

MARQUAM HILL PLAN



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BUREAU OF PLANNING
CITY OF PORTLAND, OREGON
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ORGANIZATION OF THE MARQUAM HILL PLAN DOCUMENTS

Organization of the Marquam Hill Plan Documents

The *Marquam Hill Plan* is presented in three documents. This document, *Marquam Hill Plan*, contains the main components of the plan. These include the vision, policies, objectives and action items as well as amendments to the *Comprehensive Plan*, the *Comprehensive Plan Map and Zoning Map*, and *Title 32* and *Title 33* of the Portland City Code. The document *Marquam Hill Design Guidelines* contains the design guidelines that will apply in the Marquam Hill Design District. The document *Background Material* contains background information about the plan area as well as key reports referenced throughout the planning process. These reports were released over time and are included in that document for the reader's ease of reference. The chapters included in each document are outlined below.

Marquam Hill Plan:

Organization of the Marquam Hill Plan Documents provides an overview of the *Marquam Hill Plan* documents.

Project Process and Overview includes sections that cover:

- ◆ A summary of the project.
- ◆ A summary of the study area's existing conditions, which are described in detail in *Background Material*.
- ◆ Information about other relevant planning activities, the applicable public policy framework, and the project's planning process.
- ◆ An overview of the project's process, key analyses, and conclusions.

The next six chapters are:

- ◆ **Comprehensive Plan amendments**
- ◆ **A Vision for Marquam Hill**
- ◆ **Policies, Objectives and Actions**
- ◆ **Comprehensive Plan Map and Zoning Map Amendments**
- ◆ **Special Features of the Plan**
- ◆ **City Code Amendments**

Appendix A is the adopting ordinance for the *Marquam Hill Plan*.

Appendix B is the readopting ordinance for the Marquam Hill Plan

Marquam Hill Design Guidelines:

Introduction describes where and how the design guidelines are applied as well as the structure of the guidelines.

Marquam Hill Design Guidelines includes the design guidelines.



Organization of the Marquam Hill Plan Documents

Background Material:

Existing Conditions includes a range of background information on Marquam Hill and its surroundings.

Marquam Hill Institutions provides key facts and details relating to Oregon Health & Science University (OHSU), Veterans Affairs Medical Center and Shriners Hospital for Children.

Newsletter and Open House Survey Results contains responses to the project newsletter and surveys conducted at the open houses.

Pedestrian Study Results contains a summary of responses to the pedestrian intercept surveys and the trip logs conducted as part of the planning process.

Marquam Hill Plan Pedestrian Connections Vision Plan is a report produced by the Bureau of Planning that describes the suggestions for pedestrian access improvements developed by the Pedestrian Connections Working Group and is summarized in the Special Features of the Plan chapter.

Marquam Hill Plan Alternative Location Analysis is a report produced by the Bureau of Planning that evaluates the suitability of alternative Central City locations for OHSU's expansion.

Building Bioscience in Portland is a report produced by the Battelle Memorial Institute that provides an assessment of Portland's potential to establish a bioscience industry and the synergy that occurs between OHSU's primary activities – education, patient care and research.

Transportation Analyses includes the reports on transportation related issues that were developed for or relied upon in the development of the *Marquam Hill Plan*.

Transportation Peer Review Panel Report was produced by a panel of experts assembled through a contract with Kittelson & Associates. The report examines the accuracy and efficacy of the transportation data, analyses, conclusions, and recommendations provided by OHSU in the following reports:

- ◆ *OHSU Master Plan Transportation and Parking*
- ◆ *OHSU Inter-Campus Transportation Connector*
- ◆ *Public Transportation Alternatives Feasibility Study*
- ◆ *OHSU Aerial Tramway Preliminary Engineering Study*

The *Marquam Hill Plan* and *Marquam Hill Design Guidelines* are adopted, in whole or in part, by City Council ordinance. *Background Material* contains key portions of the record associated with development of the project.

PROJECT PROCESS AND OVERVIEW

Project Summary

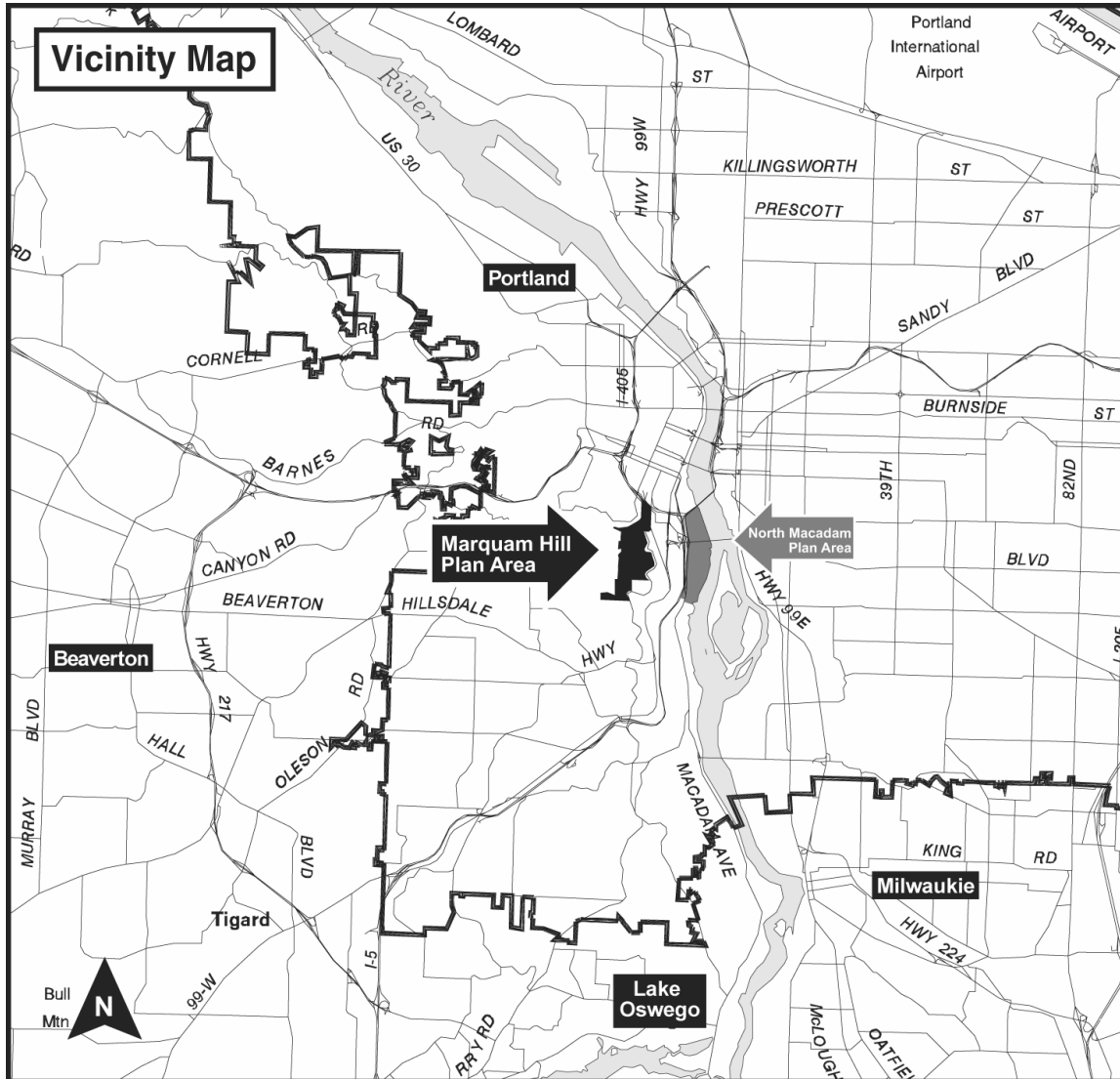
The *Marquam Hill Plan* and *Marquam Hill Design Guidelines* are the outcome of a legislative planning effort to guide the future of Marquam Hill. The City Council adopted the *City Council Revised Marquam Hill Plan* and *City Council Revised Marquam Hill Design Guidelines* following a series of public hearings on the *Planning Commission Recommended Marquam Hill Plan* and *Design Commission Recommended Marquam Hill Design Guidelines*. The Planning Commission and Design Commission recommendations were developed following deliberation and public testimony on the Bureau of Planning's *Proposed Marquam Hill Plan* and *Proposed Marquam Hill Design Guidelines*.

Marquam Hill is located directly south of Portland's Central City and about half a mile west of the Willamette River. The Homestead neighborhood area encompasses Marquam Hill, and the Corbett-Terwilliger-Lair Hill (CTLH) neighborhood is located to the east. The neighborhoods are known for their diverse array of housing types and high quality of life. Marquam Hill is also notable as the site of three medical institutions: Oregon Health & Science University (OHSU), the Veterans Affairs Medical Center (VAMC), and Shriners Hospital for Children. The institutions currently occupy about 4.25 million square feet of building space devoted primarily to patient care, research, teaching and administrative functions.

Planning for the Marquam Hill area was initiated in late 2000 largely based on OHSU's desire to pursue opportunities for growth in Portland, specifically on Marquam Hill and in the North Macadam District of the Central City. OHSU aims to become a top 20 nationally ranked academic medical research institution and recognizes that this success is dependant on the continued synergy of frequent interaction between its core functions of patient care, teaching and research. OHSU's planning effort concluded that Marquam Hill couldn't entirely accommodate the growth necessary to achieve its goals. North Macadam was selected by OHSU as its preferred location for expansion, in part, because of its close proximity to Marquam Hill. The institution envisions North Macadam and Marquam Hill functioning as an integrated Central Campus connected by an aerial tramway to maintain the existing synergy between functions.

The City desired to examine the potential economic development and job benefits of institutional expansion, particularly those associated with the bioscience field. The assessment and mitigation of potential impacts on the residential neighborhoods, large tracts of undeveloped land and parks and open space surrounding Marquam Hill were also a central part of the project scope. The Marquam Hill planning effort explored opportunities for attracting the bioscience industry and related jobs to Portland and the need for a suspended cable transportation system connecting Marquam Hill and North Macadam. Close coordination of the Marquam Hill planning activities and the North Macadam planning project, which stems from City Council's acceptance of the *North*

Macadam District Framework Plan in August 1999, has been an ongoing factor in both efforts.



Briefings for the Planning Commission on the Marquam Hill planning effort began in April 2001 and continued through March 2002. During these briefings the Planning Commission identified three issue areas:

- ◆ Portland’s ability to develop a bioscience industry and the influence of OHSU’s activities and expansion on that potential;
- ◆ Feasible locations within Portland’s Central City for OHSU’s expansion; and
- ◆ Transportation, including traffic impacts on Marquam Hill, options to link Marquam Hill with the Central City and the reliability of the transportation data, analyses, conclusions, and proposals provided by OHSU.

The Bureau of Planning examined these issues and the resulting reports were submitted to the Planning Commission. These reports can be found in *Background Material* and are titled:

- ◆ *Building Bioscience in Portland – An Assessment of Oregon Health & Science University’s Research Prospects and Portland’s Economic Potential*
- ◆ *Marquam Hill Plan Alternative Location Analysis – Land Availability Assessment*
- ◆ *Transportation Peer Review Panel Report*

The Bureau of Planning’s *Proposed Marquam Hill Plan*, which was published March 22, 2002, was shaped through several sources of public input. A Community and Technical Advisory Group (C/TAG) made up of a broad range of community interests met almost 20 times over a 14-month period in 2001-2002. In addition to the C/TAG’s input, the proposed plan was informed by surveys distributed at two open houses and newsletter responses, all of which allowed project staff to gather neighborhood ideas and concerns about institutional expansion and the impacts of future growth. The public involvement activities also allowed the community to gain an understanding of OHSU’s mission, expansion needs and the economic development opportunities associated with that expansion.

Planning efforts for Marquam Hill occurred in the context of state, regional and local planning regulations. Specifically City policies and plans that apply in the Marquam Hill area include:

- ◆ *Portland Comprehensive Plan*
- ◆ *Marquam Hill Policy Plan (1977);*
- ◆ *Southwest Community Plan*
- ◆ *Terwilliger Parkway Corridor Plan*
- ◆ *Scenic Views, Sites and Corridors: Scenic Resources Protection Plan*
- ◆ *Southwest Hills Resource Protection Plan*

In developing their recommendation, the Planning Commission considered the *Proposed Marquam Hill Plan*, information from prior planning documents and analyses, as well as the copious public comments received during two hearings on April 2 and April 9, 2002. The Planning Commission also received written testimony until April 22, 2002. During their deliberations, the Planning Commission requested additional materials from project staff such as a survey of pedestrian travel behavior at Marquam Hill institutions, an analysis of Portland’s transportation policy, an analysis of the 1977 *Marquam Hill Policy Plan* and other items.

Finding opportunities to avoid, limit and mitigate adverse impacts on the surrounding areas while providing a framework for institutional expansion on Marquam Hill characterizes the Planning Commission’s overall focus in their deliberations and decision making. The Planning Commission considered the importance of OHSU to Portland, the



region and the State and discussed the institution's core functions of healing, teaching and research, acknowledging that each function provides benefits to the City. The Commission recommended that OHSU be allowed to grow in its present location on Marquam Hill but also stressed that this growth should be limited and that the adverse affects on the nearby residential neighborhoods, natural and open areas, and Terwilliger Parkway be controlled and monitored. The Commission also recommended that OHSU expansion in North Macadam is appropriate and included a plan objective to encourage institutional expansion off of Marquam Hill to the greatest extent possible.

The Planning Commission's deliberation included discussion of the Bureau of Planning's proposal to include policies and regulations to allow development of a suspended cable transportation system linking Marquam Hill and North Macadam. The Commission also discussed a process proposed by the Portland Office of Transportation (PDOT) for further consideration of technology and alignment options of a suspended cable transportation system. The Commission concluded that further work was needed on the practical and policy implications of such a system before policy or regulatory support for the idea be included in the *Marquam Hill Plan*. Commission members felt that the next steps to examine the technology and alignment choices should look at a number of different options specifically including "no-build" and shuttle bus alternatives in addition to aerial tramway and gondola systems. The Commission believed that a review of mitigation efforts must be part of the evaluation so that the option selected provides the greatest benefit, the fewest negative impacts, and the best options for mitigation.

The Planning Commission's recommendations concerning the process for consideration of a suspended cable transportation system were provided to the City Council at a hearing on May 23, 2002. After the hearing, the City Council adopted a resolution directing PDOT to undertake the proposed process. The adopted process reflected the Planning Commission's notion of a separate policy and regulatory development phase and called for this phase to occur once conclusions regarding technology and alignment options were reached. In June 2002, PDOT sponsored two open house events to generate and evaluate options for connecting Marquam Hill to the North Macadam District. A report – *Marquam Hill to North Macadam Connector Study* – was published by PDOT on June 20, 2002 and considered by City Council at a hearing on July 10, 2002. For more information on this process, please contact the Office of Transportation at 503-823-5185.

The preparation of the *Design Commission Recommended Marquam Hill Design Guidelines* occurred in a similar timeframe as the development of the *Planning Commission Recommended Marquam Hill Plan*. The Design Commission received the *Proposed Marquam Hill Design Guidelines* on April 26, 2002 and held a public hearing on May 16, 2002. Work sessions were held on May 23 and June 6, 2002.

The City Council held public hearings on the *Planning Commission Recommended Marquam Hill Plan* and the *Design Commission Recommended Marquam Hill Design Guidelines* in June and July 2002. The first hearing was held on June 26, 2002 and

allowed Council to receive public testimony on the two documents. The City Council also received an update from PDOT concerning the *Marquam Hill to North Macadam Connector Study's* recommendation on a suspended cable transportation system connection between the two areas. The City Council discussed the public testimony from the June 26th hearing the following day, June 27, 2002, and reviewed the requested amendments to the Planning Commission and Design Commission recommended documents. The Council selected specific revision requests for further consideration and directed staff to develop amendment language for those items. The Council heard public testimony on their requested amendments at a hearing on July 3, 2002.

The City Council's deliberations focused on several key components of the plan. The City Council directed that the Bureau of Planning's proposal to amend the *Comprehensive Plan Goal 5 – Economic Development* be reinstated with some modification. The City Council adopted the amendment which calls for the establishment of a Science and Technology Quarter as the core of the region's biomedical, bioscience and bioengineering industries by capitalizing on the strengths of Portland's academic and medical institutions and the region's technology sector.

The City Council also directed that the policy framework and regulations to allow a suspended cable transportation system between Marquam Hill and North Macadam be reinstated in the *Marquam Hill Plan*. Specifically their amendments included:

- ◆ the plan vision, objectives and action items related to a potential suspended cable transportation system;
- ◆ expansion of the plan district and plan area boundaries to include a portion of Terwilliger Parkway;
- ◆ *Zoning Code* amendments to allow suspended cable transportation systems in the Open Space (OS) zone within the plan district; and
- ◆ an interpretation that suspended cable transportation systems fall within the Basic Utilities use category of the *Zoning Code*.

Throughout the Marquam Hill planning process a great deal of attention was given to crafting regulatory language and policies, objectives and action items that minimize the impacts of institutional development and provide appropriate land use reviews. During their deliberations, the City Council refined a number of the plan's objectives and action items relating to transportation and open space and natural resources. The City Council also refined regulations included as part of the Marquam Hill Plan District, Marquam Hill Parking Review, and Marquam Hill Design Review.

The package of items that City Council adopted on July 10, 2002 included:

- *City Council Revised Marquam Hill Plan*
- *City Council Revised Marquam Hill Design Guidelines*
- Adopting ordinance for the above documents



Project Process and Overview

- A resolution adopting the action charts in the *City Council Revised Marquam Hill Plan*
- A resolution reaffirming the Terwilliger Parkway Corridor Plan and its implementing measures, including the Terwilliger Parkway Design Guidelines

In addition, the Bureau of Planning proposed that the City enter into a Memorandum of Understanding (MOU) with Oregon Health & Science University regarding specific actions for the implementation of the *Marquam Hill Plan*. This document was not considered by City Council during their review of the *Marquam Hill Plan* but the Bureau sought advice and direction from the Council on the general content of the agreement. A revised list of ideas for inclusion in the MOU was provided to the City Council on July 10, 2002.

The *City Council Revised Marquam Hill Plan* is reprinted here as that *Marquam Hill Plan*. The *City Council Revised Marquam Hill Design Guidelines* are reprinted in a separate document called *Marquam Hill Design Guidelines*.

The *Marquam Hill Plan* includes changes to Portland's *Comprehensive Plan, Title 32: Signs and Related Regulations, Title 33: Planning and Zoning Code*, and the *Comprehensive Plan Map and Zoning Map*. Specifically, the *Marquam Hill Plan*:

- ◆ Includes a vision, policies, objectives, and action items that apply within the plan area boundary.
- ◆ Repeals the 1977 *Marquam Hill Policy Plan*.
- ◆ Amends the *Comprehensive Plan and Zoning Maps* to rezone the institutionally developed area within the plan district boundary to Central Employment (EX) and apply the Design ("d") Overlay Zone.
- ◆ Amends the *Comprehensive Plan Map and Zoning Map* to zone the area directly south of the plan district to Open Space (OS).
- ◆ Amends the *Portland Zoning Code* to create the Marquam Hill Plan District.
- ◆ Creates the Marquam Hill Design District and applies design review to areas within the design district.
- ◆ Amends the *Portland Sign Code* to include special sign regulations in the Marquam Hill Plan District.

The *Marquam Hill Design Guidelines*:

- ◆ Implement nine design guidelines that are mandatory approval criteria within the Marquam Hill Design District.
- ◆ Provide background information and examples of how the design guidelines can be met.

Existing Conditions Summary

The unique character of Marquam Hill and its surroundings is emphasized through the past and present conditions identified in the area. This section summarizes the history and existing conditions on Marquam Hill. *Background Material* contains a more detailed description.

The Marquam Hill area has a colorful and lengthy history of land donations and development. Around the late nineteenth century people began to build homes on the hill and in the 1910s land was donated to create what is now Terwilliger Parkway. The first institutional buildings were constructed on Marquam Hill in the late 1910s as well.

The Homestead neighborhood, which encompasses Marquam Hill, is made up of a mix of single-family homes, relatively small-scale apartments, and relatively large-scale institutional buildings. The Village area, directly west of the institutional development, has the greatest mix of homes and apartments. Many students from the schools at Oregon Health & Science University (OHSU) live in this area. The area known as the Cove is located just south of the institutions and right off of Terwilliger Parkway giving it a serene and peaceful feeling. The Terraces portion of the neighborhood is located on the hillside between Terwilliger Boulevard and Barbur Boulevard. Homes here are known for expansive views of the Willamette River, Mt. Hood, and Portland's surroundings. The institutionally developed areas of OHSU, the Veterans Affairs Medical Center (VAMC) and Shriners Hospital for Children are busy and active. Development in this area is similar in scale and intensity to downtown Portland.

The Corbett-Terwilliger-Lair Hill (CTLH) neighborhood is located east of Marquam Hill on a long, narrow strip of land between Barbur Boulevard and the Willamette River. The neighborhood contains many historic Victorian homes. Fully-grown trees line the streets, reflecting the age of the neighborhood and adding to its charm and character. Several major roadways bisect the neighborhood from north to south and isolate the main residential areas from the hills to the west and the river to the east.

The demographics of people who live in both neighborhoods are fairly similar to that of other central Portland neighborhoods with a few notable differences. Relatively more young people (18 to 34 years old) without children live in Homestead and CTLH, perhaps due to the close proximity to downtown and the schools at OHSU. The Homestead neighborhood also has more people over the age of 64, which could also be explained by its close proximity to OHSU and VAMC. Incomes are higher in Homestead and CTLH than in Portland as a whole and more Homestead residents work for the State government than in the city as a whole. Walking to work is a common activity in Homestead – over 25 percent of the neighborhood's residents walk to work, another indicator that a lot of the people who live in Homestead work at OHSU, the VAMC or Shriners.



Project Process and Overview

Institutional development on Marquam Hill contributes enormously to the city, region, and state economies. In 1990, OHSU received \$48 million in research grant awards. This amount rose to \$167 million in 2001. OHSU employs over 11,000 people, 8,800 of whom work on Marquam Hill. Over 2,500 students were enrolled at the university's three schools – the School of Medicine, School of Nursing, and School of Dentistry – in the 2000-1 academic year. In 2000, OHSU employee and visitor spending created \$229 million in revenues for Portland businesses annually.

Road access to the Marquam Hill area is limited. A series of Neighborhood Collector Streets serve the hill including SW Sam Jackson Park Road, SW Marquam Hill Road/Fairmont Boulevard, SW Gaines Street, Terwilliger Boulevard and US Veterans Hospital Road. Local streets such as Condor Drive, Hamilton Terrace and Hamilton Street are sometimes used as “cut through” routes to access Marquam Hill. Transit riders have a number of choices to get to Marquam Hill. The Tri-Met Number 8 bus serves Marquam Hill from downtown in addition to a number of express buses from the north, south and east. Institutions on Marquam Hill, in cooperation with Tri-Met, C-Tran and other groups, have developed a successful strategy to address the diverse transportation needs of employees and visitors to Marquam Hill. The success of the program is demonstrated through OHSU's impressive improvements to its single occupancy vehicle mode split. In 1985, 77 percent of OHSU's students and employees drove alone to Marquam Hill, dropping to 50 percent in 1999.

Marquam Hill presents many opportunities to enjoy nature in its parks and open spaces. Terwilliger Parkway stands out as the premier park in the Homestead neighborhood and a significant regional resource. It includes over 100 acres of hiking trails, natural areas, picnic areas and a playground. The parkway provides outstanding views of Portland, Mt. Hood, Mt. St. Helens, the Willamette River and the adjacent wooded hills. Nationally renowned landscape architect John Olmsted conceived the idea for the parkway in 1903 as part of his comprehensive plan for Portland's public parks. Duniway Park and Marquam Nature Park also provide opportunities for people to enjoy the outdoors in the Homestead neighborhood. Several significant and large parcels of undeveloped open space are located on Marquam Hill and west of Terwilliger Parkway. These areas offer the opportunity to permanently preserve and enhance open space in Portland.

Environmental and natural resources are abundant in the undeveloped areas surrounding Marquam Hill's institutions and residential development. The densely forested lands are dominated by Douglas firs. English ivy also carpets the forest floor and engulfs existing trees, causing a serious threat to the area's tree canopy. The vegetation in these undeveloped areas supports a number of small mammals, birds, amphibians, reptiles, and terrestrial insects. Some larger mammals, such as black-tailed deer, may call the undeveloped area home as well. Opportunities to daylight streams exist and could further support plant and animal population. Most buildable lands on Marquam Hill have already been developed; those that remain undeveloped are relatively geologically unstable.

The Marquam Hill Area drains principally into three drainage basins: Woods, Sheridan (Marquam Gulch) and Carolina (Sentinel Gulch). The public drainage system serving the campus includes both combined (both storm and sewer flows carried in the same system) and separated systems. Several campus facilities are constructed with separate drainage and sewer systems; however, these ultimately discharge into a combined system. The 1995 OHSU Drainage Basin Study identified the majority of system deficiencies in Woods Gulch and noted efforts to obtain drainage system information from the VAMC were unsuccessful. In 1991, a comprehensive program was initiated to control Portland's Combined Sewer Overflows (CSO) from entering the Columbia Slough and Willamette River. Deep tunnels will be constructed to collect, transport and store CSO flow on both the east and west sides of the river. Flow will be transported to the Swan Island Pump Station and pumped to the Columbia Wastewater Treatment Plant, where the flow will be treated and discharged into the Columbia River. Construction to control CSOs from the Marquam Hill area is underway with the Carolina Stream Diversion and the Southwest Parallel Interceptor Projects. Westside construction will continue through 2006. Preliminary engineering has begun for the eastside with construction projected through 2011, when the program is required to be complete.

While BES is designing and constructing facilities to control CSOs, keeping stormwater out of the combined system remains a management priority. Draining impervious areas to vegetated areas, diverting underground streams directly to the river, and building separate lines for stormwater, are all strategies the City is using to reduce the amount of stormwater entering the CSO system.

Neighborhood residents, visitors, students, and institutional workers recognize Marquam Hill's remarkable qualities. Residents enjoy views of the surrounding areas and the proximity of Terwilliger Parkway while visitors appreciate the area's abundant open space and the superior care received at the hospitals. Students at the institutions learn by participating in research and patient care activities while workers enjoy busy and active workdays at the well-respected institutions. The diverse range of activities that occur on Marquam Hill make it a truly unique place.



Other Relevant Planning Activities

The Marquam Hill planning process occurred within the context of several other recent or ongoing planning efforts that are described in the following section.

Southwest Community Plan

The Marquam Hill plan area lies within the boundaries of the *Southwest Community Plan* (SWCP). City Council adopted the vision, policies and objectives for this plan in July 2000 and then adopted the Comprehensive Plan/Zoning Map in November 2001. New zoning for the SWCP area went into effect in December 2001. Many neighborhoods, including Homestead and CTLH, developed neighborhood plans through this project; however, these plans were not adopted by City Council or incorporated into the City's *Comprehensive Plan*.

Marquam Hill planning efforts removed the institutionally owned lands from the scope of the SWCP Comprehensive Plan and Zoning Maps update. The zoning for the remainder of the Homestead neighborhood and the entire CTLH neighborhood was updated through the SWCP to update the Comprehensive Plan and Zoning Maps.

North Macadam District Plan

Planning efforts for the North Macadam District occurred concurrently with Marquam Hill planning efforts and the two projects were closely coordinated. The North Macadam project is expected to be complete in fall 2002.

Planning for the Marquam Hill area was initiated in late 2000 largely based on OHSU's desire to pursue opportunities for growth in Portland, specifically in the North Macadam District, which was selected by OHSU as its preferred location for expansion, in part, because of its close proximity to Marquam Hill. The institution envisioned North Macadam and Marquam Hill functioning as an integrated Central Campus connected by an aerial tramway to maintain the existing synergy between functions.

City Council accepted the *North Macadam District Framework Plan* in August 1999. The framework plan calls for creating a distinctive urban neighborhood with a diversity of jobs and housing types; addressing access, transportation and parking challenges; and visually and physically reattaching the district to the adjacent neighborhood. The framework plan also aims to create an extraordinary open space network that capitalizes on the unique opportunities of the Willamette River and assists the implementation of phased development through strong public involvement and private investment.

Additional considerations of the North Macadam project include City Council and the Planning Commission's interest in providing a multi-functional greenway, the City's

commitment to recovery of threatened species under the Endangered Species Act and the potential for institutional, research and bioscience uses to locate in the district. The North Macadam project also aims to address the South Portland Alliance on Transportation's analysis of the regional transportation system and the potential to extend the Portland streetcar to Lake Oswego.

The Portland Design Commission developed design principles to guide staff in planning for the North Macadam District. These principles include creating a master plan for the Willamette River Greenway in North Macadam and connecting the greenway to the built environment using "green fingers" or "green streets." The Design Commission also recommended screening surface and structured parking be developed in the district; encouraged small, discontinuous, European-style streets between the greenway and development; and encouraged point towers (tall, thin buildings, usually for residential use).

City bureaus and the Portland Development Commission have focused on developing a greenway in the North Macadam District, determining that the greenway will function as both a natural resource and recreation destination. One of the primary functions of the greenway and riverbank is to improve conditions for the salmonid species listed under the Endangered Species Act. The greenway also needs to serve a variety of recreational functions, such as providing a location for the Willamette Greenway Trail, and providing the venue, including viewpoints and occasional grassy areas for North Macadam residents, employees and other trail users to safely engage in active and passive recreational activities.

Parks are also a key component envisioned for the future development of North Macadam. Parks proposed for North Macadam include an urban plaza north of the Ross Island Bridge, a 4.5 acre Ross Island Bridge Park, three small parks that distribute public space throughout the district, a Riverside Park proposed to the south of the district and the greenway.

The Planning Commission concluded public testimony on the North Macadam District Plan in May 2002 and work sessions are scheduled to conclude in July 2002. The Design Commission received a project briefing in June 2002 and has scheduled a public hearing in mid-July and a work session in August 2002. The City Council is expected to hold a public hearing on the North Macadam District Plan in September 2002.

Healthy Portland Streams

The Healthy Portland Streams project is one piece of the comprehensive River Renaissance project. Through the Healthy Portland Streams project, work is being done to protect and restore important urban waterways, such as Johnson Creek, Tryon Creek, Fanno Creek, Balch Creek and the Columbia Slough. As part of the project, the Bureau of Planning is also evaluating and recommending solutions to help protect and restore



Project Process and Overview

Portland's streams and their surroundings. These efforts address the need to ensure clean water, prevent erosion, manage floods and preserve natural spaces, for wildlife, fish and people to enjoy.

This planning effort aims to develop solutions that are:

- ◆ up-to-date and based on the latest science;
- ◆ flexible – allowing a variety of possible solutions;
- ◆ fair to all involved;
- ◆ understandable, feasible and enforceable; and
- ◆ effective in protecting and restoring Portland's streams.

The project will result in an update to the environmental overlay zones of the Portland *Zoning Code* to ensure that zoning reflects current conditions and needs.

The Marquam Hill plan area is primarily located within the areas identified by Healthy Portland Streams as Resource Site #113, Marquam Hill Ravines and Resource Site #114, Terwilliger Parkway (Central). The project inventoried significant riparian and wetland resources in the area and detailed the site's landscape setting.

The Healthy Portland Streams conducted an *Economic, Social, Environmental and Energy Analysis* (ESEE) to evaluate the different types of land uses that impact streamside areas and wetlands in Portland. The Healthy Portland Streams' ESEE analysis indicates that accommodating expansion of regionally important medical and educational facilities on Marquam Hill maximizes economic benefits. The analysis states that environmental overlay zones should not be expanded where such expansion would be inconsistent with Marquam Hill planning efforts. The ESEE analysis also states that economic and social values are maximized by allowing limited conflicting uses in the Terwilliger Parkway, by fully protecting forested ravines in the undeveloped areas south of OHSU's campus, and by substantially limiting conflicting uses on steep slopes with a high potential for slope failure. For more information on the Healthy Portland Streams project, please call 503-823-7700.

Willamette Watershed Plan

Watershed planning is an important component of Portland's River Renaissance and fundamental to the City's ongoing commitment to improve, protect and restore urban waterways. In January 2001, five themes were developed by a broad range of stakeholders to articulate the River Renaissance Vision – a clean and healthy river; prosperous working harbor; Portland's front yard; vibrant waterfront districts and neighborhoods; and partnerships, leadership and education.

In the fall of 2001, the City's River Renaissance Management Team directed the Bureau of Environmental Services to develop comprehensive management plans for all of

Portland's watersheds. The area studied as part of the Marquam Hill planning effort falls within the Willamette Watershed Plan area.

The Willamette Watershed Plan will promote common sense approaches and practical activities to improve water quality and flow conditions, enhance fish and wildlife habitat, and protect health and infrastructure. The primary purpose of this plan is to cooperatively develop an overall management strategy that responds to the citywide needs of defining and working towards watershed health. It will identify the conditions and patterns of the watershed and recommend a wide range of retrofit and restoration opportunities. Comprehensive watershed recommendations will be submitted by July 2004. While the *Marquam Hill Plan* will be complete prior to these recommendations, OHSU and the Bureau of Planning will participate in the planning process and incorporate the findings of the Willamette Watershed Plan.



Public Policy Framework

This section describes the planning and policy framework that guided the Marquam Hill planning effort. This framework can be thought of as a hierarchy in which plans for smaller areas or jurisdictions must comply or be consistent with those for larger jurisdictions or more encompassing areas – from the neighborhood level to the state level. Hence, planning done for Marquam Hill must be consistent with the City of Portland’s adopted plans and policies, which must be consistent with regional plans and policies, which in turn must be consistent with state goals, laws and rules. A summary of the major rules, plans and policies that guided the Marquam Hill planning effort follows.

State Goals and Rules

Through Senate Bill 100, the 1973 Oregon Legislative Assembly established the system currently in place for regulating land use in the state of Oregon. The senate bill enacted Chapter 197 of the *Oregon Revised Statutes* (ORS), which requires each city and county in Oregon to adopt and maintain comprehensive plans and land use regulations that meet state standards. (The ORS have been amended by several subsequent legislatures.) The legislature delegated the authority to establish the state standards to the Oregon Land Conservation and Development Commission. This commission adopted standards called the *Statewide Planning Goals*.

Oregon’s Statewide Planning Goals

Oregon’s *Statewide Planning Goals* constitute the framework for a statewide program for land use planning. There are 19 of these goals, incorporating state policies on land use, resource management, economic development, and citizen involvement. Goals 1 and 2, and 5 through 15 apply to the City of Portland. The others apply to geographic areas outside of Portland. Some of these goals are further explained by administrative rules. These may be found in Division 14 of *Oregon Administrative Rules* (OAR), which is published by the Secretary of State.

Although each of the goals addresses a different topic, there are generally four broad groups of goals. The first group deals with the planning process and contains Goal 1 (Citizen Involvement) and Goal 2 (Land Use Planning). A second group, the conservation goals, deals with topics such as farmlands, forestlands, and natural resources. The third group is made up of goals that relate to development (Housing, Transportation and Public Facilities and Services, for example). The fourth group contains the four goals that deal with Oregon’s coastal resources.

