CENTRALCITY 2035

Volume 3A
SCENIC RESOURCES PROTECTION PLAN

Part 1: Summary, Results and Implementation

Re-Adoption Draft

April 2020

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City of Portland, Oregon

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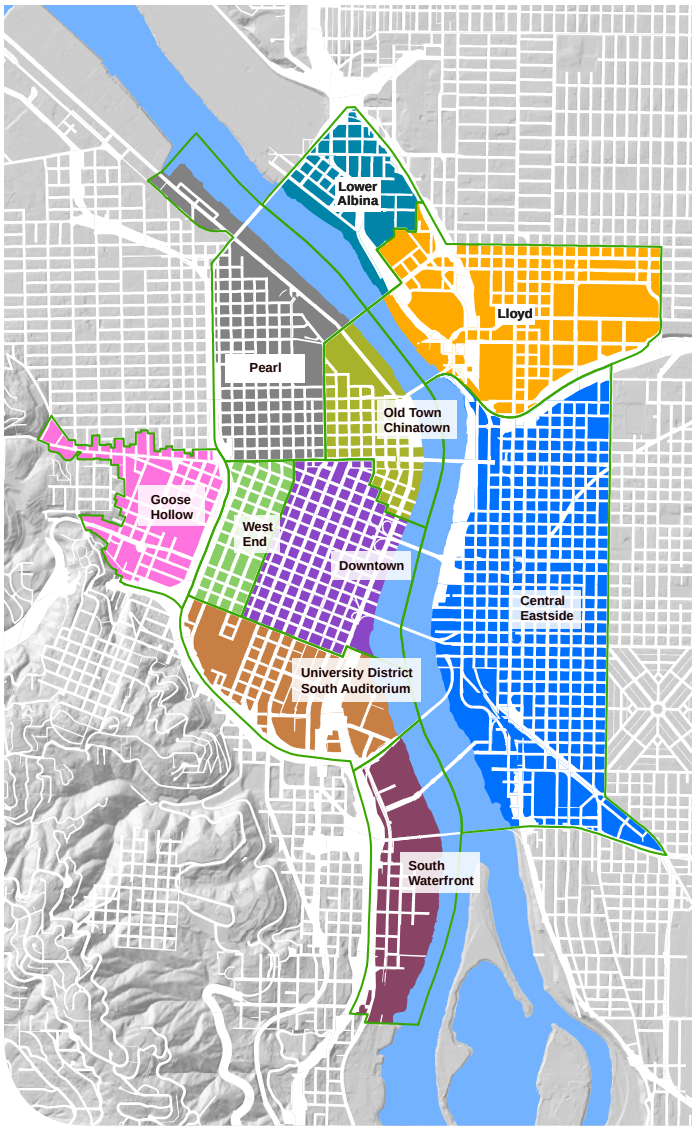

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1. INTRODUCTION

A. What are Scenic Resources?

A scenic resource is any structure, feature, or element (natural or built) that is valued for its appearance. The "scenic" part of the resource is the focal feature or features, such as Mt Hood, Tilikum Crossing, or Terwilliger Boulevard, which have broadly appealing scenic qualities. These focal features are observed by the viewer from identified locations including viewpoints, trails or streets. It is the combination of the focal features and the ability to view the focal features that make up scenic resources. Since resources are experienced by individuals, their significance or importance will differ from person to person.

The *Central City Scenic Resources Protection Plan* (CCSRPP) addresses scenic resources that are accessible to the general public. The resources are located on or viewed from public property, a public right-of-way, public trails or institutional campuses. Scenic resources viewed from private property, such as a view from an office or apartment, are not part of the CCSRPP.

The CCSRPP uses the following definitions for these key terms:

Views: A view is an aesthetically pleasing landscape or scene comprised of one or more visual features. A view may be framed, wide angle, or panoramic and may include natural and/or manmade structures and activities. A view may be to a faraway object, such as a mountain, or of a nearby object, such as a bridge. A view may be to a faraway object, such as a mountain, or of a nearby object, such as a city bridge. Views are also referred to as view corridors in the plan.

Mt Hood.

Viewpoints: A viewpoint is a location from which one enjoys a view. A viewpoint may have developed viewing area with features such as benches, signs, and lighting or may simply be a publically accessible point from which to take in a view.

Viewpoint on Greenway Trail.

View streets: A view street is a linear scenic resource that is enclosed or bordered on both sides (for example, by buildings or trees) and leads to a visual focal point that has an aesthetically pleasing, scenic quality and is the terminus of the view. River access ways are a subset of view streets.

Visual focal points: A visual focal point is a feature or element of the natural or built environment that is an aesthetically pleasing or interesting object of a view. Views may have one or more primary visual focal points and one or more secondary or contributing visual focal points.

Union Station Clock Tower.

Scenic sites: A scenic site is an area valued for its aesthetic qualities. The area may be made up primarily of natural, vegetated cover and water, or include structures and manmade landscaping. Scenic sites may or may not include scenic viewpoints.

Japanese American Historical Plaza.

