

# SOUTH WATERFRONT

URBAN DESIGN & DEVELOPMENT UPDATE PROJECT

## PUBLIC VIEWS & VISUAL PERMEABILITY ASSESSMENT



Report to City Council  
Accepted May 10, 2006



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## EXECUTIVE SUMMARY

This report presents the City Council accepted version for Phase I of the South Waterfront Urban Design & Development Update Project (UDDU Project). This phase created the South Waterfront Public Views & Visual Permeability Assessment (Assessment). The Assessment utilizes digital information about a building proposal and is used to create a computer model of the South Waterfront subdistrict. This process allows proposed development to be modeled two and three dimensionally, along with all other buildings approved in the subdistrict, to analyze how view corridors and visual permeability can be protected or possibly enhanced.

The Assessment was created to respond to City Council's direction to provide the Design Commission with a new design review tool to analyze requested modifications to development standards applicable to the South Waterfront Height Opportunity Area (see Appendix D - Resolution 36293). This direction was made by Council as part of their adoption of a code amendment to allow buildings taller than 250 feet in height to be less than 200 feet from other buildings taller than 250 feet if such requests are approved as a modification through design review and the Design Commission finds that the "modification is supportive of the South Waterfront Urban Design and Development Framework" (the Framework referred to here is now known as the Assessment). Prior to this amendment, modifications to these provisions were prohibited.

As part of the process leading to the creation of the proposed Assessment it became apparent that this tool could also be used to evaluate modifications to other regulations intended to protect view corridors and visual permeability in the subdistrict. Upon further examination it was determined that the Assessment may also provide a valuable tool in the analysis of how potential building configurations might protect view corridors and visual permeability during the conceptual design of buildings. In this situation the Assessment would be used voluntarily during the Design Advice Request process that some applicants choose to pursue with the Design Commission.

On May 10, 2006, City Council unanimously adopted Resolution No. 36410 (see Appendix F), accepting the findings and recommendations of this report which are summarized as follows:

- Accept Assessment as tool required to evaluate proposed modifications to the 200 foot minimum separation between buildings taller than 250 feet in the South Waterfront Height Opportunity Area (Section 33.510.205.G.2.g);
- Accept proposal to require use of Assessment to evaluate proposed modifications to provisions of Section 33.510.252 addressing maximum building width and minimum building separation when more than one structure is placed on a development site; and
- Endorse use of Assessment as a voluntarily tool used during the Design Advice Request (DAR) process. In this case the use of the Assessment is encouraged to provide design teams another means to evaluate how potential building designs can protect public view corridors and visual permeability in the district.

Planning prepared the proposed Assessment as Phase I of the South Waterfront Urban Design & Development Update Project (UDDUP). During the development of the Assessment various community representatives and organizations representing east and west Portland neighborhoods were consulted. Additionally, development interests and landowners in South Waterfront, as well as leadership with the Portland Design and

Planning Commissions were also consulted. Finally, the Assessment was endorsed by the Project Advisory Group for the UDDUP.

It should be noted that outside of the two modification processes identified above, the Assessment has no regulatory authority and can not be used as review criteria of buildings meeting the base standards applicable to development in the South Waterfront subdistrict. Use of the Assessment as part of a DAR is voluntary, as is the DAR process, and applicants not seeking modifications to Section 33.510.205.G or 33.510.252 are not required to use the Assessment, although use of this tool is encouraged.

## PROJECT BACKGROUND

City Council's adoption of the 2004 South Waterfront Height Bonus Analysis Project resulted in various Zoning Code amendments to development standards regulating the South Waterfront Height Opportunity Area (Section 33.510.205.G of the Central City Plan District). One of these amendments allowed modifications of a development standard requiring buildings taller than 250 feet in height to be at least 200 feet from other buildings taller than 250 feet. The amended code language states *"modifications to the 200 foot minimum distance requirement may be requested through design review. In reviewing the such a request, the review body must find that the requested modification is supportive of the South Waterfront Urban Design and Development Framework."*

Although this provision was adopted in February 2005, the framework plan referenced by the amendment had yet to be created. Therefore, any request to seek a modification to the 200 foot minimum distance requirement could not be processed until such time that this framework plan, now called the Assessment, was created and accepted by City Council. Beyond the need to provide a regulatory tool to allow these modifications, the creation of an assessment tool was viewed as a means to demonstrate how the placement and configuration of new towers in the South Waterfront subdistrict might better protect visual permeability and public view corridors that bisect the district.

## EXISTING SCENIC RESOURCE PROTECTIONS

To understand how the Assessment may serve as an effective tool in evaluating view corridor and visual permeability protection, it is import to understand the regulatory structure by which public views and scenic resources are currently regulated by the Portland Zoning Code. This section provides a brief overview of the City's various scenic resource regulations.

### **1983 TERWILLIGER PARKWAY CORRIDOR PLAN**

The Terwilliger Parkway Corridor Plan (Terwilliger Plan) was adopted by City Council in 1983 to address the potential threat of development within and immediately adjacent to Terwilliger Parkway. This was in large part a response to concerns voiced by the community and Planning Commission regarding proposed residential subdivision projects immediately adjacent to the parkway and the potential for this development to degrade the character of the parkway.

With regard to scenic resources, the Terwilliger Plan contains two goals that speak to scenic issues:

- To preserve and enhance the scenic character and natural beauty of Terwilliger Parkway and Boulevard.
- To maintain and enhance unobstructed views from Terwilliger Boulevard and trail.

The Terwilliger Plan addresses the protection of views and scenic character through various means including: the use of vegetation to block existing development immediately adjacent to or within the parkway; the creation and maintenance of viewpoints along the length of the parkway, and: through the use of design guidelines that address the height of structures within the parkway in an effort to maintain views beyond the parkway boundary.

It should be noted that there is a range of scenic resources identified by the Terwilliger Plan considered part of the viewshed associated with the viewpoints located along the parkway. These include panoramic views of Mt. St. Helens, Mt. Hood, the Willamette River, and the Central City.

### **1987 WILLAMETTE GREENWAY PLAN**

The Willamette Greenway Plan, adopted in 1987, resulted in the designation of numerous viewpoints along the Willamette River where views of the river and river related resources are possible. The Zoning Code requires that public viewpoints be developed at these locations when greenway improvements are triggered by new development along riverfront parcels. In most situations these viewpoints provide additional visual access to the river itself and these vantage points are typically located along the Willamette Greenway Trail to provide scenic rest stops for trail users.

### **1991 SCENIC RESOURCES PROTECTION PLAN**

The Scenic Resources Protection Plan adopted in 1991 resulted in the adoption of new policy language as well as zoning regulations and maps to guide the protection and enhancement of scenic resources throughout the City. The plan extends these protections to specific scenic resources identified on the City's official zoning map. Generally, these protections are in the form of designated scenic corridors, sites, views, viewpoints, and view corridors which are described as follows:

**Scenic Corridors** are a linear (but not necessarily straight) scenic resource that may include streets, bikeways, trails, or waterways through parks, natural areas, or urban areas. These corridors may also include scenic views, viewpoints, or other scenic resources. Scenic corridors typically have unique intrinsic scenic quality that could degrade over time if not protected.

**Scenic Sites** are geographic areas valued for a unique scenic quality or character, similar to scenic corridors. These areas typically are natural wooded areas or water bodies, but they may also include structures or man-made landscapes.

**Scenic Views** are a view that may be framed, a wide angle, or a panorama that may include natural areas, man-made structures, or other elements. A scenic view may be from a stationary viewpoint or be seen as one travels along a roadway, waterway or path. Resources that make up a scenic view may be far off objects such as a mountain as viewed from a specific location(s) or a nearby object such as bridge.

**Scenic Viewpoints** are a specific location from which to enjoy a scenic view. Viewpoints are typically an individual geographic point where a specific or several scenic views can be observed.

**View Corridors** are three dimensional areas extending out from a specific viewpoint. The width of the corridor depends on the objective of the view and the distance from the viewpoint to this object. For instance a corridor focusing on the Central City would likely be wider than a corridor focusing on Mt. Hood.

The Zoning Code prescribes various methods to protect these scenic designations, such as maximum building heights in the foreground of scenic viewpoints or additional building setbacks along view corridors. Regardless of the method applied the intent of these regulations is to provide lasting views of these scenic resources subject to extra protection under the Zoning Code.

### **1992 CENTRAL CITY PLAN DISTRICT**

With the adoption of the Central City Plan in 1988 and the Central City Plan District in 1992, a new series of public viewpoints were adopted onto the City's Zoning Map. Similar to the viewpoints identified in the Willamette Greenway Plan, the Central City Viewpoints are identified as locations providing views of the river as well as Central City development. These viewpoints are typically located along the bank of the Willamette River and nearly all are within the public right-of-way or within City-owned parks.

### **2002 SOUTHWATERFRONT PLAN**

The South Waterfront Plan and implementing zoning ordinance, adopted in 2002, contain various measures to ensure long cherished public views are protected while allowing high-density development to occur throughout the district. The plan does this by establishing relationships between building width and height that result in taller building elements being thinner than lower elements. The plan also establishes maximum building heights, maximum north-south building widths, and additional building setbacks along view corridors that bisect the district.

The adopted street plan for the district also reinforces view protection by ensuring that new east-west streets through the district are either aligned with streets outside the district that provide views to the river, or propose new alignments perpendicular to the river to provide new view corridors to the river from neighborhoods located upslope from the subdistrict.

A key element of the regulations for the subdistrict is the manner in which the use of floor area (FAR) is regulated. Unlike other subdistricts in the Central City, FAR within South Waterfront can not be transferred into or out of the subdistrict from other portions of the Central City. This results in a finite amount of base FAR available for use in the subdistrict. And although some additional FAR can be created through various development bonuses, there are limits to how much can be applied to any one site. The code requires that a complex combination of FAR transfers and bonuses be used when additional FAR is requested to be used on a development site. Generally speaking, additional FAR applied to an individual site results in FAR being pulled from another site within the district.

