, a little over 18 acres should be set aside for this use. The parks described below will meet that standard with a diversity of spaces – a half-acre urban plaza, an approximately three-acre neighborhood park in the southern portion of the district and the larger Ross Island Bridge Park. Also factored into the equation is the trail area of the greenway and South Waterfront Park, which are within a 10-minute walk of the district.

The greenway and parks system is anticipated to be implemented over time through a range of incentives, tools and public/private partnerships. Land acquisition for parks, either by donation or purchase, will proceed based on redevelopment timing. Tax increment financing, Bureau of Parks and Recreation funds, and grants and donations are all expected to contribute to park development. The goal, through a variety of mechanisms and funding strategies, is to design and build an exemplary greenway and set of neighborhood parks.

Greenway

River Renaissance Vision

The South Waterfront greenway is a physical expression of the City's River Renaissance vision, a vision that articulates Portland's desire for a sustainable future in which goals for environmental, economic and social health are in harmony. The vision imagines a healthy Willamette River in which a natural river system thrives and coexists with prosperous industry and vibrant business districts and neighborhoods. As a newly redeveloping subdistrict of the Central City, South Waterfront presents an unprecedented opportunity to deliver on all these fronts.

Greenway and Parks

The City, through the River Renaissance vision, has expressed a strong commitment to revitalize the Willamette River and its watersheds through five themes:

- Ensure a clean and healthy river for fish, wildlife, and people.
- Maintain and enhance a prosperous working harbor.
- Embrace the river as Portland's "front yard."
- Create vibrant waterfront districts and neighborhoods.
- Promote partnerships, leadership and education.

Aspirations for the Greenway

The South Waterfront greenway will implement the River Renaissance theme of a "clean and healthy river" through restoration of a system of natural functions supporting improved water quality and creation of streamside habitat for fish and wildlife on this long-disturbed industrial site. In-water work that directly improves fish habitat can be created and integrated into the overall design of the greenway, where opportunities exist.



Sketch of New Willamette River Greenway in South Waterfront

The greenway can also provide stormwater management facilities that collect, store and filter stormwater before it enters the river.

To express the River Renaissance theme of the Willamette River as "Portland's front yard," the South Waterfront greenway will create an exciting riverfront destination, improve river access and connect new and existing neighborhoods to and across the river, through trails, bikeways and view corridors.



The completed greenway trail through South Waterfront will provide a continuous recreational and transportation corridor, mirroring the historical and traditional role of the river as a transportation channel. The South Waterfront greenway will provide a key link in the existing trail system, joining the trail at River Forum to the south with South Waterfront Park to the north. The trail will serve all types of users – bicyclists, walkers,

joggers, in-line skaters, skateboarders and more – and will be designed to be comfortable for people of all ages and abilities. A split trail, separating wheels and pedestrians, will increase safety and enhance the respective experiences of trail users.

Public access to the water's edge, so highly valued by Portland's citizens, will be provided at three to five points along the South Waterfront greenway. An anticipated location for a water taxi landing is at the river's edge, under or by the side of the Ross Island Bridge. This is fairly central to the district and is proximate to Gibbs Street and the transportation hub of the district. The water taxi stop may be designed in conjunction with a public viewpoint, as this location has wonderful views of both Ross Island and Portland's skyline.



A range of active and passive riverfront experiences in the South Waterfront greenway will strengthen the regional and waterfront economy through enhanced waterfront livability and environmental health, expressing the “vibrant waterfront” theme of River Renaissance. And, South Waterfront will set an example of how the community works together, through public and private “partnerships, leadership and education” to attain a renewed and revived waterfront.

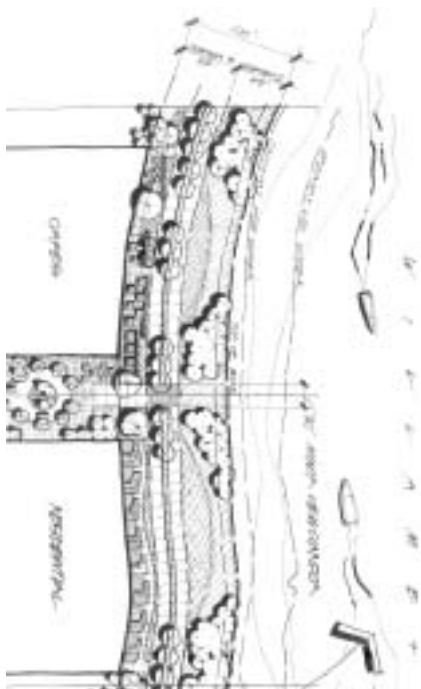


Design Coordination Plan

To achieve the highest quality greenway for South Waterfront, there is strong interest in designing the greenway as a unified whole with participation by all stakeholders. A “greenway design coordination plan” is the preferred tool to provide consistent design quality and flexibility beyond what the zoning code can provide. For example, viewpoint, river access or focal points (such as public art or water features) can be planned with the whole South Waterfront greenway in mind – based on site characteristics and opportunities, rather than by ownership patterns. In addition, the plan can provide certainty over time for property owners, as well as efficient and coordinated permitting.



Participation in a design coordination plan by property owners will be encouraged but is voluntary; owners will have the option of relying on the *Zoning Code* as an alternative.



Plan view of Adopted Greenway
Courtesy of Mayer/Reed

Greenway Zoning Code

Property owners who choose not to participate in the design coordination plan must develop their portion of the South Waterfront greenway in accordance with standards in the *Zoning Code*. The greenway code is written to accommodate three distinct functions: an activity area that blends urban uses with the outdoors; landscaped trails for pedestrians, cyclists and skaters; and a reestablished natural area, designed to improve conditions for river health, fish and wildlife.

- Activity Area. This 25' wide portion of the greenway will allow outdoor urban uses to provide a transition between the district's development and the trail, natural areas and river beyond.

gardens or outdoor recreation and, at the same time, residents can walk out their doors and join the adjacent trail. For businesses, the activity area will provide a place for terraces, café tables and other activities that can complement other uses in the greenway, providing a varied, active and visually vibrant outdoor

environment. For housing along the greenway, the activity area will provide opportunities for patios, gardens or outdoor recreation and, at the same time, residents can walk out their doors and join the adjacent trail. For businesses, the activity area will provide a place for terraces, café tables and other activities that can complement other uses in the greenway, providing a varied, active and visually vibrant outdoor environment. A limit on impervious pavement will contribute to water quality functions that are important in close proximity to the river.



Example of walking path and bikeway, Vancouver BC

- Trail. Providing for a diversity of human activities and experiences is an important function of the greenway. The adopted zoning code calls for a trail that separates wheels (bicycles, skaters, skateboards, etc.) from pedestrians in two 12' trail sections, separated by a 6' landscaped buffer, in order to minimize user conflicts and increase trail users' safety and comfort. South Waterfront's close proximity to downtown suggests that there will

be strong use of the trail by all types of users, warranting the separation of uses. Well-designed split trails minimize conflict and potential for injury, improve the

visual impact by breaking up the pavement with landscaping, and allow for the potential use of permeable pavement in pedestrian areas.

- Ecological Areas. The adopted zoning code reflects an emerging knowledge of riparian and floodplain ecosystems of large, low gradient rivers, as well as a broader city aspiration to achieve a healthy river and healthy watersheds in the urban environment. Some of the specific functions that will be addressed by the treatment of the greenway and riverbank include channel dynamics, water quality, fish/aquatic habitat and wildlife habitat. This 45' wide portion of the greenway, measured from the top of bank, will have the highest planting standards and the lowest level of human interaction.



Example of natural area, Ross Island

Tools to Achieve the Greenway

Aspirations for the greenway include an average width of 150' to accommodate a range of functions described above. A number of tools have been identified to achieve a wider greenway beyond the base average width of 100 feet called for in the *Zoning Code*. Selected approaches will be tailored to each property owner's needs, utilizing a variety of tools. Tools identified to date include:

- minimum standards in the zoning code;
- incentives for additional setback through building height and FAR bonuses;
- transfer of development rights to other sites in the district;
- conservation easements;
- land acquisition by the City of Portland;
- development agreements with the Portland Development Commission; and
- public/private management partnerships.

Under the *Zoning Code for South Waterfront*, a private property owner is obligated to make basic improvements to the riverbank, including landscaping such as trees, shrubs and ground cover. Property owners will also be required to provide an easement for the greenway trail.

The *South Waterfront Plan* includes changes to the allowable development potential (measured as floor area ratio or FAR) and building heights in the district as a way of offsetting site development costs related to the new greenway regulations. In addition, the *Zoning Code* allows the development potential of the setback area to be transferred to other portions of a development site. This allows developers to realize the maximum development potential of their property with the greenway being developed based on the residual value of the setback itself.

Greenway and Parks

Under the design coordination process, the City will be responsible for greenway improvements above the base requirements outlined in the *Zoning Code*. This includes funds for the design coordination plan process, trail improvements beyond those provided by the property owners, trail furnishings, access to the water and overlooks as established by the design coordination plan.

Parks

Parks are a key component of livability for Portlanders. They provide a place to meet, play and relax; a source of community identity and a complement to the built environment.

The parks included in the *South Waterfront Plan* are sufficient to accommodate the future active recreation needs of the district. At a maximum, recreation standards for a community of this size suggest the need for two tennis courts, one basketball court and one small soccer field combined with softball, one volleyball area, two children's playgrounds, a community garden and a group picnic area. The choice to include or exclude these activities will be based on public and property owners' input during the design process for park development. Initially, park space of adequate size will be reserved; actual park development will take place when the district's population reaches sufficient size. The following descriptions focus on the types of parks recommended for South Waterfront.

Ross Island Bridge Park

The Ross Island Bridge provides a high and visually interesting structure, making the space a special opportunity for a unique park. During the *Framework Plan* process, the Greenway/Parks Advisory Committee's vision and design program suggested that this



The Ross Island Bridge provides a dramatic backdrop for the district's primary park.

park has the potential to include a variety of recreational uses as well as concessions, a scenic overlook and a continuous east/west pedestrian pathway. The potential for daylighting a stream was also identified.

The recommended configuration for Ross Island Bridge Park has been modified since the *Framework Plan*. It is recommended to be about 4.5 acres to accommodate a mix of active and passive recreation. The new

configuration includes the area under the bridge, with limited potential for other uses, and extends the park to the south to capture sunlight. The alignment of River Parkway (described in the "Transportation" chapter of this plan) bisects the park while also

allowing a strong connection of the park to the Willamette riverfront. Active ground floor uses required on the north and south sides of the park will enliven the area under the bridge, and provide “eyes on the park” to foster a safer environment.

The overall character of Ross Island Bridge Park is yet to be determined. A more urban emphasis might include a plaza, space for a farmers’ market, water feature and art, and pathways, perhaps including promenades with the bridge providing a cover. There may also be an opportunity to create connections between the bridge level and the park – linking the nearby neighborhood with the Willamette River.

A more natural emphasis might suggest daylighting the stream and showcasing native plants, along with innovative and attractive stormwater treatment facilities.



The area beneath the Ross Island Bridge is recommended for a park.

Active recreation, urban qualities, and a more natural character are not mutually exclusive. With a little mixing and matching, these characteristics could be blended to create a functional, beautiful showcase park for the district.

Neighborhood Park

The three-acre neighborhood park included in the *Framework Plan* continues as a part of the *South Waterfront Plan*. This park, located in the southern portion of the district, is intended to serve as a gathering place for district residents, providing a counterpoint to the highly urban scale of the district. Exceptional urban design of this neighborhood park will help create a sense of place. The exact site of this park will be determined as this portion of the district develops.

Urban Plaza

This amenity remains unchanged from the *Framework Plan*. A one-half acre urban plaza was suggested in the *Framework Plan* to serve the needs of both employees and residents, and the *South Waterfront Plan* forwards that proposal. Located within the northern part of the district, its exact site will be determined as development plans for specific parcels emerge.

Implementing the Greenway and Parks Concept

Summary of Greenway Development Standards

The *Zoning Code* is one of many tools to implement the *South Waterfront Plan* concepts. Because South Waterfront is part of the *Central City Plan*, zoning regulations for the district are located primarily within the Central City Plan District section of the *Zoning Code*. The following summarizes the adopted changes to the *Zoning Code* for South Waterfront. The complete *Zoning Code* recommendation and associated commentary is provided in a separate document: *Zoning Code for South Waterfront*.

Basic structure note: Upon adoption, most regulations related to South Waterfront are now placed into the “Central City Plan District” chapter (Chapter 33.510) of the *Zoning Code*. Additional regulations are located in Chapter 33.272, Chapter 33.808, Chapter 33.815 and Chapter 33.851. The existing “Greenway” chapter has been revised to include a cross reference to the Central City Plan District; i.e., the “Greenway” chapter no longer applies within South Waterfront, and all relevant regulations are duplicated in the Central City Plan District.