Scenic corridors: A scenic corridor is a linear transportation feature, including but not limited to a road, rail, trail or waterway valued for its aesthetic qualities and accessed by car, bike, train, foot, wheelchair or boat. A scenic corridor includes multiple views, viewpoints, visual focal points or scenic sites that may be interspersed with vegetation, built structures or other obstructing features of the surrounding environment. There may be pullouts or designated viewpoints along the travel way where travelers can safely stop to enjoy a particularly nice view. A scenic corridor differs from a view street in that a view street includes a single designated point on the street where looking from that point you can see one or more visual focal features. A scenic corridor is an aesthetically pleasing resource in and of itself.

B. Why Protect Scenic Resources

Scenic resources are an important part of the fabric of a city. Views of areas, such as Mt Hood, and sites, such as the Japanese American Historical Plaza, are iconic to Portland and also help depict the historical and cultural diversity of the city. Scenic resources are important to Portland's tourism economy. Views from the International Rose Test Garden and Governor Tom McCall Waterfront Park draw thousands of tourists every year. Scenic resources can also inform the design of buildings, parks, and monuments.

In addition, protection of scenic resources is required by Oregon statewide planning goals and by the City of Portland's Comprehensive Plan.

Statewide Land Use Planning Goals

The State of Oregon adopted sixteen statewide planning goals in 1974. Goals 5, 8, and 15 provide for protection of scenic resources.

Oregon State Land Use Goal 5, Open Spaces, Scenic and Historic Areas, and Natural Resources, establishes a process in which scenic resources are inventoried and evaluated for significance. If a resource is found to be significant, the local government must evaluate the consequences of three policy choices: protecting the resource, allowing proposed uses that conflict with the resource, or establishing a balance between protecting and allowing uses that conflict with the resource. The local government must then adopt a program based on the results of this evaluation.

Oregon State Land Use Goal 8, Recreational Needs, requires jurisdictions to satisfy the recreational needs of citizens. Local jurisdictions are responsible for creating and maintaining recreational areas, facilities, and opportunities to meet the current and future needs. Recreational areas, facilities, and opportunities are defined to include scenic landscapes, scenic roads, and travel ways as well as passive activities, such as sightseeing.

Oregon State Land Use Goal 15, Willamette Greenway, is intended to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of the land along the Willamette River. Goal 15 requires an inventory of existing conditions including significant scenic areas.

City of Portland Comprehensive Plan

Local jurisdictions are required to develop and update Comprehensive Plans to demonstrate compliance with the statewide land use planning goals. Portland updated its Comprehensive Plan in 2016. The following Comprehensive Plan goals and policies form the basis for this CCSRPP and future scenic resource protection plans.

Goal 4.A: Context-sensitive design and development

New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.

Policies: Scenic resources

Portland's signature views of Mt Hood and other mountain peaks, bridges, and rivers are important to the city's identity. These views strengthen connections to the local and regional landscape. The policies below encourage the recognition, enhancement, and protection of public views and significant scenic resources, as designated in the Scenic Resources Inventory and Protection Plans.

Policy 4.41 *Scenic resources.* Enhance and celebrate Portland's scenic resources to reinforce local identity, histories, and cultures and contribute toward way-finding throughout the city. Consider views of mountains, hills, buttes, rivers, streams, wetlands, parks, bridges, the Central City skyline, buildings, roads, art, landmarks, or other elements valued for their aesthetic appearance or symbolism.

Policy 4.42 *Scenic resource protection.* Protect and manage designated significant scenic resources by maintaining scenic resource inventories, protection plans, regulations, and other tools.

Policy 4.43 *Vegetation management*. Maintain regulations and other tools for managing vegetation in a manner that preserves or enhances designated significant scenic resources.

Policy 4.44 *Building placement, height, and massing.* Maintain regulations and other tools related to building placement, height, and massing in order to preserve designated significant scenic resources.

Policy 4.45 *Future development.* Encourage new public and private development to create new public viewpoints providing views of Portland's rivers, bridges, surrounding mountains, hills and buttes, the Central City skyline, and other landmark features.

C. History of Scenic Resources Protection in the Central City

This section provides a brief history about how scenic resources have been protected and managed in and around the Central City. There are other plans and studies related to scenic resources located outside of the Central City, such as Rocky Butte and Mt Tabor, which are not included in this summary.

1979 Downtown Plan

As Portland has grown, the Central City (also known as downtown in previous plans) has gotten taller. Taller buildings add visual diversity to the skyline, which itself is a scenic resource. However, some taller buildings can block views from the western and southwestern hills across the Central City to area mountains. With implementation of the 1979 *Downtown Plan*, the City adopted building height restrictions intended to protect views of Mt Hood from Washington Park and a view of Mt St Helens from Terwilliger Boulevard.

1983 Terwilliger Parkway Corridor Plan

Terwilliger Boulevard was originally conceived by John Olmsted in 1903 as a recreational pleasure drive that would take advantage of the area's special scenic opportunities. Initially the land surrounding the parkway was clear cut, offering panoramic views of the region. Much of the land was donated, deeded, or acquired in order to improve it for public enjoyment. In the 1970s a bike lane was added. In the early 1980s, due to increased pressure for development around the parkway, the City undertook a study and adopted the *Terwilliger Parkway Corridor Plan* in 1983. Today Terwilliger Boulevard is designated as a scenic drive, which was a subset of scenic corridors. Most of the drive is located outside of the Central City and is not being addressed by the CCSRPP. However, there are some designated viewpoints along Terwilliger Boulevard with views of or across the Central City. Those views and viewpoints are addressed in the CCSRPP.

