

Exhibit A

Multnomah County Health Department Headquarters Project

Amendment to Maximum Height Limit on Block “U”

Recommended Draft

June 3, 2015



Bureau of Planning and Sustainability
Innovation. Collaboration. Practical Solutions.

City of Portland, Oregon
Charlie Hales, Mayor • Susan Anderson, Director



**The Portland City Council will hold a public hearing
on this proposal on:
Wednesday, June 17 at 2:30 pm
City Hall, 1221 SW 4th Avenue**

**How to submit testimony on the Multnomah County Health Department Headquarters
Project Recommended Draft:**

Testify at the City Council hearing. The hearing, on June 4 at 2:30 p.m. will be held in Council Chambers at City Hall (1221 SW Fourth Avenue). Metered and pay parking is available in the vicinity. City Hall is served by many transit lines. Call TriMet at 503-238-7433 or check their web site at <http://www.trimet.org> for routes and schedules.

Write to City Council. Send written testimony to the Council Clerk at 1221 SW Fourth Avenue, Room 140, Portland, OR 97204, or FAX comments to 503-823-4571. Written testimony must be received by the time of the hearing and must include your name and address

The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.

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A digital copy of this report can be found at:
<http://www.portlandoregon.gov/bps/mchdhq>

Acknowledgements

Portland City Council

Charlie Hales, *Mayor, Commissioner-in-Charge*

Nick Fish, *Commissioner*

Amanda Fritz, *Commissioner*

Steve Novick, *Commissioner*

Dan Saltzman, *Commissioner*

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May 14, 2015

Portland City Council
City Hall
1211 SW 4th Ave
Portland, OR 97204

Dear Mayor Hales and City Council Members:

On April 28, 2015, the Planning and Sustainability Commission (PSC) voted unanimously to forward the *Multnomah County Health Department Headquarters Project* to City Council for approval. This project proposes to raise the maximum building heights on Block "U" in the Old Town/Chinatown neighborhood to accommodate a new County Health Department building.

The PSC received testimony generally in favor of the proposal, including from the Old Town/Chinatown Community Association and Transitions Projects. While these organizations support the proposed new Health Department headquarters, which will bring up to 350 employees to the neighborhood, some concerns were expressed. These include construction impacts to the adjacent Bud Clark Commons, questions about which particular FAR bonuses will be used and the anticipated community benefits of the project.

Multnomah County staff assured the Commission that the County will continue to work with stakeholders during the project design and construction phases to address these and other concerns. The County and the Old Town/Chinatown Community Association have agreed to negotiate a good neighbor agreement to address a number of issues, including: choice of FAR bonuses; provision of community amenities; community input during project design and construction; and County participation in community association meetings and events.

Thank you for considering our recommendation.

Sincerely,

Katherine Schultz
Vice Chair



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Appendix A: ESEE Analysis of Proposed Map Amendment

Additional height will not block or partially block the view of the clock tower and adequate air space around the tower is preserved along the identified views.

II. Background

1. Multnomah County Health Department Needs Assessment

The Multnomah County Health Department (MCHD) works in partnership with its diverse communities to promote and protect 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 in many locations throughout the county.

The health department has outgrown the aging buildings—the McCoy Building (426 SW Stark Street) and its leased space in the Lincoln Building (421 SW Oak Street)—where most of its administrative functions now are located. Multnomah County recently analyzed a broad range of relocation and reconfiguration options before determining that construction of a large new headquarters building concentrating most of its administrative departments and some direct-service functions would be the most functional and cost-effective option. Initially, the County considered dispersing some functions into various other facilities. However, as the estimates of construction costs have risen, in part due to the upswing in the economy, the rationale for a single facility to centralize its activities has become increasingly apparent. The growing cost of continued occupation of the largely obsolete McCoy Building has especially contributed to a sense of urgency to relocate MCHD into a more energy-efficient facility built to contemporary seismic and safety standards.

To this end, the County has entered into a Disposition Agreement with the Portland Bureau of Housing to purchase the eastern portion of Block U, adjacent to the Bud Clark Commons. Through an initial programming exercise, the County identified a programmatic need greater than the site's current maximum base development allowance of 105,000 square feet.

Throughout its decision-making process, the County engaged the public, including outreach to community residents and business leaders, formation of a Community Advisory Committee (CAC) and creation of a project website. As the design evolves, public outreach will continue, with broader public input sought at an open house to be convened in the near future. In addition to providing excellent public health services and using public resources wisely, Multnomah County is committed to meeting energy, climate and equity goals.

The Portland Development Commission has committed to a grant of approximately \$27 million in Tax Increment Financing (TIF). This will assist in bringing up to 350 of MCHD's administrative and healthcare staff into the Old Town/Chinatown neighborhood and support many of the City's policies to maximize mixed-use development in this portion of the Central City. It is anticipated that the County will commit the remainder of the projected budget through a combination of available County funding and other funding mechanisms. Because the new building is intended to be constructed to a LEED Gold standard, the savings from assumed reductions in operational costs will help offset the initial investment in the new facility.

2. Summary of Previous Planning

Planning efforts over the last four decades have spurred the transition of much of the River District from traditional industrial activities and warehousing to vibrant mixed-use neighborhoods that respond to the area's history, culture and setting. The City uses building envelop limitations (e.g. maximum height and bulk (FAR) standards) to preserve public views, protect open spaces from shadows and safeguard the scale of historic districts. The design review process, which is mandatory throughout the Central City Plan District, provides an additional way to evaluate the compatibility of new development with existing nearby development, including sensitive historic buildings. Instead of focusing solely on the building's development envelope, design review is an integrated approach that provides iterative and collaborative design oversight.

Downtown Plan (1972). This major planning effort to envision a new future for Downtown Portland identified the area between NW Glisan St and Union Station as an "opportunity site" for redevelopment as a mixed-use housing, office, retail and entertainment district anchored by a festival marketplace at the station. Maximum heights in the area were set at 460 feet.

Central City Plan (1988). Expanding the geographic extent of the Downtown Plan, the Central City Plan provides the policy framework for the establishment of the Central City Plan District and is the origin of the height, bulk (FAR), and bonus option regulations found in Chapter 33.510 of the Zoning Code described in more detail below. Building on the Downtown Plan, the CCP sought to "ensure that the Union Station Clock Tower remains the dominant visual landmark in the area" by limiting the building envelope along view corridors that lead to the station, such as NW 6th Ave.

River District Plan (1995). This document envisioned a "vital urban community of connected, diverse, and mixed use neighborhoods" for the River District which would capture much of Portland's expected population growth. The plan amended the CCP to create the River District Subdistrict. New policies for the district supported extending "downtown development throughout the River District that is highly urban in character" to accommodate a large residential population with supporting jobs, services and recreation.

The River District Design Guidelines (1996). This companion document to the River District Plan created subdistrict-wide design guidelines (to be applied with the *Central City Fundamental Design Guidelines*) to ensure development was particularly sensitive to the district's distinct history and character. Specifically, new development here is required to "reinforce the identity of the Union Station area" by "designing new development to focus on the station area as the area's centerpiece."

Old Town/Chinatown Vision and Development Plan (1997/1999). At a finer scale, this vision/development plan for Old Town/Chinatown examined the blocks leading up to Union Station. It encourages new office and retail uses with high quality design (especially for public-sponsored projects) that are compatible with historic resources such as Union Station. As one of the three "Trailways" blocks leading to Union Station, Block U was specifically called out as a focus of interest for this kind of development.

Scenic Resources Protection Plan (1991). The Scenic Resources Protection Plan identified a significant view of the Central City and the Union Station Clock Tower from the east bank of the Willamette River (the Eastbank Esplanade was not constructed at that time). The view is protected by a scenic resource (s) overlay zone with a 25 foot height limit extending from the viewpoint to the eastern edge of the Willamette River.

Union Station Clock Tower-Related FAR and Height Limitations Study (2000). This study focused on the land surrounding the Union Station Clock Tower: I-405 to the Willamette River; NW Hoyt St. to NW Lovejoy St. An inventory of views of the Clock Tower was developed and an ESEE analysis was performed, considering potential change to FAR and height. Significant views of the Clock Tower were identified at the NW 6th Ave Transit Mall; NW Johnson St at approximately NW 12th Ave; the east bank of the Willamette River (same location identified in the Scenic Resources Protection Plan); the Steel Bridge; and the Broadway Bridge. An ESEE Analysis was performed to consider the impacts of height on the views and the historic resources. The study recommended a maximum height of 75 feet and FARs that varied throughout the area from 4:1 to 6:1; the 6:1 FAR was applied to the subject site.

Central City Concept Plan (2012, updated 2015). As the first step in a major update of the 1988 Central City Plan, this plan developed a broad policy framework and urban design directives to guide the development of additional policies and implementation tools for the Central City. It includes an emphasis upon economic, housing and social goals, Willamette River enhancement and urban design excellence. This proposal supports the following Central City Concept Plan goals and policies:

Goal A: Focus on the Central City as the center of activity for “both the city and the region for commerce, employment, arts, culture, entertainment, tourism, education, and government” with policies for supporting higher employment densities, maintaining adequate safety and security, and fostering a resilient Central City, able to mitigate and respond to natural hazards.

Goal F: “Support the ability to meet human and health service needs of at-risk populations concentrated within the Central City.”

Goal K: “Encourage the development of diverse, high-density districts that feature spaces and a character that facilitate social interaction and expand activities unique to the Central City” through the maintenance of significant public views, establishment of “transitions between the Central City’s denser, taller, and more commercial and industrial land uses and adjacent neighborhoods, while highlighting key gateway locations,” and promotion of infill development while “enhancing the identity of historically, culturally, and architecturally significant buildings and places.”