Setback Standards

Previous Regulations	Adopted Regulations
25' setback area (measured from top of bank)	<ul style="list-style-type: none">• 100' setback area (measured from top of bank)• Up to 150' setback provided through FAR incentives• Discretionary review could allow flexibility, including setback averaging
Greenway goal exception required to locate nonriver-dependent/river-related development within or riverward of 25' setback	Greenway goal exception continues to be required to locate nonriver-dependent/river-related development within or riverward of 25' setback

Uses and Development of Greenway

Previous Regulations	Adopted Regulations
Within 25' setback, use and development regulations focused on supporting recreational and industrial use of the river while maintaining the existing natural features	<p>Within 100' setback, use and development regulations focus primarily on enhancement of natural features and supporting the greenway as a vibrant place</p> <ul style="list-style-type: none">• Area closest to river has the highest planting standards and least human interaction• Area closest to development has more human interaction and could have some private outdoor uses like kiosks, cafes and play areas – also has required landscaping to limit impervious surfaces and limits on barriers, including walls• A public easement in the middle portion of greenway area allows for development of a split trail with separated bicycle and pedestrian sections

Landscaping Standards

Previous Regulations	Adopted Regulations
Regulations applied within 25' of top of bank	Regulations will apply within 100' from top of bank and along accessways
<ul style="list-style-type: none">• Purpose included balancing landscaping needs against fire safety/river-dependent, related uses• Must comply with native plant requirement of <i>Willamette Greenway Plan</i>• Minimum numbers of trees, shrubs, and ground cover by linear foot• Spacing requirements• Grouping encouraged, but not required	<ul style="list-style-type: none">• Plant palette and percentage coverage varies by subarea within greenway (more landscaping in subareas closest to river, less landscaping in subarea closest to development)—regulations based on standards used for city restoration planting• Maximum allowed nonlandscaped area varies by subarea: closest to the river, up to 20% allowed including trail; farther from the river, up to 20% allowed in addition to trail• Native plants required, except in activity area closest to building where some grasses and ornamentals will be allowed• Require plantings as buffer between trail elements

Notes

Additional design guidelines also apply to landscaping.

Trail Improvement/Access Standards

Previous Regulations	Adopted Regulations
<p>Trail with easement built to city standards. Generally 12' width</p> <p>Chapter 33.272 describes location, easement, maintenance, etc.</p>	<ul style="list-style-type: none">• Require a 30' public trail easement to allow development of two 12' trail sections with landscaped buffer• Require trail easement to meet up with trail on neighboring sites• Bikes inboard/pedestrians on trail closest to river• Trail easement required within middle portion of greenway area—trail may meander into portion of greenway area closest to river, however, it will be subject to nonlandscaped limits.• Required public connection between accessways and trail• Standards for materials and furnishings will continue to be determined by the Bureau of Parks and Recreation

Viewpoints

Previous Regulations	Adopted Regulations
<ul style="list-style-type: none">• Viewpoints mapped in <i>Willamette Greenway Plan</i>• Design of viewpoints addressed as a greenway design guideline• Location and standards not completely clear	<ul style="list-style-type: none">• Distinguish between viewpoints with resting places (major viewpoints) and viewpoints that provide a clear place to see the river from the trail (minor viewpoints)• Map viewpoints in zoning code and include standards in plan district language• Map viewpoint with resting place at Ross Island Bridge Park. Map additional viewpoints at end of special corridors• Additional viewpoints may be achieved through greenway design coordination plan process

Development Threshold/Phasing

Previous Regulations	Adopted Regulations
<ul style="list-style-type: none">• New development valued more than \$25,000 triggered greenway review• Any new development; any alterations worth more than 35 percent of total improvements; or construction of any streets triggered trail requirements	<ul style="list-style-type: none">• Set threshold for landscaping based on impacts of development including stormwater, environmental impacts, transportation demand, recreation demand, etc.• Require riverfront property owners to provide trail easement• Trail will be developed through LID or similar mechanism and will be required to meet the standards of Ch. 33.510.253.• Allow participation in future greenway design coordination plan as an alternative to meeting clear and objective greenway standards

Modification to Standards/Discretionary Review

Previous Regulations	Adopted Regulations
<ul style="list-style-type: none">Landscaping and trail standards were adjustable	<ul style="list-style-type: none">Only allow modifications to greenway landscaping, trail, and setback through a South Waterfront <u>greenway review process</u> with specifically crafted approval criteriaApproval criteria focused on public purposes of the district could allow flexibility in the context of: in-water work, laying back the bank, providing alternative landscaping or for improvements that are consistent with a greenway design coordination plan

Note

This will effectively be a “two-track” review process: clear and objective standards or South Waterfront greenway review; each site will be required to meet greenway design guidelines in both cases.

Design Coordination Plan

Previous Regulations	Adopted Regulations
Property owner can choose to donate trail to the city for maintenance.	<p>Sites will be allowed to participate in a design coordination plan process to ensure design continuity, consistency for the greenway, as well as more certainty for property owners. This voluntary process could include one or more portions of the greenway area. Participation in the process could be a factor in asking for modifications to the standards/could allow special phasing of improvements.</p> <p>Design, construction and implementation of the greenway will be the result of an interbureau partnership involving Parks, PDC and other bureaus. Equally important as developing a design coordination plan for the greenway, this effort must include a public/private partnership strategy for funding greenway improvements as well as operations and maintenance since much of the greenway property is in private ownership.</p>

Greenway Design Guidelines for South Waterfront

The following adopted design guidelines will apply to development within the “g” greenway overlay zone. For a more complete description of the purpose and authority of design guidelines, see the “Land Use and Urban Form” chapter of this plan.

The *Greenway Design Guidelines* were originally adopted in 1979, as part of the *Willamette Greenway Plan*. A portion of South Waterfront is within the ‘g’ overlay, which triggers greenway reviews and the use of the greenway design guidelines.

Greenway Design Guidelines for South Waterfront

1. Enhance the riverbank

Utilize riverbank stabilization strategies that enhance the river and riverbank ecosystems.

Where appropriate, integrate public access to the water that is safe and supportive of adjacent riverbank areas.

Integrate a variety of vegetation, above and below ordinary high water (OHW), that supports the river and riverbank habitats.

2. Develop a cohesive greenway trail system

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

Ensure that the greenway trail, its access connections, and the accessways are well lit at night to create a sense of activity and security. Place and shield lighting fixtures so that they do not detract from adjacent use areas.

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

3. Define viewpoints

Define viewpoints that are understood as extensions of the greenway trail, without conflicting with the trail’s movement functions.

Consider the incorporation of “short-duration stop” facilities in viewpoint design.

4. Design diverse plant communities

Select appropriate species of native and native-like plants based on the soil, light, moisture conditions, context and adjacent uses of the site.

Arrange plant communities to provide ecological functions, security and connectivity to urban spaces.

Greenway and Parks Action Chart

Authority and Purpose

This action chart is one of five that, in combination, updates the *Central City Plan* action chart for Policy 21: South Waterfront.

An action chart is a list of strategies identified by the City to implement the vision, policies and objectives of the plan. Adopted by City Council through a resolution, action charts include timeframes within which the actions are expected to occur. Each action has one or more parties (public and private) listed to indicate who will implement the action; implementors have expressed interest in and support for the action, with the understanding that circumstances may change and some actions may be adjusted and/or replaced with more feasible proposals over time.

Strategies identified in this action chart fall into one of three categories:

- ***Projects***: These are actions with clearly defined missions that can be completed within a given timeframe.
- ***Programs***: These are ongoing actions requiring continued organizational support.
- ***Regulations***: These include zoning code changes, design guidelines and other legislative actions. Oregon state law requires that regulations needed to implement a policy must be adopted at the same time as the policy.

For a list of action item implementors, see Appendix D.

GREENWAY AND PARKS ACTION CHART

#	Actions ¹	Timeframe				Implementors ²
		Adopt with Plan	On-going	Next 5 years	6 to 20 years	
PROJECTS						
SW GP 1	Expand the width of the Willamette River greenway area to 150 feet wherever possible.			X		Parks, PDC, BOP, BES, Private
SW GP 2	Complete the Willamette River greenway trail, using as much pervious material as possible.			X		Parks, PDC, BOP, BES, Private
SW GP 3	Develop the Willamette greenway using a variety of riverbank treatments to provide for bank stability, improved habitat, and views of the river at key locations.			X		BES, Parks, PDC, BOP, Private
SW GP 4	Develop a greenway design coordination plan or other implementation mechanism for ensuring creation of a cohesive and coordinated greenway.			X		Parks, PDC, BOP, BES, Private
SW GP 5	Develop a model easement for public access along the greenway.			X		Parks, PDC, PDOT, BDS
SW GP 6	Develop a strategy, including funding options, for the acquisition, maintenance, and development of a system of parks throughout South Waterfront.			X		Parks, PDC, BES, BOP, Private
SW GP 7	Develop design standards for South Waterfront parks.			X		Parks
SW GP 8	Promote the use and integration of public art throughout the parks, greenway and open spaces in South Waterfront.			X		PDC, Parks, RACC, Private
SW GP 9	Explore formation of a local improvement district or develop a similar strategy to fund the portion of the cost of improving the South Waterfront greenway trail that is the responsibility of area property owners.	X				Parks, PDC, BOP, PDOT, Private

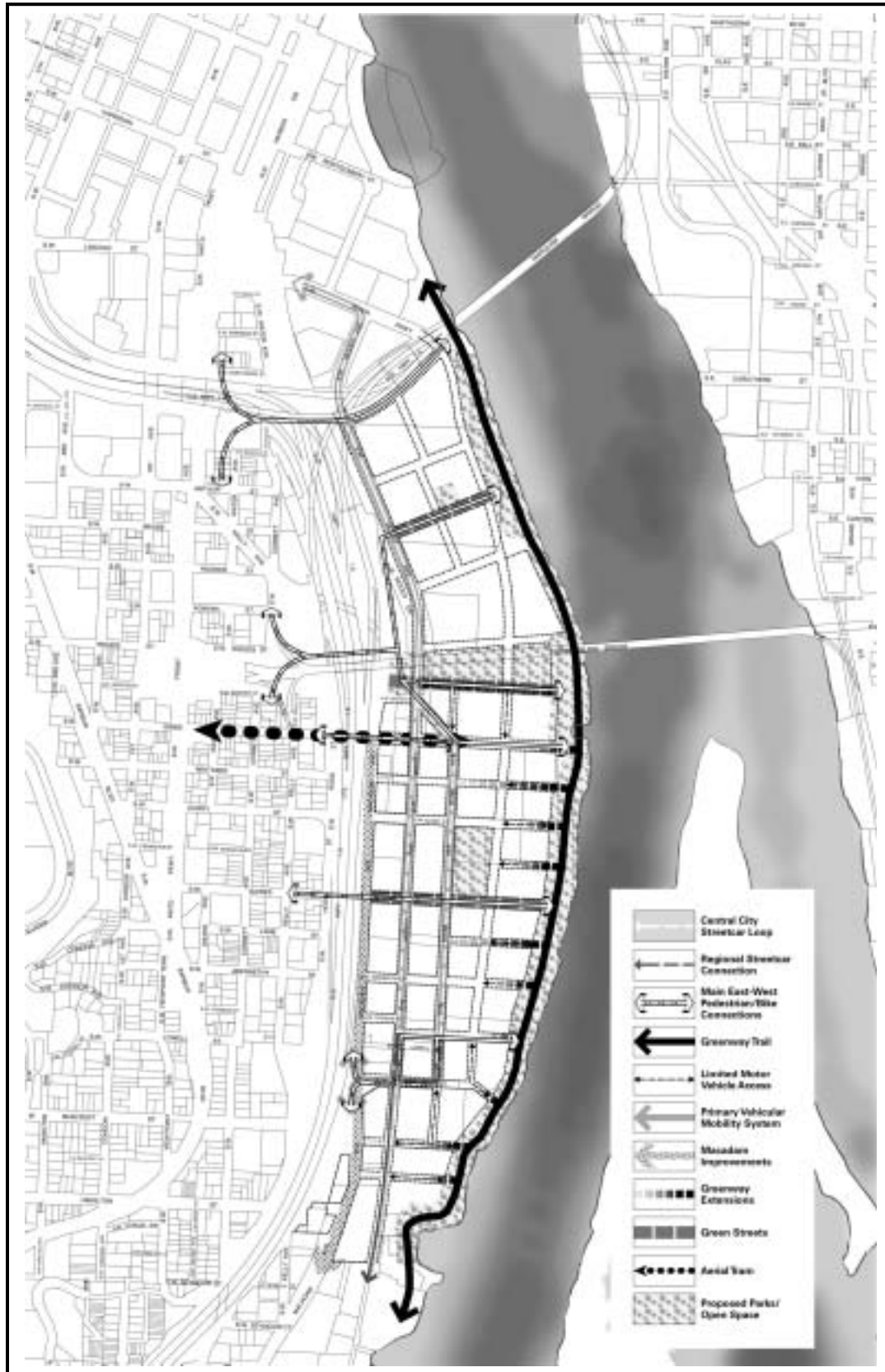
Greenway and Parks

#	Actions ¹	Timeframe				Implementors ²
		Adopt with Plan	On-going	Next 5 years	6 to 20 years	
REGULATIONS						
SW GP 10	Adopt development standards for the greenway.	X				BOP, BDS, Parks
SW GP 11	Adopt design guidelines for the South Waterfront greenway area.	X				BOP, BDS, Parks
SW GP 12	Amend the Parks SDC ordinance to clarify that greenway and open space area earning a floor area bonus is not eligible for SDC credit.	X				Parks

NOTES

1. The Portland City Council approves this action chart by resolution. It is a starting place. All actions must have at least one identified implementor. Actions are adopted with the understanding that some will be adjusted and others replaced with more feasible proposals.
2. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to carry out the action.

TRANSPORTATION



*Transportation
Concept Map*

Transportation Policy and Objectives

Policies are general statements that describe a direction or preferred course of action. Once adopted, policies guide and direct planning, development and investment decisions. Objectives provide refinements of the policy and provide more detail about understanding, applying and implementing the plan. They also act as benchmarks against which progress can be measured.