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

comprehensive plans must be consistent with the *Statewide Planning Goals*. The state's LCDC reviews local plans for such consistency. When LCDC officially approves a local government's plan, that plan is called "acknowledged." An acknowledged local comprehensive plan is the controlling document for land use in the area covered by that plan.

Local plans evolve as a result of two processes - plan amendment and periodic review. Plan amendments are map or text changes that occur as needed; they usually deal only with portions of a plan, specific geographic areas, or are based on special topics such as transportation studies. The *Marquam Hill Plan* amends the City of Portland's *Comprehensive Plan*. Periodic reviews occur every four to 10 years, are required by the State and provide broad evaluations of an entire plan. A plan may be modified extensively after such a review.

Small area planning efforts such as the *Marquam Hill Plan* are generally accompanied by a set of implementing measures. Two of the most common implementing measures used in planning are zoning and land division ordinances. These are land use controls that every city and county in Oregon has adopted and periodically revises to help implement plans and policies. The *Marquam Hill Plan* amends the *Portland Zoning Code* text and map.

State Transportation Planning Rule

The *Transportation Planning Rule* (TPR) is intended to:

- ◆ foster the development of land use and transportation patterns that will reduce the number of vehicle miles traveled per capita;
- ◆ reduce overall reliance on the automobile;
- ◆ support the type of developments that are less dependent on the automobile; and
- ◆ encourage other modes of travel.

The rule extends State Goal 12, Transportation, by providing a framework for local actions to implement a more balanced approach in determining the need, financing and use of transportation facilities.

The TPR mandates several steps by which local jurisdictions can reduce reliance on automobiles. The TPR sets a high standard for success, targeting vehicle miles traveled, an indicator of urban congestion and air pollution, for a per capita reduction of 10 percent over 20 years, and a 20 percent reduction over 30 years.

To make this possible, the rule seeks a more formal connection between land use and transportation planning. Local jurisdictions are required to produce a *Transportation System Plan* (TSP) that provides a balanced multi-modal transportation system and



determines the long range allocation of transportation resources in ways that benefit the desired transportation and land use outcomes. Portland's TSP was considered by the Planning Commission in June and July 2002. For more information about the Transportation System Plan call 503-823-7793.

The regional outcome of TPR implementation is likely to be seen in the form and style of future development. It will affect the current suburban development pattern most dramatically, by fostering a more efficient pattern of land use that offers more choices for mobility, increased connections within and between neighborhoods, and a better mixing of uses closer to residences and workplaces.

Metropolitan Housing Rule

The purpose of this rule is to ensure the provision of adequate numbers of needed housing units and the efficient use of land within the region's urban growth boundary (UGB). It is also designed to provide greater certainty in the development process, which can lead to reduced housing costs.

The Land Conservation and Development Commission created this administrative rule to further specify the requirements of Statewide Planning Goal 10, Housing. The rule sets housing density and affordability targets as well as requiring local jurisdictions to implement these in particular ways through the comprehensive planning process.

Regional Policies and Regulations

Metro is the directly elected regional government for the urbanized portions of Clackamas, Multnomah, and Washington Counties. In addition to maintaining numerous regional facilities, including the Oregon Zoo and solid waste facilities, Metro is responsible for managing regional growth through land use and transportation planning. Metro is the agency that determines the location of the region's urban growth boundary, as well as when and how much this boundary will expand.

In 1995, following two years of discussion with local jurisdictions and citizens, Metro adopted a set of Regional Urban Growth Goals and Objectives (RUGGOs). These outline the shared values that will guide the region as it grows, and indicates the kind of process Metro will use to plan for growth at the regional level. As part of the RUGGOs, Metro adopted the *Region 2040 Growth Concept*. This concept, developed with local jurisdictions, designates particular areas in the region where additional population and development will be focused in order to accommodate future growth. Metro is updating its *Regional Transportation Plan* to plan for the multi-modal transportation needs of the areas designated for additional development.

The *2040 Functional Plan* and *2040 Framework Plan* were adopted in 1996 and 1997, respectively. These plans provide local governments a comprehensive resource on issues

related to growth management, and direct local governments to implement standards to achieve growth management objectives.

Region 2040 Growth Concept

The *Region 2040 Growth Concept* establishes a general policy direction for managing growth in the metropolitan region through the year 2040. The growth concept identifies “design types” and maps them to implement the objectives developed under Goals I and II of the RUGGOs. The *Region 2040 Growth Concept* indicates the preferred form of regional growth and development, what densities should characterize different areas, how to protect open spaces and natural resources, and maintain air and water quality. The basic philosophy outlined within the *Region 2040 Growth Concept* is:

- ◆ preserve access to nature,
- ◆ conserve valuable resource lands by minimizing expansion of the UGB, and
- ◆ build better communities in already urbanized areas for the people who live here today and for those who will live here in the future.

The *Region 2040 Growth Concept*, adopted by the Metro Council in 1994, is designed to accommodate an estimated 720,000 additional residents (a third of whom will be born in the region) and 350,000 additional jobs within the current urban growth boundary. Fundamental to the 2040 Growth Concept is a multi-modal transportation system that provides transportation options and assures mobility of people and goods throughout the region.

To accommodate future growth and development, Metro, along with the cities and counties in the region, jointly developed a map depicting mixed-use development areas that correspond to “design types” such as regional centers, town centers and main streets. The *Marquam Hill Plan* designates the Marquam Hill Plan District area as a *2040 Growth Concept* employment area. Employment areas are described as those with heavy employment concentrations or mixed-use employment areas that contain various types of employment and may include some residential development as well.

Urban Growth Management Functional Plan

The *Urban Growth Management Functional Plan* (UGMFP) was created to allow early implementation of the *Region 2040 Growth Concept*. The UGMFP establishes specific actions local governments must take to adhere to regional growth management policies.

Among other things, UGMFP requires local governments to change, if necessary, their policies and ordinances to:

- ◆ apply minimum density standards for residential zones, allow accessory dwelling units, and establish 2040 “design type” boundaries (Title 1);
- ◆ meet or exceed standards for parking minimums and maximums (Title 2);

- ◆ demonstrate compliance with water quality standards and stream protection (Title 3); and
- ◆ prohibit or limit large-scale retail uses (a.k.a. “big boxes”) in most employment and industrial areas (Title 4).

The UGMFP requirements also include:

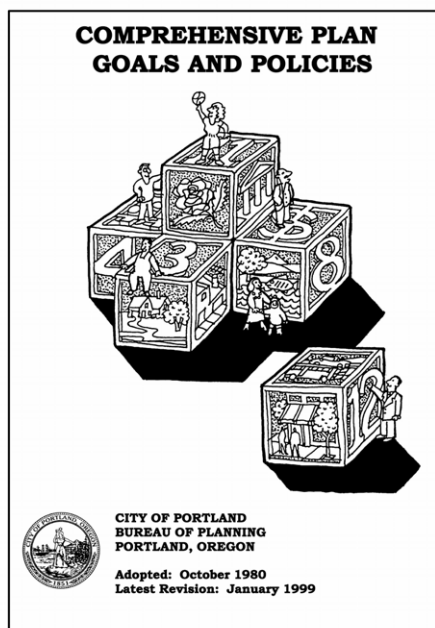
- ◆ increasing interconnections in the local transportation system to reduce congestion and make walking or biking for short trips more feasible;
- ◆ establishing transportation mode split targets; and
- ◆ specifying congestion management actions that must be considered and implemented prior to increasing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

Regional Transportation Plan

The *Regional Transportation Plan* (RTP) is a 20-year blueprint to ensure our ability to get around within the region as it grows. The RTP establishes transportation policies for all forms of travel – motor vehicle, transit, pedestrian, bicycle and freight – and includes specific objectives, strategies and projects to guide local and regional implementation of each policy. The plan also comes with cost estimates and funding strategies to meet these costs. Federal and state transportation dollars are allocated according to priorities set in the RTP. The plan was first adopted by the Metro Council in 1983, and is updated periodically to reflect changing conditions. An update of the RTP was completed in 1999.

Local Goals and Policies

This section addresses City of Portland policies that govern the study area. In addition to general policies that have a relationship to the study area, there are other policies that may be area specific.



Portland Comprehensive Plan

In 1980, the Portland City Council adopted its *Comprehensive Plan* for the city, including goals, policies, objectives and a plan map, to guide the future development and redevelopment of the city over a 20-year period. The *Comprehensive Plan* is intended to be dynamic, able to inspire, guide, and direct growth in the city while also responding to change through amendment and refinement. Since adoption, the goals, policies and objectives of the plan have been amended to

respond to new circumstances, special studies, new technology, and changes in state, regional and local plans and mandates. The *Marquam Hill Plan* includes amendments to the *Comprehensive Plan* text and Comprehensive Plan map. Portland's *Comprehensive Plan* includes 10 goals and many policies and objectives under each goal. The 10 goals are:

Goal 1: Metropolitan Coordination

The Comprehensive Plan shall be coordinated with federal and state law and support regional goals, objectives and plans adopted by the Columbia Region Association of Governments and its successor, the Metropolitan Service District, to promote a regional planning framework.

Goal 2: Urban Development

Maintain Portland's role as the major regional employment, population and cultural center through public policies that encourage expanded opportunity for housing and jobs, while retaining the character of established residential neighborhoods and business centers.

Goal 3: Neighborhoods

Preserve and reinforce 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.

Goal 4: Housing

Enhance Portland's vitality as a community at the center of the region's housing market by providing housing of different types, tenures, density, sizes, costs, and locations that accommodate the needs, preferences, and financial capabilities of current and future households.

Goal 5: Economic Development

Foster 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.

Goal 6: Transportation

Provide for and protect the public's interest and investment in the public right-of-way and transportation system by encouraging the 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 for the safe and efficient movement of people and goods while preserving, enhancing, or reclaiming neighborhood livability;
- ◆ Minimizing the impact of inter-regional and longer distance intra-regional trips on city neighborhoods, commercial areas, and the city street system by maximizing the use of regional trafficways and transitways for such trips;



Project Process and Overview

- ◆ 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;
- ◆ Maintaining the infrastructure in good condition.

Goal 7: Energy

Promote a sustainable energy future by increasing energy efficiency in all sectors of the city by ten percent by the year 2000.

Goal 8: Environment

Maintain and improve the quality of Portland's air, water and land resources and protect neighborhoods and business centers from detrimental noise pollution.

Goal 9: Citizen Involvement

Improve the method for citizen involvement in the on-going land use decision-making process and provide opportunities for citizen participation in the implementation, review and amendment of the adopted Comprehensive Plan.

Goal 10: Plan Implementation and Review Process.

Portland's Comprehensive Plan will undergo periodic review to assure that it remains an up-to-date and workable framework for land use development. The Plan will be implemented in accordance with State law and the Goals, Policies and Comprehensive Plan Map contained in the adopted Comprehensive Plan.

Marquam Hill Policy Plan, 1977

The *Marquam Hill Policy Plan* proposed policies to deal with the principle planning issues identified for the Marquam Hill area in 1977. The policies relate to:

- ◆ siting considerations for the then proposed new Veteran Affairs Medical Center, which is now located on Marquam Hill;
- ◆ down zoning sensitive lands zoned for residential uses;
- ◆ acquiring Marquam Nature Park;
- ◆ granting trail easements in coordination with street vacations;
- ◆ development on areas know for soil instability;
- ◆ encouraging new development to occur as planned unit developments; and
- ◆ eliminating all on-street parking on SW Sam Jackson Park Road.

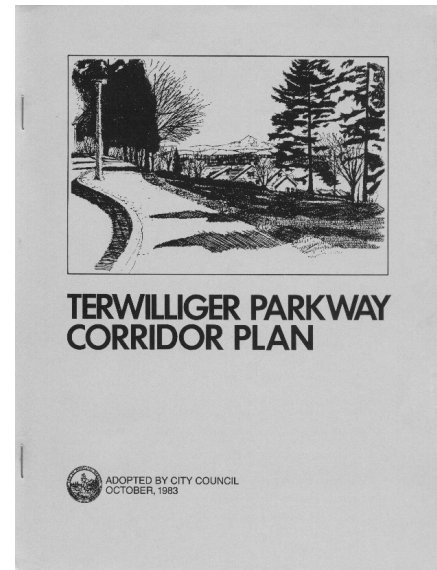
The *Marquam Hill Plan* the repeals the *Marquam Hill Policy Plan*. All the adopted policies in the 1977 plan were determined to be either out-of-date, satisfied, or incorporated into other policy documents.

Terwilliger Parkway Corridor Plan

The *Terwilliger Parkway Corridor Plan*, adopted in 1983, sets forth goals and policies for future use and development of the Terwilliger Parkway. The plan addresses both public actions within the parkway right-of-way and urban development on lands adjacent to the parkway.

A series of goals are included as part of the *Terwilliger Parkway Corridor Plan*. The plan seeks to:

- ◆ preserve and enhance the parkway's scenic character;
- ◆ maintain views from the parkway;
- ◆ improve opportunities for recreational use;
- ◆ guide the siting, scale landscaping, traffic impacts and design of new development;
- ◆ manage the location and design of new vehicular and pedestrian access; and
- ◆ reinforce the primary transportation function as that of a leisurely scenic drive and bicycle commuting path rather than a heavily used route for vehicular through traffic.



Two other documents were created in connection with planning efforts for Terwilliger Parkway. These documents are the *Terwilliger Parkway Inventory* and the *Terwilliger Parkway Design Guidelines*. The *Terwilliger Parkway Inventory* provides background information on the characteristics and uses of the parkway and identifies key issues to be addressed through the planning process. The *Terwilliger Parkway Design Guidelines* implement the goals of the *Terwilliger Parkway Corridor Plan* and the character statement included in that document.

The Planning Commission paid close attention to contents of the *Terwilliger Parkway Corridor Plan* in developing the *Recommended Marquam Hill Plan* and concluded that it was in conformance with the goals established for the parkway. The City Council recognized that the *Marquam Hill Plan* has benefits for the city as a whole and includes impacts that are seen by some as detrimental to Terwilliger Parkway. However, the City Council concluded that, on balance, the benefits derived through implementation of the *Marquam Hill Plan* exceed any impacts to Terwilliger Parkway. The Council also concluded that those impacts are appropriately mitigated and that the institutional traffic using Terwilliger Boulevard to access Marquam Hill is consistent with the policies of the *Terwilliger Parkway Corridor Plan* and Transportation Element of the *Comprehensive Plan*.



Southwest Hills Resource Protection Plan

The *Southwest Hills Resource Protection Plan* was adopted by City Council in January 1992. The report provides an inventory, analysis and recommendations for protection of significant natural resources in southwest Portland. The project's study area covers 7,000 acres south of the Balch Creek basin and downtown Portland, including areas that drain directly into the Willamette River.

The State's Land Conservation and Development Commission Statewide Planning Goal 5, which calls for local jurisdictions to "conserve open space and protect natural and scenic resources", led to the development of the *Southwest Hills Resource Protection Plan*. The report includes the following items:

- ◆ an inventory and evaluation of the location, quantity and quality of natural resources in the Southwest Hills;
- ◆ an analysis of the economic, social, environmental and energy consequences of allowing, limiting or prohibiting land uses which conflict with identified resources; and
- ◆ a program for protecting significant resources.

The document serves as a policy document for the Southwest Hills planning area and guides development near natural resource areas. The resource protection plan is currently being updated as part of the Healthy Portland Streams project.

Project Process

This section describes the planning process and public involvement during development of the *Marquam Hill Plan* and *Marquam Hill Design Guidelines*. The City Council's deliberations and adoption of the plan occurred in June and July 2002 following public testimony on the *Planning Commission Recommended Marquam Hill Plan* and *Design Commission Recommended Marquam Hill Design Guidelines*.

The Planning Commission's recommendations were developed during hearings in April and May 2002. During this time, the Commission held a series of public hearings and work sessions on the Bureau of Planning's *Proposed Marquam Hill Plan*. Prior to those hearings, the Planning Commission had received a number of briefings on the Marquam Hill planning effort from Bureau staff beginning in April 2001. To develop the *Proposed Marquam Hill Plan*, the Bureau of Planning sought input from community members, the general public and through contracts with Kittelson & Associates, Inc. and Battelle Memorial Institute, firms specializing in transportation planning and bioscience development. The Bureau of Planning's work on the Marquam Hill planning effort began in late 2000.

The development the *Design Commission Recommended Marquam Hill Design Guidelines* followed a similar process. At their hearings in June and July 2002, the City Council considered and revised the *Design Commission Recommended Marquam Hill Design Guidelines*. During May and June 2002, the Design Commission reviewed and received public testimony on the Bureau's *Proposed Marquam Hill Design Guidelines* and developed their recommendations.

Community/Technical Advisory Group

In order to provide the Planning Bureau input from both a community and technical perspective, a Citizen and Technical Advisory Group (C/TAG) was assembled. The C/TAG generally met on a monthly basis from February 2001 to March 2002. The 26-member group included community members appointed by the Mayor and representing a broad spectrum of interests and expertise. Community representation included the Homestead Neighborhood Association and neighborhood, the Corbett-Terwilliger-Lair Hill (CTLH) Neighborhood Association and neighborhood, Southwest Neighborhoods Incorporated, Friends of Terwilliger, Oregon Health & Science University (OHSU), the Veterans Affairs Medical Center (VAMC), Portland State University, the North Macadam Development Council, the Oregon Economic & Community Development Department and the bioscience industry. Technical representation on the C/TAG included the Oregon Department of Transportation and Tri-Met, as well as City bureaus including the Portland Office of Transportation (PDOT), Portland Parks and Recreation (PPR), Portland Development Commission (PDC), Office of Planning and Development Review (OPDR), Bureau of Environmental Services (BES), and Bureau of Planning.

Internal Coordination Group

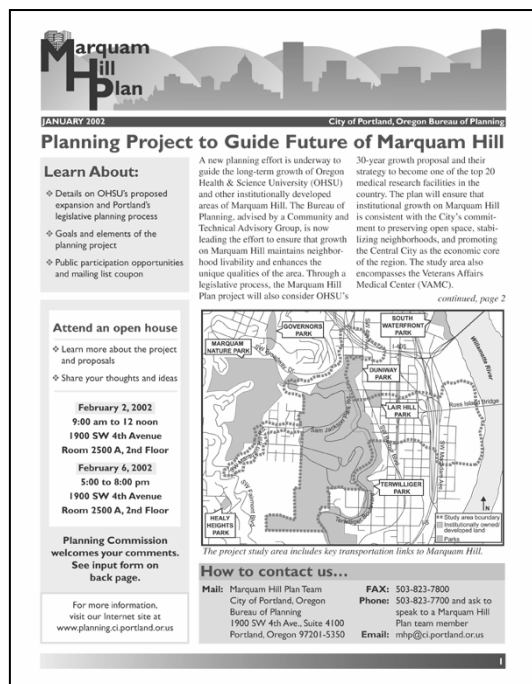
The Internal Coordination Group (ICG) was comprised of City staff from bureaus involved in the Marquam Hill planning effort development and implementation. Generally, ICG members were C/TAG members as well. The ICG typically met on a monthly basis beginning in December 2000. The group's purpose was to ensure a coordinated City approach to addressing many of the issues and opportunities of the Marquam Hill planning effort.

Pedestrian Connections Working Group

A Pedestrian Connections Working Group was also formed as part of the Marquam Hill planning effort. The group's overall purpose involved acquiring and disseminating information concerning Marquam Hill area trails and other pedestrian connections. The group was charged with identifying and prioritizing opportunities to improve pedestrian connections within the institutionally developed areas on Marquam Hill and the surrounding neighborhoods. Group representation included Friends of Terwilliger, Friends of Marquam Nature Park, Southwest Urban Trails, the Homestead and CTLH neighborhoods and OHSU. City Bureau representation included BES, PDOT and PPR.

Newsletter

A newsletter on the Marquam Hill planning effort was broadly distributed in January 2002 to roughly 5,100 residents and property owners in the Marquam Hill area and to people on the project mailing list. Local property owners in the North Macadam area and



Marquam Hill Plan
 City of Portland, Oregon Bureau of Planning
 JANUARY 2002
Planning Project to Guide Future of Marquam Hill

Learn About:

- Details on OHSU's proposed expansion and Portland's legislative planning process
- Goals and elements of the planning project
- Public participation opportunities and mailing list coupon

Attend an open house

- Learn more about the project and proposals
- Share your thoughts and ideas

February 2, 2002
 9:00 am to 12 noon
 1900 SW 4th Avenue
 Room 2500 A, 2nd Floor

February 6, 2002
 5:00 to 8:00 pm
 1900 SW 4th Avenue
 Room 2500 A, 2nd Floor

Planning Commission welcomes your comments. See input form on back page.

For more information, visit our Internet site at www.planning.ci.portland.or.us

How to contact us...

Mails: Marquam Hill Plan Team
 City of Portland, Oregon
 Bureau of Planning
 1900 SW 4th Ave., Suite 4100
 Portland, Oregon 97201-5150

FAX: 503-823-7800
Phone: 503-823-7700 and ask to speak to a Marquam Hill Plan team member
Email: mhp@ci.portland.or.us

The project study area includes key transportation links to Marquam Hill.

people on the Planning Bureau's legislative planning projects mailing list received the newsletter as well. The newsletter provided information on the Marquam Hill planning effort, including details on proposed institutional expansion and the goals and elements of the project.

The newsletter detailed public participation opportunities and provided a return mailer with space for comments on the project. A total of 85 newsletter responses were returned to the Planning Bureau. Of these, 62 provided comments. About half (36) of the responses with comments came from residents of the Homestead and CTLH neighborhoods.

To get an overall sense of the comments, they were categorized as generally supportive of

the plan; generally not supportive of the plan; generally supportive of a suspended cable transportation system; and generally not supportive of the suspended cable transportation system. Some responses fell into more than one category. Of the total number of responses with comments, nine were generally supportive of the plan and seven were generally not supportive of the plan. Concerning the suspended cable transportation system, 14 responses were generally supportive of the idea and 14 responses were generally not supportive of the idea. Six of the 14 responses that were not supportive of the suspended cable transportation system were from residents in CTLH. One was from a Homestead resident. Please see *Background Material* for the full text of the comments.

Community Open Houses

Two Community Open Houses were held in February 2002. The purpose of the Open Houses was to provide information to the broader public about the approach the Planning Bureau was developing in response to the issues and opportunities being raised in the ongoing dialog with the C/TAG members. Five separate display stations were set up addressing:

- ◆ Marquam Hill planning process,
- ◆ balanced growth,
- ◆ open space, natural resources and scenic viewpoints,
- ◆ transportation and parking, and
- ◆ building and site design.

Attendees were asked to provide feedback to project staff through a survey, which included statements describing the plan concepts. The survey was organized around the four non-process subject areas addressed at the display stations.

The survey contained a total of 55 statements and respondents were asked to mark “strongly agree,” “agree,” “no opinion,” “disagree,” or “strongly disagree” for each statement. The survey also contained a section for written comments. For ease of analysis, the “strongly agree” and “agree” responses as well as the “strongly disagree” and “disagree” responses were summed.



Of the 55 statements, 40 had strongly agree/agree response rates that summed over 75 percent. Those statements in which the strongly agree/agree responses were over 90 percent include:

- ◆ *The Marquam Hill Plan should include policies that protect neighborhood livability, seek mitigation of transportation impacts, and reinforce policies related to Terwilliger Parkway. (93 percent)*

- ◆ *Undeveloped natural areas on and surrounding Marquam Hill should be preserved and enhanced through active stewardship activities such as the removal of invasive plant species, the daylighting of natural stream channels, and through the restoration of wildlife habitat and wetlands. (95 percent)*
- ◆ *Designated scenic viewpoints on Marquam Hill should be preserved. (93 percent)*
- ◆ *Support OHSU's efforts to educate employees, students and patients regarding the use of designated access routes to institutions. (95 percent)*
- ◆ *The Marquam Hill Plan should contain regulations and design standards that require institutional development to be designed in a manner that creates a pleasant and unique sense of place both within the institutional campus and along the interface with surrounding neighborhoods. (93 percent)*
- ◆ *Future institutional development on Marquam Hill should be designed in a manner that is sensitive to the views of Marquam Hill and the character of the surrounding landscape. (95 percent)*

Of the 55 statements, none had strongly disagree/disagree summed response rates that were over 55 percent. The summed responses for seven statements were roughly split between strongly agree/agree and strongly disagree/disagree. Generally, these statements also had a higher response of “no opinion.” These seven statements include:

- ◆ *Existing areas of institutional development on Marquam Hill should be rezoned so that these uses are allowed by right. (39 percent strongly agree/agree. 52 percent strongly disagree/disagree.)*
- ◆ *The development of an additional 650,000 to 1.0 million square feet of new patient care and medical research facilities on Marquam Hill should be allowed. (49 percent strongly agree/agree. 36 percent strongly disagree/disagree.)*
- ◆ *Land use regulations should be developed that link the number of allowed parking spaces to building square footage. (38 percent strongly agree/agree. 33 percent strongly disagree/disagree.)*
- ◆ *The land use category for an aerial ropeway system should be clarified and the use should be allowed within a defined geographic area. (50 percent strongly agree/agree. 34 percent strongly disagree/disagree.)¹*
- ◆ *Further analysis should be conducted to determine the most appropriate ropeway system to be considered, either an aerial tramway or gondola system, and to develop alternative ropeway alignments. (56 percent strongly agree/agree. 36 percent strongly disagree/disagree.)*
- ◆ *Any proposed ropeway system should be operated as a public transportation system. (49 percent strongly agree/agree. 20 percent strongly disagree/disagree.)*

¹ The proposed suspended cable transportation system was referred to as an aerial ropeway system in the survey.

- ◆ *All reasonable options addressing new roadway construction have been considered and examined for the Marquam Hill Plan. (24 percent strongly agree/agree. 55 percent strongly disagree/disagree.)*

Please see *Background Material* for the survey questions, a detailed tally of the survey results, and the written comments.

Planning Commission

Briefings for the Planning Commission on the Marquam Hill planning efforts began in April 2001 and continued through March 2002. The Commission received a detailed briefing from Bureau of Planning staff on the bureau's *Proposed Marquam Hill Plan* and North Macadam Project on March 26, 2002. The purpose of the briefing was to provide an overview of the two planning efforts and their interrelationship. On March 26, 2002, the Planning Commission also received information on the Office of Transportation's "Process for Consideration of a Suspended Cable Transportation System linking Marquam Hill and North Macadam" from the City Engineer.

On April 2, 2002, and April 9, 2002, the Planning Commission held public hearings and took public testimony on the *Proposed Marquam Hill Plan*. The Planning Commission also accepted written testimony until April 22, 2002. Additionally, the Planning Commission held work sessions on April 23, 2002, May 7, 2002, and May 14, 2002 to further review the *Proposed Marquam Hill Plan* and the public testimony. During the work sessions the Planning Commission requested additional work and amendments to the proposal. At the May 14th work session the Planning Commission completed its review and forwarded its recommendation to City Council.

Design Commission

On April 18, 2002, the Portland Design Commission received a detailed briefing on the Marquam Hill planning effort and the Bureau of Planning's *Proposed Marquam Hill Design Guidelines*. The Design Commission reviewed the Bureau's proposal and forwarded their *Recommended Marquam Hill Design Guidelines* to City Council, following a public hearing, held on May 16, 2002, and two work sessions, held May 23, 2002 and June 6, of 2002.



City Council

The Portland City Council held two work sessions on the Marquam Hill planning effort in April and May 2001. These included a tour of the area and discussion of the project scope and process. During the second work session, the Council received input from a number of interest groups including OHSU, Homestead Neighborhood Association, and Corbett-Terwilliger-Lair Hill Neighborhood Association. At the conclusion of the second work session the Council directed the Bureau of Planning to prepare a resolution of the Council consideration that clarified the scope and process of the Marquam Hill planning effort. In July 2001, the City Council passed Resolution 36008 and directed the Bureau of Planning to prepare a *Proposed Marquam Hill Plan* for consideration by the Planning Commission. The lengthy resolution included many details about project's scope and areas of investigation. It specified that the project be conducted using a legislative review procedure and that it was to include consideration of Central City locations suitable for institutional expansion and the idea of an aerial tram connection between North Macadam and Marquam Hill.

On June 26, 2002 the City Council took testimony on the *Planning Commission Recommended Marquam Hill Plan* and the *Design Commission Recommended Marquam Hill Design Guidelines*. The Council also received a briefing from the Office of Transportation on the *Marquam Hill to North Macadam Connector Study* and the recommendation contained within that report. On June 27, 2002 the City Council considered the requested revisions to the Planning and Design Commissions' recommendations that had been presented in the previous day's testimony. The Council selected specific revision requests for further consideration and directed staff to develop amendment language for those items. The Council heard public testimony on their requested amendments at a hearing on July 3, 2002. The Council also voted on which amendments to accept and implement at the July 3, 2002 hearing.

The package of items that City Council adopted on July 10, 2002 included:

- *City Council Revised Marquam Hill Plan*
- *City Council Revised Marquam Hill Design Guidelines*
- Adopting ordinance for the above documents
- A resolution adopting the action charts in the *City Council Revised Marquam Hill Plan*
- A resolution reaffirming the Terwilliger Parkway Corridor Plan and its implementing measures, including the Terwilliger Parkway Design Guidelines

The *City Council Revised Marquam Hill Plan* is reprinted here as that *Marquam Hill Plan*. The *City Council Revised Marquam Hill Design Guidelines* are reprinted in a separate document called *Marquam Hill Design Guidelines*.

Project Overview

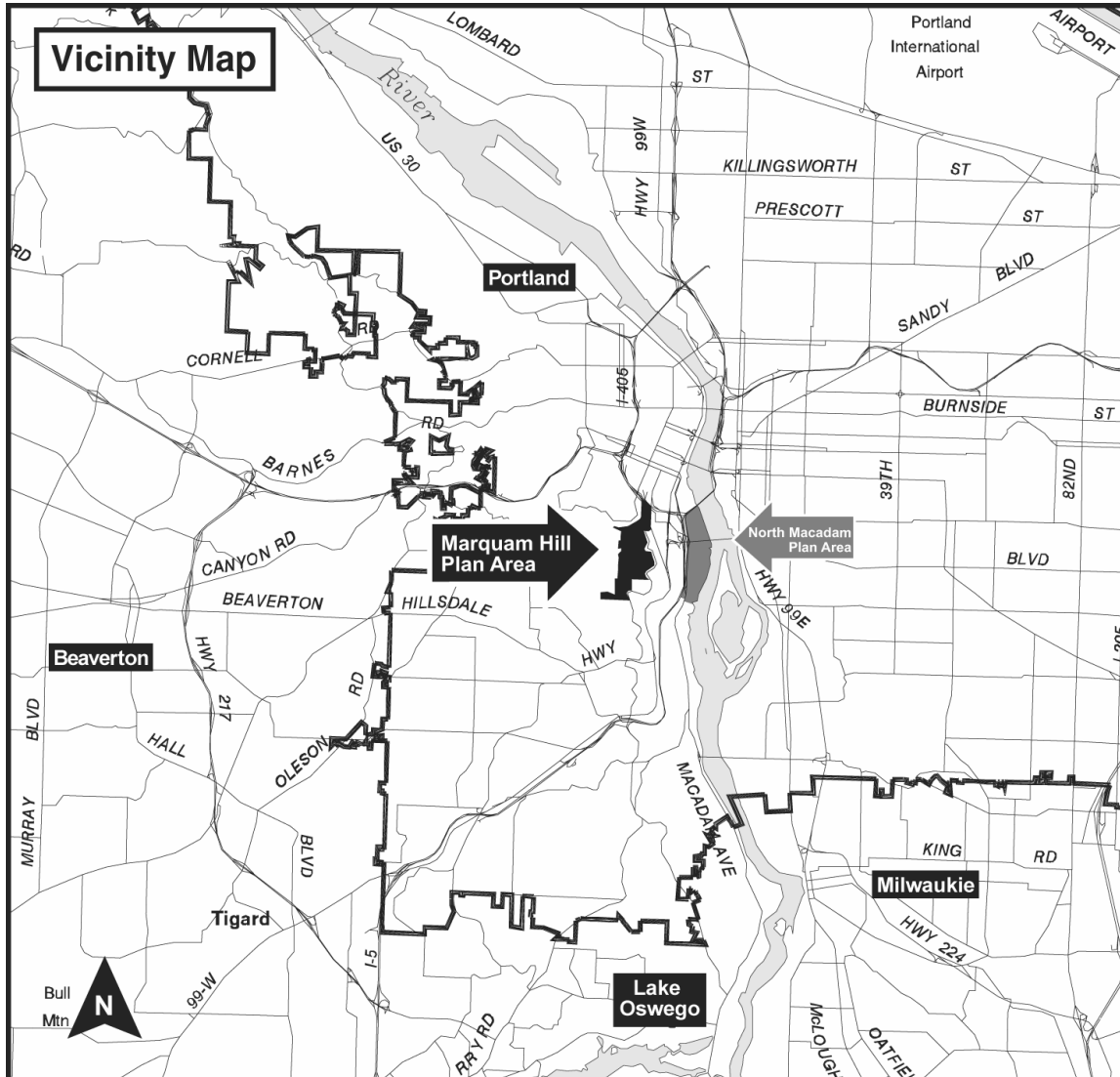
This section provides a general description of the overall project content and purpose. It includes a description of the Marquam Hill area and the Marquam Hill planning effort which is followed by an overview of OHSU's expansion proposal, a summary of ideas and concerns raised by community members, a discussion of the plan's boundaries, a description of the Planning Commission's deliberation and a description of the City Council deliberation and decisions.

The *Marquam Hill Plan* and *Marquam Hill Design Guidelines* are the outcome of a legislative planning effort to guide the future of Marquam Hill. The City Council revised and adopted the plan following a series of public hearings on the *Planning Commission Recommended Marquam Hill Plan* and *Design Commission Recommended Marquam Hill Design Guidelines*. The Planning Commission and Design Commission recommendations were developed following deliberation and public testimony on the Bureau of Planning's *Proposed Marquam Hill Plan* and *Proposed Marquam Hill Design Guidelines*.

Marquam Hill is located directly south of Portland's Central City and about half a mile west of the Willamette River. The Homestead neighborhood area encompasses Marquam Hill, and the Corbett-Terwilliger-Lair Hill (CTLH) neighborhood is located to the east. The neighborhoods are known for their diverse array of housing types and high quality of life. Its setting among abundant open space and undeveloped lands enhances livability in Homestead. The Marquam Hill area is also notable as the site of three medical institutions: Oregon Health & Science University (OHSU), the Veterans Affairs Medical Center (VAMC), and Shriners Hospital for Children. The institutions currently occupy about 4.25 million square feet of building space devoted primarily to patient care, research, teaching and administrative functions.

