



Marquam Hill Design Guidelines



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**Bureau of Planning
City of Portland, Oregon**

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Section I

Introduction

THE MARQUAM HILL DESIGN GUIDELINES

This document contains the Marquam Hill Design Guidelines. These guidelines address issues specific to the Marquam Hill Design District, which is shown in Map 1 on page 7.

The institutional campuses in the Design District have organically expanded on the dramatic topography of Marquam Hill since the early 1900s, resulting in a community that is truly three dimensional in nature. As Oregon Health & Science University (OHSU), the Veterans Affairs Medical Center (VAMC), the Shriners Hospital for Children, and the Ronald McDonald House continue to grow, the City will engage them as active participants in the design and development of new buildings.

DESIGN REVIEW IN PORTLAND

The design review process is an important tool in the implementation of the city's urban design goals. Portland requires design review for areas and individual buildings that are important to the city's character. Design review evaluates proposals against the design guidelines for the area. Areas subject to design review are identified on zoning maps by the lower case letter "d".

The planners within the Office of Planning & Development Review (OPDR) and the citizens appointed to serve on the Portland Design Commission conduct the design review process. The Design Commission is a volunteer board, and includes members with expertise in design and development. Members of the commission are nominated by the Mayor and confirmed by the City Council.

Design review considers many aspects of a given proposal; building siting, landscaping, exterior materials, and the location of parking are some of the elements considered.

Design review ensures that new development and alterations to existing buildings maintains the integrity and enhances the quality of the area. This review gives designers flexibility, while ensuring the compatibility of new development with the desired character of the area.

Design review provides opportunities for the public evaluation of new construction as well as other changes to buildings and sites. During the design review process, a proposal is evaluated against the design guidelines and those development regulations being proposed for modification or adjustment.

Introduction

The review process varies with the type, size, and location of the proposal. Some proposals are initially reviewed by staff and the process generally takes two to three months (Type II procedure). Other proposals are reviewed at a public hearing with a process of about three to four months (Type III procedure). Owners of nearby property are notified and testimony from individuals, organizations, and neighborhood associations is encouraged.

Additional information on the review process is available from the city's Development Services Center, located at 1900 SW 4th Avenue, Suite 1500, Portland Oregon, 97201, or by calling 503-823-7526.

DESIGN REVIEW ON MARQUAM HILL

Generally, proposals in the Marquam Hill Design District will be reviewed through the Type II procedure. The guidelines in this document will be the approval criteria.

Some portions of the Marquam Hill Design District are also within the Terwilliger Design District (see Map 2 on page 7). The Terwilliger Design District has its own set of adopted guidelines, the *Terwilliger Parkway Design Guidelines*. Where any portion of a proposed development is in the area where the two Design Districts overlap, it will be reviewed through a

Type III procedure and will have to meet **both** the Marquam Hill and Terwilliger Parkway Design Guidelines except:

1. If the proposed development will not be visible from Terwilliger Boulevard, it is reviewed through the Type II procedure, and only the Marquam Hill Design Guidelines must be met.
2. If the proposed development is a single-dwelling house, it is reviewed through the Type II procedure, and only the Marquam Hill Design Guidelines must be met.

Please see the Portland Zoning Code for complete information on the applicable approval criteria.

Copies of the *Terwilliger Parkway Design Guidelines* are available:

- From the city's Development Services Center, located at 1900 SW 4th Avenue, Suite 1500, Portland Oregon, 97201 (phone 503-823-7526).
- From the Portland Bureau of Planning, located at 1900 SW 4th Avenue, Suite 4100, Portland Oregon, 97201 (phone 503-823-7700).
- On the Bureau of Planning's website at www.planning.ci.portland.or.us.

USING DESIGN GUIDELINES IN THE DESIGN REVIEW PROCESS

Design guidelines are mandatory approval criteria that must be met as part of design review. They inform developers and the community as to what issues will be addressed during the design review process. The guidelines state broader concepts than typical development standards in order to provide flexibility to designers, yet they are requirements. Applicants are responsible for explaining, in their application, how their design meets each guideline.

The design review process is flexible. It is intended to encourage designs that are innovative and appropriate for their locations. For this reason design guidelines are qualitative statements. Unlike objective design standards, there are typically many acceptable ways to meet each design guideline. It is not the City's intent to prescribe any specific design solution through the design guidelines.

During the design review process, the review body must find that the proposal meets each of the applicable design guidelines. Proposals that meet **all** guidelines will be approved; proposals that do not meet **all** of the guidelines will not be approved.

If the review body approves the proposed design, they may add conditions to their approval to ensure the proposal's compliance with the guidelines. If the review body does not approve the proposed design, they would prefer that the applicants revise the design to address deficiencies rather than have the city impose a specific solution through conditions. The review body may also address aspects of a project's design that are not covered in the design guidelines.

All development projects are subject to the development standards contained in the Portland Zoning Code. The design review process may include the approval of proposed modifications to some development standards. The applicant must show that the development proposal meets the approval criteria stated in the Portland Zoning Code.

However, some development standards may not be modified. Standards that can not be modified may be eligible for an adjustment and must meet the criteria for an adjustment review.

WAIVER OF DESIGN GUIDELINES

In some cases, a design guideline may be waived during the design review process. An applicable guideline may be waived as part of the design review process when the proposed design better meets the goals of design review than would a project that had complied with the guideline. If a waiver is requested, the applicants must explain, in their application, how the goals of design review are better met in the proposed design than would be possible if each guideline being considered for waiver was followed. Allowing the waiver of one or more guidelines during the design review process reflects the City's concern that the design guidelines not become a rigid set of requirements that stifle innovation.

STRUCTURE OF EACH DESIGN GUIDELINE

Each design guideline has a title, background statement, guideline language, and examples of projects that have successfully met the guideline or exhibit qualities that the guideline addresses. Only the guideline language is adopted by ordinance.

The title is in ALL CAPS and is numbered.

The background statement outlines the reasons for the design guideline and the goals that the City wishes to achieve. The background statement also provides clarification among related or similar design guidelines or adds more detail to the guideline language. The background text is not adopted and can be adjusted and/or updated as new design issues arise.

The guideline language is presented in **bold** type following the word, "**GUIDELINE**". As previously mentioned, this language is adopted and represents the approval criteria against which the review staff make findings.

The examples are provided to illustrate each guideline. They are preceded by captions that describe the way the guideline is, or could be, met as shown by the example. The examples must **not** be considered as the **only** possible design solutions. They are intended to stimulate new ideas and provide direction for designers and developers. The captions and examples are not adopted and can be easily updated as new proposals get built.

MAP 1



The **Marquam Hill Design District** is indicated by the shaded area

MAP 2



The **Marquam Hill Design District** is indicated by the shaded area, and a portion of the **Terwilliger Parkway Design District** is indicated by the hatched area

Section II

Marquam Hill

Design Guidelines

Marquam Hill Design Guidelines

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Marquam Hill Design Guidelines

1. ENHANCE VIEWS OF MARQUAM HILL

BACKGROUND

The collection of institutional buildings that makes up the majority of the built environment on Marquam Hill creates one of the most visually arresting sights in Portland. These buildings are visible from distant points such as Oaks Bottom Park and the Pittock Mansion, and even as far away as the St. John's Bridge. Views to the hill that the City is primarily interested in enhancing are from the east side of the city, along the downtown waterfront (or Tom McCall Waterfront Park), and from the southern end of downtown.

The visual prominence of the institutional development on Marquam Hill is due not only to its location above much of the city, but also to its contrast with the forested landscape, including Terwilliger Parkway, that surrounds it. A primary challenge facing the design of new, visually-prominent development will be addressing the visual contrast between the natural and the built environments. In addition, there is the potential to strengthen the "Italian hilltown-like" quality that the diversity and juxtapositions of the current collection of buildings begins to suggest. The primary topography supporting the landscape of Marquam Hill consists of two ridges and a valley. Proposed new development located at or near the top of either ridge is likely to be visually prominent, and can enhance views from afar by

addressing the exterior expression of the building's internal programs or functions.

The programmatic demands of a large institutional or medical building typically necessitate boxier building forms that often explicitly express the internal horizontal nature of the building on its exterior. Emphasizing a building's verticality, creating multiple building masses, and articulating visible facades are examples of design techniques that can support a building's internal functions while decreasing the visual prominence of large institutional development.



View from Downtown

A building's verticality can be emphasized in a variety of ways. Vertical banding/orientation (as opposed to horizontal) of windows or changes in exterior materials that reflect vertical building systems (such as column structures) are relatively simple methods of achieving this result. Changes in façade plane that create vertical shadow lines (such as projecting window bays), and/or the exaggerated articulation of necessary vertical building elements such as stair towers and/or elevator shafts, are larger moves that could significantly affect the building's overall design. Expressing a vertical orientation in new buildings would also help to reflect the surrounding natural context, made up of mostly conifer trees that are inherently vertical by nature.

De-emphasizing a large building's mass reduces its potentially monolithic character. This de-emphasis is especially important where visually-prominent institutional development interfaces with the surrounding areas. Consideration should be given to the orientation and design of new buildings to avoid the creation of a "wall" of buildings facing the out-lying areas, both near and far. Building mass can be made visually distinct and/or separated by accentuated stair towers, reveals in the façade plane, different site orientations, the stepping-back or terracing of heights, or a change in exterior materials. These methods would also enhance the "village-like" qualities that views of the development on the hill suggest, by

developing more diversity in building sizes and orientations.



View from the Waterfront

Building facades can be articulated in a variety of ways to enhance views of the hill. Changes in façade plane that create vertical shadow lines reduce the flat appearance of exterior facades. Rougher exterior materials reduce glare from the building facades and add another layer of visual texture to prominent building facades. Incorporating windows that are inset from the façade-plane provides some visual relief to large building facades by creating opportunities for the development of shadows.

Marquam Hill Design Guidelines



View from the Ross Island Bridge

The emphasis of this guideline is directed at the façades of buildings that are visually-prominent from distant locations in the city, as well as Terwilliger Parkway. The façades of new buildings that are not visually-prominent, (they either face the adjacent neighborhood or are oriented into the campus), do not need to address this guideline. For example, the inward-facing, campus-oriented building façades of a visually prominent development could exhibit more of a formal, wall-with-window-openings type of treatment, while its visible, outward-facing façades would be subject to the issues described here.

GUIDELINE

Enhance views of Marquam Hill in visually prominent new development by emphasizing verticality, de-emphasizing a building's overall mass, and/or articulating building façades.

This guideline may be accomplished by:

1. Developing articulated building façades.



The Hatfield Research Center has developed folds in the building's façade that create vertical shadow lines. The design of the central bay window/transom panel combination creates a visually-prominent vertical focal point running almost the entire height of the building.

This guideline may be accomplished by:

2. Exaggerating vertical building components.



The volume of primary stair and elevator core at the 1900 SW Fourth building has been given an exaggerated vertical treatment, differentiating it from the rest of the building's mass. This prominent expression also serves to divide the building's façade into three sections, adding another layer of texture to the primary visible facade.

3. De-emphasizing the horizontality of the building.



The design of the BIC Center and Library, de-emphasizes its horizontality by incorporating multi-story, recessed window openings along its campus-facing façade.

2. DEVELOP INTEGRATED BUILDING ROOFTOPS

BACKGROUND

It is common practice in the development of multi-story buildings to locate necessary building functions such as heating, ventilating and air conditioning (HVAC) systems, elevator penthouses, and various antennae on the tops of buildings. The presence of this equipment on rooftops can affect both close-in and distant views of the buildings. Visual impacts of this equipment can be mitigated by a holistic design concept that includes parapets, screens and other elements.

The dramatic topography of Marquam Hill and the scale of institutional development there have created a unique situation where there are almost as many views from, across, and through the buildings as there are views of them. For example, views east from the neighborhood to the west through the institutional development, or views from one ridge to the other, can be enhanced by the integrated consideration of visible rooftops in the design of the building. Rooftops of new buildings and parking structures offer many opportunities for the development of “green” roofs, or roofscapes that enhance views of the buildings from elevated vantage points.

Some green roof strategies include the development of additional open spaces, such as rooftop gardens or terraces, and/or the integration of roof-level stormwater management systems, such as “eco-roofs”.

Rooftop gardens or terraces provide open spaces that may offer views across the central valley/canyon and to the Village Center, North Macadam, the east side of Portland and Mt. Hood. The incorporation of seating, landscaping, play structures, artwork and other amenities significantly enhance the character of rooftop gardens or terraces.

Eco-roofs are a type of permeable roofing system that use vegetative and lightweight soil layers to retain the majority of the building’s stormwater on-site. When incorporated, these permeable roof systems are effective stormwater management tools, enhance views onto the building’s rooftop, increase the life of a building’s roof system, reduce the “heat island” effect, and significantly enhance the development’s overall sustainability.

Given the topography of Marquam Hill, rooftops of new buildings or parking structures may even include access roads, to improve connectivity on the hill. Where practicable or important to the connectivity of the pedestrian network, these facilities could include urban streetscape treatments such as sidewalks, striped crosswalks and street trees.

GUIDELINE

Size and place rooftop penthouses, mechanical equipment and related screening elements to mitigate their impacts on views of the buildings.

Consider the incorporation of rooftop gardens and/or roof-level stormwater management systems to enhance views of and views onto the rooftops of buildings and parking structures.

This guideline may be accomplished by:

1. Designing multifunctional rooftop mechanical penthouses.



The design of the KOIN Center tower in downtown Portland has integrated the rooftop mechanical equipment in the building's pointed cap. The cap is multifunctional, resolving to the building's rooftop design while at the same time screening the mechanical equipment. Considering the design of a proposed building's rooftop element(s) early in the process has the highest potential to result in a rooftop design solution that is well-integrated with the rest of the building.

Marquam Hill Design Guidelines

This guideline may be accomplished by:

2. Developing rooftop terraces or gardens.



The upper image shows the rooftop terrace at the Yamhill Market building in downtown, while the lower image shows a roof garden at PacWest Center, also in downtown. Both examples offer unique spaces in the building where people can gather with other people, or perhaps find a quiet spot to read a book.

3. Integrating eco-roofs, or similar permeable building roofing systems.



This is the eco-roof at the Hamilton West apartment building in the West End of downtown. Eco-roofs offer not only something pleasing to the eye when viewed from nearby locations, but also a significant reduction in the amount of stormwater allowed to enter the city's storm sewer system, and eventually, the river.

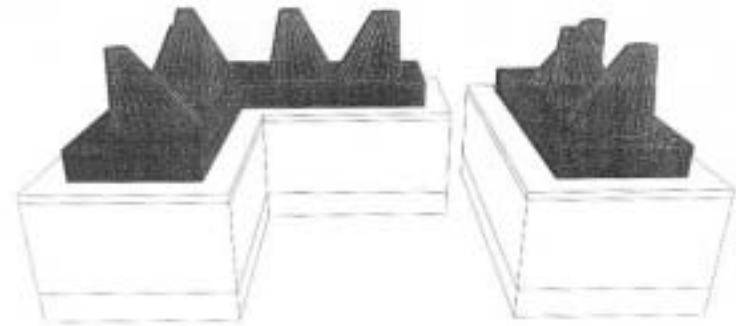
This guideline may be accomplished by:

4. Integrating rooftop screening with the building's overall design.



The cylindrical volumes on the roof of the Doernbecher Children's Hospital are screening the building's mechanical penthouse equipment. These screens use a white-metal-panel system that is similar to the exterior cladding system used on the majority of the building, helping to integrate the rooftop elements with the building's overall design.

5. Developing rooftop screening elements that are considered early in the design process.



This is a diagrammatic drawing of a potential research building for the Mission Bay development in San Francisco. The diagram illustrates how research buildings typically have larger building mechanical equipment demands, and therefore larger rooftop penthouse requirements. Recognizing these functional requirements at the early phases of the design process could yield unified building designs and create dramatic roofscapes.

3. MAINTAIN AND ENHANCE EXISTING VIEWS FROM MARQUAM HILL

BACKGROUND

The natural topography of Marquam Hill affords the institutional development with many special views of the surrounding area. Currently, there are three viewpoints on Marquam Hill that are designated in the *Scenic Resources Protection Plan* as VM 31-21, VM 31-26 and VM 31-25. All three are views of mountains. Two of them, VM 31-21 and VM 31-26, are on the Veterans Affairs Medical Center property, and have been effectively obscured by the growth of adjacent vegetation. The third, VM 31-25, is currently at the gazebo just north of the OHSU's South Hospital building. This is a view of Mt. Hood that includes North Macadam, Ross Island, and eastside neighborhoods in the foreground.

Maintenance of these views ensures the ongoing public benefit derived from Marquam Hill's unique vantage points. The intensity of the existing institutional development on the hill and the similar scale of proposed new facilities present some challenges to the maintenance and/or enhancement of these views. New development should be sized and placed to preserve or even enhance the designated view. Where new development and/or remodeling to structures will affect the position or view from a viewpoint, the physical viewing location should be relocated to offer roughly the same view.

The public nature of these viewpoints is important. New development that incorporates a viewpoint should locate it where it is clearly visible and identifiable from the primary public movement system(s). Public access to the viewpoint should not be restricted, and where possible, linking viewpoint locations to the pedestrian network on (and through) the hill will strengthen the system by contributing additional variety to the experience.

GUIDELINE

Maintain and enhance views from existing designated viewpoints.

This guideline may be accomplished by:

1. Maintaining good public access to the viewpoint.



Viewpoint VM 31-25 is located at the gazebo near the South Hospital building on the OHSU campus. The view is a spectacular one of Mt. Hood and takes in many of the southwest and southeast Portland neighborhoods. The viewpoint has strong visual and physical connections to Sam Jackson Park Road, a busy bus stop for the campus, and a primary entry into the South Hospital building.

2. Relocating existing viewpoints to maintain the view.



These two images show the current state of the views on the Veterans Affairs Medical Center property. The upper image is taken from viewpoint VM 31-21, and the lower image shows a view from VM 31-26. Both views have been significantly obscured by the growth of adjacent vegetation, but could be potentially relocated as part of future development proposals.

4. DEVELOP SUCCESSFUL FORMAL OPEN AREAS

BACKGROUND

“Formal Open areas” (or open spaces) are crucial amenities within any densely-built urban environment. The scale and density of the institutional development on Marquam Hill necessitates the design of proposed open areas that should be able to provide both visual and physical relief from the built environment. Formal open areas—including grassy quads or plazas, along with informal pocket parks—can accommodate a variety of uses that range from contemplative pursuits to active recreation, such as frisbee.

The orientation and articulation of adjacent buildings and building elements—building entries and/or lobbies, ground-floor windows and active-use areas—in addition to other possible components such as public art, water features, and diverse mixtures of plant species, can significantly impact the desired function of a proposed open area. Other amenities such as seating, exposed and covered picnic tables, children’s play areas, bike parking, and weather protection can also enhance the quality and functionality of the open area.

One of the most critical components for successful open areas is access to sunlight. While access to direct sunlight is readily available during the summer months, it is during the winter months that access to the warmth of the sun is most desirable. Designers of proposed new buildings adjacent to formal open areas should consider the building’s orientation, height, and bulk relative to sun angles to help maximize the sunlight reaching open areas during the winter months. Where existing site and/or building development might not allow direct solar access, the articulation of proposed new buildings should maximize and enhance the available natural light. This could be accomplished through the strategic incorporation of reflective or light-colored materials on adjacent building facades that are generally south- or north-facing.

Open areas can also benefit from the consideration of views to, through, and between buildings. The density and topographical responses of the institutional development on the hill has created many opportunities for dynamic views, both long and short, to and through often dramatically juxtaposed buildings. The careful coordination of these views can be used to link one open area to another and/or building access points.

“Pocket parks” are small open spaces that also provide nearby students, workers and patients with opportunities to relax and socialize. Pocket parks function best when they augment adjacent pedestrian paths and building functions. Given their relative small size, pocket parks could potentially emphasize different functions, based on the time of year. For example, a heavily-landscaped pocket park that primarily offers visual relief during the winter, could offer shaded seating during the warmer summer months. Proposed adjacent buildings should orient entries, and/or ground floor active-use spaces to these small open spaces to increase the potential for activity and interaction.

GUIDELINE

Orient formal open areas to take advantage of available sunlight, existing and potential visual connections, pedestrian movement, building entries, and adjacent active uses.

Ensure that formal open areas provide visual, spatial, and tactile relief from the density of Marquam Hill’s institutional development.

Depending on their desired functions, consider the incorporation of public amenities in formal open areas.

This guideline may be accomplished by:

1. Enhancing visual connections from one open area to another.



This is a view looking south on SW 3rd Avenue in the South Auditorium District. The open space of Lovejoy Plaza is indicated in the distance where the connected tree canopy breaks a little and lets more light in. This contrast of dark and light, augmenting the long views down the pedestrian path, creates a rhythm that leads people from one open space to another – in this case, from Pettygrove Park to Lovejoy Plaza.

Marquam Hill Design Guidelines

This guideline may be accomplished by:

2. Organizing formal open areas around significant landscape features.



This is a Spanish Fir tree, the largest of its kind in Portland. This tree currently helps to frame a grassy open area adjacent to Mackenzie Hall. New open areas should consider significant existing landscaping as opportunities for focal points in the spaces.

3. Developing flexible, integrated seating arrangements within formal open areas.



The seating at Pioneer Courthouse square (upper image) is built into the site's topography, creating a natural amphitheater space that can be used for a variety of functions. The seating is also pushed toward the edges of the square, providing those seated with good views of activities happening within the plaza space itself. The lower image is of a more intimate, integrated seating area at Pettygrove Park in the South Auditorium District

This guideline may be accomplished by:

4. Orienting building entries to adjacent formal open areas.



The addition to the Basic Sciences building has oriented its primary entrance to the plaza that it faces, encouraging pedestrian traffic through the open area to the entry. The building has also incorporated an arcade, offering some weather protection for the open area, and increasing the usability of the space. The sizable sculpture offers a focal point for the plaza as well as seating opportunities.

5. Siting formal open areas to have good connections to the pedestrian network.



This small plaza adjacent to the Hatfield Research Center is visually well-connected to Sam Jackson Park Road, seen in the background. Good visual connections from one public area (the street) to another (an associated open area) increase the sense of security around the open area, and subsequently enhance its overall usability.

5. STRENGTHEN THE PEDESTRIAN NETWORK

BACKGROUND

The institutional development on Marquam Hill works as a set of different functional areas—education, research, and patient care—connected by a comprehensive pedestrian network that includes a series of trails in the adjacent forested areas. This network is another example of how the topography of Marquam Hill and the scale of the institutional development have modified what might have otherwise been a typical (at-grade and external-only) pedestrian-movement system. Pedestrian movement is the primary method of travel among the functional areas, and it is organized around a “9th Floor” concept; this floor level provides the best continuous connection among the various spaces and buildings.

To maintain this common-level connection, the pedestrian network on the hill moves from external spaces between and around buildings to internal halls and pathways WITHIN buildings. Designing new buildings to orient their internal movement systems to create direct, convenient, and safe connections to the external movement system (and extended 9th Floor) will strengthen the overall continuity and functionality of the system.

The pedestrian network works with a series of trails (in the adjacent ravines and forested areas), to serve as an important connection between nearby and/or bordering neighborhoods. Developing new and/or enhancing existing connections to and through the ravines and forested areas enables workers, students, patients and visitors to access and enjoy the relief benefits that these areas offer. New access through these areas, in conjunction with the rest of the network, will enhance the overall system and help to encourage more pedestrian movement to and from the neighborhoods on either side.

The compact redevelopment of the institutional development on the hill creates some challenges for the safe separation of the transportation modes. Where new segments of the pedestrian network are intended to share space with vehicular modes, a physical distinction should be developed that clearly identifies and (where possible) separates the pedestrian-use component(s) from those intended for vehicle use. This distinction could be a change in materials, the incorporation of bollards, or the development of a formal curb-and-sidewalk environment.

The use of a diverse overall palette of paving materials, an integrated set of amenities, and the development of a clear and consistent, wayfinding system—a set of signs and/or other directional devices guiding pedestrians to the preferred routes—are examples of items that will enhance the pedestrian network. Lighting oriented to the pedestrian network is a critical ingredient in the creation of a safe, 24-hour system. Enhancing the lighting system currently serving the network can also contribute to a consistent set of wayfinding elements. Other pedestrian-oriented amenities such as integrated landscaping (a mixture of groundcovers, shrubs and trees), seating, weather protection, and artwork add to the functionality of the network and the diversity of the experience.