Goal M: A focus on human health in the urban center combines a desire for green buildings, energy efficiency, and access to active modes of transportation in proximity to services and employment.

West Quadrant Plan (2015). This recently adopted plan adds to the direction of the Central City Concept Plan by specifying a number of additional goals including: embracing development while preserving historic and cultural resources; incorporating design elements that make each area distinct; and addressing climate change by encouraging innovative buildings that can serve as a model of sustainable development. A discussion of building heights and public views in the plan contains a concept map showing building height inclusive of all bonuses up to 250 feet on blocks adjacent to Block U. Plans for Old Town/Chinatown seek to leverage the area’s culturally-varied history to encourage visitors, accommodate new institutions and mixed-use developments with a target of adding 3,000 new jobs, and provide more amenities and services for residents and workers.

3. Existing Conditions, Zoning and Height Limits

The site of the proposed new MCHD facility is located on Block U, bounded by NW Broadway and NW 6th Ave between NW Hoyt and NW Irving Streets, one block south of Union Station in the Old Town/Chinatown neighborhood of the Central City's River District. The west side of the block is occupied by the Bud Clark Commons building, which includes 130 studio units for residents who have been experiencing homelessness, a transitional shelter and day center. Completed in 2011, this facility will likely not redevelop in the foreseeable future. The proposed site for the MCHD building lies on the easterly portion of the block, on vacant land currently owned by the Portland Housing Bureau.

CX Base Zone

Block U is zoned Central Commercial (CX) with the Design ("d") overlay. The CX base zone allows a broad range of retail, office, institutional and residential uses and...

... is intended to provide for commercial development within Portland's most urban and intense areas. A broad range of uses is allowed to reflect Portland's role as a commercial, cultural and governmental center. Development is intended to be very intense with high building coverage, large buildings, and buildings placed close together. Development is intended to be pedestrian-oriented with a strong emphasis on a safe and attractive streetscape. (Section 33.130.030.H)

Design Overlay

The Design ("d") overlay zone requires development projects to go through discretionary design review, administered by the Bureau of Development Services. The design review process reflects the special consideration paid to new development and redevelopment in the Central City and "promotes the conservation, enhancement, and continued vitality of areas of the City with special scenic, architectural, or cultural value."

The *Central City Fundamental Design Guidelines* and the *River District Design Guidelines* are the design review approval criteria for the site and provide a nuanced tool for shaping building design. A proposed building must respond to specific direction within the guidelines to enhance the area's identity, strengthen gateways, complement existing buildings, provide view areas, and reinforce the identity of the Union Station area.

Central City Plan District: Maximum FAR and Height

The site is also within the Central City Plan District, which applies a number of additional zoning regulations specific to the Central City and its subdistricts, including development standards that govern the height, massing and scale of new development. These regulations are contained in Zoning Code Chapter 33.510.

Maximum FAR. The overall bulk of buildings in the Central City are limited through maximum floor area ratios (FAR)—the amount of development allowed on a site expressed as a ratio of a building's total floor area to the size of the site. These FAR limits are shown on Map 510-2. Currently, the site has a maximum base FAR allowance of 6:1. An additional 3:1 of FAR could potentially be earned through the use of bonuses and/or transfers (described below) for a total of 9:1.

Maximum Heights. Maximum heights for development in the Central City are set for the purposes of:

... protecting views, creating a step down of building heights to the Willamette River, limiting shadows on public open spaces, ensuring building height compatibility and step downs to historical districts, and limiting shadows from new development on residential neighborhoods in and at the edges of the Central City. (Section 33.510.205.A)

The maximum building height on Block U is currently 75 feet, with no option to earn additional height through bonuses or transfers, as shown on the existing Map 510-3 (1 of 3) reproduced on the following page (arrow points to Block U).

Thus, the 17,500 square foot site would accommodate up to 105,000 gross square feet of developable area under the base 6:1 FAR allowance. A building of this size would be inadequate for locating MCHD's activities as described above into a single location. In addition, the maximum height of 75 feet would make it difficult to achieve the allowed FAR on the site. It should be noted that heights step-down precipitously in this area, with a 350 foot height allowance immediately to the south of Block U.

Height and FAR bonuses and transfers. Section 33.510.210 of the Zoning Code identifies FAR and height bonuses available in the Central City Plan District in exchange for social and environmental benefits such as housing, funds for affordable housing, daycare, roof-top gardens/eco-roofs, public art, and bicycle parking and locker rooms. As part of the ongoing CC2035 Plan project, an update of the 1988 Central City Plan, the bonus system is under review and will be re-tooled to better fit the City's current policy objectives. While the new bonus system is still under development, City Council has directed the Bureau of Planning and Sustainability to focus its work on prioritizing affordable housing development, historic preservation, seismic upgrades and publicly-accessible open space.

In designated areas illustrated on Map 510-3, bonus height is linked to the earned FAR bonus (Section 33.510.210.D). For example, providing amenities that equate to a bonus FAR of at least 2:1, but less than 3:1, earns a height bonus of 30 feet in addition to the base height, because additional height is the only way to accommodate increased FAR. The maximum bonus height that may be earned is 45 feet.

In addition to the various FAR bonuses, additional FAR above the base allowance may be used on a site through FAR transfers described in Zoning Code section 33.510.200 and in applicable base zone sections of the code. These include transfers from sites with designated historic landmarks and single room occupancy hotels. These transfers also earn bonus height under section 33.510.210.D, with a limit of 45 additional feet earned through any combination of FAR bonuses and transfers.

Currently, Block U is not included in the area eligible for increased height identified on Map 510-3. Therefore it would be difficult to achieve greater development capacity through the bonus mechanism. Designated areas eligible for height bonuses are:

... located such that increased height will not violate established view corridors, the preservation of the character of historical districts, the protection of public open spaces from shadow, and the preservation of the City's visual focus on important buildings (such as the Union Station Clock Tower). (Section 33.510.210.D)

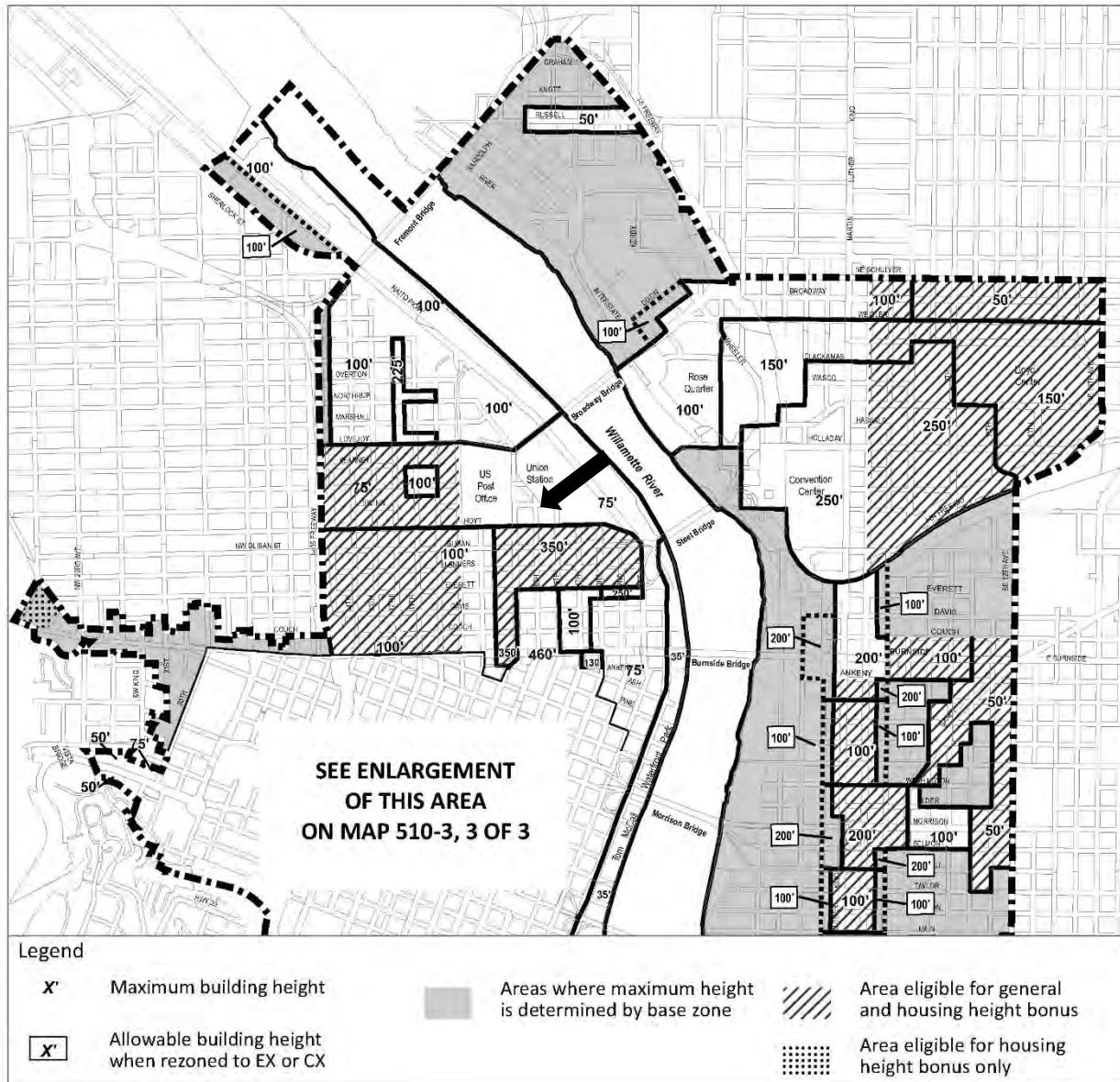
The existing restriction of 75 feet limits development on Block U quite dramatically relative to adjacent blocks. As illustrated in Map 510-3, the blocks immediately to the south of Block U have height limits that could result in buildings up to 350 feet.