The Marquam Hill planning effort results from the City's desire to examine institutional development on Marquam Hill within the context of the surrounding residential areas and open space. In 1999, Oregon Health & Science University (OHSU) undertook a long-range planning effort to examine expansion of its physical facilities and employment base in Portland. Recognizing the importance of OHSU to Portland and the region, the City, working with OHSU, determined that a legislative process would be the most effective tool to address the diverse array of issues and opportunities associated with institutional expansion on Marquam Hill. Throughout the Marquam Hill planning process, the challenges of institutional growth occurring on a crowded site that is surrounded by residential neighborhoods received extensive attention and deliberation. In addition, the idea of creating a Central Campus for OHSU through their expansion into the North Macadam District of the Central City was a principal topic in the planning process. The *Marquam Hill Plan* balances the City's economic development and neighborhood goals

to facilitate institutional expansion without disrupting the livability of the surrounding neighborhoods.



Proposed Institutional Expansion

A key reference in the Marquam Hill planning effort was OHSU's *Proposed Expansion Plan*. As the only academic health-sciences center in Oregon, OHSU's mission is to improve the health of Oregonians as it integrates patient care, research and education. To support this mission and achieve the institution's goal of becoming a top 20 nationally ranked medical research and academic center, OHSU requires expansion of their programs and facilities over the next 30 years. This expansion also has potential to attract bioscience firms that desire to locate in close proximity to an academic medical institution. OHSU's analysis of its needs calls for roughly 2.2 million square feet of new

research and patient care facilities. OHSU envisions this expansion occurring in a new Central Campus – two carefully integrated and linked locations on Marquam Hill and in the North Macadam District of the Central City. Based on a transportation analysis, OHSU’s concept links the Central Campus facilities with an aerial tram.

Currently, the VAMC does not have any plans for expansion on Marquam Hill and as a federal agency, decisions made concerning the VAMC’s growth are not made at the local level. Shriners Hospital for Children also does not have any plans for expansion on Marquam Hill.

Summary of Community Ideas and Concerns

Residents and neighborhood association members from Homestead, CTLH and the broader Southwest Portland area actively participated in the Marquam Hill planning process. These community members expressed concerns regarding the impacts of institutional expansion on Marquam Hill and identified ideas to maintain and enhance neighborhood livability and open space in the area. However, the Homestead Neighborhood Association also raised objections to including the residential and open space areas of the neighborhood within the plan area boundary.

Traffic volume, speed and congestion were key issues repeatedly raised throughout the planning process. Community members expressed concern that institutional expansion on Marquam Hill and in North Macadam would exacerbate traffic and congestion problems. Residents pointed out the connection between increases in parking on Marquam Hill and the potential for increased traffic. Homestead residents expressed concerns regarding high traffic volumes on the neighborhood’s local streets resulting from drivers using cut through routes to access Marquam Hill institutions.

The Marquam Hill area’s open space and undeveloped natural areas were also topics brought up throughout the planning process. Of key concern were the impacts of increased traffic and development near Terwilliger Parkway, a regional asset and leisurely, scenic drive and bicycle-commuting path. Community members also pointed out opportunities to preserve and enhance undeveloped open space surrounding Marquam Hill.

Residents of the CTLH neighborhood expressed concern regarding traffic in the neighborhood as well as impacts associated with a suspended cable transportation system alignment connecting Marquam Hill and North Macadam. CTLH residents mentioned the need for regional traffic to be contained on regional streets. Opponents to the proposed aerial tram connection cited impacts on property values and privacy as key concerns. Opponents also questioned whether the need for an aerial system had been established and suggested that shuttle buses or an underground connection are adequate alternatives. Some CTLH residents felt that an aerial system provides no benefits to their neighborhood and believe it is an unfair burden on their livability.



Planning Commission Deliberation

In developing the *Recommended Marquam Hill Plan*, the Planning Commission made several key changes to the Bureau of Planning's proposed plan. The Bureau had proposed amendments to the *Comprehensive Plan* supporting the development of the bioscience industry in Portland as well as policy and regulatory language referring to a suspended cable transportation system linking Marquam Hill and North Macadam. The Bureau also proposed a plan area boundary that included residential areas and large tracts of undeveloped open space in the Homestead neighborhood in addition to the land owned by Marquam Hill institutions. These changes are summarized below and discussed in more detail in the next sections.

Overall, Planning Commission members agreed that the bioscience industry could be an important component of the Central City's future economic success. However, the Commission did not recommend that the *Marquam Hill Plan* amend Goal 5: Economic Development of the *Comprehensive Plan* to support the future growth and development of the bioscience industry. The reasons for not addressing the bioscience industry in Goal 5 varied. Several Commission members expressed uncertainty that the industry's significance requires specific reference in citywide policies and objectives. Others felt that references in support of the bioscience industry should be included in citywide policy but that the *Marquam Hill Plan* was not the appropriate planning process through which to make these amendments.

Regarding a suspended cable transportation system linking Marquam Hill and North Macadam, the Planning Commission concluded that there was not sufficient information available to recommend the policy and regulation changes proposed by the Bureau of Planning. Several felt there was sufficient information about the need for such a system but thought the potential impacts and mitigation options for the different systems that might be developed needed more evaluation. The Planning Commission decided to limit their recommended policy framework to a more generalized need for a rapid and reliable connection and to exclude the proposed *Zoning Code* amendments related to a suspended cable transportation system from their recommendation.

The Planning Commission's conclusions regarding a suspended cable transportation system had two main elements. One called for further analysis on the citywide implications of these systems and development of new policies and regulations to address them. The other sought to gain more information about specific options for a suspended cable transportation system between North Macadam and Marquam Hill. The Planning Commission believed this information would be helpful in understanding these systems and therefore in crafting new citywide policies and regulations.

Because of that, the Planning Commission advised that PDOT begin the Project Assessment phase of proposed process for consideration of a suspended cable transportation system. The Commission suggested that the first phase be used to evaluate

a number of alternatives, including a “no build” option. The Commission suggested that these alternatives should be reviewed against a broad range of criteria so that the advantages and disadvantages of each option could be compared, and the types of mitigation appropriate for each option reviewed. Commission members also discussed the benefits of the Planning, Design, and Historic Landmarks Commissions advising City Council concerning the need for and selection of the preferred option.

City Council Deliberations

The City Council reviewed the Planning Commission’s recommendations and received public testimony on those recommendations to develop the *City Council Revised Marquam Hill Plan*. To provide additional context and background for their deliberations, Council members requested that project staff provide an overview of the key differences between the Planning Commission’s recommended plan and the Bureau’s proposed plan. These differences addressed the following issue areas:

- ◆ Amendments to the *Comprehensive Plan* Goal 5 – Economic Development addressing the establishment of a Science and Technology Quarter and development of a bioscience industry in Portland;
- ◆ Suspended cable transportation system policy support in the *Marquam Hill Plan*;
- ◆ Amendments to the *Zoning Code* to clarify that these systems are in the Basic Utilities use category and to allow Basic Utilities in a portion of the Marquam Hill Plan District;
- ◆ The portions of the Homestead neighborhood to include in the plan area boundary; and
- ◆ Reviews and monitoring included in the *Marquam Hill Plan*.

Following public testimony, the City Council first focused their deliberation on the economic development aspects of the *Marquam Hill Plan*. The Council acknowledged that one of the City’s bases for pursuing the Marquam Hill planning effort involved examining the potential to develop and attract the bioscience industry. Council members felt that the *Marquam Hill Plan* provides a foundation for broader citywide support of a Science and Technology Quarter and related development of the bioscience, biomedical and bioengineering industries. Therefore, Council reinstated the amendments to the *Comprehensive Plan’s* Goal 5 – Economic Development to establish a Science and Technology Quarter as the core of the region’s bioscience industries by capitalizing on the strengths of Portland’s academic and medical institutions and the region’s technology sector.

The City Council discussed including policy and regulatory support for a suspended cable transportation system linking Marquam Hill and North Macadam in the *Marquam Hill Plan*. The Council voted to reinstate objectives and action items that support the potential development of a suspended cable transportation system between these



Project Process and Overview

locations. Clarification that suspended cable transportation systems are examples of uses addressed by the Basic Utilities use category of the *Zoning Code* was also included in the *City Council Revised Marquam Hill Plan*. The Council also decided to reinstate a portion of the Terwilliger Parkway in the Marquam Hill Plan District boundary but directed that a smaller portion of the parkway be included than as originally proposed by the Bureau of Planning. Consistent with this decision, the Council also decided to allow Basic Utilities in the portion of the plan district zoned OS and included this area within the plan area boundary. Council acknowledged that discussion of specific elements related to a suspended cable transportation system linking Marquam Hill and North Macadam would occur as part of the process outlined by PDOT.

Based on public testimony and the Planning Commission's recommendation, the City Council did not reinstate residential and open space areas of the Homestead neighborhood within the plan area boundary. The Council considered a request for an additional plan objective to preserve and enhance open space outside the Planning Commission's recommended plan area but recognized the practical limitations of objectives that speak to areas outside of the plan's boundaries.

The City Council discussed the review and monitoring components of the Planning Commission's recommended plan as well as amendment requests to revise the recommended review process. Overall, the Council supported reviewing institutional development on Marquam Hill to ensure that it occurs consistent with the intent of the *Marquam Hill Plan*. However, Council did not agree with the Planning Commission's recommendation for multiple land use review processes to perform this evaluation. Council therefore merged the Planning Commission's recommended Site Review process with Design Review. The Council added an additional design guideline requiring that future institutional development show consistency with the site development concepts to provide the same outcome as the Planning Commission recommended Site Review process.

The City Council also deliberated on elements of the *Marquam Hill Plan* that address parking and single occupant vehicle rates. The City Council discussed the appropriate ratio of additional parking spaces to new building square footage and approved a ratio of 1 space per 600 square feet of net building area constructed in the plan district. City Council also refined the maximum allowed single occupancy vehicle trips included as part of the plan's parking review. The Council revisions acknowledge that the ability to achieve lower single occupant vehicle mode split rate is dependent on additional regional transportation system links.

Council's deliberation also addressed exemptions from design review and an amendment request to include regulations in the plan that call for no net increase in impervious surface. Based on an amendment request by OHSU and further staff review, Council agreed to exempt from design review additions of new floor area of less than 25,000 square feet and alterations of less than 3,000 square feet of a building façade. The

Bureau of Environmental Services had requested that Council include a *Zoning Code* amendment calling for no net increase in effective impervious surface within the Marquam Hill Plan District due to the area's proximity to the Willamette River and the City's ongoing combined sewer overflow project. Council discussed the amendment request and concluded that including policy, rather than regulatory, support would adequately satisfy the intent of the amendment request.

Planning Commission Recommendations on Plan Area and Plan District Boundaries

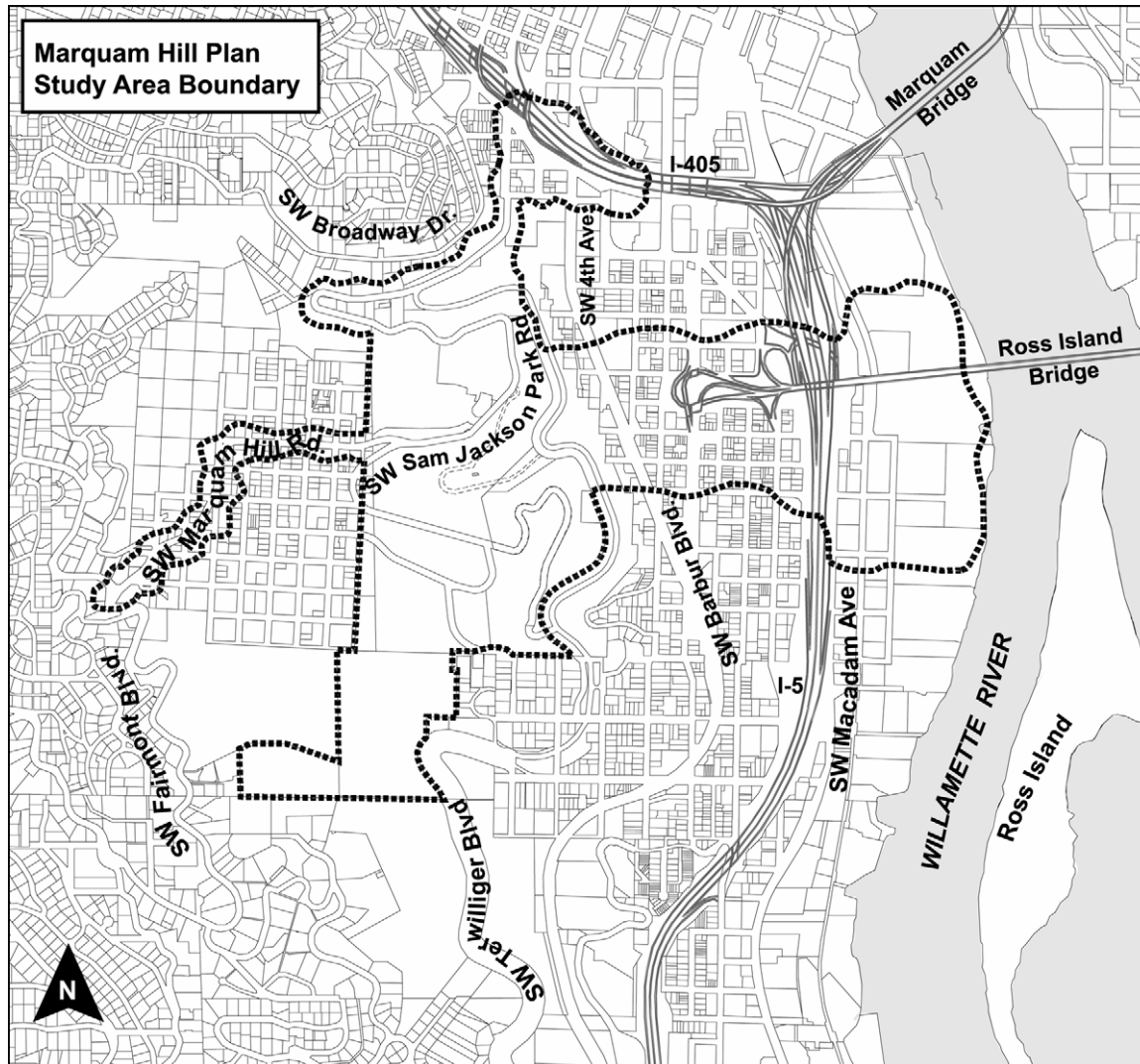
This section first describes the Planning Commission's deliberations and conclusions for the plan area and plan district boundaries. Following this section is a description of the City Council's conclusions.

At the May 7, 2002 work session, Planning Commission members received an overview of the study area, plan area and plan district boundaries considered throughout the Marquam Hill planning process as well as background concerning the Bureau's proposed boundaries.

Early project scoping efforts for the Marquam Hill planning process included the residential and institutional areas of the Homestead neighborhood. The initial project study area encompassed the entire Homestead neighborhood so that the project could include an examination of the broad range of subjects being raised by the community. Input from neighborhood residents and the institutions during this early stage of the project identified key areas for consideration including:

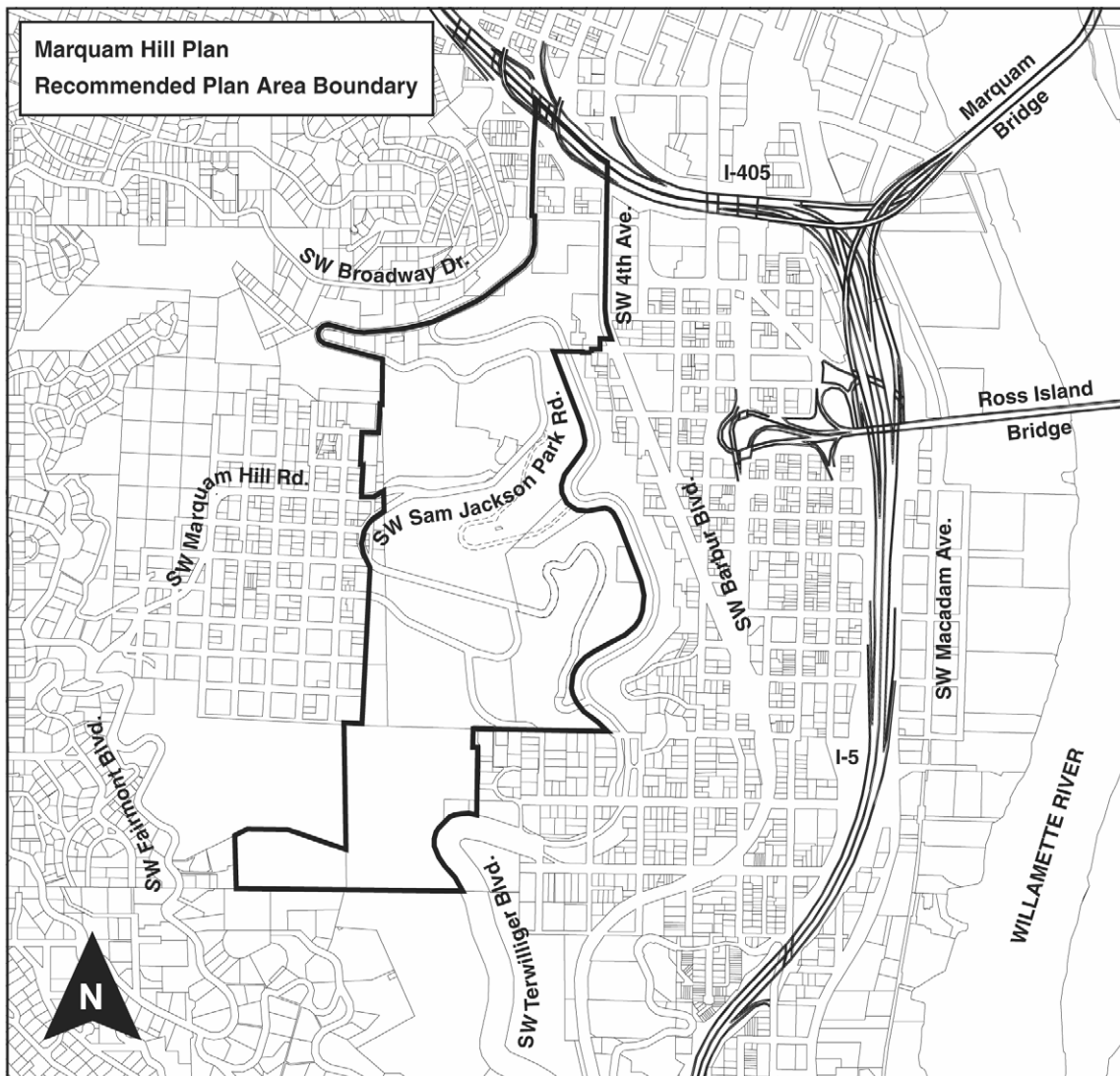
- ◆ economic development and jobs;
- ◆ campus development and expansion;
- ◆ transportation, traffic and parking;
- ◆ environmental protection and enhancement;
- ◆ views and view protection;
- ◆ open spaces and natural resources;
- ◆ campus building design; and
- ◆ campus open space and plazas.

In March 2001, the Homestead neighborhood voted to continue its neighborhood planning efforts through the *Southwest Community Plan* rather than including residential portions of the neighborhood in the Marquam Hill planning effort. Based on this decision the study area for the Marquam Hill planning effort was scaled back to focus primarily on institutionally owned lands on Marquam Hill. The study area also included fingers extending along transportation corridors to examine transportation impacts and mitigation opportunities.

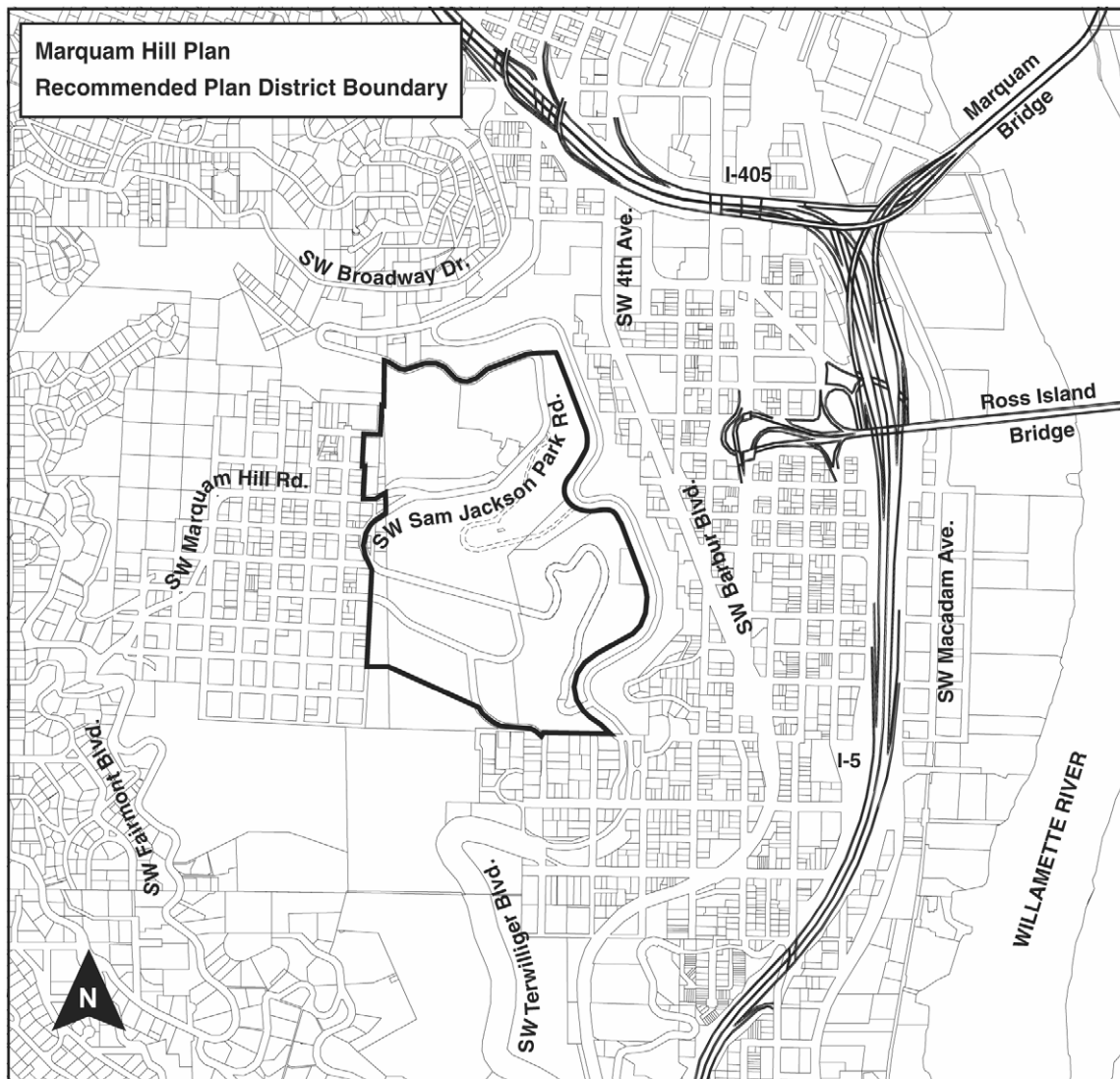


Through the C/TAG meetings and community open houses, neighborhood residents expressed ideas and concerns about neighborhood livability, open space protection and enhancement, and traffic on local streets in the Homestead neighborhood. Based on this input, the Bureau of Planning’s *Proposed Marquam Hill Plan* suggested a plan area broader, in some areas, than the study area and included the institutionally developed areas, some residential areas of the Homestead neighborhood and large tracts of undeveloped land and open space. No changes were proposed to the zoning in the residential areas, which was established through the *Southwest Community Plan*.

In April 2002, following the publication of the *Proposed Marquam Hill Plan*, the Homestead Neighborhood Association voted against the expanded Marquam Hill plan area. The Planning Commission supported the neighborhood association’s decision and scaled back the plan area to only include the areas of institutional development, the 45 acres of undeveloped open space owned by OHSU and a corridor along SW 6th Avenue linking Marquam Hill to the regional transportation system at I-405. Recognizing that a mechanism to tie future land use decisions to the plan does not exist for those areas not included within the plan area, the Planning Commission also removed language from the plan vision, policies, objectives, and action items that applied to the residential and open space areas no longer included in the plan area. In addition, the Planning Commission removed the portion of Terwilliger Parkway that the Bureau of Planning had included in its proposal based on the inclusion of a suspended cable transportation system.



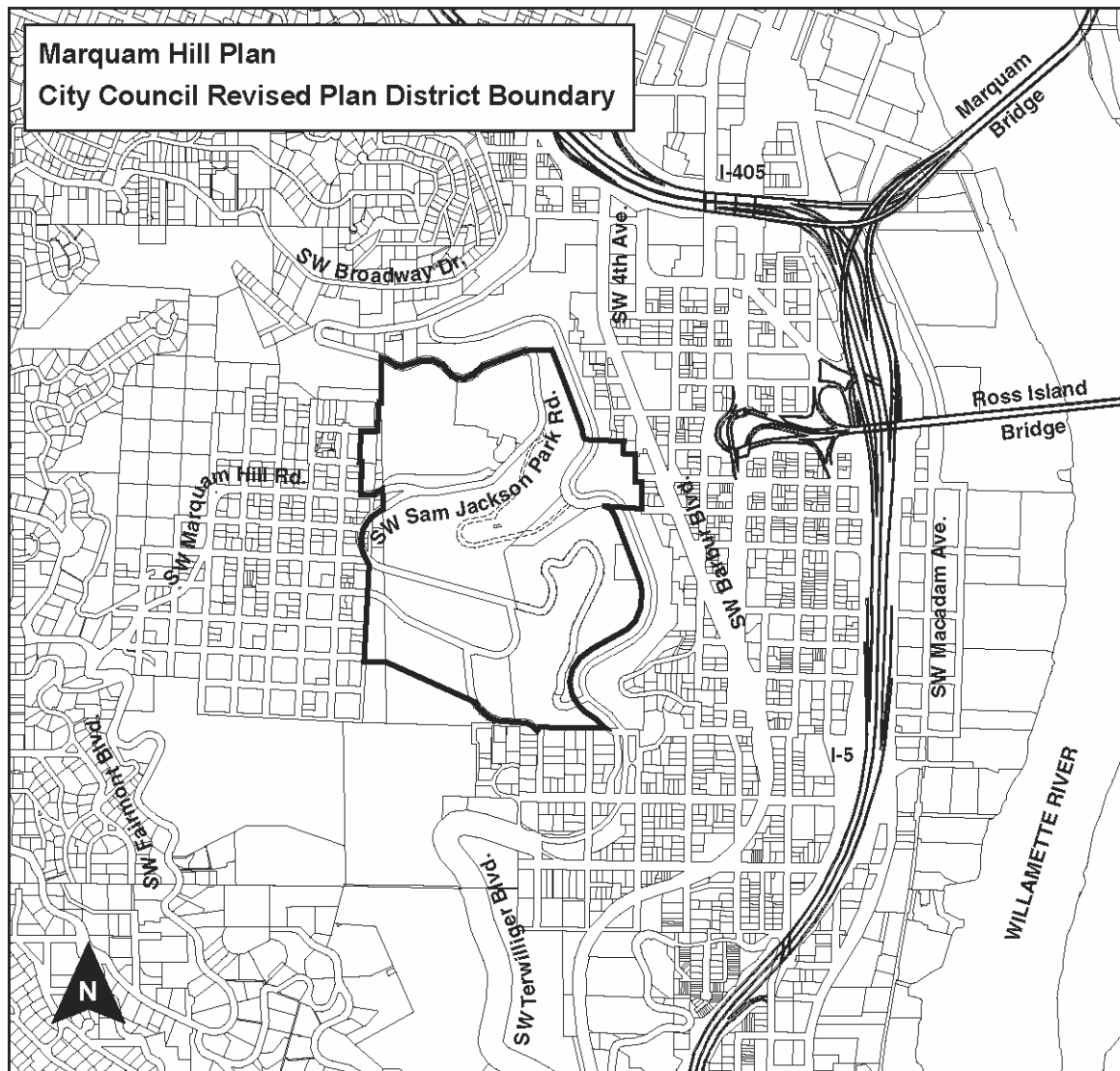
The Bureau of Planning's proposed plan district boundary included institutionally owned land on Marquam Hill and a small segment of Terwilliger Parkway. Amendments to the *Zoning Code*, which create a new plan district, apply within the plan district boundary. In addition, the plan district includes use regulations, development standards and design guidelines that apply within the boundary. The Bureau of Planning had proposed to include within the plan district a segment of Terwilliger Parkway to address issues related to a suspended cable transportation system passing over the parkway. By removing the regulatory changes needed to allow a suspended cable transportation system, the Planning Commission determined that there were no longer reasons to include any portion of Terwilliger Parkway in the plan district and reduced the size of the plan district area.



City Council Decision on Plan Area and Plan District Boundaries

With the exception of an area of Terwilliger Parkway adjacent to Marquam Hill’s institutional development, the City Council’s decision maintains the plan area and plan district boundaries recommended by the Planning Commission.

Based on the Council’s decision to include regulatory changes allowing Basic Utilities, the use category for suspended cable transportation systems, in the OS zone, the Council voted to include an area of Terwilliger Parkway within the plan district boundary. The area included is smaller than originally proposed by the Bureau due to subsequent information gained from PDOT’s study of potential alignments and technologies to link Marquam Hill and North Macadam.



The City Council’s decision to include the potential development of a suspended cable transportation system linking Marquam Hill and North Macadam also required expanding the plan area boundary to add the portion of Terwilliger Parkway included in the plan district boundary.



Key Analyses and Conclusions

The planning process leading to the development of the *Marquam Hill Plan* focused on several fundamental issues including economic growth and neighborhood livability as well as transportation, traffic and parking. These issues are often interrelated and examining each in isolation is difficult, contributing to the overall complexity of the final products. This section provides a description of the Planning Commission and City Council discussion and conclusions on these key issues.

Project Components

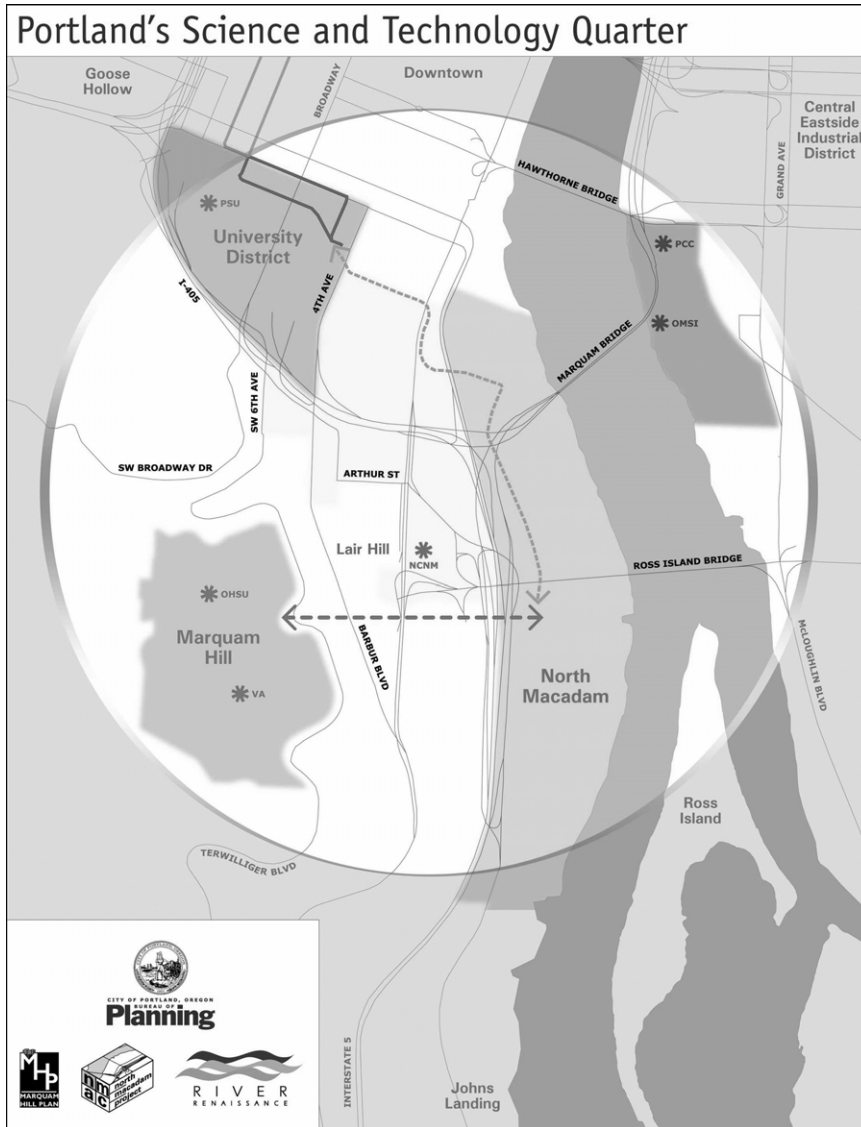
Marquam Hill Plan scoping efforts and Planning Commission briefings identified three fundamental issue areas that required independent evaluation and further analyses. The reports developed as part of these analyses are reprinted *Background Materials* and helped to inform the Planning Commission's recommendations and City Council's decisions.

The initial question involves Portland's ability to develop a bioscience industry and the influence of OHSU's activities and expansion on that potential. This question was coupled with an assessment of the nature of synergy between OHSU's core functions of research, patient care and education in the context of a geographically separated Central Campus. The Battelle Memorial Institute's report, *Building Bioscience in Portland*, contributed to this analysis.

The next question addresses feasible locations within Portland's Central City for OHSU's expansion with a specific focus on capitalizing on the potential for biotech and bioscience spin-off businesses. To perform this evaluation, Bureau of Planning staff scanned the Central City landscape and then analyzed three potential expansion locations proximate to Marquam Hill. The primary focus was on the availability of land suitable to develop an urban campus and first phase of associated private research functions. This analysis is contained in a report titled *Marquam Hill Plan Alternative Location Analysis: Land Availability Assessment*.

The final question involves transportation, including traffic impacts on Marquam Hill, options to link Marquam Hill with the Central City and the reliability of the transportation data, analyses, conclusions and proposals provided by OHSU. Through a contract with Kittelson & Associates, a Transportation Peer Review Panel of five experts from Canada, the U.S. and Portland was assembled. The group's findings and suggestions are contained in a memorandum titled *Peer Review Panel Report*.

The ideas and information coming from the Marquam Hill and North Macadam planning efforts led to the concept of a Science and Technology Quarter. The area between PSU and North Macadam is well suited to allow Portland to establish itself as a world-class



leader in bioscience and biotechnology development. Extending the Portland streetcar line into North Macadam will link the University District with North Macadam and encourage the area's development with a mix of uses. Directly across the river, the area around the Oregon Museum of Science and Industry is a natural extension of the Science and Technology Quarter. The streetcar line and suspended cable transportation system also represent significant opportunities to build upon OHSU and PSU's contributions to the

Science and Technology Quarter. Successful development of this area is further enhanced due to its proximity to the Willamette River, the greenway envisioned as part of the North Macadam District's development, as well as the area's proximity and connections to Portland's downtown core and the regional transportation system. The area has the potential to flourish over the next 30 years while maintaining and even enhancing the quality of surrounding neighborhoods.