1988 Willamette Greenway Plan

The Willamette River has long been an important scenic resource in Portland. However, development along the riverbanks has limited the public enjoyment of this resource. Until 1974, the highway was located where Governor Tom McCall Waterfront Park is today. With the adoption of Oregon statewide planning goal 15, Willamette Greenway, the state required local jurisdictions to plan for public access to the Willamette River and protection of the scenic resources associated with the river. In 1987 the City adopted the *Willamette Greenway Plan*, which went into effect in 1988. The plan required development of a public trail on properties with river frontage and numerous viewpoints along the river where designated. The views are primarily of the river itself, the bridges, and the city skyline. The zoning code requires that public viewpoints identified in the plan be developed when trail improvements are triggered by new development. The *Willamette Greenway Plan* also designated greenway view corridors, now called *river access ways*, where it is possible to see the Willamette River or Governor Tom McCall Waterfront Park from approaching streets and rights-of-way.

1988 Central City Plan

As the City of Portland was coming into compliance with the statewide planning goals, scenic resources were being identified through different planning processes. The 1988 *Central City Plan* envisioned "buildings, open spaces and streets which blend with the Tualatin Hills, the Cascades, and river vistas to create a dramatic backdrop for an attractive and memorable place." The plan went on to call out the importance of "access to the riverbank and the water's surface." The Central City Plan designated views and viewpoints.

1991 Scenic Resources Protection Plan

Previous plans identified scenic resources and began to designate specific views, viewpoints, and drives to protect and manage for their aesthetic qualities. Donations, deeds, and acquisition of lands set aside significant resources for the public. Then, in 1989-1990, all of the previous plans were brought together. The 1991 *Scenic Resources Protection Plan* identified 131 scenic resources throughout Portland. Implementation of the plan included application of a Scenic Resources (s) overlay, amendments to the Scenic Resources chapter (33.480) of the zoning code and adjustment of building height restrictions.

1992 Central City Plan District

With the adoption of the *Central City Plan District* in 1992, public viewpoints were updated on the City's official zoning map to reflect the 1991 *Scenic Resources Protection Plan*. The maximum heights map was updated to better protect specific views, such as the view of Mt Hood from Vista Bridge.

2000 Union Station Clock Tower-related FAR and Height Limitations Study

The Union Station Clock Tower is a landmark and historic structure in Portland. The clock tower can be seen from different vantage points including down streets, from the riverfront, and from bridges. This study analyzed the area surrounding the clock tower - an area that has a 75-foot maximum height limit as set by the 1988 *Central City Plan* to protect views of Union Station and the neighborhood's historic resources. The result of the study was to continue to protect views of the clock tower, but to increase the floor area ratio (FAR) in specific locations and to allow bonuses to be used to increase the maximum height limits.

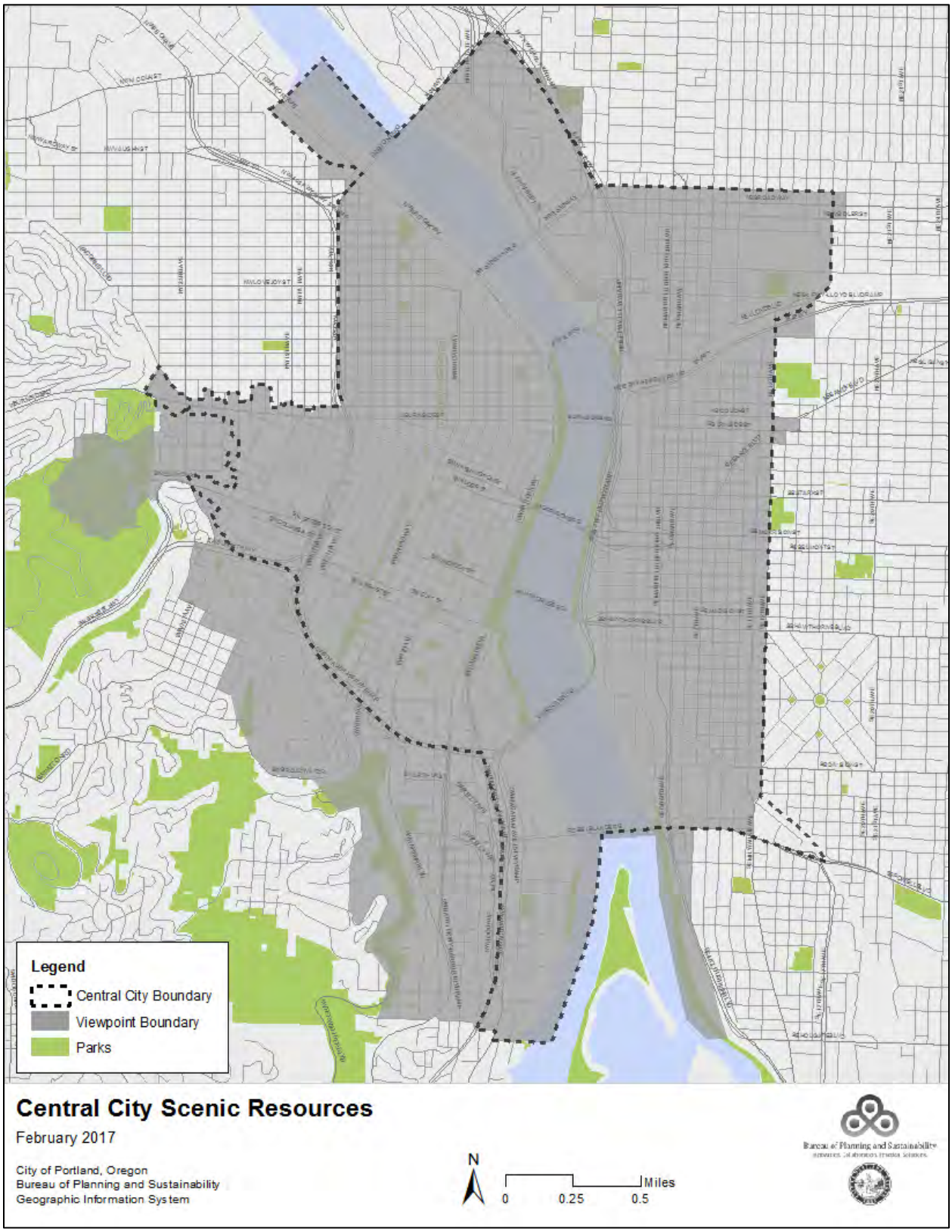
2002 South Waterfront Plan & 2006 Public Views and Visual Permeability Assessment