Existing Maximum Heights

Map 510-3

Map 1 of 3

Map Revised March 1, 2015



III. Summary of ESEE Analysis: Views of the Union Station Clock Tower

The Draft Central City Scenic Resources Inventory to be released by the Bureau of Planning and Sustainability in April 2015 identifies the Union Station Clock Tower as a scenic resource. Because Block U is located near the Clock Tower, an Economic, Social, Environmental and Energy (ESEE) analysis was undertaken to evaluate the potential effect of the proposed MCHD structure on identified views of the Clock Tower. The complete ESEE Analysis is contained in Appendix A.

1. Identified Views

The following views of the historic Union Station Clock Tower were identified as significant relevant to the location of potential development on Block U¹:

- NW 6th Ave: A right-of-way policy adopted in 1982 identified the tower as a “visual focal point” from the “primary view corridor” along NW 6th Ave looking north. (View 1)
- East Bank of the Willamette – *The Scenic Views, Sites and Drives Inventory* identified a viewpoint from the east bank of the Willamette River on N. Thunderbird Way. (View 4)
- Views from the Broadway and Steel Bridges were identified in the *Central City Plan* urban design map. (View 3 and View 2)

For ESEE analysis, images were generated to illustrate potential building envelopes on the eastern half of Block U at 75, 105 and 150 feet from each of the identified viewpoints. These have been used to determine “conflicting uses” and the degree and nature of their potential adverse impacts on the preservation of scenic views of the Clock Tower.

As shown in the table below, the ESEE analysis determined that the use of the site consistent with the base zone and Central City Plan District regulations with maximum building heights of up to 150 feet creates minor conflicting uses when measured against protecting views of the identified scenic resource.

Conflicting Uses Associated with Various Maximum Building Heights on Block U

Key Views	MAXIMUM HEIGHT		
	75 ft.	105 ft.	150 ft.
1. NW 6th and Glisan	None	None	None
2. Steel Bridge	None	Minor	Minor
3. Broadway Bridge	None	Minor	Minor
4. N Thunderbird Way	None	None	None

In the ESEE analysis, potential environmental, socio-economic and energy benefits are identified that would result from use of the site with greater building capacity, particularly if used for office or institutional use. The environmental analysis found minor impacts on the identified scenic resource, as

¹ Additional views of the Union Station Clock Tower were initially screened for potential impact from development on the subject site. It was determined that the subject site is located far enough away from the Clock Tower to have no impact on those views.

well as opportunities to mitigate for these impacts through the mandatory Design Review process and the provision of public amenities through bonuses and/or transfers.

2. Summary of ESEE Recommendations

Overall, the conflicting uses between a building of up to 150 feet in height on the undeveloped portion of Block U and preservation of scenic views of the Union Station Clock Tower are minor. Increasing the maximum building height to 105 feet has little effect on the prominence of the Clock Tower from identified viewpoints. Additional height up to a total of 150 feet, accrued through bonuses, increases the conflicts slightly, but is mitigated by the provision of socio-economic-, environmental- and energy-related benefits that fall within the scope of this analysis. The ESEE analysis recommended that the conflicting uses be limited by providing a maximum base height on the site of 105 feet and access to bonuses with a potential maximum of 150 feet of height. Building heights above 150 feet should be prohibited. This trade-off will retain the prominence of the significant scenic resource via a step-down in building heights, while allowing the benefits of greater development at this critical site in the downtown landscape.

3. ESEE Implementation Tools

The ESEE recommendation can be implemented through amendments to existing height regulations and the application of land use review procedures. The amendment of Map 510-3 of the Zoning Code will limit the base height on Block U to 105 feet. Forty-five feet of additional height may be earned through bonuses and/or transfers for a total maximum of 150 feet, with mitigation coming from provision of public benefits such as daycare, roof-top garden/eco-roof, public art, bicycle parking and locker room facilities, payments into an affordable housing fund, and/or FAR transfers from a historic landmark. As part of the recent West Quadrant Plan adoption process, City Council has directed the Bureau of Planning and Sustainability to focus its work in developing a new bonus system on prioritizing affordable housing development, historic preservation, seismic upgrades and publicly-accessible open space. The integration of any new building within established view corridors will be a component of the required Design Review, which would occur at the time a specific development proposal is submitted.

Image from ESEE analysis showing MCHDHQ facility at 150 ft. in relation to future development potential in the area and Union Station Clock Tower.

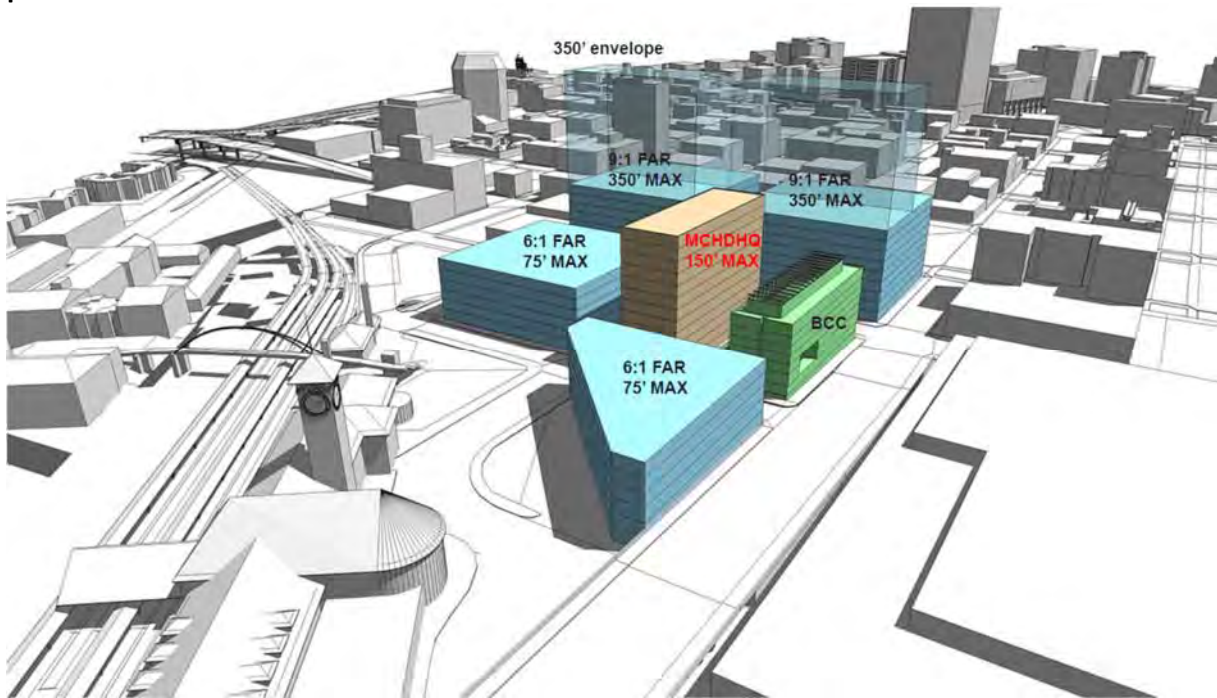


Image from ESEE analysis showing MCHDHQ facility at 150 ft. with view of Union Station along NW 6th Ave.



