

**Ordinance No. 187 21 7**

Amend the Central City Plan District to increase the height limit on Block U of Couch Addition and support construction of a headquarters building for the Multnomah County Health Department (Ordinance; amend Title 33)

The City of Portland Ordains:

**General Findings**

1. The Multnomah County Health Department (MCHD) promotes and protects the health of county residents by providing essential public health services, including environmental health services, public health investigation and reporting, and chronic and communicable disease prevention. The department also provides high-quality medical and dental care to vulnerable populations throughout its primary-care, school-based health, and specialty clinics throughout the county.
2. Multnomah County Health Department has outgrown the aging buildings where most of its administrative functions are now located. The need to replace existing unsafe, aged, inefficient and undersized facilities is urgent, and the demand for health services in Multnomah County is increasing.
3. Multnomah County has entered into a Disposition Agreement with the Portland Bureau of Housing to purchase a 17,500 square foot site on the eastern portion of Block U of Couch's Addition and intends to construct a new headquarters facility for the Multnomah County Health Department on this site.
4. The new Multnomah County Health Department headquarters building will allow the consolidation of the department's administrative functions from several different locations into a single, more efficient location.
5. In planning for the development of the new Health Department headquarters, Multnomah County engaged in an extensive public outreach process that included meetings with interested community groups including the Multnomah County Community Health Council, the Old Town/Chinatown Community Association and the River District Urban Renewal Advisory Committee. In addition, a Community Advisory Committee was formed to advise the County on the project and met on July 24, 2013, October 22, 2013, and March 31, 2014.
6. Multnomah County has identified a programmatic need for an estimated 120,000 to 150,000 square feet for its Health Department headquarters facility, greater than the current maximum development allowance of 105,000 square feet on the eastern portion of Block U. The existing maximum building height limit of 75 feet on Block U does not allow the full use of existing allowed FAR on the site (6:1 with up to 9:1 with use of bonuses or transfers).
7. In order to facilitate the development of the new Multnomah County Health Department headquarters, the Bureau of Planning and Sustainability initiated the Multnomah County Health Department Headquarters Project which proposed to amend Zoning Code Map 510-3 to: 1) increase the base maximum building height on Block U from 75 feet to 105 feet; and 2) make Block U eligible for up to 45 additional feet in height bonuses, for a total maximum of

150 feet, as described in the *Multnomah County Health Department Headquarters Project: Recommended Draft*, attached to this Ordinance as Exhibit A.

8. On March 23, 2015 notice of the proposed action was mailed to the Department of Land Conservation and Development in compliance with the post-acknowledgement review process required by OAR 660-018-0020 and ORS 197.610.
9. On March 26, 2015 notice of the Multnomah County Health Department Headquarters Project proposal and the April 28, 2015 Planning and Sustainability Commission hearing on the proposal was mailed to all neighborhood associations, neighborhood coalitions, and business associations in the city of Portland, as well as other interested persons and agencies, as required by ORS 227.186 and PCC 33.740. In addition, notice was mailed to all property owners affected by the proposal and all property owners within 400 feet of Block U of Couch's Addition.
10. On April 28, 2015 the Planning and Sustainability Commission held a hearing on the *Multnomah County Health Department Headquarters Project: Proposed Draft*. The Planning and Sustainability Commission voted unanimously to forward the draft to City Council for adoption.
11. On June 3, 2015 notice of the June 17, 2015 City Council hearing on the *Multnomah County Health Department Headquarters Project: Recommended Draft* was mailed to all who presented testimony orally or in writing to the Planning and Sustainability Commission and provided a name and address, those who asked for notice, and other interested parties.

#### **Findings on *Statewide Planning Goals***

12. State planning statutes require local jurisdictions to adopt and amend comprehensive plans and land use regulations in compliance with Oregon's *Statewide Planning Goals* against which its local land use decisions are measured and evaluated. Only the applicable Statewide Goals that apply to this request are addressed below.
13. **Goal 1, Citizen Involvement**, requires provision of opportunities for citizens to be involved in all phases of the planning process. The amendment supports this goal because opportunities for public involvement were provided as summarized below.
  - a) Staff from the Portland Bureau of Planning and Sustainability and Multnomah County met with the Old Town/Chinatown Community Association Land Use and Design Review Committee on March 17, 2015 to discuss the planned County Health Department headquarters and the proposed amendment to the maximum heights on Block U.
  - b) Staff from the Portland Bureau of Planning and Sustainability and Multnomah County met with the Pearl District Neighborhood Association Planning and Transportation Committee on March 17, 2015 to discuss the planned County Health Department headquarters and the proposed amendment to the maximum heights on Block U.