Policy

Support the development of a multimodal transportation system serving residents, employees and visitors to and within this urban district, with strong connections to the Willamette River and the greenway.

Objectives

1. Improve access to and within the district, by creating an urban grid system that provides for internal circulation, and connects to adjacent neighborhoods, as well as to the greenway trail.
2. Achieve an overall mode split of at least 30 percent and a work trip mode split of at least 40 percent, for public transit, pedestrian and bicycle trips to the district by the year 2019.
3. Support the development of the Central City streetcar and a regional streetcar line that connects the district to downtown, Lake Oswego, and adjacent neighborhoods.
4. Provide high-quality pedestrian environments that establish strong linkages between district uses, surrounding neighborhoods, downtown and the greenway.
5. Develop "green" accessways or "fingers of green" at regular intervals extending from the greenway west into the district as a means for providing pedestrian linkages, multi-objective stormwater management opportunities and reinforcing the presence of the river and greenway in the district.
6. Encourage planting of communities of native vegetation within "fingers of green" or green accessways, to offer visual variety and functional and enhanced habitat for wildlife.
7. Establish strategies that support the phased development of parking to provide up to 12,000 total off-street spaces by the year 2019, for all parking types including office, retail, residential and visitor spaces.
8. Provide flexibility in the development of the transportation system to serve both existing and new development over time.
9. Encourage increased transit service in the district while maintaining existing service levels in adjacent districts and neighborhoods.

Transportation Concept

Overview

Street Plan Background

In 1997, City Council accepted the *North Macadam District Street Plan* as the guiding document for the arrangement and design of streets in North Macadam (now referred to as South Waterfront). The plan included key elements such as the creation of a north/south primary mobility street (Bond Avenue), the creation of a riverfront oriented north/south neighborhood street (River Parkway), the alignment of the Central City streetcar and the creation of an urban street grid with maximum spacing of streets and accessways.

This plan was in effect from Council acceptance and was managed by the City Engineer in the Portland Office of Transportation (PDOT). An update to the street plan will coincide with the effective date for the *South Waterfront Plan* – January 20, 2003. The City Engineer uses the street plan to review development proposals for consistency with the plan, and has the power to accept, reject or suggest modifications to a development proposal in order to bring the proposal into compliance with the plan. While the City Engineer has discretion to modify the street plan, it has been the policy of PDOT that modifications should be in accordance with the principles outlined in the street plan.

Transportation Issues in the South Waterfront District

At the time that the *North Macadam District Framework Plan* was developed in 1999, PDOT performed an analysis of the South Waterfront transportation system based on the 20-year goals for the district of accommodating 10,000 jobs and 1,500 – 3,000 housing units. The analysis focused on the operation of the two primary southern portals in and out of the district: Macadam/Bancroft and Macadam/Curry. In general, the analysis showed that:

- A 30 percent mode split for trips other than single occupancy vehicles could be anticipated for the district;
- Modifications to the Bancroft/Macadam intersection are necessary to accommodate growth in traffic and ensure transit access;
- Modifications to the Curry/Macadam intersection could create additional access to and from the district and allow for more convenient access from northbound I-5 to South Waterfront; and
- As the district approaches the development goals of 10,000 jobs and 3,000 housing units, access from Bancroft to Macadam is degraded but marginally acceptable.

Clearly, congestion in the South Waterfront District will increase as growth occurs. However, development in South Waterfront will be only one of the contributors to volume increases along Macadam Avenue, as growth will occur further north in downtown, the River District, and the Central Eastside. The analysis showed that even

with growth over the next 20 years in South Waterfront and the areas surrounding it, Macadam Avenue would continue to operate at acceptable levels.

Because the development goals for the South Waterfront District have not changed from those stated in the *Framework Plan*, the analysis performed in 1999 still provides valid information on, and recommendations for, mitigating the transportation impacts of increased development in South Waterfront. Additional studies will be needed in the future to update transportation issues and opportunities through 2019 and beyond in response to actual build out in the district and changes to the regional transportation system.

Revised Street Plan

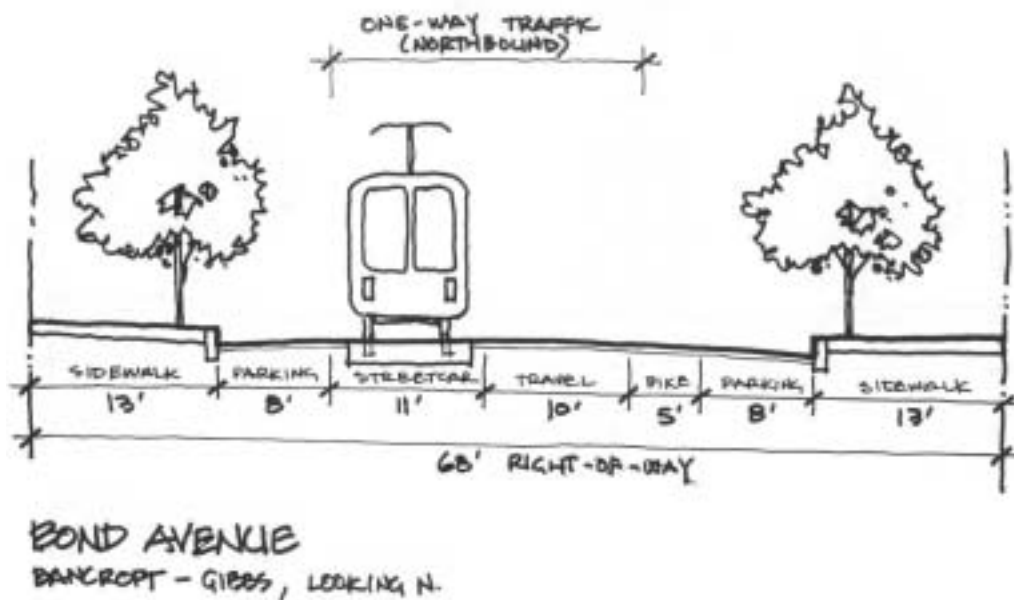
As part of the interbureau effort to create the *South Waterfront Plan* and provide an urban design basis for zoning code amendments, the 1997 street plan was reviewed, and a number of different alternatives were generated and evaluated. These provide the basis for the update to the street plan.

The recommended street plan revisions were guided by the principles outlined in and updated from the previously accepted street plan. The revisions are primarily concerned with the urban form of the district, and continue to accommodate the basic transportation functions of the accepted plan. The primary elements of the revised plan are presented below.

Primary Mobility Street(s)

The original street plan designated Bond Avenue between Bancroft (in the south) and River Parkway (north of the Marquam Bridge) as the primary mobility street in the district. This designation meant that Bond was expected to be the first choice for car, bus and bicycle through trips, and would be designed to accommodate these trips. The resulting cross-section was a 70' right-of-way with three travel lanes (one north, one south, and a center turn lane) bike lanes, and sidewalks.

PDOT reevaluated the design and function of Bond through a public process in mid-2001 with a goal of improving the primary mobility street across a number of different factors – transit operations, the pedestrian environment, on-street parking and traffic flow. Each of these elements has been improved through a modified scheme for the southern portion of the district.



Between Gibbs Street and Bancroft, the primary mobility street function will now be shared across a one-way couplet of Moody and Bond. Moody will carry vehicle and bicycle trips southbound; Bond will carry these trips northbound. This scheme is an improvement on the existing plan in the following areas:

- *Transit operations* – Because the couplet allows for greater traffic flow, transit will run more smoothly and with less congestion than in the previous scheme.
- *Pedestrian environment* – Sidewalk areas will be enhanced with the inclusion of on-street parking, which buffers the sidewalk from the street and encourages storefront commercial. Also, pedestrian crossings are more manageable as there is a reduced street width to negotiate and wider gaps in traffic provide more opportunities to cross.
- *On-street parking* – The original scheme precluded on-street parking on Bond; the new scheme provides parking on both sides of Bond.
- *Traffic flow* – With two lanes in each direction, transit will no longer hold up other traffic at stops, allowing for less congestion and smoother operations.

River Parkway

A special river-oriented street has been an important component of the district vision from the conception of the street plan and *Framework Plan*. The original street plan suggested that River Parkway be designed as a local, neighborhood scale street arcing gently through the district from north to south, providing views to the river and greenway along its route.

The modifications suggested here build upon that concept and look to strengthen it in light of the increased greenway width desired for the district. The revised River Parkway, while maintaining its function as a local, neighborhood-oriented street, will take on a more meaningful role in the district by creating a series of special experiences within South Waterfront. Starting from the north, River Parkway emerges from beneath the Marquam Bridge and forms a curvilinear edge between dense urban development to the west and the greenway and river to the east. The gentle curves of the road will reflect the curves of the river and greenway and create a fluid transition between urban and natural areas.

At Hooker Street, River Parkway will gently bend inboard, crossing Ross Island Bridge Park beneath the Ross Island Bridge. This turn will create an opportunity to design a landmark building riverward of the parkway that also marks a highly distinctive urban experience of transitioning from a more natural riverfront environment into a busy and exciting urban environment.



South of Hooker Street, development will occur on both sides of River Parkway, with office and institutional uses emphasized between Hooker Street and Gibbs Street. South of Gibbs, River Parkway will now have the character of an urban residential neighborhood street, with higher-density mixed use and residential development lining both sides of the street and neighborhood retail at the ground floor. Green accessways will provide regular reminders of the presence of the greenway to the east.

In all, the revised River Parkway will provide a more varied experience, and help foster a greater sense of place within the South Waterfront District.



The Portland Streetcar

Central City Streetcar

The Central City streetcar is designed and operated as a local circulator in Portland's Central City. The system links important destinations like Portland State University, River District, and Legacy Good Samaritan Hospital more directly than other current systems such as buses or light rail. In addition, the system is a valuable catalyst for residential development in the Central City, and will continue to be a catalyst for this type of development in South Waterfront.

These factors have led to a revision of the previously adopted streetcar alignment in the district, which ran along River Parkway from the Marquam Bridge to Gibbs, then turned west on Gibbs to Moody before continuing south to Bancroft. With the consideration of a one-way couplet in the south for Moody/Bond, the concept of shifting the streetcar was explored more fully, and a new loop system was generated. This newly adopted alignment will have the streetcar remain on the primary mobility streets to the west of the district (Bond and Moody). This alignment will also more clearly and efficiently coordinate with any regional streetcar extension to the south along the Willamette Shore Trolley line to Lake Oswego.

Because there is a need for streetcar service into South Waterfront before the northern portion of River Parkway is constructed, the first phase of the streetcar will be a Moody to Gibbs alignment, with the streetcar running both ways on a single track.

Reorientation North of Ross Island Bridge

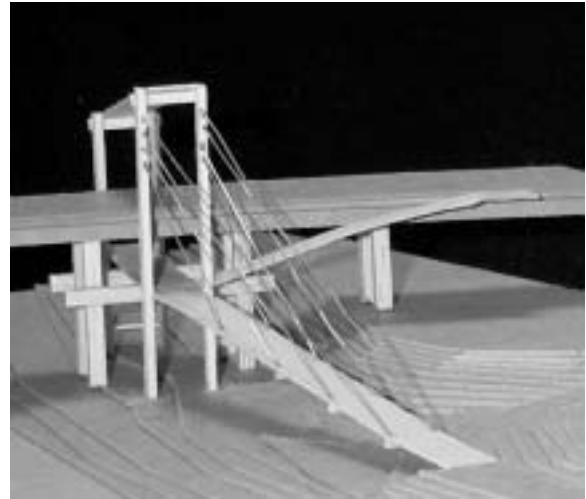
Another notable street plan modification is the reorientation of the street grid in the area north of the Ross Island Bridge. Moody Avenue and River Parkway will both be essentially parallel to the river in this area, and the east-west streets will be reoriented to run perpendicular to these streets and the river. This realignment will result in cleaner, 90-degree intersections and more rational development parcels.

The street plan modifications also include the overall reduction in the number of east-west streets and accessways in the north. Again, the intent of this change is to provide more development potential and flexibility, although the street and accessway spacings

are maximums and additional streets and accessways could be added as part of specific development proposals.

Key East-West Streets

The original street plan provided for seven “enhanced pedestrian streets” that would connect the greenway to the western edge of the district through an enhanced design treatment of these streets. However, the design standards did not closely reflect this intent and new ideas for the location of these streets and their design were considered as part of the revision process. The result is an emphasis on four key streets. The design treatment has been altered to provide a more significant improvement in the pedestrian environment. The four streets, along with a general description of the design character, are presented below.



A potential connection from the Corbett-Terwilliger-Lair Hill neighborhood to South Waterfront taking advantage of the Ross Island Bridge's existing infrastructure.

- *Bancroft Street.* Bancroft is envisioned as a “special” street with an urban character. Bancroft is conceived of as the southern “gateway” street to the district. Its design treatment should convey a sense of entrance to the district through slightly wider sidewalks and design elements (landscape or hardscape) that signify a district gateway. It may also provide a pedestrian connection to the neighborhoods west of I-5.
- *Gibbs Street.* Gibbs is also envisioned as a “special” district street with the potential to be the most exciting urban environment in the district. Gibbs could contain a number of elements, including the River Parkway connection, an I-5 overcrossing, access to Ross Island Bridge Park, as well as the potential for a “transit hub” and possible landing of the tram from Marquam Hill.
- *Gaines Street and Arthur Street.* These streets are the “green” version of the key east/west streets, with wider sidewalks and planting strips that can incorporate layered plantings. These streets were chosen for their potential to connect to the neighborhoods on the west side of I-5, either through an overcrossing (Gaines) or a pathway along the Ross Island Bridge (Arthur).