In short, the height and FAR regulations applicable to South Waterfront are among the most stringent in the City because they work in concert to ensure that the taller a building is the thinner it likely will be. The intended result in this is the enhancement and protection of view corridors and increased visual permeability through the district.

The Assessment provides a tool for the design review process to consider how modifications to specific regulations and allowances can protect existing views and visual permeability through the district.

## NEIGHBORHOOD CONCERNS

During the South Waterfront Height Bonus Analysis Project there was much public testimony regarding potential visual impacts that local residents feared could happen due to development in South Waterfront. Specifically, during City Council's proceedings on the project many who testify expressed concerns that public views from places like Terwilliger Parkway and the Willamette Greenway would be lost. Others testified that they would lose private views from their residences.

Although City Council was sensitive to the concerns of all who testified, Council directed Planning to focus on the preservation and enhancement of only public views during the development of the Assessment. There are various reasons for this including the difficulty of protecting private views from all potential development and the legalities associated with such a task.

Council acknowledged that numerous regulations currently exist to protect public views; however, an additional tool may be necessary to analyze potential impacts to designated scenic resources and public viewpoints.

To ensure public concerns and perceptions regarding public views and visual impacts were clearly understood Planning staff met with community representatives from the east and west side of the river to gain a better understanding of their concerns and in essence to view the district through their eyes. The following summarizes the ideas and concerns that were shared with staff.

### **BROOKLYN ACTION CORPS & SOUTHEAST UPLIFT**

In early summer 2005, staff met with representatives of the Brooklyn Action Corps and Southeast Uplift to get a sense of what eastside neighbors thought were the biggest view issues relating to South Waterfront. Following this meeting Southeast Uplift handed out questionnaires at a community-wide event held in the Brooklyn neighborhood to hear directly from residents about their concerns. Generally, respondents expressed a fear that district development could block views of the Tualatin Hills as viewed from their neighborhood and the Willamette greenway trail. Thus, visual permeability through the district to the hills beyond was noted as an important factor needing to be addressed by the proposed Assessment.

Attempting to find a way to best address these concerns, staff conducted a field survey of the limited number of public viewpoints located in the Brooklyn neighborhood. All of these viewpoints are located along and adjacent to the Willamette Greenway trail. During the survey conducted by Southeast Uplift, most respondents noted that one of their most cherished viewpoints was the intersection of SE Franklin Street and SE McLoughlin Boulevard. From this location, one of the highest in the Brooklyn neighborhood, the central portion of South Waterfront is clearly visible.

Because this location is not a designated public viewpoint it was not proposed for use in the Assessment. However, a public viewpoint is located only 200 feet to the west of this intersection at a rest stop along the greenway trail. From this location more of the district is visible, and because the viewpoint is located at lower elevation the potential for views to be impacted is greater. For these reasons this viewpoint is identified for use in the Assessment.

## **HOMESTEAD NEIGHBORHOOD ASSOCIATION & FRIENDS OF TERWILLIGER**

In September 2005 staff met with representatives of the Homestead Neighborhood Association and Friends of Terwilliger to discuss their concerns about potential public view impacts and how the proposed Assessment could work to address these concerns. Generally it was stated that although views of specific visual elements such as Mt. Hood or Mt. St. Helens are important it is more important that a fuller range of scenic resources be protected as viewed from public viewpoints along Terwilliger Parkway.

For instance, most of the viewpoints along Terwilliger Parkway provide grand panoramic views that include the Willamette River, Central City, Ross Island, Boring Lava Domes, and Cascade Range include Mt. Hood and St. Helens. Thus, as viewed from Terwilliger Parkway, which is where the majority of public viewpoints in this area are located, view corridors and visual permeability through the district will need to work together to preserve the visual experience associated with these viewpoints.

During this visit three specific viewpoints were identified by representatives as important for use in the Assessment. These viewpoints provide views across different portions of the district, each occur at different elevations, and each have a panoramic view that is different from the others. Therefore, these three viewpoints are included to provide a diversity of perspectives from which to analyze public views and visual permeability issues as viewed from Terwilliger Parkway.

## **CORBETT-TERWILLIGER-LAIR HILL (CTLH) NEIGHBORHOOD ASSOCIATION**

Staff met with CTLH Board President Ken Love, the neighborhood's representative on the PAG, numerous times regarding public view issues associated with the CTLH neighborhood. He stated that the majority of concerns he heard from neighbors were associated with the loss of views from private residents in the portions of the neighborhood directly west of the subdistrict. It should be noted that because the northern portion of the CTLH neighborhood is located along the western edge of South Waterfront buildings in the district are generally taller than surrounding residential development and thus are visible from various vantage points in the neighborhood.

The street plan created for South Waterfront was created in part to address view concerns in that the east-west street grid aligns with the street grid in CTLH. This allows streets to serve as view corridors from CTLH down to the river and points beyond. To reinforce this, the Zoning Code established four designated view corridors on top of the street grid that result in four 100 foot wide (minimum width) view corridors through the district.

Because there are no public viewpoints within the CTLH neighborhood from which the South Waterfront subdistrict is directly visible, the Assessment does not include modeling points directly within this neighborhood. However, because the street grid in South Waterfront aligns with the street grid of CTLH, it is envisioned that the Assessment allows consideration of how view corridors in South Waterfront can be protected through the modification of the development standards contained in Sections 33.510.205.G and 33.510.252.

# PROPOSED ASSESSMENT

## HEIGHT BONUS AREA

As noted, the Assessment provides a process by which digital information about a building proposal is used to create a computer model of South Waterfront subdistrict development. This process allows the proposed development to be modeled in two and three dimensions, along with all other buildings approved in the subdistrict, to analyze how public view corridors and visual permeability can be protected.

Use of the Assessment is required when applicants seek a modification to Section 33.510.205.G.2.d of the Zoning Code. This section of the code requires that buildings taller than 250 feet in height be located at least 200 feet from other buildings taller than 250 feet. However, applicants may seek to reduce this minimum distance as part of a modification through the design review process if the Assessment demonstrates the proposed modification would result in a building that better meets the applicable design guidelines and on balance will be consistent with the purpose standards of the applicable regulations.

There are several Central City Fundamental Design Guidelines and South Waterfront Design Guidelines that apply to this scenario such as Central City Fundamental Design Guideline - C1 Enhance View Opportunities which states that buildings should be sized and placed to “*protect existing views and view corridors.*” These guidelines are intended to work in concert with the purpose statement of Section 33.510.205.G of the Zoning Code (South Waterfront height opportunity area). This statement outlines the intent behind the regulations applicable to the South Waterfront Height Opportunity Area and reads as follows:

1. Purpose. In the core of the South Waterfront Subdistrict, additional building heights may be appropriate to support the goals of the South Waterfront Plan. The regulations of this subsection are intended to:
  - Support the growth of a Science & Technology Quarter in the Central City;
  - Provide diverse housing opportunities;
  - Support the density goals of the subdistrict while ensuring quality design;
  - Create additional opportunities for visual access through the subdistrict;
  - Promote the development of slender towers with an east-west orientation;
  - Develop an exceptional and varied skyline enhancing the district’s setting against the Tualatin Hills to the west and the Cascade range to the east;
  - Establish and maintain a pedestrian environment with access to sunlight;
  - Contribute to the district’s urban variety, adding visual interest at the pedestrian level and from vantage points outside of the district;
  - Create an urban form that is visually permeable; and
  - Continue to maintain all protected public views and view corridors, on the east and west side of the Willamette River, as identified in adopted plans.

Thus, applicants seeking a modification to Section 33.510.205.G.2.d are required to demonstrate how their proposal is consistent with the applicable guidelines and purpose statements. The Assessment provides a comprehensive tool to assist in the evaluation of modifications to these requirements.

## **ASSESSMENT PROCESS**

The assessment involves a two and three dimensional computer modeling process where proposed projects are illustrated in the context of other development approved for construction in the subdistrict.

Two-dimensional modeling results in the creation of a site plan of the district and surrounding areas including sections of Terwilliger Parkway, those located between Duniway Park and SW Capitol Highway, as well as the east bank of the Willamette River (see Exhibit A). All buildings approved in the subdistrict are illustrated through this process. Because the Zoning Code regulates building elements differently (those lower than 75 feet in height, those between 75 feet to 250 feet, and those above 250 feet up to 325 feet) these different building elements are distinguished on the site plan. The Assessment uses five pre-selected viewpoints to create a three dimensional model of how the proposed development will be viewed from each viewpoint. The site plan provides one method to demonstrate the potential to enhance view corridors and visual permeability through the district.

Similarly the three-dimensional modeling exercise simulates views of how a proposed building will be seen from the five pre-selected viewpoints. These views will include other development approved in the district against the back drop of the scenic resources associated with these individual resources (see Exhibits B - D). This exercise is specifically intended to provide the Design Commission with an accurate series of images to consider how the proposed modification may protect view corridors and visual permeability as seen from specific public viewpoints surrounding the subdistrict.

It should be noted that use of the Assessment has limitations. Specifically, no design can ever be able to demonstrate that all aspects of the views seen from each of the viewpoints identified by the Assessment will be unaffected. Additionally, each building design will affect visual permeability and access to sunlight to varying degrees. Furthermore, due to the size and liner nature of the South Waterfront subdistrict, some development sites will not be visible from all of the viewpoints identified in the assessment process. This is particularly true as the district begins to develop and views to development sites are blocked by existing buildings in the district.

## **REQUIRED INFORMATION**

To ensure that a digital model of the district is maintained by one source, applicants are required to submit digital data about their proposed building to the Bureau of Development Services (see Appendix A). This data is shared with the Bureau of Planning who is building and maintaining an accurate three dimensional computer model of the South Waterfront subdistrict and surrounding region. Requiring that data is managed and maintained by the City is intended to reduce the burden of modeling on individual applicants who likely do not have the same capacity or sources of information relied upon by the City. Also, with the City maintaining the model it is hoped that there is more confidence that all information being depicted by the model is current and accurate.