IV. Proposed Amendment to Zoning Code Map 510-3

Commentary

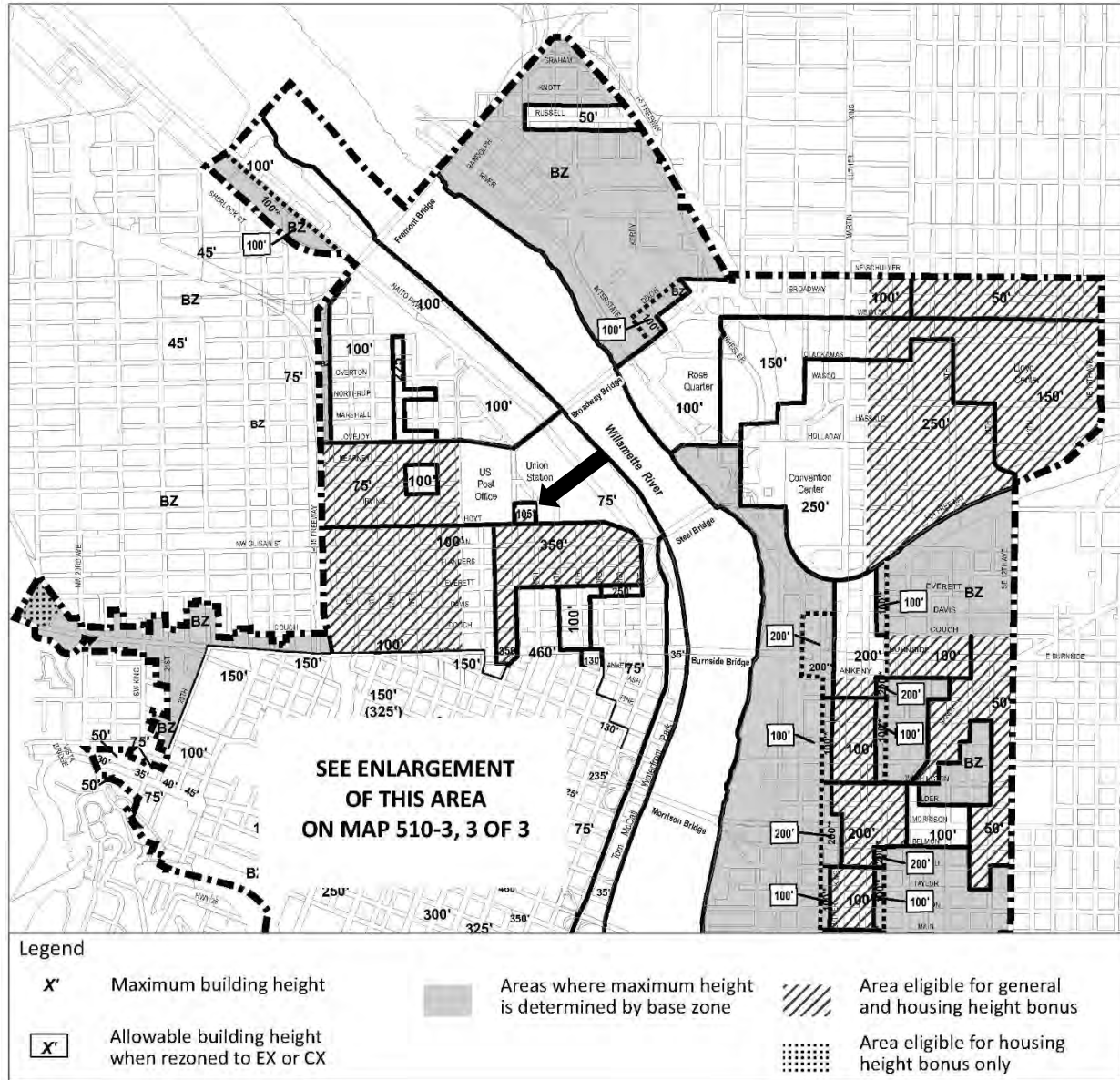
Two changes to Map 510-3, Maximum Heights of Zoning Code Chapter 33.510 are proposed. The amended map changes the maximum base building height on Block U, bounded by NW Broadway and NW 6th Avenues between NW Hoyt and NW Irving Streets, from 75' to 105'. It also adds Block U to the "Area eligible for general and housing height bonuses." This change will allow new development on the block to be built to a base height of 105' with the option of earning height bonuses of up to an additional 45'. Block U is indicated with an arrow, for identification purposes only.

Proposed Maximum Heights

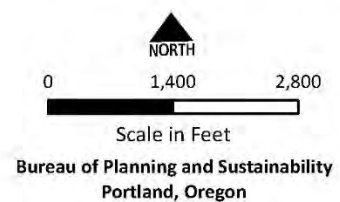
Map 510-3

Map 1 of 3

Map Revised Xxxx X, 2015



- Central City Plan District boundary
- Maximum heights area
- Boundary of area when building heights are tied to rezoning to EX or CX



**APPENDIX A: ESEE ANALYSIS FOR THE
PROPOSED MAP AMENDMENTS IMPACTING BLOCK U COUCH'S ADDITION
TO THE CITY OF PORTLAND**

April 1, 2015

1. INTRODUCTION

The purpose of this Economic, Social, Environmental and Energy (ESEE) analysis is to evaluate the trade-offs associated with different building envelope entitlements for Block U of the Couch's Addition in Old Town/Chinatown and their effect upon significant scenic resources. The ESEE Analysis informs the Portland City Council's decision regarding the proposed amendment of Map 510-3 of the Zoning Code.

This ESEE includes detailed descriptions of the issues that should be considered for each of the four topics: economic, social, environmental, and energy. The analysis explores the consequences of various building development standards that could have an adverse impact upon significant scenic resources identified in the City of Portland's Scenic Resources Inventory and Scenic Resources Protection Plan, printed separately and available online at <http://www.portlandoregon.gov/bps/article/89965> and <http://www.portlandoregon.gov/bps/article/359285>.

The ESEE is a qualitative decision-making tool that relies on existing information. Information is presented in narrative descriptions illustrated by massing and viewpoint studies which are appended to this document. For primary views, each of the six sections below describes the consequences of allowing, limiting or prohibiting conflicting uses and development allowances.

The final section includes a recommended decision that describes to what extent the different building envelope entitlements should be limited to protect significant scenic resources and provides programmatic tools that should be used to implement the decision.

1.a. Scope of This ESEE Analysis

This analysis looks at potential conflicts between allowing increased building envelope entitlements and protecting the scenic resource on the basis of economic, social, environmental, and energy consequences as required by the State of Oregon Administrative Rule for Statewide Planning Goal 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces). This is accomplished by examining the uses and the proposed building development standards in the underlying zoning district to determine if they create a conflicting use, as defined by the administrative rule, which could adversely affect the identified scenic resource.

According to Goal 5, conflicting uses can be allowed despite the possible adverse impacts upon the scenic resource if the ESEE analyses "demonstrate that the conflicting use is of sufficient importance relative to the resource site, and must indicate why measures to protect the resource to some extent should not be provided" [660-023-0040 (5)(c)]. If the conflicting use and the resource are determined to be of comparable importance, then the conflicting use "should be allowed in a limited way that protects the resource site to a desired extent" [660-023-0045(5)(b)]. The ESEE Analysis may also determine that "the conflicting uses are so detrimental to the resource, that the conflicting uses should be prohibited" [660-023-0045(5)(a)].

1.b. Geographic Scope of the ESEE Analysis

The ESEE Analysis is being performed for Block U in the Old Town/Chinatown Neighborhood. Bounded by NW Broadway and NW 6th Avenues between NW Hoyt and NW Irving Streets, the west side of the block has recently been developed for the Bud Clark Commons, which for purposes of this ESEE analysis it is assumed will not redevelop in the foreseeable future. Block U lies within the Central City Plan District and is zoned Central Commercial (CX) with the Design (“d”) overlay.

1.c. Building Development Standards under Analysis

The proposal under consideration is to amend Map 510-3 of the Central City Plan District (Chapter 33.510) of the Portland Zoning Code to alter the development standards of Block U. Two categories of building development standard specified in Map 510-3 are proposed to be amended as follows:

- Increase the maximum base height allowance from 75’ to 105’.
- Include in the area eligible for general and housing height bonuses that would allow up to an additional 45’ of height, for a maximum of 150’.

As illustrated on Map 510-3, maximum height within the Central City is determined according to 33.510.205 for the purpose of:

...protecting views, creating a step down of building heights to the Willamette River, limiting shadows on public open spaces, ensuring building height compatibility and step downs to historical districts, and limiting shadows from new development on residential neighborhoods in and at the edges of the Central City. (33.510.205.A)

Also as illustrated on Map 510-3, height bonuses within the Central City are available in qualifying areas

...located such that increased height will not violate established view corridors, the preservation of the character of historical districts, the protection of public open spaces from shadow, and the preservation of the City's visual focus on important buildings (such as the Union Station Clock Tower). (33.510.210.D)

As shown on Map 510-3, there is a great disparity in potential building height in the vicinity of Block U. The blocks immediately to the south have a height limit with bonuses available that could result in buildings up to 350', considerably taller than the current maximum for Block U or that proposed by the map amendment.

1.d. Scenic Resources Related to Site Affected by Map Amendment

The development site, the eastern portion of Block U located at NW 6th Avenue and NW Hoyt Street in the Old Town/Chinatown Neighborhood, is ~400’ southwest of historic Union Station and is within the impact area for this designated scenic resource. Completed in 1896, the station has been a prominent landmark in downtown Portland for over a century. Due to the orientation of the station at an angle to the street grid, the station ‘faces’ downtown and its 150’ Clock Tower is aligned with NW 6th Avenue. In its 1989 Scenic Resources Inventory (SRI), the City recognized the tower as viewed from NW 6th Avenue as a “significant scenic resource”, identifying it as a primary feature of the Central City. Other views of

the tower from specific vantage points have been protected since the 1990 adoption of the Scenic Resources Protection Plan. These views were re-evaluated in 2000, resulting in updated regulations based on the *Union Station Clock Tower-related FAR and Height Limitations Study*. This analysis is the basis of the maximum heights and availability of FAR bonuses on Map 510-3. Currently the Bureau of Planning and Sustainability (BPS) is updating the SRI that forms the basis of current protections. This refinement of the Scenic Resources Inventory is in draft form, but provides an opportunity to re-evaluate the development restrictions in the immediate area.

1.e. Key Views Relative to Block U

The *Union Station Clock Tower-Related FAR and Height Limitations Study* (2000) provides an overview of policy and inventory documents that locate key views of the historic Union Station Clock Tower. Of these, the following are relevant to the location of Block U in the potential view-shed.

- NW 6th Avenue -- a right-of-way policy adopted in 1982 identified the tower as a “visual focal point” from the “primary view corridor” along NW 6th Avenue. (View 1, Figures 1-5)
- East Bank of the Willamette -- *The Scenic Views, Sites and Drives Inventory* identified a viewpoint from the east bank of the Willamette River on N. Thunderbird Way. (View 4, Figures 16-20)
- Views from the Broadway and Steel Bridges were identified in the *Central City Plan* urban design map. (View 3, figures 11-15 and View 2, Figures 6-10)

For this ESEE analysis, images have been created to illustrate the potential building envelopes at 75', 105' and 150', allowed by increasing maximum height with and without height bonuses, from each of the identified viewpoints. These have been used to determine “conflicting uses”, the degree and nature of adverse impacts of this expanded development capacity of the site on the preservation of the scenic views of the Clock Tower.