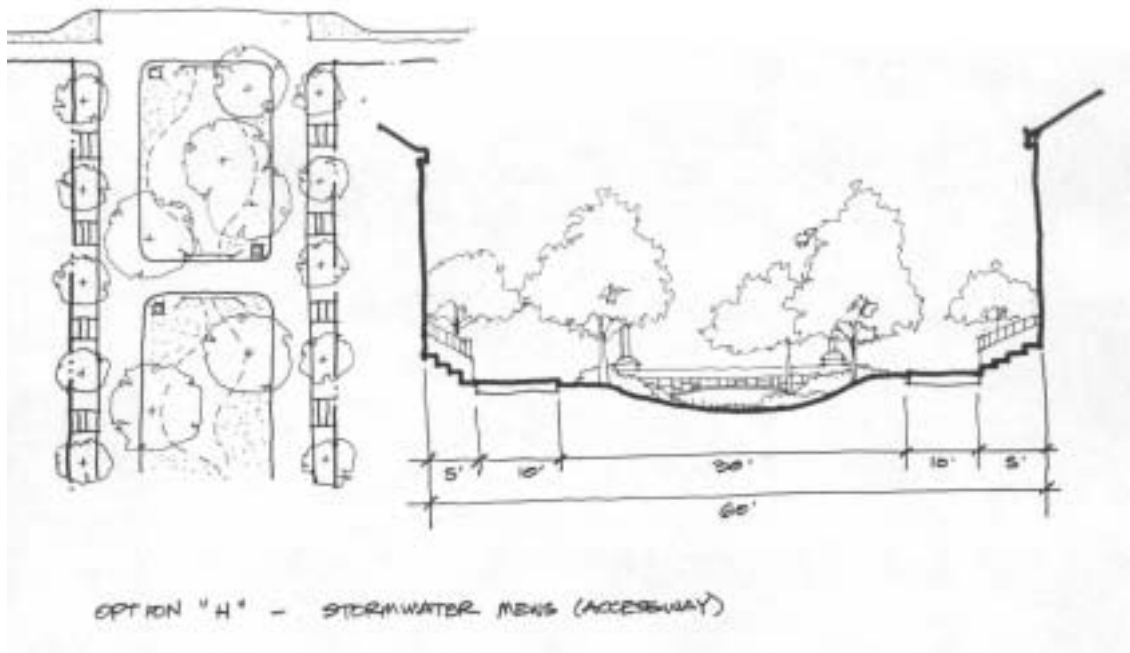


Example of green accessway,
Buckman Terrace, Portland, OR.

Green Accessways

A concept that was originally forwarded in the *Framework Plan* – “fingers of green” extending from the greenway back into the district along public accessways – has been strengthened during the street plan revisions. In addition to looking at the last 100 feet of each street as it approaches the greenway, the adopted plan designates three additional streets (Lowell, Lane, and Pennoyer) as green accessways east of River Parkway, with the potential to extend that treatment on Lane and Pennoyer as far west as Moody.

The design treatment for these three streets, as well as for the last 100 feet of each street at the greenway, will provide for pedestrian and bicycle access as well as create an opportunity for stormwater treatment in a central, park-like amenity. The design concept will reinforce the presence of the greenway in the district and provide an opportunity to link with landscaped amenities for surrounding development.



Quiet Riverfront Streets

A new concept included with the *South Waterfront Plan* is the allowance of short, noncontinuous riverfront streets running between the greenway and development. These streets (see image) will allow limited access to riverfront uses. These streets will be optional, and will be carefully reviewed to ensure that the entire riverfront is not designed to accommodate these.



Aerial Tram

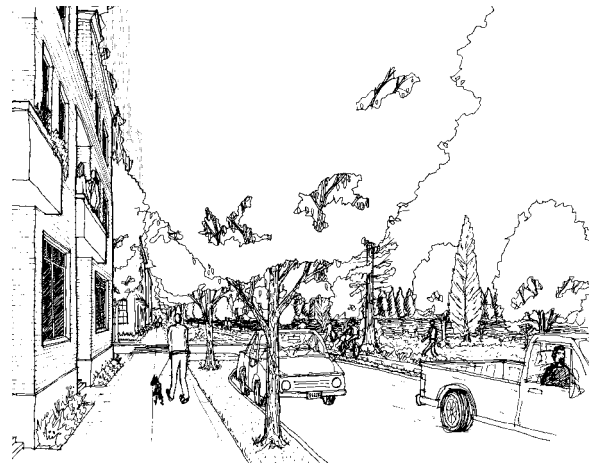
An aerial tram linking the Marquam Hill campus of Oregon Health & Science University with the South Waterfront District was considered as part of the Marquam Hill Plan and adopted by City Council. A study by PDOT found that an aerial tram, located along the Gibbs Street alignment, will best serve the needs of both South Waterfront and Marquam Hill.

Example of a short, non-continuous riverfront street (not River Parkway) with limited access.

The tram will land within the Gibbs right-of-way, between SW Bond and SW Moody, and may require additional space to ensure that the landing area is integrated into the urban environment and surrounding development as seamlessly as possible. Over time, as streetcar and transit facilities are extended within the district, the area around the tram landing could be developed as a “transit hub” in the Bond/Moody/Gibbs vicinity.

Additional Greenway Transportation Connections

The greenway trail will provide important transportation connections to neighboring districts to the north and south as well as connections within South Waterfront. It is anticipated that the greenway trail will be heavily used for transportation as well as recreational use. Therefore, the design of the trail separates pedestrianways from bikeways to minimize conflicts between users.



This drawing illustrates a view looking north through South Waterfront's greenway, taken at a location south of Gibbs.

Summary of Parking Regulations

The adopted parking regulations are intended to support transportation and land use and urban form objectives. A fundamental near-term challenge in South Waterfront is supporting early development in order to generate funds (through tax increment financing) to provide for needed transportation and other improvements. A critical long-term challenge is to avoid overloading the limited capacity of the street system.

The adopted parking regulations seek to balance these considerations by combining the certainty of a regulatory approach with the flexibility of negotiated development agreements. This approach also will correspond with anticipated improvements in transit service, including bus service into the district, a streetcar connection to the Central City, and potentially, light rail service. In addition, the adopted parking regulations update the parking provisions for South Waterfront to correspond with regional policy goals related to reducing excess parking and increasing reliance on alternative modes of transportation. A summary of adopted parking regulations is included in the following section titled, “Implementing the Transportation Concept.”

Implementing the Transportation Concept

Zoning Code

The *Zoning Code* is one of many tools to implement the *South Waterfront Plan* concepts. Because South Waterfront is part of the *Central City Plan*, zoning regulations for the district are located primarily within the Central City Plan District section of the *Zoning Code*. The following summarizes the adopted changes to the *Zoning Code* for South Waterfront. The complete *Zoning Code* recommendation and associated commentary is provided in a separate document: *Zoning Code for South Waterfront*.

Basic structure note: Upon adoption, most regulations related to South Waterfront are now placed into the “Central City Plan District” chapter (Chapter 33.510) of the *Zoning Code*. Additional regulations are located in Chapter 33.272, Chapter 33.808, Chapter 33.815 and Chapter 33.851. The existing “Greenway” chapter has been revised to include a cross reference to the Central City Plan District; i.e., the “Greenway” chapter no longer applies within South Waterfront, and all relevant regulations are duplicated in the Central City Plan District.

North Macadam Interim Transportation Review

Previous Regulations	Adopted Regulations
These regulations were adopted as an interim measure in anticipation of adoption of the <i>Framework Plan</i> and required that any development proposals be evaluated for transportation impacts. The regulations were intended to sunset with adoption of the <i>Framework Plan</i> .	Deletes these regulations.

Parking and Access

Maximum Ratios

Previous Regulations	Adopted Regulations
No maximum parking ratios existed in South Waterfront. New parking was allowed, prohibited, or subjected to a Central City parking review (CCPR), depending on its use.	Residential/Hotel Parking <ul style="list-style-type: none">• Residential: 1.7 parking spaces/dwelling unit• Hotel/Lodging: new hotel rooms – 1 parking space/new hotel room created; existing hotels: 0.7 spaces for 1,000 square feet of floor area• Residential parking may be operated as either accessory or short-term commercial parking if residential parking ratio is lowered and if approved through a CCPR
	Growth Parking <ul style="list-style-type: none">• Office: Allow 2.4 spaces/1000 square feet by right; Allow up to an additional 1.0 space/1000 square feet of supplemental parking through a Type II CCPR• Treat college and medical center parking as office (growth) parking (subject to maximum parking ratios)• Allow up to 20 retail sales and service spaces per use by right, with additional spaces allowed through CCPR• Continue to regulate parking for other uses as it is regulated today

Notes

Regulations for the other parking categories (i.e., visitor and undedicated general) do not change.

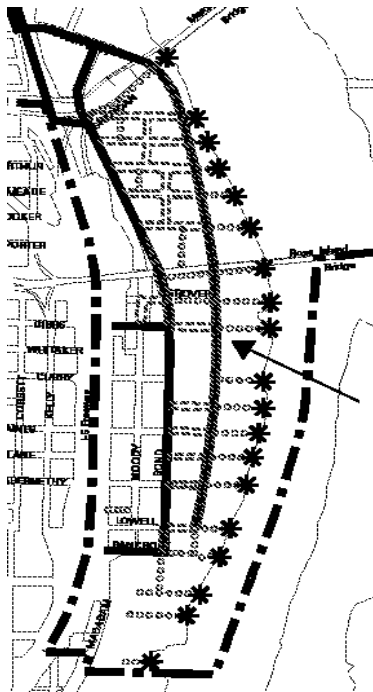
Surface Parking Restrictions/Development Standards

Previous Regulations	Adopted Regulations
<ul style="list-style-type: none"> • Chapter 33.266 required improvements, stormwater management, etc. • Maximum area: <ul style="list-style-type: none"> – Surface parking up to 40,000 square feet or 30 percent of site (whichever is larger) was allowed; larger required Central City parking review (CCPR) – Surface parking on sites larger than 40,000 square feet which received a CCPR permit after January 1996 must be renewed every 5 years through a Type III process • Surface parking prohibited within 100' of light rail alignment 	<ul style="list-style-type: none"> • Retain existing regulations and cap new surface parking in district to 200,000 square feet—no reuse of this total after surface lots redevelop • Allow future park sites to be used as temporary surface parking lot by city (land banked) and exempt supplemental growth parking approved through CCPR from this cap • Prohibit surface parking within 300' of top-of-riverbank along greenway

Access Restrictions

Previous Regulations	Adopted Regulations
Access restricted on mapped streets (see map below)	Parking access restricted along comparable mapped streets (revised to reflect new street plan).

Previous Regulations



Adopted Regulations



Transportation Action Chart

Authority and Purpose

This action chart is one of five that, in combination, updates the *Central City Plan* action chart for Policy 21: South Waterfront.

An action chart is a list of strategies identified by the City to implement the vision, policies and objectives of the plan. Adopted by City Council through a resolution, action charts include timeframes within which the actions are expected to occur. Each action has one or more parties (public and private) listed to indicate who will implement the action; implementors have expressed interest in and support for the action, with the understanding that circumstances may change and some actions may be adjusted and/or replaced with more feasible proposals over time.

Strategies identified in this action chart fall into one of three categories.

- ***Projects***: These are actions with clearly defined missions that can be completed within a given timeframe.
- ***Programs***: These are ongoing actions requiring continued organizational support.
- ***Regulations***: These include zoning code changes, design guidelines and other legislative actions. Oregon state law requires that regulations needed to implement a policy must be adopted at the same time as the policy.

For a list of action item implementors, see Appendix D.