- c) The *Multnomah County Health Department Headquarters Project: Proposed Draft* was published on April 1, 2015 and made available to the public. The report was posted on the Bureau of Planning and Sustainability's web site and provided to all who requested a copy.
  - d) Staff from the Portland Bureau of Planning and Sustainability and Multnomah County attended the general meeting of the Old Town/Chinatown Community Association on April 1, 2015 and presented information on the planned County Health Department headquarters and the proposed amendment to the maximum heights on Block U.
  - e) Staff from the Portland Bureau of Planning and Sustainability and Multnomah County met with representatives of Home Forward on April 7, 2015 to discuss the planned County Health Department headquarters and the proposed amendment to the maximum heights on Block U.
  - f) Staff from the Portland Bureau of Planning and Sustainability and Multnomah County briefed the Portland Historic Landmarks Commission on the planned County Health Department headquarters and the proposed amendment to the maximum heights on Block U on April 13, 2015.
  - g) On April 28, 2015 the Planning and Sustainability Commission held a hearing and took public testimony on the *Multnomah County Health Department Headquarters Project: Proposed Draft*. On March 26, 2015 notice of the hearing on the proposal was mailed to all neighborhood associations, neighborhood coalitions, and business associations in the city of Portland, as well as other interested persons. In addition, notice was mailed to all property owners affected by the proposal and all property owners within 400 feet of Block U of Couch's Addition.
  - h) The *Multnomah County Health Department Headquarters Project: Recommended Draft* was published on June 3, 2015 and made available to the public. The report was posted on the Bureau of Planning and Sustainability's web site and provided to all who requested a copy.
  - i) City Council held a public hearing on the *Multnomah County Health Department Headquarters Project: Recommended Draft* and took public testimony on June 17, 2015. Notice of the hearing was mailed to all those who testified orally or in writing at the Planning and Sustainability Commission hearing, and to other persons who requested such notice, on May 29, 2015.
14. **Goal 2, Land Use Planning**, requires the development of a process and policy framework that provides the basis for all local land use decisions and assures that these decisions are based on an understanding of the facts relevant to the decision. The amendment supports this goal because it followed established city procedures for legislative actions, including Zoning Code Chapter 33.740, Legislative Procedure. The findings addressing Portland Comprehensive Plan Goal 1, Metropolitan Coordination, and its related policies and objectives also demonstrate compliance with this goal.

15. **Goals 3 and 4, Agricultural Lands and Forest Lands**, require the preservation and maintenance of the state's agricultural and forest lands, generally located outside of urban areas. The amendment supports these goals because the increase in the maximum allowable height on Block U increases development capacity in the Old Town/Chinatown District, where higher densities are encouraged to utilize land, infrastructure and transportation resources more efficiently. This in turn reduces the need to expand the Regional Urban Growth Boundary (UGB), therefore, preserving rural lands outside the UGB for agricultural and forest uses.
16. **Goal 5, Open Space, Scenic and Historic Areas, and Natural Resources**, requires the conservation of open space and the protection of natural, scenic and historic resources. The amendment supports this goal because no historic structures are located on Block U and, by increasing potential development capacity on the block, lessens development pressure on sites with historic resources. In addition, the ESEE Analysis completed for this project demonstrates that the additional development capacity created as a result of increasing the maximum allowable height on Block U will not adversely impact public views of the nearby Union Station Clock Tower, which is a designated scenic and historical resource. The preservation of the views of the Clock Tower is described in the Economic, Social, Environmental and Energy (ESEE) Analysis prepared as part of the planning process, attached as Appendix A of Exhibit A.
17. **Goal 6, Air, Water, and Land Resource Quality**, requires the maintenance and improvement of the quality of air, water and land resources. The amendment supports this goal because the increase in the maximum allowable height on Block U will allow the construction of a building of up to 150,000 gross square feet, allowing limited land resources to be used more efficiently in a transit-rich, mixed-use district of the Central City. This will increase the use of alternative transportation modes such as transit, biking, and walking, in turn improving air quality. In addition, the Multnomah County Health Department intends to construct a building that meets the LEED Gold certification, which will includes several features to reduce, recycle and re-use water.
18. **Goal 9, Economic Development**, requires provision of adequate opportunities for a variety of economic activities vital to public health, welfare and prosperity. The amendment supports this goal because the increase in the maximum allowable height on Block U will increase the potential building capacity of the site, providing additional space for employment and economic activity in Portland's Central City, the economic center of the region. In addition, the amendment will facilitate consolidation of Multnomah County's Health Department administrative offices, bringing up to 350 well-paid employees into the Old Town/Chinatown District, in turn supporting the revitalization and economic health of this district and the Central City.
19. **Goal 11, Public Facilities and Services**, requires planning and development of a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for development. The amendment supports this goal because it will facilitate the development of a new Multnomah County Health Department facility. Public health services are important element of public infrastructure serving the social, health and welfare needs of the County's 748,000 residents. Consolidating many of the functions of

the department into a single location in a transit-rich, mixed-use district will significantly increase efficient administration of the its programs.

20. **Goal 12, Transportation**, requires provision of a safe, convenient and economic transportation system. The amendment supports this goal because it increases development potential in an area with excellent street connectivity, transit, bicycling and walking facilities. There are several modes of transit service available to the site, including: the Green and Yellow Light Rail Transit (LRT) lines and bus service along the NW Transit Mall, with stops within one block of Block U; the #77 bus line on the NW Everett/NW Glisan street corridor within two blocks of Block U; and the Center Loop and North/South Streetcar lines, which operate on the NW 10<sup>th</sup>/11<sup>th</sup> Avenues Corridor, with stops within 4-5 blocks of Block U.

**The Oregon Transportation Planning Rule (TPR)**, which was adopted in 1991 and amended in 1996 and 2005 to implement State Goal 12, requires certain findings if a proposed Comprehensive Plan Map amendment, zone change, or regulation will significantly affect an existing or planned transportation facility. The amendment supports this rule because the increase in the maximum allowable height on Block U, which in turn will allow an increase in the development intensity from a maximum of 105,000 square feet, under the current height maximum, to a maximum of 150,000 square feet, will have no significant impact on transportation facilities. In addition, the amendment affects a site in the Central City, an area that has a managed transportation system and higher transit, bicycle and walking trips than elsewhere in the region as a result of excellent transit, bicycling and walking facilities. Maximum parking ratios for new development in the area encourage the use of alternative transportation modes. The findings for Portland Comprehensive Plan Goal 6, Transportation, and its relevant policies also demonstrate that the amendments are consistent with Goal 12 and the Transportation Planning Rule.