The Planning Commission's recommendation did not include reference to the Science and Technology Quarter but the City Council's conclusion was to include it as an amendment to *Comprehensive Plan* Goal 5 – Economic Development.

Planning Commission Conclusions

Overall, the Planning Commission agreed with the Bureau of Planning's conclusion concerning OHSU's capacity to create additional employment opportunities in Portland through increases in health care services and medical research. Demographic trends show that Portland's population is increasing and aging, which means a need for expanded health care services and a growing job market. OHSU's history of providing superior healthcare in Oregon calls out the institution's ability to serve Portland's growing health care needs. OHSU's research grant awards have grown from \$48 million in 1990 to \$167 million in 2001. Most Planning Commission members agreed that this growth in medical research funding is an indicator of the institution's ability to attract research grants in the future. The increasing demand for healthcare services and OHSU's growing research capacity necessitates the expansion of the institution's facilities, resulting in additional employment opportunities in Portland.

The Planning Commission discussed the Battelle Memorial Institute's report *Building Bioscience in Portland* and the Bureau's conclusion that through OHSU's expansion Portland appears to have a foundation on which to develop a bioscience industry. The Planning Commission agreed that Portland should actively consider developing this industry. However, some Commission members felt that a more thorough examination of Portland's ability to compete with other west coast cities that are leaders in the bioscience industry needs to occur prior to any efforts to plan for the development of the industry. In addition, some Commission members believed that the *Marquam Hill Plan* is not the appropriate tool to update citywide economic development policies. As a result, the Commission removed the *Comprehensive Plan* Goal 5: Economic Development amendments proposed by the Bureau from the plan.

The Bureau's *Proposed Marquam Hill Plan* asserted that the potential for institutional expansion on Marquam Hill is limited due to the transportation system's capacity constraints. Based on the expected growth in OHSU's health care and research functions, the Bureau concluded that Marquam Hill would be unable to accommodate the level of needed development. The Planning Commission agreed with these assertions and included a plan objective to encourage institutional expansion off of Marquam Hill to the greatest extent possible. Commission members also agreed with the Bureau's proposal to limit the amount of institutional development that can occur on Marquam Hill by limiting the number of institutional parking spaces.

Several regulatory measures were recommended by the Planning Commission to ensure that institutional development on Marquam Hill occurs as envisioned in the *Marquam Hill Plan*. Rezoning the area within the Marquam Hill Plan District to Central Commercial (EX) more accurately reflects existing development and will allow institutional development by right. Rezoning and preserving approximately 45 acres of undeveloped land located south of campus and owned by OHSU to Open Space (OS) will



limit development on Marquam Hill and protect valuable natural resources. The Planning Commission also agreed that height and other development standards help regulate institutional expansion and encourage institutional development to occur in an intense, compact manner within the existing institutionally developed areas.

To further ensure that development on Marquam Hill occurs in a manner consistent with the *Marquam Hill Plan*, the Planning Commission developed a series of monitoring and review efforts. The Planning Commission suggested that OHSU prepare a periodic comprehensive progress report concerning the implementation of the *Marquam Hill Plan*. The Planning Bureau Director would then coordinate an inter-bureau review of this report and submit an analysis to City Council. This periodic assessment is included in the list of ideas for inclusion in a Memorandum of Understanding between OHSU and the City of Portland.

As an assurance that parking within the institutionally developed portions of Marquam Hill is constructed consistent with the goals of the *Marquam Hill Plan*, the Planning Commission recommended parking review when the development of additional parking is proposed. The Planning Commission also recommended that development proposals within the Marquam Hill Design District be subject to design review, comply with the Marquam Hill Design Guidelines and that any amount of development activity in environmental overlay zones be required to go through Environmental Review. In addition, the Planning Commission included approval criteria for any future land use actions that propose to move a scenic viewpoint on Marquam Hill.

The Planning Commission concluded that the functional reorganization of institutional activities through development and redevelopment would reduce the impacts of institutional traffic growth on Terwilliger Boulevard and local streets, while also providing a more integrated and understandable campus layout. Locating research functions in the northern and southern portion of the campus and educational functions in the western portion allows lower density and intensity of development at the campus edges. Centering patient care in the central area of the campus allows more intensive development to be located away from the campus edges and allows vehicular access by patients and visitors to focus on the intersection of SW Campus Drive and Terwilliger Boulevard.

The *Recommended Marquam Hill Plan* also supported the conclusion that reorganization of campus activities will improve access. The Planning Commission concluded that access to the area by patients and visitors should occur via Campus Drive, thus further limiting impacts on Terwilliger Boulevard, particularly south of Campus Drive. Trips made to and from the campus by staff and students occur in greater numbers during peak travel hours in comparison to the numbers of trips made by patients and visitors. Designating Sam Jackson Park Road as the primary access point for institutional staff, students, construction vehicles and service vehicles will encourage these trips to avoid Terwilliger Parkway. Patients and visitors who are not familiar with the area's street

system will access the area via Terwilliger and Campus Drive and will be less inclined to travel south on Terwilliger Boulevard when departing than employees and students. The Planning Commission concluded that trips made by patients and visitors via Campus Drive and Terwilliger Boulevard are more consistent with the parkway goals than trips made by employees, students, construction vehicles, and service vehicles.

To assure that implementation of these concepts would be regularly evaluated the Planning Commission recommended a new land use review – Marquam Hill Site Review. The approval criteria for this review was based on the site development concepts of the *Marquam Hill Plan* and was to applied to most institutional development on Marquam Hill.

Many measures to mitigate the impacts of institutional expansion on the surrounding neighborhoods were included in the Bureau’s proposed plan. These mitigation measures included improvements to existing roadway system, examining traffic calming, and access limitations to discourage institutional traffic on neighborhood streets and improving pedestrian connections both through and from the institutionally developed areas on Marquam Hill. The Planning Commission agreed with the mitigation measures proposed by the Bureau and carefully refined the timeframes for recommended mitigation projects.

Based on information contained in the Battelle Memorial Institute’s report, the Bureau of Planning’s proposal identified synergy (frequent interaction between OHSU’s primary functions of patient care, research and educational activities) as crucial to the institution’s success. Some Planning Commission members felt that the notion of synergy required further analysis and requested that the Bureau provide more information on the pedestrian travel behavior of workers and students at Marquam Hill institutions. Planning Commission members found the results of the analyses inconclusive and did not rely on the notion of synergy when discussing transportation links between Marquam Hill and North Macadam.

Through its analyses, the Bureau of Planning determined that a rapid and reliable connection between the Central Campus locations was necessary to maintain and build upon the synergy between OHSU’s core functions. To address this conclusion, the Bureau proposed several plan objectives as well as regulatory language supporting the further consideration of a suspended cable transportation system and other options to linking Marquam Hill and North Macadam. The Planning Commission determined that there was not sufficient information available to make recommendations about the advantages and disadvantages of the proposed system, or to evaluate mitigation efforts. The Planning Commission therefore decided to limit their recommendation about policy support for the suspended cable transportation system, and to defer all action on code amendments.



The Commission also discussed a process proposed by the Office of Transportation for further consideration of technology and alignment options of a suspended cable transportation system. The Commission concluded that further work was needed on the practical and policy implications of such a system before policies or regulations supporting the idea were included in the *Marquam Hill Plan*. Commission members felt that the next steps to examine the technology and alignment choices should look at a number of different options specifically including “no-build” and shuttle bus alternatives in addition to aerial tramway and gondola systems. The Commission believed that a review of mitigation efforts must be part of the evaluation so that the option selected provides the greatest benefit, the fewest negative impacts, and the best options for mitigation.

The Planning Commission’s recommendations concerning the process for consideration of a suspended cable transportation system were provided to the City Council prior to a hearing on May 23, 2002 where a resolution implementing the Project Assessment phase of PDOT’s proposed process was considered. Following public testimony, the City Council adopted the resolution. The adopted resolution reflected the Commission’s suggestion for a separate policy and regulatory development phase but delayed implementation of this phase until conclusions regarding technology and alignment options were reached. PDOT sponsored two open houses in June 2002 to generate and evaluate the options for connecting Marquam Hill to the North Macadam District. PDOT also provided a report and recommendation – *Marquam Hill to North Macadam Connector Study* – on June 20, 2002 and briefed the Council on its contents on June 26, 2002.

City Council Conclusions

Through its deliberations, the City Council accepted the Planning Commission’s recommendations as the foundation for the *Marquam Hill Plan* with two fundamental changes. Establishing policy support for the Science and Technology Quarter within the City’s *Comprehensive Plan* and providing a policy and regulatory framework for a potential suspended cable transportation system linking Marquam Hill and North Macadam were included by Council as key revisions to the *Planning Commission Recommended Marquam Hill Plan*.

Council members accepted the Planning Commission’s conclusions concerning the capacity for OHSU’s expansion to create additional employment opportunities in health care services and medical research. The Council also accepted the conclusions in the Battelle report concerning Portland’s potential to develop the bioscience industry and OHSU’s key role in the establishment of that industry. Expanding on these notions, the Council concluded that the emergence of a Science and Technology Quarter to focus Portland as the core in the region’s development of the bioscience, biomedical and bioengineering industries was desired. The Council further concluded that the potential

exists to establish a critical mass of businesses within the Science and Technology Quarter to capitalize on the strengths of academic and medical institutions and the region's technology sector. The Council captured its decisions through amendments to the *Comprehensive Plan's* Goal 5 - Economic Development.

The City Council agreed with the Planning Commission's conclusion that North Macadam is the appropriate location for OHSU expansion and identified further benefits associated with OHSU's expansion in the district. The *Building Bioscience in Portland* report documents the need for initial bioscience development to occur in close proximity to established academic and medical institutions. The City Council recognized the development potential of the North Macadam District and its close proximity to OHSU, PSU and the regional transportation system as benefits contributing to the future success of the Science and Technology Quarter and the first phase of bioscience development. Additionally, the North Macadam District was identified as a location proximate to south downtown and the Central Eastside Industrial District, areas with potential for future phases of the Science and Technology Quarter's development.

Establishing effective transit links throughout the Science and Technology Quarter was a key element of the City Council's analysis and discussion of the *Marquam Hill Plan*. The City Council recognized the importance of providing fast and reliable transportation links from PSU and OHSU to the North Macadam District. The Council also pointed out the potential for development in the Science and Technology Quarter to initiate improvements called for in the *South Portland Circulation Study* and the extension of the streetcar to North Macadam and potentially to Lake Oswego.

The City Council made several conclusions concerning the need to establish a fast and reliable link between North Macadam and Marquam Hill. The *Transportation Peer Review Panel Report* concluded that an aerial connection between the two locations is the only practical form of transportation that meets the operational criteria established by OHSU. The report further specified that the existing roadway system's capacity, even with improvements, could not accommodate OHSU's travel time and reliability needs and that establishing an underground connection would be financially and functionally impractical.

The Council agreed with the conclusions of the Transportation Peer Review Panel and included objectives, action items and regulations in the *City Council Revised Marquam Hill Plan* to allow the future development of a suspended cable transportation system linking Marquam Hill and North Macadam. The Council's decision also relied on the conclusions of the Office of Transportation and the Office of Planning and Development Review. The Planning Commission had recommended the development of a citywide policy concerning suspended cable transportation systems. Based on PDOT's analysis of existing policies that address the development of a multi-modal transportation system, the City Council determined that a sufficient policy foundation already exists in the *Comprehensive Plan* to provide a policy framework for such a system in the *Marquam*



Project Process and Overview

Hill Plan. The City Council also concurred with the Office of Planning and Development Review's (OPDR) determination that the Basic Utilities use category includes suspended cable transportation systems, which was further supported by OPDR's previous determination that the use category also covers the Portland streetcar.

The Council agreed with the overall regulatory measures recommended by the Planning Commission to guide development on Marquam Hill. The Council supported rezoning the area within the Marquam Hill Plan District to EX to allow institutional development by right. Council also supported rezoning and preserving the 45 acres of undeveloped land owned by OHSU to OS and added a plan objective to encourage OHSU to transfer ownership to Portland Parks and Recreation or establish a conservation easement to assure the long-term protection these lands.

The City Council also concurred with the Planning Commission's assessment of potential neighborhood impacts related to institutional expansion on Marquam Hill and agreed with the mitigation measures the Planning Commission included in the plan. Council refined the maximum single occupant vehicle rates and timeframes in order to accommodate implementation of several transportation enhancement projects. The City Council also supported the Planning Commission's notion to use traffic calming to reduce institutional cut through traffic on local streets in the Homestead neighborhood. In addition, the Council added two action items, one to study realignment of SW 6th/Homestead Drive and another to use traffic calming on Humphrey Boulevard.

Through their deliberation the City Council also focused on the need to assure that development on Marquam Hill occurs in a manner consistent with the *Marquam Hill Plan*. The City Council agreed with the reorganization of campus activities as outlined in the site development concepts and with the Planning Commission's overall intent behind its recommendation of Marquam Hill Site Review. However, the Council concluded that the purpose of Marquam Hill Site Review could be adequately covered through Marquam Hill Design Review and added a new design guideline to accomplish the outcomes described in the site development plans. The *Marquam Hill Design Guidelines* also address Marquam Hill's complex design issues. These include the view of institutional development on the skyline of Marquam Hill; the creation of formal open areas and a strong pedestrian network; and the relationship of institutional development with Terwilliger Parkway, adjacent residential neighborhoods, and open space areas.

The City Council addressed an amendment request made by the Bureau of Environmental Services to include regulations calling for no net increase in effective impervious area within the Marquam Hill Plan District due to the area's proximity to the Willamette River and the City's ongoing combined sewer overflow project. Council concluded that including policy, rather than regulatory, support would adequately satisfy the intent of the amendment request. Effective impervious area was described in a memo from BES 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."

The Council completed its analysis and conclusions on the *Marquam Hill Plan* with a discussion of a Memorandum of Understanding (MOU) between the City of Portland and OHSU. The Council agreed that the MOU would function as an agreement between the two entities which defines specific plan implementation activities that both the City and OHSU will pursue. Council members agreed with the approach outlined by the Director of Planning, which includes further collaboration with City bureaus and OHSU to refine the list of ideas that the MOU could cover and then develop a comprehensive contact between the City and OHSU. Council requested that the MOU be available for their consideration in September 2002.

AMENDMENTS TO THE COMPREHENSIVE PLAN

Amendments to the Comprehensive Plan

One of the key questions examined in the Marquam Hill planning effort was the degree to which Oregon Health & Science University's (OHSU) expansion could contribute to development of the bioscience industry in Portland. During the Marquam Hill and North Macadam planning processes the notion of a Science and Technology Quarter in Portland's Central City to capitalize on the area's close proximity to OHSU and Portland State University (PSU) was conceived. Through the analysis and investigation described in the Project Process and Overview chapter, the Bureau of Planning concluded that there are economic benefits to be gained by encouraging and supporting the growth of academic and medical institutions, particularly within the Science and Technology Quarter. The City Council concurred and amended the policies and objectives of the *Comprehensive Plan* economic development goal to:

- ◆ Incorporate support for the development of a Science and Technology Quarter;
- ◆ State the intention that the Science and Technology Quarter and bioscience industry's development occur initially in the North Macadam District of the Central City of Portland; and
- ◆ Encourage the development of the bioscience, biomedical and bioengineering industries by capitalizing on the strengths of Portland's academic and medical institutions and the region's technology sector.

The *Comprehensive Plan* goals address a broad range of planning issues and provide a framework for future program and funding decisions related to urban development. The policies are general statements that set or describe a direction or preferred course of action or change. Objectives provide refinements of the policies and more detail about understanding, applying and implementing the plan. The City Council adopts changes to the policies and objectives through an ordinance.

Action charts identify strategies that can implement the plan's policies and objectives. The action charts are adopted by City Council through a resolution and include timeframes that allow each action to be prioritized and provide a list of willing implementors. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the timing and ability to undertake an action. The action chart and actions described within it are advisory and depend on the ability of the identified implementors to secure funding and/or participate in completing the desired action.

In the following section the text of the amendments to the *Comprehensive Plan* are shown in underlined text.

GOAL 5: ECONOMIC DEVELOPMENT

Foster 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.

POLICIES & OBJECTIVES:

5.1 through 5.10 – No change

5.11 Establish a Science and Technology Quarter as the core of the region's biomedical, bioscience and bioengineering industries and advance these industries by encouraging and capitalizing on the strengths of Portland's academic and medical institutions and the region's technology sector.

Objectives

- A. Encourage initial development of the Science and Technology Quarter in the North Macadam District, create strong links to the University District and recognize the proximity and development opportunities of Portland's South Downtown and Central Eastside Industrial District for future development.
- B. Undertake collaborative efforts and develop economic development strategies that foster and encourage the establishment and growth of the biomedical, bioscience and bioengineering industries in Portland, especially within the Science and Technology Quarter.
- C. Encourage the development of a broad range of business and education activities in the Science and Technology Quarter that will compliment and support the Quarter.
- D. Support expansions of Oregon Health & Science University, Portland State University and other institutions and businesses that advance the biomedical, bioscience, and bioengineering industries and create jobs in Portland.
- E. Encourage Portland academic and medical institutions to continue working collaboratively.
- F. Support local, state, and federal efforts to provide and improve educational opportunities and prepare Oregonians for jobs in medical, bioscience, and bioengineering-related fields.



Goal 5 Action Chart:

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
ED1	Develop and implement an overall City strategy on bioscience coordinating with and building upon the Economic Development Strategy 2002 for the City of Portland.			X			PDC, BOP, OBA, OHSU, PSU, Private Industry
ED2	Maintain a dialog with key industry representatives, local, state and federal agencies, and educational institutions concerning Portland's efforts to attract, retain and grow biomedical, bioscience and bioengineering businesses.		Ongoing				PDC, BOP, OBA, OHSU, PSU, Private Industry
ED3	Build upon the strengths of Portland's academic and medical institutions and the region's technology sector and the competitive advantages of the region to attract, recruit and grow bioscience, biomedical and bioengineering firms and technologies in Portland.		Ongoing				PDC, OBA, OHSU, PSU
ED4	Implement a long range planning effort to examine the opportunities and needs related to the development of a Science and Technology Quarter.			X			BOP, PDC

Notes:

1. The Portland City Council approves this action chart by resolution. It is a starting place. All actions must have at least one identified implementor. Actions are adopted with the understanding that some will be adjusted and others replaced with more feasible proposals.
2. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to carry out the action. See Page 73 for a key to the implementor abbreviations.

A VISION FOR MARQUAM HILL

Elements of the Marquam Hill Plan

This chapter and the next four contain the key components of the *Marquam Hill Plan*. They are:

- ◆ The vision
- ◆ The policies, objectives, and action charts
- ◆ The Comprehensive Plan Map and Zoning Map amendments
- ◆ The plan special features
- ◆ The *City Code* amendments

All of these components work together to define and shape the desired outcomes that were identified through the planning process. The vision, policies and objectives are adopted by City Council through an ordinance and incorporated into Portland's *Comprehensive Plan*. The plan's action charts are adopted by City Council through a resolution. Also adopted by ordinance are the plan's special features, the Comprehensive Plan Map and Zoning Map amendments, and the *City Code* amendments.

The plan vision provides an overarching description of the plan area, its future development and "feel" in visionary terms. The policies, objectives and action charts are organized into five topic areas: Land Use, Marquam Hill Community, Transportation, Open Space and Natural Resources, and Building and Site Design. Policies are general statements that set or describe a direction or preferred course of action or change. Once adopted, these policies guide and direct planning and development decisions regarding land use, the provision of public services, as well as community based improvements. Objectives provide refinements of the policy and provide more detail about understanding, applying and implementing the plan. They also act as benchmarks against which progress can be measured.

The plan's action charts are adopted by City Council through a resolution and identify strategies that can implement the plan. Action charts include timeframes that allow each action to be prioritized and provide a list of willing implementors. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the timing and ability to undertake an action. The action charts and actions described within them are advisory and depend on the ability of the identified implementors to secure funding and/or participate in completing the desired action.

The Comprehensive Plan Map and Zoning Map amendments change the base zoning and add the design overlay zone in portions of the plan area.

The plan also includes four special features:

- ◆ Functional Areas Site Development Concept
- ◆ Vehicular Circulation Site Development Concept



A Vision for Marquam Hill

- ◆ Pedestrian Circulation Site Development Concept
- ◆ Pedestrian Connections Vision Plan

Each one includes an illustration and text that describe aspects of the physical and system development goals of the *Marquam Hill Plan*.

The *City Code* amendments include *Zoning Code* amendments that create a new plan district – the Marquam Hill Plan District. The plan district regulates land uses and development and includes new requirements for design review in portions of the plan area. Also, included in this chapter are amendments to the *Sign Code* to establish special regulations for signs in the Marquam Hill Plan District.

Plan Vision

The plan vision provides an overarching description of the plan area's future development, character and "feel" in aspirational terms. The following vision of Marquam Hill describes the area in the year 2030, as if the desired outcomes had been achieved. It represents a statement of confidence that the community can and will work collaboratively to achieve the shared goals described in the vision.

A Vision for Marquam Hill in the Year 2030

Marquam Hill is one of the City of Portland's most unique places. It is home to a vibrant institutional campus that is surrounded by some of the most livable neighborhoods in the region and large tracts of open space and parks including the Terwilliger Parkway and Marquam Nature Park. At first glance, Marquam Hill appears to be a study in contrasts but a closer look reveals a thriving urban place encircled by healthy neighborhoods and natural areas.

The institutional development is a dense urban campus that includes a world class medical teaching university, Oregon Health & Science University (OHSU), Shriners Hospital for Children, the Veterans Affairs Medical Center and other places of healing, learning and inquiry. This dynamic environment is nestled against Terwilliger Parkway, Marquam Hill Nature Park, and hundreds of acres of undeveloped woodland, all of which attract people from around the region to enjoy the tranquility and natural beauty. Complementing this remarkable tapestry of urban density and natural open space are the residential areas of the Homestead neighborhood, whose character and charm contribute to the attractive built environment on the hill.

Of the institutions calling Marquam Hill home, OHSU remains a primary presence on the hill. Its mission of teaching, healing, and discovery is realized through its many programs and activities. OHSU continues to educate many of the medical practitioners and researchers who live in Oregon and provides medical services to tens of thousands of people from the region, the state, and beyond. Through its ranking by the National Institutes of Health as one of the top 20 research and academic centers in the country and by offering top notch facilities and opportunities, OHSU attracts and fosters some of the nation's foremost researchers in a broad range of bioscience and biomedical fields. Portland's livability and Marquam Hill's very special setting also contribute to OHSU's attractiveness for researchers, practitioners, faculty and students.

OHSU's Central Campus includes buildings on Marquam Hill and in North Macadam. The institutional buildings that shape Marquam Hill's urban form are beautifully designed and integrated into the visual and physical landscape that surrounds it. Its architectural features, visible from around the region, are constructed of quality



A Vision for Marquam Hill

materials and visually unfold to complement the significant urban and natural features associated with the skyline of the west hills.

Visitors are welcomed to the campus through entrances that signify the transition into a distinct environment. Moving from building to building, this sense of place is reinforced by a network of well designed pedestrian corridors, courtyards, plazas, and interior gathering places, some of which also serve to connect the campus to the adjacent community. Special signs and other directional information make finding their way easy for first time visitors and a pleasant experience for those passing through.

The institutional campus on the hill is regarded as an excellent example of how green building concepts are incorporated on a site scale, rather than building by building, despite physical challenges such as steep slopes and soil conditions. Green roofs, gardens, and various other techniques have been implemented to reduce stormwater runoff and contribute to an effective stormwater management plan. Campus buildings are state of the art in their efficient use of energy and water. Landscaped areas are also developed with sustainability in mind. They are designed with stormwater management and the energy efficiency of nearby buildings in mind and utilize materials that are less dependent on water and chemical supplements such as pesticides and fertilizers.

Undeveloped open areas that surround the campus provide an abundance of nature that is accessible to residents, employees, students and visitors alike through a network of trails that provide both commuter and recreational pedestrian routes. Enhancement and stewardship of these natural areas ensures that these areas remain healthy, provide a beneficial environment for urban wildlife, and a refuge for people seeking respite from the built environment. Along the edges of these areas, institutional development is designed with sensitivity so that their natural qualities and functions are preserved and enhanced. Institutional development along Terwilliger Parkway and along the residential portions of the Homestead neighborhood that abut the campus is also scaled back in mass and intensity and designed to respect the character of these sensitive areas.

Access to Marquam Hill is fast, convenient and efficient for everyone who wants or needs to get there. The commitment by the institutions and residents alike to reduce automobile trips has paid off and a broad range of transportation options is available to access Marquam Hill. More people use mass transit options including buses and the suspended cable transportation than ever before and vehicles using alternative fuels are common. The excellent bicycle facilities and rich network of pedestrian routes connecting the hill with downtown, the Willamette River, and the numerous neighborhoods located on and around the hill attract commuters, residents, and visitors alike. Everyone agrees that Marquam Hill has excellent transportation and the adverse impacts of automobiles have decreased.

A prime example of creative transportation options is the suspended cable transportation system that connects Marquam Hill to North Macadam and provides efficient access to

various regional transit options like the Portland streetcar and the south MAX line. Workers, students, and visitors use the system to travel back and forth quickly within OHSU's busy Central Campus and to access the Science and Technology Quarter and downtown Portland. The suspended cable transportation system also provides convenient access to the Willamette River and Greenway Trail and the Terwilliger Parkway Trail, the 40-Mile Loop Trail and the Marquam Nature Trail. People from the local area, the region, and beyond treasure this connection between the water, the hills, and the heart of Portland.

Marquam Hill is still served by roads that are shaped by its topography, most of which were built over 100 years ago. Continued implementation of the Marquam Hill Transportation Partnership Plan helps reduce institutional traffic volumes on these roads. This effort garners participation and support from all Marquam Hill institutions and is recognized as the region's premier transportation demand management program. Fewer than forty percent of employees and students access Marquam Hill via single occupant automobiles. Most employees and students arrive and depart Marquam Hill via car and vanpools, public transit services, and by biking and walking. Bicycle lanes and trip end facilities encourage many people to bike the scenic routes of Marquam Hill as their primary commute mode. Restrictions on the amount of parking reinforce the need for continuous improvement in the transportation demand management goals.

The transportation options serving Marquam Hill are fully integrated with a pedestrian circulation system that connects campus facilities via a network of interior and exterior corridors and walkways. Through the successful implementation of the "ninth floor concept" most campus access points and the majority of buildings are connected by this system which includes pedestrian passageways and gathering areas that are easily accessed from many locations. Staff and students move efficiently between buildings while visitors and patients find their way around and through the campus with ease via these well-signed pedestrian routes.

This excellent and safe pedestrian circulation network extends beyond the campus itself, as numerous pedestrian routes and trails link the campus with the regional urban trail system, the surrounding neighborhoods, the North Macadam District, the Willamette River, and the city's downtown core. The system of trails that lace through the area's natural areas and parks is also accessed via the campus pedestrian routes by signs and connections that lead to these recreational trails and paths. The trails and natural areas help integrate exercise into daily life and allow people to be surrounded by nature even while in the city. Maps are easily obtained and help visitors find their way to these wooded pathways.

The pedestrian network also links the campus plazas, courtyards, and gardens with research, teaching, and patient care facilities. Diverse landscaping, seating areas, artwork, and water features are among the many amenities that give each of these areas a special feel and make them attractive to all. Staff, students, patients, and visitors can



A Vision for Marquam Hill

gather or find solitude in these outdoor spaces, which enhance the creative and healing environment on the hill. Residents of the adjacent neighborhoods also meet and interact with each other and the campus community in these many special places. The main plaza area at the central west edge of the campus abuts the Village Center and sees the greatest amount of activity because the mix of retail business and institutional services offer something for everyone and are open for use by all.

Combined, these various and varied components of Marquam Hill create a very special part of Portland that clearly has a sense of community, place, and purpose. This sense of community is achieved through numerous physical features but also through a shared commitment to preserve and enhance Marquam Hill's valuable places and activities. Marquam Hill is an example of how desires and needs that may appear to be contrasting, or even conflicting, can be creatively folded together to form a unique, balanced, and successful urban environment.

POLICIES, OBJECTIVES, AND ACTIONS

Introduction

The policies, objectives and action charts are organized into five topic areas: Land Use, Marquam Hill Community, Transportation, Open Space and Natural Resources, and Building and Site Design. Policies are general statements that set or describe a direction or preferred course of action or change. These policies guide and direct planning and development decisions regarding land use, the provision of public services, as well as community based improvements. Objectives provide refinements of the policy and provide more detail about understanding, applying and implementing the plan. They also act as benchmarks against which progress can be measured.

The plan’s action charts are adopted by City Council through a resolution and identify strategies that can implement the plan. Action charts include timeframes that allow each action to be prioritized and a list of willing implementors. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the timing and ability to undertake an action. The action charts and actions described within them are advisory and depend on the ability of the identified implementors to secure funding and or/participate in completing the desired action.

List of Action Implementors and Abbreviations

<u>Abbreviation</u>	<u>Full Name</u>
BES	Bureau of Environmental Services
BOP	Bureau of Planning
FOT	Friends of Terwilliger
HmNA	Homestead Neighborhood Association
HDNA	Hillsdale Neighborhood Associations
Metro	Metro
OBA	Oregon Bioscience Association
ODOT	Oregon Department of Transportation
OHSU	Oregon Health & science University
OSD	Office of Sustainable Development
PPR	Portland Parks and Recreation
PDC	Portland Development Commission
PDOT	Portland Office of Transportation
PPB	Portland Police Bureau
PSU	Portland State University
Shriners	Shriners Hospital for Children
SW Trails	Southwest Trails
SHNA	Sylvan-Highlands Neighborhood Association
Tri-Met	Tri-Met
VAMC	Veterans Affairs Medical Center

Policy 1: Land Use

1A: Retain and strengthen Marquam Hill's unique mix of uses including academic, medical and research facilities and natural areas.

1B: Allow the development and redevelopment of academic, medical, and research facilities on Marquam Hill to meet the needs of the institutions and complement, stabilize and contribute to the surrounding neighborhoods, parks, natural areas and Terwilliger Parkway.

1C. Ensure that the potentially adverse impacts of institutional development on existing neighborhoods, traffic, and the environment are avoided or minimized and mitigated.

Objectives

1. Support the expansion of institutional uses both on and off Marquam Hill to acknowledge and continue the significant economic development contributions these uses make to Portland's economy.
2. Support focused institutional expansion on Marquam Hill that enhances the integration of teaching, healing, and patient care activities.
3. Encourage institutional expansion in the Science and Technology Quarter, or elsewhere in the City, that would both alleviate the impacts of growth on Marquam Hill and maximize the potential for economic development opportunities associated with institutional activities.
4. Allow institutional development on Marquam Hill to occur in a dense urban manner through the application of Central Employment (EX) zoning.
5. Provide *Zoning Code* regulations that allow and control institutional development in the Central Employment (EX) zone on Marquam Hill.
6. Limit the development of housing within the Central Employment (EX) zone.
7. Establish the area zoned Central Employment as an Employment Area on the *2040 Growth Concept* map.
8. Preserve approximately 45 acres of undeveloped land owned by Oregon Health & Science University through the application of Open Space (OS) zoning.
9. Ensure the reorganization of institutional activities so that over time research, patient care, and education activities occur in a manner consistent with the Functional Areas Site Development Concept and that employees/students primarily access Marquam Hill via Sam Jackson Park Road and visitors/patients primarily access via Terwilliger Boulevard.
10. Maintain the clear boundaries between institutional areas and residential areas that are established in the *Marquam Hill Plan*.



Policies, Objectives, and Actions

11. Discourage OHSU from exercising its power of eminent domain in the residential and mixed-use area immediately west of the Marquam Hill Plan District.
12. Encourage the Veterans Affairs Medical Center to comply with local regulations when planning or implementing new development.

Action Chart 1: Land Use

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
LU1	Request changes to Metro's 2040 Growth Concept Map to establish the area of institutional development on Marquam Hill as a Regional Employment Area.			X			BOP
LU2	Amend the Comprehensive Plan to replace the 1977 Marquam Hill Policy Plan with the 2002 Marquam Hill Plan.	X					BOP
LU3	Amend the Comprehensive Plan Map and Zoning Map to zone portions of the institutionally owned land to Central Employment (EX) and allow institutional development and associated uses by right.	X					BOP
LU4	Amend the Comprehensive Plan Map and Zoning Map to zone portions of OHSU's undeveloped lands to Open Space (OS).	X					BOP
LU5	Amend the Zoning Code to establish the Marquam Hill Plan District and include special use regulations, development standards and design requirements suited to Marquam Hill's unique needs and development.	X					BOP
LU6	Include limitations on residential development in the Central Employment (EX) zone within the Plan District.	X					BOP
LU7	Facilitate development of new institutional facilities off of Marquam Hill.		Ongoing				PDC, OHSU, Private Developers
LU8	Implement the goals of the Functional Areas Site Development Concept.		Ongoing				OHSU, VAMC, Shriners
LU9	Reaffirm the Terwilliger Parkway Corridor Plan and its implementing measures, including the Terwilliger Parkway Design Guidelines, through a City Council Resolution.	X					BOP

Notes:

1. The Portland City Council approves this action chart by resolution. It is a starting place. All actions must have at least one identified implementor. Actions are adopted with the understanding that some will be adjusted and others replaced with more feasible proposals.
2. Identification of an implementor for an action is an expression of interest and support with the understanding that circumstances will affect the implementation leader's ability to carry out the action. See List of Implementors on page 73 for a key to the implementor abbreviations.

Policy 2: Marquam Hill Community

Create a shared sense of place and community for the people who work and live on Marquam Hill.

Objectives

1. Encourage the design of plazas that abut the Village Center to promote a shared sense of place for neighborhood residents and institutional staff, students and visitors.
2. Promote the development of affordable housing in nearby neighborhoods to accommodate students and smaller households.
3. Encourage Marquam Hill institutions to allow community use of facilities, including meeting rooms and a recreation center.
4. Reinforce a sense of physical integration of the residential and institutional areas through enhancements to the pedestrian network.
5. Encourage working relationships between institutions and other community interests to promote a sense of community and shared place.



Action Chart 2: Marquam Hill Community

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
MHC1	Organize and participate in activities that contribute to the health and aesthetics of the area such as neighborhood cleanups, trail development and maintenance work parties, and invasive species removal.		Ongoing				PPR, HmNA, OHSU, VAMC, Shriners, FOT, PSU, Private
MHC2	Maintain a dialog between institutions and the Homestead Neighborhood Association to discuss topics of mutual importance.		Ongoing				HmNA, OHSU, VAMC, Shriners
MHC3	Investigate and implement when feasible, programs that encourage people who work or attend school at Marquam Hill institutions to live in the nearby neighborhoods.		Ongoing				OHSU, Shriners
MHC4	Develop a plaza abutting the Village Center that includes activity areas that are compatible with the mixed-use Village Center.				X		OHSU
MHC5	Allow community groups reasonable access to institutional facilities such as meeting rooms and a recreation center.		Ongoing				OHSU
MHC6	Increase pedestrian connections within the institutional area and between the institutional, residential, and open areas through implementation of the Pedestrian Circulation Site Development Concept.		Ongoing				OHSU, VAMC, Shriners, PPR, PDOT, PPR

Notes:

1. The Portland City Council approves this action chart by resolution. It is a starting place. All actions must have at least one identified implementor. Actions are adopted with the understanding that some will be adjusted and others replaced with more feasible proposals.
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Policy 3: Transportation

3A: Maintain and enhance the transportation system to ensure that Marquam Hill is conveniently accessible for the people who live or work there; for those seeking medical treatment, advice or education; and for those wanting to enjoy the area's forested hills and ravines.