This particular network must accommodate a variety of specialized uses, and new proposals for network segments should consider the provision of adequate width for simultaneous use by pedestrian and wheelchair traffic. Additionally, good visual connections from one area to another will help to bind the different functional areas together and continue to encourage pedestrian movement.

GUIDELINE

Strengthen and enhance the pedestrian network and trail system by developing new segments that are safe, well-connected (both physically and visually), and rich in their amenities and material qualities.

Marquam Hill Design Guidelines

This guideline may be accomplished by:

1. Aligning primary internal pedestrian systems to link to the “9th Floor” and the external pedestrian network.



This is a view along the skybridge that connects the South Hospital of the OHSU campus with the VA hospital. The skybridge connects at the 9th Floor level and at either end provides easy access through each building to the street and external pedestrian network.

2. Enhancing the external pedestrian network.



The image to the left shows a section of the elevated pedestrian path along the western edge of the institutional development. The path provides a direct pedestrian connection from the southern side of the ravine to the northern side. The image to the right shows the bollards between the Arlene Schnitzer Concert Hall and the Portland Center for the Performing Arts along SW Main Street in downtown. The incorporation of elements such as bollards, that physically separate vehicular from pedestrian movement areas, significantly enhances the safety and operation of the overall pedestrian system

This guideline may be accomplished by:

3. Developing light fixtures that offer multiple types of light.



Light fixtures like these offer focussed light from the directional fixture component onto the ground below. In addition, the hood catches excess light from the fixture and spreads it indirectly over a slightly greater area, increasing the overall efficiency of the fixture, and softening related glare.

4. Implementing a consistent set of pedestrian-oriented infrastructure.



This pedestrian pathway system was developed as part of the South Auditorium District in the 1960s. The pathway and open space system use a consistent set of paving materials and finishes, adjacent landscaping, and light fixtures to create one of Portland's truly unique public infrastructure environments.

6. SUPPORT THE PEDESTRIAN NETWORK WITH NEW DEVELOPMENT

BACKGROUND

The pedestrian environment is the area created by adjacent buildings that surround and give form to the pedestrian network. The topography of Marquam Hill presents a rare challenge to building designers accustomed to relatively flat land, as the “pedestrian environment” may occur at multiple floor levels, depending on what side of the building one happens to be examining. Adjacent, “permeable” building facades that offer strong physical and/or visual connections to the network are the primary contributing components to an enhanced pedestrian environment.

Typical downtown solutions to enhance the pedestrian environment, such as incorporated ground-floor windows or awnings, may not be the best solutions where the proposed building has a variety of “ground floors”, or has facades that are not adjacent to pedestrian network paths needing weather protection. However, responding to enhance the external (and internal, where applicable) pedestrian environment by developing permeable adjacent building walls adjacent to the network, incorporating weather protection where necessary, and orienting building access points to directly connect with the network, will support and reinforce the pedestrian-orientation of the system.

Necessary building mechanical equipment that produces offensive odors, noise, and/or air movement should be located so as not to negatively impact the pedestrian environment. HVAC (heating, ventilating, and air conditioning) systems, and/or other air-routing systems are examples of these types of equipment. Other necessary building elements that can have detrimental effects on the pedestrian environment, include natural gas, electric and/or water meters, loading areas, trash and recycling dumpsters, and parking access locations. All of these building elements are most successfully integrated in building and site designs when they are considered in the early stages of the design process.

GUIDELINE

Support the pedestrian network by developing building facades that create strong physical and visual connections to the system.

Incorporate building equipment and/or service areas in a manner that does not detract from the pedestrian environment, including trails.

Marquam Hill Design Guidelines

This guideline may be accomplished by:

1. Incorporating seating in adjacent parts of the building.



This is a view along Yamhill Street in downtown. The low wall of the Central Library, to the right, has incorporated benches into its design that offer pedestrians places to stop as they pass by.

2. Developing landscaping in areas surrounding the pedestrian path.



Fairly dense landscaping, at a variety of sizes, planted along the pedestrian path system creates an effective buffer against large adjacent development, and can help to frame the pedestrian network. This image shows densely-planted areas alongside a sidewalk in NW Portland.

This guideline may be accomplished by:

3. Developing adjacent building uses that connect physically and visually to the pedestrian network.



The esplanade in front of the RiverPlace development in the South Waterfront area is activated by the series of retail establishments that visually and physically open onto it. Adjacent spaces to the pedestrian path developed for stopping and gathering allow pedestrians to rest, socialize, dine, or simply take in a view.

4. Incorporating public art within the pedestrian environment.



The animal sculptures and water fountains along Morrison and Yamhill Streets in downtown add another layer of visual and tactile interest to pedestrians. Carefully designed artwork, regularly spaced within the pedestrian environment, provides multiple benefits, such as seating opportunities, attractions for children, and a key component adding to the overall coherency of the system.

7. ENHANCE RELATIONSHIPS WITH ADJACENT FORESTED AREAS AND TERWILLIGER PARKWAY

BACKGROUND

Institutional development on Marquam Hill is surrounded by a second-growth conifer forest that heightens the contrast between the natural and built environment. The forest is at its most prominent at the southern edge of Marquam Hill, where it stretches to the south for approximately 150 acres. Additionally, at the northern edge of the hill, the forest rises above Sam Jackson Park Road and creates a buffer separating development on the hill from the mixture of residential, commercial, and Portland State University-related buildings at the southern end of downtown.

Terwilliger Parkway is a unique part of the city that was originally envisioned as a centerpiece for the development of upper class homes. Today, the Parkway, which includes the Boulevard and Trail, serves as a special amenity that allows residents, employees, and visitors to southwest Portland to appreciate the natural environment in an urban setting. The institutions on Marquam Hill have the challenging task of balancing the scale of large-building development with the wooded character of the areas to the north, south, and along Terwilliger

Parkway, and striving to forge special relationships within them.

Designing new institutional building that respond to the value of these natural areas by striving to minimize site impacts will strengthen their relationships with the hill's landscape. This can be achieved through careful site-design strategies that work to preserve existing mature trees. Reducing building-related air, noise, or light pollution directed into the forested areas reinforces the forests' inherent tranquility, and eases the transition from building to open space. In addition, "less-refined" construction materials at lower building levels that reduce glare, such as rusticated stone, textured concrete, or patterns of darker bricks, would help to soften views through the trees and decrease the contrast between new buildings and the landscape.

GUIDELINE

Strengthen the relationships between new institutional development and adjacent forested areas or Terwilliger Parkway by working to reduce site impacts and enhance the integration of the built and natural environments.

Incorporate building equipment and/or service areas to strengthen the natural qualities of adjacent forested areas or Terwilliger Parkway.

This guideline may be accomplished by:

1. Incorporating darker, textured materials at lower building elevations.



Doernbecher Children's Hospital uses large blocks of stone at its base fronting Campus Drive. The stone used is brown in color, and has been left very rough, enhancing the material's textural qualities and creating an irregular, somewhat "natural" play of light and shadow across the surfaces. This material contrasts significantly with the smooth, reflective metal panels used on the exterior at higher elevations of the building.

2. Creating an organic diversity of "less-refined" materials.



This building at the Washington Park light rail station has used different types of stone in its construction. Rougher, rusticated types of stone exhibit a "less-refined" character, emphasizing the fact that humans have not altered the material that much. The use of this and similar non-reflective materials at building bases eases views through natural areas to buildings, and strengthens the idea of the buildings "growing" organically out of the ground.

8. STRENGTHEN CONNECTIONS TO THE VILLAGE CENTER

BACKGROUND

The Village Center is the name associated with the portion of the Homestead neighborhood that is made up of primarily residential buildings facing the western edge of the institutional development across Sam Jackson Park Road. Buildings in the Village Center provide housing opportunities for employees and students associated with the various institutions on the hill. These buildings are generally on small lots, limited in height to two or three stories, and represent a variety of architectural time periods and styles. New development in the Village Center is envisioned to be mixed-use, three to four stories with small-scale retail and services that cater more directly to local, student- and employee-based needs.

New institutional buildings and incorporated formal open areas will strengthen connections to the Village Center by creating an active, potentially retail-emphasis urban seam. The active character created by redeveloped portions of the institutional buildings in this area will organize itself around proposed student service buildings and associated neighborhood-serving commercial and/or retail uses.

New institutional development facing the Village Center should respond by helping to frame Sam Jackson Park Road and creating a sense of urban enclosure. Buildings (or those portions of buildings) facing the street should incorporate flexible spaces for active, commercial uses, such as retail sales and services, and large pedestrian-level windows. In addition, articulation of the street-facing building façade(s) to create rhythmic patterns of light and shadow suggest the breakdown of the building's overall mass, easing the transition to the development character of the Village Center.

GUIDELINE

Create an active, urban interface with the Village Center by incorporating pedestrian-level spaces that can accommodate a variety of active uses.

This guideline may be accomplished by:

1. Providing opportunities for the development of active, urban building edges.



The ground floor of this building, part of the Portland State University's Urban Center, has incorporated flexible ground-level spaces that can accommodate a variety of active uses, one of them being a coffee shop. The coffee shop faces the main plaza space, and gives an indication of what an active space might look like facing the Village Center. Uses like this retail example help to activate the open space and offer needed services to the students, employees, and visitors to the hill.

2. Articulating building facades.



The southwest corner of the KOIN Center tower in downtown Portland steps back from the corner, while stepping down in height. Adjacent retail spaces in the building's ground level, incorporated seating, and integrated nearby street trees work together to add variety to the pedestrian experience.

9. Further the Implementation of the Site Development Concepts

The redevelopment of the institutional campus on Marquam Hill will occur over the next several decades. This redevelopment will include new construction, additions to existing buildings, demolitions, the renovation or adaptive reuse of existing facilities, and the realignment and/or enhancement of vehicular and pedestrian routes. The design of each development proposal will be judged on a case-by-case basis, against the preceding eight guidelines. With each specific building proposal will be a set of improvements to public space(s) external to the building, linking the building to the rest of the existing development on the hill.

A critical component of the institutions' growth on the hill will be the district-wide implementation of three Site Development Concepts. These site development concepts provide frameworks to guide the reorganization of functions, networks and users over the period of redevelopment. The three concepts address the rearrangement of functional areas, the interface of the internal pedestrian network with external pedestrian pathways, and the reorganized vehicular circulation system that efficiently disperses the workers, students, patients and visitors to their appropriate functional areas. As redevelopment of the

existing facilities occurs, coordinated implementation of the three concepts will ensure the district's ability to effectively cope with the anticipated increased densities.

The successful implementation of the concepts may require improving parts of the district that are not adjacent to a given development proposal, if a nexus is established between the required improvement and the impacts of the proposed development. It is important to note that every new proposal will not necessarily be required to implement components of the development concepts. The discretionary review process will determine the amount of additional improvements to further the site development concepts based on the scale, timing, and impacts of the proposal.

Overall, improvements made to help implement one concept should complement the implementation of the other two. For example, implementing the Functional Areas Site Development Concept by locating a proposed new research building (or buildings) along the southern ridge of the district should not preclude recommendations derived from the Pedestrian or Vehicular Circulation Site Development Concepts. The three development concepts are intended to work together, guiding district-wide improvements that will be necessary as the institutions on the hill redevelop over time.

Functional Areas Concept

The Functional Areas Site Development Concept provides a foundation for the deliberate reorganization of primary campus activities. Implementing this concept will encourage the rational siting of the hill's primary activities—research, education and patient care—in a manner supporting the synergistic relationships among them. To implement this concept, new development should:

- ◆ *Promote synergy by placing the institutional core functions—research, education, and patient care—in areas where these uses will interact with each other in an efficient manner.*
- ◆ *Establish a compact urban form that places dense institutional development within the core of the campus and lower intensities of development where the campus interfaces with adjacent parks, open space areas, and residential neighborhoods.*
- ◆ *Create an interface between the education functional area with the adjacent residential neighborhood to provide opportunities for local residents and campus students and staff to interact through the shared use of campus facilities and local commercial establishments. The incorporation of design elements that visually integrate the institutional area with the commercial/residential area can enhance this interface.*
- ◆ *Complement the Vehicular Circulation Site Development Concept.*
- ◆ *Locate patient care facilities including access to parking within the central area of the campus.*
- ◆ *Reinforce the use of SW Sam Jackson Park Road as the primary vehicle access route into the campus for employees, students, as well as freight and service vehicles by locating facilities, including access to parking, appropriately.*
- ◆ *Complement the Pedestrian Circulation Site Development Concept.*

Pedestrian Circulation Concept

The Pedestrian Circulation Site Development Concept outlines a framework to ensure the efficient movement of pedestrians among the district's functional areas, effective connections to regional pedestrian networks, and easy pedestrian access through the campus for residents, employees, and students of the Marquam Hill area. To implement this concept, new development should:

- ◆ *Complement the Functional Areas Site Development Concept.*
- ◆ *Develop internal pedestrian connections between new and existing facilities within the campus.*
- ◆ *Support the interface between the campus and adjacent residential neighborhoods and open space areas by connecting pedestrian routes within the campus to those outside of the campus.*
- ◆ *Promote increased pedestrian connections with transit stops.*
- ◆ *Promote pedestrian recreation and commuter activities by students and staff through the development of trip end facilities in the central campus area.*
- ◆ *Promote the development of new pedestrian routes to improve connections between the institutional campus and local destinations, such as adjacent neighborhoods and Terwilliger Parkway, and more distant destinations, such as downtown and the North Macadam District.*
- ◆ *Enhance existing pedestrian routes to improve connections between the institutional campus and local destinations, such as adjacent neighborhoods and Terwilliger Parkway, and more distant destinations, such as downtown and the North Macadam District.*
- ◆ *Develop and enhance pedestrian connections between the campus and recreation destinations such as Terwilliger Parkway, Marquam Nature Park, Council Crest Park, the 40-Mile Loop Trail, and the Willamette Greenway Trail.*

Vehicular Circulation Concept

The Vehicular Circulation Site Development Concept provides a strategy for the reorganization of vehicular access to the different activities on Marquam Hill. A key component of this development concept calls for the separation of traffic depending on the intended destination, to improve the efficiency of the limited roadway system on the hill. To implement this concept, new development should:

- ◆ *Support the Pedestrian Circulation Site Development Concept.*
- ◆ *Complement the Functional Areas Site Development Concept.*
- ◆ *Reinforce the intersection of SW Campus Drive and Terwilliger Boulevard as the primary vehicular access entry point for patients and visitors into the campus by locating patient care facilities including access to parking within the central area of the campus.*
- ◆ *Reinforce the use of SW Sam Jackson Park Road as the primary vehicle access route into the campus for employees, students, as well as freight and service vehicles by locating facilities, including access to parking, appropriately.*

- ◆ *Conveniently locate car and van pool parking spaces to encourage ride sharing over single occupant vehicle trips.*
- ◆ *Create a limited access road section of Campus Drive that prevents employees and students from accessing Terwilliger Boulevard via Campus Drive.*
- ◆ *Discourage the use of Homestead Drive/6th Drive as an access route by employees and students.*
- ◆ *Discourage through traffic along US Veterans Hospital Road between Gaines and Terwilliger Boulevard*
- ◆ *Promote the use of bicycle routes along SW Terwilliger Boulevard and the development of adequate bicycle parking and trip end facilities within the central campus to encourage student and employees to commute by bicycle, to reduce overall vehicle trips.*

GUIDELINE

Further the implementation of the functional areas, pedestrian, and vehicular circulation site development concepts.

Marquam Hill Design Guidelines

This guideline may be accomplished by:

1. Arranging the campus's activities to support each other and the adjacent context.



This diagram illustrates an arrangement of the hill's functional areas that locates the more intense functions in the core. This move allows the less-intense functions to spread out along the western boundary, encouraging interactions between students and residents of the Village Center. This arrangement of activities would be supported by the pedestrian and vehicular site development concepts discussed on the following pages.

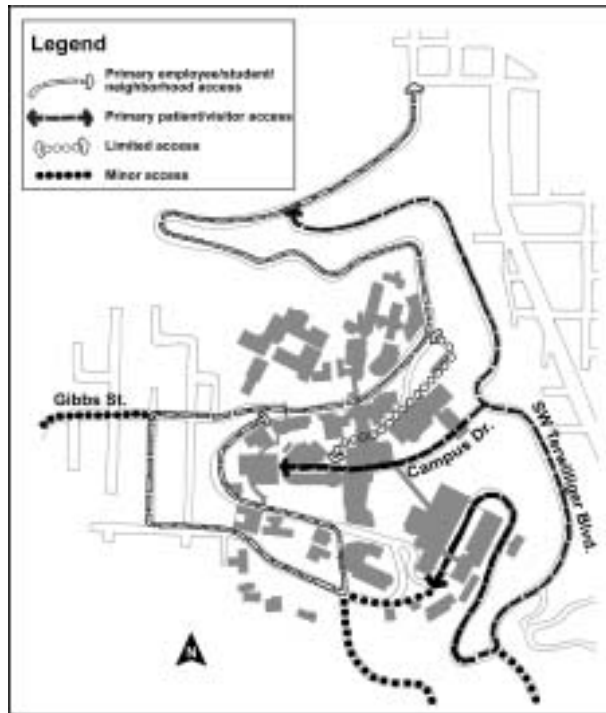
2. Developing new, and enhancing the existing, pedestrian connections from the campus's internal network to external systems.



This diagram highlights the relationship of the campus's internal pedestrian system to external systems. Emphasizing stronger pedestrian connections to the Village Center at the west and the Terwilliger Parkway area along the eastern edge will link the hill's "9th Floor" movement system to the adjacent, external context.

This guideline may be accomplished by:

3. Developing an efficient vehicular access system that responds to the different activities on the hill.



This diagram illustrates a potential set of reorganized streets, helping to clarify access to the different activities on the hill. Access for patients and visitors to the more intense functions, including patient care, would be primarily from Campus Drive, while employees and students, as well as those heading to the Homestead neighborhood, would use Sam Jackson Park Road as the primary access to the hill.

Section IV

Appendix

Ordinance No. 176742

*Adopt and implement the *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* (Exhibit A) and *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* (Exhibit B). (Ordinance)

The City of Portland Ordains:

Section 1. The Council finds:

General Findings

1. The Marquam Hill planning effort has resulted in a series of documents with similar names. For ease of understanding these findings the following references are used. The documents being adopted through this ordinance are *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* (Exhibit A) and *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* (Exhibit B). Hereinafter these documents are referenced as *Marquam Hill Plan* and *Marquam Hill Design Guidelines* and their contents are referred to as the amendments or the provisions. Documents produced earlier in the planning process include *Bureau of Planning's Proposed Marquam Hill Plan*, *Bureau of Planning's Proposed*

Marquam Hill Design Guidelines, *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan*, and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines*. Hereinafter, those documents are referenced only by those titles.

2. Portland's *Comprehensive Plan* was adopted on October 16, 1980 through Ordinance No. 150580 and acknowledged for compliance with Statewide Planning Goals on May 3, 1981. On January 25, 2000, the Land Conservation and Development Commission completed its review of the city's final local periodic review order and periodic review work programs, and re-acknowledged the plan's compliance with the statewide planning goals.
3. The Bureau of Planning began the work of developing an area plan for Marquam Hill in the fall of 2000 based on the City's and Oregon Health and Science University's (OHSU) desire to pursue long-term growth options for medical and teaching institutions in Portland. The preliminary *Marquam Hill Plan* study area encompassed a significant geographic area containing approximately 380 acres of both publicly and privately owned land with approximately 340 property owners. The resulting plan area is similarly significant in size and encompasses 203 acres of land with approximately 25 property owners. Development and adoption of

the *Marquam Hill Plan* and implementing measures has involved creating and adopting new policy for the area addressed by the plan. The *Marquam Hill Plan* includes policies and regulations that allow institutional expansion on Marquam Hill, policies that support additional institutional expansion in the North Macadam District and a policy that establishes a Science and Technology Quarter encompassing both locations as well as the University District in Portland's Central City. North Macadam is an underutilized district of Portland's Central City that has been a focus for City planning efforts for almost five years. North Macadam is located along the Willamette River south of the downtown core and approximately one half-mile east of Marquam Hill. North Macadam is a narrow shelf of land created through fill and was previously used primarily for industrial uses and shipbuilding. The elevation change from North Macadam to Marquam Hill is approximately 500 feet. The University District is at the south end of the downtown and is home to Portland State University.

4. Portland City Council adopted Resolution 36008 in July 2001 and directed the Bureau of Planning, supported by staff from other city bureaus and advised by a Community and Technical Advisory Group, to develop a plan for consideration by the Planning Commission. The Council commended OHSU's teaching, healing and research mission, its

intent to remain in the City of Portland and acknowledged the contributions OHSU makes to the city's economy and the health of its residents. The Council directed the Bureau of Planning:

- To conduct appropriate studies, review relevant city polices and regulations, and to consider and evaluate neighborhood needs;
- To evaluate OHSU's desired expansion including the Central Campus concept linked by an aerial tram and to evaluate alternative Central City expansion locations for the proposed Central Campus;
- To explore methods of achieving high-quality, well-designed institutional buildings and actions to further the city's goals on natural area protection and enhancement, watershed protection, and green building practices;
- To consider ways to enhance and expand open space as well as access to natural and recreational areas; and
- To seek solutions and actions that respond to and enhance community and neighborhood livability.

The City Council also directed the Office of Transportation to analyze transportation issues and alternatives and to coordinate with the Bureau of Planning to assure integration of land use and

transportation planning during development of the *Marquam Hill Plan*.

5. Portland *Comprehensive Plan* Policy 3.6 - Neighborhood Plan, encourages the creation of neighborhood and area plans that address issues and opportunities at a scale that is more refined and more responsive to neighborhood needs than can be attained under the broad outlines of the *Comprehensive Plan*. Area and neighborhood plans describe and promote land use patterns, urban design, infrastructure facilities and services that encourage and contribute to the economic, social, and physical health, welfare, and safety of the specific area or neighborhood and the city as a whole. The Council finds that incorporation of the *Marquam Hill Plan* into Policy 3.6 – Neighborhood Plan, of the Portland *Comprehensive Plan* is consistent with the use of neighborhood and area plans to address localized issues, concerns, and opportunities within the framework of the citywide *Comprehensive Plan*.
6. Portland City Code 33.500, Plan Districts in General, describes plan districts as special tools within the *Zoning Code* to address concerns unique to an area when other zoning mechanism cannot achieve the desired outcomes. An area may be unique based on natural, economic, or historic characteristics; problems from rapid or severe transitions of land use; or contain public facilities

which require special regulations for their efficient operation. The code also requires that a plan district be established as the result of an area planning study reviewed through a legislative procedure. Marquam Hill, which is located directly south of Portland's Central City and about half a mile west of the Willamette River, is home to a unique mix of land uses including large tracts of undeveloped land, Terwilliger Parkway, residential portions of the Homestead neighborhood, and three medical institutions. Oregon Health & Science University (OHSU), the Veterans Affairs Medical Center (VAMC), and Shriners Hospital for Children (Shriners) currently occupy about 4.25 million square feet of building space devoted primarily to patient care, research, teaching and administrative functions. Council finds that establishing a plan district for Marquam Hill is consistent with the purpose of this special zoning tool and that the *Marquam Hill Plan* provisions were developed as part of an area planning study implemented through a legislative procedure. This finding is described in more detail in later findings.

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7. Portland City Code 33.420, Design Overlay Zone, describes this overlay zone as promoting the conservation, enhancement, and continued vitality of areas of the city with special scenic, architectural, or cultural value through the creation of design districts. The code further specifies that the design overlay zone be applied to areas where design and neighborhood characteristics are of special concern and that its application must be accompanied by the adoption of design guidelines or by specifying which existing design guidelines will be used. Marquam Hill is a prominent feature on Portland's southwest hills skyline. It contains many large institutional buildings that are visible from many points around the city. The intense urban scale development is surrounded by large expanses of undeveloped, forested land, including Terwilliger Parkway. Sensitive treatment of the skyline of Marquam Hill and the integration of intense institutional development with undeveloped land and Terwilliger Parkway will conserve and enhance both of these special features. The Council finds that establishing a design district for Marquam Hill is consistent with the purpose of this overlay zoning and that appropriate design guidelines have been developed for adoption. This finding is described in more detail in later findings.
 8. Portland City Code Section 33.700.110, Prior Conditions of Land Use Approvals, recognizes that through changes in the content of the *Zoning Code*

or through legislative zone changes, uses or development previously approved with conditions of approval as part of a land use review can become subject to new zoning regulations. This code section also specifies how prior conditions of approval apply when zoning regulations change. The Council finds that the prior conditions of approval related to land use reviews approving Marquam Hill institutional uses and development have been reviewed and that Exhibit C specifies which provisions of Subsection 33.700.110 apply to the conditions of each review.