21. **Goal 13, Energy Conservation**, requires development of a land use pattern that maximizes the conservation of energy based on sound economic principles. The amendment supports this goal because it facilitates additional development in the Central City, an area that is well-served by existing urban infrastructure and transit and with significant concentrations of jobs, services, and housing. The proposed location of the Multnomah County Health Department headquarters on Block U would result in up to 350 administrative and health-care related jobs in the area, which are currently dispersed through the County. Co-locating these employees in single site will reduce the amount of driving between job sites, thus reducing energy use.
22. **Goal 14, Urbanization**, requires provision of an orderly and efficient transition of rural lands to urban use. The amendment supports this goal because the increased development potential on the site allows land already within the Regional UGB to be used more efficiently, which slows down the need to bring additional land into the UGB. The findings for Portland Comprehensive Plan Goal 2, Urban Development and Goal 3, Neighborhoods, and their relevant policies also demonstrate that the amendment supports this goal.

#### **Findings on Metro's *Urban Growth Management Functional Plan***

23. Metro's *Urban Growth Management Functional Plan (UGMFP)* has been developed by Metro, the Portland metropolitan regional government, to assist local jurisdictions to implement Statewide Planning Goals and the regional development vision. Only the applicable elements of UGMFP are addressed below.
24. **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 Regional UGB. This requirement is to be generally implemented through city-wide analysis based on calculated capacities from land use designations. The amendment is consistent with this title because it increases development capacity in Portland's Central City where several key infrastructure improvements, including Light Rail Transit (LRT) and Streetcar routes, have significantly increased transit capacity to support higher densities in a manner that minimizes new auto trips and parking demand. The amendment allows land already within the Regional UGB to be used more efficiently. The findings for Portland Comprehensive Plan Goal 2, Urban Development and Comprehensive Plan Goal 5 Economic Development also demonstrate that the amendment is consistent with this title.
25. **Title 6, Centers, Corridors, Station Communities and Main Streets**, calls for enhancements of these areas as principal centers of urban life via actions and investments by cities and counties, complemented by regional investments. The amendment supports this title because the increase in the maximum height on Block U permits increased development potential in the densely developed Central City, an area well supported by existing infrastructure, including regional transit. The amendment will facilitate the development of a new Multnomah County Health Department facility in a consolidated location and improve the local provision of public health services.

#### **Findings on Portland's *Comprehensive Plan***

26. The *City of Portland's Comprehensive Plan* is the policy document that establishes the basis for the city's land use planning that informs such implementing documents as the Zoning Code (Title 33). The following Comprehensive Plan goals, policies and objectives are relevant and applicable to the amendment.
27. **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 amendment supports this goal because notification of the proposal was provided to the Oregon Department of Land Conservation and Development per ORS 197.610 and notice of the April 28, 2015 Planning and Sustainability Commission hearing on the *Multnomah County Health Department Headquarters Project: Proposed Draft* was sent to Metro, TriMet, and the Oregon Department of Transportation. In addition, the amendment does not change the Urban Growth Boundary, Urban Planning Area Boundary, or Urban Services Boundary or the policy or intent of existing regulations relating to metropolitan coordination and regional goals.
28. Policy 1.1, Urban Growth Boundary, requires support of the concept of a regional UGB for the Portland metropolitan area. The amendment, which increases the maximum allowable

height on Block U, supports this policy by increasing allowed development potential on site in a highly urbanized area that is supported by existing infrastructure, thus, reducing the need to expand the Regional UGB.

29. Policy 1.4, Intergovernmental Coordination, requires continuous participation in inter-governmental affairs with public agencies to coordinate metropolitan planning and project development and maximize the efficient use of public funds. The amendment supports this policy because the City and County have coordinated their efforts to undertake the amendment to facilitate the construction of Multnomah County Health Department headquarters. This will permit the County to improve the efficiency of government, by consolidating its Health Department's administrative headquarters in one place, and improve the local provision of public health services.
30. **Goal 2, Urban Development**, calls for maintaining 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 amendment supports this goal because the increase in the maximum height on Block U permits increased development potential in a densely developed area supported by existing infrastructure, including recent investments in LRT and streetcar service. Increasing density in the Central City lessens development pressure in established residential neighborhoods and business centers outside the Central City, helping to retain their character.
31. Policy 2.2, Urban Diversity, promotes a range of living environments and employment opportunities for Portland residents to attract and retain a stable and diversified population. The proposed legislative amendment supports this policy because the increased development capacity on Block U resulting from the increased maximum height will facilitate job creation in the Central City, a unique, mixed-use area at the center of the metropolitan region.
32. Policy 2.12, Transit Corridors, provides for a mixture of activities along Major Transit Routes, Major Transit Priority Streets, Transit Access Streets, and Main Streets to support the use of transit. The amendment supports this policy because it increases development potential on Block U which abuts the Transit Mall where the Yellow and Green LRT and bus lines are located. These lines are immediately accessible by the north- and south-bound transit stations at NW 6<sup>th</sup> Avenue/NW Hoyt Street and 5<sup>th</sup> Avenue/NW Glisan Street, respectively.
33. Policy 2.17, Transit Stations and Transit Centers, encourages transit-oriented development patterns at transit stations and at transit centers to provide for easy access to transit service with the design and mix of land uses surrounding transit stations and transit centers emphasizing a pedestrian- and bicycle-oriented environment and transit use. The amendment supports this policy because Block U is located in an area with excellent street connectivity, transit, bicycling and walking facilities, immediately adjacent to the Yellow/Green LRT line's Old Town/Chinatown transit stops at NW 6<sup>th</sup> Avenue/NW Hoyt

Street and 5<sup>th</sup> Avenue/NW Glisan Street, respectively. These transit investments support higher development capacity on the block.