## DESCRIPTION OF PROPOSED ASSESSMENT VIEWPOINTS

As noted, the five viewpoints used by the assessment were identified after a thorough analysis of various public viewpoints located in areas east and west of the district and following interviews with community representatives from the east and west side of the river. All views points identified for use by the Assessment are public designated viewpoints recognized by the City of Portland and subject to protection under the Zoning Code. These viewpoints are described as follows:

### **Terwilliger Parkway**

Several public viewpoints exist throughout the west hills of southwest Portland that maintain views across South Waterfront. The majority of these are located along Terwilliger Parkway with a few additional viewpoints located within the medical campuses located on Marquam Hill. Viewpoints along Terwilliger Parkway became a focus of the analysis as other viewpoints in the area are too high in elevation to likely be effected by development in South Waterfront. Additionally, the majority of these viewpoints are either seldom visited by the public at large and two are on grounds of Veterans Hospital and have not been maintained by the federal government.

The three viewpoints eventually identified for use were chosen from a collection of viewpoints identified in the 1983 Terwilliger Parkway Corridor Plan. The viewpoints were chosen because each has a different viewshed across the district and each is located immediately adjacent to the parkway trail. Each also has a short term parking area or "car pullout" associated with it. Additionally, these viewpoints were identified with the assistance of the Homestead Neighborhood Association and Friends of Terwilliger and are described as follows:

- **Viewpoint SW1 (Terwilliger Parkway):** *Viewpoint is located at an elevation of approximately 286 feet and is at the northern extent of Terwilliger Parkway at a point where Terwilliger Boulevard makes a turn to the west leading down hill to Duniway Park. From this location views of the subdistrict north of the Ross Island Bridge are possible as are views of Mount Hood, the Willamette River, east Portland, and the Central City.*
- **Viewpoint SW2 (Terwilliger Parkway):** *This viewpoint is located at a car pullout a few hundred feet south of the intersection of Terwilliger Boulevard and SW Campus Drive at an elevation of approximately 338 feet. This viewpoint provides a sweeping panorama view that includes the Central City, Mt. St. Helens, Mt Hood, the Willamette River, Ross Island, and east Portland. From this viewpoint most of South Waterfront is visible; however, this location provides the most comprehensive views of the central portion of the district.*
- **Viewpoint SW3 (Terwilliger Parkway):** *This viewpoint is located adjacent to a car pullout along Terwilliger Boulevard at an elevation of 457 feet and a few hundred feet north of the Charthouse Restaurant. This location provides a narrow panoramic view towards the northeast; however, most of the district south of the Ross Island Bridge is visible from this viewpoint. The panoramic view associated with this location includes Mt. St. Helens, the Willamette River, east Portland, and Mt. Hood.*

### **Springwater Trail**

There are fewer public viewpoints along the eastside of the Willamette River compared to southwest Portland and the majority of these are located along the Willamette

Greenway Trail network. Additionally, impacts to the visual resources associated with these viewpoints is not likely to occur due to development in South Waterfront because the resource objective tends to be the Central City, views of the Willamette River and of bridges crossing the river.

Despite this fact, a few of these viewpoints provide a unique vantage point to view the district against the backdrop of the Tualatin Hills. This is important in that consultation with southeast neighborhood representatives, including the Brooklyn Action Corp and Southeast Uplift, identified that the primary concerns of citizens on the eastside is visual permeability and the desire to maintain a sense of the Tualatin Hills to the west of the district.

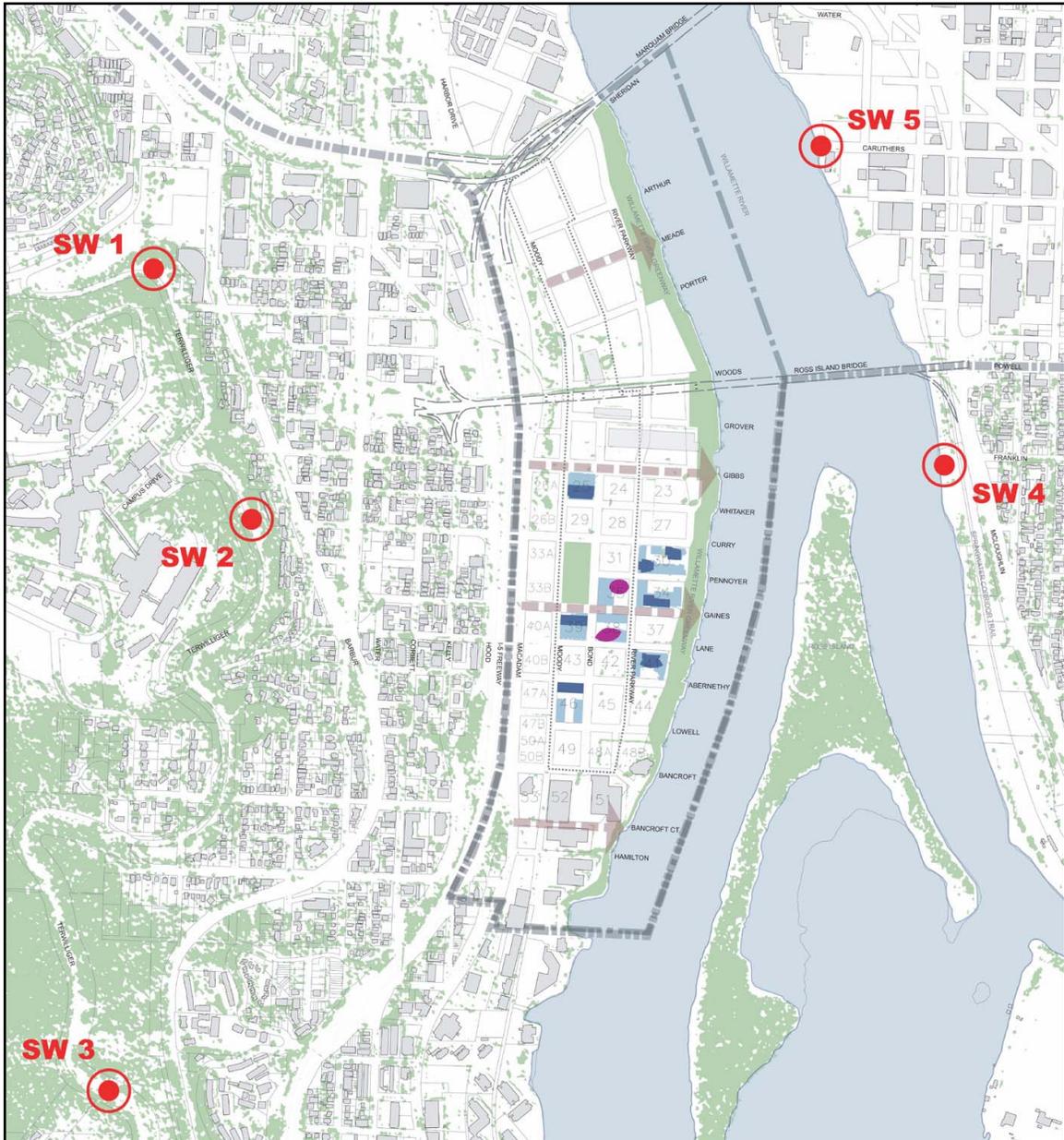
It should be noted that these same stakeholders also expressed an interest in looking at the district as viewed from the intersection of SE Franklin and SW McLoughlin Boulevard; however, the lack of a designated public viewpoint at this location made this analysis not possible. Yet to ensure that views from this general area were considered a public viewpoint located approximately 200 feet west of this intersection along the greenway trail was included for use in the Assessment.

The eastside viewpoints utilized in the Assessment are described as follows:

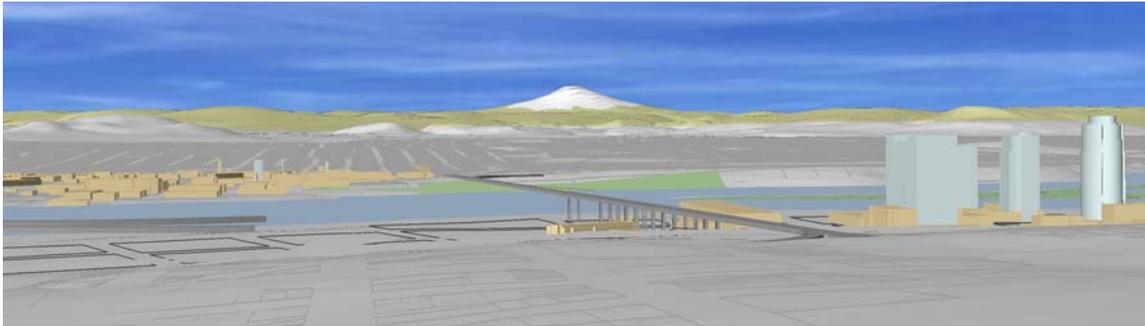
- **Viewpoint SW4 (Eastbank-Springwater Trail):** *This viewpoint is located in an area adjacent to the Springwater Trail at an elevation of approximately 69 feet. The viewpoint is identified by a collection of picnic tables and benches located west of the trail. The viewpoint is located due west of the intersection of SE Franklin and SE McLoughlin Boulevard and is east of the northern tip of Ross Island. Although the tree canopy located along Ross Island obscures most of portions of South Waterfront located south of SW Gibbs Street, the west hills and taller towers will peak above this riparian canopy. Views of the west hills and Central City are also viewed beyond the northern half of South Waterfront.*
- **Viewpoint SW5 (Eastbank-Springwater Trail):** *This viewpoint is located at the intersection of SE Caruthers Street and the Springwater Trail immediate adjacent to Portland Opera's offices. The elevation at this viewpoint is approximately 26 feet. This location is close to on-street parking, contains a several benches and is the southern most gateway of the Eastbank-Springwater Trail. This viewpoint provides a sweeping panoramic view that includes the Ross Island Bridge, the west hills, the Marquam Bridge, Central City and the north portion of the South Waterfront District.*