3B: Balance accessibility needs with traffic and parking measures that limit adverse impacts and seek mitigation of those impacts that are unavoidable.

Objectives

1. Enhance existing transportation options through improvements to the transportation system including roads, transit service, and bicycle and pedestrian networks and facilities.
2. Enhance the range of access alternatives to Marquam Hill through the development of a fast, reliable suspended cable transportation system that links Marquam Hill with North Macadam and the regional transit system.
3. Support the development of a suspended cable transportation system through a public process that will determine the most appropriate technology and alignment option and initiate the Project Assessment Phase of the Office of Transportation's process for consideration of a suspended cable transportation system linking Marquam Hill and North Macadam and assure that it examines specific factors including but not limited to:
 - a no build option
 - alternative technology options (tram and gondola);
 - alignment options
 - midpoint stop options
 - impacts on historic, natural and scenic resources
 - impacts on neighborhood livability and personal privacy
 - safety concerns for people and property below the system
 - impacts on private property values, and
 - mitigation strategies
4. Ensure a high level of aesthetic design consideration, especially for the towers and terminals, for the selected suspended cable transportation system through a public process.
5. Implement proposed roadway improvements along SW 6th Avenue between Sheridan Street and Broadway Avenue to improve roadway capacity and links to the regional road network.



Policies, Objectives, and Actions

6. Implement roadway improvements on SW Campus Drive so that its intersection with SW Sam Jackson Park Road provides adequate turning room for large vehicles such as Tri-Met buses.
7. Encourage the implementation of the goals of the Vehicular Circulation Site Development Concept.
8. Limit the negative impacts of high traffic volumes and peak hour congestion on Terwilliger Parkway and neighborhood streets by encouraging employees/students to access Marquam Hill to and from the north and east via Sam Jackson Park Road and patients/visitors to access from the north and east via Terwilliger Boulevard and Campus Drive.
9. Encourage Marquam Hill institutions to continue and enhance efforts to educate employees, students, construction workers, and service providers to use Sam Jackson Park Road to access Marquam Hill and to avoid traveling on neighborhood streets and Terwilliger Boulevard, especially south of US Veterans Hospital Road.
10. Encourage development of a freight/service access and circulation plan for Marquam Hill institutions that discourages use of neighborhood streets and Terwilliger Boulevard south of Veterans Hospital Road.
11. Improve institutional signage, both inside and outside buildings, to provide an easily understood and cohesive way-finding system for patients and visitors.
12. Reinforce the character of Terwilliger Parkway as described in the *Terwilliger Corridor Parkway Plan* and acknowledge that traffic accessing Marquam Hill institutions from Terwilliger Boulevard is local traffic.
13. Reduce vehicular speeding on Terwilliger Boulevard through the redesign of roadway features and speed awareness and enforcement efforts.
14. Use on street parking restrictions, traffic-calming techniques and access limitations, where they are appropriate and acceptable to the local residents, to discourage institutional parking and traffic on residential streets and reduce institutional cut-through traffic below 2001 levels.
15. Encourage Marquam Hill institutions to continue participation in the *Marquam Hill Transportation Partnership Plan* and to aggressively work toward achieving the program's strategic 2003 mode split goals and require that the single occupancy vehicle mode split be met by 2030.
16. Encourage Marquam Hill institutions to expand efforts to reduce peak hour traffic through the use of flextime and alternative employee scheduling and a more extensive shuttle bus system, including the use and management of satellite parking lots.

17. Limit traffic impacts on Terwilliger Boulevard and neighborhood streets by establishing performance standards for single occupancy vehicle mode splits and traffic volumes on Local Service Streets and link development of parking to achievement of these standards.
18. Continue to regulate the amount of on-site parking allowed for Marquam Hill institutions and require land use review for development of new parking to support transportation demand management efforts and to manage traffic impacts on neighborhood streets, particularly Terwilliger Boulevard.
19. Preserve and enhance access to the public transportation system.
20. Encourage implementation of the goals of Pedestrian Circulation Site Development Concept.
21. Support ongoing efforts to refine and implement the Pedestrian Connections Vision Plan.
22. Seek improvements to commuting and recreational pedestrian facilities, such as trails, sidewalks and stairs to create a continuous high quality network of routes through the institutionally developed areas and to link Marquam Hill with surrounding areas.
23. Encourage Marquam Hill institutions to develop bicycle parking and trip end facilities in close proximity to pedestrian and bicycle commuting routes.
24. Pursue roadway improvements to primarily reserve local streets for local traffic and provide regional facilities for regional traffic.



Action Chart 3: Transportation

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
	Circulation and Parking						
T1	Work to advance necessary improvements to the regional transportation system, such as those addressed in the "South Portland Circulation Study" and in the "Long Range Transportation Options for South Portland," in order to improve traffic flow from Marquam Hill onto the regional transportation system.		Ongoing				PDOT, Metro, ODOT
T2	Implement roadway improvements to widen SW 6th Avenue between Sheridan and Broadway, which will reduce traffic congestion at the intersection of Sam Jackson Park Road and Terwilliger Boulevard. Begin the planning process by January 1, 2003 and complete by December 31, 2004.			X			PDOT, OHSU
T3	Implement improvements on SW Campus Drive including realigning its intersection with SW Sam Jackson Park Road to better accommodate large vehicle turning movements.			X			OHSU, PDOT
T4	Implement the goals of the Functional Areas Site Development Concept, the Vehicular Circulation Site Development Concept, and the Pedestrian Circulation Site Development Concept.		Ongoing				OHSU, VAMC, Shriners, PDOT
T5	Amend the Zoning Code to regulate the parking allowed for institutional use to 900 spaces more than currently exists and tie development of new parking to SOV mode split and traffic volume performance standards and require land use reviews.	X					BOP
T6	Investigate and seek ways to use and manage satellite parking lots and other off-site parking systems that are connected to transit and shuttle bus service.			X			OHSU, VAMC, Shriners, PDOT, Tri-Met
T7	Install directional signs so that employees/students and patient/visitor access routes are clearly identified.		Ongoing				OHSU, PDOT

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No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
	Circulation and Parking Continued						
T8	Develop a freight/service access and circulation plan consistent with the Vehicular Circulation site Development Concept.			X			OHSU, VAMC, Shriners, PDOT
T9	Continue to specify appropriate access routes in contracts for service and construction and incorporate this practice into the freight/service access and circulation plan.		Ongoing				OHSU, VAMC, Shriners
T10	Implement measures to educate construction workers and service providers about traffic concerns and provide information about preferred routes and non-auto mode options.		Ongoing				OHSU, VAMC, Shriners
T11	Eliminate signs directing institutional traffic to SW Terwilliger Parkway from the south and improve signs identifying routes from the north to Sam Jackson Park Road and Terwilliger Boulevard.			X			PDOT, ODOT
T12	Develop and implement a Sign Program that creates an easily understood and cohesive system of external and internal way finding elements for patients and visitors.			X			OHSU, VAMC, Shriners
T13	Use traffic calming or access limitations on SW Hamilton Street, SW Hamilton Terrace, and SW 6 th Drive/Bancroft Street/Homestead Drive to reduce cut through traffic below 2001 levels and enhance pedestrian access and safety. Include public involvement in the planning process.			X			PDOT, OHSU, HmNA, PPR
T14	Close or otherwise restrict motor vehicle traffic on the portion of Condor Lane within Terwilliger Parkway to reduce cut through traffic below 2001 levels and enhance pedestrian access and safety. Include public involvement in the planning process.			X			PDOT, OHSU, HmNA, PPR
T15	Use traffic calming on SW Humphrey Boulevard to reduce institutional cut through traffic.			X			PDOT, SHNA

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Policies, Objectives, and Actions

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
	Circulation and Parking Continued						
T16	Study realignment of SW 6 th /Homestead Drive and consider intersection changes to prohibit northbound 6th Drive right turn onto eastbound Gaines Street as a means to reduce access and speeds. Include public involvement in the planning process.			X			PDOT, OHSU, Tri-Met
T17	Redesign the intersection of US Veterans Hospital Road and Sam Jackson Park Road to enhance pedestrian and bicycle access and safety, to improve vehicular movements and to reinforce the integration of the western plaza and the Village Center.					X	OHSU, PDOT, Tri-Met
T18	Consider reconstruction of the intersections at Sam Jackson Park Road and Terwilliger Boulevard to enhance aesthetics and performance in a manner consistent with the Terwilliger Parkway Corridor Plan.					X	PDOT, Tri-Met
T19	Examine the need for improvements at the intersection of Campus Drive and Terwilliger Boulevard to better accommodate automobiles, buses, bicycles, and pedestrians and to improve aesthetics in a manner consistent with the Terwilliger Parkway Corridor Plan.					X	PDOT, PPR, OHSU
T20	Investigate and implement improvements, if appropriate, to the shoulder and drainage on Sam Jackson Park Road.				X		PDOT, OHSU
T21	Continue, enforce, and expand as needed the Area Parking Permit Program.		Ongoing				PDOT, PPB
	Pedestrian/Bicycle						
T22	Evaluate routes identified in the Pedestrian Connections Vision Plan for inclusion in the Transportation System Plan.		Ongoing				PDOT

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No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
	Pedestrian/Bicycle Continued						
T23	Continue to evaluate the feasibility of routes and crossings identified in the Pedestrian Connections Vision Plan.		Ongoing				PDOT, PPR; OHSU, HmNA, CTLH, SW Trails, property owners
T24	Create and implement a process for refinement of the Pedestrian Connections Vision Plan including mechanisms for development of connections and trails.			X			BOP, OHSU, VAMC, Shriners, PDOT, PPR
T25	Seek to develop or improve pedestrian connections to and through Terwilliger Parkway and Marquam Hill in general through refinement and implementation of the Pedestrian Connections Vision Plan.			X			PDOT, PPR, OHSU, VAMC, Shriners, PSU, HmNA, CTLH, SW Trails, property owners
T26	Use Portland State University's capstone program to enhance the pedestrian connections to and through Marquam Hill and Terwilliger Parkway with information on the area's vegetation, geology, and history.			X			PDOT, PPR, OHSU, VAMC, Shriners, PSU, HmNA, CTLH, SW Trails
T27	Create and maintain a user map of transit and pedestrian connections and routes to and surrounding Marquam Hill.		Ongoing				PDOT, Tri-Met, OHSU, VAMC, Shriners, SW Trails
T28	Implement high priority pedestrian connections as follows: <ul style="list-style-type: none"> • Stairway - Sam Jackson Park Road near Campus Drive to Terwilliger Boulevard • Pathway - south side of the canyon, Campus Drive to US Veterans Hospital Road • Pathway - north side of the canyon, Campus Drive to Sam Jackson Park Road 			X			OHSU, Shriners, SW Trails OHSU, VAMC, Shriners, SW Trails OHSU, Shriners, SW Trails
T29	Through Design Review, develop new sidewalks and retrofit existing sidewalks within the institutional area to provide a continuous, high quality pedestrian facility.				X		OHSU, VAMC, Shriners, PDOT

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Policies, Objectives, and Actions

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
	Pedestrian/Bicycle Continued						
T30	Provide continuous pedestrian access via sidewalks along SW Gibbs, SW 11 th and SW Gaines.			X			PDOT, OHSU, Property Owners, Private Developers
T31	Seek to provide continuous pedestrian access via sidewalks along 6th Drive/Bancroft/Homestead Drive to Terwilliger Boulevard.				X		PDOT, Property Owners, Private Developers
T32	Develop trip end facilities (showers and lockers) for bicyclists.		Ongoing				OHSU, VAMC, Shriners
T33	Seek ways to actually or symbolically connect Terwilliger Parkway with the south end of the Park Blocks.			X			PPR, HmNA, FOT
T34	Support the addition of street trees on both sides of SW 6 th Avenue (Sheridan to Broadway), SW Sheridan (6 th Avenue to Barbur Blvd) and SW Caruthers (Broadway Drive to Barbur Blvd).				X		PDOT, PPR, OHSU, HmNA, CTLH, property owners
	Transit Services/TDM						
T35	Continue the participation by all parties in the Marquam Hill Transportation Partnership Plan and all associated transportation demand management activities and programs.		Ongoing				OHSU, VAMC, Shriners, Tri-Met, PDOT, BOP, HmNA
T36	Encourage Marquam Hill institutions to achieve the ambitious 32% transit mode split for employees and students as stated in the Marquam Hill Transportation Partnership Plan by 2030.		Ongoing				OHSU, VAMC, Shriners, Tri-Met
T37	Maintain and improve bus shelters and transit stops along Barbur Boulevard and 6 th Avenue north of Sheridan.		Ongoing				Tri-Met
T38	Amend the Zoning Code to establish the Marquam Hill Plan District and include special use regulations to allow by right suspended cable transportation systems within the Open Space (OS) zone.	X					BOP

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No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
	Transit Services/TDM Continued						
T39	Implement the Project Assessment Phase of PDOT's process for consideration of a suspended cable transportation system consistent with Transportation objective #3.		Complete				PDOT, BOP, PDC, PPR, OHSU
T40	Develop the Marquam Hill terminal of the suspended cable transportation system so that it is accessible from the public transit system and links with the pedestrian system.			X			PDOT, OHSU, Tri-Met
T41	Enhance the shuttle bus system, modifying it to increase service to meet public and institutional needs, specifically the use of satellite parking lots.		Ongoing				OHSU, VAMC, Shriners, PSU
T42	Consider using electric, propane, and fuel cell powered transit vehicles and vehicles using other alternative fuels as they are developed and improved.		Ongoing				Tri-Met, OHSU, VAMC
T43	Implement vehicular speed awareness and enforcement activities on Terwilliger Boulevard.		Ongoing				HmNA, FOT, HDNA, PPB
T44	Consider redesigning roadway features to reduce traffic speeds on Terwilliger Boulevard.				X		PDOT, PPR, HDNA
T45	Investigate, develop and implement if feasible a Pace Car/Pilot Car program to improve compliance with the posted speed on Terwilliger Boulevard.			X			FOT, HmNA, HDNA
T46	Seek support for and implement a street name change from Terwilliger Boulevard to Terwilliger Parkway.			X			FOT, HmNA, HDNA
T47	Investigate and implement if practical, a FlexCar program for use by employees, students, and area residents.			X			OHSU, Shriners,
T48	Investigate and implement if practical, a motor pool at OHSU for employees' work related trips.			X			OHSU
T49	Encourage the use of hybrid fuel or alternative fuel vehicles by Marquam Hill institutions and residents.		Ongoing				OHSU, Shriners, VAMC

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Policy 4: Open Space and Natural Resources

Enhance the Marquam Hill area through the preservation, protection, stewardship, and enhancement of open spaces and natural resources.

Objectives

1. Preserve approximately 45 acres of undeveloped land owned by Oregon Health & Science University through the application of Open Space (OS) zoning.
2. Maintain Open Space (OS) zoning that was applied and adopted in 2002 through the *Marquam Hill Plan*.
3. Establish the Marquam Hill Plan District boundary to promote development and redevelopment of institutional facilities on Marquam Hill within the general confines of the existing institutionally developed area.
4. Support development practices that achieve no net increase in effective impervious area in the Marquam Hill Plan District.
5. Protect and improve natural resources on Marquam Hill through stewardship efforts including inventorying current conditions and creating an environmental management plan to integrate all development and restoration activities.
6. Protect and improve the natural resource values of undeveloped land by considering the off-site impacts of new development and redevelopment throughout the project design and construction.
7. Encourage the integration of progressive stormwater management techniques including rooftop gardens and other creative on-site systems, when designing new institutional facilities or retrofitting existing facilities on Marquam Hill.
8. Encourage the use of green building and low impact techniques for development on Marquam Hill.
9. Encourage public and private infrastructure to be located away from environmentally sensitive areas when possible or be appropriately and sensitively designed.
10. Seek to highlight the northern entrance to Terwilliger Parkway through development of a gateway and by extending the “Boulevard Landscape Concept” north along SW 6th Avenue from SW Sheridan Street to Broadway Avenue.
11. Screen the intersection of Campus Drive and Terwilliger Boulevard consistent with the Forest Corridor Landscape Concept of the *Terwilliger Parkway Corridor Plan*.
12. Encourage OHSU to transfer ownership of the 45 acres of Open Space (OS) zoned land to Portland Parks and Recreation or to establish a conservation easement to assure long term protection of this land as open space.



Action Chart 4: Open Space and Natural Resources

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
OSNR1	Amend the Comprehensive Plan Map and Zoning Map to zone approximately 45 acres Open Space (OS).	X					BOP
OSNR2	Seek to transfer ownership of 45 acres of Open Space (OS) zoned land to Portland Parks and Recreation or establish a conservation easement.			X			OHSU, PPR
OSNR3	Organize and participate in programs and activities to increase stewardship of natural areas surrounding Marquam Hill, including revegetation efforts, daylighting stream channels, and restoration of wildlife habitat and wetlands.		Ongoing				BES, PPR, OHSU, VAMC, Shriners, PSU, HmNA, FOT
OSNR4	Develop a natural resource inventory for the Marquam Hill area that complements the 1995 Drainage Basin Study and includes the location and condition of all drainageways and their associated outfalls.			X			OHSU, BES, PPR, PSU
OSNR5	Develop an environmental management plan that integrates all development and restoration activities.			X			OHSU, BES, PPR
OSNR6	Develop a landscape management plan that includes policies and procedures for erosion control, invasive species removal, integrated pest control, fertilization and irrigation practices and nuisance tree pruning and removal.			X			OHSU, VAMC, Shriners, BES, PPR
OSNR7	Continue to work collaboratively with City agencies to investigate green building techniques, address Leadership in Environmental and Energy Design (LEED) standards and implement demonstration projects.		Ongoing				OHSU, OSD
OSNR8	Work collaboratively on natural resource protection and enhancement research projects.		Ongoing				OHSU, VAMC, Shriners, BES, PPR, PSU, HmNA, FOT

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No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
OSNR9	Improve the landscaping at Terwilliger Boulevard and Campus Drive to better implement the Forrest Corridor landscape concept.			X			OHSU, PPR
OSNR10	Include implementation of the Terwilliger Parkway Boulevard Landscape Concept in implementation of street improvements along SW 6th Avenue between Sherman and Broadway.			X			OHSU, PDOT
OSNR11	Develop gateways to Terwilliger Parkway.			X			FOT
OSNR12	Seek ways to actually or symbolically connect Terwilliger Parkway with the south end of the Park Blocks.					X	PPR, HmNA, FOT

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Policy 5: Building and Site Design

5A: Promote a sense of place on Marquam Hill that is visually and physically integrated and designed to create a sensitive transition between institutionally and non-institutionally developed areas.

5B: Promote building and site design on Marquam Hill that complements the hilltop skyline when viewed from points around the city.

5C. Encourage building and site design practices that incorporate sustainable development techniques and promote protection and enhancement of sensitive resources areas.

Objectives

1. Preserve and enhance Marquam Hill's designated scenic viewpoints in a manner consistent with City policy through the placement of institutional buildings and plazas.
2. Require that future land use action to move a designated viewpoint results in a net increase in benefits to the public.
3. Ensure that new institutional development at the edges of areas zoned Central Employment (EX) is sensitively integrated with the adjacent Village Center, residential areas, Terwilliger Parkway and natural areas.
4. Assure implementation of the goals of the Functional Areas Site Development Concept, the Vehicular Circulation Site Development Concept, and the Pedestrian Circulation Site Development Concept by incorporating them into design review.
5. Encourage the use of Campus Drive as the primary patient/visitor entrance to Marquam Hill institutions and screen the intersection of Campus Drive and Terwilliger Boulevard consistent with the Forrest Corridor Landscape Concept of the Terwilliger Parkway Corridor Plan.
6. Create new design review procedures and guidelines for institutional development that promote a pedestrian friendly environment, an interesting skyline and a sense of permanence and substance and complement the character of Terwilliger Parkway as described in the *Terwilliger Parkway Design Guidelines*.
7. Create new design review procedures and guidelines that acknowledge and respond to the visual prominence of Marquam Hill's institutional development from various points around the city.
8. Require the development of formal open areas within the institutional areas and create new design review procedures and guidelines that insure they are attractive and useable, integrated with the pedestrian system, and provide spatial and visual relief for the density of the institutional areas.



Policies, Objectives, and Actions

9. Support the development of citywide street standards that are water quality friendly including such things as impervious pavement options.
10. Support development practices that achieve no net increase in effective impervious area in the Marquam Hill Plan District.
11. Encourage the integration of multi-objective stormwater management techniques including rooftop gardens and other creative on-site systems, when designing new institutional facilities or retrofitting existing facilities including surface parking lots and parking structures.
12. Encourage the use of green building and low impact techniques for development on Marquam Hill.
13. Encourage the preservation of existing vegetation as an on-site stormwater management tool.
14. Encourage the location of utilities in underground facilities when practical.

Action Chart 5: Building and Site Design

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
BSD1	Amend the Zoning Code to establish the Marquam Hill Plan District and include development standards that foster a dense urban institutional campus with an emphasis on attractive, well-designed buildings and formal open areas.	X					BOP
BSD2	Amend the Zoning Code to establish the Marquam Hill Plan District and include requirements for design review and adopt new design guidelines to ensure attractive, quality design of buildings and a safe, convenient and aesthetically pleasing pedestrian environment.	X					BOP
BSD3	Amend the Zoning Code and adopt design guidelines that ensure the development of attractive, comfortable and useable formal open areas that provide opportunities for a variety of activities and social interactions.	X					BOP
BSD4	Amend the Zoning Code and adopt design guidelines that promote the development of an institutional campus that is integrated with the natural setting, responds to the prominence of the Marquam Hill skyline and complements the character of the Terwilliger Parkway.	X					BOP
BSD5	Amend the Zoning Code and adopt design guidelines that encourage the use of rooftop gardens and eco-roofs.	X					BOP
BSD6	Amend the Zoning Code and adopt design guidelines that protect existing designated viewpoints and assure that future action to relocate them results in a net increase in public benefit.	X					BOP

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Policies, Objectives, and Actions

No.	Actions ¹	Timeframe					Implementors ²
		Adopt with Plan	Complete or Ongoing	Next 5 Years	6 to 10 Years	11 to 30 Years	
BSD7	Amend the Zoning Code and adopt design guidelines that incorporate the goals of the Functional Areas Site Development Concept, the Vehicular Circulation Site Development Concept, and the Pedestrian Circulation Site Development Concept.	X					BOP
BSD8	Inventory the private sanitary service system, including capacity, and provide the information to City agencies.			X			OHSU, BES
BSD9	Work collaboratively to develop citywide street standards that are water quality friendly and implement them on Marquam Hill where appropriate.			X			PDOT, BES, PPR, OHSU
BSD10	Continue to work collaboratively with City agencies to investigate green building techniques, address Leadership in Environmental and Energy Design (LEED) standards, and implement demonstration projects.		Ongoing				OHSU, BES, OSD
BSD11	Reaffirm the Terwilliger Parkway Corridor Plan and its implementing measures, including the Terwilliger Parkway Design Guidelines, through a City Council Resolution.	X					BOP

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**COMPREHENSIVE PLAN MAP
AND ZONING MAP AMENDMENTS**

Comprehensive Plan Map and Zoning Map Amendments

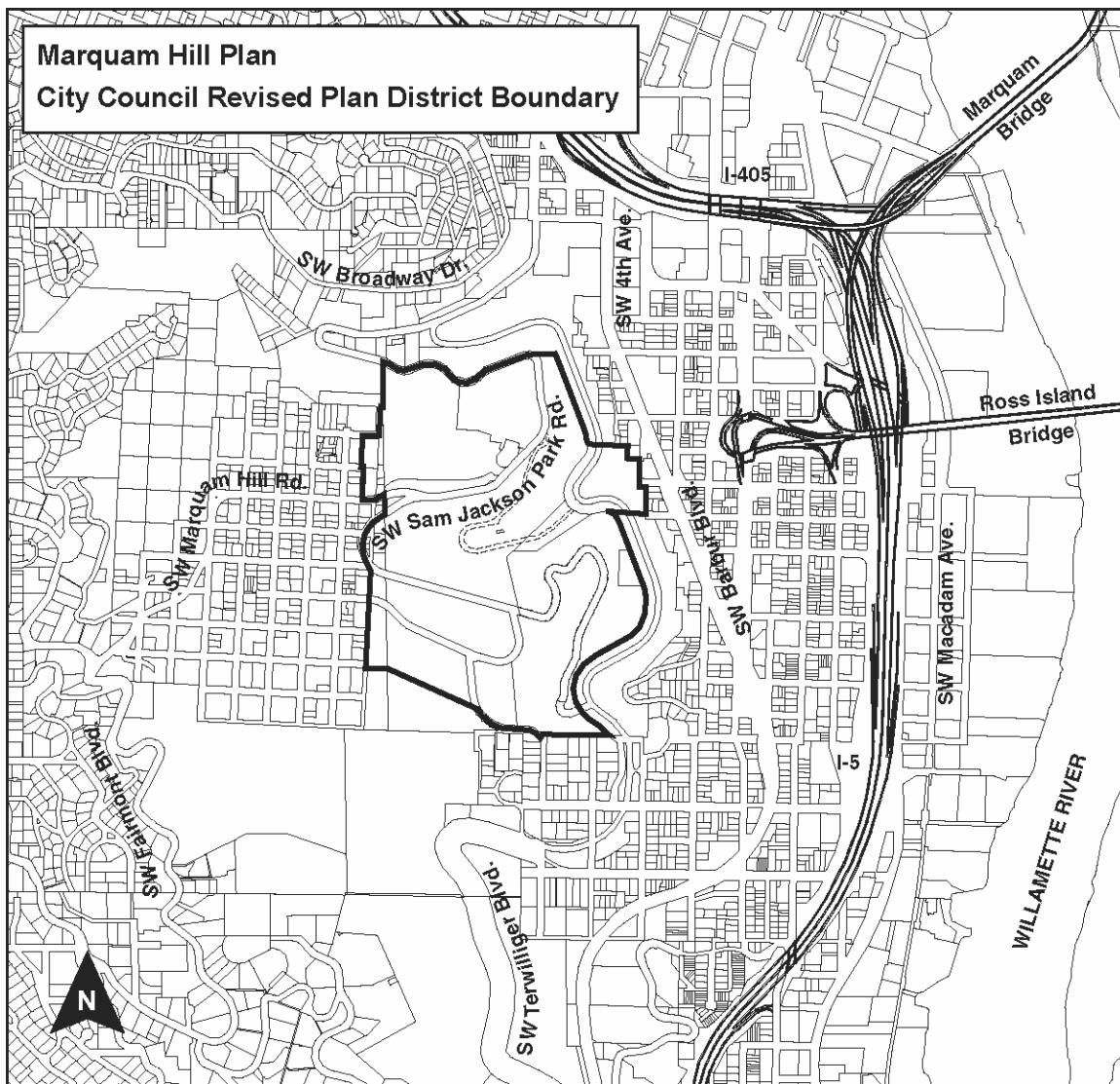
The Portland Comprehensive Plan Map guides land use and development patterns. It specifies, by site, where various land uses can be located in the future. The Comprehensive Plan map designations protect community livability and provide certainty for those wishing to develop or redevelop their land. The designations are tied to policy statements in the *Comprehensive Plan*.

Each Comprehensive Plan map designation corresponds with one or more zones, which are defined in the *Zoning Code*. Zoning is a tool that helps implement the Comprehensive Plan Map. The *Zoning Code* contains regulations that specify the allowed development type, scale, and density on a given site. Zones include provisions that regulate the use of land and some aspects of building design. Like the Comprehensive Plan Map, there is also a Zoning Map that specifies which zone is applied to every site within the city. The Comprehensive Plan Map is “superior” to the Zoning Map, meaning the zoning map should not allow development that is more intensive or different than that allowed by Comprehensive Plan Map designations.

In addition to the base Comprehensive Plan Map and Zoning Map designations, sites may be affected by further regulations through the application of overlay zones or plan districts. These regulations supersede the base designations and may be more or less restrictive than the base designation. Overlay zones apply to specific circumstances rather than specific areas of the city and may deal with issues like design review, buffers, scenic resources, and environmentally sensitive areas. In contrast, a plan district is created and applied in only one area of the city to address unique characteristics and development issues.

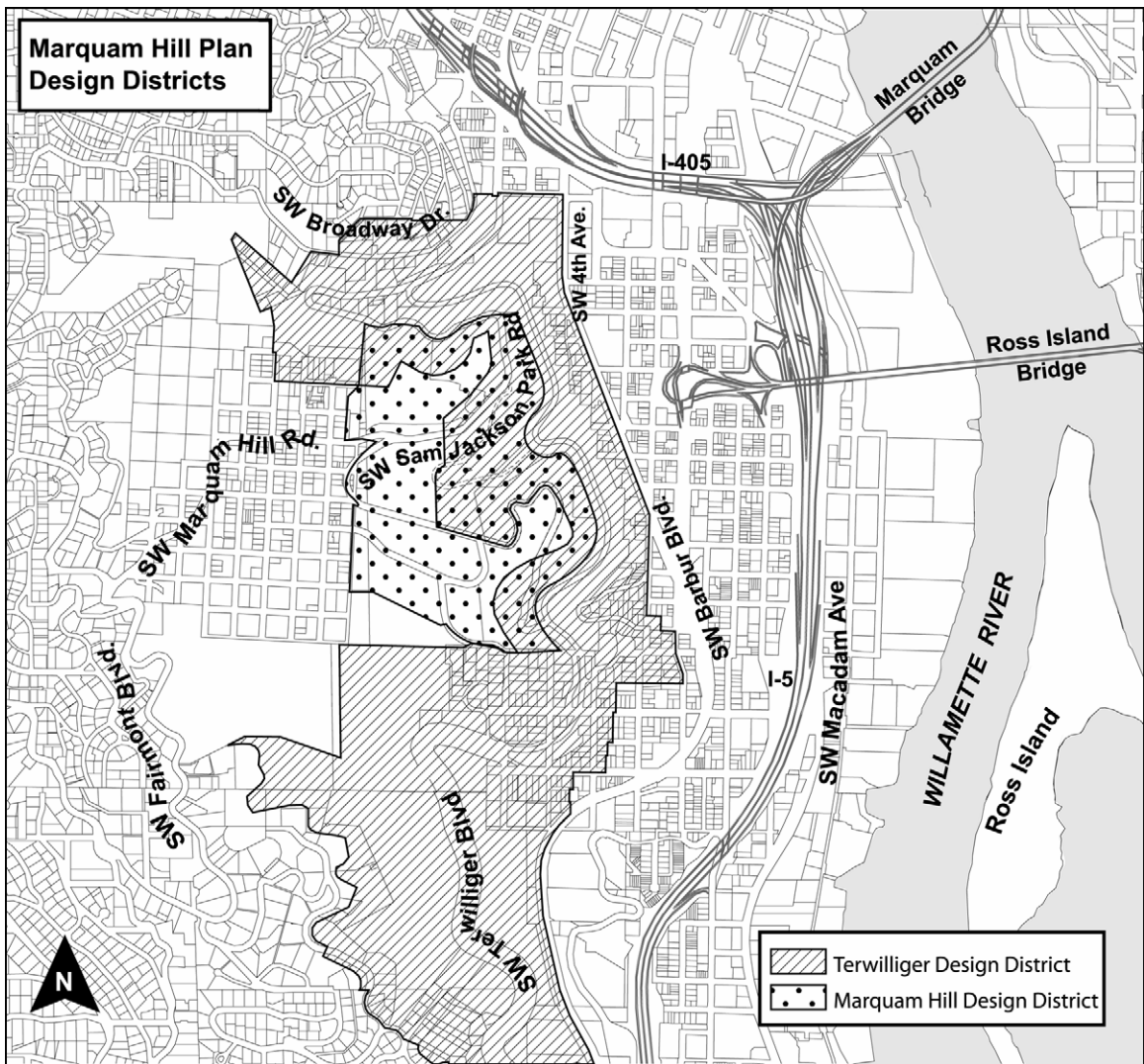
The *Marquam Hill Plan* includes various concepts about the institutional development and its relationship with the residential and open space areas that surround it. These concepts are implemented, in part, through the application of a new base zone and overlay zone as well as creation of a plan district. The following sections describe the existing and amended base and overlay zoning on Marquam Hill.

In an effort to address Marquam Hill's unique physical constraints and the institutional development needs, the EX area is included within a plan district. The plan district applies special use regulations, development standards, and design guidelines that are specifically tailored to enhance the existing institutional development on the hill, and to protect and enhance neighborhood livability and significant community amenities such as Terwilliger Parkway. Because the OS zoned land south of the EX land does not contain institutional development, nor is such development envisioned for this area, it is not included in the plan district. However, a portion of OS zoned land within the Terwilliger Parkway is included in the plan district to allow for potential development of a suspended cable transportation system.