34. Policy 2.18, Transit-Supportive Density, supports the establishment of minimum floor area ratios for non-residential development at light rail centers of 0.5:1. The amendment supports this policy because the increased maximum height will allow future development to utilize the existing 6:1 (9:1 with use of bonuses) FAR entitlement on block, in an area already rich in transit services.
35. 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. In addition, it 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 amendment supports this policy because it increases development potential on an underutilized block that is within the already highly urbanized Central City that is well served by transit.
36. Policy 2.20, Utilization of Vacant Land, provides for full utilization of existing vacant land except in those areas designated as open space. The amendment supports this policy because the increased development potential will encourage development on the eastern half of Block U, which is vacant, promoting the efficient use of urban land.
37. Policy 2.25 Central City Plan, encourages continued investment within Portland's Central City while enhancing its attractiveness for work, recreation and living. Furthermore, through the implementation of the Central City Plan, the policy calls for the coordination of development and protection of Portland's citizens and enhancement of the Central City's special natural, cultural and aesthetic features. The amendment supports this policy because it increases the development capacity of Block U, supporting the Central City Plan's call for a dense mix of uses and enhanced public services, such as the County's public health services. The amendment creates no adverse impacts to views of the Union Station Clock Tower, a designated historic and scenic resource. The findings for the Central City Plan also demonstrate that the amendment supports this policy.
38. **Goal 3, Neighborhoods**, calls for the preservation and reinforcement of the stability and diversity of the city's neighborhoods while allowing for increased density. The amendment supports this goal because the increased density of development on Block U is in keeping with the mixed-use character and development densities in the Old Town/Chinatown neighborhood.
39. Policy 3.2, Social Conditions, calls for the provision and coordination of programs to promote neighborhood interest, concern and security and to minimize the social impact of land use decisions. The amendment supports this policy because it included opportunities for public involvement and because it will facilitate development of the consolidated administrative headquarters and some clinical services of the Multnomah County Health Department, which will provide jobs, bolster the district's mixed-use character, and provide direct public health care services to Portland residents.



40. Policy 3.4, Historic Preservation, calls for preserving and retaining historic structures throughout the city. The amendment supports this policy because no historic structures are located on Block U and, by increasing potential development capacity on the block, lessens development pressure on sites with historic resources. In addition, the amendment will not adversely impact views of the nearby Union Station Clock Tower, which is a designated scenic and historical resource, as documented in the ESEE analysis attached to Exhibit A.
41. **Goal 5, Economic Development**, calls for the promotion of a strong and diverse economy that provides a full range of employment and economic choices for individuals and families in all parts of the city. The amendment supports this goal because the increased development capacity on Block U resulting from the increased maximum height will facilitate job creation and economic activity in the Central City, the economic heart of the region. The amendment will facilitate the development of the new MCHD headquarters housing up to 350 well-paying jobs.
42. Policy 5.1, Urban Development and Revitalization, encourages investment in the development, redevelopment, rehabilitation and adaptive reuse of urban land and buildings for employment and housing opportunities. The amendment supports this policy because facilitates development on the vacant east half of Block U and promotes the efficient use of urban land that is well served by existing infrastructure.
43. Objective E calls for defining and developing Portland's cultural, historic, recreational, educational and environmental assets as marketing and image-building tools. The amendment is consistent with this objective because it preserves views of the Union Station Clock Tower, a historic and scenic resource, as described in the ESEE analysis, attached as Appendix A of Exhibit A.
44. Policy 5.4, Transportation System, promotes a multi-modal regional transportation system that stimulates and supports long-term economic development and business investment. The amendment supports this policy because it increases development potential on Block U, which is located in an area with excellent street connectivity, transit, bicycling and walking facilities. The findings for Statewide Planning Goal 12, Transportation and for Portland Comprehensive Plan Goal 6, Transportation and its relevant policies also demonstrate that the amendments support this policy.
45. Objective D supports transit-supportive development and redevelopment along designated transit streets and in the vicinity of transit stations. The amendment supports this objective because it increases development potential on Block U, which is adjacent to the NW Transit Mall which is served by the Green and Yellow Light Rail Transit (LRT) lines and buses. The #77 bus line on the NW Everett/NW Glisan street corridor is within two blocks of Block U and the Center Loop and North/South Streetcar lines on the NW 10<sup>th</sup>/11<sup>th</sup> Avenue Corridor, is within 4-5 blocks.
46. **Goal 6, Transportation**, calls for developing a balanced, equitable and efficient transportation system that provides a range of transportation choices; reinforces the

livability of neighborhoods; supports a strong and diverse economy; reduces air, noise and water pollution; and lessens reliance on the automobile while maintaining accessibility. The amendment supports this goal because it increases development potential on Block U which is located in an area with excellent street connectivity, transit, bicycling and walking facilities. The findings for Statewide Planning Goal 12, Transportation also demonstrate that the amendments support this goal and its related policies.