# EXHIBIT A: View Points

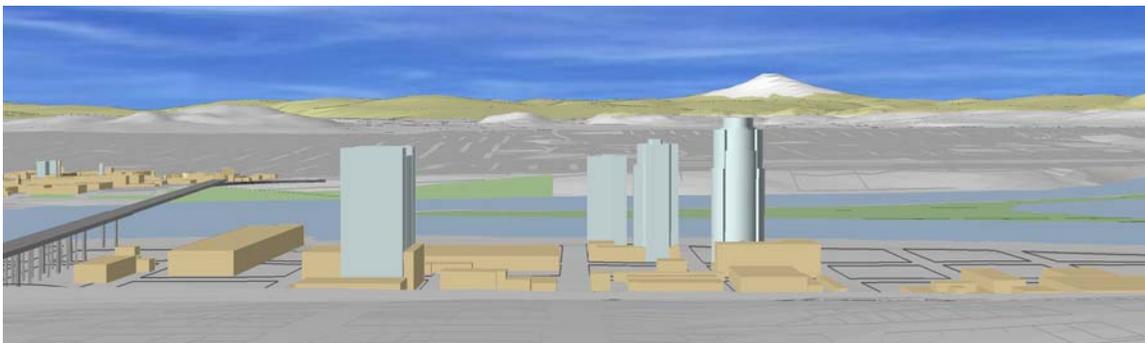
The following viewpoints are used for viewshed modeling as part of the Assessment



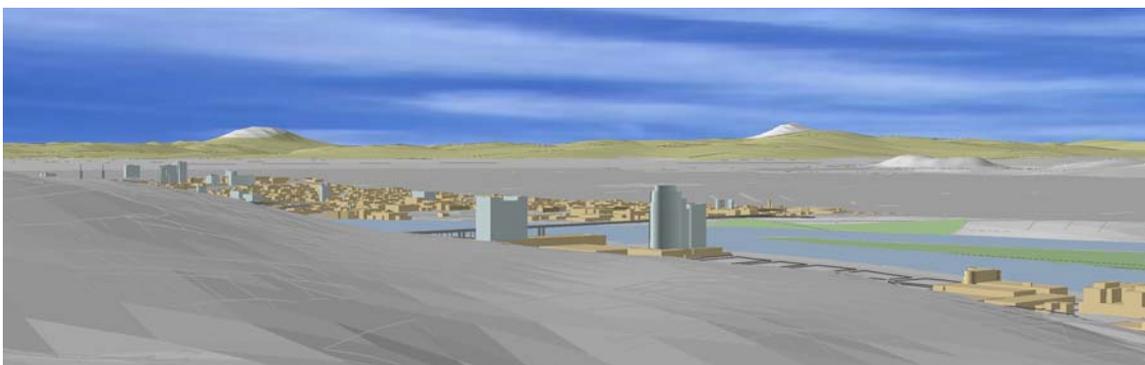
## EXHIBIT B: View Modeling West of District



**SW1 Terwilliger Parkway:** View toward the east-southeast across north portion of South Waterfront and the “central district”. Viewshed includes Mt. Hood, the Willamette River, Ross Island and Bridge, east Portland, and portions of the Central Eastside.



**SW2 Terwilliger Parkway:** View looks toward the east across the “central district” of South Waterfront. Viewshed includes Mt. Hood, the Willamette River, Ross Island and Bridge, east Portland, and portions of the Central Eastside.



**SW3 Terwilliger Parkway:** View looks toward the northeast across the southern half of South Waterfront. Viewshed includes Mt. St. Helens, the Willamette River, Ross Island and Bridge, northeast Portland, and portions of the Central City.

## EXHIBIT C: View Modeling East of District

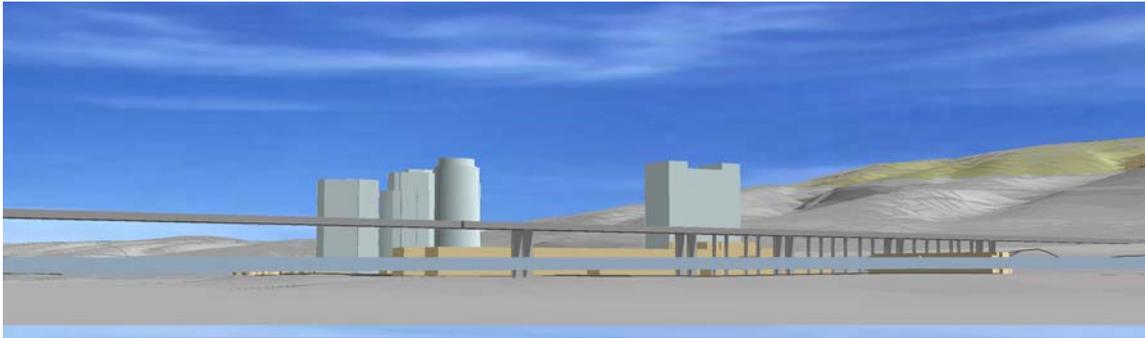


**SW4 Eastbank-Springwater Trail:** View looks to the west across the “central district” of South Waterfront. Viewshed includes Ross Island and Bridge, Marquam Hill medical campuses and the Tualatin Hills.

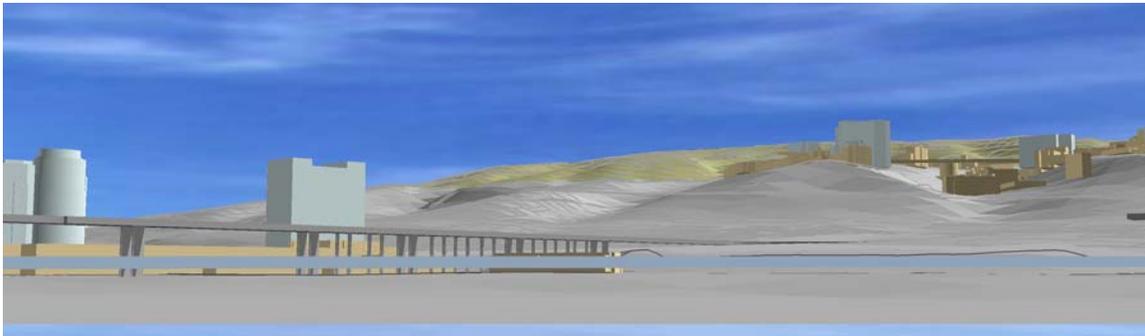


**SW4 Eastbank-Springwater Trail:** View to west-northwest across northern half of district. Viewshed includes Ross Island Bridge, Tualatin Hills, and Central City.

## EXHIBIT D: View Modeling Northeast of District



**SW5 Eastbank-Springwater:** View to south-southwest across the southern half of South Waterfront. Viewshed includes Ross Island Bridge and the Tualatin Hills.



**SW5 Eastbank-Springwater:** View to west-southwest across portions of the central portion of South Waterfront. Viewshed includes Ross Island Bridge, Marquam Hill medical campuses and the Tualatin Hills.

## ADDITIONAL REGULATORY APPLICATIONS – DESIGN REVIEW

In addition to the modification process allowed by Section 33.510.205.G.2.d, found that the Assessment should be required as part of the existing modification process allowed by Section 33.510.252, *Special building height corridors and tower orientation*, of the Zoning Code.

This code section contains regulations that establish maximum north-south tower widths and multiple tower separation requirements for buildings less than 250 feet in height. Because these regulations are specifically intended to address design issues related to view corridor protection and visual permeability, it is appropriate that the Assessment process is applied to requests to modify these development standards. It should be noted that this idea was endorsed by the PAG for this project.

## VOUNTARY APPLICATIONS – DESIGN ADVICE REQUEST

During the process leading to the development of the proposed Assessment, it became apparent that the Assessment would be a useful tool during the Design Advice Request (DAR) process. DARs are a voluntary process whereby design/development teams can seek early feedback on building proposals from the Design Commission. This process occurs in advance of a required development review process. DARs have been used successfully in evaluating conceptual development proposals in South Waterfront and elsewhere in the Central City.

Although the process is not required, DARs have been regularly used to provide early evaluation of all projects when design changes are easier to address. Use of the Assessment as part of a DAR will prove helpful to designers as they consider design options that might better protect views and visual permeability while also considering how to take advantage of the full development entitlements are allowed to a project site.

Specifically, development proposals not requiring a modification to the provisions of Sections 33.510.205.G, *South Waterfront height opportunity area*, or 33.510.252, *Special building height corridors and tower orientation*, have a vested right to build to a height of 250 feet and a north-south maximum width of 125 feet in all situations. However, full utilization of these dimensional requirements is not always pursued and in these situations designers are able to consider tower forms and locations that better address opportunities to protect view corridors, visual permeability, and sunlight penetration to the pedestrian environment. Additionally, even when full dimensional potential is pursued, the location of a tower on the north verses south side of a specific block may have a different affect on view enhancement and the provision of sunlight to the pedestrian environment.

Limitless building forms and configurations can be contemplated each presenting different opportunities and constraints to address view corridors and visual permeability. What has been lacking is an effective tool that allows design teams to consider these different scenarios in the context of surrounding district development. It is intended that the Assessment will prove an additional tool design teams chose to use as part of the DAR process. Use of the Assessment and other tools is encouraged early in the design phase, and thus as part of the DAR process, to ensure that multiple design issues are addressed and evaluated in advance of the formal design review phase when there remains the greatest opportunity to consider these issues and in absence of a regulatory requirement to do so.

Once again, it should be noted that use of the Public Views and Visual Permeability Assessment has limitations. Specifically, no design will ever be able to demonstrate that all aspects of the views seen from each of the viewpoints identified by the Assessment will be unaffected. Additionally, each building design will affect visual permeability and access to sunlight to varying degrees. Furthermore, due to the size and linear nature of the South Waterfront subdistrict, some development sites will not be visible from all of the viewpoints identified in the assessment plan. This is particularly true as the district begins to develop and views to development sites are blocked by existing buildings in the district.