9. The Bureau of Planning facilitated public involvement opportunities to identify issues and problems and produced materials and information for the public to evaluate alternatives and to understand the decision making steps in the legislative process for the development of the *Marquam Hill Plan*. The Bureau of Planning also facilitated and coordinated participation in the Marquam Hill planning effort by Portland bureaus and other affected public agencies. The Preliminary Marquam Hill Plan Study Area included approximately 380 acres of both publicly and privately owned land with approximately 340 property owners. The *Marquam Hill Plan* provisions are based on an assessment of the land uses, natural resources, topography, and public infrastructure of the area; on economic, land availability and transportation analyses; and on

public comments from Community and Technical Advisory Group meetings, open house surveys, and responses to the project newsletter. The Council finds that the specific actions required under Portland City Code 33.740, Legislative Procedure, were implemented as part of the Marquam Hill planning effort. This basis for this conclusion is described in more detail in later findings.

10. The *Bureau of Planning's Proposed Marquam Hill Plan* was published on March 22, 2002 and public hearings on the plan were held by the Portland Planning Commission on April 2, 2002, April 9, 2002, April 23, 2002, May 7, 2002 and May 14, 2002. On May 14, 2002 at the conclusion of their deliberations, the Commission voted unanimously to recommend that the City Council adopt the plan with amendments.
11. The *Bureau of Planning's Proposed Marquam Hill Design Guidelines* were published on April 26, 2002 and public hearings on the guidelines were held by the Portland Design Commission on May 18, 2002, May 23, 2002 and June 6, 2002. On June 6, 2002 at the conclusion of their deliberations, the Commission voted unanimously to recommend that the City Council adopt the guidelines with amendments.
12. *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan* and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines* were published on June 7, 2002. Public hearing on these documents were held by the Portland City Council on June 26, 2002, June 27, 2002 and July 3, 2002. Planning staff brought written materials to the public hearings constituting the entire record of the project and the city proceedings on the plan. These materials included oversized exhibits and materials contained in a filing cabinet and multiple boxes. Planning staff placed these materials before the City Council and made them available during the public hearings. All of these materials are specifically incorporated into the City Council record.
13. *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* (Exhibit A) and *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* (Exhibit B) were published on July 10, 2002.
14. *Marquam Hill Plan* provisions implement or are consistent with the Statewide Planning Goals, the Metro Urban Growth Management Functional Plan, the Portland *Comprehensive Plan*, and the Portland *Zoning Code* as described in the findings that follow and in the record of the city proceedings on the plan. These rules, policies, and plans provide a

basis for allowing and limiting new residential, commercial and employment activities in the plan area.

15. The 1977 *Marquam Hill Policy Plan*, which was included in the *Comprehensive Plan* through Ordinance No. 150580, contains six policies that are outdated because they have been satisfied through land use actions implemented since the plan's adoption or are no longer relevant. The 1977 *Marquam Hill Policy Plan* is incorporated into the *Portland Comprehensive Plan* through Policy 3.6 – Neighborhood Plan. The Council finds that replacing the 1977 *Marquam Hill Policy Plan* with the 2002 *Marquam Hill Plan* in the *Comprehensive Plan* provides current and more appropriate policies and objectives that are based on existing circumstances. The 2002 *Marquam Hill Plan* also describes land use patterns, urban design, infrastructure facilities and services that encourage and contribute to the economic, social, and physical health, welfare, and safety of the neighborhood and the city based on more recent and current circumstances.
16. In *Building Bioscience in Portland*, the Battelle Memorial Institute concluded that Oregon Health & Science University's (OHSU) aspiration to become one of the top 20 nationally ranked research and academic centers is achievable if additional research and support facilities are provided quickly. The

report indicates that a critical mass of research activity is a prerequisite to building a bioscience-driven economic cluster and that OHSU is and has been successfully moving toward that critical mass. In addition the report indicates that the recent approval of the Oregon Opportunity Fund provides needed resources to build research space and, equally as important, recruit top-notch principal investigators. Finally the report notes deficiency areas where additional work is needed if the research activities of OHSU are to become commercial technologies, products, firms and jobs. The Council finds this report to be credible and persuasive. By supporting the establishment of a Science and Technology Quarter through a *Comprehensive Plan* amendment, the Council creates a policy basis for pursuing the potential to create a bioscience, biotechnology and bioengineering industry in the Central City.

17. Two reports – *Building Bioscience in Portland* and *Transportation Peer Review Report* – provide key information for the determination that a suspended cable transportation system is needed and appropriate to connect Marquam Hill with North Macadam. The first report examined the nature of the interactions between the research, teaching and patient care activities at Marquam Hill institutions and the second report, the transportation needs that would be associated with a Central Campus that included Marquam Hill and North Macadam. The

first report concludes that a total travel time of 10 to 15 minutes is necessary to maintain the synergy that exists between the institutions' functional activities. The report indicates that the reliability of the travel time is most important if an expansion site in North Macadam is to work. The second report concludes that due to the existing road system and traffic conditions no surface transportation system can reliably provide the needed travel time. The *Transportation Peer Review Report* says that an aerial connection system is the most feasible and effective means to link Marquam Hill with North Macadam. The Council finds both reports to be credible and persuasive.

18. The Office of Planning and Development Review (OPDR) has determined that a suspended cable transportation system is a Basic Utilities use, as described in Chapter 33.920 of the Portland Zoning Code, Definitions of the Use Categories. The basis for this determination was presented in a memorandum submitted to City Council on June 23, 2002, which details the process OPDR used to place the suspended cable transportation systems within the Basic Utilities use category and OPDR's analysis of Section 33.920.030, Classification of Uses. The memo also discussed other use categories that had been raised during the public review and refuted each one with specificity.

The Council finds persuasive and adopts as its own interpretation OPDR's determination that a suspended cable transportation system is a Basic Utilities use. In making this interpretation, the Council expressly notes that the *Marquam Hill Plan* does not identify what kind of suspended cable transportation system, if any, is most appropriate to connect Marquam Hill with the North Macadam District or other areas of the City. While the *Marquam Hill Plan* and the implementing *Comprehensive Plan* policies and *Zoning Code* amendments encourage a suspended cable transportation system to be considered as a transportation option, they reserve for the future the determination of what kind of system, if any, should actually be developed.

The Council also interprets Section 33.920.030 of the *Zoning Code* to describe the general method OPDR should use to assign uses to the use categories in the *Zoning Code*, but not to constrain the Council's legislative discretion to adopt, delete, or modify the uses specified in the *Zoning Code* or the use classification descriptions in the code. The Council has acted in a legislative capacity in considering the *Marquam Hill Plan* and has determined as a matter of policy that it is appropriate to amend the *Zoning Code* to add suspended cable transportation systems to the list of examples in the Basic Utilities use description in the zoning code. There is nothing in Section

33.920.030 that precludes the Council from doing so. Additionally, the Council notes that OPDR considered the factors listed in Section 33.920.030.A in interpreting the code to allow a suspended cable transportation system as a Basic Utilities use. To the extent Section 33.920.030 may be determined to apply in this legislative context, the Council finds OPDR's discussion of the factors in Subsection A to be persuasive and adopts OPDR's analysis as its own.

19. The *Marquam Hill Plan* includes action charts that are adopted by resolution. These action charts represent a commitment from public and private groups to help implement the policies and objectives of the plan. Every listed implementor has agreed to the assigned action by verbal consent or by submitting a letter of support.
20. It is in the public interest that the recommendations contained in the *Marquam Hill Plan* be adopted to direct and manage change in the plan area and to regulate development in the plan district.

Statewide Planning Goals Findings

State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with the state land use goals. Because the *Marquam Hill Plan* has a limited scope and the amendments in this ordinance address only some of the topics in the Statewide Planning Goals, only the state goals addressed below apply.

21. **Goal 1, Citizen Involvement**, requires provision of opportunities for citizens to be involved in all phases of the planning process. The preparation of the *Marquam Hill Plan* has provided numerous opportunities for public involvement. The amendments are supportive of this goal in the following ways:
 - a) Beginning in fall 2000 a mailing list for the Marquam Hill planning effort was developed. Individuals were regularly added to this list if they requested it, if they attended a Marquam Hill event or presentation, if they provided written response to the newsletter or open house survey or if they testified at any of the public hearing on the plan. The list includes over 450 names.
 - b) *Marquam Hill Plan* project staff regularly attended monthly meetings of the Homestead Neighborhood Association beginning in

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- September 2000 through April 2002. Formal *Marquam Hill Plan* presentations were provided on September 21, 2000, February 14, 2001, March 5, 2002 and April 1, 2002.
- c) *Marquam Hill Plan* project staff attended approximately six monthly meetings of the Corbett-Terwilliger-Lair Hill Neighborhood Association (CTLH) beginning in October 2000 through early 2002. A presentation on the *Marquam Hill Plan* was made on October 4, 2000. Project staff also attended the CTLH sponsored "Aerial Tram Dialog" on March 1, 2001.
 - d) *Marquam Hill Plan* project staff regularly attended quarterly meetings of the Marquam Hill Transportation Partnership beginning in December 2000 and provided updates on the planning efforts.
 - e) The Bureau of Planning hosted joint meetings with the leadership of OHSU and Homestead Neighborhood Association in the spring of 2001 to identify shared concerns and opportunities that could be addressed in the Marquam Hill planning effort.
 - f) In April and May 2001, Portland City Council held work sessions on the Marquam Hill planning activities including a tour of the planning area and input from various interests including OHSU, Homestead Neighborhood Association and Corbett-Terwilliger-Lair Hill Neighborhood Association.
 - g) On May 4, 2001, *Marquam Hill Plan* project staff attended an "Ice Cream Social" sponsored by OHSU for employees and students and provided information about the Marquam Hill planning efforts.
 - h) In July 2001, City Council held a hearing and received public testimony on Resolution No. 36008, which directed the Bureau of Planning to continue the Marquam Hill planning activities and to develop a proposal for consideration by the Portland Planning Commission.
 - i) To provide the Planning Bureau input from both a community and technical perspective, a 26-member Citizen and Technical Advisory Group (C/TAG) was assembled. Community representation included the Homestead Neighborhood Association and neighborhood, the Corbett-Terwilliger-Lair Hill Neighborhood Association and neighborhood, Southwest Neighborhoods Incorporated, Friends of Terwilliger, OHSU, VAMC, Portland State University, the North Macadam Development Council, the Oregon Economic & Community Development Department and the bioscience

industry. Technical representation included the Oregon Department of Transportation and Tri-Met, as well as city bureaus including the Portland Office of Transportation, Portland Parks and Recreation, Portland Development Commission, Office of Planning and Development Review, Bureau of Environmental Services, and Bureau of Planning.

- j) The C/TAG members were encouraged to provide information and creative advice to the Director of the Bureau of Planning and to assist in developing a proposal for consideration by the Planning Commission that addressed the needs and desires of the varied interests present in the Marquam Hill area. Generally the C/TAG met on a monthly basis from February 2001 to March 2002 for a total of 18 meetings over a 14-month period.
- k) A six member Pedestrian Connections Working Group was also formed to provide information and input to staff from the Bureau of Planning, Office of Transportation and Bureau of Parks and Recreation on Marquam Hill's existing pedestrian network and opportunities for improvements. The group met six times between November 2001 and February 2002. A special report – Pedestrian Connections Vision Plan – was prepared based on the group's work and is incorporated into the *Marquam Hill Plan*.
- l) As part of the Transportation Peer Review Panel process, a Stakeholder Input session was held on December 10, 2001. Community groups and individuals provided input on transportation related problems, concerns, and ideas to a panel of transportation experts assembled to evaluate transportation analyses relied upon in the Marquam Hill planning efforts.
- m) In December 2001, information about the *Marquam Hill Plan* was added to the Bureau of Planning Internet site (www.ci.portland.or.us) and has been regularly updated since then. Details include an overview of the plan; team and contact information; maps and photos; documents available; events and dates; as well as the text and most graphics from the Community Open Houses. The website includes links to the project's newsletter and most documents produced as part of the project. Information on acquiring documents that are not available on the website is also provided.
- n) In late December 2001, using a carrier route occupant mailing list and Multnomah County Assessment and Taxation data, approximately 5,100 copies of a twelve page newsletter on the Marquam Hill planning effort and activities were mailed to addresses and property owners in the plan study area as well as individuals on the project mailing list. The newsletter included

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- a return self-mailer that asked recipients to share their concerns and ideas about the plan and to sign up for the mailing list. Eighty-five responses were received and tabulated.
- o) Community Open Houses were held on February 2, 2002 and February 6, 2002. Attendees were asked to respond to a survey that contained 55 statements outlining approaches the Bureau of Planning was considering in response to opportunities and concerns being presented in the Marquam Hill planning effort. Forty-two responses were received and tabulated.
 - p) *The Oregonian, Portland Business Journal, Southwest Neighborhood News, The Multnomah Village Post, Willamette Week, Portland Tribune, and Southwest Connection* newspapers have all had feature articles, editorials, letters and/or updates about the Marquam Hill planning activities and events. In addition, the project has been featured in local television and radio news broadcasts on several occasions.
 - q) At a media briefing on February 11, 2002, the Mayor's Office and Bureau of Planning described preliminary proposals of the draft *Bureau of Planning's Proposed Marquam Hill Plan*, which were disseminated broadly in both print and broadcast media.
 - r) The Portland Planning Commission received eight briefings on the Marquam Hill planning activities from April 2001 through March 2002. The dates, topics and participants include:
 - April 10, 2001: Project overview provided by Bureau of Planning staff.
 - June 19, 2001: Tour of the Marquam Hill area; input from and dialogue with representatives of Homestead Neighborhood Association, Corbett-Terwilliger-Lair Hill Neighborhood Associations, and OHSU; discussion of City Council requested resolution on the Marquam Hill planning process, scope, and work program.
 - November 13, 2001: Project update; overview of upcoming Planning Commission briefings and review process.
 - November 27, 2001: Overview and discussion of Alternative Locations Analysis; overview of Transportation Peer Review process and scope; Commission comments and suggestions on Transportation Peer Review.
 - December 18, 2001: Update on Transportation Peer Review process; overview of Bioscience/Program Synergy Analysis; Commission comments and suggestions on Bioscience/Program Synergy Analysis.

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- January 8, 2002: Project update; report on Transportation Peer Review process and outcomes; Commission discussion with Transportation Peer Review panel members.
 - February 12, 2002: Report on Bioscience/Program Synergy Analysis; Commission discussion with the report author, Walt Plosila of Battelle Memorial Institute.
 - March 26, 2002: Overview of *Bureau of Planning's Proposed Marquam Hill Plan*; update/briefing on North Macadam project.
- s) On February 15, 2002 required *DLCD Notice of Proposed Amendment* was sent to the State of Oregon, Department of Land Conservation and Development. Updates were sent on March 7, 2002, April 8, 2002, April 26, 2002, June 10, 2002 and June 20, 2002.
- t) On February 28, 2002 notice of the Planning Commission hearings on the *Bureau of Planning's Proposed Marquam Hill Plan* was mailed to property owners within the proposed plan area and to people who had requested to be on the *Marquam Hill Plan* or Bureau of Planning Legislative Projects mailing lists. Approximately 1,640 notices were mailed.
- u) On March 13, 2002 required notice under Measure 56 was mailed to property owners whose property was proposed to be rezoned in the *Bureau of Planning's Proposed Marquam Hill Plan* and to representatives of the Homestead Neighborhood Association. Thirteen notices were mailed.
- v) On March 21, 2002 notice of a Homestead Neighborhood Association meeting to discuss the *Bureau of Planning's Proposed Marquam Hill Plan* was mailed to most addresses in the Homestead Neighborhood. Using a carrier route occupant mailing list, approximately 3,117 notices were mailed.
- w) On March 22, 2002 a copy of the *Bureau of Planning's Proposed Marquam Hill Plan* and draft findings were sent to Metro, Growth Management Services. Updates were sent on April 26, 2002, June 10, 2002 and June 20, 2002.
- x) On April 16, 2002 notice of the Design Commission hearings on the *Bureau of Planning's Proposed Marquam Hill Design Guidelines* was mailed to people who had requested to be on the *Marquam Hill Plan* mailing list. Approximately 436 notices were mailed.

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- y) On April 2, 2002, April 9, 2002, April 23, 2002, May 7, 2002 and May 14, 2002 the Planning Commission held hearings on the *Bureau of Planning's Proposed Marquam Hill Plan*. Testimony was received at the April 2nd and April 9th hearings and written testimony was accepted until April 22, 2002. On May 14, 2002 the Planning Commission completed their deliberations on the *Bureau of Planning's Proposed Marquam Hill Plan* and voted to forward it to City Council with amendments.
 - z) On May 31, 2002 notice of the City Council hearings on the *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan* and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines* was mailed to people who had requested to be on the *Marquam Hill Plan* mailing list. Approximately 456 notices were mailed.
 - aa) On June 26, 2002, June 27, 2002 and July 3, 2002 the City Council held hearings on the *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan* and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines*

bb) Portland *Comprehensive Plan* findings on Goal 9, Citizen Involvement, and its related policies and objectives also support this goal.

22. **Goal 2, Land Use Planning**, requires the development of a process and policy framework which acts as a basis for all land use decisions and assures that decisions and actions are based on an understanding of the facts relevant to the decision.

- a) The *Zoning Code* contains procedures that were followed and criteria that have been satisfied for the development and adoption of the *Marquam Hill Plan* and related implementing measures. The amendments are supportive of this goal because the required legislative process as described in Portland City Code 33.740 was followed. In addition, the applicable approval criteria for legislative Comprehensive Plan Map Amendments, described in 33.810; for Goal, Policy, and Regulation Amendments, described in 33.835; for Zoning Map Amendments, described in 33.855; and Adoption Criteria for establishment of a plan district, described in 33.500, have been evaluated and satisfied as described in the findings below.
- b) The amendments are also supportive of this goal because documents identifying issues and problems and providing information about and supporting the alternatives chosen to be part of

the *Marquam Hill Plan* were distributed and made available for public review and copying throughout the planning process. These documents include:

- City Council Resolution No. 36008
- *OHSU Expansion Plan*
- *Report on OHSU Master Plan Transportation and Parking*
- *Public Transportation Alternatives - North Macadam Area to OHSU Marquam Hill Campus*
- *Report on OHSU Inter-Campus Transportation Connector*
- *OHSU Aerial Tramway Preliminary Engineering Study*
- *Marquam Hill Plan* newsletter
- Existing Conditions (Appendix A of *Proposed Marquam Hill Plan*)
- Marquam Hill Institutions (Appendix B *Proposed Marquam Hill Plan*)
- Newsletter and Open House Survey Results (Appendix E of *Proposed Marquam Hill Plan*)
- Pedestrian Study Results
- *Marquam Hill Plan Pedestrian Connections Vision Plan*
- *Transportation Peer Review Report*

- *Marquam Hill Plan Alternative Location Analysis: Land Availability Assessment*
 - *Building Bioscience in Portland*
 - *Bureau of Planning's Proposed Marquam Hill Plan*
 - *Bureau of Planning's Proposed Marquam Hill Design Guidelines*
 - *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan*
 - *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines*
 - *Marquam Hill Plan Volume 3: Background Material* which compiles many of the above named documents into a single source
 - *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan*
 - *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines*
- c) *Portland Comprehensive Plan* findings on Goal 1, Metropolitan Coordination, and its related policies and objectives also support this goal.

23. **Goal 5, Open Space, Scenic and Historic Areas, and Natural Resources**, requires the conservation of open space and the protection of natural, historic and scenic resources. The amendments are consistent with this goal because:

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- a) The city has acknowledged Goal 5 plans addressing scenic and natural resources within and near the Marquam Hill area including the *Southwest Hills Resource Protection Plan* and the *Scenic Resources Protection Plan*. The city has acknowledged land use regulations that implement each of these plans.
- b) The 1992 *Southwest Hills Resource Protection Plan* included the Marquam Hill area and inventoried natural resources, identified conflicting uses, including the institutional uses, and analyzed the economic, social, environmental and energy (ESEE) consequences of protecting fully or partially or not protecting these resources. The *Southwest Hills Resource Protection Plan* natural resource protections were implemented through the application of the Environmental Overlay Zone. The *Marquam Hill Plan* does not change the areas on Marquam Hill that have environmental overlay zoning or the provisions of the Environmental Overlay Zone. Some of the activities expected within the *Marquam Hill Plan* area would require future review under these regulations. None of the provisions of the *Marquam Hill Plan* affect a currently protected Goal 5 natural resource or require any changes to the existing measures or levels of protection provided by the regulations implementing Goal 5.
- c) The 1991 *Scenic Resources Protection Plan* inventoried three scenic views on Marquam Hill and conducted an ESEE analysis of the consequences of protecting these views. Through adoption of the *Scenic Resources Protection Plan*, all three views were protected through designation as scenic viewpoints, which are shown on the official Zoning Map. The protection of these views in 1990 relied upon the implementation of then new approval criteria for conditional use review. The *Marquam Hill Plan* rezones the institutionally developed area from residential to employment, which makes the institutional uses allowed by right and no longer subject to conditional use review. An updated ESEE analysis provided to Council on July 10, 2002 concludes that, on balance, continued protection of these resources is appropriate and that the same level of protection can be provided through the design review process. The *Marquam Hill Plan* designates a new design district and applies new design guidelines. To assure that Marquam Hill views continue to have the same level of protection as under the prior zoning, the *Marquam Hill Design Guidelines* specifically include protection and enhancement of designated views through a guideline that calls for protection and enhancement of designated views within the Marquam Hill Design District. In addition, the *Marquam Hill Plan* incorporates

new approval criteria for Zoning Map Amendments to require a net increase in public benefit if a proposal to move a Marquam Hill viewpoint is submitted. The Council finds that the protection level provided in the *Marquam Hill Plan* and *Marquam Hill Design Guidelines* for these scenic resources is equivalent to the protection afforded under the previous regulations.

- d) The 1983 *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines* designate scenic views from Terwilliger Parkway. The *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines* were adopted into the *Comprehensive Plan* to assure that the designated scenic resources were protected. As part of the 1990 *Scenic Resources Protection Plan* effort, potential Goal 5 scenic resources were inventoried and analyzed through an ESEE process. A number of policies and regulations that were in place at that time were described as providing protection to the scenic resources for which they were developed. Those existing regulations included the *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines* as well as the *Willamette Greenway Plan*. The scenic resources associated with those existing regulations were not inventoried or analyzed through the Goal 5 ESEE process.

The Terwilliger Parkway designated resources are therefore not inventoried Goal 5 resources but are protected through the *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines*. The *Terwilliger Parkway Corridor Plan* scenic resources are addressed in the findings on *Portland Comprehensive Plan* Policy 2.24.

- e) In 1995 the Oregon Legislature amended the manner in which historic resources are reviewed and protected under Goal 5 by (1) introducing owner consent provisions, and (2) making historic resource protection programs voluntary under Goal 5, except for properties on the National Registry of Historic Places. The South Portland Historic District was created in 1997 and contains the only historic resources potentially affected by the *Marquam Hill Plan*. Because this district was created two years after the Legislature's amendments to Goal 5, an ESEE analysis was not required to create this district and the resources were not protected through a Goal 5 process. However, it should be noted that protections for historic resources are incorporated into the *Zoning Code*. Specifically, Chapters 33.445, Historic Resource Protection Overlay, and 33.846, Historic Reviews, contain regulations and design review procedure to address impacts to historic resources and apply in the South Portland Historic District. The provisions of the *Marquam Hill Plan* do not

affect the application of these regulations in the South Portland Historic District and the Council finds that the protection afforded these historic resources is unchanged by adoption of the *Marquam Hill Plan*.

24. **Goal 6, Air, Water and Land Resource Quality**, requires the maintenance and improvement of the quality of air, water and land resources. The amendments are consistent with this goal because

- a) The *Marquam Hill Plan* policies and objectives encourage expansion and intensification of existing institutional development and uses and call for a multimodal transportation system that emphasizes the use of non-auto modes, such as walking and transit. Compact urban development emphasized in the *Marquam Hill Plan* helps maintain the area's natural resources by rezoning areas of existing institutional development to Central Employment (EX) to accommodate institutional growth and by rezoning undeveloped land to Open Space (OS).
- b) Retaining OHSU, VAMC and Shriners jobs within the City of Portland will prevent a potential increase in vehicle miles traveled by employees of these institutions and the attendant negative impact on air quality that would occur if institutional growth were to occur at a suburban site.

c) Portland *Comprehensive Plan* findings on Goal 8, Environment, and its related policies and objectives also support this goal.