47. Policy 6.18, Adequacy of Transportation Facilities, ensures that amendments to the Comprehensive Plan, including goal exceptions and map amendments, zone changes, conditional uses, master plans, impact mitigation plans, and land use regulations that change allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities. The amendment is consistent with this policy because it increases development potential on Block U which is located in an area with excellent street connectivity, transit, bicycling and walking facilities. Block U is immediately adjacent to the NW Transit Mall, the capacity of which has been increased with the completion of the Green and Yellow LRT lines. In addition, Block U lies about 4-5 blocks east of the NW 10<sup>th</sup>/11<sup>th</sup> Avenue Corridor that supports two streetcar lines and the cross-town #77 bus line that runs on the NW Everett/Glisan Corridor. The findings for Statewide Planning Goal 12, Transportation and the Transportation Planning Rule also demonstrate that the amendment is consistent with this policy.
48. Policy 6.19, Transit-Oriented Development, reinforces the link between transit and land use by encouraging transit-oriented development and supporting increased residential and employment densities along transit streets, at existing and planned light rail transit stations, and at other major activity centers. The amendment supports this policy because the increase in maximum allowable height will allow an increase in development capacity, from 105,000 square feet to 150,000 square feet, in an area well-served by transit, including the Green and Yellow LRT and bus lines on the Transit Mall, streetcar service on the NW 10<sup>th</sup>/NW 11<sup>th</sup> Avenue Corridor and the #77 bus line on the NW Everett/Glisan Corridor.
49. Objective B calls for focusing medium-density and high-density development, including institutions, along transit lines. The amendment supports this objective because the increased development potential is located on a site adjacent to the NW Transit Mall and is within a block of both the north- and south-bound transit stations. In addition, this area in Old Town/Chinatown has a full complement of public sidewalks and bicycle lanes to provide the necessary pedestrian and bicycle access to transit.
50. **Goal 7, Energy**, calls for promotion of a sustainable energy future by increasing energy efficiency in all sectors of the city. The amendment supports this goal because it facilitates additional development in the Central City, an area that is well-served by existing urban infrastructure and transit and with significant concentrations of jobs, services, and housing. The proposed location of the Multnomah County Health Department headquarters on Block U would result in up to 350 administrative and health-care related jobs in the area, which are currently dispersed through the County. Co-locating these employees in single site will reduce the amount of driving between job sites, thus reducing energy use.

51. Policy 7.4, Energy Efficiency through Land Use Regulations, promotes residential, commercial, industrial and transportation energy efficiency and the use of renewable resources. The amendment supports this policy because 1) the increased development capacity encourages development of a single larger building that is inherently more energy efficient than creating two facilities with the same capacity; 2) the site is located immediate adjacent to high-capacity transit, including the Yellow and Green LRT lines and streetcar and bus service; and 3) the County is committed to building a facility that attains LEED Gold Certification.
52. Objective A promotes land use patterns that increase energy efficiency in buildings and transportation systems by making energy efficiency a critical element when developing new or modifying existing zoning regulations and adopting the comprehensive map. The amendment supports this objective because the increase in the maximum allowable height promotes more efficient land use patterns, increasing the development capacity on the eastern half of Block U, which is located immediately adjacent to the NW Transit Mall and transit stations for the Green and Yellow LRT lines.
53. **Goal 8, Environment**, calls for the maintenance and improvement of the quality of Portland's air, water and land resources. The amendment supports this goal because the increase in development capacity on Block U will allow limited land resources to be used more efficiently in a transit-rich, mixed-use district of the Central City that is well served by existing urban infrastructure. This will increase the use of alternative transportation modes such as transit, biking, and walking, in turn improving air quality.
54. Policy 8.2, Central City Transportation Management Plan, guides future city efforts in maintaining air quality standards in the CBD and allows for expanded employment and housing opportunities throughout the Central City. The amendment supports this policy because it increases the development capacity Block U, which immediately abuts the NW Transit Mall and transit stations for the Green and Yellow LRT lines. This supports reductions in single-occupant vehicle trips and the need for end-trip parking. The findings for the *Central City Transportation Management Plan* also demonstrate that the amendment supports this policy.
55. Policy 8.4 Ride Sharing, Bicycling, Walking, and Transit, promotes the use of alternative modes of transportation such as ridesharing, bicycling, walking and transit throughout the metropolitan area. The amendment supports this objective because it increases development potential in an area located immediately adjacent to the NW Transit Mall, within walking distance of streetcar and bus service, and that has a full complement of pedestrian and bicycle facilities.
56. **Goal 9, Citizen Involvement**, calls for improved methods and on-going opportunities for citizen involvement in the land use decision-making process, and the implementation, review and amendment of the Comprehensive Plan. The amendment supports this goal because the planning process followed requirements specified in Chapter 33.740, Legislative Procedure and included opportunities for citizen involvement. See the findings

for Statewide Planning Goal 1, Citizen Involvement for additional findings that demonstrate compliance with this goal.