# Appendix A

Public Views & Visual Permeability Assessment  
Handout for Applicants



# SOUTH WATERFRONT

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## PUBLIC VIEWS & VISUAL PERMEABILITY ASSESSMENT

### INTRODUCTION

The South Waterfront Public Views & Visual Permeability Assessment (Assessment) is a design review tool applicable only to the modification process provided by sections 33.510.205.G.2.g, *South Waterfront height opportunity area*, and 33.510.252, *Special building height corridors and tower orientation*, of the Portland Zoning Code. **Outside of these two modification processes, the Assessment has no regulatory authority and can not be used as review criteria of buildings meeting the base standards applicable to development in the South Waterfront subdistrict.**

It should be noted that use of the Public Views and Visual Permeability Assessment has limitations. Specifically, no design will ever be able to demonstrate that all aspects of the views seen from each of the viewpoints identified by the Assessment will be unaffected. Additionally, each building design will affect visual permeability and access to sunlight to varying degrees. Furthermore, due to the size and linear nature of the South Waterfront subdistrict, some development sites will not be visible from all of the viewpoints identified in the assessment plan. This is particularly true as the district begins to develop and views to development sites are blocked by existing buildings in the district.

### VIEWS & VISUAL PERMEABILITY ASSESSMENT

The Assessment process utilizes digital information about a proposed building to create a two and three dimensional model of the proposal in the context of the entire South Waterfront subdistrict. Digital information is submitted to the Bureau of Development Services as part of an applicants design review application. Once this information is received it is forwarded to the Bureau of Planning (Planning) who will use it to create a virtual model of the proposal to be placed in a computer model Planning maintains of the South Waterfront subdistrict.

Applicants seeking a modification to Sections 33.510.205.G.2.g, *South Waterfront height opportunity area*, and 33.510.252, *Special building height corridors and tower orientation*, of the Portland Zoning Code are required to use the Assessment process.

Use of the Assessment allows the Design Commission to determine if the proposed modification(s) better meet:

- **Applicable design guidelines.** The resulting development will better meet applicable design guidelines; and
- **The purpose of the standard.** On balance, the proposal will be consistent with the purpose of the standard for which a modification is requested (as described by the purpose statements for Sections 33.510.205.G.2.g and 33.510.252).

## ASSESSMENT MODELING EXERCISE

The Assessment process will result in the creation of a two and three dimensional computer model of the subdistrict that also includes other development already approved for constructed in the subdistrict.

Two-dimensional modeling involves the creation of a site plan of the district and surrounding areas. Because the Zoning Code regulates building elements differently (those lower than 75 feet in height, those between 75 feet to 250 feet, and those above 250 feet up to 325 feet) these different building elements are distinguished on the site plan. The Assessment uses five pre-selected viewpoints for use during the three dimensional exercise associate with this process. These are also identified on the site plan.

The three-dimensional modeling exercise simulates views of how a proposed building will be seen from five pre-selected viewpoints. These perspectives will demonstrate how the proposed development will be viewed along side other building envelopes in the district and against the back drop of scenic resources located beyond the development site.

Although the degree to which view corridors and visual permeability are protected will vary from viewpoint to viewpoint, the objective is to show how on balance a positive rather than adverse effect will result from the development proposal.

## VIEW POINT DESCRIPTION

The public viewpoints identified for use as part of the modeling exercise are described as follows (see Map 1):

- **Viewpoint SW1 (Terwilliger Parkway):** *Viewpoint is located at an elevation of approximately 286 feet and is at the northern extent of Terwilliger Parkway at a point where Terwilliger Boulevard makes a turn to the west leading down hill to Duniway Park. From this location views of the subdistrict north of the Ross Island Bridge are possible as are views of Mount Hood, the Willamette River, east Portland, and the Central City.*
- **Viewpoint SW2 (Terwilliger Parkway):** *This viewpoint is located at a car pullout a few hundred feet south of the intersection of Terwilliger Boulevard and SW Campus Drive at an elevation of approximately 338 feet. This viewpoint provides a sweeping panorama view that includes the Central City, Mt. St. Helens, Mt Hood, the Willamette River, Ross Island, and east Portland. From this viewpoint most of South Waterfront is visible; however, this location provides the most comprehensive views of the central portion of the district.*
- **Viewpoint SW3 (Terwilliger Parkway):** *This viewpoint is located adjacent to a car pullout along Terwilliger Boulevard at an elevation of 457 feet and a few hundred feet north of the Charhouse Restaurant. This location provides a narrow panoramic view towards the northeast; however, most of the district south of the Ross Island Bridge is visible from this viewpoint. The panoramic view associated with this location includes Mt. St. Helens, the Willamette River, east Portland, and Mt. Hood.*
- **Viewpoint SW4 (Eastbank-Springwater Trail):** *This viewpoint is located in an area adjacent to the Springwater Trail at an elevation of approximately 69 feet. The viewpoint is identified by a collection of picnic tables and benches located west of the trail. The viewpoint is located due west of the intersection of SE Franklin and SE*

*McLoughlin Boulevard and is east of the northern tip of Ross Island. Although the tree canopy located along Ross Island obscures most of portions of South Waterfront located south of SW Gibbs Street, the west hills and taller towers will peak above this riparian canopy. Views of the west hills and Central City are also viewed beyond the northern half of South Waterfront.*

- **Viewpoint SW5 (Eastbank-Springwater Trail):** *This viewpoint is located at the intersection of SE Caruthers Street and the Springwater Trail immediate adjacent to Portland Opera's offices. The elevation at this viewpoint is approximately 26 feet. This location is close to on-street parking, contains a several benches and is the southern most gateway of the Eastbank Springwater Trail. This viewpoint provides a sweeping panoramic view that includes the Ross Island Bridge, the west hills, the Marquam Bridge, Central City and the north portion of the South Waterfront District.*

## SUBMITTAL REQUIREMENTS

Applicants are required to submit with their application for design review digital data regarding their proposal. This information will be used by the City of Portland for use in its computer model for the South Waterfront subdistrict. Applicants need to submit the following digital information:

- 1) Digital PDF document or documents containing -- at a minimum -- the following:
  - site plan
  - site code compliance plan
  - floor plans for each floor
  - roof plan
  - north/south/east/west elevations (with dimensions)
  - north/south and east/west building section (with dimensions)
- 2) CAD drawings (in DXF or DWG format) of the following:
  - site plan
  - ground floor plan
- 3) A 3D Model of the proposed building or buildings. Sketch-up format (.skp) is preferred; other acceptable formats are 3D CAD drawings (.dxf or .dwg) or a 3DS file (.3ds). The model needs to show the exterior building form (exterior walls, roof features, etc.), at a minimum.
- 4) JPEG images showing at least two different views of the fully-rendered 3D model, if available.

Applicants may be contacted by the City if the information provided is not clear or if additional information is required to provide an accurate computer model of the proposal. Applicants are encouraged to provide as much detailed information as is possible to help expedite the City's modeling exercise and the design review process.

**Once final approval of the land use proposal has been granted, revised digital information shall be resubmitted to the Bureau of Development Services to ensure that the City's computer model of the subdistrict is accurate.**

## DESIGN ADVICE REQUESTS

Design Advice Requests (DAR) are a voluntary process whereby design/development teams can seek early feedback on building proposals from the Design Commission. This process occurs in advance of a required development review process. DARs have been used successfully in evaluating conceptual development proposals in South Waterfront and elsewhere in the Central City.

**The Assessment may be voluntarily used during the DAR process and is encouraged as it may allow design teams to consider design options that better protect views and visual permeability while ensuring that full development entitlements are respected.**

Although the process is not required, DARs have been regularly used to provide early evaluation of all projects when design changes are easier to address. Use of the Assessment as part of a DAR may prove helpful to designers as they consider design options that might better protect views and visual permeability while also considering how to take advantage of the full development entitlements allowed to a project site.