The *South Waterfront Plan* included a study of view streets and the impact of building heights, placement, massing, and widths and street setbacks to preserve visual permeability from the district to the Willamette River and Ross Island and from across the river to the West Hills. The 2006 assessment further looked at specific viewpoints around South Waterfront that could be negatively affected by development within the district. Three viewpoints were designated along Terwilliger Parkway and two along the Springwater Corridor Trail. Four of the five points are included in this CCSRPP update; the fifth is outside of the CCSRPP boundary.

D. Relationship to Central City 2035

As part of the Central City 2035 (CC2035) Plan, the City reevaluated its scenic resources and the impacts of potential in building heights and vegetation management on the resources. The CCSRPP analysis informed updates to the zoning code including revisions to the building heights map and location, the extent of Scenic Resources (s) overlay zones, and landscaping requirements within (s) overlay zones.

The CCSRPP includes scenic resources located in the CC2035 plan district as well as viewpoints located outside of the Central City where the view could be impacted by building height or vegetation within the Central City (Map 1).



Map 1: Central City Scenic Resources Protection Plan Geographic Scope

Central City 2035 Policies

The goals and policies that form the basis for the CCSRPP are found in *Central City 2035 Plan* (CC2035) Volume 1, Goals and Policies, in the Urban Design section. These goals and policies are intended to comply with and refine the Comprehensive Plan goals and policies for scenic resources in the Central City.

Goal 5.A: The Central City is composed of diverse, high-density subdistricts that feature high-quality spaces and a character that facilitates social interaction and expands activities unique to the Central City.

Goal 5.B: The Central City's public realm is characterized by human-scaled accessible streets, connections, parks, open space, and recreation opportunities that offer a range of different experiences for public interaction.

Policy 5.3 *Scenic Resources.* Protect public views of key landmarks and scenic resources (Vista Bridge, Union Station, Mt Hood, Willamette River bridges) which define the Central City, help with wayfinding, and connect residents, employees and visitors to Portland's varied and unique landscape.

Policy 5.5 *Large site development.* Encourage redevelopment of large sites that includes new compatible uses, green buildings and equity considerations, scenic resource preservation, new pedestrian connections through the site, strong street presence, green infrastructure, and new open space amenities.

Policy 5.11 *Regional corridors and connections.* Promote the presence, character and role of physical and visual corridors such as trails, transit lines, streets and scenic corridors, helping to bridge neighborhoods across physical and psychological barriers.

View of Mt St Helens and Central City skyline from Terwilliger Boulevard.

E. How to Use the CCSRPP

The CCSRPP includes three Parts:

Part 1: Central City Scenic Resources Summary, Results and Implementation – Part 1 summarizes the *Central City Scenic Resources Inventory* (CCSRI) and *Central City Scenic Resources Economic, Social, Environmental and Energy Analysis* (ESEE) methodologies and results; describes the policy priorities for the resources; provides an at-a-glance summary and maps of the resource protection decisions; and updates portions of the city-wide *Scenic Resources Protection Plan* (1991), scenic overlay zones and zoning code, and the building heights that are applied through the land use review and building permit processes. The adopting ordinance is included in Appendix A.

Part 2: Central City Scenic Resources Inventory (CCSRI) – The CCSRI is an inventory of all existing scenic resources in the Central City and viewpoints within the viewpoints boundary. The inventory includes detailed descriptions, scores and rankings, photos, and maps of the resources.

Part 3: Central City Scenic Resources Economic, Social, Environmental and Energy Analysis (ESEE) – The ESEE evaluates the impacts of protecting (or not) the scenic resources. A decision for each resource is made – whether to protect the resource and prohibit or limit impacts, such as buildings or trees, from blocking or reducing the scenic qualities of the view or to not protect the resource and allow impacts.