57. Policy 9.4, Intergovernmental Cooperation, promotes citizen involvement in land use decisions initiated by other governmental agencies. The amendment supports this policy because the City and County have coordinated their efforts develop the proposed amendment in support of construction of a new Multnomah County Health Department headquarters.
58. **Goal 10, Plan Review and Administration**, calls for periodic review of the Comprehensive Plan, for implementation of the Plan, and addresses amendments to the Plan, to the Plan Map, and to the Zoning Code and Zoning Map. The amendment support this goal because it resulted from a review of the Zoning Code and is an amendment to Zoning Code Map 510-3.
59. Policy 10.6, Amendments to the Comprehensive Plan Goals, Policies, and Implementing Measures, requires that legislative amendments to the Comprehensive Plan and implementing ordinances must be reviewed by the Planning and Sustainability Commission that, in turn, makes recommendations to the City Council. The amendment supports this policy because the Planning and Sustainability Commission held a hearing on the amendment on April 28, 2015 and unanimously recommended its adoption by the City Council.
60. 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 amendment supports this policy because it amends a Zoning Code development standard through a clear change to Map 510-3.
61. **Public Facilities General Goal 11-A** 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 amendment supports this goal because it facilitates the development of a new headquarters facility for the Multnomah County Health Department in a central, high-density location, close to other services and transportation networks.
62. Policy 11.1, Service Responsibility, encourages the planning efforts of those agencies providing services, including public health services. The amendment supports this policy because Multnomah County provides public health services to the residents of Portland as part of the two jurisdictions' sharing of service responsibilities. The increase of the maximum allowable height on Block U will allow the Multnomah County Health Department to build a headquarters building and consolidate most of its administrative functions, now scattered in several buildings, and provide some direct-service clinics.
63. **Goal 12, Urban Design**, supports 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 amendment supports this goal by increasing development potential on an underutilized site in the Central City, the highly urbanized, mixed use center of Portland and the region. In addition, Block U has a Design (“d”) overlay, which requires any building developed on the site to undergo Design Review to promote excellence in design.

64. Policy 12.3, Historic Preservation, supports the enhancement of the City’s identity through the protection of Portland’s significant historic resources and encourages development that sensitively incorporates preservation of historic structures and artifacts. The amendment supports this policy because no historic structures are located on Block U and, by increasing potential development capacity on the block, lessens development pressure on sites with historic resources. In addition, the ESEE Analysis completed for this project demonstrates that the additional development capacity created as a result of increasing the maximum allowable height on Block U will not adversely impact public views of the nearby Union Station Clock Tower, which is a designated scenic and historical resource.
65. Objective A calls for preserving and accentuating historic resources as part of an urban environment that is being re-shaped by new development projects. The amendment supports this objective because views of the Union Station Clock Tower, a designated scenic and historic resource, will not be affected adversely by the increased development capacity on Block U.

#### **Findings on the *Central City Plan***

66. The *Central City Plan* was adopted in 1988 as an area-specific update of the *Comprehensive Plan* for Portland's central city neighborhoods. The *Central City Plan* built upon the work of the *Downtown Plan*, extending its geographic area and expanding its range of policy concerns. The plan provides guidance for the growth and enhancement of Portland's Central City. In 1995, the plan was amended with the incorporation of the River District Plan policies. The following policies and further statements are relevant and applicable to the amendment.
67. **Policy 1, Economic Development**, calls for strengthening the Central City as the heart of the region and utilization of the Central City’s growth to foster the city’s prosperity and livability. The amendment supports this policy because it increases development capacity on Block U, facilitating job creation and economic activity in a district of the Central City that has a full complement of public infrastructure. In addition, the amendment will facilitate consolidation of Multnomah County’s Health Department administrative offices, bringing up to 350 well-paid employees into the Old Town/Chinatown District, in turn supporting the revitalization and economic health of this district and the Central City.
68. Statement I calls for fulfilling the vision of the *River District Plan* that envisions approximately 5,500 new housing units, 1.5 million square feet of additional office space, and 500,000 square feet of new retail facilities. The amendment supports this statement by increasing the potential for creating new office and retail space on a site within the River District. The findings for Central City Plan Policy 17, River District, and its relevant further statements also demonstrate that the amendment supports this statement.

69. **Policy 4, Transportation**, calls for actions that improve accessibility to the Central City from the rest of the region and to extend the Central City's ability to accommodate growth while enhancing livability. The amendment supports this policy because the increased development capacity on Block U supports nearby investments in high-capacity transit in the Central City, including the Green and Yellow LRT and bus lines on the Transit Mall and two Streetcar lines on the NW 10<sup>th</sup>/11<sup>th</sup> Avenue corridor.
70. **Policy 5, Human Services**, calls for providing social and health services for special needs populations and assisting dependent individuals to become more independent. The amendment supports this policy by facilitating the development of a new headquarters building for the Multnomah County Health Department that will consolidate many of its administrative functions and provide space for three health clinics. MCHD is the state's largest safety-net provider of high-quality medical and dental care to vulnerable populations.
71. **Policy 7, Natural Environment**, calls for improving the Central City's environment by reducing pollution, keeping the Central City clean and green, and providing opportunities to enjoy nature. The amendment supports this policy because the increase in development capacity on Block U will allow limited land resources to be used more efficiently in a transit-rich, mixed-use district of the Central City. This will increase the use of alternative transportation modes such as transit, biking, and walking, in turn reducing air pollution. In addition, the proposed location of the MCHD headquarters on Block U would result in up to 350 administrative and health-care related jobs in the area, which are currently dispersed through the County. Co-locating these employees in single site will reduce the amount of driving between job sites, thereby reducing pollution.
72. **Policy 11, Historic Preservation**, calls for the preservation and enhancement of the historically and architecturally important buildings. The amendment supports this policy because no historic structures are located on Block U and, by increasing potential development capacity on the block, lessens development pressure on sites with historic resources. In addition, the ESEE Analysis completed for this project demonstrates that the additional development capacity created as a result of increasing the maximum allowable height on Block U will not adversely impact public views of the Union Station Clock Tower, which is a designated scenic and historical resource.
73. **Policy 12, Urban Design**, calls for the enhancement of the Central City as a livable, walkable area that focuses on the Willamette River and captures the diversity and excitement of city living. The amendment supports this policy because it increases development potential in the dense, mixed-use Old Town/Chinatown neighborhood, an area with excellent street connectivity, transit, bicycling and walking facilities. The increase in height on Block U to a maximum of 150 feet steps down from the 350 foot limit immediately to the south, and transitions to 75 foot limit to the north, preserving a height step-down from the core and to the Willamette River. In addition, development resulting from the amendment will not adversely impact public views of the Union Station Clock Tower, which is a designated scenic and historical resource.