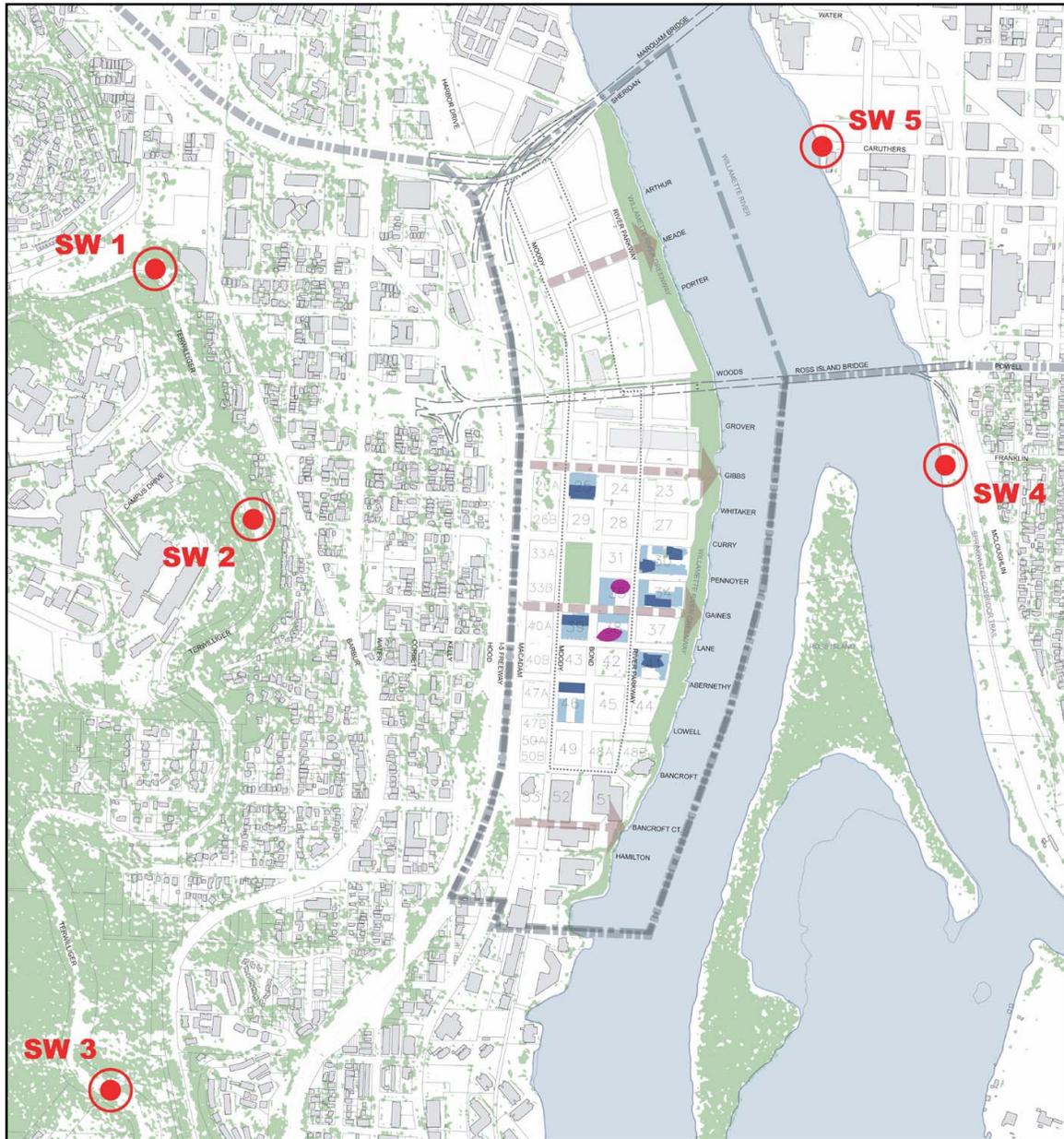
Specifically, development proposals not requiring a modification to the provisions of Sections 33.510.205.G, *South Waterfront height opportunity area*, or 33.510.252, *Special building height corridors and tower orientation*, have a vested right to build to a height of 250 feet and a north-south maximum width of 125 feet in all situations. However, full utilization of these dimensional requirements is not always pursued and in these situations designers may be able to consider tower forms and locations that better address opportunities to protect view corridors, visual permeability, and sunlight penetration to the pedestrian environment. Additionally, even when full dimensional potential is pursued, the location of a tower on the north versus south side of a specific block may have a different affect on view enhancement and the provision of sunlight to the pedestrian environment.

Limitless building forms and configurations can be contemplated with each presenting different opportunities and constraints to address view corridors and visual permeability. What has been lacking is an effective tool that allows design teams to consider these different scenarios in the context of surrounding district development. It is hoped that the Assessment may prove an additional tool design teams could chose to use as part of the DAR process. The use of the Assessment and other tools is encouraged early in the design phase, and thus as part of the DAR process, to ensure that multiple design issues are addressed and evaluated in advance of the formal design review phase when there remains the greatest opportunity to consider these issues and in absence of a regulatory requirement to do so.

Once again, it should be noted that use of the Public Views and Visual Permeability Assessment has limitations. Specifically, no design will ever be able to demonstrate that all aspects of the views seen from each of the viewpoints identified by the Assessment will be unaffected. Additionally, each building design will affect visual permeability and access to sunlight to varying degrees. Furthermore, due to the size and liner nature of the South Waterfront subdistrict, some development sites will not be visible from all of the viewpoints identified in the assessment plan. This is particularly true as the district begins to develop and views to development sites are blocked by existing buildings in the district.

For additional information on the DAR process for projects in South Waterfront subdistrict, contact the Bureau of Development Services *Planning & Zoning* staff at the Development Services Center located at 1900 SW 4<sup>th</sup> Ave, Suite 1500, 503 823-7526.

**Map 1**





# Appendix B

Recommended Amendments to Zoning Code



## Recommended Code Amendments

A few amendments to the Portland Zoning Code were recommended to ensure that the Public Views & Visual Permeability Assessment is easily implemented as part of the design review modification process applicable to projects in South Waterfront.

The South Waterfront Urban Design & Development Assessment Update is not a legislative project. Thus, the Portland Planning and Design Commission recommend that City Council accept recommendation of this report, which include a recommendation that the recommended amendments acceptable be forwarded for legislative review via an up coming code maintenance project (RICAP II).

Theses recommended amendments are described as follows:

### **Amended Section 33.510.205.G.2.d**

This section of the Zoning Code allows modification to a minimum tower separation requirement of 200 feet, if requests are found to be “supportive of the South Waterfront Urban Design & Development Framework.” It is recommended that this reference to the framework be changed as follows to ensure it is understood that the City means the Public Views & Visual Permeability Assessment and the intent of this tool. The following amendment is recommended:

- d. The portion of the proposed building that is greater than 250 feet in height must be at least 200 feet from the portion of any other existing or approved building that is greater than 250 feet in height, and that used the provisions of this subsection to achieve additional height. Approved buildings are those with an unexpired design review approval. Adjustments to this standard are prohibited; however, modifications to the 200 foot minimum distance requirement may be requested through design review. In reviewing such a request, the review body will consider the results of the South Waterfront Public Views and Visual Permeability Assessment for the proposal must find that the requested modification is supportive of the South Waterfront Urban Design and Development Framework Public Views & Visual Permeability Framework;

### **Amended Section 33.510.252.A**

This section of the Zoning Code contains development standards that regulate maximum building width and other tower orientation requirements specifically intended to protect view corridors, enhance visual permeability, and allow sunlight to penetrate to the pedestrian environment. These standards are applicable to buildings 250 feet or less in height. Modifications to these standards are allowed through the design review process.

Currently applicants seeking a modification to these standards must provide evidence demonstrating how their proposal better meets the intent of these regulations, as described by the Purpose Statement. To assist in this process it has been recommended by the project staff, with the support of the Project Advisory Team, that use of the Public Views & Visual Permeability Assessment also be applied to this modification process. This will allow the same consideration of view corridors, visual permeability, and sunlight in the pedestrian realm when modifications to buildings less 250 in height are requested.

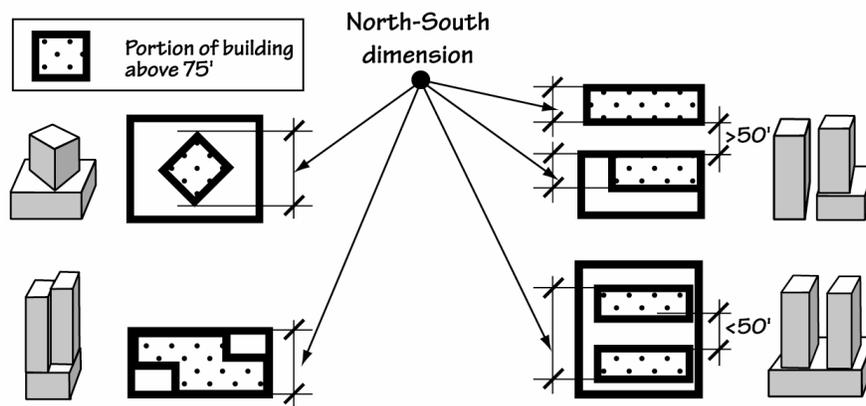
The following amendments are recommended:

**A. Special building height corridors and tower orientation.**

1. Purpose. Special building heights along designated east-west corridors and tower orientation standards provide visual access to the Greenway from ~~the western edge~~ points west of the district, provide visual access to the ~~ridge line of the Tualatin Hills~~ from points east of the district, provide ~~for additional light~~ access to sunlight along designated streets, and encourage an urban form that is visually permeable and varied.
2. Special building heights. The portion of a building that is within 50 feet of the centerline of a street or accessway designated as a special building height corridor on Map 510-15 may be no more than 50 feet in height.
3. Maximum north-south dimension. The north-south dimension is measured as specified in 3.e., below. See Figure 510-1. Adjustments to this paragraph are prohibited; however, modifications to the standards of this paragraph may be requested through design review. In reviewing such a request, the review body will consider the results of the South Waterfront Public Views and Visual Permeability Assessment for the proposal ~~must find that the requested modification is supportive of the South Waterfront Public Views & Visual Permeability Framework.~~ The north-south dimensions of buildings are limited as follows:
  - a. Less than 75 feet in height. For the portion of a building less than 75 feet in height, there is no limit on the north-south dimension, and no required space between buildings or portions of buildings;
  - b. 75 feet in height and above. The portion of a building that is at least 75 feet in height may have a north-south dimension up to 125 feet in width;
  - c. Where there is more than one building on a site there must be at least 50 feet between the portions of the buildings that are at least 75 feet in height. If there is less than 50 feet between these portions of the buildings, the north-south dimension is the total of the north-south dimension of each building and the north-south dimension of the space between them. The total may be up to 125 feet in width;
  - d. Where a building has more than one element that is at least 75 feet in height, the two elements are measured and regulated as two separate buildings;
  - e. Measurements for this paragraph. The measurements for the regulations of this paragraph are as follows. See Figure 510-1:
    - (1) The north-south dimension of a building is measured as follows:
      - From the northernmost point of the portion of a building that is at least 75 feet in height, a line is drawn running due east-west;

- From the southernmost point of the portion of a building that is at least 75 feet in height, a line is drawn running due east-west;
  - A line drawn at right angles between the two east-west lines is the north-south dimension;
- (2) The space between buildings on a site is measured using the east-west lines created under A.3.e.(1). A line drawn at right angles between the northern east-west line of one building and the southern east-west line of the other is the distance between the buildings.