The CCSRI and ESEE are intended to be used during land use review and building permit processes to provide additional information and explanation about the decisions to protect or not protect a scenic resource. Both parts also provide recommendations about on-going management and improvements that would enhance the resources.

The CCSRPP, Parts 1-3, maintain Portland's compliance with Statewide Goal 5 requirements and rules related to scenic resources.

2. Part 2 and 3 Summary

The *Central City Scenic Resources Protection Plan* (CCSRPP) includes Part 2: *Central City Scenic Resources Inventory* (CCSRI) and Part 3: *Central City Economic, Social, Environmental and Energy Analysis* (ESEE). A summary of the approach, methodology, and results for each Part is presented below.

A. Scenic Resources Inventory

The first step in updating the CCSRPP was to produce the *Central City Scenic Resources Inventory* (CCSRI). The CCSRI includes public scenic views and viewpoints, view streets, scenic corridors, visual focal points, and scenic sites within the Central City 2035 boundary. There are also viewpoints located outside of the Central City 2035 boundary that include scenic views of or across the Central City.

1. Approach

To learn about current best practices for documenting and evaluating scenic resources, staff reviewed case studies of scenic resource conservation methods from a variety of jurisdictions around the nation, Canada, Europe, and New Zealand. The case studies provided a broad array of methods and approaches that were relevant and potentially applicable to Portland's inventory and helped staff develop a consistent and objective approach and methodology.

To produce the CCSRI, staff began by mapping scenic resources that were inventoried in previous plans, including the *Terwilliger Parkway Corridor Plan* (1983), *Willamette Greenway Plan* (1987), *Scenic Views, Sites and Drives Inventory* (1989), *Scenic Resource Inventory Map* (1989), *Scenic Resources Protection Plan* (1991)*, Central City Plan District* (1992), *South Waterfront Plan* (2002), and *South Waterfront Public Views and Visual Permeability Assessment* (2006). Next, potential new scenic resources were added to the inventory via one of four mechanisms:

1) Central City staff identified potential new scenic resources based on input received from CC2035 advisory committees and public open house events.
2) An inter-bureau technical committee consisting of staff from the Bureau of Planning and Sustainability, Portland Parks and Recreation, Bureau of Environmental Services, and Bureau of Transportation identified potential new scenic resources.
3) The public nominated potential new views and viewpoints via an open call for nominations through an online survey, email, phone call, or written letter.
4) Staff documented potential new scenic resources during field visits while inventorying existing and potential scenic resources.

Staff conducted field visits to each existing and potential new scenic resource, recorded a standard set of information and took a standard set of photographs. All existing and potential public scenic resources were documented using a set of criteria; however, a slightly different methodology, described below, was used to evaluate each type of scenic resource.

2. Methodology

Below is a summary of the methodology used to identify and designate each type of scenic resource that are included in the CCSRI. The methodology represents accepted standards and best practices in the field.

Views and Viewpoints

A view is an aesthetically pleasing landscape or scene comprised of one or more visual features. A view may be narrow or panoramic, may include natural and/or manmade features, and may be of a faraway object (e.g., a mountain) or of a nearby object (e.g., a city bridge). A viewpoint is the location from which one enjoys the view. It may be a generalized location, such as a butte, and include several vantage points where the view may be seen to best advantage, or it could be a single observation point. A viewpoint may be developed with benches, signs and/or lighting or it may simply be a publicly accessible point from which one can take in a view.

The CCSRI includes 157 views from 148 viewpoints; some viewpoints have multiple views. The views were evaluated by experts in the fields of landscape architecture, urban design, or cultural or natural resources. The experts scored the quality and characteristics of the upland and river views separately. This is because research has shown that the presence of water alone is a very strong factor in influencing scenic quality and, thus, river views tend to be rated higher than upland views. This is indeed what the evaluation found: nearly all of the river views were ranked high to medium for scenic quality.

Fremont Bridge as seen from the Broadway Bridge.

The viewpoints themselves were evaluated by project staff based on three factors:

1) Whether or not the viewpoint included a developed viewing area.
2) The accessibility of the viewpoint.
3) The amount of use the viewpoint likely receives as a viewpoint (as opposed to use in general).

The results of the evaluations were combined:

- Upland views were ranked as Tier I, II or III, with Tier I including the highest ranked upland views and Tier III including the lowest ranked upland views.
- River views were ranked as Group A, B or C, with Group A including the highest ranked river views. It should be noted that, because river views tended to receive higher scores than upland views, Group C River views are still of a high quality although not as high as the Group A and B River views.

Examples of Upland Tier I views include views of Mt Hood from the Washington Park International Rose Test Garden and views of Mt Hood and Mt St Helens from SW Terwilliger Boulevard. Examples of Group A River views include views of Mt Hood from Governor Tom McCall Waterfront Park, views of the Willamette River and Fremont Bridge from the Broadway Bridge and views of the Willamette River, Hawthorne Bridge and downtown skyline from the Eastbank Esplanade.