1.f. Brief Description of Multnomah County Health Department Headquarters

Although this ESEE does not consider a particular proposed use, the possible location of a new headquarters and clinic facility for the Multnomah County Health Department (MCHD) on the eastern portion of Block U immediately adjacent to the recently completed Bud Clark Commons building is used as an example of potential use of the site. Subject to design review approval, the new MCHD Headquarters would consist of approximately 120,000-150,000 gross square feet of building at 105'-150' in height. MCHD serves the 748,000 county residents and is the largest safety-net health care provider in Oregon with 33 primary care, school-based, dental and specialty clinics. This project will benefit the public by creating an efficient, centralized administration that includes the Department's leadership and additional services such as emergency preparedness and response for public health emergencies, the communicable disease program, specialty clinics, pharmacy and electronic medical records. The relocation will house up to 350 of the department's employees.

2. Conflicting Use Analysis

This ESEE Analysis considers conflicts between the range of uses available within the base zone with a generalized development built to the proposed amended development standards and the identified key views of the scenic resource.

2.a. Allowed Uses

As the site is zoned Central Commercial (CX), a wide range of uses is allowed by right within the Central City Plan District, which is intended to provide for intense commercial development with large buildings envelopes and extensive building coverage. Development on the site could include any combination of housing, retail, institutional, or office uses.

2.b. Conflicting Use Impacts

The allowed uses on Block U do not have a direct impact on the scenic resource, but the building resulting from the proposed development standards must be analyzed to determine the potential adverse impact upon identified key views of the Union Station Clock Tower. In turn, the determination of “conflicting uses” for the purposes of the ESEE analysis then include potential uses in the additional FAR made available by the proposed expansion of the building envelope. These scenarios can be separated into, 1) a base height allowance of 105', and 2) access to an additional 45' of height bonuses.

Potential conflicting uses are:

- Reduction in the visibility of the clock tower from an identified view corridor.
- Building height and mass next to or behind the clock tower that could make the tower less prominent.

The following Key Views are illustrated in the attached figures and a matrix is provided below that classifies whether the resulting building envelope constitutes a conflicting use.

View 1: NW 6th and Glisan. Because the Clock Tower is centered in the right-of-way, the view corridor as seen looking north up NW 6th Avenue is not altered by variations in the height of development allowed on the eastern half of Block U. As illustrated in Figure 2, the existing buildings in the foreground contribute to the view down NW 6th Avenue with mature street trees framing the Clock Tower in the distance. There is not a conflict in the proposed use at either 105' or 150' and in maintaining the primary view corridor.

View 2: Center of Steel Bridge looking Northwest. Any development on Block U will be prominent from this viewpoint, and increasingly so as the building height increases, but will not block the view of the Clock Tower. In the panorama shown in View 2, the additional height proposed for the site provides for a building that balances the tall towers either recently completed or under construction in the River District north of Union Station. The location of Block U in the foreground of the view provides adequate air space in and around the Clock Tower to preserve its prominence as viewed from this location. Any conflict between the use and the scenic resource is negligible at 105' and minor at 150'.

View 3: Center of Broadway Bridge looking Southwest. As shown in View 3, the additional height proposed, in proximity to the Clock Tower might make the tower less prominent, but would not exceed it in height at either 105' or 150'. Appropriate design of the facades could result in the building blending in with other downtown buildings in the background behind the tower; this could be assured through the required Design Review. There is minor conflict in the proposed use at both 105' and 150' in terms of the “scenic panorama”.

View 4: View from Old Thunderbird Site. In View 4, development on Block U appears to the left of the Clock Tower, but with sufficient distance to mitigate the effect on air space around the tower that could potentially make it appear less prominent. Since clusters of development and the West Hills already constitute the background, the view of the Clock Tower from this vantage point will not be in conflict with maintaining the scenic resource at either 105' or 150'.

Conflicting Uses

Key Views	MAXIMUM HEIGHT		
	75'	105'	150'
1. NW 6th and Glisan	None	None	None
2. Steel Bridge	None	Minor	Minor
3. Broadway Bridge	None	Minor	Minor
4. Old Thunderbird site	None	None	None

As shown in the figures and summarized in the table above, additional height, either 105' or 150', will not reduce the visibility of the Clock Tower from the key viewpoints. Therefore, for the purposes of this ESEE, the use of the site consistent with the base zone and Central City Plan District with allowable building heights up to 105' and 150' are minor conflicting uses when measured against maintaining the identified scenic resource.

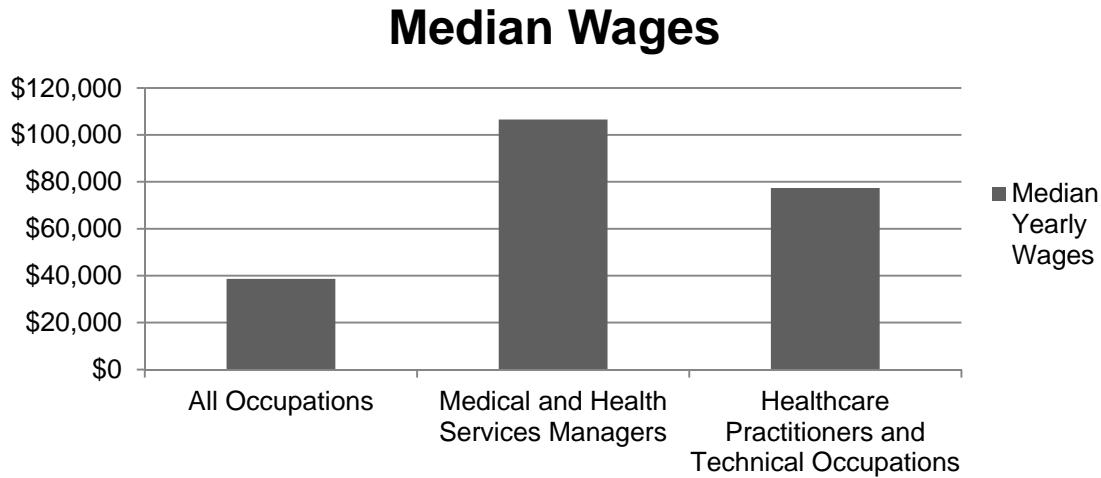
3. Economic Analysis

This section examines the economic consequences of allowing, limiting or prohibiting the previously - identified conflicting uses for Block U relative to protecting the Union Station Clock Tower, an identified scenic resource.

3.a. Development/Uses

- i. **Employment and Economic Services.** As the underlying zoning allows a wide variety of uses, the potential conflicting uses presented by increased development capacity has a variety of employment outcomes. If developed with housing, there is little effect on employment by limiting or prohibiting the conflicting use. However, if developed with retail, commercial, office or institutional uses, the reduced building capacity that results from limiting or prohibiting the uses will have a significant impact upon employment in the Central City. As a neighborhood adjacent to the Central Business District, Old Town/Chinatown has long suffered from fewer jobs than expected given its proximity to business activity, entertainment and transportation networks.

By way of example, the potential location of the Multnomah County Health Department Headquarters at this site would result in up to 350 administrative and health-care related jobs in the area. These are significantly better paying jobs than the regional average as shown in Table 1 below. Limiting or prohibiting the conflicting use would at a minimum reduce the number of jobs at the site, but also might result in the inability of a user to utilize the site because it lacks capacity to consolidate administrative and service-providing functions into a singular location.

Table 1: Median yearly wages by occupation class in the Portland-Vancouver-Hillsboro Area¹

ii. Economic efficiencies due to location. Designated for intense development, this site is located within a critical distance of the CBD-focused government, business and institutional centers of activity that make additional building capacity for non-residential uses extremely beneficial. There are numerous economic benefits generated by the close proximity of commercial activities, institutions and industries. For client-focused industries such as medical clinics or retail uses, Block U is close to a variety of transit options – bus, streetcar and LRT -- and high-density housing would provide a significant locational advantage. On the other hand, limiting or prohibiting increased conflicting uses on Block U would reduce the potential economic benefits from these economic efficiencies and collaborative opportunities.

iii. Property values and rents. The conflicting uses accommodate additional building capacity that would increase property values and provide additional housing, retail, office or institutional space that would be rent- and property tax-generating. An increase in neighboring values and rents also could be anticipated. Limiting or prohibiting the conflicting uses would likely reduce this anticipated increase.

iv. Multiplier effect of development within district. If developed with housing, the increased proposed capacity would result in more residents in the Old Town/Chinatown District, in turn generating greater demand for nearby retail, social and entertainment services. For office and institutional uses, there is often a corresponding multiplier effect on job creation associated with economic stimulus and collaborative opportunities. For example, if the potential MCHD Headquarters was to be developed on the site, up to 350 employees would be relocated to the site that potentially would result in another 350 jobs created nearby. Given the downtown location and pedestrian-/transit-oriented nature of the built environment in Old Town/Chinatown, the concentration of jobs as a result of the multiplier effect similarly would be located in the Central City. Limiting or prohibiting the conflicting uses would then necessarily reduce both the jobs directly created on the subject site as well as jobs in the area resulting from the multiplier effect.

¹ Source: Bureau of Labor and Statistics. May 2013. *Metropolitan and Nonmetropolitan Area Occupational Employment and Wage Estimates*.

3.b. Views and Tourism

In Portland, a significant amount of economic activity in the downtown neighborhoods is generated by tourism, and thus the protection of historic scenic resources is a critical component in maintaining a desirable and attractive Central City. As identified above, the primary view from NW 6th Avenue would not be affected by allowing additional building capacity on Block U. Other vantage points may be affected by the additional height allowances. However, these views are panoramic views of large portions of the Downtown and River Districts, with the West Hills as a backdrop. Regardless of the use of the building and its height at this location, proposed development will be subject to mandatory Design Review, which by its nature is concerned with aesthetics and scenic resources. Making the site eligible for height bonuses that accrue in exchange for the provision of such benefits as public art and water features would help to mitigate for conflicts that result from increased height.