74. Statement B calls for excellence in the design of new buildings. The amendment is consistent with this statement because Block U has a Design (“d”) overlay, which requires any building developed on the site to undergo Design Review. The approval criteria for this review include the *Central City Fundamental Design Guidelines* and *River District Design Guidelines*.
75. Statement E calls for identifying and protecting significant public views. The amendment supports this statement because a new building constructed under the increased maximum allowable height on Block U will not adversely impact public views of the Union Station Clock Tower, which is a designated scenic and historical resource, as demonstrated in the ESEE Analysis attached as Appendix A to Exhibit A.
76. Statement F calls for locating the highest densities in Portland's Downtown and along transit corridors and to step density down towards the river and as distance from the core increases. The amendment supports this statement because the subject site, Block U, abuts NW 6<sup>th</sup> Avenue, on the Transit Mall in which significant investments have been made to construct the Green and Yellow LRT lines. This increased transit capacity, combined with nearby streetcar and bus service supports enhanced densities. In addition, the step-down in density towards the river and away from the core is preserved by the amendment, which increases allowed height on Block U to 150 feet, with allowed heights remaining at 350 feet to the south and 75 feet to the north.
77. **Policy 13, Plan Review**, calls for the periodic review of the progress of the *Central City Plan*. The amendment supports this policy because it is the result of a review of the existing maximum height limits specified in the Central City plan district, Zoning Code Chapter 33.510.
78. Statement B calls for refining and revising the *Central City Plan* implementing actions as circumstances change. The amendment supports this statement because it is a revision of a development standard contained in Zoning Code Chapter 33.510, Central City plan district, which is one of the primary implementation tools of the *Central City Plan*.
79. **Policy 17, River District**, calls for the extension of downtown development throughout the River District that is highly urban in character and the creation of a diverse community with neighborhoods housing a substantial resident population, providing jobs, services, and recreation, and that embrace of the Willamette River. The amendment supports this policy because the increase in maximum allowable height on Block U will facilitate higher development potential in an area that is highly urban in character and has the large transit capacity created by major investments in LRT and Streetcar. The increased density on the block will allow the Multnomah County Health Department to relocate and consolidate up to 350 employees in the River District and provide public health services to the district’s residents and employees.
80. Statement A calls for implementation of the River District development plan through public/private projects in the River District development plan's action areas. The

amendment supports this statement because it increases development potential on Block U, located within the Union Station/Old Town action area, immediately adjacent to the Transit Mall and within 4-5 blocks of the streetcar line.

81. Statement B calls for preserving and enhancing the district's history and architectural heritage. The amendment supports this statement because no historic structures are located on Block U and, by increasing potential development capacity on the block, lessens development pressure on sites with historic resources. In addition, the ESEE Analysis completed for this project demonstrates that the additional development capacity created as a result of increasing the maximum allowable height on Block U will not adversely impact public views of the Union Station Clock Tower, which is a designated scenic and historical resource.
82. Statement I calls for incorporating strategic public investments in infrastructure that will stimulate private investment. The amendment supports this statement by increasing development capacity on Block U, which abuts the Transit Mall within which significant public investment has been made in high-capacity LRT transit.
83. Statement K calls for contributing to the efficiency of urban living with development density, diversity of land use and quality of design that result in significant infrastructure cost savings. The amendment supports this statement by increasing development potential on Block U in an area well served by existing infrastructure and services. The amendment will facilitate the consolidation of the Multnomah County Health Department's administrative functions in a cost- and operationally-efficient way. In addition, the proposed facility, for which the County will strive to achieve LEED Gold Certification, will be subject to Design Review, to promote its quality of design.