View Streets

A view street is defined as a linear stretch that is enclosed or bordered on both sides by buildings or vegetation and leads to a visual focal point that is the terminus of the view and contributes an aesthetic quality to the view. View streets must have a focal terminus that:

1) Is either a public park, river, mountain, butte, bridge, building (prominent private buildings were included if they represent the Central City skyline), artwork, sculpture, fountain, or historic or iconic landmark.
2) Can be seen from at least two blocks away.
3) Can be seen from the sidewalk or a crosswalk.

Union Station Clock Tower viewed from NW 6th Ave.

River access ways are a subset of view streets. For river access ways, the view street must terminate at or within the Willamette Greenway boundary and provide a visual and physical connection to the Willamette River. A view street, including river access ways, may include a background focal point (e.g., the West Hills) such that the full extent of the view extends beyond the street grid and public right-of-way. The CCSRI includes 27 view streets. Examples of view streets include a view of Salmon Street Springs looking down SW Salmon Street from SW 4th Avenue and a view of Union Station looking north on NW 6th Avenue starting at W Burnside Street.

Scenic Corridors

A scenic corridor is a linear transportation feature including, but not limited to, a road, rail, trail, or waterway valued for its aesthetic qualities and accessed by car, bike, train, foot, wheelchair, or boat. A scenic corridor must be at least 0.5 miles in length and include multiple views, viewpoints, visual focal points, or scenic sites that may be interspersed with vegetation, built structures, or other obstructing features of the surrounding environment. There may be pullouts or designated viewpoints along the corridor where travelers can safely stop to enjoy a particularly nice view. To be included in the CCSRI, a scenic corridor must be publicly owned or accessible to the general public and located within the Central City 2035 boundary. The CCSRI includes six scenic corridors: the North Park Blocks, the South Park Blocks, the Willamette Greenway Trail (west), the Willamette Greenway Trail (east), the Portland Aerial Tram, and the Willamette River.

Willamette Greenway Trail.

Visual Focal Points

A visual focal point is a feature or element of the natural or built environment that serves as an aesthetically pleasing or interesting object of a view. Visual focal points must be publicly owned or on public land and visible from a distance of at least two city blocks. With the exception of the three major mountains in the area (Mt Hood, Mt Adams, and Mt St Helens), all visual focal points designated in the CCSRI are located within the Central City 2035 boundary. The CCSRI includes 25 visual focal points. Examples of visual focal points include the Chinatown Gateway, Mt Hood, the Fremont Bridge, and the White Stag sign.

Chinatown Gateway.

Scenic Sites

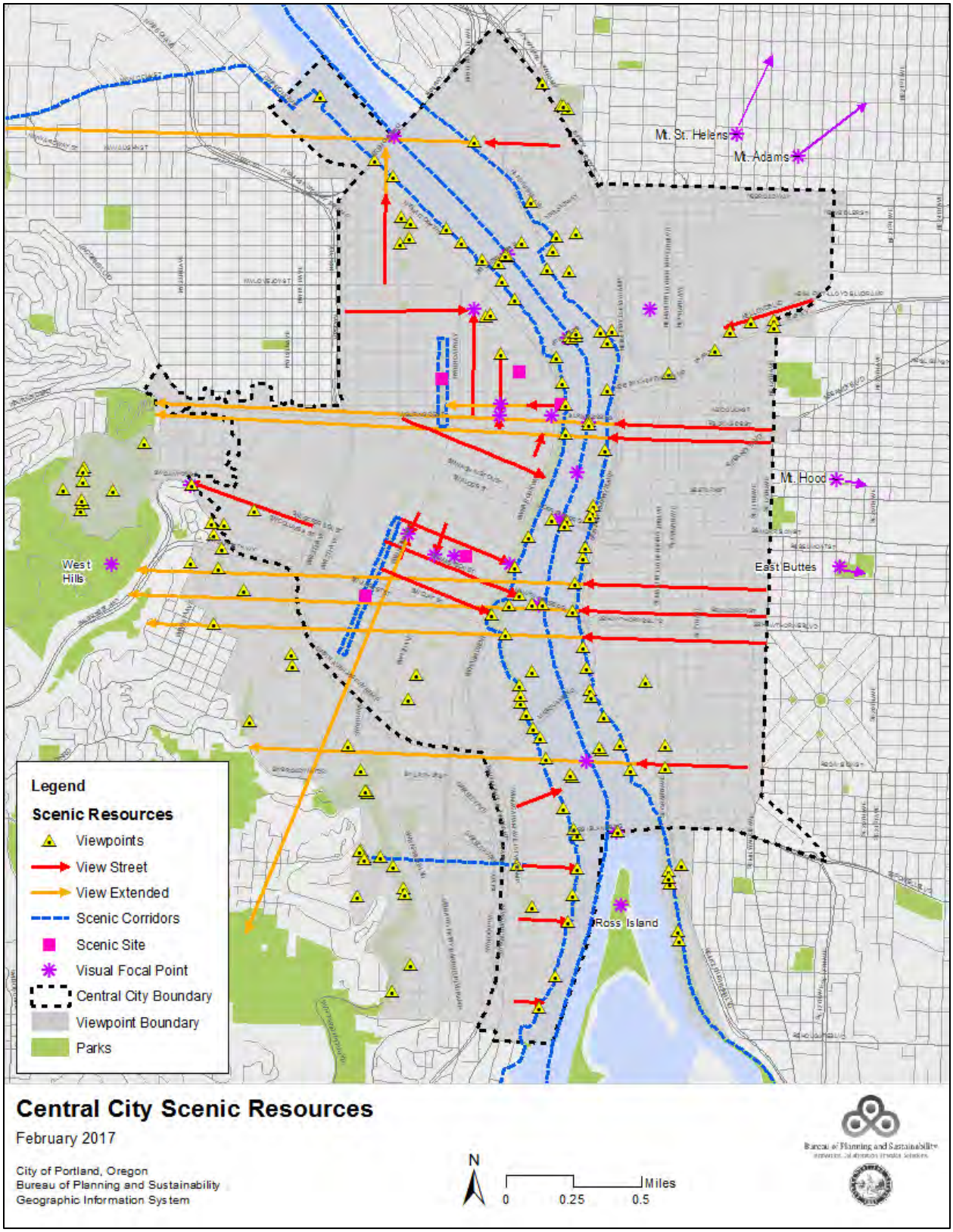
A scenic site is a single geographic destination that is valued for its aesthetic qualities and provides or relates to a pleasing or beautiful view of natural or built scenery; the pleasing view can be either internal or external to the site. The site may be made up primarily of natural vegetated cover and water, or include structures and manmade landscaping. Scenic sites may or may not include scenic views and viewpoints. Scenic sites must be publicly owned or on public land. All five scenic sites designated in the CCSRI are located within the Central City 2035 boundary: the North Park Blocks, the South Park Blocks, Lan Su Chinese Garden, the Japanese American Historical Plaza, and the Mark O. Hatfield U.S. Courthouse 8th floor rooftop terrace sculpture garden.