4. Social

This section examines the social consequences of allowing, limiting or prohibiting conflicting uses for Block U.

4.a. Development/Uses

- i. **Employment.** The social benefits that accrue from an increased concentration of jobs within the Central City in proximity to transportation networks consist of reduced commute times, more opportunities for living close to work, more time for family and friends, and increased access to other entertainment and recreational opportunities in downtown Portland. As the building envelope expands, the potential for additional jobs on the site increases these social benefits. Limiting or prohibiting the expansion of the building envelope will, in turn, limit the accrual of these social benefits.
- ii. **Services provided and relationship to location.** Maximizing the intensity of development in locations well-served by Central City transit has been a cornerstone of multiple planning efforts including the current update of the Central City Plan. Providing workforce and affordable housing options adjacent to and within the Central City and/or creating new employment concentrations of office and institutional activities facilitate fuller use of transportation infrastructure in addition to increased opportunities to walk and bike. Additional activation of nearby retail, entertainment and related services would likely result from concentrations of workers at the site. Limiting the development capacity of these uses reduces the social benefits ascribed to increased density in the Central City, potentially increasing home-to-work commutes, and reducing recreation and family time.
- iii. **Security and safety.** Bringing up to 350 workers to this location would increase street level pedestrian activity and the “eyes on the street” that contributes to overall public safety by providing natural surveillance of the surrounding spaces. Additionally, many uses seek to control access to their buildings including housing, institutions or commercial users. Concentrating a variety of functions in a single building provides the opportunity for greater security in controlling access. For example, with enough building capacity, a large facility for MCHD can concentrate functions such as administrative offices, clinics and pharmacy on a single site, combining security and access measures. Limiting the conflicting uses would reduce the building capacity and require

institutions to disperse their functions across multiple structures potentially reducing security and safety for their employees and clients.

4.b. Views

- i. **Portland's imageability.** As a component of the broader panorama of Portland's skyline, allowing the conflicting uses above 150' could detract from the projected image of the building tower clusters that define the CBD from the River District and, in turn, from the South Waterfront District. Limiting the conflicting uses in buildings under 150' would allow such development to become an integral part of the cluster of buildings behind the Clock Tower that step up to greater heights as one moves southward. Limiting the uses to buildings below 105' would not result in a more defined image of the CBD, and could even create a more jarring transition from the lower building profile clustered around Union Station to the much taller buildings downtown.
- ii. **Historic and/or cultural importance.** Since its construction at the end of the 19th Century, Union Station has served as the north gateway to Portland's Central City. Situated astride the north end of NW 6th Avenue, the station served to connect train passengers to the local transportation network that brought visitors directly into Downtown. Thus, the Clock Tower defined the return route. As demonstrated above, limiting the conflicting uses to those that extend to only 150' will not block the view of the tower from NW 6th Avenue, so will not detract significantly from the cultural and historic importance placed on Central Station.
- iii. **Neighborhood Identity.** Although rail is no longer the predominant travel mode to Portland, it retains its historic and cultural importance, and, in so doing, defines the broader neighborhood as the scene of arrival. Even as many functions in the neighborhood have changed—for example, industrial and warehousing activities are no longer the leading activities—other historic activities remain. The neighborhood is still one of arrival, or stopovers, where services for those with few other options can be found. Its role as a node in various transportation networks is reinforced by the presence of the Bus Station and several LRT and streetcar routes that connect the Central City to outlying areas. Limiting the conflicting uses to buildings of 150' or less will not detract from the historic neighborhood identity as a transportation hub, and many uses that locate within the expanded building envelope would reinforce it. For example, creation of the MCHD Headquarters on Block U would continue the neighborhood's historic role of providing social- and health-related services to a broad component of Portland residents.
- iv. **Sense of place.** Union Station, with its distinctive Clock Tower, is historically designated, situated as it is at a critical juncture of the underlying street grid, giving it a distinct presence in the urban landscape. This sense of place is reinforced by the broad deference paid to the station by surrounding properties, which do not exceed the 150' Clock Tower, its highest element, in height and which are placed at some distance from its grounds. Limiting the conflicting uses on Block U would not detract significantly from the sense of place associated with Union Station.
- v. **Way-finding.** As a prominent view from many of the bridges over the Willamette River, the Clock Tower serves as a beacon in determining one's relative location within the west side of the Central City. Limiting the conflicting uses in buildings of up to 150' would contribute to this orientation role. The station's historic structure will continue to feature prominently in views as one approaches or moves through downtown even as nearby properties develop/redevelop.

- vi. **Air space.** As a prominent focal point from viewpoints in and around Downtown for more than a century, the Clock Tower is an important historical reminder of Union Station’s historic role and continuing presence in the urban landscape. Building height limitations in its immediate vicinity maintain sufficient views of the station from key corridors to retain its prominence as a scenic resource.

5. Environmental

This section examines the environmental consequences related to allowing, limiting or prohibiting conflicting uses for Block U.

5.a. Development/Uses

- i. **Efficiencies due to location.** Concentrating development activity in a location in the Downtown provides a number of environmental benefits related to creating efficiencies in transportation, building infrastructure, and heating and cooling. In contrast limiting or prohibiting the conflicting uses either limits the desirability of the site for redevelopment altogether or results in a limited amount of development that does not have the same level of efficiency. Additionally, it has often been suggested that the trade-off for protecting environmental resources within the Regional Urban Growth Boundary (UGB) is increased intensity of development in the Central City and other urban centers. Any reduction in the development capacity of Block U must necessarily increase development pressures in locations less ideally situated in the urban landscape.
- ii. **Heat Island.** The hard-scape of buildings in a predominately paved urban environment in combination with combustion engines and building heating and cooling systems create a net increase in ambient temperatures referred to as ‘heat island’. Potentially, a larger building with a larger, if more efficient, heating and cooling system will result in a larger contribution to overall heat island in the Central City. However, allowing the conflicting uses that result from access to building height bonuses would be more likely to result in buildings with green roofs that help to mitigate the heat island effect by limiting the reflectivity of roof-top surface materials. The required plantings actively cool the immediate environment through evapotranspiration.
- iii. **Stormwater.** Stormwater management is required of all new developments, but allowing the conflicting uses that result from access to building height bonuses would encourage the use of a rooftop garden that would also serve as a stormwater facility, slowing down and reducing the flow of rooftop-collected stormwater into the City’s stormwater system. Limiting or prohibiting the conflicting uses would reduce the incentives for providing rooftop stormwater management via an eco-roof.

5.b. Views

The following section discusses environmental components of the aesthetic experience of views.

- i. **Shadow.** Significant environmental consequence of allowing a larger building envelope include potential effects of shadow on neighboring properties, particularly designated open spaces. The nearest designated open space is more than 460’ from Block U (the North Park Blocks). Thus a 150’ building built on the developable portion of Block U would not diminish the experience of any designated open space. In addition, the long access of the proposed building is oriented north-south and the southern façade will be a maximum of 87.5’ in width, therefore the long shadows

created around the Winter Solstice will be very thin, falling largely on the parking lot adjacent to Union Station.

- ii. **Glare.** The proposed map amendment would increase the area of exterior building wall, that if clad in materials with high reflectivity could result in an increase in glare. These effects could be reduced by limiting or prohibiting the conflicting uses, but could be equally mitigated through the Design Review process that will mandate careful consideration of exterior materials in accordance with preserving scenic resources in the impact area.
- iii. **Wind tunnel.** Tall buildings in downtown locations often direct and funnel air currents creating a wind tunnel effect. In this location at the edge of the area of the central city where greater building heights are allowed, there would be little additional development of tall buildings that would reinforce the direction of air currents and affecting pedestrians in the area. This impact can also be addressed during the mandatory design review process.

6. Energy

This section examines the energy-related consequences from allowing, limiting or prohibiting conflicting uses for Block U.

6.a. Development/Uses

- i. **Efficiencies due to location.** Greater building capacity at a site such as Block U that is well-served by transit and near significant concentrations of jobs, services, and housing would increase energy efficiency. By way of example, the potential location of the MCHD Headquarters in this location 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 provide a reduction in the amount of driving between job sites. Presumably, a similar efficiency would be created for clients who need to seek services and visit administrative offices in a single trip. Limiting or prohibiting the conflicting use would at a minimum reduce the efficiencies of concentrating a number of services at the site, but might result in the inability of a user to utilize the site because of the lack of opportunity to locate a number of a functions into a singular location.
- ii. **Construction and building materials.** Increasing building height and, therefore, building area on a site such as Block U increases the amount of building materials required but also maximizes the efficient use of structural elements and building services. Limiting or prohibiting uses in conflict with scenic views would reduce this efficiency.
- iii. **Heating and cooling.** Similarly, the economies of scale of heating and cooling a larger building result in greater energy efficiency. Limiting or prohibiting uses in conflict with scenic views would reduce this efficiency.

7. Recommendations

7.a. Recommended ESEE Decision

As demonstrated above, the conflicting uses between a building of up to 150' on the undeveloped portion of Block U and preservation of scenic views of the Union Station Clock Tower are minor.

Additional height, either 105' or 150' will not block or partially block the view of the Union Station Clock Tower. Increasing the building height to 105' has little effect on the prominence of the tower from identified viewpoints. The ability to accrue additional height through bonuses increases the conflicts slightly, but is mitigated by the provision of social, economic, environmental, and energy-related benefits that fall within the scope of this analysis. It is recommended that the conflicting uses be limited by providing a maximum base height on the site of 105' and access to bonuses with a potential maximum of 150' of height. Building heights above 150' should be prohibited to maintain the step down from larger buildings south of the site. This trade-off will retain the prominence of the significant scenic resource while allowing the benefits of greater development at this critical site in the downtown landscape.