Transportation

TRANSPORTATION ACTION CHART

#	Actions ¹	Timeframe				Implementors ²
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
PROJECTS						
SW T 1	Improve and construct Moody and Bond as primary mobility streets.			X		PDOT, PDC
SW T 2	Develop a public/private funding strategy for the Portland streetcar.			X		PDOT, Tri-Met, PDC
SW T 3	Extend the Portland streetcar to the South Waterfront District.			X		PDOT, Tri-Met, PDC
SW T 4	Construct River Parkway.			X		PDOT, PDC, Private
SW T 5	Construct improvements to east-west streets.			X		Private, PDC, PDOT
SW T 6	Connect South Waterfront to the regional light rail system.				X	PDOT, Tri-Met, PDC
SW T 7	Develop design standards for the streets and accessways.			X		PDOT, BOP, BDS, Parks, BES
SW T 8	Improve the appearance of Macadam Avenue by extending <i>South Waterfront Street Standards</i> to the treatment of Macadam Avenue.				X	ODOT, PDOT, PDC
SW T 9	Construct improvements to enhance access to the district at Bancroft, Curry, Moody and other entry points, consistent with the accepted street plan.		X			PDOT, PDC, ODOT, Private
SW T 10	Construct new and improve existing bicycle and pedestrian connections to the district, including connections at Sheridan, Bancroft, and the greenway trail, and crossings over I-5.			X		PDOT, PDC
SW T 11	Study the possibility of providing improved pedestrian and bicycle access to South Waterfront from the Ross Island Bridge.			X		PDOT, ODOT, BOP
SW T 12	Prepare a transit service strategy for the district that includes phasing and implementation.		X			Tri-Met, PDOT, PDC, NMDTMA
SW T 13	Expand public transit service as development occurs to ensure that the 30 percent mode split objective can be reached and maintained.		X			Tri-Met, PDOT, NMDTMA

Transportation

#	Actions ¹	Timeframe				Implementors ²
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
SW T 14	Develop an implementation plan for a transit hub including design and engineering of needed improvements.		X			PDOT, BOP, PDC
SW T 15	Develop and implement a district wide parking strategy.			X		PDOT, BOP, PDC, Private
SW T 16	Examine opportunities for parking structures shared by several developments.			X		PDOT, BOP, PDC, Private
SW T 17	Establish a South Waterfront District Transportation Management Association.		X			PDOT, Tri-Met, PDC
SW T 18	Prepare and enact a district Transportation Demand Management Plan.			X		PDOT, Tri-Met, PDC, NMDTMA
SW T 19	Study the possibility of expanding the permit parking program in part or all of the Corbett-Terwilliger-Lair Hill neighborhood.			X		PDOT, CTLH
SW T 20	Review South Waterfront parking regulations and revise, if necessary, based on existing and anticipated changes to infrastructure and transit capacity.			X		PDOT, BOP, PDC
SW T 21	Encourage the use of hybrid buses as an alternative mode of transportation.			X		PDOT, Tri-Met, PDC
SW T 22	Study the feasibility of a river taxi system that serves the entire Central City and nearby destinations.			X		PDC, Private, PDOT, Parks
SW T 23	Explore regional transportation improvements, including transit, vehicular, pedestrian and bicycle system improvements, in the Macadam corridor south of the South Waterfront District.			X		PDOT, ODOT, Tri-Met, PDC, CTLH
SW T 24	Examine opportunities for traffic calming projects on Corbett and Virginia Streets in the CTLH neighborhood.			X		PDOT, CTLH, Tri-Met
SW T 25	Coordinate transportation improvements in South Waterfront with regional transportation efforts such as the South Corridor Light Rail Study, the South Portland Transportation Alliance Study and the South Portland Circulation Study.		X			PDOT, PDC, CTLH, Tri-Met

Transportation

#	Actions ¹	Timeframe				Implementors ²
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
PROGRAMS						
SW T 26	Implement an on-street parking program that includes signage, meters, and carpool passes.		X			PDOT, PDC
SW T 27	Establish and implement a mechanism that ensures efficient redevelopment or reallocation of supplemental parking.		X			PDC, BOP, Private
SW T 28	Create incentives for firms locating in the district to be full participants in the District Transportation Management Association and the transit service strategy.			X		BOP, PDC, PDOT, Tri-Met
SW T 29	Develop a partnership/alliance with nearby neighborhoods to solve common transportation problems.		X			PDOT, Private, PDC, CTLH, OHSU
SW T 30	Monitor and evaluate the capacity of the transportation system in the context of development activity, recent and anticipated infrastructure and transit service improvements, and regional transportation changes.				X	PDOT
REGULATIONS						
SW T 31	Establish parking ratios for the district.	X				BOP, PDOT, PDC, BDS
SW T 32	Finalize and implement the <i>North Macadam District Street Standards</i> .	X				PDOT, PDC, BES, BOP
SW T 33	Adopt design guidelines for development along green accessways.	X				BOP, PDC, PDOT, BES, Parks, Forestry
SW T 34	Update the <i>North Macadam Street Plan</i> .	X				BOP, PDOT, PDC

NOTES

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***DISTRICT-WIDE
ENVIRONMENTAL
DESIGN***



Landscaped stormwater detention facility at Buckman Terrace multi-family housing development.

District-wide Environmental Design Policy and Objectives

Policies are general statements that describe a direction or preferred course of action. Once adopted, policies guide and direct planning, development and investment decisions. Objectives provide refinements of the policy and provide more detail about understanding, applying and implementing the plan. They also act as benchmarks against which progress can be measured.

Policy

Improve the environmental conditions of the district through the design of sites, buildings, the transportation system and parks, greenway and open space.

Objectives

1. Create a district that is supportive of the city's River Renaissance vision and its commitment to recovery of threatened and endangered species.
2. Integrate development with the natural landscape by promoting low impact development strategies that minimize impervious areas, use multi-objective stormwater management systems, create water-quality friendly streets and parking lots and enhance natural area revegetation.
3. Creatively address environmental challenges including, but not limited to, soil contamination and freeway noise.

District-wide Environmental Design Concept

Overview

Concepts for South Waterfront covering land use and urban form, greenway and parks, transportation and district development all incorporate elements that reflect Portlanders' values about the quality of the natural environment. The blending of nature into a highly urban setting is a hallmark of the district, charting a new course for how the city can redevelop over time. Through innovative and creative design, the district can develop at Central City densities and intensity, and at the same time contribute to improved water, air, and soil quality.

This section focuses on stormwater management as a key component of the district's approach to environmental quality. Natural methods, where feasible, of stormwater management can provide functional alternatives to piped systems and can add green, planted elements throughout the district to beautify and soften the urban landscape.

Stormwater Management

In urban areas, stormwater runs off impervious surfaces (such as roofs, streets, parking lots, and sidewalks) instead of soaking slowly into the ground, as in natural, undeveloped areas. The increased volume and speed of the runoff can cause flooding and erosion, destroy natural habitat, and contribute to sewer overflows. Urban runoff also gains heat and picks up a variety of pollutants as it runs its course, harming our waterways and fish habitat.

Stormwater management in South Waterfront is regulated by the rules set in the City's *Stormwater Management Manual*. The manual allows a range of solutions or "Best Management Practices" (BMPs) that remove pollutants of concern. The *Stormwater Management Manual* also requires detention of stormwater flow in many areas, to reduce the potentially harmful effects of large volumes of water rushing into receiving streams in a short period of time. However, because South Waterfront is so close to the Willamette River, flow control is not required.



Stormwater retention pond incorporated into an office environment.

The *Stormwater Management Manual* is periodically updated. The last update occurred in September 2002. Over time, these updates will reflect changing requirements and concern with a range of "Total Maximum Daily Loads" (TMDLs), including temperature and other contaminants, which are currently not specifically addressed by the *Stormwater Management Manual*. Onsite mitigation measures and simplified solutions can address many of these TMDLs.

These solutions offer other benefits as well. Many onsite stormwater approaches provide urban wildlife habitat and add aesthetic value to the property and neighborhood. Some approaches help insulate buildings and reduce heating and cooling costs and a number of solutions improve air quality. There can also be cost savings; most of these systems will be eligible for stormwater management fee discounts when the City's Clean River Incentive Program is in effect. Onsite mitigation or simplified measures can be used in various ways and combinations to fit the specific conditions of a property and achieve the desired effects. Examples of these onsite measures include:

- **Downspout Disconnection** directs roof runoff into a landscaped area or other disposal system instead of directly into the sewer system. In many cases, the runoff can be used for landscape irrigation.
- **Landscape Systems** are vegetated areas (such as swales and planters) that filter, detain, and/or infiltrate stormwater. A variety of vegetation can be used, including trees, shrubs, grasses and ground covers.
- **Vegetated Roof Systems** (eco-roofs and roof gardens) are placed on top of or substitute for traditional roofs to collect, filter, and evaporate rainfall.
- **Porous Pavement** is used in place of impervious (waterproof) surfaces to allow stormwater to soak into the ground. It can include a variety of shapes and materials, such as gravel, brick, and paving stones.



Vegetative filter and scupper, Bureau of Environmental Services Lab



Pervious paving surface, Washington County, Oregon

The City's *Stormwater Management Manual* recognizes these approaches and their benefits.

Strategies for the District

There is no one answer for stormwater management in South Waterfront due to the area's size, its proximity to the Willamette River, the large amount of stormwater passing through the area from neighboring sewersheds, and in some areas, brownfields where there may be limitations on the use of infiltration-based techniques due to soil contamination. Instead, incorporation of a diverse mix of stormwater conveyance and treatment facilities will be necessary depending on specific site constraints and opportunities.

District-wide Environmental Design

The *Stormwater Management Manual* defines a range of acceptable treatment options for stormwater management and treatment. These include both pipe-based and onsite multi-objective solutions. Multi-objective approaches are effective and desirable, given the district's proximity to the Willamette River, goals for increased fish/wildlife habitat, creation of green accessways into the district, emphasis on building communities of native vegetation, and creation of a vibrant and rich urban character.

A recent study (*Stormwater Management Assessment for North Macadam*, 2002) found that management approaches that use eco-roofs/roof gardens, landscaped planters, and/or vegetated facilities/swales can have a greater benefit in terms of:

- reducing flows and pollutants,
- contributing toward fish and wildlife habitat,
- increasing energy savings,
- improving air quality,
- offering aesthetic benefits, and
- conserving potable water when rainwater is harvested for irrigation.



Eco-roof at Hamilton Apartments

Such management approaches often offer greater benefit, but at higher initial cost than pipe-based systems, if water quality and multi-objective benefits are not factored into consideration. Pipe-based systems may be appropriate given specific site development or soil constraints. All BMPs will meet the *Stormwater Management Manual's* regulations in effect at the time of permitting.

The *South Waterfront Plan* suggests a number of different public and private multi-objective approaches, where financially feasible.

- **Green accessways** will manage stormwater in swaled areas and potentially direct it toward the greenway for additional treatment.
- **Parks and the greenway** are being evaluated for their potential for handling stormwater in swales and other landscaped systems.
- **An eco-roof bonus** will provide additional allowed developable floor area as an incentive for property owners/developers to manage stormwater onsite.
- **Building setback regulations** can be modified to allow for onsite stormwater management within landscaped areas next to buildings.



Example of innovative stormwater management.

It is also hoped that private redevelopment efforts will focus on these multi-objective options, when designing their own systems. The updated *Stormwater Management Manual* and new stormwater discount rate structure will focus attention on these multi-objective approaches.

District-wide Environmental Design

Implementing the District-wide Environmental Design Concept

District-wide Environmental Design Action Chart

Authority and Purpose

This action chart is one of five that, in combination, updates the existing *Central City Plan* action chart for Policy 21: South Waterfront.

An action chart is a list of strategies identified by the City to implement the vision, policies, and objectives of the plan. Adopted by City Council through a resolution, action charts include timeframes within which the actions are expected to occur. Each action has one or more parties (public and private) listed to indicate who will implement the action; implementors have expressed interest in and support for the action, with the understanding that circumstances may change and some actions may be adjusted and/or replaced with more feasible proposals over time.

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For a list of action item implementors, see Appendix D.

District-wide Environmental Design

DISTRICT-WIDE ENVIRONMENTAL DESIGN ACTION CHART

#	Actions	Timeframe				Implementors
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
PROJECTS						
SW E 1	Develop water, sanitary, and stormwater sewer systems to support higher densities complying with local, state, and federal regulations for fish protection and water quality.		X			BES, PDC, Private
PROGRAMS						
SW E 2	Prevent untreated runoff and subsurface discharges from areas of potentially contaminated soil.			X		BES, PDC, Private
SW E 3	Create eco-friendly regulations for construction and design.		X			BOP, PDC, OSD

NOTES

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***DISTRICT
DEVELOPMENT***



View of South Waterfront District, looking south from the Ross Island Bridge

District Development Policy and Objectives

Policies are general statements that describe a direction or preferred course of action. Once adopted, policies guide and direct planning, development and investment decisions. Objectives provide refinements of the policy and provide more detail about understanding, applying and implementing the plan. They also act as benchmarks against which progress can be measured.

Policy

Support near- and long-term goals for the district through strategic public and private investment and development.

Objectives

1. Promote public investments that leverage private investments in the district.
2. Phase infrastructure improvements to use public funding most effectively.
3. Establish public investment priorities for transportation, parks and greenway, infrastructure, housing and jobs.
4. Identify and seek a variety of local, state, federal and nonprofit funding sources to support district improvements.
5. Encourage a range of businesses from start-up firms to corporate headquarters, with particular focus on knowledge-based industries, especially bioscience technology, to locate in the district.
6. Support the development of institutions that are consistent with the district's vision.

District Development Concept

Overview

North Macadam District Framework Plan

The *North Macadam District Framework Plan* (1999) included a detailed implementation program to guide and assist the urban renewal of the district through public and private development efforts, consistent with the *Framework Plan* goals. The implementation program covered a broad range of potential activities by both the public and private sector, and established a public investment strategy. The main elements included in the implementation program include:

- A. Strategies and actions for each of the fundamental district goals for:
 - Housing,
 - Jobs,
 - Greenway and open space, and
 - Transportation.
- B. Public/private partnerships for selected activities:
 - Willamette greenway,
 - Housing implementation,
 - OHSU/PDC development agreement
 - Transportation management association, and
 - Neighborhood transportation alliance.
- C. Public investment principles and a development funding strategy to guide the expenditure and prioritization of tax increment and other public funding.

Together these actions and strategies (which were created by the *North Macadam District Framework Plan's* Steering Committee and its subcommittees) became the “game plan” for public and private sector interests to work together towards common goals. Concurrent with the *Framework Plan* acceptance by City Council, the *North Macadam Urban Renewal Plan* was adopted and the first milestone was achieved.

Special care was taken in crafting the implementation program to ensure that the district, which was considered on the cusp of change, will move forward with a holistic and integrated palette of tools. Some elements of the implementation program are currently underway, others have yet to begin and some actions have been modified or redirected based on new opportunities and conditions.