Japanese American Historical Plaza.

3. Results

The CCSRI includes a mix of scenic resources: 157 views from 148 viewpoints, 27 view streets, six scenic corridors, 25 visual focal points, and five scenic sites. Roughly half of the scenic resources included in the CCSRI are newly identified while the other half were identified in previous plans and inventories. A few scenic resources were retired because the view is now blocked by development. Map 2 shows all of the scenic resources.

The CCSRI does not include recommendations about future protection of, management of, or enforcement measures related to the scenic resources. An in-depth analysis of the trade-offs involved in protecting, or not protecting, each scenic resource is included in Part 3, the Central City Scenic Resources Economic, Social, Environmental and Energy Analysis (CCESEE).



Map 2: Central City Scenic Resources Inventory Results

B. Economic, Social, Environmental and Energy Analysis

The next step, Part 3, of the CCSRPP was to conduct the *Central City Scenic Resources Economic, Social, Environmental and Energy Analysis* (ESEE). The purpose of the ESEE is to identify uses that may conflict with (e.g., block or detract from) a scenic resource and determine if those conflicting uses should be limited using regulatory or non-regulatory tools. Staff considered the effect of building height and massing on significant views as well as alternatives for vegetation management to maintain or enhance scenic resources. The results of the analysis inform updates to the CC2035 Plan including changes to zoning regulations and maps.

1. Methodology

Performing an ESEE analysis is a requirement of Oregon State Land Use Goal 5; however, no methodology is prescribed by the goal. Therefore, staff developed a methodology intended to understand the economic, social, environmental, and energy impacts of protecting or not protecting the scenic resources. The City's methodology included five steps.

The first step was a determination of significance. Per Goal 5, only *significant* resources are carried forward to the ESEE analysis. Based on the experts' scores from the CCSRI, Upland Tier I and Tier II and River Group A, B, and C views were determined to be significant. Upland Tier III views were determined to not be significant because the views received low scores.

The second step was to identify conflicting uses. Types of conflicting uses in the Central City include: buildings height and massing (where a tower is located on a site), rooftop structures, sky bridges, vegetation, above-ground utilities, permanent fencing, and other uses such as garbage or recycling receptacles, or loud noises such as a freeway. The conflicts posed by each of these uses is described.

The third step was an analysis of the economic, social, environmental, and energy benefits of both the scenic resources and the conflicting uses. For example, there are economic benefits associated with views including tourism and property values. There are also economic benefits associated with buildings including employment and housing. All of the benefits are considered together to produce a general recommendation for each grouping of scenic resources. The recommendations are intended to generally balance the various benefits of both the scenic resources and the conflicting uses. The outcome of this step are general recommendations of when to prohibit, limit, or allow conflicting uses.

- *Prohibit* means that the conflicting uses, such as a building or vegetation, should be not allowed within the view. A prohibit recommendation is used when the benefits of the scenic resource outweigh the benefits of the conflicting uses.
- *Limit* means that the conflicting uses, such as vegetation, should be managed to reduce the impacts on the view (e.g., pruning branches). A limit recommendation is used when the benefits of both the scenic resource and the conflicting uses should be protected.
- *Allow* means that conflicting uses do not need to be managed. An allow recommendation is used when the benefits of the conflicting uses outweigh the benefits of the scenic resource. When an allow recommendation is applied, the scenic resource will remain until such time as a conflicting use, such as a building, blocks or impacts the resource.