25. **Goal 7, Areas Subject to Natural Disasters and Hazards**, requires the protection of life and property from natural disasters and hazards. The amendments are consistent with this goal because Marquam Hill has been placed in a high earthquake risk category by the Oregon Department of Geology and Mineral Industries, but is not identified as an area susceptible to flooding by the Federal Emergency Management Agency. Soil stability is addressed by a combination of existing and acknowledged Goal 5 regulations and building codes. Structural codes have previously been revised to correspond to the higher earthquake risk assessment. Because OHSU would be a treatment site for disaster victims anywhere in the region, it has already upgraded its facilities to meet the new structural standards. The *Marquam Hill Plan* does not the change Goal 5 regulations or building standards that comply with Goal 7.

26. **Goal 8, Recreational Needs**, requires satisfaction of the recreational needs of both citizens and visitors to the state. The amendments are consistent with this goal because:

- a) The improvements to the pedestrian circulation system on Marquam Hill and between Marquam

Hill and other destinations that are called for in the *Marquam Hill Plan* will enhance access to recreational opportunities including the 40-Mile Loop Trail, the Marquam Nature Trail, and Terwilliger Parkway.

- b) The designation of 45 acres of open space would increase the amount of land potentially available for recreational purposes.

27. **Goal 9, Economic Development**, requires provision of adequate opportunities for a variety of economic activities vital to public health, welfare, and prosperity. The amendments are consistent with this goal because:

- a) OHSU, VAMC and Shriners already have a combined employment base of more than 12,000 persons, with over 8,800 of those employees working at OHSU on Marquam Hill. The continued vitality of these institutions is essential to the health and prosperity of the city because their integrated mission of healing, research, and teaching provides jobs as well as medical treatment and education opportunities. This vitality cannot continue if plausible expansion opportunities are precluded. Similarly, a wholesale move of OHSU to a suburban location within the region would divert limited resources from its core mission to the logistics of a complicated and protracted

relocation. The *Marquam Hill Plan* provides for institutional growth and vitality, including 4,700- 6,700 new OHSU jobs located in an integrated Central Campus, by recognizing that facilities on the hill and within the nearby North Macadam district can function together to accomplish the core mission.

- b) Portland *Comprehensive Plan* findings on Goal 5, Economic Development, and its related policies and objectives also support this goal.

28. **Goal 10, Housing**, requires provision for the housing needs of citizens of the state. The amendments are consistent with this goal because:

- a) The *Marquam Hill Plan* changes the zoning on approximately 45 acres of residentially zoned land to Open Space. Most of this land is not “residential buildable land” within the meaning of Statewide Planning Goal 10. Local governments are required to remove steep slopes, landslide hazard areas, and environmental areas from inventories of lands readily available for residential use. Most of the land being rezoned to Open Space in the *Marquam Hill Plan* has one or more of these conditions present. Portland relies upon Metro’s vacant and infill land analysis for determination of what land to include in housing potential calculations. Over 70% of the land

being rezoned to OS is excluded from Metro's vacant and infill land analysis due to the presence of steep slopes or environmental protection overlay zoning. The remaining 30% of the OS rezoned area has environmental conservation overlay zoning and is calculated to yield very little housing.

- b) The *Marquam Hill Plan* also changes the zoning on 113 acres of residentially zoned land to Central Employment, which is a mixed-use zone that allows housing. Almost half of this land is already intensively developed with institutional uses and has not been available for residential development since the institutional uses began to develop over 70 years ago. In addition, over 52% of this land has environmental protection overlay zoning, is excluded from Metro's vacant and infill land analysis and is not included in Portland's calculation of its housing capacity housing as reported to Metro in *Urban Growth Management Functional Plan Compliance Report, February 1999*. Because housing is allowed in the EX zone the opportunity to provide housing on this land still remains but the potential for housing to be developed on this land has not been included in Portland's calculation of its housing capacity.

- c) Portland *Comprehensive Plan* findings on Goal 4, Housing, and its related policies and objectives also support this goal.

29. **Goal 11, Public Facilities and Services**, requires planning and development of timely, orderly and efficient public service facilities that serve as a framework for urban and rural development. The amendments are consistent with this goal because:

- a) The *Marquam Hill Plan* examines the existing public services on Marquam Hill and finds that most are adequate to serve the development anticipated in the plan. Public facilities and infrastructure needing improvement are identified in the *Marquam Hill Plan* policies and objective and strategies for their implementation are included in the action items.

- b) Portland *Comprehensive Plan* findings on Goal 11: A through I, Public Facilities, and related policies and objectives also support this goal.

30. **Goal 12, Transportation**, requires provision of a safe, convenient and economic transportation system. The amendments are consistent with this goal because:

- a) The *Marquam Hill Plan* includes policies, objectives and actions items that call for transportation system improvements including

street improvements, transit service enhancements and improvements of the bicycle and pedestrian system and facilities.

- b) The *Marquam Hill Plan* supports and continues transportation demand management efforts established through the Marquam Hill Transportation Partnership, which includes OHSU, VAMC, Shriners, Tri-Met, Portland Office of Transportation, Portland Planning Bureau and Homestead Neighborhood Association. These demand management measures have already resulted in improved transit ridership and a more efficient, multimodal transportation system. The mode split characteristics for Marquam Hill employees is unmatched anywhere else in Portland except in the Central City. Carpooling, express bus service, shuttle service, bicycle and motorcycle trip end facilities, information services and system administration have all contributed to a transportation system that promotes and provides many alternatives to the single occupant vehicle travel mode.
- c) The Transportation Planning Rule (TPR) was adopted in 1991 to implement State Goal 12. Section 660-012-0060(1) of the TPR requires “amendments to functional plans, acknowledged comprehensive plans, and land use regulations which significantly affect a transportation

facility” to ensure that allowed land uses are consistent with the identified function, capacity and level of service of the facility. The Council finds that the *Marquam Hill Plan* provisions do not “significantly affect” a transportation facility as described in 660-012-0060 (2). The *Marquam Hill Plan* does not change the functional classification of an existing or planned transportation facility or the standards implementing a functional classifications system. It should be noted that Portland’s classification system is aspirational in nature and that the *Marquam Hill Plan* is consistent with the aspirations of that classification system. The *Marquam Hill Plan* zoning amendments better acknowledge the existing land use pattern and do not create a new development pattern. While the *Marquam Hill Plan* changes the status of institutional uses within the plan district from conditional to allowed by right, it does not allow “types or levels of land uses which would be inconsistent with the functional classification of a transportation facility.” Portland’s Transportation Element discourages expansion of uses that attract significant volumes of traffic on a Neighborhood Collector Street. The system of Neighborhood Collectors that serve Marquam Hill has adequate capacity to handle the expected growth in overall traffic, only a portion of which is attributable to Marquam Hill institutions. The *Marquam Hill*

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- Plan* includes a transportation analysis that indicates that both the capacity and level of service on the roads that serve the hill will not fall below the minimum acceptable performance described in the Transportation Element.
- d) Portland *Comprehensive Plan* findings on Goal 6, Transportation, and its related policies and objectives also support this goal.
31. **Goal 13, Energy Conservation**, requires development of a land use pattern that maximizes the conservation of energy based on sound economic principles. The amendments are consistent with this goal because:
- a) Retaining and expanding jobs within Portland's Central City and on Marquam Hill, both of which have good access to transit and other non-single occupant automobile travel modes for commute trips, reduces the use of fossil fuels and helps conserve energy.
- b) Portland *Comprehensive Plan* findings on Goal 7, Energy, and its related policies and objectives also support this goal.
32. **Goal 14, Urbanization**, requires provision of an orderly and efficient transition of rural lands to urban use. The amendments are consistent with this goal because:
- a) The *Marquam Hill Plan* promotes additional institutional development and jobs within the regional urban growth boundary, thereby helping to reduce long-term regional pressures for conversion of rural lands to urban uses.
- b) Portland *Comprehensive Plan* findings on Goal 2, Urban Development, and its related policies and objectives also support this goal.
33. The amendments do not affect **Goal 3, Agricultural Lands** and **Goal 4, Forest Lands** because no lands with these designations are included in the *Marquam Hill Plan*.
34. **Goals 16, 17, 18, and 19** deal with **Estuarine Resources, Coastal Shorelines, Beaches and Dunes, and Ocean Resources**, respectively, and are not applicable to Portland as none of these resources are present within the city limits.

Metro Urban Growth Management Functional Plan Findings

Metro has adopted an Urban Growth Management Functional Plan (UGMFP) that requires local jurisdictions to adopt and amend comprehensive plans and land use regulations that are not inconsistent with its provisions.

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35. **Title 1, Requirements for Housing and Employment Accommodation**, requires that each jurisdiction contribute its fair share to increasing the development capacity of land within the Urban Growth Boundary. This requirement is generally implemented through citywide analysis based on calculated capacities from land use designations and reported through the *Urban Growth Management Functional Plan Compliance Report, February 1999*. The amendments are consistent with this title because:
- a) Institutional expansion within the city supports Portland's ability to meet its 2017 employment target assigned by Title 1, Table 3.07-1 – Target Capacity for Housing and Employment Units-Years 1994 to 2017 because 4,700 to 6,700 new jobs are expected to be created by this expansion.
 - b) The *Marquam Hill Plan* designates the area being rezoned to Central Employment (EX) as an Employment Area as described in Title 1, Section 3.07.130 of the UGMFP. This is consistent with the purpose and description of Employment Areas because various types of employment uses are allowed, some residential development can occur and commercial uses are limited both in type and size under the plan.
 - c) The provisions of the *Marquam Hill Plan* do not erode or diminish Portland's ability to achieve its 2017 housing target because the calculation of housing capacity was based on Metro's vacant and infill lands inventory which did not include institutionally developed property on Marquam Hill.
36. **Title 2, Regional Parking Policy**, regulates the amount of parking permitted by use categories for jurisdictions in the region. The amendments are consistent with this title because the parking maximums allowed within the Marquam Hill Plan District meet or are more restrictive than the parking limitations stated in Table 3.07-2 – Regional Parking Ratios.
37. **Title 3, Water Quality and Flood Management Conservation**, calls for the protection of the beneficial uses and functional values of resources within Metro-defined Water Quality and Flood Management Areas by limiting or mitigating the impact of development in these areas. The city's response to the requirements of this title is being addressed through the Healthy Portland Streams project. The *Marquam Hill Plan* will not compromise the city's ability to comply with Title 3.

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38. **Title 4, Retail in Employment and Industrial Areas**, calls for retail development in Employment and Industrial Areas that supports these areas and does not serve a larger market area. The title specifically requires that retail uses in Employment and Industrial Areas shown on the *2040 Urban Growth Concept* map be limited in areas or be subject to land use review. The amendments of the *Marquam Hill Plan* are consistent with this title because the area being designated an Employment Area is within the Marquam Hill Plan District where uses within the Retail Sales And Service use category are limited. The total square footage of development in this use category is limited to 25,000 square feet per subdistrict and amounts greater than that are reviewed through an Adjustment. These limitations are more stringent than the UGMFP requirement that retail uses over 60,000 square feet be subject to a land use review.
39. **Title 5, Neighbor Cities and Rural Reserves**, defines Metro's policy regarding areas outside of the urban growth boundary. This title does not apply to this plan because the project area is within the urban growth boundary.
40. **Title 6, Regional Accessibility**, recommends street design and connectivity standards that better serve pedestrian, bicycle and transit travel and that support the 2040 Growth Concept. The city's response to the requirements of this title is being prepared through the Transportation System Plan and the Land Division Code Rewrite projects. The *Marquam Hill Plan* will not compromise the city's ability to comply with Title 6.
41. **Title 7, Affordable Housing**, recommends that local jurisdictions implement tools to facilitate development of affordable housing. The amendments are inconsistent with this title because the *Marquam Hill Plan* makes no changes to the city's policies, regulations, or programs related to affordable housing.
42. **Title 8, Compliance Procedures**, outlines compliance procedures for amendments to comprehensive plans and implementing ordinances. The amendments are consistent with this title because the required notices and findings have been provided to Metro in a timely manner.

Portland Comprehensive Plan Goals Findings

43. The city's *Comprehensive Plan* was adopted by the Portland City Council on October 16, 1980, and was acknowledged as being in conformance with the statewide planning goals by the Land Conservation and Development Commission (LCDC) on May 1, 1981. On January 25, 2000, LCDC completed its review of the city's final local periodic review order and periodic review work programs, and reacknowledged the plan's compliance with the statewide planning goals.
44. This ordinance amends the *Comprehensive Plan*, the Comprehensive Plan Map, Title 32 and Title 33 of the Portland City Code and the Zoning Map. The Council finds that following *Comprehensive Plan* goals, policies and objectives apply to the amendments and the amendments satisfy the applicable goals, policies and objectives for the reasons stated below.
45. During the course of public hearings, the Bureau of Planning, the Planning Commission, and the City Council provided all interested parties opportunities to identify, either orally or in writing, any other *Comprehensive Plan* goal, policy or objective that might apply to the amendments. No additional provisions were identified.
46. **Goal 1, Metropolitan Coordination**, calls for the *Comprehensive Plan* to be coordinated with federal and state law and to support regional goals, objectives and plans. The amendments are consistent with this goal because the Marquam Hill planning process has included the participation by representatives from city, regional, and state agencies, as described in Finding #21 above, ensuring consistency with applicable local, regional, and state plans.
47. **Policy 1.4, Intergovernmental Coordination**, calls for continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds. The amendments support this policy because the Marquam Hill planning effort identified and included a variety of local, regional, and state agencies in the plan development process. Individuals from many of these agencies participated through a Community and Technical Advisory Group, which gave input during the planning process and reviewed and commented on the *Marquam Hill Plan* as described in Finding #21 above.
48. **Policy 1.5, Compliance with Future Metro Planning Efforts**, calls for the review and update of Portland's *Comprehensive Plan* to comply with the Regional Framework Plan

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- adopted by Metro. The amendments support this policy because they support Portland's implementation of the Metro UGMFP, particularly Title 1 as stated in Finding #35.
49. **Goal 2, Urban Development**, calls for maintenance of Portland's role as the major regional employment and population center by expanding opportunities for housing and jobs, while retaining the character of established residential neighborhoods and business centers. The amendments are consistent with this goal because they retain a significant number of jobs in Portland and allow Marquam Hill institutions to expand on Marquam Hill and within the North Macadam District thus encouraging job growth within Portland's Central City. Institutional expansion within North Macadam has the additional potential to facilitate the development of a new Science and Technology Quarter, providing high-tech employment opportunities in a corridor that links the North Macadam district with Portland State University.
50. **Policy 2.2, Urban Diversity**, calls for promotion of a range of living environments and employment opportunities to attract and retain a stable and diversified population. The amendments support this policy because the *Marquam Hill Plan* retains jobs and supports the creation of additional jobs in the medical, bioscience and related fields, which encompass a wide variety of positions that require various skills and education levels.
51. **Policy 2.6, Open Space**, calls for provision of opportunities for recreation and visual relief by preserving existing open space, establishing a loop trail that encircles the city and promoting recreational use of the city's rivers, creek, lakes and sloughs. The amendments support this policy because the *Marquam Hill Plan* rezones to Open Space (OS) approximately 45 acres of land that includes a portion of the 40-Mile Loop Trail. Protection of this open space and the natural resources it contains through OS zoning is balanced with the rezoning of other areas on Marquam Hill to Central Employment, which allows further growth and intensification of the institutional development. The plan also includes a number of policies, objectives and actions items that seek to maintain and enhance existing open space and promote access to and enhancement of the many recreational opportunities that exist on Marquam Hill.
52. **Policy 2.10, Downtown Portland**, calls for the reinforcement of the downtown's position as the principal commercial, service, cultural and high density housing center in the city and the region. The amendments support this policy because they support the expansion of bioscience and research facilities within the North Macadam

district and Science and Technology Quarter, which will support the creation of new commercial, service, cultural, and high-density housing development within this underutilized subdistrict of downtown. The amendments also call for the establishment of a Science and Technology Quarter spanning the geographic area from the North Macadam District to the University District and linked to Marquam Hill via a suspended cable transportation system.

53. **Policy 2.19, Infill and Redevelopment**, encourages infill and redevelopment as a way to implement the Livable City growth principles and accommodate expected increases in population and employment. This policy also encourages infill and redevelopment in the Central City, at transit stations, along Main Streets, and as neighborhood infill in existing residential, commercial, and industrial areas. The amendments are consistent with this policy as they allow for institutional expansion, and the development of a mix of supporting residential, commercial, and light industrial uses, within the sparsely developed North Macadam district. This development in turn will encourage the creation of a Science and Technology Quarter resulting in infill and redevelopment activities along a corridor of the Central City, served by transit options such as streetcar and bus service,

linking Portland State University with the North Macadam district.

54. **Policy 2.23, Buffering**, calls for mitigating the impacts from non-residential uses on residential areas through the use of buffering and access limitations, in particular when residentially zoned lands are changed to commercial, employment or industrial zones. The amendments support this policy because only a small portion of the area rezoned from residential to employment abuts residentially zoned land and the Marquam Hill Plan District includes height limitations that are “stepped down” closer to these areas. In addition, because of the street system and topography of Marquam Hill access limitations to the institutional development from a residential area are unnecessary.
55. **Policy 2.24, Terwilliger Parkway Corridor Plan**, calls for the preservation and enhancement of the scenic character of the Terwilliger Parkway, Terwilliger Boulevard, and Terwilliger Trail by implementing the *Terwilliger Parkway Corridor Plan* and the *Terwilliger Parkway Design Guidelines*. The amendments support this policy because:
- a) The City Council acknowledged the positive and negative impacts of the

potential development of a suspended cable transportation system over the Terwilliger Parkway. Positive impacts the Council considered include better access to Terwilliger Parkway and the opportunity to reduce traffic impacts by offering a new public transit link to Marquam Hill. In addition, the opportunity to create a direct link between the recreation amenities offered by Terwilliger Parkway with those of the Willamette Greenway and river was persuasive to the Council. Negative impacts considered by the Council mostly centered on the visual impacts of a potential suspended cable transportation system passing over the Parkway. Council concluded however, that this concern would be examined in more detail during the design and development of any system approved through the Office of Transportation process. The Council understood and considered these effects and felt that, on balance, the positive impacts far outweighed the negative impacts.

- b) The Character of Terwilliger statement says in part, “The careful and balanced mix of urban and natural experiences, which makes Terwilliger both unique

and successful, is also reflected in the way it is used. At its best, Terwilliger can accommodate walkers of all ages, runners, bicyclists and picnickers as well as moderate numbers of motorists sight-seeing or driving to nearby locations along the Boulevard’s easy grades and gentle curves.” Two key assumptions of the *Marquam Hill Plan* reflect and acknowledge this character statement. The first assumption is that the institutional development is consistent with and adds to the character to Terwilliger Parkway by contributing to the urban experience. The *Marquam Hill Design Guidelines* seek to further enhance the contribution institutional development makes to this aspect of Terwilliger Parkway. The second assumption is that traffic accessing abutting and nearby property is to be expected and can be accommodated on Terwilliger Boulevard. A number of provisions of the *Marquam Hill Plan*, which are described in several of the following findings, seek to assure that this traffic is limited and managed. The Council concurred with these assumptions and incorporates them into these findings.

c) Goal A calls for the preservation and enhancement of the scenic character and natural beauty of the Terwilliger Parkway and Boulevard. This is achieved in the *Marquam Hill Plan* by minimizing the traffic impacts of institutional growth. The *Marquam Hill Plan* calls for improvements to SW 6th Avenue that will relieve identified PM peak hour congestion. In addition, the long-term reorganization of institutional activities and vehicular access will assure that employees and students use SW Sam Jackson Park Road and visitors and patients use Terwilliger Boulevard to SW Campus Drive. Fewer patients and visitors arrive and depart during peak traffic times and are more likely to follow directional signs because they are unfamiliar with the local road system. As a result the increases in peak hour traffic on Terwilliger Boulevard, particularly south of Campus Drive, will be minimized, especially during the PM peak hour. Additional traffic mitigation on local streets, which is called for in the *Marquam Hill Plan*, will also help minimize institutional traffic on Terwilliger Boulevard. Council finds these provisions to be adequate to

preserve the scenic character of Terwilliger Parkway and Boulevard.

d) Goal B calls for the maintenance and enhancement of unobstructed views from Terwilliger Boulevard and Trail. City Council considered the potential visual obstruction of the views from Terwilliger that could be affected by a potential suspended cable transportation system and concluded that these impacts could be reduced to an intermittent intrusion that adds to the mix of urban and natural elements of the vista. In addition, the Council finds that the primary viewshed being protected in the Terwilliger Plan is horizontal to and below the level of Terwilliger Boulevard. The Council also finds that views can be protected from obstruction by selecting a suspended cable transportation system that would travel well above this level.

e) Goal C calls for improvement to opportunities for a variety of recreational uses along Terwilliger and to reduce conflicts between these uses. This goal does not apply because the *Marquam Hill Plan* does not affect recreational uses along Terwilliger.

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- f) Goal D seeks to guide the siting, scale, landscaping, traffic impacts, and design of new development to enhance the aesthetic experience of Terwilliger. This is achieved through: the establishment of development regulations within the Marquam Hill Plan District that limit the number of parking spaces allowed and limit building heights; the creation of a design district and associated design guidelines that seek to enhance the relationship between the institutional development and Terwilliger Parkway; and through *Marquam Hill Plan* objectives and action items that call for improvements to Terwilliger Boulevard and Parkway that are consistent with the *Terwilliger Parkway Plan* and *Design Guidelines*. The Council finds that these provisions satisfy this goal.
- g) Goal E seeks to manage the locations and design of new vehicular and pedestrian access to Terwilliger in order to reduce traffic hazards and incompatible visual impacts. No new vehicular access is contemplated in the *Marquam Hill Plan*. New pedestrian access is called for in the plan but alignments and routes are not specified. Future development of these routes will be considered in the context of the Terwilliger Plan regulations.
- h) Goal F seeks to reinforce the primary transportation function of the Parkway as a leisurely, scenic drive and a bicycle commuting path, rather than a heavily used route for vehicular through traffic. The Council finds that the *Marquam Hill Plan* is consistent with the goal because the institutional traffic using Terwilliger Boulevard is not through traffic in that it has a trip beginning or end on property that abuts and is accessed from Terwilliger Parkway. This traffic is also consistent with Terwilliger Boulevard's designation as a Neighborhood Collector Street in that Terwilliger Boulevard serves as one of the area's distributors of traffic from Major City Traffic Streets or District Collectors to Local Service Streets.
- i) Goal G seeks to improve public safety and protect citizens from crime and does not apply to the *Marquam Hill Plan*.
- j) Goal H seeks to reduce maintenance and improvements costs and does not apply to the *Marquam Hill Plan*.

k) Land Use Policies A requires that changes to the *Comprehensive Plan* land use designations on lands abutting the uphill *Terwilliger Parkway Corridor Plan* boundary be reviewed to determine if the proposed use is consistent with the goals of the *Terwilliger Plan* and to determine if additional lands should be included in the *Terwilliger Plan* boundary. The *Marquam Hill Plan* changes the land use designation for the institutionally developed area abutting the uphill Terwilliger Parkway boundary from residential (R1) to employment (EX). However, this change does not change the nature of the uses actually existing on the site but makes them allowed rather than conditional uses. The Council finds that the changes to the *Comprehensive Plan* land use designations in the *Marquam Hill Plan* are consistent with the goals of the *Terwilliger Parkway Corridor Plan* for the reasons stated in Finding 55 c through j. In addition, the Character of Terwilliger statement's specific description of a "careful and balanced mix of urban and natural experiences" is further achieved by applying new design guidelines to institutional development that seek to enhance its relationship to

Terwilliger Parkway. The Council finds that the development regulations of the Marquam Hill Plan District and the *Marquam Hill Design Guidelines* provide consistency with the Character of Terwilliger statement by encouraging that development visible from the Trail and Boulevard "fits into the natural topography and enhances the aesthetic experience of the Parkway." Finally, the Council finds no reason to add additional lands to the *Terwilliger Parkway Plan* boundary as a result of the *Marquam Hill Plan*.