South Waterfront Plan

As the planning process continued through 2001-2002, the primary focus of the Bureau of Planning's activities was to develop the *Proposed North Macadam Plan* and to establish code language and design guidelines. After Planning Commission review and adoption of the *Proposed North Macadam Plan*, the *Recommended North Macadam Plan* moved forward to City Council for their review, deliberation and adoption. As part of deliberation process, Council agreed to change the district's name from “North Macadam” to the more encompassing “South Waterfront.” The *South Waterfront Plan* incorporates concepts of the *North Macadam District Framework Plan*, based on City

Council direction and new considerations for the district. Upon adoption by City Council in November 2002, the district's long-term vision was cast and implementation efforts will be able to move forward in earnest.

District Development Strategies

Implementation Priorities

The Portland Development Commission (PDC), the district's lead implementation agency, will coordinate with other local, state and federal bureaus and agencies, to continue work on current development-related projects and to initiate priority projects and activities in the future. Of immediate importance is the partnership with Oregon Health & Science University (OHSU), North Macadam Investors, Inc., and River Campus Investors, whose central district development program calls for the South Waterfront component of OHSU's central campus, coupled with significant numbers of condominium and apartment units, retail, office and hotel development. The biggest challenge to achieving this build-out is the development of an infrastructure backbone. The benefits are many and most pivotally, the central district marks the first major private investment in the district in more than 15 years.

In fiscal year 2002-03, strategic implementation priorities for the Portland Development Commission in South Waterfront are:

1. Establishing a revised district funding strategy, focusing on infrastructure necessary to drive private development/investment and the growth of tax increment;
2. Executing the expected initial development agreement with OHSU, North Macadam Investors, and River Campus Investors;
3. Beginning construction of key infrastructure projects;
4. Initiating greenway predevelopment activities; and
5. Updating the long-term implementation program to reflect current conditions and modifications to the *North Macadam District Framework Plan* concepts, as reflected in the *South Waterfront Plan*.

Urban Renewal Program

Urban renewal is one of the key tools used to implement adopted City plans and goals. Urban renewal plans, which describe the goals and objectives for each urban renewal district, guide development and redevelopment activity through the life of the district. PDC has a range of tools available. In South Waterfront, PDC expects to make particular use of two tools: development agreements and tax increment financing.

Development agreements have been used for decades to create public/private partnerships, with clear obligations and responsibilities by all parties, documented in a legal contract. These agreements characterize the type and quality of development, financial obligations and phasing of projects. It is anticipated that PDC will execute development agreements with multiple property owners, especially during the early years of the district.

District Development

Development agreements also contain qualitative requirements and special conditions, reflecting the unique circumstances of each project and the public goals inherent to that area. In South Waterfront, given the multiple public objectives to be achieved, development agreements will be used as a companion tool to the zoning code for meeting public goals. PDC will consider and incorporate, as appropriate, the following special provisions:

- Funding and provision of additional greenway area
- Innovative stormwater management approaches
- Open space land acquisition
- Job creation
- Housing unit creation
- Affordable housing unit creation
- Local Improvement Districts (LID) participation
- Business Improvements Districts (BID) participation
- Provision of pedestrian improvements throughout entire site
- Green building certification
- Phasing and reallocation of supplemental parking



Willamette Greenway at South Waterfront Park

Public investment principles guide the negotiation of development agreements. Public investment principles included in the original *North Macadam District Framework Plan* will guide future memorandum of understanding and development agreement negotiations. The five principles are listed below.

1. Invest in infrastructure and urban amenities to facilitate and leverage private investment consistent with overall plan goals.
2. Utilize private financing for private development that achieves reasonable rates of return and, where possible, utilize private financing for public investments.
3. Target public funding to leverage private development, using it as a catalyst particularly for front-end infrastructure.
4. Prioritize public expenditures to create a critical mass of initial job and housing related investment.
5. Invest tax increment to ensure future growth of tax increment financing (TIF) revenues and an acceptable rate of return for overall public investment.

Tax increment financing (TIF) is the other significant tool associated with urban renewal. This funding source, which typically grows as new development occurs within the district, provides a base of funding for eligible activities allowed by the urban renewal plan. It can be used for public infrastructure, parks, land acquisition, loans and grants. In South Waterfront, an early impediment to public investment in infrastructure has been the slow growth of tax increment. PDC's current five year business plan for South Waterfront relies on a "readiness to proceed" strategy, meaning that the limited early TIF

funds will be used to leverage new, private taxable development in the district, in order to build a growing source of tax increment revenue.

Factors affecting the operation of TIF in the early years of the urban renewal district include 1) the December 2001 Oregon Supreme Court ruling (*Shilo vs. Multnomah County et al*) which will modify the calculation of, and reduce urban renewal tax collections for, all urban renewal districts in Oregon; 2) the City of Portland's budget shortfalls due to reductions in general fund and other revenue sources; and 3) the City's short-term decision to significantly limit the issuance of tax increment bonds or lines of credit until the full effect of these financial constraints are understood and mitigated. Therefore, during fiscal year 01-02 and fiscal year 02-03, it appears that PDC will not be able to leverage tax increment revenues into longer-term debt. In the future, tax increment bonding capacity is anticipated to be restored (but at a reduced level) as the City's overall financial picture improves and the impacts of the *Shilo* decision are resolved.

The extent to which TIF will be relied on in the future to fund non-tax generating projects, such as open space and affordable housing, will depend upon the success of "readiness to proceed" strategy. Other funding sources are being pursued to supplement TIF investment in the district, including local, state, federal and nonprofit funding for desired improvements.

Summary Observations

Implementation of the *North Macadam District Framework Plan* goals and the *South Waterfront Plan* vision, policies and concepts, is a challenging quest in terms of urban redevelopment projects. However, there is an unparalleled opportunity to create a vibrant new neighborhood with 1.2 miles of river frontage, and linkages to downtown and Marquam Hill. Today, South Waterfront faces many of the same constraints that it has for some time: lack of infrastructure to serve urban redevelopment; brownfield conditions; limited funding availability; and a lack of private sector development momentum. Upon adoption of the *South Waterfront Plan*, the city established a guiding vision that addresses these opportunities and multiple public goals within a context of current and future market considerations.

Implementing the District Development Concept

District Development Action Chart

Authority and Purpose

This action chart is one of five that, in combination, updates the existing *Central City Plan* action chart for Policy 21: South Waterfront.

An action chart is a list of strategies identified by the City to implement the vision, policies, and objectives of the plan. Adopted by City Council through a resolution, action charts include timeframes within which the actions are expected to occur. Each action has one or more parties (public and private) listed to indicate who will implement the action; implementors have expressed interest in and support for the action, with the understanding that circumstances may change and some actions may be adjusted and/or replaced with more feasible proposals over time.

Strategies identified in this action chart fall into one of three categories:

- ***Projects***: These are actions with clearly defined missions that can be completed within a given timeframe.
- ***Programs***: These are ongoing actions requiring continued organizational support.
- ***Regulations***: These include zoning code changes, design guidelines and other legislative actions. Oregon state law requires that regulations needed to implement a policy must be adopted at the same time as the policy.

For a list of action item implementors, see Appendix D.

DISTRICT DEVELOPMENT ACTION CHART

#	Actions ¹	Time Frame				Implementors ²
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
PROJECTS						
SW DD 1	Establish a revised district funding strategy focusing on developing the infrastructure necessary to leverage private development.		X			PDC, Private
SW DD 2	Develop the infrastructure needed to ensure South Waterfront is a competitive location for high technology jobs, such as bioscience businesses.			X		PDC, Private
SW DD 3	Develop a district economic development strategy to promote bioscience businesses within the district.			X		PDC, BOP
SW DD 4	Conduct a marketing study to determine the feasibility of developing a business innovation center in the district. If feasible, develop the center.			X		PDC, Private
SW DD 5	Develop the telecommunications infrastructure needed to ensure South Waterfront is a competitive location for high technology jobs.			X		PDC, Private
SW DD 6	Study the feasibility of robotic parking.			X		PDC, PDOT, BOP, Private
SW DD 7	Update the long-term implementation program to reflect the district's current conditions and elements of the adopted <i>South Waterfront Plan</i> .			X		PDC
PROGRAMS						
SW DD 8	Implement the <i>North Macadam Urban Renewal Plan</i> .			X		PDC, BOP, PDOT, Parks, BES, OMF
SW DD 9	Encourage the development and participation in Local Improvement Districts (LIDs) or Business Improvement Districts (BIDs) to provide additional funding for the development and maintenance of streetcar, greenway and parks.		X			PDC, PDOT, Parks
SW DD 10	Establish a program or partnership to build parking structures to support early development.		X			PDC, Private

District Development

#	Actions ¹	Time Frame				Implementors ²
		Adopt with plan	On-going	Next 5 years	6 to 20 years	
SW DD 11	Provide redevelopment assistance to projects that implement the vision and policies of the <i>South Waterfront Plan</i> .			X		PDC, PDOT, BDS

NOTES

1. *The Portland City Council approves this action chart by resolution. It is a starting place. All actions must have at least one identified implementor. Actions are adopted with the understanding that some will be adjusted and others replaced with more feasible proposals.*
2. *Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to carry out the action. See appendices for a key to the implementor abbreviations.*

APPENDICES

Public Policy Framework

This section summarizes the federal, state, regional and local policy framework that guides the planning process for South Waterfront. This framework can be thought of as a hierarchy in which plans for smaller areas or jurisdictions must comply or be consistent with those for larger jurisdictions or more encompassing areas – from the local level to the federal level. Hence, planning done for South Waterfront must be consistent with the City of Portland’s adopted plans and policies, which must be consistent with regional plans and policies, which then must be consistent with state goals, laws and rules, which in turn must be consistent with the applicable federal regulations.

Federal Regulations

Clean Water Act

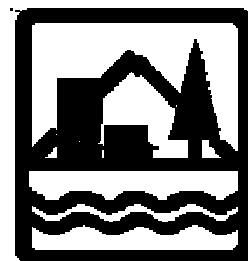
In the late 1960s and early 1970s, increased public awareness and concern for controlling water pollution led to enactment of the *Federal Water Pollution Control Act Amendments of 1972*, commonly known as the *Clean Water Act* (referred to as the *Act*). The *Act* established the basic structure for regulating discharges of pollutants into the lakes, rivers and streams of the United States. The *Clean Water Act* also gave the Environmental Protection Agency (EPA) the authority to implement pollution control programs, such as setting wastewater standards for industry. The *Act* made it unlawful for any person to discharge any pollutant from a point source into navigable waters, unless a permit was obtained under its provisions. This landmark act also recognized the need for planning to address the critical problems posed by nonpoint source water pollution.

Endangered Species Act

Passed by Congress in 1973, the primary purpose of the *Endangered Species Act* (ESA) is to both protect endangered and threatened plant and animal species as well as to provide a means to conserve the natural ecosystems upon which these listed species depend. This act of Congress recognized that many of our nation’s native plants and animals were in danger of extinction. This law is administered by the U.S. Fish and Wildlife Service and the National Marine Fisheries Service.

State Goals and Rules

Through Senate Bill 100, the 1973 Oregon Legislative Assembly established the current regulatory framework for land use planning in the state of Oregon. The Oregon Land Conservation and Development Commission (LCDC), under the authority delegated to them by the legislature, adopted standards called the *Statewide Planning Goals*. The Department of Land Conservation and Development (DLCD) administers these planning goals.



*Department of Land
Conservation and
Development*

Appendix A – Public Policy Framework

Oregon's Statewide Planning Goals

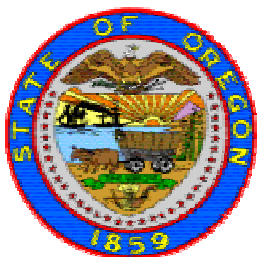
Oregon's *Statewide Planning Goals* constitute the framework for a statewide land use planning program. These 19 goals incorporate state policies on land use, resource management, economic development, citizen involvement and other key issues.

Oregon's *Statewide Planning Goals* are achieved through local comprehensive planning. State law requires each city and county to have a comprehensive plan and the zoning and land division ordinances needed to put the plan into effect. Locally adopted comprehensive plans must be consistent with the *Statewide Planning Goals*.

City planning efforts, such as the *South Waterfront Plan*, are generally accompanied by a set of implementing measures, including changes to the *Portland Zoning Code* text and map.

State Transportation Planning Rule (TPR)

The purpose of the *Transportation Planning Rule* (TPR) is to implement *Statewide Planning Goal 12* (Transportation) and to promote the development of safe, convenient and economic transportation systems designed to reduce reliance on the automobile. By minimizing auto-dependence, air pollution, traffic and other livability problems faced by urban areas might be avoided. The TPR sets a high standard for success, targeting vehicle miles traveled, an indicator of urban congestion and air pollution, for a per capita reduction of 10 percent over 20 years, and a 20 percent reduction over 30 years.



State of Oregon Seal

Metropolitan Housing Rule

The purpose of this rule is to ensure opportunities for the provision of adequate numbers of needed housing units and the efficient use of land within the metropolitan Portland (Metro) urban growth boundary (UGB). The *Metropolitan Housing Rule* is also designed to provide greater certainty in the development process, which can lead to reduced housing costs. This administrative rule further specifies the requirements of *Statewide Planning Goal 10* (Housing). The rule sets regional housing density and affordability targets as well as requiring local jurisdictions to implement these in particular ways through the comprehensive planning process.