7.b. Implementation Tools

The ESEE recommendation can be implemented using existing regulations and land use review procedures. The amendment of Map 510-3 of the Zoning Code will limit the base height of development on Block U to 105', with additional height bonuses creating the potential for greater height limited to 150' with mitigation coming from provision of a daycare center, rooftop garden and eco-roof, public art, funds for affordable housing, transfers from historic landmarks and/or locker room and bicycle parking facilities. The integration of any new building within the views from critical vistas throughout the downtown area will be a component of the required Design Review.

Referenced Documents

Central City Plan (1988)

Scenic Resources Protection Plan (Adopted 1990)

Scenic Resources Inventory: Central City (DRAFT – to be released April 2015)

Union Station Clock Tower-Related FAR and Height Limitations Study (2000)

Scenic Views, Sites, and Drives Inventory (1989)

Scenic Views, Sites, and Corridors (1991)

Encroachments in the Public Right-of-Way City-Wide Policy (1982)

Tables

Table 1: Median yearly wages by occupation class in the Portland-Vancouver-Hillsboro Area

Figures and Views (attached)

Figures 1-20: Views of Union Station Clock Tower: Existing and MCHDHQ at 75', 105', and 150'

View 1: NW 6th and Glisan

View 2: Center of Steel Bridge looking NW

View 3: Center of Broadway Bridge looking SW

View 4: View from Old Thunderbird site

Figures 21-23: MCHDHQ at 75', 105', and 150' in relation to adjacent development potential

VIEW CORRIDOR ANALYSIS

View 1: NW 6th and Glisan



Figure 1 / KEY PLAN



Figure 2 / EXISTING

Figure 3 / MCHDHQ @ 75'



Figure 4 / MCHDHQ @ 105'



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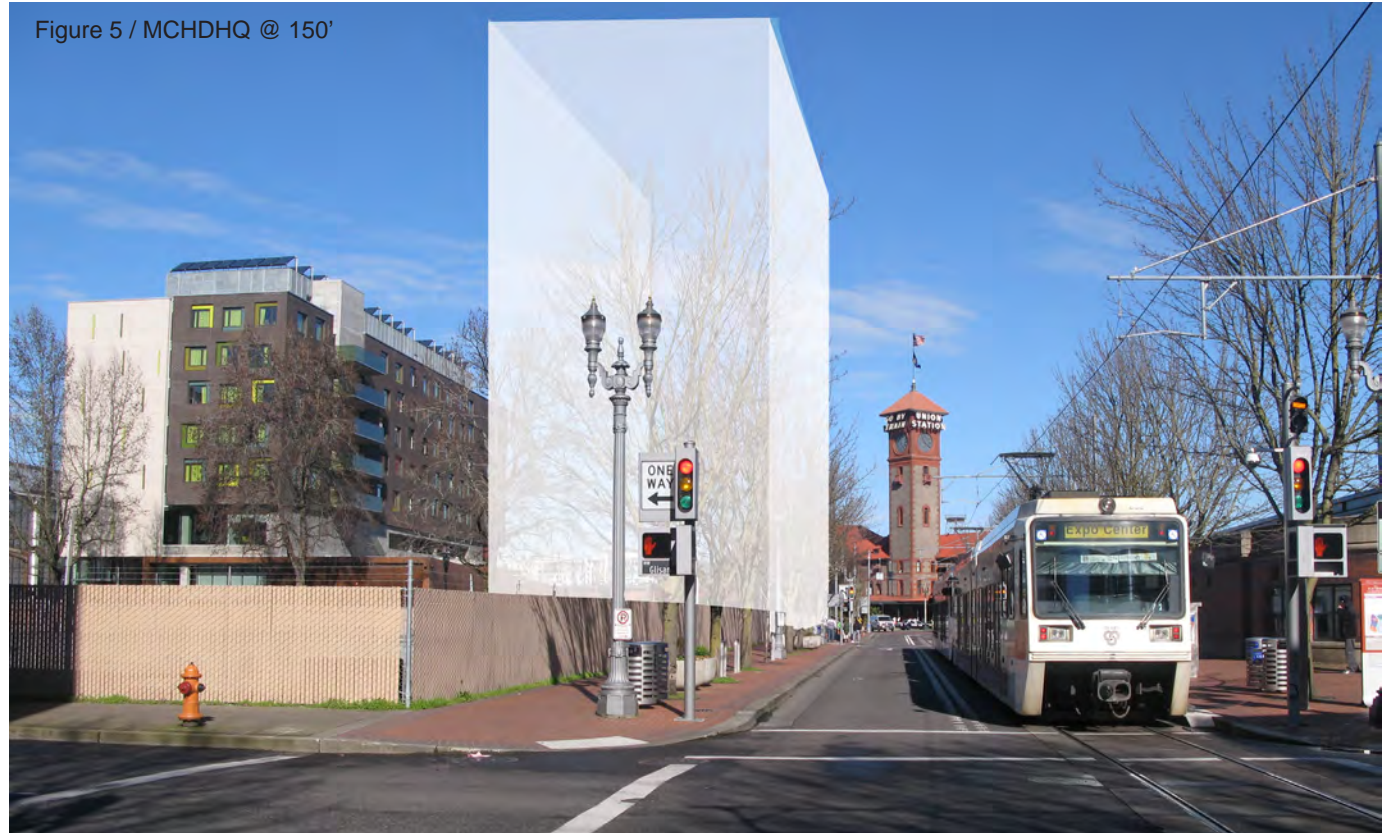
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VIEW CORRIDOR ANALYSIS

View 1: NW 6th and Glisan

Figure 5 / MCHDHQ @ 150'



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View 2: Center of Steel Bridge looking NW



Figure 6 / KEY PLAN



Figure 7 / EXISTING

Figure 8 / MCHDHQ @ 75'



Figure 9 / MCHDHQ @ 105'



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View 2: Center of Steel Bridge looking NW

Figure 10 / MCHDHQ @ 150'



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View 3: Center of Broadway Bridge



Figure 11 / KEY PLAN



Figure 12 / EXISTING

Figure 13 / MCHDHQ @ 75'



Figure 14 / MCHDHQ @ 105'



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VIEW CORRIDOR ANALYSIS
View 3: Center of Broadway Bridge



VIEW CORRIDOR ANALYSIS
View 4: Old Thunderbird Motel Site

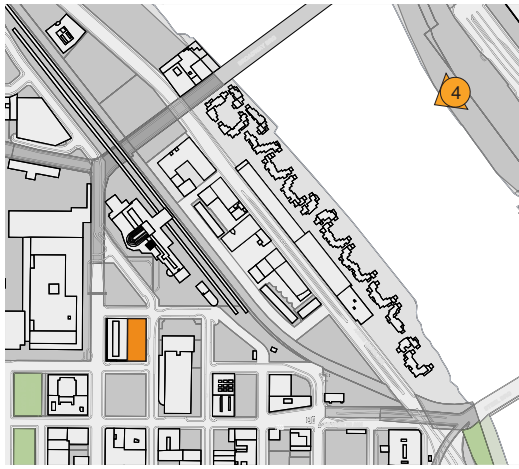


Figure 16 / KEY PLAN



Figure 17 / EXISTING



Figure 18 / MCHDHQ @ 75'



Figure 19 / MCHDHQ @ 105'

VIEW CORRIDOR ANALYSIS

View 4: Old Thunderbird Motel Site

Figure 20 / MCHDHQ @ 150'



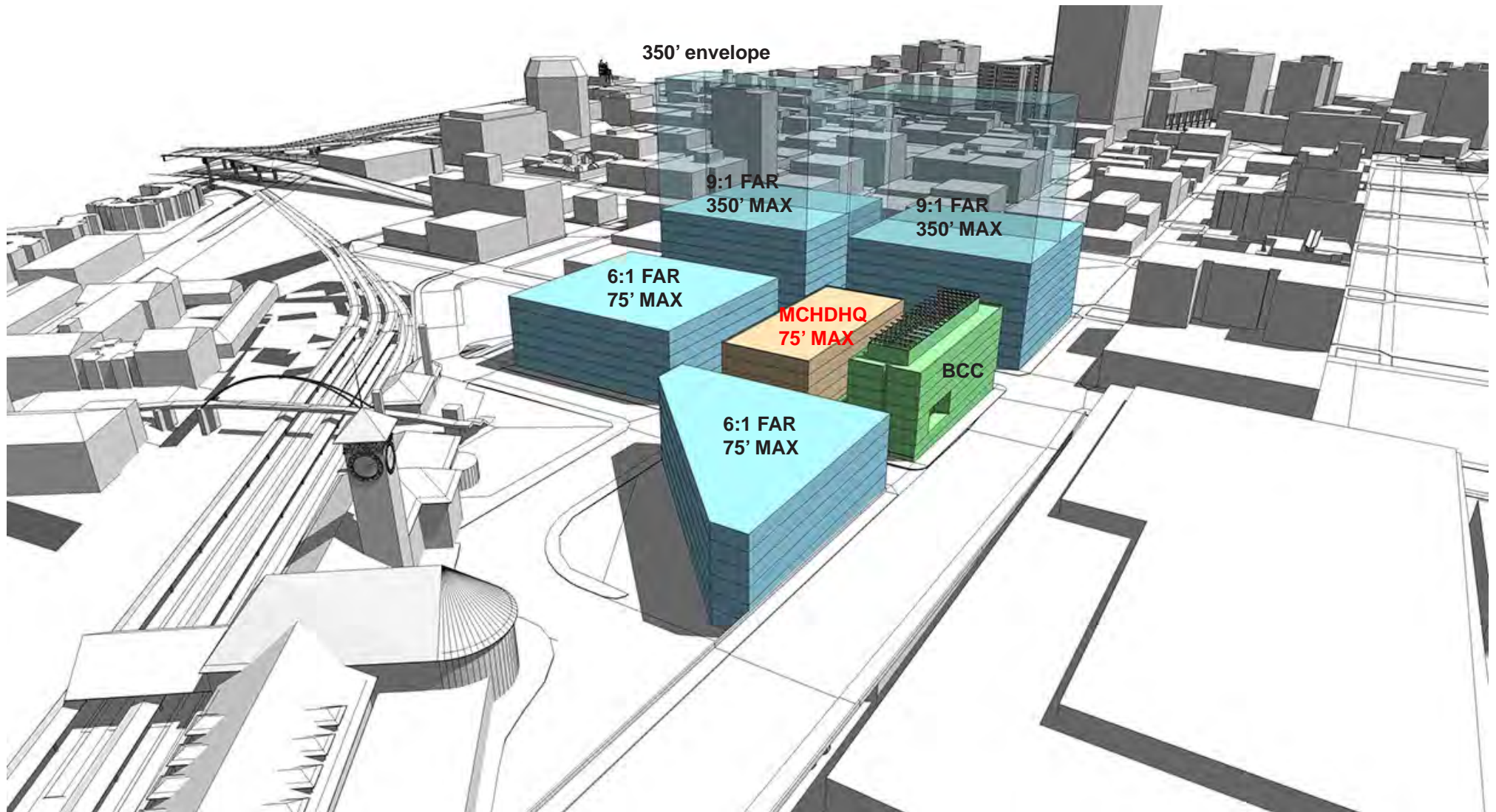
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Figure 21 / MCHDHQ with 75' max height in relation to future development potential