- l) Land Use Policies B and C do not apply because the goals and policies contained in the *Terwilliger Plan* have already been incorporated into the *Comprehensive Plan* and the *Marquam Hill Plan* does not effect the uses allowed in the Parkway.
- m) Landscape Policies and Concept Plan A calls for development of specific landscape concepts as shown on Map 1 consistent with illustrations 3 through 9 in the *Terwilliger Parkway Corridor Plan*. The map and illustrations call for the Forest Corridor concept (figure 3) along the westside of the Boulevard

where it is overlapped by the *Marquam Hill Plan*. The *Marquam Hill Plan* includes objectives and action items that reinforce the desired Forest Corridor concept along the westside of Terwilliger Boulevard. Along the eastside of the Boulevard the landscape concept calls for three major views (figure 9) and portions of two panorama views (figure 10). As noted in finding 55 d above, the Council finds that the views along the westside of Terwilliger Boulevard can be protected from obstruction by a suspended cable transportation system. It is also important to note that significant vegetation has grown up along the westside of Terwilliger Parkway in the years since the Terwilliger Corridor Plan's adoption. This vegetation significantly blocks the major views and panorama views called for in this area.

- n) Landscape Policies and Concept Plan B calls for re-landscaping at specific major entrances and focal points including at Campus Drive and Landscape Policies and Concept Plan C calls for street tree planting along SW 6th Avenue north to I-405. The Council finds that the *Marquam Hill Plan* objectives and

action items that reinforce this policy are appropriate and satisfy it.

- o) Landscape Policies and Concept Plan D and E, calls for landscaping at locations well outside the Marquam Hill plan area. Landscape Policies and Concept Plan F, G and H, calls for improvements and maintenance of amenities throughout the Parkway amenities and outside the scope of the *Marquam Hill Plan*.
- p) Recreation Policies A through H refer to actions that are within the Parkway and have been or will be implemented by Portland Parks and Recreation and are not affected by the *Marquam Hill Plan*.
- q) Transportation Policies A. Roadway includes seven statements. The Council finds that the *Marquam Hill Plan* is consistent with the first one because no changes are proposed to the road configuration and the potential development of a suspended cable transportation system will help assure that the road remain a two lane facility by providing another means of access to Marquam Hill. In addition, the Council's finding in the local nature of institutional traffic is described in

several other findings. Action items in the *Marquam Hill Plan* that involve changes to traffic controls described in the second statement include the language “as consistent with the Terwilliger Parkway Corridor Plan.” Council finds that this assures that if these actions are undertaken the Terwilliger Plan goals and policies will be considered. The Council finds that the *Marquam Hill Plan* objectives and actions that seek to reinforce the third statement, which calls for maintenance of the 25-mile/hour speed limit, satisfy this statement. The Council finds that the transportation demand management (TDM) techniques described in the fourth statement are already being implemented by the Marquam Hill institutions through the Marquam Hill Transportation Partnership as described in the findings on State Goal 12. In addition, the Council finds that the *Marquam Hill Plan* includes objectives and actions that encourage the continuance and expansion of TDM efforts by the Marquam Hill institutions and satisfy this statement. The Council also finds that the *Marquam Hill Plan* provisions help maintain the Boulevard’s function as a major bicycle commuting

route as called for in the fifth statement. The sixth and seventh statements do not apply to provisions of the *Marquam Hill Plan* because no new crossings or street vacations are included in its provisions.

- r) Transportation Policies B. Parking applies to parking within the Terwilliger Parkway and is not affected by the provision of the *Marquam Hill Plan*.
- s) Transportation Policies C. Vehicle Access includes seven statements. The first two statements do not apply to the provisions of the *Marquam Hill Plan* because no new vehicle access is being proposed. However, the Council notes that the potential suspended cable system is an alternative to new road access that could be developed under the deeds referenced in the first statement. The Council finds that on balance the potential impacts to Terwilliger Parkway associated with a suspended cable transportation system are far less than those associated with a new road access. The third statement calls for the reduction of traffic volumes generated by new development to the extent practical. The Council finds that the *Marquam Hill Plan* provisions that help

reduce traffic impacts from expansion of institutional development as described above satisfy this statement. The fourth through seventh statements do not apply to provisions of the *Marquam Hill Plan* because no new vehicle access points are included.

- t) Sign Polices, call for all new signs to be reviewed by the Bureau of Parks, approved by the City Traffic Engineer and installed by the Bureau of Maintenance. The Council finds that the action items within the *Marquam Hill Plan* that call for signs in the Terwilliger Parkway are consistent with this policy.
- u) Capital Improvements, Boulevard and Parkway Maintenance and Areas for Acquisition do not apply to the *Marquam Hill Plan* as none of the action called for in these sections are affected by the plan provisions.
- v) Special Recommendations, A. Transportation calls for additional work to develop and evaluate strategies and projects aimed at resolving existing and future transportation problems on Terwilliger Boulevard. The Council finds that the Marquam Hill planning

effort has included a number of analyses that have examined the contribution by institutional traffic to these problems and that the *Marquam Hill Plan* provisions described above are intended to reduce congestion on Terwilliger Parkway and the TDM efforts also described above contribute to resolving any existing and future traffic problems on Terwilliger. The Council also finds that Special Recommendations C. Oregon Health Sciences University Parking has been satisfied in that Campus Drive has been realigned and the referenced parking lot has been removed.

- w) Special Recommendations, B. Hillvilla references an area outside the *Marquam Hill Plan* area and D. Storm Drainage is directed to the Bureau of Sanitary Engineering and therefore neither apply to the *Marquam Hill Plan*.
- x) Design Zone Boundary describes the Terwilliger Design District boundary, which is not affected by the *Marquam Hill Plan* and therefore the statement does not apply to this project.

y) The *Terwilliger Parkway Design Guidelines* are implemented and applied through Portland City Code Chapter 33.420, which describes the Terwilliger Design District, and Chapter 33.825, which describes the design review process. The *Marquam Hill Plan* does not change these existing regulations as they apply to the Terwilliger Design District or the *Terwilliger Parkway Design Guidelines*.

56. **Policy 2.25, Central City Plan**, encourages continued investment within Portland's Central City while enhancing its attractiveness for work, recreation and living. This policy further calls for implementation of the *Central City Plan* by coordinating development, providing aid and protection to Portland's citizens, and through the enhancement of the Central City's special natural, cultural and aesthetic features. The amendments support this policy as they help fulfil the policies and objectives of the *Central City Plan* intended to encourage development activities in the University District and the North Macadam District.
57. **Central City Plan, Policy 16, University District**, calls for the development of the district into a multi-cultural and international crossroads with an environment that stimulates lifelong

learning, collaboration between business and government and a rich cultural experience. The amendments support this policy as they allow for institutional expansion within the North Macadam district which in turn can serve as a catalyst to the development of a Science and Technology Quarter linking institutional development in North Macadam with the institutional development within the University District. The Science and Technology Quarter is further envisioned to be an area where job opportunities, educational activities, and collaborative efforts in science and technology will be cultivated.

58. **Central City Plan, Policy 21, North Macadam**, calls for the development of the district neighborhood consisting of a mix of significant residential development supported by commercial development. The amendments support this policy by allowing for institutional expansion within the district, which will facilitate the development of residential and commercial development necessary to support OHSU's expanded facilities as well as spin-off development associated with institutional activities in North Macadam and on Marquam Hill.

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59. **Goal 3, Neighborhoods**, calls for preservation and reinforcement of the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses and insure the city's residential quality and economic vitality. As explained in the findings below, the amendments are consistent with this goal because the *Marquam Hill Plan* is intended to retain a major employer through intensification of the institutional development on Marquam Hill. The findings for State Goal 9 and Portland *Comprehensive Plan* Goal 5 also support this goal and its policies and objectives.
60. **Policy 3.5, Neighborhood Involvement**, provides for the active involvement of neighborhood residents and businesses in decisions affecting their neighborhood. The amendments support this policy because the Marquam Hill planning effort included OHSU, VAMC and the Homestead and Corbett-Terwilliger-lair Hill Neighborhood Associations in the public outreach and involvement activities described in the findings on State Goal 1.
61. **Policy 3.6, Neighborhood Plan**, calls for the maintenance and enforcement of neighborhood plans that are consistent with the *Comprehensive Plan* and that have been adopted by City Council. The amendments support this policy because the 2002 *Marquam Hill Plan* replaces the 1977 *Marquam Hill Policy Plan* as a neighborhood or area plan incorporated by reference through the footnote of this policy.
62. **Policy 3.10, Southwest Community Plan** calls for inclusion as part of the *Comprehensive Plan* the policies and objectives developed as a part of the Southwest Community Plan (SWCP). The amendments support this policy because the Marquam Hill planning process included examination and consideration of the SWCP. The findings for *Comprehensive Plan* Goals 2 and 12 support the SWCP Land Use and Urban Form policy and objectives. The findings for State Goal 11 and *Comprehensive Plan* Goal 11 support the SWCP Public Facilities policy and objectives. The findings for State Goal 1 and *Comprehensive Plan* Policy 9 support the SWCP Citizen Involvement policy and objectives. The findings for State Goal 9 and *Comprehensive Plan* Goal 5 support the SWCP Economic Development policy and objectives of the SWCP. The findings for State Goal 10 and *Comprehensive Plan* Goal 4 support the SWCP Housing policy and objectives. The findings for State Goals 5 and 8 and *Comprehensive Plan* Goals 8 and 11 support the SWCP Parks, Recreation and Open Space policy and objectives of the SWCP. The findings for State Goal 12 and *Comprehensive*

Plan Goal 6 support the SWCP Transportation policy and objectives. The findings for State Goals 5 and 6 and *Comprehensive Plan* Goal 8 support the Watershed policy and objectives of the SWCP.

63. **Policy 4.2, Maintain Housing Potential**, calls for retaining housing potential by requiring no net loss of land reserved for, or committed to, residential, or mixed-use. The amendments support this policy because housing potential is measured based on the allowed density and the land being rezoned to Central Employment (EX) has equal or greater potential (i.e. allowed density) for housing than the current Residential 10, 000 (R10) and Residential 1,000 (R1) zoning. This is based on the housing potential under the allowed heights, building coverage and FAR regulations of the EX zone. In assessing real housing potential of the site, constraints such as topography and natural resource protection through environmental overlay zoning would need to be considered. Much of the area being rezoned to Open Space (OS) from R10 has no existing street system and has significant slopes and environmental zoning which reduces its real housing potential. The area being rezoned to EX has existing street access, areas of flat developable land and less land with environmental zoning so its real housing potential is greater. In addition, the real

housing potential of the site must be looked at in the context of existing development. The majority of the area rezoned to EX is intensely developed with institutional uses, most of which has been on the site for 20 to 70 years. Finally, the Council finds that this goal must be applied on balance with other *Comprehensive Plan* goals, such as those related to economic development and the creation of open space.

64. **Objective A**, calls for allowing the replacement of housing potential to be accomplished by such means as: 1) rezoning (and redesignating) existing commercial, employment, or industrial land to residential; 2) rezoning (and redesignating) lower density residential land to higher density residential land; and 3) rezoning to the CM zone; or 4) building residential units on the site or in a commercial or employment zone if there is a long term guarantee that housing will remain on the site. The Council finds that the amendments support this objective because the largest portion of the site being rezoned is changing from Residential 1,000 (R1) to Central Employment (EX), which, similar to the Mixed Commercial (CM) zone, is a mixed use zone that allows housing by right.

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65. **Goal 5, Economic Development**, calls for promotion of a strong and diverse economy, which provides a full range of employment and economic choices for individuals and families in all parts of the city. The amendments are consistent with this goal because the *Marquam Hill Plan* preserves and increases potential employment opportunities in Portland and increases potential employment in biomedical research, a field that offers potential growth and diversification over time. The findings for State Goal 9 also support this goal and its policies and objectives.
66. **Policy 5.1, Urban Development and Revitalization**, encourages investment, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing. The amendments support this policy as they allow institutional expansion within the North Macadam district, which will result in the redevelopment, rehabilitation, and adaptive reuse of urban land for institutional development in the district. Institutional development in North Macadam is expected to act as a catalyst for new housing and commercial development. Institutional growth in research is also expected to spin-off new business in the bioscience, biomedical, and bioengineering fields. In addition, the amendments allow expansion of the institutions on Marquam Hill within the existing area of development, much of which is expected to occur through redevelopment of existing buildings.
67. **Policy 5.2, Business Development**, calls for sustaining and supporting business development activities to retain, expand, and recruit businesses. The amendments support this policy because the *Marquam Hill Plan* includes policies, objectives, action items and City Code amendments that facilitate the growth and expansion of one of Portland's largest employers. The amendments also support this policy because they allow for institutional expansion within the North Macadam district that is intended to facilitate the expansion of existing and new biotechnology businesses within the City. Additionally, this expansion is envisioned to serve as a catalyst for the growth of a new Science and Technology Quarter which will serve as a center for the growth of new businesses associated with science and technology business sectors.
68. **Objective B**, calls for incorporating economic considerations in long-range planning activities undertaken by the Bureau of Planning. The amendments support this objective because the *Marquam Hill Plan* acknowledges the importance of medical

and academic institutions to the city's economy.

69. **Policy 5.4, Transportation System**, calls for promotion of a multi-modal regional transportation system that encourages economic development. The amendments support this policy because the *Marquam Hill Plan* includes policies, objectives and action items that call for improvements to the existing street system to provide better access to the regional transportation system, for access improvements for non-auto transportation modes, and for long term improvements to the regional transportation system. The amendments support this policy because they support institutional expansion in the North Macadam district and allow for the potential development of a suspended cable transportation system connecting the area with Marquam Hill. Institutional expansion to North Macadam is dependent on the implementation of a fast, reliable transportation link, which potentially will be provided through the suspended cable transportation system. In addition, the new potential link to regional transit systems that the cable system will provide will assist Marquam Hill institutions in continuing to reduce the rate of single occupancy vehicles accessing the hill. These multi-modal transit options will promote and support additional economic development

on Marquam Hill and within the North Macadam District. The finding for State Goal 9 also support this goal.

70. **Objective C**, calls for the City to work closely with public agencies, such as Tri-Met, and the private sector to deliver an efficient and effective transportation system and network and to improve transit connections between housing and work sites. The amendments support this objective because they allow the potential development of a suspended cable transportation system as a component of the existing public transit system. A suspended cable transportation system could connect to buses and light rail service provided by Tri-Met and streetcar service provided by Portland Streetcar, Inc. A mid-point suspended cable transportation system station located along Barbur Boulevard could provide additional opportunities to connect to the existing Tri-Met bus routes serving this street. In addition, the development of new housing being planned in North Macadam will provide a housing option close to work for employees of the institutions on Marquam Hill and in North Macadam.

71. **Objective G**, calls for the City to pursue special opportunities for alternative modes of transportation to serve as attractors themselves, such as water taxis, streetcars, and bicycle and pedestrian facilities. The amendments support this objective because it allows the potential development of a new form of transportation, a suspended cable transportation system. The system could be connected to public transit options and provide a link between the Willamette River Greenway Trail and the many trails on or near Marquam Hill including the 40-Mile Loop Trail, the Marquam Nature Trail and the Terwilliger Parkway Trail.

72. **Objective H**, calls for pursuing transportation and parking improvements that reinforce commercial, industrial and residential districts and promote development of new commercial, industrial, and residential districts. The amendments support this objective because the *Marquam Hill Plan* recognizes and endorses the employment activities on Marquam Hill by rezoning the area to the Central Employment zone, provides reasonable parking to support the existing and planned institutional development and calls for transportation improvements to better serve the area.

73. **Goal 6, Transportation**, calls for protection of the public interest and investment in the public right-of-way and transportation system by encouraging development of a balanced, affordable and efficient transportation system consistent with the Arterial Streets Classifications and Policies by:

- Providing adequate accessibility to all planned land uses;
- Providing safe and efficient movement of people and goods while preserving, enhancing, or reclaiming neighborhood livability;
- Minimizing the impact of inter-regional trips on city neighborhoods, commercial areas, and the city street system by maximizing the use of regional trafficways and transitways for such trips;
- Reducing reliance on the automobile and per capita vehicle miles traveled;
- Guiding the use of the city street system to control air pollution, traffic, and livability problems; and
- Maintaining the infrastructure in good condition.

The Transportation Element of the Comprehensive Plan effective June 21, 1996 is the successor document to the Arterial Streets Classifications and Policies but the name has not been revised throughout the Comprehensive Plan text. The two names are used synonymously in these findings.

The Council finds that the amendments are consistent with this goal because the *Marquam Hill Plan* includes policies, objectives and action items that call for adequate access for all travel modes, maintenance of the livability of surrounding neighborhoods and the character of Terwilliger Parkway, and TDM efforts. The plan also includes regulations that will encourage continued reduction in the rate of single occupant vehicle trips. Finally, the plan's support for a possible suspended cable transportation system broadens the range of public transit options available to access this area of high employment. The findings on State Goal 12 also address this goal.

74. **Policy 6.2, Regional and City Travel Patterns,** calls for traffic to use streets in a manner consistent with the Arterial Streets Classifications of those streets. The amendments support this policy because traffic accessing Marquam Hill institutions via Terwilliger Parkway is consistent with its designation as a Neighborhood Collector Street. The findings for *Comprehensive Plan* Policy 2.24 also support this policy. In addition, the *Marquam Hill Plan* includes objectives and action items that seek to reduce institutional cut through traffic on Local Service Streets by considering the implementation of traffic calming measures or access limitations.

75. **Policy 6.4, Coordinate Land Use and Transportation Planning,** calls for coordinating land use planning with transportation planning and requires that the Transportation Element be a guide in land use planning and in the transportation project development process. The amendments support this policy because the Marquam Hill planning effort has included significant input from the Office of Transportation and other transportation agencies. In addition, the Office of Transportation analyzed the *Bureau of Planning's Proposed Marquam Hill Plan* provisions against applicable city policies including the Transportation Element and provided a report to the Planning Commission on April 9, 2002. That analysis concluded that the *Marquam Hill Plan* and a potential suspended cable transportation system linking North Macadam and Marquam Hill are consistent with applicable Transportation Element and *Comprehensive Plan* provisions.

76. **Policy 6.5, Neighborhood Collector and Local Service Street Traffic Management,** calls for managing traffic on Neighborhood Collectors and Local Service streets according to the hierarchy established in the Transportation Element, and the land uses they serve. The amendments support this policy because the *Marquam Hill Plan* calls for further

consideration of traffic calming measures to reduce institutional cut through traffic on Local Service Streets in the area.

77. **Policy 6.7, Public Transit**, calls for development of transit as the preferred form of person trips to and from the Central City, regional and town centers, and light rail stations at all times. The amendments support this policy because the plan calls for the continuation and enhancement of the existing transit service to Marquam Hill. The potential development of a suspended cable transportation system can create a new link to regional transit service as well by connecting to the Portland Streetcar in North Macadam and the significant existing and planned bus service on Barbur Boulevard.
78. **Policy 6.10, Barrier-Free Design**, calls for transportation facilities that are accessible to all people. Additionally, improvements to the transportation system in the public right-of-way, whether they address traffic, transit, bicycles and pedestrians, must comply with the Americans With Disabilities Act of 1990. The amendments support this policy as they allow for the possible development of a suspended cable transportation system, which would be located with the public right-of-way, that would serve as a component of the region's public transit service. This system would be designed

to comply with the American's With Disabilities Act of 1990.

79. **Policy 6.11, Pedestrian Transportation**, calls for planning for, and completion of, a pedestrian network that increases the opportunities for walking to shopping and services, institutional and recreational destinations, employment, and transit. The amendments support this policy because the Marquam Hill planning effort included the development of the Marquam Hill Pedestrian Connections Vision Plan. The *Marquam Hill Plan* also includes policies, objectives and action items that call for improvements to the pedestrian network within the campus and the pedestrian network that connects to the surrounding neighborhoods, nearby recreational areas, and to regional destinations. In addition, the potential development of a suspended cable transportation system can provide a link to Marquam Hill that will provide pedestrians an alternative to walking up the steep grades to Marquam Hill. The system can also provide a link between the Willamette Greenway Trail and the extensive trail network that crosses through or near Marquam Hill.
80. **Policy 6.12, Bicycle Transportation**, calls for making the bicycle an integral part of daily life in Portland, by implementing a bikeway

network, providing end-of-trip facilities, improving bicycle/transit integration, encouraging bicycle use, and making bicycling safer. The amendments support this policy because the *Marquam Hill Plan* calls for enhancements to the existing network and bike facilities on Marquam Hill. In addition, the potential development of a suspended cable transportation system can provide a link to Marquam Hill that will provide bicyclists an alternative to biking up the steep grades to Marquam Hill. The system can also provide a link between the Willamette Greenway Trail and the extensive trail network that crosses through or near Marquam Hill.

81. **Policy 6.13, Transportation Demand Management**, calls for requiring the use of transportation demand management techniques such as carpooling, ridesharing, flexible work hours, telecommuting, parking management, and employer-subsidized transit passes to mitigate the impact of development-generated traffic. The amendments support this policy because the *Marquam Hill Plan* calls for the continuation and improvement of the highly successful TDM program for Marquam Hill. This is reinforced by regulations that require the percentage of single occupant vehicle trips to be below a specific maximum level before additional parking can be developed.

82. **Policy 6.14, Parking Management**, calls for managing the parking supply to take into account both transportation capacity and parking demand, and implementing measures to achieve Portland's share of a regional per capita parking space reduction. The amendments support this policy because the *Marquam Hill Plan* limits parking through maximums and ratios of floor area to number of parking spaces and controls the development of parking by requiring land use reviews.
83. **Policy 6.15, On-Street Parking Management**, calls for managing the supply, operations and demand for parking and loading in the public right-of-way to encourage economic vitality, traffic safety, and livability of residential neighborhoods. The amendments support this policy because the *Marquam Hill Plan* calls for the continuation of the Area Parking Permit Program restrictions in the surrounding neighborhood.
84. **Policy 6.16, Off-Street Parking**, calls for the provision of adequate, but not excessive, off-street parking for all land uses. The amendments support this policy because the *Marquam Hill Plan* allows adequate parking to serve the institutional needs but also constrains allowed parking to encourage continued TDM efforts.

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85. **Policy 6.17, Institutional Parking**, calls for encouraging institutions to regulate parking facilities to first provide short-term parking for users, and secondly, to use demand management to minimize the amount of employee parking required. The amendments support this policy because the *Marquam Hill Plan* calls for and encourages continuation of and improvement to the highly successful parking management and TDM efforts of the Marquam Hill institutions. The policy is also supported by the plan's objectives on a potential suspended cable transportation system, which can reduce the need for future development of parking on Marquam Hill by offering another public transit access option.
86. **Policy 6.18, Clean Air and Energy Efficiency**, encourages the use of all modes of travel that contribute to clean air and energy efficiency. The amendments support this policy as they allow for the potential development of a suspended cable transportation system which is an extremely energy efficient form of public transit service that is powered directly by electricity, rather petroleum based fuels resulting in a system that produces no local emissions.
87. **Policy 6.19, Multimodal**, calls for coordination of the planning, development, and interconnection of all modes of passenger transportation. The amendments support this policy because the *Marquam Hill Plan* recognizes and supports the pedestrian-to-transit connections on Marquam Hill, including the 9th floor pedestrian walkway. The plan also seeks to improve and expand both the transit and pedestrian systems. The plan's policy and regulation support for a potential suspended cable transportation system can provide another mode of transportation and access that will be integrated with other modes including walking, biking, buses, streetcar and light rail.
88. **Policy 6.28, Public Involvement**, calls for carrying out a public involvement process that is consistent with Metro guidelines and provides information about transportation issues and processes to citizens, especially to those traditionally under-served by transportation services. The findings for State Goal 1 support this goal.
89. **Goal 7, Energy**, calls for promotion of a sustainable energy future by increasing energy efficiency in all sectors of the city by ten percent by the year 2000. The amendments are consistent with this goal because the *Marquam Hill Plan* seeks to reduce vehicle miles traveled by maintaining

employment at the core of the region. The findings for State Goal 12 and *Comprehensive Plan* Policy 6 also support this goal and its policies and objectives.

90. **Policy 7.4, Energy Efficiency through Land Use Regulations**, call for the city to promote residential, commercial, industrial, and transportation energy efficiency and the use of renewable resources. The amendments are consistent with this policy because the *Marquam Hill Plan* includes policies, objectives, action items and design guidelines that promote sustainable building practices and energy efficient building design.