Regional Policies and Regulations

Metro is the directly-elected regional government for the urbanized portions of Clackamas, Multnomah and Washington Counties. In addition to managing regional facilities, including the Oregon Zoo, the Oregon Convention Center, and solid waste disposal, Metro provides regional land use and transportation planning and determines the location of the region's urban growth boundary.

In 1995, Metro adopted a set of Regional Urban Growth Goals and Objectives (RUGGOs) to guide the region as it grows and to indicate the kind of process Metro will use to plan for growth at the regional level. As part of the RUGGOs, Metro adopted the

Region 2040 Growth Concept, which designates particular areas in the region where additional population and development will be focused.

Metro's *Urban Growth Management Functional Plan* (1996) and *2040 Framework Plan* (1992) provide local governments with a comprehensive resource on issues related to growth management and direct local governments to implement standards to create and preserve livable communities.

Region 2040 Growth Concept

The *Region 2040 Growth Concept* (1994) indicates the preferred form of regional growth and development through the year 2040, the character and density of different areas, as well as ways to protect open spaces and natural resources and maintain air and water quality. The growth concept is designed to accommodate an estimated 720,000 additional residents (a third of whom will be born in the region) and 350,000 additional jobs within the current urban growth boundary (UGB). Fundamental to the growth concept is a multimodal transportation system that ensures mobility of people and goods throughout the region.



Urban Growth Management Functional Plan

The *Urban Growth Management Functional Plan* (UGMFP) was created to allow early implementation of the *Region 2040 Growth Concept*. The UGMFP establishes specific actions local governments must take to adhere to regional growth management policies. These include changing, if necessary, local implementing policies and ordinances to:

- Apply minimum density standards for residential zones, allow accessory dwelling units, and establish 2040 “design type” boundaries (Title 1);
- Meet or exceed standards for parking minimums and maximums (Title 2);
- Demonstrate compliance with water quality standards and stream protection (Title 3);
- Prohibit or limit large-scale retail uses (a.k.a. “big boxes”) in most employment and industrial areas (Title 4); and
- Include voluntary affordable housing production goals as well as land use and nonland use affordable housing tools and strategies (Title 7).

The UGMFP requirements also call for:

- Increasing interconnections in the local transportation system to reduce congestion and make walking or biking for short trips more feasible;
- Establishing transportation mode split targets; and
- Specifying congestion management actions that must be considered and implemented prior to increasing roadway capacity.

Appendix A – Public Policy Framework

Regional Transportation Plan

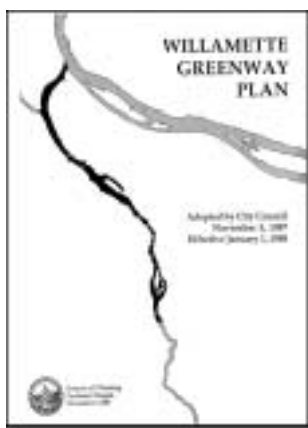
The *Regional Transportation Plan* (RTP) is a 20-year blueprint to ensure our ability to get around within the Portland region as it grows. The RTP establishes transportation policies for all forms of travel – motor vehicle, transit, pedestrian, bicycle and freight – and includes specific objectives, strategies and projects to guide local and regional implementation of each policy. The plan also comes with cost estimates and funding strategies to meet these costs. Federal and state transportation dollars are allocated according to priorities set in the RTP. The plan was first adopted by the Metro Council in 1983, and is updated periodically to reflect changing conditions.

Local Plans and Policies



Portland Comprehensive Plan

The City of Portland developed the *Comprehensive Plan* in response to the state land use laws. It was first adopted on October 16, 1980. The *Comprehensive Plan* calls for the maintenance of Portland's role as the region's employment, population and cultural center through expanding opportunities for housing and jobs. The *Comprehensive Plan* established a mixed-use designation for South Waterfront to allow the area to transition from industrial district to an urban mixed-use neighborhood. (*The South Waterfront Plan amends the Comprehensive Plan.*)



Comprehensive Plan Housing Policy – Goal 4

Amended by City Council in 1999, the *Comprehensive Plan*'s housing policy (Goal 4) seeks to enhance Portland's urban vitality by providing housing of different types, tenures, density, sizes, costs and locations that accommodate a variety of housing needs, preferences and financial capabilities for current and future residents.

Willamette Greenway Plan

This plan was developed by the City of Portland and adopted in 1979. It was updated in 1987 to implement the City's Willamette greenway responsibilities as required by *Statewide Planning Goal 15*. The greenway regulations seek to protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of lands along the Willamette River. Most of the district became subject to Willamette greenway review with the adoption of this plan. This required that any development within the greenway review zone (currently about 400 feet landward of the top of riverbank within South Waterfront) must comply with an additional set of

greenway-related policies, regulations and design guidelines, in addition to any other applicable policies and development standards. (*The South Waterfront Plan amends the greenway review zone and the Willamette Greenway Plan.*)

Corbett, Terwilliger, and Lair Hill Policy Plan

The Bureau of Planning developed this plan in cooperation with the Corbett-Terwilliger-Lair Hill (CTLH) neighborhood. It was adopted in 1977 and called for retaining industry along the Willamette River north of Johns Landing to Gibbs Street and redeveloping the area north of Gibbs as a mixed-use neighborhood that includes housing.



Central City Plan

Adopted in 1988, the plan included the South Waterfront area within its scope as it expanded the definition of Portland's core beyond the traditional central business district. It also updated the *Downtown Plan* of 1972. The *Central City Plan* established high-density residential opportunities in the city core, close to job centers and retail opportunities. The *Central City Plan* updated height and bulk regulations and specific land uses, particularly development standards supportive of a pedestrian environment. In addition, the *Central City Plan* established a requirement that some housing be included in the redevelopment of the South Waterfront area. (*The South Waterfront plan amends the Central City Plan.*)



Central City Transportation Management Plan

In 1990, City Council authorized the *Central City Transportation Management Plan* (CCTMP) to carry out the *Central City Plan's* transportation policy and to replace the *Downtown Parking and Circulation Policy* (DPCP). The CCTMP includes both transportation policies as well as potential actions for implementation and it is incorporated into the City's *Comprehensive Plan Transportation Element*.

The CCTMP was developed in conjunction with Tri-Met, the Association for Portland Progress (APP), the Portland Development Commission (PDC), Metro and the Department of Environmental Quality (DEQ). The plan incorporates policies on development, promotion and expansion of transit service in the Central City, as well as parking and demand management actions.

Central City Fundamental Design Guidelines



These guidelines were adopted in August 1990 and updated in April 2001 as an outgrowth of the *Central City Plan*. The guidelines address design issues common to all areas of the Central City. The 'd' design overlay zone is applied to all property located within the Central City (including land within South Waterfront) that is zoned RX, CX, or EX.

Special Design Guidelines for the North Macadam District

These guidelines were adopted in September 1992 and amended in September 1997 in order to address design issues specific to the *South Waterfront Plan* area then known as North Macadam. Many of the design issues that these guidelines were intended to address are now addressed in the updated *Central City Plan Fundamental Design Guidelines*. (Upon adoption of the *South Waterfront Plan*, the *South Waterfront Design Guidelines* and *Greenway Design Guidelines for South Waterfront* replace the *Special Design Guidelines for the North Macadam District*.)

North Macadam District Street Plan

The street plan, accepted by City Council in 1996, was designed to support anticipated development in the district by identifying the types and locations of streets needed to provide for auto, transit, pedestrian and bicycle circulation. (As a follow up to the *South Waterfront Plan* process, the *North Macadam District Street Plan* will be updated and renamed the *South Waterfront District Street Plan*.)

North Macadam Street Plan Implementation Amendments

City Council adopted these amendments in 1997, as an interim measure to clarify regulations and policies and further implement the *North Macadam District Street Plan*. These amendments refined zoning maps, created building development standards, including height and floor area ratios, and established parking access restrictions for the

South Waterfront District. (The *North Macadam Street Plan Implementation Amendments* are replaced by the updated *Street Plan* and *Zoning Code* revisions adopted in the *South Waterfront Plan* process.)



North Macadam District Framework Plan

City Council accepted the *Framework Plan* (Resolution 35815) in August 1999. The plan, developed by the North Macadam Steering Committee and the Portland Development Commission (PDC), is the product of a multiyear public-private planning process involving six committees. For the first time in the district's history, a diverse group of stakeholders was brought together to look

holistically at the future of the area. The *Framework Plan* calls for the creation of a “distinct neighborhood of exceptional urban character with a diversity of jobs and housing.” Its vision and goals are intended to guide public and private development in the district.

The *South Waterfront Plan* does not amend the *North Macadam District Framework Plan* but instead refers to and builds upon much of the earlier work.

North Macadam Urban Renewal Plan

This plan, adopted by City Council in August 1999, created an urban renewal district in the North Macadam/South Waterfront area to enable the collection of tax increment funds to fund infrastructure improvements and other public objectives for the district. It is intended to help implement the vision and goals for the district and set priorities for the expenditure of tax increment. The *North Macadam Urban Renewal Plan* is one of several mechanisms for creating public-private partnerships.

Relationship of Key Planning Documents to the South Waterfront Plan



Recent Planning Process

The *South Waterfront Plan* applies to an area previously known as North Macadam. During City Council's deliberations on the plan and its elements, Council changed the name from North Macadam to South Waterfront to more accurately reflect the area's relationship to downtown and the Willamette River. The following section describes the planning process leading to the adoption of the *South Waterfront Plan*.

North Macadam District Framework Plan, August 1999

City Council accepted the *North Macadam District Framework Plan* in August 1999. As part of their action, City Council expressed interest in a wider greenway in the North Macadam/South Waterfront area, responding to considerable public testimony. City Council also adopted a resolution directing the Portland Development Commission to coordinate a work program that supported ongoing City planning work in the district. As part of this work program, the Bureau of Planning was asked to propose amendments to the *Central City Plan*, *North Macadam District Design Guidelines*, *Willamette Greenway Plan* and the applicable sections of the *Portland Zoning Code*.

The Bureau of Planning led a collaborative effort between staff from several bureaus to inform and guide the ensuing process. This process, which benefited from public input along the way, is outlined in the subsequent paragraphs.

North Macadam District Documents, October 2000

In October 2000, the Bureau of Planning produced a three-volume set of proposals to amend a series of development regulations currently applicable to the North Macadam/South Waterfront subdistrict of the Central City Plan District. This three-volume set of proposals included:

- Volume 1: *Proposed Revisions to the Central City Plan, Willamette Greenway Plan, and Title 33, Zoning Code*;
- Volume 2: *Proposed North Macadam District Design Guidelines*; and
- Volume 3: *Appendices*.

Planning Commission Hearing, November 2000

At this hearing, the Planning Commission asked the Bureau of Planning to revisit the underlying assumptions and visions guiding the North Macadam/South Waterfront planning process. This reexamination became the starting point for the current planning effort and, subsequently, the *South Waterfront Plan*.

Bureau of Planning staff began the planning process by meeting with various stakeholders in an effort to clarify the vision and implementation strategies proposed in the *Framework Plan* and to reexamine some of its elements based on changes that occurred after the *Framework Plan* was drafted. Factors that were considered in this reexamination include:

- Planning Commission and City Council interest in increased emphasis on the Willamette River and the greenway as unifying elements of the district;

Appendix B – Recent Planning Process

- Listing of steelhead trout and Chinook salmon as threatened species under the *Endangered Species Act* and the City's response to its regulatory obligations under the act;
- The work of the South Portland Alliance on Transportation, which identified potential changes to the regional transportation network;
- Recent discussions about a potential streetcar connection to Lake Oswego; and
- Increased interest of Oregon Health & Science University to locate facilities in the South Waterfront area.

Technical Management Team

In 1998, led by the Portland Development Commission, an interbureau advisory team known as the Technical Management Team (TMT) was formed to provide advice and analysis regarding plan options and proposals. The team included representatives from the Bureau of Planning, Bureau of Environmental Services, Bureau of Parks and Recreation, Office of Planning and Development Review (now known as Bureau of Development Services), Office of Transportation, Office of Management and Finance and the City's Endangered Species Act Team.

Interbureau Project Team (Core Group)

In September 2001, the Core Group was formed as a smaller working group of the Technical Management Team. This group, led by the Bureau of Planning, included representatives from the Bureau of Environmental Services, Bureau of Parks and Recreation, Office of Planning and Development Review (now known as Bureau of Development Services), Office of Transportation and the Portland Development Commission. Core Group members coordinated elements of the South Waterfront project and related city projects, provided advice on plan elements and presented project concepts at public events.

Portland Design Commission

The Portland Design Commission developed the *Design Advisory for the North Macadam District* (November 2001) to describe and illustrate design principles for dealing with building bulk and mass and the relationship of development to the riverfront. The ideas and principles in this document are based on discussions that occurred at three Design Commission workshops that took place in April and May 2001.

Stakeholder Briefings (November and December 2001)

The Core Group provided informational briefings on the North Macadam/South Waterfront concepts and the accompanying planning process to a number of groups representing business and property owners, Corbett-Terwilliger-Lair Hill neighborhood association, design organizations and environmental organizations.

Open Houses (February 5 and February 9, 2002)

Two open houses were held for public review of the draft land use, transportation, and greenway and parks concepts for the North Macadam/South Waterfront plan area. Approximately 65 people attended these events. Comments received by participants

were considered in the refinement of these concepts. In addition, Planning Commission was provided with a summary of the comments received.