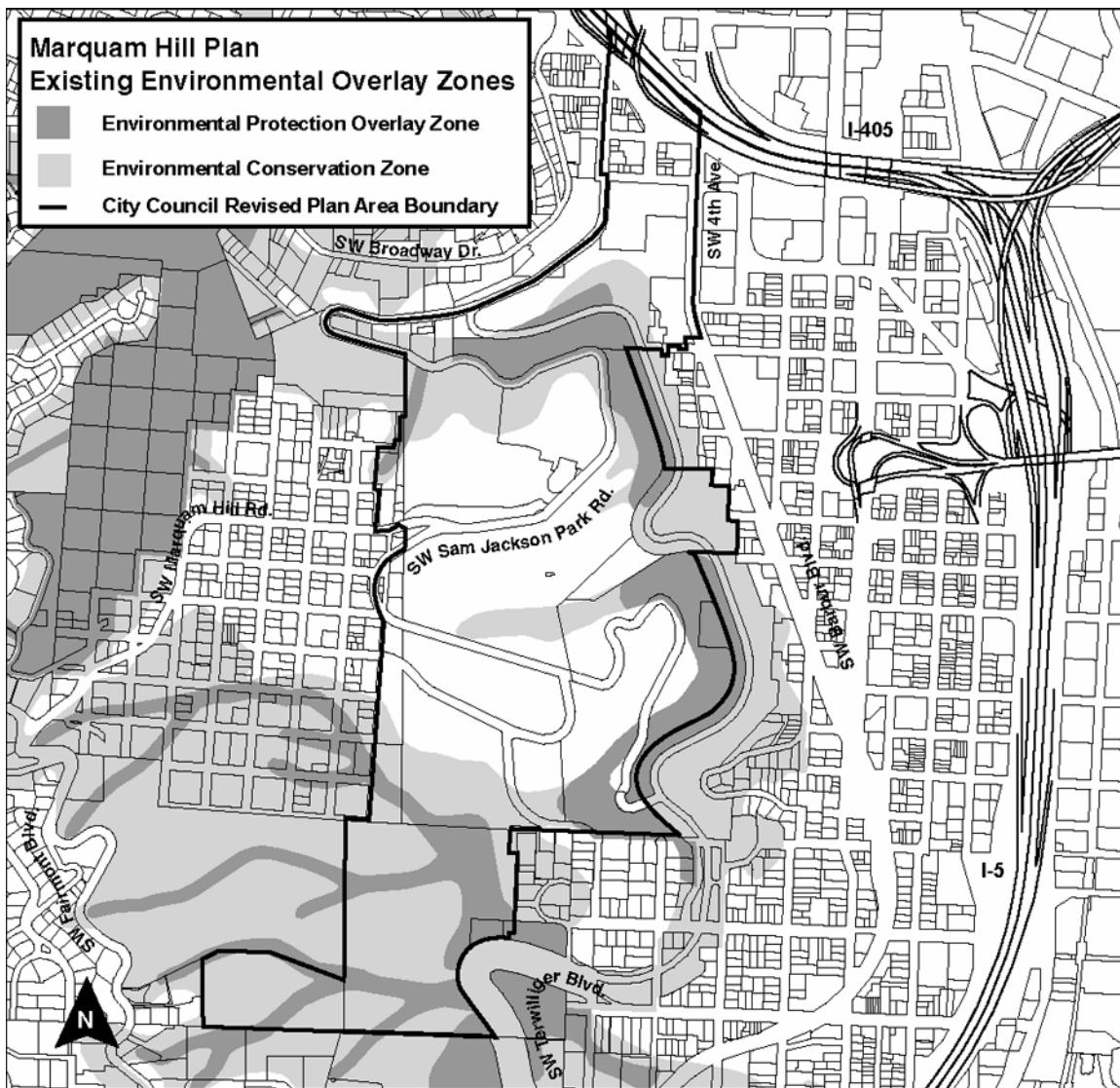


The EX zone requires that the Design (“d”) Overlay Zone also be applied to areas zoned EX. The “d” overlay zone already affects some portions of the area; namely those located within the Terwilliger Design District.

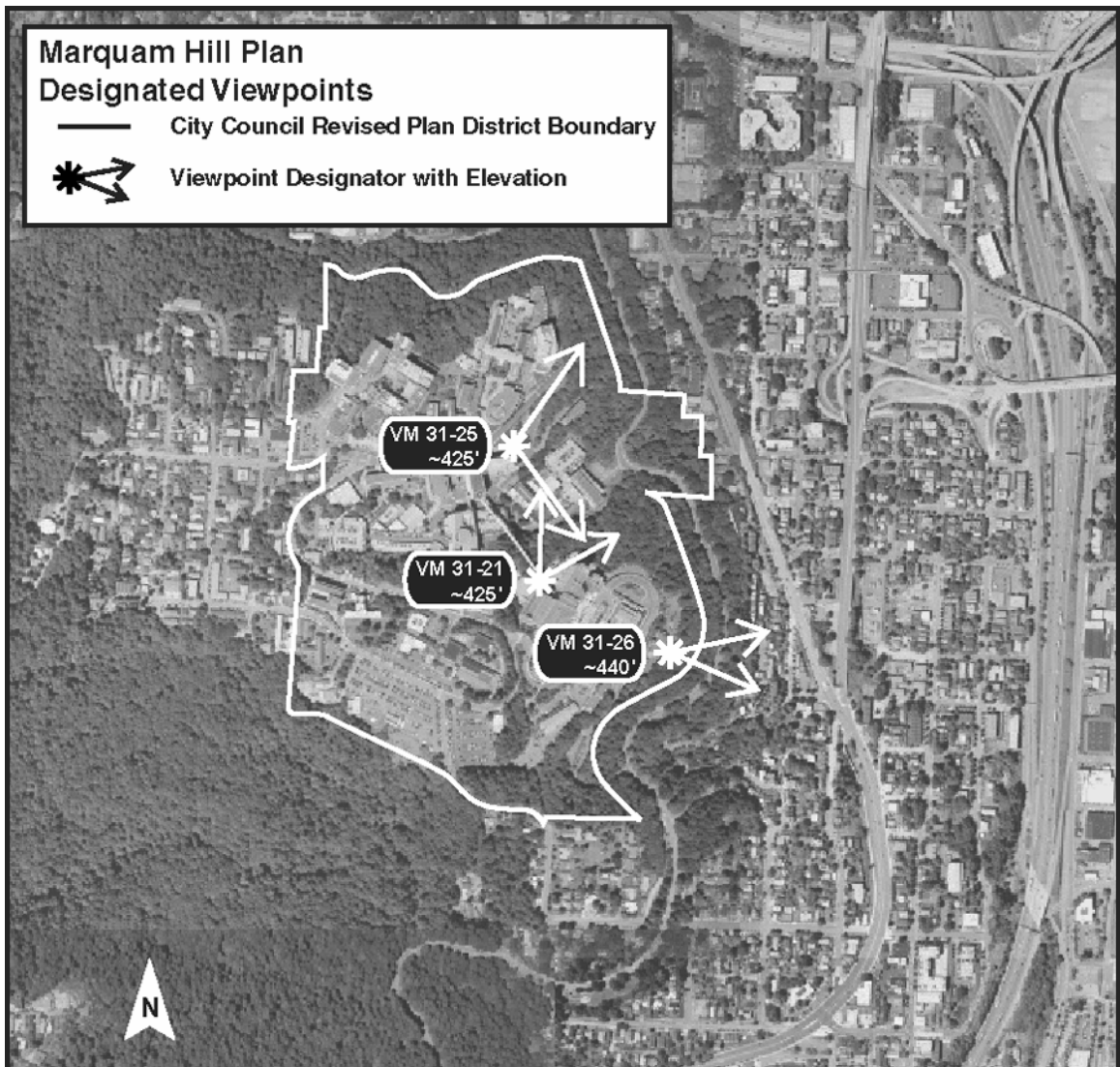
The *Marquam Hill Plan* applies the “d” overlay zone to all institutionally developed areas within the plan district. The Marquam Hill Design District is created to apply distinctive design guidelines to this area. The design guidelines encourage attractive institutional development, with an emphasis on the pedestrian environment and a sensitive interface with adjacent residential and open space areas. These guidelines work in conjunction with the design guidelines of the Terwilliger Design District to ensure that the unique qualities of Terwilliger Parkway are protected and enhanced and that a harmonious balance is designed into the interface between the parkway and campus.



A great deal of the area surrounding the institutional development on Marquam Hill is protected through environmental overlay zones. These zones protect resources and functional values that have been identified by the City as providing benefits to the public. Existing environmental zones include the protection overlay zone, which provides the highest level of protection to the most important resources and functional values. The conservation overlay zone conserves important resources and functional values while allowing environmentally sensitive urban development. The Healthy Portland Streams project is currently updating environmental zoning throughout the city. The *Marquam Hill Plan* does not change the plan area's environmental zoning. The map is included for the reader's ease of reference.



The Planning Commission recommended that ongoing protection of viewpoints located at Marquam Hill institutions be augmented with additional approval criteria for future land use action to move a viewpoint. The City Council concurred. These viewpoints were adopted in 1989 through the *Scenic Resources Protection Plan*, which created an inventory of scenic views, sites and drives in Portland. The City's official Zoning Map recognizes the location of these viewpoints and three scenic viewpoints are located at Marquam Hill institutions. Two of the viewpoints are located at the VAMC (VM 31-21 and VM 31-26). One viewpoint is located at OHSU (VM 31-25). The inventory locates the scenic viewpoint on OHSU's campus at the fountain in front of Mackenzie Hall. However, as a result of a 1993 quasi-judicial Zoning Map Amendment, this viewpoint was moved to its current location at the gazebo next to OHSU Hospital. The map is included to clarify the location on the official Zoning Map where scenic viewpoints have been identified within the Marquam Hill plan district.





SPECIAL FEATURES OF THE PLAN

Special Features of the Plan

Four special features are included in the *Marquam Hill Plan*. The first three, the Functional Areas Site Development Concept, the Vehicular Circulation Site Development Concept, and the Pedestrian Circulation Site Development Concept, provide guidance on the development of vehicular and pedestrian circulation systems and the placement of primary functions. Additionally, these concepts are incorporated as approval criteria for design review through design guideline number nine in the Marquam Hill Design Guidelines. The fourth special feature of the plan is the Pedestrian Connections Vision Plan. This plan is intended to provide guidance for future efforts to enhance pedestrian circulation in and around the institutionally developed portions of Marquam Hill and to ensure that this system is connected with the larger pedestrian network serving Southwest Portland. Each of these special features and the Marquam Hill Site Review process are described in greater detail below.

Marquam Hill Site Development Concepts

Three site development concepts were developed for the Marquam Hill plan area.

- ◆ Functional Areas Site Development Concept
- ◆ Vehicular Circulation Site Development Concept
- ◆ Pedestrian Circulation Site Development Concept

These concepts are adopted by ordinance, augment the plan vision, policies, and objectives, and complement the regulations within the *Zoning Code*. Additionally, these site development concepts are referenced in the plan objectives and action charts, and the goals associated with each are referenced as approval criteria for design review through a design guideline.

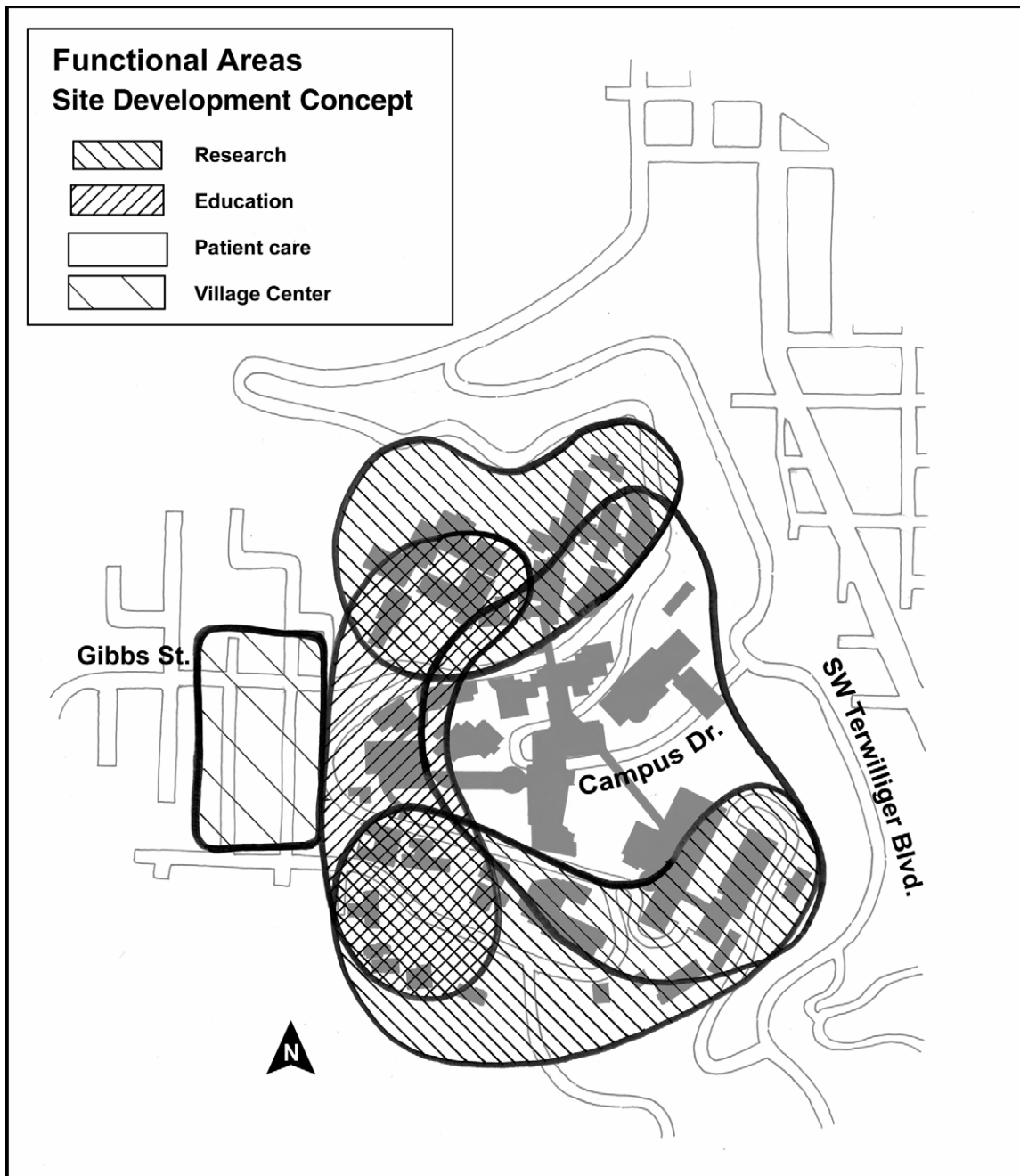
These concepts illustrate the relationships between the primary activity areas within and adjacent to the institutional campus as well as the relationship between these areas and the pedestrian and vehicular circulation patterns. These concepts also demonstrate how pedestrian and vehicular circulation to and from these uses can be tailored to have a more positive relationship with adjacent neighborhoods, land uses, and the regional transportation system. Each of these site development concepts is described in greater detail below.

Functional Areas Site Development Concept

Three primary functional activities occur at the Marquam Hill institutions; specifically, research, education, and patient care. The illustration shows one arrangement that could achieve the outcomes but it is not the only possible configuration that satisfies the stated purposes. The illustration also shows the neighborhood to the west of the campus as a

Village Center where commercial and residential development is located to serve local residents as well as students and staff. This is included to illustrate one possible way the interface between institutional and residential areas could be developed to create a more cohesive and integrated edge. The Functional Areas Site Development Concept locates functions to achieve the following goals.

- ◆ 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.

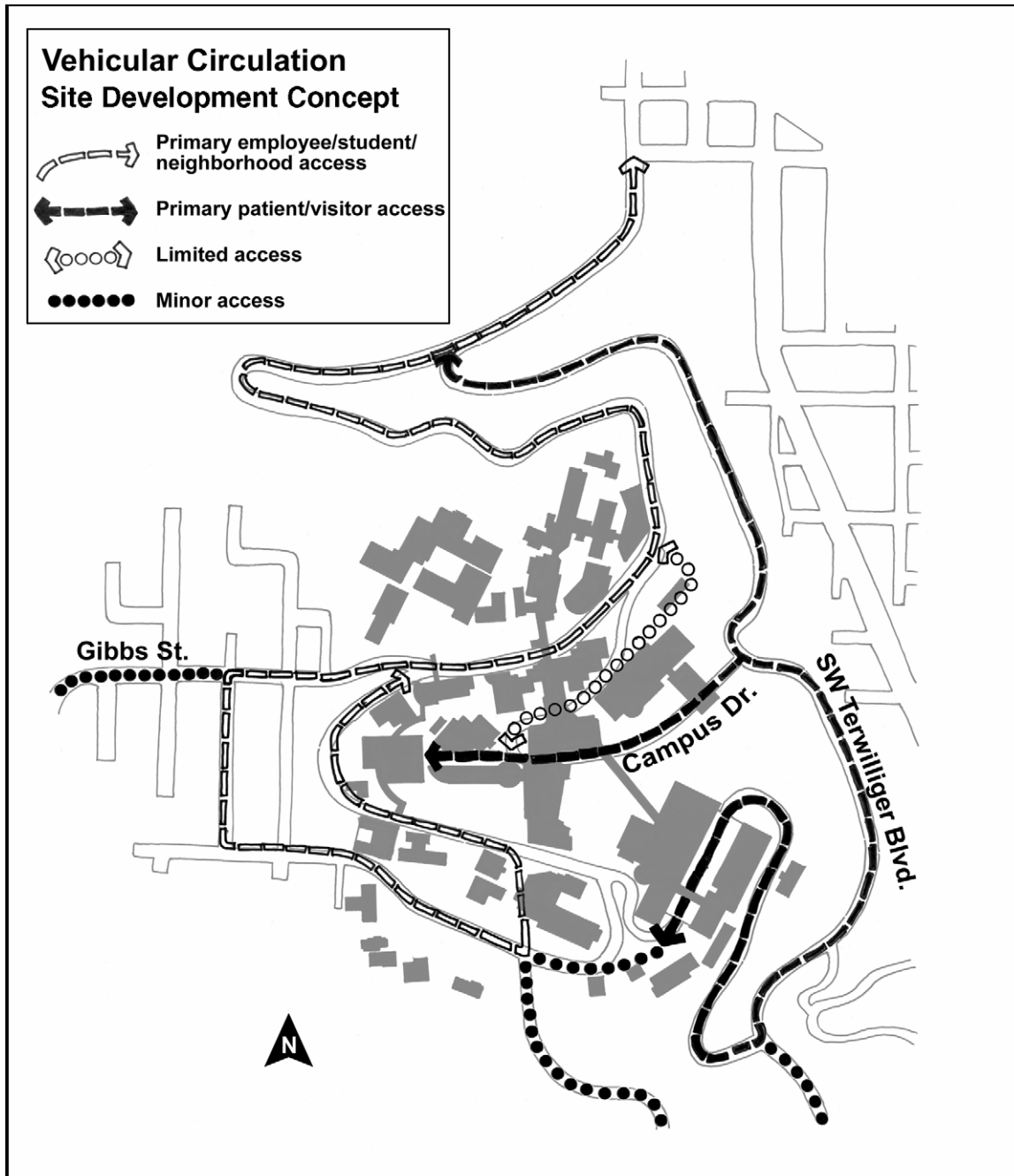


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- ◆ Establish a compact urban form that places dense institutional development within the core of the campus and lower intensities of development where the campus interfaces with adjacent parks, open space areas, and residential neighborhoods.
 - ◆ 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.

Vehicular Circulation Site Development Concept

Vehicular circulation within the institutional campus on Marquam Hill, as well as to and from the campus, is reorganized to manage overall single occupant vehicle trips and transportation related impacts, such as peak hour congestion. Vehicular circulation is also organized to support the functional areas within the campus and to complement pedestrian network and environment. The illustration shows one possible configuration that satisfies the stated goals, but may not be the only way to achieve these goals. The Vehicular Circulation Site Development Concept reorganizes vehicular circulation to achieve the following goals.

- ◆ 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 vanpool parking spaces to encourage ride sharing over single occupant vehicle trips.



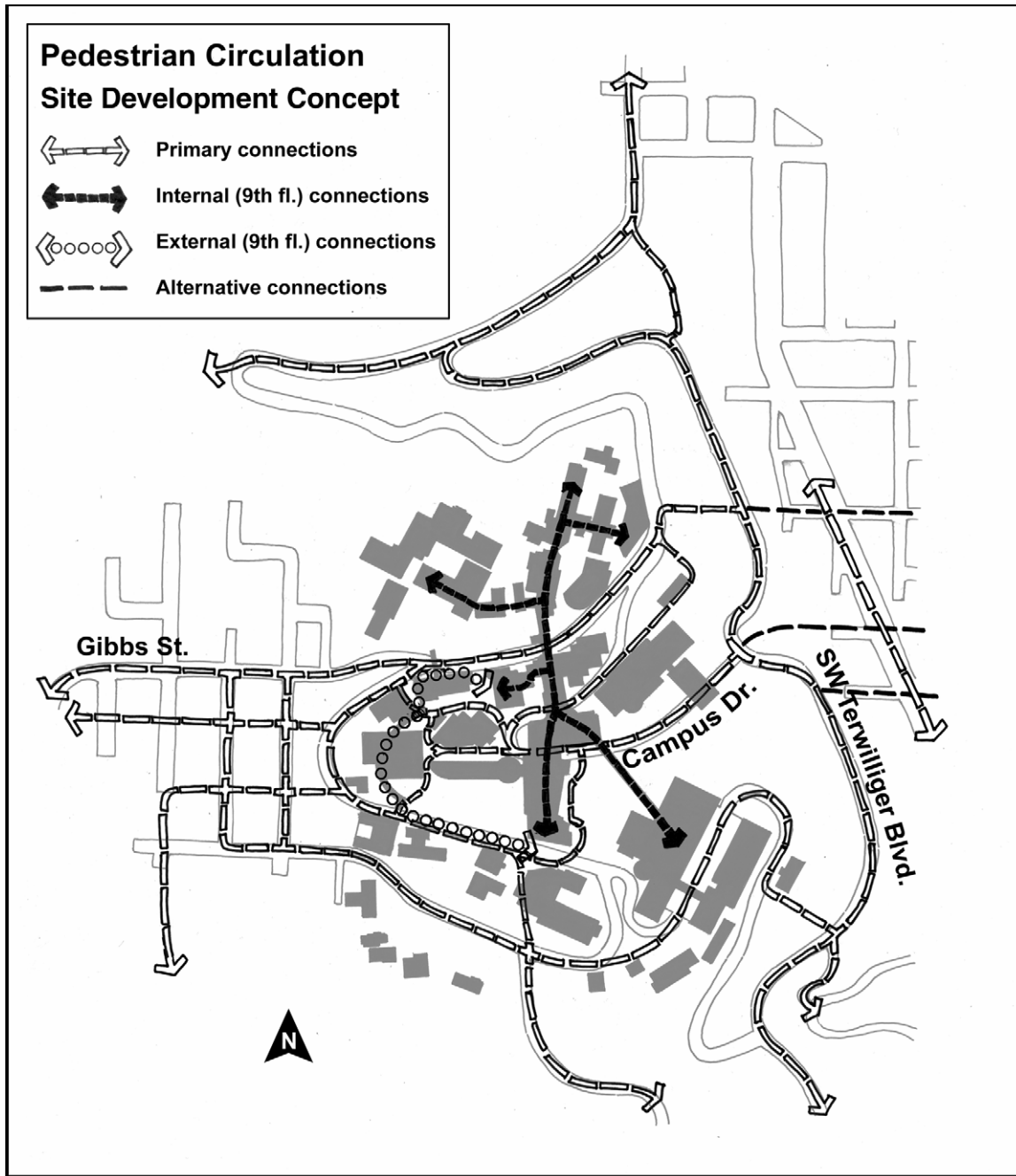
- ◆ Create a limited access road section of Campus Drive that prevents employees and students from accessing Terwilliger Boulevard via Campus Drive.
- ◆ Discourage the use of Homestead Drive/6th Drive as an access route by employees and students.
- ◆ Discourage through traffic along US Veterans Hospital 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.

Pedestrian Circulation Site Development Concept

Pedestrian circulation to and on Marquam Hill and within the institutional campus is organized to ensure efficient movement between the campus primary functional areas, improve connection with the larger regional pedestrian system and transit service, and to facilitate pedestrian access through campus for students, employees, and area residents. The illustration shows one possible configuration to satisfy the stated goals, but may not be the only way to achieve these goals. The Pedestrian Circulation Site Development Concept reorganizes and expands pedestrian circulation to achieve the following goals.

- ◆ 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 Hill Nature Park, Council Crest Park, the 40-Mile Loop Trail, and the Willamette Greenway Trail.



Pedestrian Connections Vision Plan Summary

Introduction

Numerous pedestrian routes pass through the Marquam Hill area. Some of these routes link Marquam Hill with local destinations such as Marquam Hill Nature Park, Terwilliger Parkway, Duniway Park and Council Crest Park. Other routes link to more distant destinations, such as downtown, and Washington Park, or regional trail systems, such as the 40-Mile Loop Trail and the Willamette Greenway Trail. A pedestrian route from the Willamette River to Beaverton, the Helen Farrens Pedestrian Trail, is viewed as a key route for walking commuters to get to OHSU on Marquam Hill or to North Macadam. These routes play a significant role in the transportation system of Southwest Portland as they provide an alternative to vehicular trips for local commuters, link neighborhoods, connect to the regional transit system, and provide numerous recreational opportunities. Despite the existence of this pedestrian system, many components of the system within the Marquam Hill plan area need enhancements and some new routes need to be developed before the system can fully serve all its potential users. The Marquam Hill Pedestrian Connections Vision Plan explores opportunities to enhance and develop additional pedestrian connections on Marquam Hill in an effort to expand upon Southwest Portland's rich system of trail and in an effort to better connect Marquam Hill to the larger pedestrian network.

Marquam Hill Pedestrian Circulation Working Group

To gain a better understanding of the pedestrian circulation system that serves the Marquam Hill plan area and to identify opportunities to improve upon that system, the Marquam Hill Plan Pedestrian Circulation Working Group was formed to serve as an advisory group in the development of the *Marquam Hill Plan*. This group, consisting of citizen representatives from the Corbett-Terwilliger-Lair Hill, Hillsdale, and Homestead neighborhoods and SW Trails as well as City staff from the Office of Transportation, Portland Parks and Recreation, and Bureau of Planning, created the Marquam Hill Pedestrian Connections Vision Plan. The plan identifies 29 pedestrian routes and 13 street crossing locations for consideration as part of the development of the *Marquam Hill Plan*. The suggestions provided by the Pedestrian Circulation Working Group were also used in the development of the Pedestrian Circulation Site Development Concept.

The Pedestrian Circulation Working Group suggested that three primary route designations be identified for inclusion in the plan. These routes are described as follows.

Enhancement. Enhancement routes are existing routes that need enhancements if they are to be used by a wider segment of the community.

Proposed. Proposed routes are routes that do not exist but if developed would provide valuable links to existing routes and local destinations.



Special Features of the Plan

Existing. Existing routes are those that exist within the area but were not identified as needing enhancement activities. These routes were included to show how the Enhancement and Proposed routes connect with the larger pedestrian system.

The Pedestrian Circulation Working Group also considered the physical form routes should take with regard to construction materials. Considerations included potential trail users (commuter versus recreation) and the need to provide safe walking conditions along routes that might be used during inclement weather or on a 24-hour basis. The group also considered potential street crossing enhancement locations. Specifically, locations were identified where enhancements, such as crosswalks, signals, or other improvements could be made to improve pedestrian circulation. Lastly, the group suggested a prioritization for the implementation of the route and street crossing development and enhancement. The routes and crossing were prioritized by the group based on various considerations including but not limited to:

- ◆ does the route provide direct east-west access;
- ◆ does the route provide an access route available for use 24-hours a day; and
- ◆ does the route provide a link to transit service or connections to adjacent neighborhoods?

The following information summarizes the pedestrian route designations and classifications developed by the Pedestrian Circulation Working Group. It should be noted that several of the pedestrian routes identified by the group are located within close proximity to each other and would provide similar connections from one section of Marquam Hill to another. Thus, many of the routes should be considered as options. It would not be necessary to develop each of these individual routes to enhance pedestrian circulation on Marquam Hill. Recognizing this fact, the Pedestrian Circulation Working Group prioritized routes in such a way that multiple routes within one area are not suggested for development at the same time. In situations where two similar routes are identified, the group suggests that one or the other should be developed and that the desire is to provide a pedestrian connection in that general location. The "Potential Route Table" identifies how the group prioritized these routes. The *Marquam Hill Pedestrian Connection Vision Plan Report*, which is included in *Background Material*, provides more details regarding each route and the process the Pedestrian Circulation Working Group took in developing the plan.

Route Designations

Existing Routes. As noted above, Existing Routes are those that exist within the area but were not considered for enhancement activities as a part of the *Marquam Hill Plan*. These routes were identified as a means of illustrating how the Enhancement and Proposed routes identified in the plan connect with the larger pedestrian system that serves Southwest Portland and the Marquam Hill area. These existing routes may consist of gravel paths, paved pathways, City sidewalks, or wood or concrete stairways. The

source for the routes identified as Existing on the Marquam Hill Pedestrian Connections Vision Plan is the Draft Southwest Walking Map, developed by the Office of Transportation - Transportation Options in conjunction with and with major help from the SW Trails Group and Southwest Neighborhoods, Inc.

Enhancement Routes. Enhancement Routes are those that are currently used and generally recognized as passable routes; however, these routes require improvements, such as new stairways, the removal of barriers, or paving, to make them safer or usable by a larger segment of the community.

Proposed Routes. Proposed Routes are routes that do not currently exist or are not in general use. Although some of these routes may be used by a small number of individuals, these routes are considered nonexistent, as most require substantial improvements if they are to be considered safe or passable by more typical pedestrians.

Route Classifications

Class I Routes. Class I Routes are envisioned as more formal than the others identified and generally provide hard surface routes that are well lit, provide a degree of security to pedestrians, and all weather access, with the possible exception of icy conditions. Development of these routes would typically require a building permit, as they would be built with higher-grade materials and a higher quality or degree of construction. Examples include paths and stairways made with reinforced concrete, or wooden structures, such as stairways, decks, and boardwalks. Class I Routes are envisioned to serve formal settings, such as pedestrian corridors within the institutionally developed campus where these routes could also be used to provide 24-hour access through the campus for students, employees and area residents. Additionally, lighting features, handrails, and textured paving, among other amenities, would typically be incorporated into the development of Class I Routes.

Class II Routes. Class II Routes are generally envisioned as gravel surface routes, although paved sections and wood, railroad tie, and/or concrete steps may appear in some segments of the route. Features such as lighting could also be included in sections, if appropriate. The routes are envisioned to serve recreational pedestrian use, although commuters may also use these routes. Class II Routes will rely on directional signage to identify information such as route direction or distance. These routes may be subject to closure during period of extreme weather or subject to specific hours of operation do to personal safety and security issues.

Class III Routes. Class III Routes are envisioned as informal routes that are typically constructed of gravel, although wood steps and brickwork may be found in some sections. These routes could incorporate amenities such as lighting, but such amenities are not seen as necessary. It is predicted that these routes would be used primarily as recreation routes but commuters could use them as well.



Prioritization Classifications

The Pedestrian Circulation Working Group prioritized route development in a manner consistent with the implementation of other action items identified in the *Marquam Hill Plan*. The routes are prioritized as follows:

Tier 1 Routes. Tier 1 routes are to be developed in 1 to 5 years.

Tier 2 Routes. Tier 2 routes are to be developed in 6 to 10 years.

Tier 3 Routes. Tier 3 routes are to be developed in 11 to 30 years.

Conclusion

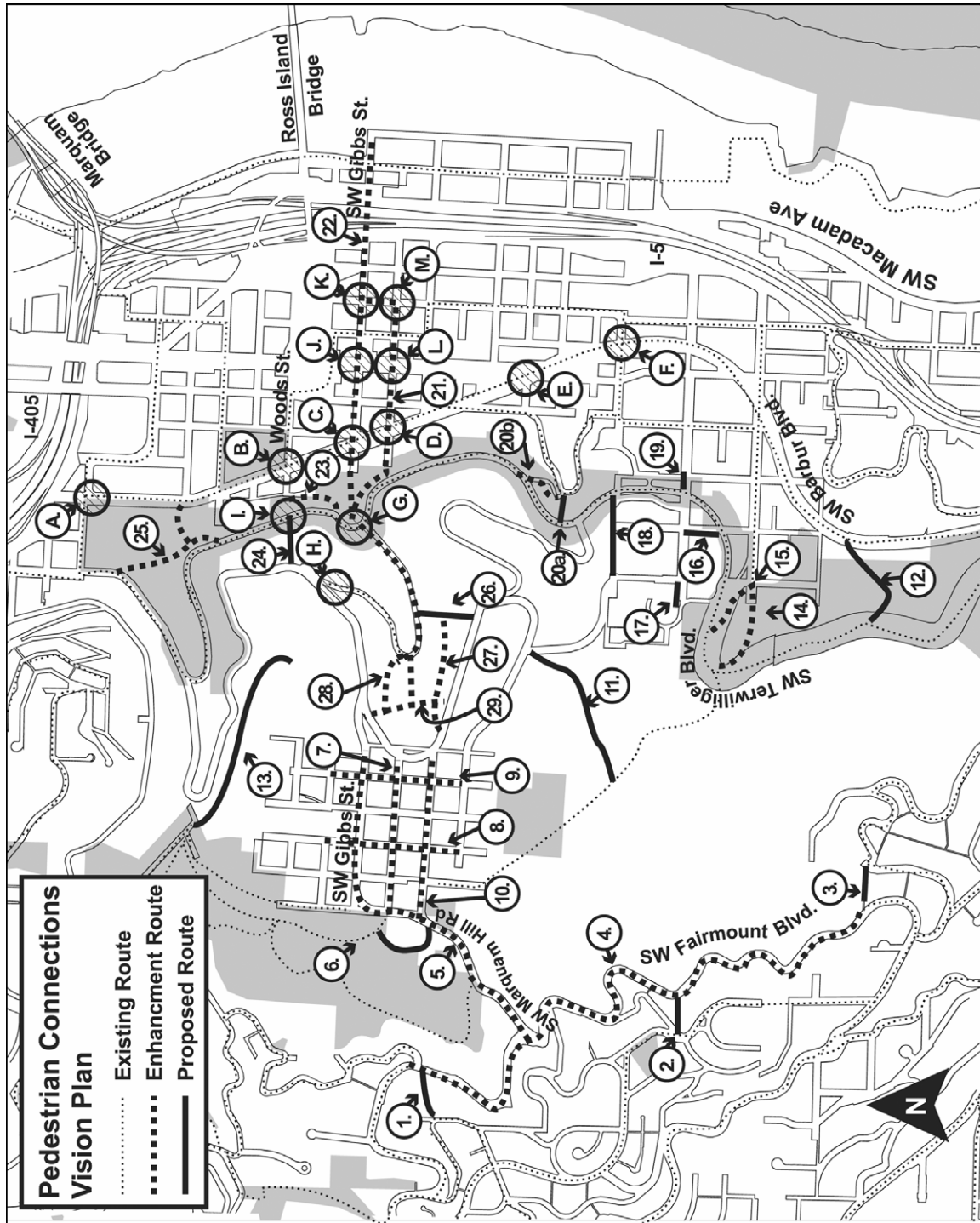
Southwest Portland contains a wealth of pedestrian routes that provide opportunities for commuters and recreational users to move between neighborhoods, connect with the regional transit system, and connect with regional and local destinations, such as downtown, Terwilliger Parkway, and Oregon Health & Science University. The Marquam Hill Pedestrian Connections Vision Plan provides numerous suggestions regarding how routes on Marquam Hill can be better connected to this regional system as well as how the regional system can be enhanced to provide greater pedestrian access to and through the Marquam Hill area. It is envisioned that by implementing elements of this plan pedestrian access will be improved for area residents, students and employees of the institutions on the hill, and users of the regional network.