91. **Policy 7.6, Energy Efficient Transportation**, calls for providing opportunities for non-auto transportation and for reducing gasoline and diesel use by increasing fuel efficiency. The amendments support this policy because Marquam Hill institutions, through the Marquam Hill Transportation Partnership, provide significant access to non-auto mode transport including buses and pedestrian and bicycle facilities. The plan's support for a potential suspended cable transportation system increases the options available to employees, students, patients and visitors.

92. **Goal 8, Environment**, calls for maintenance and improvement of the quality of Portland's air, water, and land resources, as well as protection of neighborhoods and business centers from noise pollution. The amendments are consistent with this goal because the *Marquam Hill Plan* includes policies, objectives and action items that seek to reduce commuter travel through TDM efforts, that call for the use of progressive stormwater management techniques, and that seek to reduce traffic impacts on the surrounding neighborhoods. The findings for State Goals 5 and 6 and *Comprehensive Plan* Goal 6 also support this goal and its policies and objectives.

93. **Policy 8.11, Special Areas**, calls for recognizing unique land qualities and adopting specific planning objectives for special areas. The amendments support this policy because the *Marquam Hill Plan* includes policies, objectives and action items that recognize the special features and needs of the area including its topography, intense institutional development and its many natural resources.

94. **Objective G: Southwest Hills**, calls for protecting and preserving fish and wildlife, forest, and water resources through implementation of the *Southwest Hills Resources Protection Plan*. The amendments are consistent with this policy because the *Marquam Hill Plan*

makes no changes to the *Southwest Hills Resource Protection Plan* or its implementing measures.

95. **Policy 8.14, Natural Resources**, calls for conservation of significant natural and scenic resource sites and values through a combination of programs that involve zoning and other land use controls, purchase, preservation, intergovernmental coordination, conservation, and mitigation. The policy also calls for balancing the conservation of significant natural resources with the need for other urban uses and activities through the evaluation of economic, social, environmental, and energy consequences of such actions. An updated ESEE analysis provided to Council on July 10, 2002 concludes that, on balance, continued protection of these resources is appropriate and that the same level of protection can be provided through the design review process. The *Marquam Hill Plan* designates a new design district and applies new design guidelines. To assure that Marquam Hill views continue to have the same level of protection as under the prior zoning, the *Marquam Hill Design Guidelines* specifically include protection and enhancement of designated views through a guideline that calls for protection and enhancement of designated views within the Marquam Hill Design District. The *Marquam Hill Plan* balances preservation

of forested land and natural resources with economic development by rezoning land to Central Employment and Open Space.

The City's natural resource objectives are furthered by applying the Open Space (OS) zone to approximately 45 acres of institutionally owned land that is currently zoned for residential uses. Four combined sewer overflow basins are identified in the Marquam Hill area - Sheridan, Woods, Carolina, and California. The Bureau of Environmental Services' Westside Streams Combined Sewer Separation Predesign report completed in 2001 contains information on the sewer basins' vegetation, wildlife, and wetland attributes. The Carolina sewer basin contains portions of the undeveloped open space located to the south of the institutional development, including the 45 acres of natural lands owned by OHSU being rezoned to OS. Areas within the Carolina sewer basin have a high habitat value due to more differentiation of plant communities and areas of low, open deciduous forest; dense upland and side slope coniferous forest; open space; and seminatural riparian areas. Current conditions likely support a large number of small animals, a very limited number of large mammals, many perching birds, as well as some raptors, amphibians, and reptile species. Large areas of the basin remain in a more or less natural state, and the area provides

the most significant refuge habitat and functional migration corridors for large and small mammals (from north to south) in the westside basin. A historic stream channel running through the Carolina basin further enhances the area's wildlife refuge qualities. Protection of these natural resources through OS zoning is not intended to create a State Goal 5 protection and is balanced with the rezoning of other areas on Marquam Hill to Central Employment, which allows further growth and intensification of the institutional development.

Finally, the Marquam Hill Plan includes a specific objective that supports building practices that lead to no net gain in effective impervious area within the Marquam Hill Plan District. Effective impervious area was described by the Bureau of Environmental Services as “impervious area that directly contributes stormwater flows to piped infrastructure that is either discharged to a surface water body or directed to treatment facilities.”

In addition to the above discussion, the *Marquam Hill Plan* contains many policies, objectives, and action items that protect and enhance open space and natural resources and implements a design guideline that promotes that use of progressive stormwater management

techniques. The findings for State Goals 5 and 12 and *Comprehensive Plan* Goals 2 and 6 also support this policy and its objectives.

96. **Objective J:** Consideration of Scenic Resources in Planning Process, calls for ensuring that master plans and other planning efforts include preservation and enhancement of significant scenic resources. The amendments support this objective because the *Marquam Hill Plan* includes regulations to provide additional protection for designated viewpoints within the Marquam Hill Plan District. The findings for State Goal 5 and *Comprehensive Plan* Policy 2.24 also support this objective.
97. **Goal 9, Citizen Involvement,** calls for improved methods and ongoing opportunities for citizen involvement in the land use decision-making process. The amendments are consistent with this goal because the Marquam Hill planning effort included many opportunities for public input including a Community and Technical Advisory Group, Open House events, a newsletter and public hearings before the Planning and Design Commissions and City Council. Materials relevant to the planning process and decisions were made available to the public as well. The findings for State Goals 1 and 2 also support this goal and its policies and objectives.

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98. **Goal 10, Plan Review and Administration**, requires that Portland's *Comprehensive Plan* undergo a periodic review. The amendments are consistent with this goal because the *Marquam Hill Plan* updates the *Comprehensive Plan* to better reflect the current land uses and desired future development of Marquam Hill.
99. **Policy 10.4, Comprehensive Plan Map**, calls for the Comprehensive Plan Map to be the official long range planning guide for uses and development in the city. The amendments support this policy because the *Marquam Hill Plan* amends the Comprehensive Plan Map to better reflect the presence of institutional development on Marquam Hill through the application of the Central Employment designation and zone and to preserve a large area of undeveloped land through the application of the Open Space designation and zone.
100. **Policy 10.5, Corresponding Zones and Less Intense Zones**, requires that base zones either correspond to the Comprehensive Plan Map designation or be a zone less intense than the corresponding zone. The amendments support this policy because the base zones applied in the *Marquam Hill Plan* correspond to the Comprehensive Plan Map designations.
101. **Policy 10.6, Amendments to the Comprehensive Plan Goals, Policies, and Implementing Measures**, requires that all proposed amendments to implementing ordinances be reviewed by the Planning Commission prior to action by the City Council. The amendments support this policy because the Marquam Hill planning effort meets the requirements for notice and hearing in City Code 33.740 - Legislative Procedure. The Planning Commission reviewed the *Bureau of Planning's Proposed Marquam Hill Plan* through numerous briefings and hearings from April 2001 through May 2002, made modifications and recommends adoption of the *Marquam Hill Plan* by the City Council as described in Finding #10 above.
102. **Policy 10.7, Amendments to the Comprehensive Plan Map**, requires that the Planning Commission review and make recommendation to City Council on legislative amendments to the Comprehensive Plan Map. The findings for *Comprehensive Plan* Policy 10.6 support this policy and demonstrate the Planning Commission performed the review and recommendation function called for by this policy.

103. **Policy 10.8, Zone Changes**, requires that base zone changes within a Comprehensive Plan Map designation be to the corresponding zone stated in the designation. The policy also requires that such zone changes be granted when it is found that public services are sufficient. The amendments support this policy because the base zone amendments in the *Marquam Hill Plan* correspond to the Comprehensive Plan Map designations. In addition, the *Marquam Hill Plan* includes an analysis of public services on Marquam Hill, which found most are adequate to serve the development anticipated in the plan. Public facilities and infrastructure needing improvement are identified in the *Marquam Hill Plan* policies and objectives, and strategies for implementation are included in the action items. These policies, objectives, and strategies will help ensure that necessary public facilities and infrastructure will be available by the time future development is complete. The findings for State Goal 11 also support this policy.

104. **Policy 10.10, Amendments to the Zoning and Subdivision Regulations**, requires amendments to the zoning and subdivision regulations to be clear, concise, and applicable to the broad range of development situations faced by a growing, urban city. The amendments support this policy and its objectives because the Marquam Hill

Plan District responds to the needs and unique characteristics of the area and provides a concise set of regulations that encourages institutional development while protecting and enhancing neighborhood livability, natural resources, and open space.

105. **Policy 10.13, Design Review**, calls for development of recommendations for Council consideration for additional areas where design review would be appropriate and preparation of design review standards for both existing and proposed areas. The amendments support this policy because the *Marquam Hill Plan* creates a new design district and the *Marquam Hill Design Guidelines* provide the design review standards to be applied in that area. The Portland Design Commission held hearings and reviewed the proposed guidelines before making a recommendation to City Council.

106. **Goal 11 A, Public Facilities, General**, calls for provision of a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities. The amendments are consistent with this goal because The *Marquam Hill Plan* includes an examination of the existing public services on Marquam Hill and found most are adequate to serve the development anticipated in the plan. Public facilities and infrastructure needing improvement

are identified in the *Marquam Hill Plan* policies and objectives, and strategies that will implement the necessary improvements to these public facilities and infrastructure are included in the action items. The findings for State Goal 7 also support this goal and its policies and objectives.

107. **Policy 11.4, Capital Efficiency**, calls for supporting maximum use of existing public facilities and services by encouraging higher density development and development of vacant land within already developed areas. The amendments support this policy because the *Marquam Hill Plan* calls for intensification of existing development within the currently developed area of Marquam Hill.
108. **Goal 11 B, Public Rights-of-Way**, calls for preservation of the quality of Portland’s land transportation system, protection of the City’s capital investment in public rights-of-way, and implementation of street improvements in accordance with identified needs and balanced resource allocation. The findings for *Comprehensive Plan* Goal 6 support this goal and its policies and objectives.
109. **Goal 11 C, Sanitary and Stormwater Facilities**, calls for an efficient, adequate, and self-supporting wastewater collection treatment and disposal system which will meet the needs of the public and comply with federal, state and local clean water requirements. The *Marquam Hill Plan* includes a specific objective that supports building practices that lead to no net gain in effective impervious area within the Marquam Hill Plan District. Effective impervious area was described by the Bureau of Environmental Services as “impervious area that directly contributes stormwater flows to piped infrastructure that is either discharged to a surface water body or directed to treatment facilities.” In addition, the findings for State Goal 11 and *Comprehensive Plan* Goal 8 address this goal and its policies and objectives and for the reasons explained in these findings, the *Marquam Hill Plan* is consistent with this goal.
110. **Goal 11 E, Water Service**, calls for an efficient, adequate, and self-sustaining water supply and delivery system that will meet the future needs of the community. The findings for State Goal 7 support this goal and its policies and objectives and for the reasons explained in these findings, the *Marquam Hill Plan* is consistent with this goal.
111. **Goal 11 F, Parks and Recreation**, calls for maximizing the quality, safety and usability of parklands and facilities through the efficient maintenance and operation of park improvements, preservation of parks and open space, and equitable allocation of active and passive recreation opportunities for the citizens of Portland. The

amendments are consistent with this goal and its policies and objectives because the *Marquam Hill Plan* includes policies, objectives and action items that call for maintenance and improvements to area parks and open spaces including Terwilliger Parkway and Marquam Nature Park. In addition the *Marquam Hill Plan* rezones approximately 45 acres to Open Space (OS) for potential use as a park or for passive recreation. A portion of the existing 40-Mile Loop Trail runs through this rezoned area.

112. **Goal 12, Urban Design**, calls for the enhancement of Portland as a livable city, attractive in its setting and dynamic in its urban character by preserving its history and building a substantial legacy of quality private developments and public improvements for future generations. The amendments are consistent with this goal and its policies because the *Marquam Hill Design Guidelines* enhance Portland's character by enhancing the views of Marquam Hill as seen from afar and nearby and by requiring high quality design for new institutional development to enhance its relationship with surrounding areas.
113. **Policy 12.1, Portland's Character**, calls for enhancing and extending Portland's attractive identity by building on design elements, features, and themes identified within the city. The amendments support this policy because one of the more universally recognizable themes behind Portland's overall character has been an

emphasis on doing the uncommon, particularly when creating alternatives to the automobile. This emphasis has resulted in an urban form that many other communities, organizations and individuals consider desirable, appropriate, modern, more livable, and in many ways unique amongst mid-size cities in North America. Portland's public transit system provides one of the more tangible themes that establish a shared identity and participation in a larger community. The plan's support for potential development of a suspended cable transportation system could provide another example that adds to our "unique" and arguably attractive character, by providing a new element in Portland's transportation milieu. City Council acknowledged that some visually negative impacts could arise from the towers and cables associated with the system but concluded that on balance the system provided greater benefits, especially in terms of economic development, than detriments. The Council also clarified that the regulations in the *Marquam Hill Plan* do not approve any specific system, only allows the opportunity for one to be developed. Decision making on what kind of system and its design will be handled through the Portland Office of Transportation's process for consideration of a suspended cable system. Council concludes that careful review of the alternative technologies and design and engineering of a potential

suspended cable transportation system will assure that not only does it contribute to the overall desirability of Portland's character, but that local aesthetics, safety and livability will also be preserved.

114. **Objective H**, calls for preserving and enhancing existing public viewpoints, scenic sites and scenic corridors, and as new development occurs, taking advantage of opportunities to create new views of Portland's rivers, bridges, the surrounding mountains and hills, and the Central City skyline. The amendments support this objective because the plan's support for a potential suspended cable transportation system will have minimal (if any) impact on existing viewpoints within the Terwilliger Parkway as described in prior findings. While it may pass near, or even over, viewpoints in the Terwilliger Parkway, it will have only an intermittent presence and will not fill the view space. In addition, any towers proposed to be built within the Terwilliger Parkway Design District will be reviewed through design review using the Terwilliger Parkway Design

Guidelines and any visual impacts will be mitigated. Those outside the design district will become part of the urban landscape viewed from Terwilliger Parkway. Whatever impact may occur will be balanced and mitigated by the opportunity for an entirely new perspective of Portland's rivers, bridges, surrounding mountains and hills, and the Central City skyline as viewed from within the cars of a potential suspended cable system itself.

115. **Policy 12.3, Historic Preservation**, calls for the enhancement of the City's identity through the protection of Portland's significant historic resources and the preservation and reuse of historic artifacts. It also encourages development to sensitively incorporate preservation of historic structures and artifacts. The amendments continue the City's support of this policy as they do not propose to weaken or modify existing City regulations, Chapter 33.445, Historic Resource Protection Overlay, and Chapter 33.846, Historic Reviews, of the Portland Zoning Code, which implement this policy. The City's regulations have been accepted by LCDC as providing an adequate level of protection for identified resources and are not be changed through the *Marquam Hill*

Plan. The findings on State Goal 5 also address this policy.

116. **Policy 12.4, Provide for Pedestrians**, calls for providing a pleasant, rich and diverse experience for pedestrians which includes comfortable, safe and attractive pathways. The amendments support this policy and its objectives because the *Marquam Hill Design Guidelines* seek to improve the pedestrian network and the pedestrian environment created by the buildings that abut it.
117. **Policy 12.7, Design Quality**, calls for enhancing Portland's appearance and character through development of public and private projects that are models of innovation and leadership in the design of the built environment. The amendments support this policy and its objectives because the *Marquam Hill Design Guidelines* encourage high quality design for new institutional development.
118. **Policy 12.8, Community Planning**, calls for considering urban design issues as part of area plans. The amendments support this policy and its objectives because the *Marquam Hill Plan* establishes a new design district and applies appropriate design standards through the *Marquam Hill Design Guidelines*.

Portland City Code Findings

119. **Portland City Code 33.500.050, Adoption Criteria** includes four criteria for the establishment of a plan district. The City Council interprets the Plan District provisions appropriate for application to the Marquam Hill area and finds that the Marquam Hill Plan District meets these criteria as follows:
- a) *The area proposed for the plan district has special characteristics or problems of a natural, economic, historic, public facility, or transitional land use or development nature that are not common to other areas of the city.* This criterion is satisfied because of several unique features of the area within the Marquam Hill Plan District that are not common to other areas in the city. The combination of large institutions that employ over 12,000 people and make significant contributions to the city's economy, restricted roadway access, steep slopes, areas of natural resources, and rapid transitions between the institutional development and the surrounding residential, open space and undeveloped areas are not found anywhere else in Portland. In addition the problems associated with allowing the desired institutional expansion while protecting the surrounding sensitive uses are special to this area.

b) *Existing base and overlay zone provisions are inadequate to achieve a desired public benefit or to address an identified problem in the area.* The desired public benefit that can be gained by retaining the institutional employment on Marquam Hill requires a higher level of certainty about future development rights for the institutions. At the same time limitations must be placed on that development to address concerns about impacts on surrounding areas. No existing base and overlay zone provisions provide adequate certainty and protection for the area's needs.

c) *The proposed plan district and regulations are the result of a legislative study or plan documenting the special characteristics or problems of the area and how a plan district will be address the relevant issues.* The *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* and *Volume 3: Background Materials* include much of that documentation. The findings for State Goals 1 and 2 and *Comprehensive Plan* Goal 9 also support this criterion.

Use of the legislative process is both required by Section 33.500.050 for adopting a new plan district and appropriate for considering and adopting the *Marquam Hill Plan* and implementing measures as a whole. As noted in

Finding #3 above, the Preliminary Marquam Hill Plan study area encompassed a significant geographic area containing approximately 380 acres of both publicly and privately owned land with approximately 340 property owners. The resulting plan area is similarly significant in size and encompasses 203 acres of land with approximately 25 property owners. Most significantly, development and adoption of the *Marquam Hill Plan* and implementing measures has involved creating and adopting new policy for the area addressed by the plan. While, as is the case in any legislative proceeding, the Council has had to evaluate this new policy for consistency with the statewide planning goals, Metro's functional plan, and the City's comprehensive plan, the Council has been free to exercise its legislative discretion to determine the policy it believes is most appropriate to guide the future development of the *Marquam Hill Plan* area. The Council's choice of policy has not been otherwise constrained. Finally, the *Marquam Hill Plan* process was not bound to result in a decision to approve a new plan. The Council originally asked the Bureau of Planning to develop and bring forward a proposed plan. However, the Council was not legally required to make any decision to approve or reject the plan developed by the Bureau of Planning and the Planning Commission, and could have suspended the *Marquam Hill Plan* process at

any time. As noted in the findings above, the Bureau of Planning followed the legislative process outlined in Chapter 33.740 of the zoning code, as have the Planning Commission, Design Commission and City Council in bringing forward the *Marquam Hill Plan* for Council consideration and adoption.

- d) *The regulations of the plan district are in conformance with the Comprehensive Plan and continue to meet the general purpose and intent of the base zone and any overlay zones applied to the district, and do not prohibit uses or development allowed by the base zone without clear justification.* The plan district continues to meet the general purpose and intent of the Central Employment (EX) base zone because it is applied in an area of intense employment close to the Central City where residential uses are not intended to predominate. It is also consistent with the purpose of the Design Overlay Zone because it is applied in an area where enhancement and continued vitality of special scenic and architectural values are desired. No changes are made to the existing environmental overlay zoning. The plan district's prohibition of uses that are otherwise allowed in the base zone is justified by the desire to ensure that the developable area is focussed on institutional uses and supportive uses. The commentary on the City Code

amendments provides additional support for this criterion.

120. **Portland City Code 33.810.050.B, Legislative** provides approval criteria that require legislative amendments to the Comprehensive Plan Map to be consistent with the goals and policies of the *Comprehensive Plan*, the Statewide Planning Goals, and any relevant area plans adopted by the City Council. These findings in their entirety demonstrate compliance with this approval criterion.
121. **Portland City Code 33.835 Goal, Policy And Regulation Amendments** includes four approval criteria. The *Marquam Hill Plan* meets these as follows:
- a) These findings in their entirety demonstrate the consistency of the Zoning Code amendments in the *Marquam Hill Plan* with the *Comprehensive Plan* and the Statewide Planning Goals. The findings on the approval criteria for establishment of a plan district demonstrate the consistency of the Zoning Code amendments with the purpose statements for the base zones and Design Overlay Zone as they are applied in the *Marquam Hill Plan*. The findings on the *Southwest Community Plan, Scenic Resources Protection Plan, Terwilliger Parkway Corridor Plan, and Southwest Hills Resource Protection*

Plan demonstrate consistency of the Zoning Code amendments with other plans that apply in the area.

- b) These findings in their entirety demonstrate the consistency of the *Marquam Hill Plan* amendments to the *Comprehensive Plan* goals and polices with the *Comprehensive Plan* and the Statewide Planning Goals.
- c) These findings in their entirety demonstrate the consistency of the adoption of the *Marquam Hill Plan* as an area plan with the *Comprehensive Plan* and the Statewide Planning Goals.
- d) The findings for *Comprehensive Plan* Goal 12 and its related polices and objectives demonstrate that the *Marquam Hill Design Guidelines* maintain and enhance the characteristics that distinguish the Marquam Hill Design District and demonstrate consistency with the reasons for establishing the district.

122. **Portland City Code 33.855 Zoning Map Amendments** includes two applicable criteria. The *Marquam Hill Plan* meets these as follows:

- a) The base zone changes in the *Marquam Hill Plan* correspond to the designations of the

Comprehensive Plan. The Central Employment designation corresponds to the Central Employment zone. The Open Space designation corresponds to the Open Space zone.

- b) The findings for State Goal 11 and *Comprehensive Plan* Goal 11 demonstrate that the public services for water supply, transportation system structure and capacity, and police and fire protection are capable of supporting the uses allowed by the zone, and sanitary waste disposal and stormwater disposal systems are or will be made acceptable to the Bureau of Environmental Services.

NOW, THEREFORE, the Council directs:

- a. Adopt the *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* dated June 7, 2002, which is attached as Exhibit A;
- b. Amend Portland's *Comprehensive Plan*, to incorporate as part of the *Comprehensive Plan's* vision statement, the vision for Marquam Hill, as shown in Exhibit A;
- c. Amend Portland's *Comprehensive Plan*, to incorporate new Policy 5.11 and its associated objectives and the *Marquam Hill Plan* policies 1 through 5 and the objectives associated with those policies as shown in Exhibit A;

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- d. Repeal the 1977 *Marquam Hill Policy Plan* and amend Policy 3.6 (Neighborhood Plan) of the *Comprehensive Plan* to replace the *Marquam Hill Policy Plan (1977)* with the *Marquam Hill Plan (2002)* on the list of neighborhood plans adopted by the City Council, based on the recommendations of the Planning Commission and the findings of this Ordinance;
 - e. Amend the Portland Comprehensive Plan Map and Zoning Map of the City of Portland to reflect the Comprehensive Plan Map designations and zones shown in Exhibit A;
 - f. Amend Title 32, Signs And Related Regulations and Title 33, Planning And Zoning, of the Municipal Code of the City of Portland, to incorporate the amendments in the *Marquam Hill Plan*, as contained in Exhibit A.;
 - g. Adopt the commentary for Title 32, Signs And Related Regulations and the commentary for Title 33, Planning And Zoning Code as contained in Exhibit A, as an expression of legislative intent and as further findings to support City Council's action;
 - h. Adopt the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* dated June 7, 2002 which is attached as Exhibit B as mandatory approval criteria to

be applied to proposals subject to design review in the Marquam Hill Design District;

- i. Publish a final version of the *Marquam Hill Design Guidelines* and keep the document current by adding examples, illustrations and appropriate background language as new issues arise;
- j. Apply Portland City Code Section 33.700.110, Prior Conditions of Land Use Approval, as shown in Exhibit C; and
- k. Adopt the *ESEE Analysis Update for Designated Scenic Viewpoints Within the Marquam Hill Plan District*, which is attached as Exhibit D.

Section 2: The Council declares that an emergency exists because funding opportunities for institutional development on Marquam Hill and in North Macadam are time sensitive and the public interest is served by immediate implementation of the *Marquam Hill Plan*. Therefore, this Ordinance shall be in full force and effect from and after July 31, 2002.

Passed by the Council, **Jul 10 2002**

Mayor Vera Katz
Susan Hartnett
July 10, 2002

GARY BLACKMER
Auditor of the City of Portland
By *Susan Parsons*

Ordinance No. **177796**

*Readopt the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines*. (Ordinance)

The City of Portland Ordains:

Section 1. The Council finds:

General Findings

1. On July 10, 2002 the Portland City Council approved an ordinance (No. 176742) that adopted a number of related but distinct elements of the Marquam Hill Plan in a single ordinance. The Plan's two documents – *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* and *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* – were attached to the ordinance as Exhibits A and B and were adopted through its directives. The City Council action adopting the Marquam Hill Plan was appealed to the Oregon Land Use Board of Appeals (LUBA). In a decision entitled *No Tram to OHSU, Inc. v. City of Portland*, LUBA No. 2002-099, issued on June 10, 2003, LUBA remanded the City's decision based on a notification error that occurred during the public review process for the

Marquam Hill Design Guidelines. Specifically, LUBA found that the notice to the Department of Land Conservation and Development (DLCD) of the first evidentiary hearing on the Marquam Hill Design Guidelines was inadequate.