#### **Findings on the *Central City Transportation Management Plan***

84. The Portland City Council adopted the *Central City Transportation Management Plan (CCTMP)* in September 1995 to promote economic vitality, livability and environmental quality in the Central City. The objectives of the *CCTMP* include concentrating new housing and jobs in the Central City, reducing automobile use by encouraging alternative modes, and improving air quality. The following *CCTMP* policies are relevant and applicable to the amendment.
85. **Policy 1: Growth with Livability**, calls for supporting the vitality of existing residences and businesses and the development of new housing in and attracting new jobs to the Central City. This policy also calls for improving the livability of the Central City by maintaining and improving the transportation systems for all modes. The amendment supports this policy by providing additional development capacity on Block U which will facilitate job creation and economic activity in a district of the Central City with excellent street connectivity, transit, bicycling and walking facilities.
86. **Policy 3: Mode Split**, calls for reducing the mode split of single-occupant vehicles by commuters to reduce vehicle miles traveled per capita and lessen congestion during the



peak hour. The amendment supports this policy by increasing development potential on Block U, located in an area with excellent street connectivity, transit, bicycling and walking facilities, including the Green and Yellow LRT lines and bus service on the Transit Mall, to which the site abuts, and two Portland Streetcar lines in the NW 10<sup>th</sup>/11<sup>th</sup> Avenue Corridor a few blocks to the west. The proposed location of the MCHD headquarters on Block U would result in up to 350 administrative and health-care related jobs in the area, which are currently dispersed through the County. Co-locating these employees in a single site will reduce the amount of driving between job sites.

87. **Policy 5: Transit**, calls for ensuring that the transit system will be a key component in stimulating economic development in the Central City, supporting the density and diversity of activities that lead to trips by alternative modes, minimizing congestion and improving air quality. The amendment supports this policy by increasing development potential and promoting transit-supportive development adjacent to the Transit Mall, which accommodates the Green and Yellow LRT and bus lines.

NOW, THEREFORE, the Council directs:

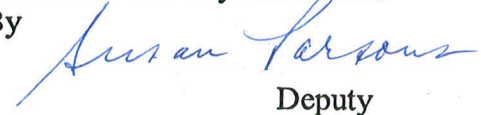
- a. Adopt Exhibit A, *Multnomah County Health Department Headquarters Project: Planning and Sustainability Commission Recommended Draft* and its appendix, dated June 3, 2015;
- b. Amend Title 33: Planning and Zoning, as shown in Exhibit A;
- c. Adopt the commentary and discussion in Exhibit A and its appendix as legislative intent and further findings.

Passed by the Council: JUN 24 2015

Mayor Charlie Hales  
Prepared by: Nicholas Starin  
Date Prepared: May 27, 2015

**Mary Hull Caballero**  
Auditor of the City of Portland

By



Deputy

Agenda No.  
**ORDINANCE NO. 187217**  
 Title

Amend the Central City Plan District (33.510) to increase the height limit on Block U of Couch's Addition and support construction of a headquarters building for the Multnomah County Health Department (Ordinance; Amend Title 33, Planning and Zoning).

<p><b>INTRODUCED BY</b>          Commissioner/Auditor:  <b>Charlie Hales</b></p>	<p>CLERK USE: DATE FILED <u>JUN 12 2015</u></p>
<p><b>COMMISSIONER APPROVAL</b></p> <p>Mayor—Finance and Administration - Hales <i>[Signature]</i></p> <p>Position 1/Utilities - Fritz</p> <p>Position 2/Works - Fish</p> <p>Position 3/Affairs - Saltzman</p> <p>Position 4/Safety - Novick</p>	<p>Mary Hull Caballero          Auditor of the City of Portland</p> <p>By: <i>[Signature]</i> Deputy</p>
<p><b>BUREAU APPROVAL</b></p> <p>Bureau: BPS          Bureau Head: Susan Anderson <i>[Signature]</i></p> <p>Prepared by:          Date Prepared: Nicholas Starin</p> <p>Impact Statement          Completed <input checked="" type="checkbox"/> Amends Budget <input type="checkbox"/></p> <p>Portland Policy Document          If "Yes" requires City Policy paragraph stated in document.          Yes <input type="checkbox"/> No <input checked="" type="checkbox"/></p> <p><b>City Auditor Office Approval:</b>          required for Code Ordinances</p> <p><b>City Attorney Approval:</b>          required for contract, code, easement, franchise, comp plan, charter <i>[Signature]</i></p> <p>Council Meeting Date <b>June 17, 2015</b></p>	<p><b>ACTION TAKEN:</b></p> <p>JUN 17 2015 PASSED TO SECOND READING JUN 24 2015 9:30 A.M.</p>

<p align="center"><b>AGENDA</b></p> <p><b>TIME CERTAIN</b> <input checked="" type="checkbox"/>  <b>Start time: 2:30 pm</b></p> <p><b>Total amount of time needed:</b> _____          (for presentation, testimony and discussion)</p> <p><b>CONSENT</b> <input type="checkbox"/></p> <p><b>REGULAR</b> <input type="checkbox"/></p> <p><b>Total amount of time needed:</b> _____          (for presentation, testimony and discussion)</p>	<table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <th style="width: 30%;">FOUR-FIFTHS AGENDA</th> <th colspan="2">COMMISSIONERS VOTED AS FOLLOWS:</th> </tr> <tr> <th></th> <th>YEAS</th> <th>NAYS</th> </tr> <tr> <td>1. Fritz</td> <td align="center">✓</td> <td></td> </tr> <tr> <td>2. Fish</td> <td align="center">✓</td> <td></td> </tr> <tr> <td>3. Saltzman</td> <td align="center">✓</td> <td></td> </tr> <tr> <td>4. Novick</td> <td align="center">✓</td> <td></td> </tr> <tr> <td>Hales</td> <td align="center">✓</td> <td></td> </tr> </table>	FOUR-FIFTHS AGENDA	COMMISSIONERS VOTED AS FOLLOWS:			YEAS	NAYS	1. Fritz	✓		2. Fish	✓		3. Saltzman	✓		4. Novick	✓		Hales	✓	
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