Marquam Hill Pedestrian Connections Vision Plan – Potential Route Table

Route Number	Designation	Classification	Tier
Route 1	Proposed	I or II	1
Route 2	Proposed	I or II	3
Route 3	Proposed	I or II	2
Route 4	Enhancement	I or II	3
Route 5	Enhancement	I or II	1
Route 6	Proposed	II or III	2
Route 7	Enhancement	I	3
Route 8	Enhancement	I	3
Route 9	Enhancement	I	2
Route 10	Enhancement	I	3
Route 11	Proposed	III	1
Route 12	Proposed	II or III	2
Route 13	Proposed	II	3
Route 14	Enhancement	II	3
Route 15	Enhancement	I or II	2
Route 16	Proposed	I or II	3
Route 17	Proposed	I or II	3
Route 18	Proposed	I or II	3
Route 19	Proposed	I or II	3
Route 20a	Proposed	I or II	1
Route 20b	Enhancement	I or II	1
Route 21	Enhancement	I	1
Route 22	Enhancement	I	1
Route 23	Enhancement	II	1
Route 24	Proposed	I	1
Route 25	Enhancement	II	2
Route 26	Proposed	I	3
Route 27	Enhancement	II	1
Route 28	Existing	I	2
Route 29	Enhancement	I	2

Potential Street Crossings Enhancements Table

Crossing	Tier	Crossing	Tier
Crossing A	3	Crossing H	1
Crossing B	1	Crossing I	1
Crossing C	1	Crossing J	3
Crossing D	2	Crossing K	3
Crossing E	2	Crossing L	3
Crossing F	1	Crossing M	3
Crossing G	1		



CITY CODE AMENDMENTS

Code Amendments

The *Marquam Hill Plan* includes amendments to *Signs And Related Regulations* (Title 32) and *Planning And Zoning* (Title 33) to implement the vision, policies, and objectives of the plan.

How to Read This Section

Odd-numbered pages show code language with the amendments. Text that is proposed to be added to the code is underlined. Text that is proposed to be deleted is shown with a ~~striketrough~~. However, two new chapters of Title 33 – 33.555, Marquam Hill Plan District and 33.849, Marquam Hill Parking Review – where all of the text is new, are not shown in underlined text for ease of reading.

Even-numbered pages contain commentary on the amendments.



Title 32 Signs And Related Regulations

32.34.030 Additional Standards in Plan Districts

This section adds the Marquam Hill Plan District to the section of the Sign Code that provides the special regulations for signs in plan districts.

32.34.030 Additional Standards in Plan Districts

Plan districts are shown on the Official Zoning Maps.

A through H [No change.]

I. Marquam Hill plan district

1. Purpose. Signs in this plan district should be designed and sited to ensure that patients, visitors and staff of the institutions on Marquam Hill can identify key destinations and routes to services throughout the plan district. Signs should not dominate the landscape along the edges of the plan district where institutional land uses abut residentially developed and open space areas.
2. Where these regulations apply. The regulations of this subsection apply to signs in the Marquam Hill plan district.
3. Sign standards. The sign standards for the Marquam Hill plan district are those of the base zone except as specified in this subsection.
 - a. Signs attached to buildings. For signs attached to buildings the size allocation of signs for each building will be 1-1/2 square feet of sign area per 1 foot of primary building wall regardless of the location of freestanding signs.
 - b. Freestanding signs.
 - [1] Maximum number. The number of freestanding signs in the Marquam Hill Plan District is limited to the maximum number established for each subdistrict as follows:
Subdistrict A – 75 signs;
Subdistrict B – 70 signs;
Subdistrict C – 55 signs; and
Subdistrict D – 60 signs.

The number of freestanding signs is not limited by the use of projecting signs with in the plan district.
 - [2] Size limit. The maximum size of any individual freestanding sign is 200 square feet. The total size of the combined freestanding signs in each subdistrict is not limited.



32.34.030 Additional Standards in Plan Districts Continued

-
- c. Changing image features. Changing image features are limited to a combined total of 30 sq. ft. per subdistrict. No single sign may have more than 10 square feet of changing image features.
- d. Illumination.
1. Any sign in the Subdistricts A, B, C, and D may include direct, indirect or internal lighting.
 2. Within the EX zone in Subdistrict E, illumination, electric signs and changing image sign features are not allowed.
- e. Sign types in EX zone in Subdistrict E. Only freestanding signs, monument signs and directional signs are allowed in the EX zone in Subdistrict E. All other sign types are prohibited in the EX zone.



LIST OF CHAPTERS

This amendment adds two new chapters to the List of Chapters - Chapter 33.555, Marquam Hill Plan District, and Chapter 33.849, Marquam Hill Parking Review.

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Following the Table of Contents is a list of zoning map symbols that appear on the Official Zoning Maps, and their corresponding Zoning Code chapters.



Amendments to Chapter 33.420 Design Overlay Zone

33.420.041 When Design Review is Required

By including specific regulations and exemptions for the Marquam Hill Design District in these sections, the regulations are consistent with other plan districts that require design review.

33.420.045 Exempt From Design Review

Q. Within the Marquam Hill Design District:

These regulations identify development that is not subject to design review within the Marquam Hill Design District. If proposed development is located within both the Marquam Hill Design District and the Terwilliger Design District, these regulations exempt smaller scale development from design review under the Marquam Hill Design District requirements, but do not exempt it from the Terwilliger Design District requirements if it is visible from Terwilliger Boulevard. These regulations do not change the regulations that apply to the Terwilliger Design District.



Amend Chapter 33.420 – Design Overlay Zone, as shown:

33.420.041 When Design Review is Required

Unless exempted by Section 33.420.045, Exempt From Design Review, design review is required for the following:

- A. through H.** [No change.]
- I.** Proposals in the Albina Community plan district using the provisions of Section 33.505.220, Parking Requirement Reduction, or Section 33.505.230, Attached Residential Infill on Vacant Lots in R5-Zoned Areas; ~~and~~
- J.** Floating structures, except individual houseboats; ~~and~~
- K.** In the Marquam Hill plan district, proposals to develop or improve formal open area required by Chapter 33.555. This includes designating existing open areas as formal open areas.

33.420.045 Exempt From Design Review

The following items are exempt from design review:

- A. through N.** [No change.]
- O.** Exterior alterations to existing development and construction of detached accessory structures within the Sellwood-Moreland Design District; ~~and~~
- P.** Houseboats; ~~and~~
- Q.** Within the Marquam Hill Design District:
 1. Additions of floor area less than 25,000 square feet;
 2. Alterations that affect less than 50 percent of the area of a façade where the area affected is also less than 3,000 square feet;
 3. Exterior improvements less than 5,000 square feet, except for exterior improvements affecting areas counting towards the formal open area requirements of Section 33.555.260; and
 4. Landscaping not associated with formal open areas.



Commentary on the Code Language

33.420.060 When Community Design Standards May Not Be Used

B.4.

The Community Design Standards may not be used for non-residential development within the Marquam Hill Design District.

33.420.051 Design Guidelines

Guidelines specific to a design district have been adopted for the areas shown on maps 420-1 through 420-3 and 420-5 at the end of this chapter. All other areas within the Design Overlay Zone use the Community Design Guidelines.

33.420.055 When Community Design Standards May Be Used

[No change.]

33.420.060 When Community Design Standards May Not Be Used

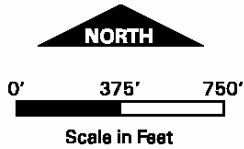
The Community Design Standards may not be used as an alternative to design review as follows:

- A. [No change.]
- B. For proposals that do not include any residential uses in the following Design Overlay Zones:
 - 1. The portion of the South Auditorium plan district outside the Central City plan district. See Map 420-1;
 - 2. The Macadam design district. See Map 420-2; ~~and~~
 - 3. The Terwilliger design district. See Map 420-3; and
 - 4. The Marquam Hill design district. See Map 420-5.
- C. through F. [No change.]



Map 420-5 Marquam Hill Design District

This amendment adds a new map showing the boundaries of the Marquam Hill Design District.



Design District Boundary

Map 420-5
**Marquam Hill
Design District**

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Plan Districts Table of Contents

This amendment adds the Marquam Hill Plan District to the Plan Districts Table of Contents.

500s - PLAN DISTRICTS

- 33.500 Plan Districts in General
- 33.505 Albina Community Plan District
- 33.508 Cascade Station/Portland International Center (CS/PIC) Plan District
- 33.510 Central City Plan District
- 33.515 Columbia South Shore Plan District
- 33.526 Gateway Plan District
- 33.530 Glendoveer Plan District
- 33.531 Guild's Lake Industrial Sanctuary Plan District
- 33.533 Healy Heights Plan District
- 33.534 Hillsdale Plan District
- 33.535 Johnson Creek Basin Plan District
- 33.536 Hollywood Plan District
- 33.538 Kenton Plan District
- 33.540 Laurelhurst-Eastmoreland Plan District
- 33.550 Macadam Plan District
- 33.555 Marquam Hill Plan District
- 33.560 North Cully Plan District
- 33.562 Northwest Plan District
- 33.564 Portland International Raceway Plan District
- 33.565 Powell Boulevard Plan District
- 33.570 Rocky Butte Plan District
- 33.575 Skyline Plan District
- 33.580 South Auditorium Plan District
- 33.585 Swan Island Plan District

A list of symbols that appear on the Official Zoning Maps and their corresponding Zoning Code chapters is contained in the front of the Zoning Code, following the Table of Contents, under "Index of Symbols on the Official Zoning Maps".



Chapter 33.555 Marquam Hill Plan District

This is a new chapter of Title 33. All of the text proposed to be added to the *Zoning Code* is new and, for ease of reading, it is not shown in underlined text.

General

33.555.010 Purpose

The purpose statement explains the intent of the Marquam Hill Plan District, which is to implement the vision and design guidelines for the Marquam Hill Plan. The vision for the Marquam Hill Plan is detailed in the vision contained earlier in this report. The purpose statement also is intended to clearly describe the intended outcome of the regulations for two reasons. First, in order for a project to receive an Adjustment to a standard, an applicant must demonstrate that the project will equally or better meet the purpose of the standard to be modified. Second, the purpose statement provides the basis for future evaluation of the regulation.



CHAPTER 33.555
MARQUAM HILL PLAN DISTRICT

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Use Regulations
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33.555.110 Additional Prohibited Uses
33.555.120 Additional Use Limitations in Subdistricts A through D
33.555.130 Additional Conditional Uses in Subdistricts A through D
33.555.140 Basic Utilities in the OS Zone
33.555.150 Impacts of a Suspended Cable Transportation System in the OS Zone
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Development Standards
33.555.200 Purpose
33.555.210 Relationship to Base Zone Regulations
33.555.220 Drive-Through Facilities
33.555.230 Maximum Height
33.555.240 Maximum Floor Area Ratio in Subdistricts A through D
33.555.250 Maximum Building Coverage
33.555.260 Formal Open Areas in Subdistricts A through D
33.555.270 Exterior Storage and Work Activities
33.555.280 Parking
33.555.290 Signs
Design Review
33.555.300 Design Review
Map 555-1 Marquam Hill Plan District and Subdistricts
Map 555-2 Maximum Height

General

33.555.010 Purpose

The regulations of this chapter implement elements of the Marquam Hill Plan by supporting the preservation and enhancement of natural open space areas, existing scenic views, and neighborhood livability, while encouraging an intense level of institutional development including a dynamic mix of medical research, education, and patient care facilities that contribute to Marquam Hill’s distinctive character. The plan district regulations enhance the character and features of the district through the implementation of development standards and design guidelines that preserve scenic resources and create a sense of place within the developed portions of the district through a network of plazas, courtyards, and formal open areas connected by a well-designed pedestrian circulation system. The regulations also encourage the development of additional patient care, medical research, and academic facilities and long-term traffic and parking management plans.



33.555.020 Where These Regulations Apply

These regulations apply within the boundaries of the Marquam Hill Plan District shown on Map 555-1.

Additionally, the plan district is divided into five subdistricts, shown on Map 555-1, that in some cases have different development standards, or similar standards with differing ratios, maximums, and/or minimums that are applicable to development. Use allowances also differ between some of the subdistricts. Subdistricts A, B, C, and D are similar with regard to the types of uses allowed and the development standards that apply, and many of the regulations applicable to development within these subdistricts are tailored to the unique qualities and physical constraints of the Marquam Hill area. The standards applied to Subdistrict E more closely follow the regulations of the applicable base zone; however, some variations do occur. The following sections provide greater detail about the specific differences between standards applicable to each subdistrict.



33.555.020 Where These Regulations Apply

The regulations of this chapter apply in the Marquam Hill plan district. The boundaries of the plan district are shown on Map 555-1 and on the Official Zoning Maps. The subdistricts of the Marquam Hill plan district are also shown on Map 555-1.



Use Regulations

33.555.100 Purpose

The intent of the use regulations in the plan district is to encourage the development of institutional uses, such as medical educational and research facilities and patient care facilities, and uses that can support institutional development. These regulations also limit or prohibit uses that are not associated with or supportive of the existing institutional uses on the hill. Lastly, these regulations limit the total square footage of uses that support institutional development, such as Retail Sales And Services and Industrial uses. There are two reasons for this, the first being a desire to maintain the institutional area on the hill as a location dedicated to medical research, education and patient care services. The second is to restrict the introduction of new land uses that have a potential to adversely impact the existing transportation system and neighborhood livability on Marquam Hill.



Use Regulations

33.555.100 Purpose

The use regulations foster development of institutional uses associated with medical centers and colleges. Limiting uses to those that are typically associated with institutional development, and limiting the total square footage of uses that support institutionally developed areas, will ensure that Marquam Hill remains a dynamic center for patient care, medical research institutions, and educational facilities.



33.555.110 Additional Prohibited Uses

These regulations restrict the types of uses allowed in the plan district to those that are consistent with institutional development. Limiting the types of uses allowed within the plan district provides the benefit of avoiding adverse impacts on neighborhood livability and the unique character of Marquam Hill through the introduction of inconsistent land uses. For example, most use categories addressed in the code are prohibited in Subdistrict E, which includes portions of Terwilliger Parkway and natural areas, because of the undeveloped character associated with the areas it contains. The table below provides a comparison of the uses allowed in by the base zone and in the plan district.

Comparison of Use Regulations - EX Base Zone and Marquam Hill Plan District			
Use Categories	EX	Subdistricts A, B, C & D	Subdistrict E
Residential Categories			
Household Living	Y	CU	CU
Group Living	L/CU	L/CU	L/CU
Commercial Categories			
Retail Sales And Service	Y	L[1]	N
Office	Y	Y	N
Quick Vehicle Servicing	Y	N	N
Vehicle Repair	Y	N	N
Commercial Parking	CU	N	N
Self-Service Storage	L	N	N
Commercial Outdoor Recreation	Y	N	N
Major Event Entertainment	CU	N	N
Industrial Categories			
Manufacturing And Production	Y	L[1]	N
Warehouse And Freight Movement	Y	N	N
Wholesale Sales	Y	L[1]	N
Industrial Service	Y	L[1]	N
Railroad Yards	N	N	N
Waste-Related	N	N	N
Institutional Categories			
Basic Utilities	Y/CU	Y/CU	Y
Community Service	L	L	L
Parks And Open Areas	Y	Y	Y
Schools	Y	Y	Y
Colleges	Y	Y	Y
Medical Centers	Y	Y	Y
Religious Institutions	Y	Y	Y
Daycare	Y	Y	Y
Other Categories			
Agriculture	Y	Y	Y
Aviation And Surface Passenger Terminals	CU	N	N
Detention Facilities	CU	N	N
Mining	N	N	N
Radio Frequency Transmission Facilities	CU	CU	CU
Rail Lines And Utility Corridors	Y	CU	CU

[1] See 33.55.120

33.555.110 Additional Prohibited Uses

A. Plan district. The following uses are prohibited in the plan district:

1. Quick Vehicle Servicing;
2. Vehicle Repair;
3. Commercial Parking;
4. Self-Service Storage;
5. Commercial Outdoor Recreation;
6. Major Event Entertainment;
7. Warehouse And Freight Movement;
8. Aviation And Surface Passenger Terminals; and
9. Detention Facilities.

B. Subdistrict E. The following uses are prohibited in Subdistrict E:

1. Retail Sales And Service;
2. Office;
3. Manufacturing And Production;
4. Wholesale Sales; and
5. Industrial Service.



Use Regulations Continued

33.555.120 Additional Use Limitations in Subdistricts A through D

Retail Sales And Service and some industrial uses can play a supporting role to the institutional development on the Marquam Hill. However, these uses will not need to occupy a great amount of space on the hill. This section places a limitation on the total amount of space within the plan district that can be dedicated to these uses. Specifically, within Subdistricts A, B, C, and D, Retail Sales And Service uses are limited to 25,000 square feet and Manufacturing And Production, Industrial Services and Wholesale Sales are limited to a combined total of 30,000 square feet.

33.555.130 Additional Conditional Uses in Subdistricts A through D

Residential development within Subdistricts A, B, C, and D is limited to Household Living in multi-family structures as such structures are typically associated with medical centers and colleges, whereas single- dwelling structures are not. Requiring that residential development be subject to a conditional use review allows the city to evaluate any transportation system impacts from this kind of development. Rail Lines And Utility Corridors are also listed as a conditional use in the plan district so this use is regulated within the plan district in the same way as it is in the surrounding residential zones.

The applicable approval criteria of 33.815.130 are:

- A. The transportation system is capable of safely supporting the proposed use in addition to the existing uses in the area. Evaluation factors include street capacity and level of service, access to arterial streets, transit availability, on-street parking impacts, lot access requirements, neighborhood impacts, and pedestrian safety; and
- B. City-designated scenic resources are preserved; and
- D. The proposal is for new development where:
 - 1. The proposal can be designed and developed so that housing is buffered from potential nuisance impacts from uses allowed by right in the zone; and
 - 2. The proposal includes a design, landscape, and transportation plan that will limit conflicts between residential, employment, and industrial uses.



33.555.120 Additional Use Limitations in Subdistricts A through D

The following use limitations apply in Subdistricts A, B, C, and D:

- A. Retail Sales And Service uses.** There may be no more than 25,000 square feet of floor area in Retail Sales And Service use in each subdistrict.
- B. Industrial uses.** There may be no more than 30,000 square feet of floor area in Manufacturing And Production, Industrial Service, or Wholesale Sales uses in each subdistrict. This limitation applies to the floor area of the three use categories added together.

33.555.130 Additional Conditional Uses in Subdistricts A through D

The following are conditional uses in Subdistricts A, B, C, and D:

- A. Household Living.** Household Living in multi-dwelling structures is a conditional use. The approval criteria are 33.815.130.A, B, and D. Household Living in other structure types is prohibited.
- B. Rail Lines And Utility Corridors.** Rail Lines And Utility Corridors are a conditional use.



Use Regulations Continued

33.555.140 Basic Utilities in the OS Zone

This regulation makes suspended cable transportation systems an allowed use within the Open Space (OS) zoned portions of the Marquam Hill Plan District. Although categorized in the Basic Utilities Use Category, which are conditional uses in the OS zone, suspended cable transportation systems are not subject to a conditional use review as the types of impacts associated with most basic utilities are not presented by suspended cable transportation systems. However, because impacts associated with noise, vibration, and glare are possible, suspended cable transportation systems will be subject to the criteria of Chapter 33.262, Off-Site Impacts.

33.555.150 Impacts of a Suspended Cable Transportation System in the OS Zone

Specific provisions of Chapter 33.262, Off-Site Impacts, will apply to a suspended cable transportation system within those portions of the plan district zoned OS, to address potential adverse impacts to Terwilliger Parkway. This section requires that suspended cable transportation systems within the OS zoned portions of the plan district be subject to the provisions of Chapter 33.262, addressing Noise (Section 33.262.050), Vibration (Section 33.262.060), and Glare (Section 33.262.080).



33.555.140 Basic Utilities in the OS Zone

Suspended cable transportation systems are allowed in the OS zone. All other Basic Utilities are regulated by the base zone.

33.555.150 Impacts of a Suspended Cable Transportation System in the OS Zone

In those portions of the plan district within the OS Zone, a suspended cable transportation system is subject to Section 33.262.050, Noise; Section 33.262.060, Vibration; and Section 33.262.080, Glare. These regulations must be met only within those portions of the plan district within the OS Zone.



33.555.160 Temporary Activities in the OS Zone

This regulation allows staging areas for the construction of institutional development to be located with those portions of the plan district zoned OS. However, these staging areas will be subject to the regulation of 33.296.030.A.7, Staging Areas for public utility installation in RF through RH zones.

The regulations of 33.296.030.A.7 state:

- a. Length of project. Except as provided in subparagraph b. below, only projects that last three years or less are allowed as temporary activities. Projects that last over three years are subject to the regulations for permanent uses. Adjustments to the three year time period are prohibited.
- b. Overlay zones. Projects located within an Environmental or River Natural overlay zone are subject to the regulations for permanent uses regardless of the length of the project.
- c. Dust, mud and erosion control. During the project, operational procedures must include steps to reduce dust and mud on the site and to reduce dust and mud on adjacent streets from vehicles entering and leaving the site. During the length of the project, the site must be enclosed or protected in a manner to prevent on-site erosion and to prevent sediment from leaving the site.
- d. Noise. The project must meet the noise regulations of Title 18 - Nuisance Abatement and Noise Control. Any variances to the noise regulations will be processed as provided in Title 18.



33.555.160 Temporary Activities in the OS Zone

Staging areas for institutional development are allowed in the OS Zone subject to the requirements stated in Paragraph 33.296.030.A.7.



Development Standards

33.555.200 Purpose

The intent of the development standards is to guide the development of an institutional campus with attractive buildings and formal open areas, and an efficient and attractive pedestrian circulation system. These standards are also intended to result in a denser level of development within the center of the plan district and less intense development along the edges of the plan district to ensure a smoother transition between the institutional development and the adjacent residential and open space areas. These regulations are also intended to act as a starting point for the implementation the plan vision's objective to create a "sense of place" on Marquam Hill.

33.555.210 Relationship to Base Zone Regulations

Three primary regulatory objectives are addressed in this section. The first is to state that all base zone standards apply unless superceded by the standards of the plan district with the exception of the following:

- Paragraph 33.140.215.B.2, Building setbacks on a transit street or in a pedestrian district;
- Section 33.140.230, Ground Floor Windows in the EX Zone;
- Section 33.140.240, Pedestrian Standards;
- Section 33.140.242, Transit Street Main Entrances; and
- Section 33.140.295, Parking and Loading.

Due to the physical constraints, the existing pattern of development, and other unique circumstances, these specific standards will not apply within the plan district. However, the intent of these standards will be addressed through other development standards and design guidelines created to specifically address the unique character of the plan district area.

Development Standards

33.555.200 Purpose

The development standards of this chapter foster a dense urban institutional campus with an emphasis on attractive, well-designed buildings, and a positive and well-designed pedestrian environment. The standards also help establish an attractive transition between institutional development and adjacent residential development, Terwilliger Parkway, and undeveloped open areas.

33.555.210 Relationship to Base Zone Regulations. If not addressed by the development standards of this plan district, the development standards of the base zone apply; however, development in the plan district is exempt from the following standards:

- A.** Paragraph 33.140.215.B.2, Building setbacks on a transit street or in a pedestrian district;
- B.** Section 33.140.230, Ground Floor Windows in the EX Zone;
- C.** Section 33.140.240, Pedestrian Standards;
- D.** Section 33.140.242, Transit Street Main Entrances; and
- E.** Section 33.140.295, Parking and Loading.



Commentary on the Code Language

33.555.220 Drive-through facilities

Under this regulation drive-through facilities are not allowed in the plan district. However, a drive-through facility could be approved through an Adjustment provided the facility was designed to serve purposes typically associated with a medical institution.

33.555.220 Drive-Through Facilities

- A. Purpose.** Drive-through facilities are not allowed within the plan district as such facilities and the uses they serve are not consistent with those uses typically associated with institutional uses, with the exception of facilities that support the purposes of a medical institutions, such as a drive-through facility associated with a pharmacy.
- B. Standard.** Drive-through facilities are not allowed.



33.555.230 Maximum height

These regulations establish maximum allowable heights for development within the plan district, and correspond to the maximum heights shown on Map 555-2, Maximum Height. These regulations establish differing maximum heights throughout the plan district to protect views and to create a "step-down" effect with taller structures being located in the center of the campus and lower buildings located along the edge of campus where it interfaces with residential development and open space areas.

The institutionally developed area of the plan district, located within Subdistricts A, B, C, and D, is developed within a canyon and on the top of two ridges. Due to these unique physical conditions, height within the plan district will be measured in feet above sea level, rather than by establishing a maximum allowable height for structures based on feet above grade. These regulations provide direction about how height is to be measure based on feet above sea level and prescribes supplemental application requirements to ensure that applicants provide specific information demonstrating how proposals meet these requirements.

33.555.230 Maximum Height

- A. Purpose.** The height limits in the plan district protect views and create a “step-down” effect towards adjacent areas to the east, south, and west.
- B. Height regulations in Subdistricts A through D.** The regulations of this subsection apply in Subdistricts A, B, C, and D.
1. **Standard.** The maximum heights allowed are shown on Map 555-2. Except as allowed by Subparagraph B.2.c, heights greater than those shown on Map 555-2 are prohibited.
 2. **Measurement.** Height is measured as follows:
 - a. Height is measured from sea level, not grade.
 - b. Height is measured to the top of the highest element of a structure, including rooftop equipment, mechanical equipment, mechanical penthouses, and helicopter landing facilities, other than those listed in Subparagraph B.2.c.
 - c. Radio and television antennas, utility power poles, and public safety facilities are exempt from the height limits of this section.
 - d. The provisions of 33.930.050, Measuring Height, do not apply in subdistricts A, B, C, and D.
 3. **Supplemental application requirements.** Applications for land use reviews and building permits for new buildings and additions of square footage must include the following information. Applications for land use reviews and building permits for other development that may affect the height of a structure also must include the following information. Additional information may also be requested through the review process. Site plans must show the following:
 - a. Boundary lines between areas with different height requirements;
 - b. Topography shown by contour lines at five foot vertical contours measured in feet above sea level;
 - c. Elevations at the corners of proposed structures or structures being altered, measured in feet above sea level; and
 - d. Elevation of the highest point of the structure, including rooftop equipment, mechanical equipment, mechanical penthouses, and helicopter landing facilities, other than those listed in Subparagraph B.2.c, measured in feet above sea level.



Subdistrict Development Standards

FAR ratios, maximum required formal open area, and minimum allowed parking have been established on an individual subdistrict basis to ensure the desired character of each subdistrict can be achieved and to reduce impacts to residential and/or open space areas adjacent to each subdistrict. These development standards are summarized in the table below and described in further detail on the code commentary pages that follow.

Development Standards Per Subdistrict					
Standard	Subdistricts				
	A	B	C	D	E
Maximum FAR	3:1	3:1	2:1	3:1	Subject to base zone
Building coverage	65% combined				15% of EX zoned area
Minimum Required Formal Open Area	20,000 sq. ft.	25,000 sq. ft.	40,000 sq. ft.	25,000 sq. ft.	No requirement
Maximum allowed parking spaces	4,429		710	1,258	Prohibited

33.555.240 Floor Area Ratio in Subdistricts A through D.

As in other areas of the city, a maximum FAR has been established for each subdistrict. However, FAR is applied differently in this plan district than in other parts of the city. Specifically, in Subdistricts A, B, C, and D, FAR is the amount of floor area, expressed in square feet, of a building in relation to the total area of the subdistrict within which it is to be located. To ensure the objectives noted above can be accomplished, this regulation also prohibits adjustments or modifications to the FAR standard within the plan district.



33.555.240 Maximum Floor Area Ratio in Subdistricts A through D. The regulations of this section apply to sites in Subdistricts A, B, C, and D.

- A. Purpose.** The floor area ratios (FARs) regulate the amount, or intensity, of use allowed in each subdistrict. The FARs provide a means to match the potential amount of uses with the desired character of the area. FARs also work with the height and building coverage standards to control the overall bulk of development.
- B. Calculations.** In Subdistricts A, B, C, and D, FAR is calculated as the amount of floor area in relation to the amount of area in each subdistrict, expressed in square feet.
- C. Standards.** The maximum FAR allowed in Subdistricts A, C, and D is 3:1. The maximum FAR allowed in Subdistrict B is 2:1. Adjustments to these maximums are prohibited.



33.555.250 Building Coverage

The maximum building coverage standards help to limit the amount of impervious surface created by buildings and helps assure that development is consistent with the desired character of the area. Within Subdistrict E the total allowable building coverage is 15 percent of the EX zoned area of the subdistrict. For the remaining subdistricts, Subdistricts A through D, there is no limitation on building coverage in each specific subdistrict and the maximum allowed in all four subdistricts combined is 65 percent of the total area of all four subdistricts. Adjustments to the 65 percent building coverage maximum for these Subdistricts are prohibited.

33.555.250 Maximum Building Coverage

- A. Purpose.** The building coverage standards work with the FAR and height standards to control the overall scale of development and promote development consistent with the desired character of the plan district. The standards also limit the total area of each subdistrict that will be developed with buildings to limit the amount of impervious surfaces created by buildings.
- B. Calculations.** Building coverage is calculated in relation to the amount of area in each subdistrict.
- C. Standards.**
1. Subdistrict E. The maximum building coverage allowed in the EX zone in Subdistricts E is 15 percent.
 2. Subdistricts A through D. In Subdistricts A, B, C, and D, there is no limitation on building coverage in each subdistrict; however, the maximum building coverage allowed in the four subdistricts together is 65 percent. Adjustments to this standard are prohibited.



33.555.260 Formal Open Areas

Formal open areas, such as plazas, courtyards, and gardens, provide numerous benefits because they:

- enhance the character of the plan district;
- provide opportunities for passive recreation;
- provide formal and informal gather places;
- encourage the development of a network of formal exterior spaces and the pedestrian corridors that link buildings and various activities on site; and
- provide an attractive and integrated environment between buildings and other facilities within the plan district.

The regulations of this section require that formal open areas be established within Subdistricts A, B, C, and D, at specified minimum sizes to ensure that the benefits noted above will be shared within the institutionally developed portions of the plan district.

This section creates a procedure for when formal open areas are to be developed in relation to the development of new floor area within each subdistrict. Additionally, the formal open area standards establish the minimum amount of formal open area required within each subdistrict, and a minimum size for spaces developed to satisfy the minimum formal open area requirements. The standards also note that parking, and exterior storage and work areas do not qualify as formal open areas. This is because such areas do not provide the benefits noted above.

33.555.260 Formal Open Areas in Subdistricts A through D.

- A. Purpose.** The requirements of this section ensure that the institutionally-developed portions of the plan district contain an adequate amount of formal open area, such as plazas, courtyards, and similar features, that enhance the character of the area; provide opportunities for passive recreation and both formal and informal gatherings; and result in a network of attractive and integrated exterior spaces and pedestrian corridors that link buildings and various activities within the plan district.

These formal open areas are medium to large spaces that are open to the public and are typically located along primary pedestrian routes. Small gardens and courtyards that are not generally accessible to the public and are developed primarily to serve as retreats for patients and their visitors, such as healing gardens or play areas for young patients or their visitors, are not formal open space areas.

- B. When formal open area is required.** In Subdistricts A, B, C, and D, when more than 10,000 square feet of gross floor area is proposed in a subdistrict, formal open area must be developed within that subdistrict as part of the proposal, until the minimum square footage of formal open area required in the subdistrict is met. Existing plazas and other open areas may be used to meet this requirement, but will be reviewed as if they are being created as part of the project. Additional improvements may be required.
- C. Minimum square footage required.** The minimum square footage of formal open area required in Subdistrict A is 20,000 square feet. The minimum square footage of formal open area required in Subdistricts B and D is 25,000 square feet in each subdistrict. The minimum square footage of formal open area required in Subdistrict D is 40,000 square feet.
- D Standards.** Formal open area used to meet the requirement of Subsection B must meet the following standards:
1. Amount of area required. At least one square foot of formal open area must be developed for each 50 square feet of floor area, up to the minimum required square footage of formal open area for the subdistrict;
 2. Minimum size. Each formal open area must be at least 2,000 square feet in area, and be of such shape to allow a square 40 feet on a side to fit entirely in the area.
 3. Use of area. Formal open areas may not also be used for parking, exterior storage, or exterior work areas.
 4. Adjustments prohibited. Adjustments to the regulations of this subsection are prohibited. However, modifications may be requested as part of the design review process, as allowed by Chapter 33.825, Design Review.



33.555.270 Exterior Storage and Work Activities

The Marquam Hill Plan will result in a zone change for the institutionally developed portions of the plan district from Residential 1,000 (R1) to Central Employment (EX). Exterior storage and work activities are not allowed within the EX zone, but will be allowed within the EX zoned portions of Subdistricts A, B, and C, as such facilities are needed on a limited basis within a large institutional campus. For example, grounds-keeping facilities need to be located on site.

To ensure that Subdistricts A, B, and C contain a limited amount of exterior storage and work activities, 10,000 feet is allowed in Subdistricts A and B, and 25,000 feet is allowed in Subdistrict C. Additionally, exterior storage and work areas located within 25 feet of the plan district boundary must be screened by landscaping to ensure that residential and open space areas along the edge of the plan district are not impacted.

33.555.270 Exterior Storage and Work Activities

- A. Purpose.** The standards of this section ensure that exterior storage and work activities:
- Will be consistent with the desired character of the area;
 - Will not be a detriment to the overall appearance of the subdistrict;
 - Will not have adverse impacts on land uses and properties adjacent to the subdistrict, especially those zoned residential and open space; and
 - Will not have an adverse impact on the environment.
- B. Location.** Exterior storage and work activities are allowed in Subdistricts A, B, and C, and prohibited in Subdistricts D and E.
- C. Maximum area allowed.** The maximum area that may be used for exterior storage and exterior work activities combined is 10,000 square feet in Subdistrict A, 10,000 square feet in Subdistrict B, and 25,000 square feet in Subdistrict C.
- D. Landscape and screening.** Exterior storage areas and areas used for exterior work activities within 25 feet of the plan district boundary must meet one of the following two landscape standards. The portion of the exterior storage area or area used for exterior work activities within 25 feet of the plan district boundary must either:
1. Be surrounded by a 10-foot wide landscaped strip. The 10-foot strip must be landscaped to at least the L2 standard; however, a wall or berm may not be substituted for the required screen of shrubs. In addition, a fence meeting the F2 standard must be placed along the interior edge of the landscaped area; or
 2. Be surrounded by a 5-foot wide landscaped strip. The 5-foot strip must be landscaped to at least the L4 standard.
- E. Paving.** Exterior storage and work activity areas must be paved.



33.555.280 Parking

The total number of parking spaces allowed in the plan district will be limited in an effort to control the total number of vehicle trips, especially single occupant vehicle trips, made to and from the plan district. This will reduce congestion and other transportation-related impacts on Terwilliger Boulevard and the neighborhoods surrounding the plan district.

The total number of parking spaces allowed in each subdistrict is stated in 33.555.280.D. These totals reflect an additional 900 parking spaces (within Subdistrict A and Subdistrict B combined) beyond the total that already exists. The regulations require that additional parking be developed in conjunction with the development of additional building area on site, at a ratio of 1 parking space per 600 square feet of new floor area. An exception is made in subdistrict B and for existing parking.