**Figure 510-1  
Measuring North-South Dimension**





# Appendix C

Proposed Design Advice Request Application Form



# DRAFT DOCUMENT

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**INSERT:** *Bureau of Development Services Letterhead*

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## Design Advice Requests Supplemental Application Information – South Waterfront Subdistrict

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### **PURPOSE**

A Design Advice Request (DAR) is a voluntary process reference in Section 33.730.050.F of the Portland Zoning Code, which provides an opportunity for applicants to bringing matters before the Design Commission in advance of regulatory or legislative processes required by the code. This section states:

*An applicant may request advice from the Design Commission or Historical Landmarks Commission prior to submitting a land use request that would be heard by these commissions. These requests are known as "design advice requests". These requests do not substitute for a required pre-application conference with the BDS staff and other City urban service or technical representatives. A fee is charged for design advice requests as stated in the Fee Schedule.*

Applicants may seek a DAR for the following reasons:

- Desire early feedback on atypical building types or configurations unable to draw on other prior project approvals to assess approval potential.
- Project may, for various reasons, include elements that do not appear to conform to design guidelines, and which may require a waiver of one or more design guidelines.
- Project may require modifications to one or more development standards contained in the Zoning Code.
- Applicant proposed a unique urban design scheme for which interest or support is sought prior to approaching other agencies.

### **RECOMMENDED REVIEW MATERIALS**

The Design Commission encourages that DAR applications for projects in the South Waterfront subdistrict be accompanied with sufficient material to adequately describe the proposed development site, as well as how the proposed building fits into the existing urban design context of district (based on projects constructed, approved, or anticipated to occur in the subdistrict). It is important that applicants provide information regarding greater relationship of the proposed project to the district as a whole to ensure that the Design Commission can provide as meaningful input as possible during the DAR. To this end the Commission recommends that the following information be submitted:

- Building Elevations.** Materials illustrating all building elevations.
- Site Plan.** Materials illustrating proposed site, anticipated ground floor program, and open space areas ground floor and roof-top) associate with proposal.

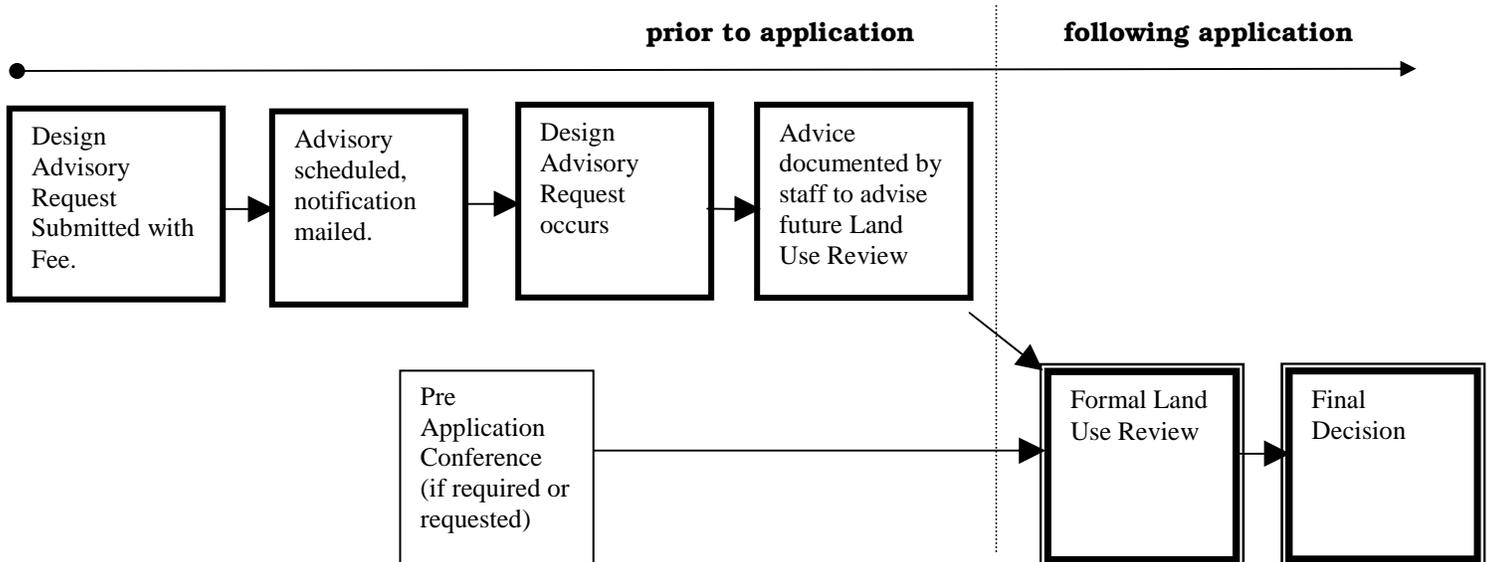
- ❑ **Urban Design Context.** A site plan illustrating the proposal within the context of other building (foot prints and programming), parks, and other significant development approved or constructed for three blocks surrounding site.
- ❑ **Views & Visual Assessment.** Use of the South Waterfront Public Views and Visual Permeability Assessment to illustrate design alternatives considered to protect views corridors and visual permeability through the district.
- ❑ **Other...**

**PROCESS & TIMING**

A DAR may be scheduled for a project prior to or after a Pre-Application Conference, but may not be made for a specific project or site with an active land Use Review application. At the request of the Commission, a DAR may be continued to a future date for further discussion. Otherwise, the DAR process will be considered closed with future DARs requiring a reapplication with a separate fee.

Scheduling of requests will occur as soon as reasonably achievable given the work load of the commission. There will need to be sufficient time to allow for advanced inclusion on Commission’s distributed agenda, as well as to mail a limited public notification. However, it is expected that requests will typically attempt to be heard approximately 30 days from the formal request and receipt of the required fee by the Bureau of Development Review.

As appropriate, requests may be reviewed preliminarily against potentially applicable approval criteria. In such cases, a staff report may be prepared prior to the hearing of the Request, with distribution to the Commission, the source of the request, and other interested parties. Such a report might include an evaluation of the substance of the request and/or procedural advice for use by the commission in reviewing the request.



## **PROCESS RESULTS**

DARs will receive informal, advisory responses only. Responses received from the commission or individual commissioners may inform city staff when processing future reviews, but will not be considered a formal directive from the Commission. The Commission may offer future procedural or design direction for the request, and may also offer a preliminary assessment against approval criteria that would apply were the item to be reviewed formally. Responses from the Commission will be documented by staff, and will be available for future reference.

## **ADDITIONAL INFORMATION**

For additional information on the DAR process for projects in South Waterfront subdistrict contact the Bureau of Development Services *Planning & Zoning* staff at the Development Services Center located at 1900 SW 4<sup>th</sup> Ave, Suite 1500, 503 823-7526.



# Appendix D

Resolution 36293



## Resolution No. 36293

Direct the Bureau of Planning and affected City Bureaus to facilitate the development of an expanded urban design context for the South Waterfront subdistrict that reflects the goals of the South Waterfront landowners and developers, the City, and the community (Resolution)

WHEREAS, Mayor Tom Potter has convened South Waterfront developers and landowners, community representatives, and City bureaus to continue to work together in the implementation of the South Waterfront Plan; and

WHEREAS, through the adoption of the Central City Plan, Central City Fundamental Design Guidelines, the South Waterfront Plan, Zoning Code for South Waterfront, and South Waterfront Design Guidelines and the Greenway Design Guidelines for South Waterfront, a basic urban design framework for the South Waterfront subdistrict was established through the new development standards and design guidelines; and

WHEREAS, the Central City Fundamental Design Guidelines work in concert with the design guidance provided by the South Waterfront Plan, Zoning Code regulations and design guidelines to inform building, greenway, and urban design decisions in the South Waterfront subdistrict; and

WHEREAS, during the legislative process associated with the South Waterfront Height Bonus Analysis Project urban design guidance for the subdistrict was further refined to address preservation and enhancement of public view corridors, visual permeability, the creation of a diverse and interesting skyline, maintenance of a pedestrian environment with access to sunlight, and other design issues intended to create a district rich in urban variety and that is visually interesting; and

WHEREAS, development projects are beginning to occur in the district allowing the tools developed to guide the urban design decisions in the subdistrict to be tested by developers, the community and City; and

WHEREAS, it is advisable and necessary to periodically evaluate the urban design tools and assumptions made by the City, developers, and community to implement the South Waterfront Plan and supporting documents;

NOW, THEREFORE, BE IT RESOLVED that the Portland City Council directs the Director of the Bureau of Planning to convene an open public process with South Waterfront landowners and developers, community representatives, and affected City bureaus to work together in the preparation of a refined and ongoing urban design process for the South Waterfront subdistrict; and

BE IT FURTHER RESOLVED that this process will engage and be conducted with the cooperation of affected City bureaus including the Bureau of Development Services, Portland Office of Transportation, Parks and Recreation, Bureau of Environmental Services, Office of Sustainable Development, and the Portland Development Commission; and

BE IT FURTHER RESOLVED that this process will engage community representatives including those from Southwest and Southeast Portland; and

BE IT FURTHER RESOLVED that this process will engage all landowners and their representatives including architects, urban designers, developers, and other professionals; and

BE IT FURTHER RESOLVED that this process will be conducted in close coordination with, and with the guidance of, the Portland Design Commission and Portland Planning Commission; and

BE IT FURTHER RESOLVED that this process will result in the development of additional tools, including a South Waterfront Urban Design and Development Framework, to inform the design review process in its consideration of various urban design issues at various scales for the South Waterfront subdistrict to be used to evaluate future development proposals in the district; and

BE IT FURTHER RESOLVED that the protection and enhancement of designated public scenic views, view points, and view corridors, including those identified in the Terwilliger Parkway Corridor Plan, will be considered during the development of this urban design process; and

BE IT FURTHER RESOLVED that the creation of public view corridors through the subdistrict, as viewed from the east and the west, will be considered during the development of this urban design process; and

BE IT FURTHER RESOLVED that Design Commission and Planning Commission proceedings regarding the creation of this urban design process will work to engage a broad cross section of community interests, will give equal consideration of all perspectives engaged in the process, and will strive to conduct proceedings at times and locations that encourages maximum involvement of all stakeholder groups, and

BE IT FURTHER RESOLVED that any additional tools emerging from this process are intended to build upon or improve current standards or guidelines and not repeal existing entitlements; and

BE IT FURTHER RESOLVED that the City Council directs the Bureau of Planning to take lead responsibility for coordinating this expanded urban design process and to report back to the City Council any conclusions, findings or recommendations resulting from this process for the Council's consideration within 12 months of the adoption of this resolution;

# Appendix E

Public Involvement Process



## INTRODUCTION

When City Council initiated the South Waterfront Urban Design & Development Update Project (see Resolution 36293, Appendix D) this action called for the Bureau of Planning (Planning) to “*convene an open public process with South Waterfront landowners and developers, community representatives, and affected City bureaus to work together in the preparation of a refined and ongoing urban design process for the South Waterfront subdistrict.*” To ensure that this direction was fulfilled, Planning pulled together a Project Advisory Group representing a diverse collection of stakeholders. Planning also conducted a public walking tour, public open house, and several public briefings with the Portland Design and Planning Commissions. These efforts are described below.