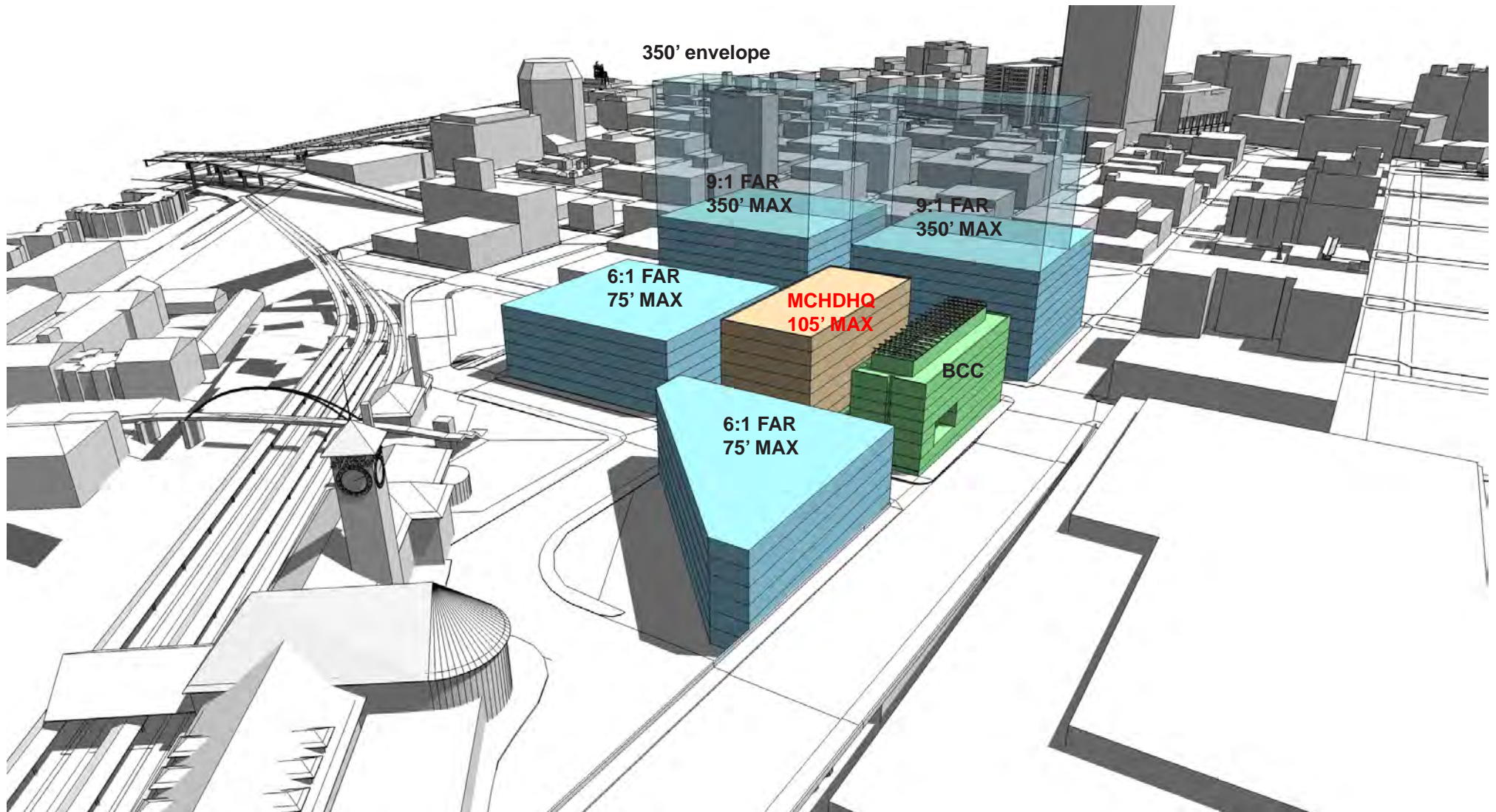
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Figure 22 / MCHDHQ with 105' max height in relation to future development potential



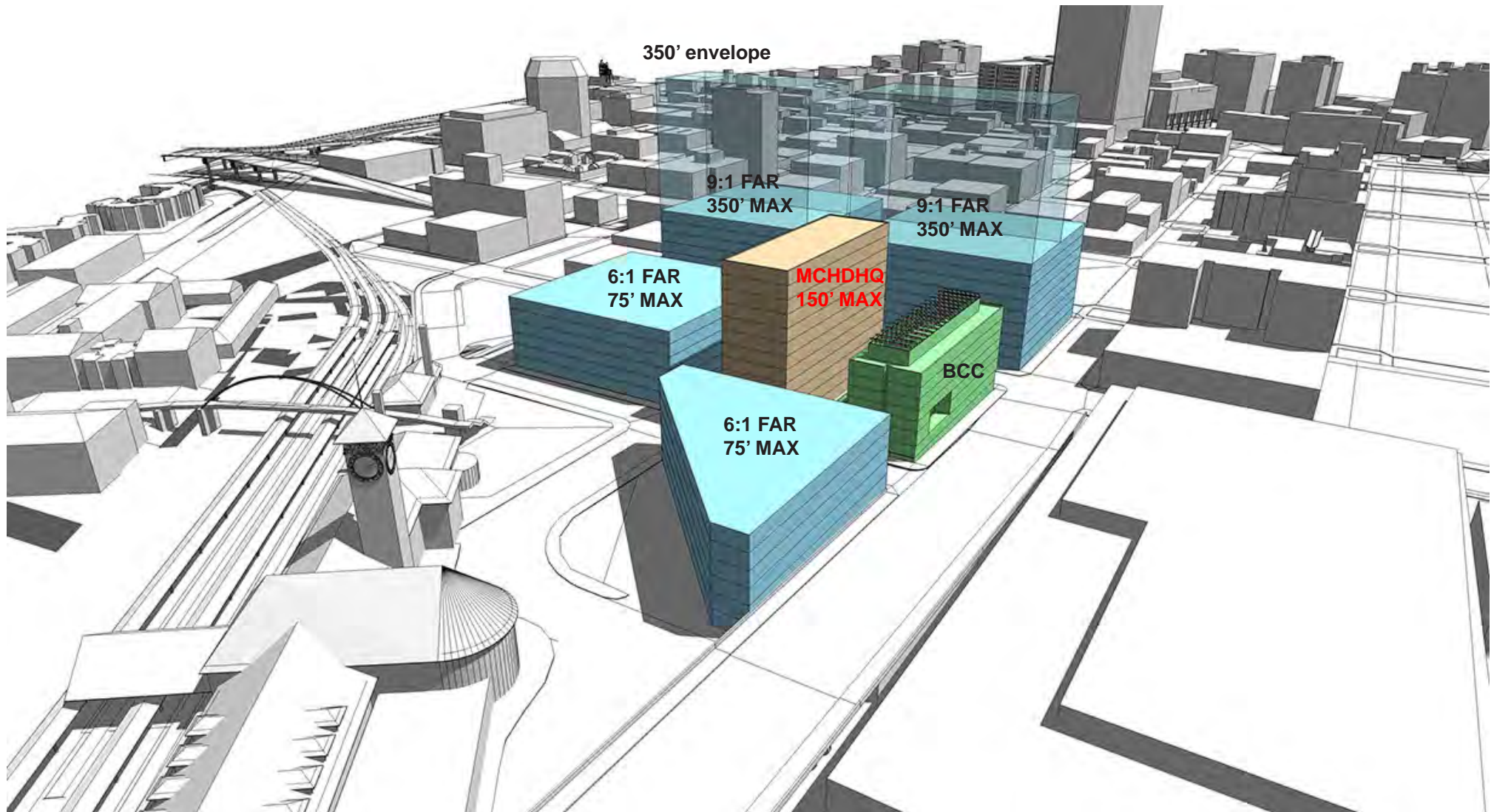
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Figure 23 / MCHDHQ with 150' max height in relation to future development potential



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