33.555.280 Parking

- A. Purpose.** The regulations of this section encourage the use of transportation demand management techniques by limiting the supply of parking and creating maximums for single occupancy vehicle trips.
- B. Creation of parking.**
1. Floor area. Parking may be created only in conjunction with additions of net floor area to the site, including that added as part of new development or by adding floor area to existing development;
 2. Maximum ratios. Parking is limited to a maximum ratio of 1 space per 600 square feet of net building area being added.
 3. Location. Parking may be in a different subdistrict than the net building area it is created in conjunction with.
 4. Exception for Subdistrict B. In Subdistrict B, a proposal to create parking not in conjunction with additional floor area may be approved through a Marquam Hill Parking Review, as follows:
 - a. The application for the Marquam Hill Parking Review must be received by the City by December 31, 2010;
 - b. The proposed parking is exempt from the requirements of B.1 and 2, but is subject to the other regulations of this section; and
 - c. Only one proposal may be approved under the provisions of this Paragraph.
 - d. Adjustments to these standards are prohibited.
- C. Existing parking.** Existing parking that is reconfigured or demolished and replaced is exempt from the requirements of Subsections 33.555.280.B and D if no additional parking spaces are created.
- D. Maximum parking allowed in Subdistricts A through D.**
1. The maximum number of parking spaces allowed is:
 - a. Subdistrict A and B combined: 4,429 spaces
 - b. Subdistrict C: 710 spaces
 - c. Subdistrict D: 1,258 spaces
 - d. Subdistrict E: parking is prohibited.
 2. Adjustments to the standards of the subsection are prohibited.



Parking Continued

33.555.280 Parking Continued

New parking proposed after the effective date of these regulations can only be developed if approved through a Type A Marquam Hill Parking Review. Additionally, new parking proposed 10 years from the effective date of this ordinance, proposals to create more than 900 additional parking spaces in the plan district and proposals that unable to meet Type A approval criteria are subject to a Type B Marquam Hill Parking Review. The review procedures for Type A and B Marquam Hill Parking Review are explained in greater detail in the code commentary for Chapter 33.849.

33.555.290 Signs

This section refers to Title 32 for the regulations on signs.

33.555.280 Parking Continued

E. Marquam Hill Parking Review. There are two types of Marquam Hill Parking Review: Type A and Type B. Proposals that are subject to Type B Marquam Hill Parking Review are not also subject to Type A Marquam Hill Parking Review.

1. Type A Marquam Hill Parking Review is required for all proposals that include parking;
2. Type B Marquam Hill Parking Review is required for the following:
 - a. Proposals to develop parking spaces above the maximum numbers stated in Paragraph D.1;
 - b. Proposals to develop parking when the application for a building permit is submitted after [10 years from the effective date of this ordinance]; or
 - c. Proposals that are subject to Type A Marquam Hill Parking Review but do not meet the approval criteria for that review.

33.555.290 Signs

The sign standards are stated in Title 32, Signs and Related Regulations.



Marquam Hill Design Review

33.555.300 Design Review

The Marquam Hill Plan District area is recommended to be rezoned Central Employment (EX), which requires that the Design ("d") Overlay Zone also be applied. To address the application of this new design overlay area, the Marquam Hill Design District is created. Development within this design district will be subject to design guidelines that specifically address the unique character of the institutional development on Marquam Hill, as viewed and experienced from within, from areas adjacent to plan district, and from areas around the city.

Portions of the plan district are also located within the Terwilliger Design District. The Community Design Standards cannot be used for non-residential development in the Terwilliger Design District, and the same restriction is recommended within the Marquam Hill Design District. Thus, most development within the plan district will be subject to a Type II or III design review and either the Marquam Hill Design Guidelines, the Terwilliger Parkway Design Guidelines, or both.

Those development actions that require design review and those that are exempt are described in Chapter 33.420, Design Overlay Zone. Specific amendments to Chapter 33.420 were listed earlier in this document. However, it should be noted that design review is required for:

- Additions of floor area 25,000 square feet or greater;
- Alterations that affect more than 50 percent of the area of a façade where the area affected is also 3,000 square feet or greater;
- Exterior improvements of 5,000 square feet or greater; and
- The development of formal open areas created to satisfy the minimum requirements of Section 33.555.260, Formal Open Areas.

The procedural requirements for design review in the Marquam Hill design district are identified later in this document as amendments to Chapter 33.825, Design Review. Proposals subject to design review within the Marquam Hill Design District will be processed as a Type II review. It should be noted that no changes are proposed to the Terwilliger Parkway Design Guidelines and that proposals within the Terwilliger Parkway Design District will continue to be processed as a Type III review.

Design Review

33.555. 300 Design Review

- A. Purpose.** Design review ensures that institutional development is physically and visually integrated within the plan district and with the surrounding neighborhoods, open space areas, Terwilliger Parkway, and the skyline associated with Marquam Hill. It also ensures 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 plan district and an integrated relationship between structures and the pedestrian environment. Design review also promotes the protection and enhancement of views within and to and from the plan district, as well as sustainable development, protection of environmentally sensitive resources, and the incorporation of site amenities within the pedestrian environment. Additionally, design review promotes an efficient and functional arrangement of institutional development within the plan district and improvements to vehicular access and circulation patterns.
- B. Where these regulations apply.** These regulations apply within the Marquam Hill design district, shown on Map 420-5.
- C. When design review is required.** Design review is required for new development and exterior alterations, including additions of gross floor area to the site.



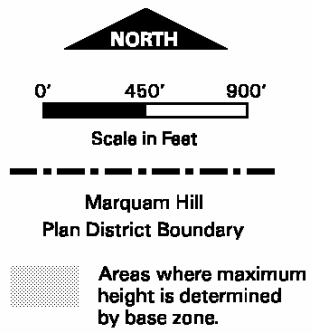
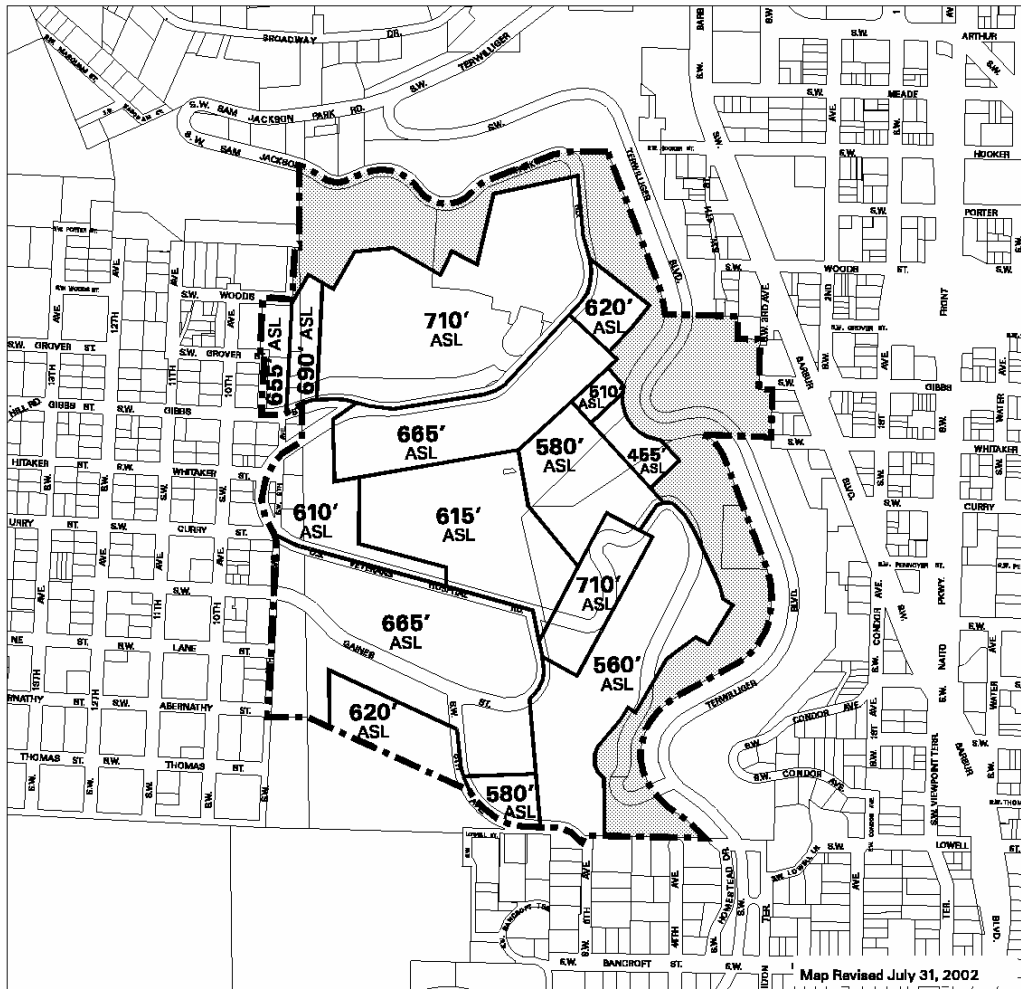
Map 555-1, Marquam Hill Plan District and Subdistricts

This new map defines the plan district boundary and subdistricts, which are referenced in the development standards.



Map 555-2, Maximum Heights

This map describes the maximum heights referenced in the development standards.



Map 555-2
Maximum Heights
Measured Above Sea Level - ASL

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Land Use Reviews Table of Contents

This amendment adds a new land use review, Marquam Hill Parking Review, to the Table of Contents.

800s - LAND USE REVIEWS

- 33.800 General Information on Land Use Reviews
- 33.805 Adjustments
- 33.808 Central City Parking Review
- 33.810 Comprehensive Plan Map Amendments
- 33.815 Conditional Uses
- 33.820 Conditional Use Master Plans
- 33.825 Design Review
- 33.830 Excavations and Fills
- 33.835 Goal, Policy, and Regulation Amendments
- 33.840 Hazardous Substances Reviews
- 33.846 Historic Reviews
- 33.848 Impact Mitigation Plans
- 33.849 Marquam Hill Parking Review
- 33.850 Statewide Planning Goal Exceptions
- 33.855 Zoning Map Amendments



Amendments to Chapter 33.825 Design Review

33.825.025 Procedures for design review

2.p. This regulation states that proposals located within the Marquam Hill Design District are processed using a Type II design review procedure. The Type II design review is conducted by design review staff of the Office of Planning and Development Review, with staff making the initial decision. Appeals to staff decisions are presented to the Portland Design Commission, who will make a decision following a public hearing. Appeals to the Design Commission's decision are made to the Land Use Board of Appeals (LUBA).



Amend Chapter 33.825 – Design Review, as shown

33.825.025 Review Procedures

[No change.]

A. Procedures for design review. [No change.]

1. [No change.]
2. Type II. The following proposals are processed through a Type II procedure:
 - a. through n. [No change.]
 - o. Proposals within the Sellwood-Moreland design district; and
 - p. Proposals in the Marquam Hill design district.



33.825.065.B Design guidelines

This regulation requires that proposals located within two design districts be subject to the design guidelines of both design districts. This language is being added because portions of the Marquam Hill Design District overlap with the existing Terwilliger Design District. If a proposal is located within both the Marquam Hill Design District and the Terwilliger Design District, the proposal is subject to the applicable design criteria of both districts individually. These regulations do not change the regulations that currently apply to the Terwilliger Design District.

33.825.065 Design Guidelines

- A. Purpose.** [No change.]
- B. Design guidelines.** Guidelines specific to a design district have been adopted for the areas shown on maps 420-1 through 420-3 and 420-5. Where two of the design districts shown on those maps overlap, both sets of guidelines apply.

All other areas within the Design Overlay Zone use the Community Design Guidelines. A district's design guidelines are mandatory approval criteria used in design review procedures. The design guidelines may consist of a common set of design guidelines for the whole district and special design guidelines for subdistricts. Where subdistrict guidelines conflict with the district guidelines, the subdistrict guidelines control.

- C. Waiver of design guidelines.** [No change.]



Chapter 33.849 Marquam Hill Parking Review

This is a new chapter of Title 33. All of the text proposed to be added to the *Zoning Code* is new and, for ease of reading, it is not shown in underlined text.

Marquam Hill Parking Review

33.849.010 Purpose

The total number of parking spaces allowed in the plan district will be limited in an effort to control the total number of vehicle trips, especially single occupant vehicle trips, made to and from the plan district. The intent behind this is to reduce congestion and other transportation related impacts on Terwilliger Boulevard and the neighborhoods surrounding the plan district.

33.849.100 Procedure

A Type A Marquam Hill Parking Review, which is a Type I quasi-judicial review, is required any time new parking is proposed. A Type B Marquam Hill Parking Review, a Type III quasi-judicial review, is required for proposals to create new parking that:

- Exceed the maximum allowed parking stated in 33.555.280.D;
- Are received 10 years after the effective date of these regulations; or
- Do not meet the criteria of a Type A review.



**CHAPTER 33.849
MARQUAM HILL PARKING REVIEW**

Sections:

Marquam Hill Parking Review

- 33.849.010 Purpose
- 33.849.100 Procedure
- 33.849.110 Approval Criteria

Marquam Hill Parking Review

33.849.010 Purpose

The regulations of Sections 33.849.100 and .110 allow for parking within the institutionally developed portions of Marquam Hill in a manner consistent with the goals and objectives of the Marquam Hill Plan. The approval criteria ensure that the demand for parking will be managed, and the negative effects of parking and associated traffic will be minimized.

33.849.100 Procedure

- A. Type A.** Type A Marquam Hill Parking Reviews are processed through a Type I procedure.
- B. Type B.** Type B Marquam Hill Parking Reviews are processed through a Type III procedure.



33.849.110 Approval Criteria

As part of a Type A Marquam Hill Parking Review, applicants must demonstrate that the total number of single occupant vehicle trips made by students and employees meets the applicable maximum percent shown in Table 849-1, based on the date that the application for review is submitted. The percentages of this table decrease over time, with the intended result being an overall reduction in single occupant vehicle trips.

Additionally, as part of the Type A Marquam Hill Parking Review, applicants must demonstrate that PM peak hour traffic volume on SW Campus Drive and several local streets will not exceed specified levels. For SW Campus Drive the maximums are stated in Table 849-2. The maximums stated in this table also decrease over time, with the intent being an overall reduction in peak hour traffic on SW Campus Drive and SW Terwilliger Boulevard. The maximums for other streets are in Table 849-3



33.849.110 Approval Criteria

A. Approval criteria for Type A Marquam Hill Parking Review. The request for a Type A Marquam Hill Parking Review will be approved if the review body finds that the applicant has shown that all of the following approval criteria are met:

- 1. Single-occupancy vehicle trips. Single-occupancy vehicle trips to and from the plan district by the applicant’s employees and students will not exceed the percentages in Table 849-1. The percentages in Table 849-1 vary based on when the application for Marquam Hill Parking Review is submitted.

Table 849-1 Maximum Allowable Single-Occupancy Vehicle Trips	
Date Application for Review is Submitted	Maximum
July 31, 2002 – December 31, 2007	51%
January 1, 2008 – December 31, 2012	48%
January 1, 2013 – December 31, 2017	45%
January 1, 2018 – December 31, 2022	43%
January 1, 2023 – December 31, 2027	41%
After January 1, 2028	39%

- 2. PM peak traffic flow rate. The PM peak hour is measured between 4:30 PM and 5:30 PM.
 - a. SW Campus Drive. The PM peak eastbound traffic flow rate on SW Campus Drive will not exceed the maximums stated in Table 849-2. The measurement will be taken on SW Campus Drive approximately 100 feet west of SW Terwilliger Boulevard. The maximums stated in Table 849-2 vary based on when the application for Marquam Hill Parking Review is submitted.

Table 849-2 Maximum Allowable PM Peak Traffic Flow Rates on SW Campus Drive	
Date Application for Review is Submitted	Maximum PM Peak
July 31, 2002 – December 31, 2015	550
January 1, 2016 – December 31, 2029	500
After December 31, 2029	450



33.849.110 Approval Criteria Continued

For SW Homestead Drive, SW Hamilton Terrace and SW Condor Lane the maximums for eastbound PM peak traffic flows attributable to trips made by the applicant's employees and students are stated in Table 849-3. The intent of this regulation is to reduce the impacts of institutional cut-through traffic on adjacent the neighborhood streets.



33.849.110 Approval Criteria Continued

- b. SW Homestead Drive, SW Hamilton Terrace, and SW Condor Lane. The PM peak eastbound traffic flow rate on SW Homestead Drive, SW Hamilton Terrace, and SW Condor Lane attributed to trips made by the applicants employees and students will not exceed the maximums stated in Table 849-3.

Table 849-3 Maximum Allowable PM Peak Traffic Flow Rates	
Street	Maximum PM Peak
SW Homestead Drive	330
SW Hamilton Terrace	100
SW Condor Lane	50



33.849.110 Approval Criteria Continued

If a Type B parking review is required, an applicant must demonstrate:

- That they can meet the criteria of 33.849.110.B before an approval can be granted for the development of new parking. This criteria requires that an applicant demonstrate that new parking, by itself, or in conjunction with existing parking, will not adversely impact the character of the area, as determined by the vision, policies, and objectives of the Marquam Hill Plan, and the Marquam Hill Functional Areas, Vehicular Circulation, and Pedestrian Circulation Site Development Concepts.
- The transportation system is capable of supporting the traffic generated by the additional parking as well as the existing parking, based on a transportation impact analysis.
- The additional parking is consistent with adopted area plans.

For Type A reviews, the applicant must satisfy the approval criteria under 33.849.110.A. If they are not able to meet those criteria, they must meet the criteria of 33.849.B.2. Finally, if they are not able to meet that criterion, they must meet the criteria of 33.555.110.B.1.

33.849.110 Approval Criteria Continued

B. Approval criteria for Type B Marquam Hill Parking Reviews. The request for a Type B Marquam Hill Parking Review will be approved if the review body finds that the applicant has shown that all of the following approval criteria are met:

1. If the proposal is to develop parking in excess of the maximums stated in Table 555-1, or the proposal is to develop parking after August 1, 2012 the following criteria must be met:
 - a. The proposal will not by itself, or in combination with other parking facilities in the area, significantly lessen the overall desired character of the area. The desired character of the area is determined by the Marquam Hill vision, policies, and objectives, the Marquam Hill Plan Functional Areas Site Development Concept, the Marquam Hill Vehicular Circulation Site Development Concept, and the Marquam Hill Pedestrian Circulation Site Development Concept;
 - b. The transportation system is capable of supporting the proposed facility in addition to the existing uses in the area. Evaluation is based on a transportation impact analysis and includes factors such as street capacity and level of service, on-street parking impacts, access requirements, impacts on transit operations and movement, impacts on the immediate and adjacent neighborhoods, and pedestrian and bicycle safety
 - c. The proposal is consistent with any area plans adopted by the City Council as part of the Comprehensive Plan, such as neighborhood or community plans.
2. If the proposal would otherwise be subject to Type A Marquam Hill Parking Review but does not meet the approval criteria for that review, the applicant must demonstrate how those approval criteria will be met within three years. The standards that must be met within three years are the standards that will be in effect at the end of the three year period, rather than the standards in effect when the application is submitted.

If the applicant cannot demonstrate that this criterion is met, the criteria of Paragraph B.1, above, must be met.



Amendments to Chapter 33.855 Zoning Map Amendments

33.855.060 Approval Criteria for Other Changes

The approval criteria for other changes associated with a Zoning Map Amendment have been changed to address the relocation of designated scenic viewpoints within the Marquam Hill Plan District. Based on this new approval criteria, a scenic viewpoint may be relocated so long as it is demonstrated that such a move will result in a net benefit to the public with respect to public access, quality and breadth of view, and public amenities available for public use.

33.855.060 Approval Criteria for Other Changes

In addition to the base zones and Comprehensive Plan designations, the Official Zoning Maps also show overlay zones, plan districts, and other items such as special setback lines, recreational trails, scenic viewpoints, and historic resources. Amendments to all of these except historic resources and the creation of plan districts are reviewed against the approval criteria stated in this section. Historic resources are reviewed as stated in Chapter 33.846, Historic Reviews. The creation of a new plan district is subject to the approval criteria stated in 33.500.050. An amendment will be approved (either quasi-judicial or legislative) if the review body finds that all of the following approval criteria are met.

- A. Where a designation is proposed to be added, the designation must be shown to be needed to address a specific situation. When a designation is proposed to be removed, it must be shown that the reason for applying the designation no longer exists or has been addressed through other means; ~~and~~
- B. The addition or removal is consistent with the purpose and adoption criteria of the regulation and any applicable goals and policies of the Comprehensive Plan and any area plans; and
- C. In the Marquam Hill plan district, relocation of a scenic viewpoint must be shown to result in a net benefit to the public, taking into consideration such factors as public access, the quality of the view, the breadth of the view, and the public amenities that are or will be available.



Chapter 33.920 Description of the Use Categories

Basic Utilities

A. and B. [No Change]

C. Examples

Suspended cable transportation systems has been included in the examples section indicating the various of types of development that are considered basic utilities in the *Zoning Code*.

D. [No change]

Amend Chapter 33.920 – Definitions, as shown:**33.920.400 Basic Utilities**

- A. Characteristics.** Basic Utilities are infrastructure services which need to be located in or near the area where the service is provided. Basic Utility uses generally do not have regular employees at the site. Services may be public or privately provided. All public safety facilities are Basic Utilities.
- B. Accessory uses.** Accessory uses may include parking; control, monitoring, data or transmission equipment; and holding cells within a police station.
- C. Examples.** Examples include water and sewer pump stations; sewage disposal and conveyance systems; electrical substations; water towers and reservoirs; water quality and flow control facilities; water conveyance systems; stormwater facilities and conveyance systems; telephone exchanges; mass transit stops or turn arounds, light rail stations, suspended cable transportation systems, transit centers, park-and-ride facilities for mass transit; and public safety facilities, including fire and police stations, and emergency communication broadcast facilities.
- D. Exceptions.**
1. Services where people are generally present, other than mass transit stops or turn arounds, light rail stations, transit centers, park-and-ride facilities for mass transit; and public safety facilities, are classified as Community Services or Offices.
 2. Utility offices where employees or customers are generally present are classified as Offices.
 3. Bus and light rail barns are classified as Warehouse And Freight Movement.
 4. Public or private passageways, including easements, for the express purpose of transmitting or transporting electricity, gas, oil, water, sewage, communication signals, or other similar services on a regional level are classified as Rail Lines And Utility Corridors.

APPENDIX A
ADOPTING ORDINANCE AND RESOLUTION

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.

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:



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- 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 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 a return self-mailer that asked recipients to share their concerns and ideas about



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- 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.
 - 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.
- 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.



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- 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 complies 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:
- 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 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 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.

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.

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 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.
- 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 Polices 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.

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.
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.
 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.

- 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.



Appendix A

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;
- 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
Parsons
Susan Hartnett
July 10, 2002

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

Deputy

Resolution No. 36083

Adopt the Action Charts of the Marquam Hill Plan. (Resolution)

The City of Portland resolves:

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

WHEREAS, the *City Council Revised Marquam Hill Plan* was developed by the City of Portland Bureau of Planning in cooperation with other City bureaus and agencies and with participation from residents, business persons and other interested citizens; and

WHEREAS, the area plan is an advisory document for directing and managing change over time, and as such the adopted vision statement, policies, objectives, and Comprehensive Plan map of the *City Council Revised Marquam Hill Plan* are adopted by Ordinance and will serve as an official guide to decision-making, public deliberation, and investments; and

WHEREAS, the policy elements and Comprehensive Plan map of the *City Council Revised Marquam Hill Plan* are adopted by Ordinance as part of the *Comprehensive Plan*, the action charts included in attached Exhibit A are not adopted as part of the *Comprehensive Plan*;

WHEREAS, the action charts describe proposed implementation projects and programs of the *City Council Revised Marquam Hill Plan*, and identify appropriate time frames for implementation and public, nonprofit, and private agencies and individuals to lead or oversee implementation of an action; and

WHEREAS, the Portland Planning Commission recommends that the City Council adopt the action charts of the *City Council Revised Marquam Hill Plan*;

WHEREAS, it is in the public interest that the recommendations contained in the *City Council Revised Marquam Hill Plan* be adopted to direct and manage change in the plan area;



Appendix A

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

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

Adopted 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*
Deputy

APPENDIX B
READOPTING ORDINANCE

Ordinance No. 177739

*Readopt and implement the *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan*. (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 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. *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 must therefore both readopt Volume 1, which was upheld by LUBA, and hold an evidentiary hearing on Volume 2.
3. At a public meeting on July 30, 2003 the City Council readopted *Volume 1: City Council Revised Marquam Hill Plan* (Exhibit A). Because the public previously had multiple opportunities to testify regarding all aspects of *Volume 1: City Council Revised Marquam Hill Plan* and to raise any issues that could have been appealed to LUBA and because LUBA rejected the challenges to Volume 1, the City Council did not take further public testimony in readopting Volume 1.



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4. These findings in support of the City Council's July 30, 2002 re-adoption of *Volume 1: City Council Revised Marquam Hill Plan* reflect LUBA's remand order and provide for separate re-adoption of the Plan's two documents. These findings support an emergency ordinance to re-adopt the *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* (Exhibit A), which includes all elements of the Marquam Hill Plan other than the design guidelines.
5. Having provided adequate notice to DLCD, the City Council will consider an emergency ordinance on August 14, 2003 at a 2:00 PM time certain to re-adopt *Marquam Hill Plan Volume 2: City Council Revised Marquam Hill Design Guidelines*. At that hearing, the Council will take public testimony and consider any new evidence on *Volume 2: City Council Revised Marquam Hill Design Guidelines* only.
6. 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 1: City Council Revised Marquam Hill Plan* (Exhibit A), hereinafter referenced as *Marquam Hill Plan* and its contents referred to as the amendments or the provisions. *Marquam Hill Plan Volume 2: Marquam Hill Design Guidelines* will be considered for re-adoption by the City Council at a hearing on August 14, 2003 and are referenced in these findings as *Marquam Hill Design Guidelines*. 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.
7. 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.
8. 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.

9. 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*.

10. 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



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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*.

11. 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.

12. 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 and will be considered for readoption by City Council at a hearing on August 14, 2003. In the directives of this ordinance the City Council requires that the Bureau of Planning prepare and present through an emergency ordinance the *Marquam Hill Plan Volume 2: Marquam Hill Design Guidelines* for City Council consideration on August 14, 2003 with a proposed effective date of August 20, 2003, which coincides with the effective date of this ordinance. These guidelines will be specifically applicable to the Marquam Hill Design District created through approval of *Marquam Hill Plan Volume 1: Marquam Hill Plan*. This finding is described in more detail in later findings.

13. 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 B specifies which provisions of Subsection 33.700.110 apply to the conditions of each review.
14. 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. The basis for this conclusion is described in more detail in later findings.
15. 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.
16. 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.
17. *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.

18. *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* were originally published on July 10, 2002. Exhibit A 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.
19. *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.
20. 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 2003 *Marquam Hill Plan* in the *Comprehensive Plan* provides current and more appropriate policies and objectives that are based on existing circumstances. The 2003 *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.
21. 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.
22. 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.

23. 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



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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.

24. 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.
25. 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.

26. **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:
 - 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 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) *Marquam Hill Plan* project staff regularly attended monthly meetings of the Homestead Neighborhood Association beginning in 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.
 - ee) *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.

- ff) *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.
- 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, *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.
- 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* 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*



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- 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.
- 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 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.
- ccc) 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*
- ddd) 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 DLCD 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.

eee) On July 15, 2003, the City sent notice of the City Council's proceeding for re-adoption of *Volume 1: City Council Revised Marquam Hill Plan* (Exhibit A) to be held on July 30, 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. This mailing satisfies the public notices requirements of PCC 33.740, Legislative Procedures. 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 evidentiary hearing on *Marquam Hill Plan Volume 2: Marquam Hill Design Guidelines* to be held on August 14, 2003.

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

27. **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 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.
- e) 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 complies 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*
- f) Portland *Comprehensive Plan* findings on Goal 1, Metropolitan Coordination, and its related policies and objectives also support this goal.
28. **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 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.

- 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 C, 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 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* 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* 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*.
29. **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:
- d) 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).
- e) 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.
- f) *Portland Comprehensive Plan* findings on Goal 8, Environment, and its related policies and objectives also support this goal.
30. **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 change Goal 5 regulations or building standards that comply with Goal 7.

31. **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:
- c) 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.
 - d) The designation of 45 acres of open space would increase the amount of land potentially available for recreational purposes.
32. **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:
- c) 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.
 - d) Portland *Comprehensive Plan* findings on Goal 5, Economic Development, and its related policies and objectives also support this goal.
33. **Goal 10, Housing**, requires provision for the housing needs of citizens of the state. The amendments are consistent with this goal because:
- d) 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.
- e) 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.
 - f) Portland *Comprehensive Plan* findings on Goal 4, Housing, and its related policies and objectives also support this goal.
34. **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:
- c) 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.
 - d) Portland *Comprehensive Plan* findings on Goal 11: A through I, Public Facilities, and related policies and objectives also support this goal.
35. **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.

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



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36. **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:
- c) 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.
 - d) Portland *Comprehensive Plan* findings on Goal 7, Energy, and its related policies and objectives also support this goal.
37. **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:
- c) 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.
 - d) Portland *Comprehensive Plan* findings on Goal 2, Urban Development, and its related policies and objectives also support this goal.
38. 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*.
39. **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.

40. **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:

- d) 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.
- e) 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.
- f) 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.
41. **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.
42. **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.
43. **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.

44. **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.
45. **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.
46. **Title 7, Affordable Housing**, recommends that local jurisdictions implement tools to facilitate development of affordable housing. The amendments are not inconsistent with this title because the *Marquam Hill Plan* makes no changes to the city's policies, regulations, or programs related to affordable housing.
47. **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

48. 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.
49. 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 the 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.
50. 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.
51. **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 #26 above, ensuring consistency with applicable local, regional, and state plans.

52. **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 #26 above.
53. **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 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 #40.
54. **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.
55. **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.
56. **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.
57. **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.
58. **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.
59. **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.
60. **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:

- z) 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.

- aa) 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 Plan requires the adoption of *Marquam Hill Design Guidelines*, which will be considered for readoption by City Council at a hearing on August 14, 2003. The Marquam Hill Design Guidelines are intended 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.

- bb) 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.
- cc) 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.
- dd) 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.
- ee) 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, which will be considered for readoption by The City Council at a hearing on August 14, 2003, 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.

- ff) 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.
- gg) 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.
- hh) Goal G seeks to improve public safety and protect citizens from crime and does not apply to the *Marquam Hill Plan*.
- ii) Goal H seeks to reduce maintenance and improvements costs and does not apply to the *Marquam Hill Plan*.
- jj) 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 #60 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, which will be considered for readoption by City Council at a hearing on August 14, 2003, that are intended to enhance its relationship to Terwilliger Parkway. The Council finds that, through the height regulations, the development regulations of the Marquam Hill Plan District 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*.

- kk) Land Use Polices 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.

- ll) 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 #60 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.

- mm) 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.

- nn) 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*.
- oo) 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*.
- pp) 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.
- qq) Transportation Policies B. Parking applies to parking within the Terwilliger Parkway and is not affected by the provision of the *Marquam Hill Plan*.
- rr) Transportation Polices 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.

- ss) Sign Policies, 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.
- tt) 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.
- uu) 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.
- vv) 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 applies to the *Marquam Hill Plan*.

- ww) 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.
- xx) 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*.
61. **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.
62. **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.
63. **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.
64. **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.

65. **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.
66. **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 2003 *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.
67. **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.
68. **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.

69. **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.
70. **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.
71. **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.

72. **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.
73. **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.
74. **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.

75. **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.
76. **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.
77. **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.
78. **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 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.

79. **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.
80. **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.

81. **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.
82. **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.
83. **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 within 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.
84. **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.

85. **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.
86. **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.
87. **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.
88. **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.
89. **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.
90. **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.

91. **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.
92. **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.
93. **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.
94. **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.
95. **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, and action items and requires adoption of design guidelines that promote sustainable building practices and energy efficient building design.

96. **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.
97. **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.
98. **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.
99. **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.
100. **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 requires

adoption of new design guidelines. To help assure that Marquam Hill views continue to have the same level of protection as under the prior zoning, the *Marquam Hill Plan* retains the existing Terwilliger Design Guidelines, requires adoption of supplemental *Marquam Hill Design Guidelines*, which will be considered for readoption by City Council at a hearing on August 14, 2003, and establishes new criteria for zoning map amendments to protect designated views on Marquam Hill. 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, which will be considered for readoption by City Council at a hearing on August 14, 2003, 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.
101. **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.
 102. **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.
 103. **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.
 104. **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.
 105. **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.

106. **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 #15 above.
107. **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.
108. **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.
109. **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.
110. **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 requires adoption of *Marquam Hill Design Guidelines*, which will be considered for readoption by City Council at a hearing on August 14, 2003, to 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.
111. **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.
 112. **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.
 113. **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.
 114. **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.

115. **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.
116. **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.
117. **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 Plan* requires the City to establish *Marquam Hill Design Guidelines*, which will be considered for readoption by City Council at a hearing on August 14, 2003, and maintains the Terwilliger Design Guidelines.
118. **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.
119. **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.
120. **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.
121. **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 Plan* requires the City to establish and adopt *Marquam Hill Design Guidelines*, which will be considered for readoption by City Council at a hearing on August 14, 2003, to improve the pedestrian network and the pedestrian environment within the design district.

122. **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 Plan* requires the City to establish and adopt *Marquam Hill Design Guidelines*, which will be considered for readoption by City Council at a hearing on August 14, 2003, to encourage high quality design for new institutional development.
123. **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 requires application of appropriate design standards through the *Marquam Hill Design Guidelines*, which will be considered for readoption by City Council at a hearing on August 14, 2003.

Portland City Code Findings

124. **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:
- e) *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.
 - f) *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.

- g) *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 #8 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.

- h) *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.

125. **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.
126. **Portland City Code 33.835 Goal, Policy And Regulation Amendments** includes four approval criteria. The *Marquam Hill Plan* meets these as follows:
- e) 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.
 - f) 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.
 - g) 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.
 - h) This criterion applies to the adoption of design guidelines and therefore does not apply to the *Marquam Hill Plan Volume 1: Marquam Hill Plan*.



Appendix B

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

- c) 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.
- d) 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:

- l. Adopt the *Marquam Hill Plan Volume 1: City Council Revised Marquam Hill Plan* dated July 30, 2003, which is attached as Exhibit A;
- m. 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;
- n. 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;
- o. 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* (2003) 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;
- p. 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;
- q. 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.;
- r. 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;



- s. The Bureau of Planning shall prepare and present through an emergency ordinance the *Marquam Hill Plan Volume 2: Marquam Hill Design Guidelines* for City Council consideration on August 14, 2003 with a proposed effective date of August 20, 2003. These guidelines will be specifically applicable to the Marquam Hill Design District created through approval of *Marquam Hill Plan Volume 1: Marquam Hill Plan*.
- t. Apply Portland City Code Section 33.700.110, Prior Conditions of Land Use Approval, as shown in Exhibit B; and
- u. Adopt the *ESEE Analysis Update for Designated Scenic Viewpoints Within the Marquam Hill Plan District*, which is attached as Exhibit C.

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 Plan*. Therefore, this Ordinance shall be in full force and effect from and after August 20, 2003.

Passed by the Council,
July 30, 2003

Mayor Vera Katz
Parsons
Susan Hartnett
July 22, 2003

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

Deputy