## PROJECT ADVISORY GROUP

A Project Advisory Group (PAG) was pulled together in the spring of 2005 to provide staff input on staff generated alternatives concerning issues addressed by the Urban Design & Development Update Project. The following is a complete list of those invited to be members of the PAG:

### **Neighborhood and Community Representatives**

Anton Vetterlein - Homestead Neighborhood Association  
Doug Weir - Friends of Terwilliger  
Ken Love - Corbett-Terwilliger-Lair Hill Neighborhood Association  
Leonard Gard - Southwest Neighborhoods Inc.  
Gary Berger - Southeast Uplift  
Emily McKinnon - Brooklyn Action Corps  
Rodger Gertenrich - Meriwether Resident  
Helen Sullivan - South Waterfront Resident

### **Development Representatives**

Nicole Peterson - Williams & Dame Development  
Mark Edlen - Gerding / Edlen Development  
Dennis Wilde – Gerding / Edlen Development  
Mark Williams - Oregon Health & Science University  
Marilyn Lanier - OHSU - West Campus  
Bob Durgen - ZRZ Realty/Zidell Marine  
Ellen Brown - Prometheus  
Rick Saito - Group McKenzie  
Mel Kroker - Mel Kroker Architect  
Phil Beyl - GBD Architects

### **City Representatives**

Arun Jain - Bureau of Planning  
Mark Raggett - Bureau of Planning  
Troy Doss - Bureau of Planning  
Jeff Joslin - Bureau of Development Services  
Kara Fioravanti - Bureau of Development Services  
Art Pearce - Portland Office of Transportation  
Stacy Bluhm - Portland Office of Transportation  
Kia Selley - Portland Development Commission  
Henry Kunowski - Parks & Recreation

Mike McCulloch - Design Commissioner  
Tim Smith - Planning Commissioner  
Veronica Valenzuela - Office of the Mayor

The PAG met five times between October 2005 and April 2006. All meetings were conducted in the evening and were open to the public. Due to the open nature of these meetings a number of other citizens regularly attended these events and all were encouraged to participate. In addition to the evening meetings Planning conducted a weekend walking tour of South Waterfront and the surrounding neighborhoods to give PAG members a better sense of the view issues from the perspective of neighbors living in those areas. This event was well attended and numerous people not on the PAG also attended this event. The following is a list of the PAG meetings and events conducted as part of this project:

- PAG Meeting 1: Thursday, October 20, 2005
- PAG Walking Tour: Saturday, November 19, 2005
- PAG Meeting 2: Thursday, November 21, 2005
- PAG Meeting 3: Tuesday, January 17, 2006
- PAG Meeting 4: Wednesday, February 15, 2006
- PAG Meeting 5: Monday April 17, 2006

## DESIGN CHARRETTE

A three day design charrette was held in December 2005. The charrette asked participants to examine the current urban design assumptions and direction for South Waterfront as they relate to open space & parks, the transportation system, Gibbs Street corridor, the public realm, and the districts role as part of a “complete community.”

This charrette was attended by a smaller group than the full PAG; however, major stakeholder groups involved with the PAG were represented during the charrette work sessions. Briefing sessions were held at the beginning and end of the main charrette work sessions and were open to the public to ensure all interested parties could gather information about what was discussed during the work sessions. The findings of this charrette will be addressed in Phase II of the UDDU Project.

## PUBLIC MEETINGS, BRIEFINGS & HEARINGS

In addition to the public meetings noted above, the following meetings and events were open to the public:

### OPEN HOUSE

On Wednesday, February 8, 2006, the Bureau of Planning held an open house for the public to get an update on the proposed Public Views & Visual Permeability Assessment as well as the draft Urban Design and Development Framework Plan (which is Phase II of the UDDU Project). Approximately 25 people attended this event to hear more about the entire UDDU Project. A staff presentation followed by a question and answer session was included. Comment sheets were available for attendees, but none were filled out. However, staff had an opportunity to talk to most if not all participants directly and generally received positive input regarding the project.

## **DESIGN COMMISSION**

An initial briefing with the Portland Design Commission was provided on Thursday, October 6, 2005. This briefing was used to gather final comments on the scope of the UDDU Project before the initial public meeting with the PAG.

A formal public hearing on the Assessment was scheduled with the Design Commission for Thursday, March 2, 2006. A follow-up hearing held on Thursday, March 16, 2006, the Design Commission voted unanimously to forward a recommendation that the Planning Commission accept the proposed Public Views & Visual Permeability Assessment, with minor changes to proposed Zoning Code amendments.

## **PLANNING COMMISSION**

An initial briefing with the Portland Planning Commission was provided on Tuesday, October 11, 2005. This briefing was used to gather final comments on the scope of the UDDU Project before the initial public meeting with the PAG. A second briefing was scheduled with the Planning Commission for Tuesday, February 28, 2006. This briefing was used to brief the Design Commission on the draft findings of the design charrette and to provide information on the status of the proposed Public Views & Visual Permeability Assessment in advance of the first official hearing on this topic. All of these briefings were conducted at publicly noticed meetings.

On Tuesday, March 28, 2006, the Planning Commission voted unanimously to forward a recommendation that City Council accept the proposed Public Views & Visual Permeability Assessment as presented.

## **CITY COUNCIL**

Phase I of the UDDU Project (Public Views & Visual Permeability Assessment) was reviewed by the Portland City Council on Wednesday, May 10, 2006. During this hearing staff made a brief presentation followed by public testimony, all of it in favor of the proposal. Based on their review of the proposed Assessment and public testimony, Council unanimously accepted the proposed through the adoption of Resolution No. 36410 (see Appendix F).

# Appendix F

Resolution 36410



## **Resolution No. 36410**

Accept recommendation of the Portland Planning Commission and Portland Design Commission to accept South Waterfront Public Views & Visual Permeability Assessment report and recommendations (Resolution)

WHEREAS, during the legislative process for the 2005 South Waterfront Height Bonus Analysis Project, City Council determined that regulations and design guidelines in adopted reports provide protections for public view corridors and visual permeability through the South Waterfront Subdistrict; and

WHEREAS, City Council heard public concerns that the proposed process to allow modifications to minimum separation requirements for buildings taller than 250 feet in height could negatively impact public views and visual permeability; and

WHEREAS, City Council determined that views from designated public view points could be obstructed if proposals for development in the South Waterfront Subdistrict are not adequately reviewed and considered by the Portland Design Commission; and

WHEREAS, City Council determined the need to create effective design guidelines and development standards to ensure preservation and enhancement of public view corridors, visual permeability, the creation of a diverse and interesting skyline, maintenance of a pedestrian environment with access to sunlight, and other design issues intended to create a visually interesting district that is rich in urban variety; and

WHEREAS, Mayor Tom Potter and the Portland City Council through Resolution No. 36293 directed the Bureau of Planning to convene South Waterfront developers and landowners, community representatives, and City bureaus to work together in the preparation of a refined and ongoing urban design process for the South Waterfront Subdistrict; and

WHEREAS, the ongoing urban design process initiated by Council was intended to result in the development of additional tools, including a South Waterfront Urban Design and Development Framework and a more objective tool to consider and analyze public views and visual permeability when specific modifications requests are processed through design review process; and

WHEREAS, the Bureau of Planning conducted a year-long public process to analyze public views and visual permeability issues related to South Waterfront that engaged community and neighborhood representatives, land owners and developers, district residents, City bureaus, representatives of the Portland Design and Planning Commissions, and other interested stakeholders; and

WHEREAS, through this comprehensive public process the Bureau of Planning created a three-dimensional digital computer model by which to assess impacts to public views and visual permeability that was reviewed, refined and accepted by a citizen's Project Advisory Group as well as the Portland Design and Planning Commissions; and

WHEREAS, the Portland Design and Planning Commissions jointly seek City Council acceptance of this new digital modeling process to be incorporated as a tool for use in the design review process;

NOW, THEREFORE, BE IT RESOLVED that the Portland City Council accepts the recommendations contained in the South Waterfront Urban Design & Development Update Project: Public Views & Visual Permeability Assessment Report; and

BE IT FURTHER RESOLVED that the Portland City Council directs the Bureau of Planning to include the recommended amendments to the Zoning Code included in Appendix B of the South Waterfront: Public Views and Visual Permeability Assessment in the next Regulatory Improvement Code Amendments Package.

Adopted by the Council: May 10, 2006  Prepared by: Troy Doss April 26, 2006	<b>GARY BLACKMER</b> Auditor of the City of Portland By /S/ Susan Parsons  Deputy
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BACKING SHEET INFORMATION

AGENDA NO. 615-2006

ORDINANCE/RESOLUTION/COUNCIL DOCUMENT NO. 36410

COMMISSIONERS VOTED AS FOLLOWS :		
	YEAS	NAYS
ADAMS	X	
LEONARD	X	
SALTZMAN	X	
STEN	X	
POTTER	X	