2. *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* is the only element of the Plan that is affected by the LUBA remand. LUBA found that the inadequate notice of the first hearing on the Marquam Hill Design Guidelines did not affect the remainder of the Plan, namely *Volume 1: City Council Revised Marquam Hill Plan*. However, to rectify the notice defect, LUBA remanded the entire ordinance. The City Council therefore readopted Volume 1, which was upheld by LUBA, and held an evidentiary hearing on Volume 2 on August 14, 2003.
3. At a public meeting on July 30, 2003 the City Council readopted *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* (Ordinance No. 177739) with an effective date of August 20, 2003.
4. Having provided adequate notice to DLCD, the City Council considered an emergency ordinance on August 14, 2003 at a 2:00 PM time certain to readopt *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* (Exhibit A). At that hearing, the Council took public

testimony and considered new evidence on *Volume 2: City Council Revised Marquam Hill Design Guidelines* only.

5. The Marquam Hill planning effort has resulted in a series of documents with similar names. For ease of understanding, in these findings the following references are used. The document being adopted through this ordinance is *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* (Exhibit A), hereinafter referenced as *Marquam Hill Design Guidelines* and its contents referred to as the amendments or the provisions. *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* was readopted by the City Council at a hearing on July 30, 2003 and is referenced in these findings as *Marquam Hill Plan*. Documents produced earlier in the planning process include *Bureau of Planning's Proposed Marquam Hill Plan*, *Bureau of Planning's Proposed Marquam Hill Design Guidelines*, *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan*, and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines*. Hereinafter, those documents are referenced only by those titles.
6. Portland City Code 33.420, Design Overlay Zone, describes this overlay zone as promoting the conservation, enhancement, and continued vitality

of areas of the city with special scenic, architectural, or cultural value through the creation of design districts. The code further specifies that the design overlay zone be applied to areas where design and neighborhood characteristics are of special concern and that its application must be accompanied by the adoption of design guidelines or by specifying which existing design guidelines will be used. Marquam Hill is a prominent feature on Portland's southwest hills skyline. It contains many large institutional buildings that are visible from many points around the city. The intense urban scale development is surrounded by large expanses of undeveloped, forested land, including Terwilliger Parkway. Sensitive treatment of the skyline of Marquam Hill and the integration of intense institutional development with undeveloped land and Terwilliger Parkway will conserve and enhance both of these special features.

The Council found in Ordinance 177739 that establishing a design district for Marquam Hill is consistent with the purpose of this overlay zone. In the directives of Ordinance No 177739, the City Council required that the Bureau of Planning prepare and present, through an emergency ordinance, the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* for City Council consideration on August 14, 2003. The directive also required that the emergency ordinance have a proposed effective date of August

20, 2003 to coincide with the effective date of the *Marquam Hill Plan*.

The *Marquam Hill Design Guidelines* promote the conservation, enhancement and continued vitality of Marquam Hill by establishing guidelines for design compatibility with the area's unique features including scenic views, forested lands and Terwilliger Parkway and intense urban scale development that is visible from many places in Portland. The Council finds that the *Marquam Hill Design Guidelines* are consistent with the purposes of the Marquam Hill Design District and that they will be specifically applicable to the Marquam Hill Design District, which was created through approval of the *Marquam Hill Plan*.

7. The *Marquam Hill Design Guidelines* ensure that institutional development is physically and visually integrated with the surrounding neighborhoods, open space areas, Terwilliger Parkway, and the skyline associated with Marquam Hill. They also ensure that the pedestrian environment within the institutionally developed portions of Marquam Hill incorporates quality design providing an attractive and safe environment for pedestrian passage within and through the design district and an integrated relationship between structures and the pedestrian environment. The guidelines also promotes the protection and enhancement of views within and to and from Marquam Hill, as well as sustainable

development, protection of environmentally sensitive resources, and the incorporation of site amenities within the pedestrian environment. Additionally, the guidelines promote an efficient and functional arrangement of institutional development on Marquam Hill and improvements to vehicular access and circulation patterns.

8. The Council finds that the specific actions required under Portland City Code 33.740, Legislative Procedure, were implemented as part of the Marquam Hill planning effort. The basis for this conclusion is described in more detail in later findings.
9. The *Bureau of Planning's Proposed Marquam Hill Design Guidelines* were published on April 26, 2002 and public hearings on the guidelines were held by the Portland Design Commission on May 18, 2002, May 23, 2002 and June 6, 2002. On June 6, 2002 at the conclusion of their deliberations, the Commission voted unanimously to recommend that the City Council adopt the guidelines with amendments.
10. *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan* and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines* were published on June 7, 2002. Public hearing on these documents were held by the Portland City

Council on June 26, 2002, June 27, 2002 and July 3, 2002. Planning staff brought written materials to the public hearings constituting the entire record of the project and the city proceedings on the plan. These materials included oversized exhibits and materials contained in a filing cabinet and multiple boxes. Planning staff placed these materials before the City Council and made them available during all public hearings. All of these materials are specifically incorporated into the City Council record.

11. *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* and *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* were originally published on July 10, 2002. Exhibit A of this ordinance is the same document that was adopted by the City Council with amendments on July 10, 2002 with the exception of a revised date on its cover.
12. The *Marquam Hill Plan* includes action charts that were adopted by resolution. Action Chart 5: Building and Site Design includes several specific actions (BSD2, BSD3, BSD4, BSD5, BSD6, and BSD7) that call for the adoption of design guidelines that implement the desired character of the Marquam Hill Design District. The Council finds that the *Marquam Hill Design Guidelines* are consistent with these action items and their adoption

is an implementation element of the *Marquam Hill Plan*.

13. It is in the public interest that the *Marquam Hill Design Guidelines* be readopted to regulate development in the design district.

Statewide Planning Goals Findings

State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with the state land use goals. Because the *Marquam Hill Design Guidelines* has a limited scope and the amendments in this ordinance address only some of the topics in the Statewide Planning Goals, only the state goals addressed below apply.

14. **Goal 1, Citizen Involvement**, requires provision of opportunities for citizens to be involved in all phases of the planning process. The preparation of the *Marquam Hill Plan* and *Marquam Hill Design Guidelines* has provided numerous opportunities for public involvement. The amendments are supportive of this goal in the following ways:
 - cc) Beginning in fall 2000 a mailing list for the Marquam Hill planning effort was developed. Individuals were regularly added to this list if they requested it, if they attended a Marquam Hill event or presentation, if they provided

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- written response to the newsletter or open house survey, or if they testified at any of the public hearing on the plan. The list includes over 450 names.
- dd) Bureau of Planning project staff regularly attended monthly meetings of the Homestead Neighborhood Association beginning in September 2000 through April 2002. Formal presentations on the *Marquam Hill Plan* and *Marquam Hill Design Guidelines* were provided on September 21, 2000, February 14, 2001, March 5, 2002 and April 1, 2002.
 - ee) Bureau of Planning project staff attended approximately six monthly meetings of the Corbett-Terwilliger-Lair Hill Neighborhood Association (CTLH) beginning in October 2000 through early 2002. A presentation on the *Marquam Hill Plan* and *Marquam Hill Design Guidelines* was made on October 4, 2000. Project staff also attended the CTLH sponsored "Aerial Tram Dialog" on March 1, 2001.
 - ff) Bureau of Planning project staff regularly attended quarterly meetings of the Marquam Hill Transportation Partnership beginning in December 2000 and provided updates on the planning efforts.
 - gg) The Bureau of Planning hosted joint meetings with the leadership of OHSU and Homestead Neighborhood Association in the spring of 2001 to identify shared concerns and opportunities that could be addressed in the Marquam Hill planning effort.
 - hh) In April and May 2001, Portland City Council held work sessions on the Marquam Hill planning activities including a tour of the planning area and input from various interests including OHSU, Homestead Neighborhood Association and Corbett-Terwilliger-Lair Hill Neighborhood Association.
 - ii) On May 4, 2001, project staff attended an "Ice Cream Social" sponsored by OHSU for employees and students and provided information about the Marquam Hill planning efforts.
 - jj) In July 2001, City Council held a hearing and received public testimony on Resolution No. 36008, which directed the Bureau of Planning to continue the Marquam Hill planning activities and to develop a proposal for consideration by the Portland Planning Commission.
 - kk) To provide the Planning Bureau input from both a community and technical perspective, a 26-member Citizen and Technical Advisory Group

(C/TAG) was assembled. Community representation included the Homestead Neighborhood Association and neighborhood, the Corbett-Terwilliger-Lair Hill Neighborhood Association and neighborhood, Southwest Neighborhoods Incorporated, Friends of Terwilliger, OHSU, VAMC, Portland State University, the North Macadam Development Council, the Oregon Economic & Community Development Department and the bioscience industry. Technical representation included the Oregon Department of Transportation and Tri-Met, as well as city bureaus including the Portland Office of Transportation, Portland Parks and Recreation, Portland Development Commission, Office of Planning and Development Review, Bureau of Environmental Services, and Bureau of Planning.

- ll) The C/TAG members were encouraged to provide information and creative advice to the Director of the Bureau of Planning and to assist in developing a proposal for consideration by the Planning Commission that addressed the needs and desires of the varied interests present in the Marquam Hill area. Generally the C/TAG met on a monthly basis from February 2001 to March 2002 for a total of 18 meetings over a 14-month period.

mm) A six member Pedestrian Connections Working Group was also formed to provide information and input to staff from the Bureau of Planning, Office of Transportation and Bureau of Parks and Recreation on Marquam Hill's existing pedestrian network and opportunities for improvements. The group met six times between November 2001 and February 2002. A special report – Pedestrian Connections Vision Plan – was prepared based on the group's work and is incorporated into the *Marquam Hill Plan*.

nn) As part of the Transportation Peer Review Panel process, a Stakeholder Input session was held on December 10, 2001. Community groups and individuals provided input on transportation related problems, concerns, and ideas to a panel of transportation experts assembled to evaluate transportation analyses relied upon in the Marquam Hill planning efforts.

oo) In December 2001, information about the *Marquam Hill Plan* and *Marquam Hill Design Guidelines* was added to the Bureau of Planning Internet site (www.ci.portland.or.us) and was regularly updated after that date. Details included an overview of the plan; team and contact information; maps and photos; documents available; events and dates; as well as the text and most graphics from the

Community Open Houses. The website included links to the project's newsletter and most documents produced as part of the project. Information on acquiring documents that were not available on the website was also provided.

- pp) In late December 2001, using a carrier route occupant mailing list and Multnomah County Assessment and Taxation data, approximately 5,100 copies of a twelve page newsletter on the Marquam Hill planning effort and activities were mailed to addresses and property owners in the plan study area as well as individuals on the project mailing list. The newsletter included a return self-mailer that asked recipients to share their concerns and ideas about the plan and to sign up for the mailing list. Eighty-five responses were received and tabulated.
- qq) Community Open Houses were held on February 2, 2002 and February 6, 2002. Attendees were asked to respond to a survey that contained 55 statements outlining approaches the Bureau of Planning was considering in response to opportunities and concerns being presented in the Marquam Hill planning effort. Forty-two responses were received and tabulated.
- rr) *The Oregonian, Portland Business Journal, Southwest Neighborhood News, The Multnomah*

Village Post, Willamette Week, Portland Tribune, and Southwest Connection newspapers have all had feature articles, editorials, letters and/or updates about the Marquam Hill planning activities and events. In addition, the project has been featured in local television and radio news broadcasts on several occasions.

- ss) At a media briefing on February 11, 2002, the Mayor's Office and Bureau of Planning described preliminary proposals of the draft *Bureau of Planning's Proposed Marquam Hill Plan*, which were disseminated broadly in both print and broadcast media.
- tt) The Portland Planning Commission received eight briefings on the Marquam Hill planning activities from April 2001 through March 2002. The dates, topics and participants included:
- April 10, 2001: Project overview provided by Bureau of Planning staff.
 - June 19, 2001: Tour of the Marquam Hill area; input from and dialogue with representatives of Homestead Neighborhood Association, Corbett-Terwilliger-Lair Hill Neighborhood Association, and OHSU; discussion of City Council requested resolution on the Marquam Hill planning process, scope, and work program.

- November 13, 2001: Project update; overview of upcoming Planning Commission briefings and review process.
- November 27, 2001: Overview and discussion of Alternative Locations Analysis; overview of Transportation Peer Review process and scope; Commission comments and suggestions on Transportation Peer Review.
- December 18, 2001: Update on Transportation Peer Review process; overview of Bioscience/Program Synergy Analysis; Commission comments and suggestions on Bioscience/Program Synergy Analysis.
- January 8, 2002: Project update; report on Transportation Peer Review process and outcomes; Commission discussion with Transportation Peer Review panel members.
- February 12, 2002: Report on Bioscience/Program Synergy Analysis; Commission discussion with the report author, Walt Plosila of Battelle Memorial Institute.
- March 26, 2002: Overview of *Bureau of Planning's Proposed Marquam Hill Plan*; update/briefing on North Macadam project.

uu) On February 15, 2002 required *DLCD Notice of Proposed Amendment* was sent to the State of

Oregon, Department of Land Conservation and Development. Updates were sent on March 7, 2002, April 8, 2002, April 26, 2002, June 10, 2002 and June 20, 2002.

vv) On February 28, 2002 notice of the Planning Commission hearings on the *Bureau of Planning's Proposed Marquam Hill Plan* was mailed to property owners within the proposed plan area and to people who had requested to be on the *Marquam Hill Plan* or Bureau of Planning Legislative Projects mailing lists. Approximately 1,640 notices were mailed.

ww) On March 13, 2002 required notice under Measure 56 was mailed to property owners whose property was proposed to be rezoned in the *Bureau of Planning's Proposed Marquam Hill Plan* and to representatives of the Homestead Neighborhood Association. Thirteen notices were mailed.

xx) On March 21, 2002 notice of a Homestead Neighborhood Association meeting to discuss the *Bureau of Planning's Proposed Marquam Hill Plan* was mailed to most addresses in the Homestead Neighborhood. Using a carrier route occupant mailing list, approximately 3,117 notices were mailed.

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- yy) On March 22, 2002 a copy of the *Bureau of Planning's Proposed Marquam Hill Plan* and draft findings were sent to Metro, Growth Management Services. Updates were sent on April 26, 2002, June 10, 2002 and June 20, 2002.
- zz) On April 16, 2002 notice of the Design Commission hearings on the *Bureau of Planning's Proposed Marquam Hill Design Guidelines* was mailed to people who had requested to be on the *Marquam Hill Plan* mailing list. Approximately 436 notices were mailed.
- aaa) On April 2, 2002, April 9, 2002, April 23, 2002, May 7, 2002 and May 14, 2002 the Planning Commission held hearings on the *Bureau of Planning's Proposed Marquam Hill Plan*. Testimony was received at the April 2nd and April 9th hearings and written testimony was accepted until April 22, 2002. On May 14, 2002 the Planning Commission completed their deliberations on the *Bureau of Planning's Proposed Marquam Hill Plan* and voted to forward it to City Council with amendments.
- bbb) On May 18, 2002, May 23, 2002 and June 6, 2002 the Portland Design Commission held public hearings on the guidelines. Testimony was received at all of the hearings. On June 6, 2002 at the conclusion of their deliberations, the Commission voted unanimously to recommend that the City Council adopt the guidelines with amendments.
- ccc) On May 31, 2002 notice of the City Council hearings on the *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan* and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines* was mailed to people who had requested to be on the *Marquam Hill Plan* mailing list. Approximately 456 notices were mailed.
- ddd) On June 26, 2002, June 27, 2002 and July 3, 2002 the City Council held hearings on the *Marquam Hill Plan Volume 1: Planning Commission Recommended Marquam Hill Plan* and *Marquam Hill Plan Volume 2: Design Commission Recommended Marquam Hill Design Guidelines*
- eee) On June 27, 2003 a DLCD Notice of Proposed Amendment, which advised DLCD of an evidentiary hearing to be held on August 14, 2003 on the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines*, was hand delivered to the DLDC office in Salem. This notice was therefore received by DLCD 49 days prior to the hearing.

The required copies of the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* were attached to this notice.

fff) On July 15, 2003, the City sent notice of the City Council's evidentiary hearing on *Marquam Hill Plan Volume 2: Marquam Hill Design Guidelines* (Exhibit A) to be held on August 14, 2003. Notice was mailed to all persons who had requested to be on the Marquam Hill Plan mailing list and all persons on the Bureau of Planning Legislative Projects mailing list. While PCC 33.740, Legislative Procedures does not apply to remand procedures, this mailing satisfies the public notice requirements of PCC 33.740. Notice was also sent to the Petitioners in LUBA No. 2002-099. Approximately 919 notices were mailed. This notice also informed the public of the City Council proceeding for re-adoption of *Volume 1: City Council Revised Marquam Hill Plan* that was held on July 30, 2003.

ggg) On July 30, 2003, City Council readopted the Marquam Hill Plan through Ordinance No 177739 and directed the Bureau of Planning to prepare and present through an emergency ordinance the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* for City Council consideration on August 14, 2003. This Ordinance has an

effective date of August 20, 2003, which coincides with the effective date of Ordinance No 17739.

hhh) Portland *Comprehensive Plan* findings on Goal 9, Citizen Involvement, and its related policies and objectives also support this goal.

15. **Goal 2, Land Use Planning**, requires the development of a process and policy framework which acts as a basis for all land use decisions and assures that decisions and actions are based on an understanding of the facts relevant to the decision.

d) The *Zoning Code* contains procedures that were followed and criteria that have been satisfied for the development and adoption of the *Marquam Hill Plan* and *Marquam Hill Design Guidelines*. The amendments are supportive of this goal because the required legislative process as described in Portland City Code 33.740 was followed. In addition, the applicable approval criteria for legislative adoption of design guidelines have been evaluated and satisfied as described in the findings below.

e) Portland *Comprehensive Plan* findings on Goal 1, Metropolitan Coordination, and its related policies and objectives also support this goal.

16. **Goal 5, Open Space, Scenic and Historic Areas, and Natural Resources**, requires the conservation of open space and the protection of natural, historic and scenic resources. The amendments are consistent with this goal because:

- f) The city has acknowledged Goal 5 plans addressing scenic and natural resources within and near the Marquam Hill area including the *Southwest Hills Resource Protection Plan* and the *Scenic Resources Protection Plan*. The city has acknowledged land use regulations that implement each of these plans.
- g) The 1992 *Southwest Hills Resource Protection Plan* included the Marquam Hill area and inventoried natural resources, identified conflicting uses, including the institutional uses, and analyzed the economic, social, environmental and energy (ESEE) consequences of protecting fully or partially or not protecting these resources. The *Southwest Hills Resource Protection Plan* natural resource protections were implemented through the application of the Environmental Overlay Zone. The *Marquam Hill Design Guidelines* do not change the areas on Marquam Hill that have environmental overlay zoning or the provisions of the Environmental Overlay Zone. None of the provisions of the *Marquam Hill Design Guidelines* affect a currently protected Goal 5

natural resource or require any changes to the existing measures or levels of protection provided by the regulations implementing Goal 5.

- h) The 1991 *Scenic Resources Protection Plan* inventoried three scenic views on Marquam Hill and conducted an ESEE analysis of the consequences of protecting these views. Through adoption of the *Scenic Resources Protection Plan*, all three views were protected through designation as scenic viewpoints, which are shown on the official Zoning Map. The protection of these views in 1990 relied upon the implementation of then new approval criteria for conditional use review. The *Marquam Hill Plan* rezones the institutionally developed area from residential to employment, which makes the institutional uses allowed by right and no longer subject to conditional use review. An updated ESEE analysis provided to Council on July 10, 2002, and attached as Exhibit B, concludes that, on balance, continued protection of these resources is appropriate and that the same level of protection can be provided through the design review process. The *Marquam Hill Plan* designates a new design district and requires adoption of new design guidelines. To assure that Marquam Hill views continue to have the same level of protection as under the prior zoning, the *Marquam Hill*

Design Guidelines, through guideline number 3, specifically include protection and enhancement of designated views within the Marquam Hill Design District. In addition, the *Marquam Hill Plan* incorporates new approval criteria for Zoning Map Amendments to require a net increase in public benefit if a proposal to move a Marquam Hill viewpoint is submitted. The Council finds that the protection level provided in the Marquam Hill Design District for these scenic resources is equivalent to the protection afforded under the previous regulations.

- i) The 1983 *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines* designate scenic views from Terwilliger Parkway. The *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines* were adopted into the *Comprehensive Plan* to assure that the designated scenic resources were protected. As part of the 1990 *Scenic Resources Protection Plan* effort, potential Goal 5 scenic resources were inventoried and analyzed through an ESEE process. A number of policies and regulations that were in place at that time were described as providing protection to the scenic resources for which they were developed. Those existing regulations included the *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines* as well as the *Willamette Greenway*

Plan. The scenic resources associated with those existing regulations were not inventoried or analyzed through the Goal 5 ESEE process. The Terwilliger Parkway designated resources are therefore not inventoried Goal 5 resources but are protected through the *Terwilliger Parkway Corridor Plan* and *Terwilliger Parkway Design Guidelines*. The *Terwilliger Parkway Corridor Plan* scenic resources are addressed in the findings on *Portland Comprehensive Plan* Policy 2.24.

- j) In 1995 the Oregon Legislature amended the manner in which historic resources are reviewed and protected under Goal 5 by (1) introducing owner consent provisions, and (2) making historic resource protection programs voluntary under Goal 5, except for properties on the National Registry of Historic Places. The South Portland Historic District was created in 1997 and contains the only historic resources potentially affected by the *Marquam Hill Plan*. Because this district was created two years after the Legislature's amendments to Goal 5, an ESEE analysis was not required to create this district and the resources were not protected through a Goal 5 process. However, it should be noted that protections for historic resources are incorporated into the *Zoning Code*. Specifically, Chapters 33.445, Historic Resource Protection Overlay, and 33.846, Historic Reviews, contain regulations and design review

procedure to address impacts to historic resources and apply in the South Portland Historic District. The provisions of the *Marquam Hill Plan* and *Marquam Hill Design Guidelines* do not affect the application of these regulations in the South Portland Historic District and the Council finds that the protection afforded these historic resources is unchanged by adoption of the *Marquam Hill Design Guidelines*.

17. **Goal 8, Recreational Needs**, requires satisfaction of the recreational needs of both citizens and visitors to the state. The amendments are consistent with this goal because numerous guidelines in the *Marquam Hill Design Guidelines* seek to maintain, strengthen or enhance recreational opportunities and access to those opportunities. Guideline number 3, Maintain and Enhance Existing Views from Marquam Hill, requires that the designated public viewpoints on Marquam Hill be maintained and enhanced including the public access to these views. Guideline number 4, Develop Successful Formal Open Areas, requires that these areas be developed to take advantage of a number of natural and built features (sunlight, visual connections, pedestrian movements) and to provide visual and spatial relief from the dense institutional development on Marquam Hill. Guidelines number 5, Strengthen the Pedestrian Network; number 6, Support the Pedestrian Network with New Development; and number 9, Further the Implementation of the Site

Development Concepts, all address aspects of the pedestrian network on Marquam Hill as well as the links to the broader network of trails and sidewalks that serve the area. Guideline number 7, Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, seeks to assure that development will strengthen the natural qualities of Terwilliger Parkway, which is a significant recreation feature of Portland's southwest hills. All of these guidelines address some aspect of recreational opportunities on Marquam Hill.

18. **Goal 11, Public Facilities and Services**, requires planning and development of timely, orderly and efficient public service facilities that serve as a framework for urban and rural development. The amendments are consistent with this goal because the *Marquam Hill Plan* examines the existing public services on Marquam Hill and finds that most are adequate to serve the development anticipated in the plan. Public facilities and infrastructure needing improvement are identified in the *Marquam Hill Plan* policies and objective and strategies for their implementation are included in the action items. The *Marquam Hill Design Guidelines* include specific provisions that address the pedestrian network, vehicular access, and stormwater management. Guidelines number 5, Strengthen the Pedestrian Network, number 6, Support the Pedestrian Network with New Development, and number 9, Further the

Implementation of the Site Development Concepts, all address aspects of the pedestrian network on Marquam Hill as well as the links to the broader network of trails and sidewalks that serve the area. Guideline number 2, Develop Integrated Building Rooftops, calls for the consideration of rooftop gardens and/or roof level stormwater management systems. Guideline number 9, Further the Implementation of the Site Development Concepts, also calls for the reorganization of vehicular access on Marquam Hill.