Review and Adoption of the South Waterfront Plan

This section details the review process for the *South Waterfront Plan*. Public review by the Planning Commission and Design Commission has resulted in recommendations to the City Council. Both review bodies' recommendations and public testimony were considered by the City Council at hearings in October and early November 2002.

Planning Commission

March 26, 2002 – Portland Planning Commission held a joint briefing with Bureau of Planning staff from the North Macadam/South Waterfront project and the Marquam Hill project. The purpose of the briefing was to provide an overview of the two planning efforts and their interrelationship.

May 14 and May 28, 2002 – Planning Commission held public hearings on the *Proposed North Macadam Plan* and the *Proposed Zoning Code for North Macadam*. At these hearings, about fifty individuals testified on behalf of property owners, neighborhood residents and other stakeholder groups, and various local agencies.

June 4, June 25, July 9, July 16, and July 30, 2002 – Planning Commission held work sessions to review the *Proposed North Macadam Plan*, *Proposed Zoning Code for North Macadam* and related testimony. At the July 30, 2002 work session, Planning Commission voted to accept the *Proposed North Macadam Plan* and the *Proposed Zoning Code for North Macadam* as amended. This action forwarded on to City Council the Planning Commission's *Recommended North Macadam Plan* and the *Recommended Zoning Code for North Macadam*.

August 27, 2002 – Planning Commission held a public hearing on a proposal to raise the maximum height limits for an area north of the Marquam Bridge, near RiverPlace. This proposal originally came forward during Planning Commission's hearings on the *Proposed North Macadam Plan* and Planning Commission asked for a separate notification and public hearing for this request, as a continuation of the *North Macadam Plan* process. After hearing testimony from approximately twenty individuals, Planning Commission voted to deny the proposal and therefore, this proposal was not carried forward to City Council as part of the Bureau of Planning's legislative package.

Planning Commission's recommendations to City Council included:

- Amendments to the *Central City Plan*:
 - North Macadam vision
 - *Central City Plan* Policy 21: North Macadam
 - North Macadam policies and objectives
 - North Macadam action charts

Appendix B – Recent Planning Process

- Amendments to the *Zoning Code* (Title 33, Planning and Zoning) and the *Zoning Map*
- Additional comments and recommendations on elements of *Recommended North Macadam Plan*.

Design Commission

July 18, 2002 – Design Commission held a public hearing on the *Proposed North Macadam Design Guidelines*.

August 22, 2002 – At a work session to deliberate on the *Proposed North Macadam Design Guidelines*, the Design Commission voted to recommend these design guidelines to City Council, as amended.

The Design Commission's recommendations to City Council include:

- *Recommended North Macadam Design Guidelines and Greenway Design Guidelines for North Macadam*, to replace the *Special Design Guidelines for the North Macadam District*.

City Council

At public hearings held in October and early November 2002, the City Council considered a package of items, including:

- Planning Commission's *Recommended North Macadam Plan*, including vision, policies, objectives, action charts, and zoning code amendments.
- Design Commission's *Recommended North Macadam Design Guidelines and Greenway Design Guidelines for North Macadam*.
- Adopting ordinance and resolution for these documents (including legal findings that demonstrate consistency between the recommendations and applicable state, regional and local policies and regulations).

The City Council also held work sessions to review the recommendations, amendments and related testimony. As part of their deliberations, the council also requested additional work and/or amendments to the recommendations prior to making their final decisions on these items. On November 13, 2002, City Council voted to adopt the plan and change the name to the *South Waterfront Plan*.

City Council adopted by ordinance:

- Amendments to the *Central City Plan*:
 - South Waterfront vision
 - *Central City Plan* Policy 21: South Waterfront
 - South Waterfront policies and objectives
- Amendments to Title 33 and the Zoning Map
- *South Waterfront Design Guidelines and Greenway Design Guidelines for South Waterfront*

Appendix B – Recent Planning Process

City Council adopted by resolution:

- Amendments to the *Central City Plan* action charts for South Waterfront
- Other implementation elements that the council wished to provide specific, detailed direction to the city bureaus and other agencies responsible for completing these directives

177082

NOW, THEREFORE, the Council directs:

- a. Adopt the Planning Commission's report and recommendations on the North Macadam Project as shown in the document titled *Recommended North Macadam Plan* dated September 10, 2002 and as amended by the *North Macadam Project: Amendments Report* (Exhibit F), as the basis for the items listed in directives "b" through "j" below. The Planning Commission's report and recommendation is attached to and incorporated in this ordinance as Exhibit A;
- b. Amend Portland's *Comprehensive Plan*, to incorporate the *North Macadam Plan* policies and objectives associated with each policy as shown in Exhibit A and as amended by *North Macadam Project: Amendments Report* (Exhibit F). The policies relate to land use and urban form, greenway and parks, transportation, district-wide environmental design and district development;
- c. Amend Title 33, Planning and Zoning, of the Municipal Code of the City of Portland, to incorporate all code amendments approved by the Council in the *Zoning Code for North Macadam*, Exhibit B, and as amended by *North Macadam Project: Amendments Report* (Exhibit F). Adopt the commentary in Exhibit B as an expression of legislative intent and as further findings to support the Council's action;
- d. Amend the *Central City Plan*, to incorporate *North Macadam Plan Vision* as part of the *Central City Plan's* vision; to incorporate changes to the Policy 21: North Macadam, and as shown in the *North Macadam Project: Amendments Report* (Exhibit F);
- e. Replace the *Special Design Guidelines for the North Macadam District of the Central City Plan* with the *North Macadam Design Guidelines and Greenway Design Guidelines for North Macadam*, as shown in Exhibit C and as amended by the *North Macadam Project: Amendments Report* (Exhibit F);
- f. Adopt the *Supporting Information Document*, attached to this ordinance as Exhibit D, as further legislative findings in support of this ordinance;
- g. Amend the *Willamette Greenway Plan*, as shown in Exhibit E;
- h. Adopt the *North Macadam Project: Amendments Report*, attached to this ordinance as Exhibit F, as further legislative findings in support of this ordinance;
- i. Adopt the *Background Information on Amendment Request 17: Height Change for North of the Marquam Bridge*, attached to this ordinance as Exhibit G, as further legislative findings in support of this ordinance;
- j. Adopt the *Addendum to the North Macadam Project: Amendments Report*, attached to this ordinance as Exhibit H, as further legislative findings in support of this ordinance; and

Appendix C – Adopting Ordinance and Resolution

177082

Section 2: The effective date for directives a through j will be January 20, 2003. The time between adoption and the effective date will allow time for staff to complete an update of the *North Macadam District Street Plan*, to be consistent with relevant *North Macadam Plan* elements, including transportation policies, objectives, action charts and concept.

Passed by the Council, **NOV 13 2002**

Mayor Vera Katz
Marie Johnson
October 9, 2002

GARY BLACKMER
Auditor of the City of Portland

By

Susan Parsons
Deputy

Appendix C- Adopting Ordinance and Resolution

3 6 1 1 1

Resolution No.

As Amended

Adopt the Action Charts and additional implementing measures of the *North Macadam Plan* (Resolution)

The City of Portland resolves:

WHEREAS, neighborhood and area plans are intended to promote patterns of land use, urban design, infrastructure facilities and services that encourage and contribute to the economic, social, and physical health, welfare, and safety of neighborhoods and the City as a whole; and

WHEREAS, the *North Macadam Plan* was developed by the City of Portland Bureau of Planning in cooperation with other City bureaus and agencies and with participation from property owners, business persons and other interested citizens; and

WHEREAS, the *North Macadam Plan* directs and manages change over time, and as such the adopted vision statement, policies, objectives, *Zoning Code*, and design guidelines of the *North Macadam Plan* are adopted by Ordinance and will guide decision-making, public deliberation, and investments; and

WHEREAS, it is in the public interest that the recommendations contained in the *North Macadam Plan* and outlined below in directives c.1 through c.8, be adopted to direct and manage change in the North Macadam Plan area;

WHEREAS, the policy and objective elements of the *North Macadam Plan* are adopted by Ordinance as part of the *Comprehensive Plan*, the action charts included in attached Exhibit A are not adopted as part of the *Comprehensive Plan*;

WHEREAS, the action charts describe the recommended implementation projects and programs of the *North Macadam Plan*, and identify appropriate time frames for implementation and identify public, nonprofit and private agencies and partnerships to lead or oversee implementation of each action; and

WHEREAS, the Portland Planning Commission recommends that the City Council adopt the action charts of the *North Macadam Plan*;

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland, a municipal corporation of the State of Oregon, that the City Council adopt the action charts of the *North Macadam Plan*, as shown in Exhibit A, and that:

- a. The implementation actions associated with the *North Macadam Plan* action charts are approved by City Council as a starting place for projects and programs that will help implement the policies of the plan;
- b. All actions are adopted with the understanding that they may need to be adjusted or replaced with more feasible alternatives. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances may change over time and may affect the implementation leader's ability to take action; and
- c. The City Council authorizes the City agencies identified on the action charts as implementors, to engage in activities aimed at implementing the projects and programs called for in the action charts of the *North Macadam Plan*, specifically:

36111

1. The City Council directs the Portland Development Commission to work with Parks and Recreation, Portland Office of Transportation, Environmental Services, Office of Sustainable Development, Planning, Tri-Met and other relevant agencies to identify funding sources and strategies to implement projects, programs and activities listed in the action charts of the *North Macadam Plan* over the next five, ten and twenty years;
2. The City Council directs the Portland Office of Transportation to work with Environmental Services, Planning, Portland Development Commission and other relevant agencies to update the Street Plan for North Macadam, including updates to the Transportation Element of the *Comprehensive Plan*, the street plan maps, street standards and street plan principles, to be consistent with the policies and Transportation Concept of the *North Macadam Plan*, and return to City Council for review and acceptance no later than January 20, 2003;
3. The City Council directs the Portland Office of Transportation to survey the top of bank of the Willamette River in the North Macadam District, consistent with the diagrams of the *North Macadam Plan*;
4. After the action called out under directive c.3, above, is complete, the City Council directs the Bureau of Planning to amend the *Zoning Code* to use a mapped top of bank in the North Macadam Subdistrict based on the survey.
5. The City Council directs the Bureau of Parks and Recreation and the Bureau of Planning to coordinate development of the Design Coordination Plan for the Greenway in cooperation with Portland Development Commission, Environmental Services, Portland Office of Transportation, ESA Program and other affected bureaus, with involvement by North Macadam property owners, in a process operating under the River Renaissance umbrella.
6. The City Council directs the Bureau of Parks and Recreation, in cooperation with Portland Development Commission, Bureau of Planning and Portland Office of Transportation, to coordinate development of a local improvement district or comparable instrument that provides a mechanism to collect district contributions for greenway improvements.
7. The City Council directs the Bureau of Planning, in cooperation with other city bureaus and agencies, to monitor and evaluate implementation of the *Zoning Code* and other implementation actions of the *North Macadam Plan*. In addition, the Bureau of Planning is directed to report back to Council within three years on these implementation items to ensure that the city is achieving the goals described in the *North Macadam Plan*.
8. The City Council directs the Bureau of Planning to work with the Bureau of Development Services to complete an inventory of existing surface parking in the North Macadam District, including number of spaces, square footage and location. This information will be used as a baseline when the City administers and tracks the surface parking limitations in the subdistrict.
9. The City Council directs the Bureau of Planning to update the *Central City Plan* to include the North Macadam Urban Design Map as shown in the *North Macadam Plan*.]
10. The City Council directs the Bureau of Planning to rename the plan area "South Waterfront" and, upon adoption, make the subsequent changes to the name of the project

Appendix C- Adopting Ordinance and Resolution

36111

documents including the plan, zoning code and design guidelines as well as references to this subdistrict of the Central City plan district.

11. The City Council directs the Bureau of Planning, the Portland Development Commission, the Office of Management and Finance and other city bureaus, to update Council on land and development costs in the North Macadam District during the development agreement negotiation process.

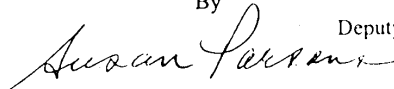
Section 2: The effective date for this resolution will be January 20, 2003. The time between adoption and the effective date will allow time for staff to complete an update of the *North Macadam District Street Plan*, to be consistent with relevant *North Macadam Plan* elements, including transportation policies, objectives, action charts and concept.

Adopted by the Council, **NOV 13 2002**
Mayor Vera Katz
Marie Johnson
October 9, 2002

GARY BLACKMER
Auditor of the City of Portland

By

Deputy



**South Waterfront Plan
List of Action Implementors and Abbreviations**

BDS	Bureau of Development Services
BES	Bureau of Environmental Services
BOP	Bureau of Planning
CTLH	Corbett-Terwilliger-Lair Hill Neighborhood Association
HAP	Housing Authority of Portland
ODOT	Oregon Department of Transportation
OHSU	Oregon Health & Science University
OMF	Office of Management and Finance
OSD	Office of Sustainable Development
Parks	Portland Parks and Recreation
PDC	Portland Development Commission
PDOT	Portland Office of Transportation
Private	Private individuals, groups, and/or organizations
RACC	Regional Arts and Cultural Council
SWDTMA	South Waterfront District Transportation Management Association
Tri-Met	Tri-Met

Appendix E – Regional Context Map for South Waterfront

This map illustrates the location of the South Waterfront District within the context of the larger Portland metropolitan region. The callout box in the lower left-hand corner of the map also illustrates how South Waterfront is located at the southern end of the Central City and adjacent to the Willamette River.