19. **Goal 12, Transportation**, requires provision of a safe, convenient and economic transportation system. The amendments are consistent with this goal because:
- e) The *Marquam Hill Plan* includes policies, objectives and actions items that call for transportation system improvements including street improvements, transit service enhancements and improvements of the bicycle and pedestrian system and facilities. The *Marquam Hill Design Guidelines* include specific provisions that address the pedestrian network and vehicular access. Guidelines number 5, Strengthen the Pedestrian Network, number 6, Support the Pedestrian Network with New Development, and number 9, Further the Implementation of the Site Development Concepts, all address aspects of the pedestrian

network on Marquam Hill as well as the links to the broader network of trails and sidewalks that serve the area. Guideline number 9, Further the Implementation of the Site Development Concepts, also calls for the reorganization of vehicular access on Marquam Hill.

- f) Portland *Comprehensive Plan* findings on Goal 6, Transportation, and its related policies and objectives also support this goal.

Metro Urban Growth Management Functional Plan Findings

Metro has adopted an Urban Growth Management Functional Plan (UGMFP) that requires local jurisdictions to adopt and amend comprehensive plans and land use regulations that are not inconsistent with its provisions. None of the nine titles of the UGMFP apply to the re-adoption of the *Marquam Hill Design Guidelines*.

Portland Comprehensive Plan Goals Findings

20. The city's *Comprehensive Plan* was adopted by the Portland City Council on October 16, 1980, and was acknowledged as being in conformance with the statewide planning goals by the Land Conservation and Development Commission (LCDC) on May 1,

1981. On January 25, 2000, LCDC completed its review of the city's final local periodic review order and periodic review work programs, and reacknowledged the plan's compliance with the statewide planning goals.

21. This ordinance readopts design guidelines that apply in the Marquam Hill Design District created by the *Marquam Hill Plan*. The Council finds that the following *Comprehensive Plan* goals, policies and objectives apply to the amendments and that the amendments satisfy the applicable goals, policies and objectives for the reasons stated below.
22. During the course of public hearings, the Bureau of Planning, the Planning Commission, and the City Council provided all interested parties opportunities to identify, either orally or in writing, any other *Comprehensive Plan* goal, policy or objective that might apply to the amendments. No additional provisions were identified.
23. **Goal 1, Metropolitan Coordination**, calls for the *Comprehensive Plan* to be coordinated with federal and state law and to support regional goals, objectives and plans. The amendments are consistent with this goal because the Marquam Hill planning process has included the participation by representatives from city, regional, and state agencies, as described in Finding #14 above,

ensuring consistency with applicable local, regional, and state plans.

24. **Policy 1.4, Intergovernmental Coordination**, calls for continuous participation in intergovernmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds. The amendments support this policy because the Marquam Hill planning effort identified and included a variety of local, regional, and state agencies in the plan development process. Individuals from many of these agencies participated through a Community and Technical Advisory Group, which gave input during the planning process and reviewed and commented on the *Marquam Hill Plan* and *Marquam Hill Design Guidelines* as described in Finding #14 above.
25. **Goal 2, Urban Development**, calls for maintenance of Portland's role as the major regional employment and population center by expanding opportunities for housing and jobs, while retaining the character of established residential neighborhoods and business centers. The amendments are consistent with this goal because the *Marquam Hill Design Guidelines* are supportive of and an important element of the implementation of the *Marquam Hill Plan*. In addition, guidelines number 1, Enhance Views of Marquam Hill, number 3, Enhance Views from Exiting Views on Marquam Hill, number 7,

Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, and number 8, Strengthen Connection to the Village Center, all seek to maintain and enhance existing features of Marquam Hill development and the surrounding areas.

26. **Policy 2.6, Open Space**, calls for provision of opportunities for recreation and visual relief by preserving existing open space, establishing a loop trail that encircles the city and promoting recreational use of the city's rivers, creek, lakes and sloughs. The amendments support this policy because the *Marquam Hill Design Guidelines* are supportive of and an important element of the implementation of the *Marquam Hill Plan*. In addition, guideline number three, Maintain and Enhance Existing Views from Marquam Hill, seeks to improve public access to existing views and to enhance those views. Guidelines number 5, Strengthen the Pedestrian Network; number 6, Support the Pedestrian Network with New Development; and number 9, Further the Implementation of the Site Development Concepts, all address aspects of the pedestrian network on Marquam Hill as well as the links to the broader network of trails and sidewalks that serve the area. Guideline number 7, Enhance Relationships with Adjacent Forested Area and Terwilliger Parkway, seeks to assure that development will strengthen the natural qualities of Terwilliger Parkway, which is a

significant recreation feature of Portland's southwest hills.

27. **Policy 2.23, Buffering**, calls for mitigating the impacts from non-residential uses on residential areas through the use of buffering and access limitations, in particular when residentially zoned lands are changed to commercial, employment or industrial zones. The amendments support this policy because only a small portion of the area rezoned from residential to employment abuts residentially zoned land and the Marquam Hill Plan District includes height limitations that are "stepped down" closer to these areas. In addition, because of the street system and topography of Marquam Hill access limitations to the institutional development from a residential area are unnecessary. The *Marquam Hill Design Guidelines* are supportive of and an important element of the implementation of the *Marquam Hill Plan*. Guideline number 8, Strengthen Connection to the Village Center, includes specific language that addresses the interface between the institutional development and the adjoining Village Center.
28. **Policy 2.24, Terwilliger Parkway Corridor Plan**, calls for the preservation and enhancement of the scenic character of the Terwilliger Parkway, Terwilliger Boulevard, and Terwilliger Trail by implementing the *Terwilliger Parkway Corridor Plan* and the *Terwilliger Parkway Design*

Guidelines. Because the *Marquam Hill Design Guidelines* are limited in scope, the City Council finds that only the elements of the Terwilliger Plan addressed below apply. The amendments support this policy because:

- z) The Character of Terwilliger statement says in part, “The careful and balanced mix of urban and natural experiences, which makes Terwilliger both unique and successful, is also reflected in the way it is used. At its best, Terwilliger can accommodate walkers of all ages, runners, bicyclists and picnickers as well as moderate numbers of motorists sight-seeing or driving to nearby locations along the Boulevard’s easy grades and gentle curves.” The *Marquam Hill Design Guidelines* are intended to further enhance the contribution institutional development makes to this aspect of Terwilliger Parkway. Guideline number 7, Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, specifically requires that institutional development seek ways to strengthen the natural qualities of Terwilliger Parkway. The Council finds that the development regulations of the Marquam Hill Plan District and the *Marquam Hill Design*

Guidelines provide consistency with the Character of Terwilliger statement by encouraging that development visible from the Trail and Boulevard “fits into the natural topography and enhances the aesthetic experience of the Parkway.”

- aa) Goal A calls for the preservation and enhancement of the scenic character and natural beauty of the Terwilliger Parkway and Boulevard. The *Marquam Hill Design Guidelines* are intended to further enhance the contribution institutional development makes to this aspect of Terwilliger Parkway. Guideline number 7, Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, specifically requires that institutional development seek ways to strengthen the natural qualities of Terwilliger Parkway.
- bb) Goal D seeks to guide the siting, scale, landscaping, traffic impacts, and design of new development to enhance the aesthetic experience of Terwilliger. The *Marquam Hill Design Guidelines* are intended to further enhance the contribution institutional development makes to this aspect of Terwilliger Parkway. Guideline number 7, Enhance

Relationships with Adjacent Forested Areas and Terwilliger Parkway, specifically requires that institutional development seek ways to strengthen the natural qualities of Terwilliger Parkway.

cc) Landscape Policies and Concept Plan A calls for development of specific landscape concepts as shown on Map 1 consistent with illustrations 3 through 9 in the *Terwilliger Parkway Corridor Plan*. The map and illustrations call for the Forest Corridor concept (figure 3) along the westside of the Boulevard where it is overlapped by the Marquam Hill Design District. The *Marquam Hill Design Guidelines* are intended to further enhance the contribution institutional development makes to this aspect of Terwilliger Parkway. Guideline number 7, Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, specifically requires that institutional development seek ways to strengthen the natural qualities of Terwilliger Parkway.

dd) Landscape Policies and Concept Plan B calls for re-landscaping at specific major entrances and focal points including at Campus Drive. The Council finds that

the *Marquam Hill Design Guidelines* are intended to further enhance the contribution institutional development makes to this aspect of Terwilliger Parkway. Guideline number 7, Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, specifically requires that institutional development seek ways to strengthen the natural qualities of Terwilliger Parkway.

ee) The *Terwilliger Parkway Design Guidelines* are implemented and applied through Portland City Code Chapter 33.420, which describes the Terwilliger Design District, and Chapter 33.825, which describes the design review process. The *Marquam Hill Design Guidelines* do not change these existing regulations as they apply to the Terwilliger Design District or the *Terwilliger Parkway Design Guidelines* and are intended to augment and enhance the design outcomes in the areas where the two sets of guidelines overlap.

29. **Goal 3, Neighborhoods**, calls for preservation and reinforcement of the stability and diversity of the city's neighborhoods while allowing for increased density in order to attract and retain long-term residents and businesses and insure the city's

residential quality and economic vitality. The amendments are consistent with this goal because the *Marquam Hill Plan* is intended to retain a major employer through intensification of the institutional development on Marquam Hill. The *Marquam Hill Design Guidelines* are supportive of and an important element of the implementation of the *Marquam Hill Plan*. They address particular development on the hill and how that development interfaces with the surrounding neighborhood. Guideline number 8, Strengthen Connections to the Village Center, calls for an active, urban interface between institutional development and the Village Center. Guideline number 9, Further the Implementation of the Site Development Concepts, includes the Functional Areas Concept, which calls for reorganization of institutional activities and creation of an interface between the educational functional area with the adjacent residential neighborhoods.

30. **Goal 6, Transportation**, calls for protection of the public interest and investment in the public right-of-way and transportation system by encouraging development of a balanced, affordable and efficient transportation system consistent with the Arterial Streets Classifications and Policies by:

- Providing adequate accessibility to all planned land uses;

- Providing safe and efficient movement of people and goods while preserving, enhancing, or reclaiming neighborhood livability;
- Minimizing the impact of inter-regional trips on city neighborhoods, commercial areas, and the city street system by maximizing the use of regional trafficways and transitways for such trips;
- Reducing reliance on the automobile and per capita vehicle miles traveled;
- Guiding the use of the city street system to control air pollution, traffic, and livability problems; and
- Maintaining the infrastructure in good condition.

The Transportation Element of the Comprehensive Plan effective June 21, 1996 is the successor document to the Arterial Streets Classifications and Polices but the name has not been revised throughout the Comprehensive Plan text. The two names are used synonymously in these findings.

The *Marquam Hill Design Guidelines* include specific provisions that address the pedestrian network and vehicular access. Guidelines number 5, Strengthen the Pedestrian Network, number 6, Support the Pedestrian Network with New Development, and number 9, Further the Implementation of the Site Development Concepts, all address aspects of the pedestrian network on

Marquam Hill as well as the links to the broader network of trails and sidewalks that serve the area. Guideline number 9, Further the Implementation of the Site Development Concepts, also calls for the reorganization of vehicular access on Marquam Hill. The findings on State Goal 12 also address this goal.

31. **Policy 6.11, Pedestrian Transportation**, calls for planning for, and completion of, a pedestrian network that increases the opportunities for walking to shopping and services, institutional and recreational destinations, employment, and transit. The amendments support this policy because several guidelines of the *Marquam Hill Design Guidelines* require that institutional development strengthen and support the pedestrian network. Guidelines number 5, Strengthen the Pedestrian Network, number 6, Support the Pedestrian Network with New Development, and number 9, Further the Implementation of the Site Development Concepts, all address aspects of the pedestrian network on Marquam Hill as well as the links to the broader network of trails and sidewalks that serve the area.
32. **Policy 6.19, Multimodal**, calls for coordination of the planning, development, and interconnection of all modes of passenger transportation. The amendments support this policy because the *Marquam Hill Plan* recognizes and supports the

pedestrian-to-transit connections on Marquam Hill, including the 9th floor pedestrian walkway. The plan also seeks to improve and expand both the transit and pedestrian systems. The plan's policy and regulation support for a potential suspended cable transportation system can provide another mode of transportation and access that will be integrated with other modes including walking, biking, buses, streetcar and light rail. Guideline number nine of the *Marquam Hill Design Guidelines* requires that development further the implementation of the site development concepts, which include a Pedestrian Circulation Concept and a Vehicular Circulation Concept that seek to reorganize and enhance the pedestrian and vehicular access to, from and through Marquam Hill's institutional development.

33. **Policy 6.28, Public Involvement**, calls for carrying out a public involvement process that is consistent with Metro guidelines and provides information about transportation issues and processes to citizens, especially to those traditionally underserved by transportation services. The findings for State Goal 1 support this goal.
34. **Goal 8, Environment**, calls for maintenance and improvement of the quality of Portland's air, water, and land resources, as well as protection of neighborhoods and business centers from noise pollution. The *Marquam Hill Plan* includes

policies, objectives and action items that seek to reduce commuter travel through TDM efforts, that call for the use of progressive stormwater management techniques, and that seek to reduce traffic impacts on the surrounding neighborhoods. The amendments are consistent with this goal because numerous guidelines in the *Marquam Hill Design Guidelines* seek to maintain, strengthen or enhance recreational opportunities and access to those opportunities. Guideline number 3, Maintain and Enhance Existing Views from Marquam Hill, requires that the designated public viewpoints on Marquam Hill be maintained and enhanced including the links to public access. Guideline number 4, Develop Successful Formal Open Areas, requires that these areas be developed to take advantage of a number of natural and built features (sunlight, visual connections, pedestrian movements) and to provide visual and spatial relief from the dense institutional development on Marquam Hill. Guidelines number 5, Strengthen the Pedestrian Network, number 6, Support the Pedestrian Network with New Development, and number 9, Further the Implementation of the Site Development Concepts, all address aspects of the pedestrian network on Marquam Hill as well as the links to the broader network of trails and sidewalks that serve the area. Guideline number 7, Enhance Relationships with Adjacent Forested Area and Terwilliger Parkway, seeks to assure that development will strengthen the natural qualities of

- Terwilliger Parkway, which is a significant recreation feature of Portland's southwest hills. The findings for State Goal 5 and *Comprehensive Plan* Goal 6 also support this goal and its policies and objectives.
35. **Policy 8.11, Special Areas**, calls for recognizing unique land qualities and adopting specific planning objectives for special areas. The *Marquam Hill Plan* includes policies, objectives and action items that recognize the special features and needs of the area including its topography, intense institutional development and its many natural resources. The amendments are consistent with this goal because guideline number 7, Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, of the *Marquam Hill Design Guidelines* requires that institutional development seek ways to enhance the relationship with adjacent forested areas and Terwilliger Parkway.
36. **Policy 8.14, Natural Resources**, calls for conservation of significant natural and scenic resource sites and values through a combination of programs that involve zoning and other land use controls, purchase, preservation, intergovernmental coordination, conservation, and mitigation. The policy also calls for balancing the conservation of significant natural resources with the need for other urban uses and activities through the evaluation of economic, social, environmental, and energy

consequences of such actions. An updated ESEE analysis provided to Council on July 10, 2002 and attached as Exhibit B concludes that, on balance, continued protection of Marquam Hill's scenic resources is appropriate and that the same level of protection can be provided through the design review process. The *Marquam Hill Plan* designates a new design district and this ordinance applies new design guidelines. To assure that Marquam Hill views continue to have the same level of protection as under the prior zoning, the *Marquam Hill Design Guidelines* specifically include protection and enhancement of designated views through a guideline that calls for protection and enhancement of designated views within the Marquam Hill Design District. The *Marquam Hill Plan* balances preservation of forested land and natural resources with economic development by rezoning land to Central Employment and Open Space.

In addition to the above discussion, the *Marquam Hill Design Guidelines* implement a design guideline - number 2, Develop Integrated Building Rooftops - that promotes that use of progressive stormwater management techniques. The findings for State Goal 5 and *Comprehensive Plan* Goals 2 and 6 also support this policy and its objectives.

37. **Objective J:** Consideration of Scenic Resources in Planning Process, calls for ensuring that

master plans and other planning efforts include preservation and enhancement of significant scenic resources. The *Marquam Hill Plan* includes regulations to provide additional protection for designated viewpoints within the Marquam Hill Plan District. The *Marquam Hill Design Guidelines*, through guideline number 3, Maintain and Enhance Existing Views from Marquam Hill, require that the designated public viewpoints on Marquam Hill be maintained and enhanced including the links to public access. The findings for State Goal 5 also support this objective.

38. **Goal 9, Citizen Involvement,** calls for improved methods and ongoing opportunities for citizen involvement in the land use decision-making process. The amendments are consistent with this goal because the Marquam Hill planning effort included many opportunities for public input including a Community and Technical Advisory Group, Open House events, a newsletter and public hearings before the Planning and Design Commissions and City Council. Materials relevant to the planning process and decisions were made available to the public as well. The findings for State Goals 1 and 2 also support this goal and its polices and objectives.

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39. **Policy 10.13, Design Review**, calls for development of recommendations for Council consideration for additional areas where design review would be appropriate and preparation of design review standards for both existing and proposed areas. The amendments support this policy because the *Marquam Hill Plan* creates a new design district and the *Marquam Hill Design Guidelines*, provide the design review standards to be applied in that area. The Portland Design Commission held hearings and reviewed the proposed guidelines before making a recommendation to City Council.
40. **Goal 11 A, Public Facilities, General**, calls for provision of a timely, orderly and efficient arrangement of public facilities and services that support existing and planned land use patterns and densities. The findings for State Goal 11 support this goal and its policies and objectives.
41. **Goal 12, Urban Design**, calls for the enhancement of Portland as a livable city, attractive in its setting and dynamic in its urban character by preserving its history and building a substantial legacy of quality private developments and public improvements for future generations. The amendments are consistent with this goal and its policies because the *Marquam Hill Design Guidelines*, through guideline number 1, Enhance Views of Marquam Hill, enhances Portland's character by enhancing the views of Marquam Hill as seen from afar and nearby. In addition, guidelines number 7, Enhance Relationships with Adjacent Forested Areas and Terwilliger Parkway, and number 8, Strengthen Connections to the Village Center, require new institutional development to enhance its relationship with surrounding areas.
42. **Policy 12.1, Portland's Character**, calls for enhancing and extending Portland's attractive identity by building on design elements, features, and themes identified within the city. The amendments support this policy because guideline number one calls for enhancing views of Marquam Hill. Implementation of this requirement will add to the visually striking skyline of Portland's west hills and add to the city's overall character.
43. **Objective H**, calls for preserving and enhancing existing public viewpoints, scenic sites and scenic corridors, and as new development occurs, taking advantage of opportunities to create new views of Portland's rivers, bridges, the surrounding mountains and hills, and the Central City skyline. The amendments support this objective because guideline number 1, Enhance Views of Marquam Hill, calls for enhancing views of Marquam Hill and

guideline number 3, Maintain and Enhance Existing Views from Marquam Hill, calls for maintaining and enhancing existing views from Marquam Hill.

44. **Policy 12.3, Historic Preservation**, calls for the enhancement of the City’s identity through the protection of Portland’s significant historic resources and the preservation and reuse of historic artifacts. It also encourages development to sensitively incorporate preservation of historic structures and artifacts. The amendments continue the City’s support of this policy as they do not propose to weaken or modify existing City regulations, Chapter 33.445, Historic Resource Protection Overlay, and Chapter 33.846, Historic Reviews, of the Portland Zoning Code, which implement this policy. The City’s regulations have been accepted by LCDC as providing an adequate level of protection for identified resources and are not be changed through the *Marquam Hill Plan*. The *Marquam Hill Design Guidelines* are supportive of and an important element of the implementation of the *Marquam Hill Plan*. The findings on State Goal 5 also address this policy.
45. **Policy 12.4, Provide for Pedestrians**, calls for providing a pleasant, rich and diverse experience for pedestrians which includes comfortable, safe and attractive pathways. The amendments support this

policy and its objectives because the *Marquam Hill Design Guidelines* seek to improve the quality of the pedestrian network and the pedestrian environment within the design district through guidelines number 4, 5 and 9.

46. **Policy 12.7, Design Quality**, calls for enhancing Portland’s appearance and character through development of public and private projects that are models of innovation and leadership in the design of the built environment. The amendments support this policy and its objectives because the *Marquam Hill Design Guidelines* encourage high quality design for new institutional development.
47. **Policy 12.8, Community Planning**, calls for considering urban design issues as part of area plans. The amendments support this policy and its objectives because the *Marquam Hill Plan* establishes a new design district and *Marquam Hill Design Guidelines* apply appropriate design standards in that district.

Portland City Code Findings

48. **Portland City Code 33.835 Goal, Policy And Regulation Amendments** includes four approval criteria, only one applies to the *Marquam Hill Design Guidelines*.

Portland City Code 33.420, Design Overlay Zone, describes this overlay zone as promoting the conservation, enhancement, and continued vitality of areas of the city with special scenic, architectural, or cultural value through the creation of design districts. The code further specifies that the design overlay zone be applied to areas where design and neighborhood characteristics are of special concern and that its application must be accompanied by the adoption of design guidelines or by specifying which existing design guidelines will be used. Marquam Hill is a prominent feature on Portland's southwest hills skyline. It contains many large institutional buildings that are visible from many points around the city. The intense urban scale development is surrounded by large expanses of undeveloped, forested land, including Terwilliger Parkway. Sensitive treatment of the skyline of Marquam Hill and the integration of intense institutional development with undeveloped land and Terwilliger Parkway will conserve and enhance both of these special features.

The Council found in Ordinance 177739 that establishing a design district for Marquam Hill is consistent with the purpose of this overlay zone. In the directives of Ordinance No 177739, the City Council required that the Bureau of Planning prepare and present, through an emergency ordinance, the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines*

for City Council consideration on August 14, 2003. The directive also required that the emergency ordinance have a proposed effective date of August 20, 2003 to coincide with the effective date of the *Marquam Hill Plan*.

The Council finds that the *Marquam Hill Design Guidelines* are consistent with the purposes of the Marquam Hill Design District and that they will be specifically applicable to the Marquam Hill Design District, which was created through approval of the *Marquam Hill Plan*.

The *Marquam Hill Design Guidelines* ensure that institutional development is physically and visually integrated with the surrounding neighborhoods, open space areas, Terwilliger Parkway, and the skyline associated with Marquam Hill. They also ensure that the pedestrian environment within the institutionally developed portions of Marquam Hill incorporates quality design providing an attractive and safe environment for pedestrian passage within and through the design district and an integrated relationship between structures and the pedestrian environment. The guidelines also promotes the protection and enhancement of views within and to and from Marquam Hill, as well as sustainable development, protection of environmentally sensitive resources, and the incorporation of site amenities within the pedestrian environment. Additionally, the guidelines promote an efficient

and functional arrangement of institutional development on Marquam Hill and improvements to vehicular access and circulation patterns.

The findings for *Comprehensive Plan* Goal 12 and its related polices and objectives demonstrate that the *Marquam Hill Design Guidelines* maintain and enhance the characteristics that distinguish the Marquam Hill Design District and demonstrate consistency with the reasons for establishing the district.

NOW, THEREFORE, the Council directs:

- l. Adopt the *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines* dated August 14, 2003 which is attached as Exhibit A as mandatory approval criteria to be applied to proposals subject to design review in the Marquam Hill Design District; and
- m. Publish a final version of the *Marquam Hill Design Guidelines* and keep the document current by adding examples, illustrations and appropriate background language as new issues arise.

Section 2: The Council declares that an emergency exists because institutional development on Marquam Hill is already underway and funding for this construction is time sensitive and the public interest is served by immediate implementation of the *Marquam Hill Design Guidelines*. Therefore, this Ordinance shall be in full force and effect from and after August 20, 2003.

Passed by the Council,
August 14, 2003

Mayor Vera Katz
Susan Hartnett
August 8, 2003

GARY BLACKMER
Auditor of the City of Portland
By **Sue Parsons**
Deputy