For both the limit and prohibit decisions, it is important to keep in mind that the decision only applies to *conflicting* uses. For example, vegetation can be a focal feature of the view or contribute to the view by framing the focal features. Vegetation is only considered a *conflicting* use if it blocks (or severely detracts from) a view. Another example is the city skyline. The city skyline is expected to change over time. New buildings may partially block older buildings in the background, but as long as the skyline is visible then the new buildings are not considered a *conflicting* use. Structures that would block a view of the skyline are considered a *conflicting* use.

The biggest economic impact of protecting a scenic resource happens when a view corridor crosses part of the Central City and buildings in the Central City would be tall enough to block or partially block the view. In these circumstances, additional analysis was performed to better understand the economic impacts. This was the fourth step.

The fourth step included two parts: conflicts between views and potential building height and the economic impacts of protecting any given view. The first part was to determine, of the Tier I and Group A views that received a *prohibit* or *limit* decision, which views could be impacted by buildings based on the current allowed heights in the Central City. In other words, if buildings were to develop to the maximum heights allowed today, would they block a view? The analysis used GIS to create a view corridor between each viewpoint and primary focal features to compare that with the allowed heights for every site within the view corridor (see Figure 1 below). Priority was given to sites identified in the City's *Buildable Lands Inventory* (BLI) because those sites are the most likely to be redeveloped by 2035 and result in buildings blocking the view. Using this analysis, the general amount of conflicts were identified – many, few, or no buildings could block or partially block the view.

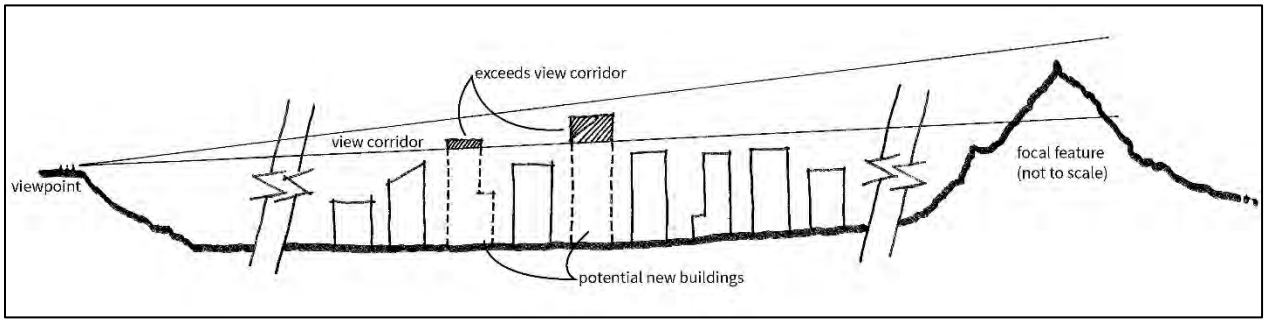


Figure 1: Example view corridor surface elevation and building height

The second part of the analysis was to determine, of these same Tier I and Group A views, what is the economic impact on the BLI sites of prohibiting any portion of a building from protruding into the view corridor. This analysis considered the number of potential stories that would have to be eliminated to protect the view and the per-square-foot value, in terms of money and jobs, of those stories. The result is a potential reduction in development value and reduction in job capacity if the view is fully protected.

The fifth, and final, step was a site-specific recommendation. In this step, the general recommendations and results of the economic analysis is applied to each individual scenic resource. The general recommendation may remain the same or be adjusted. One way in which adjustments were made is if there are three viewpoints in very close proximity that offer similar or identical views. Of those three, perhaps one has better public access from a nearby sidewalk and also includes a bench or information sign. Although the general recommendation may be to protect all three viewpoints, the site-specific recommendation is to protect the more accessible and developed viewpoints. Another example of an adjustment is if there are five viewpoints with similar views but in different locations and with very different economic impacts on future development. The general recommendation may be to protect all five viewpoints and the site-specific recommendation is to protect the two viewpoints with fewer economic impacts on future development or to continue to protect one or more due to proximity to the surrounding neighborhood.

Recommendations about the type of protections and management and maintenance are also included in the ESEE. For example, some views from the West Hills to Mt Hood can only be protected if building heights in the Central City are limited. The amount of limitation varies greatly from a few feet to more than 100 feet. Other recommendations address vegetation management and investments in public access and viewpoint amenities.

2. Results

There are four categories of ESEE recommendations:

1. **Prohibit** – The most stringent of the recommendations, *prohibit,* means that conflicting uses, including buildings and vegetation, should be prohibited from blocking or partially blocking the scenic resource. A *prohibit* recommendation is implemented by setting maximum building/vegetation heights through the zoning code.
2. **Limit** – A *limit* recommendation is flexible. It means that impacts of the conflicting use on the scenic resource should be limited but not prohibited. It can be implemented by requiring building designs to reduce impacts on the resource or by allowing tree pruning or removal.
3. **Allow** – An *allow* recommendation means that the benefits of the conflicting uses outweigh the benefits of protecting the scenic resource. There are no restrictions on conflicting uses.
4. **Not Significant** – This category relates only to views. Tier III Upland Views, which are the lowest scoring of the views, are determined to be not significant. These are not included in the ESEE analysis and are not recommended for future protection.

Map 6, at the end of this section, shows the ESEE recommendations for all scenic resources. Below is a short summary of the results.

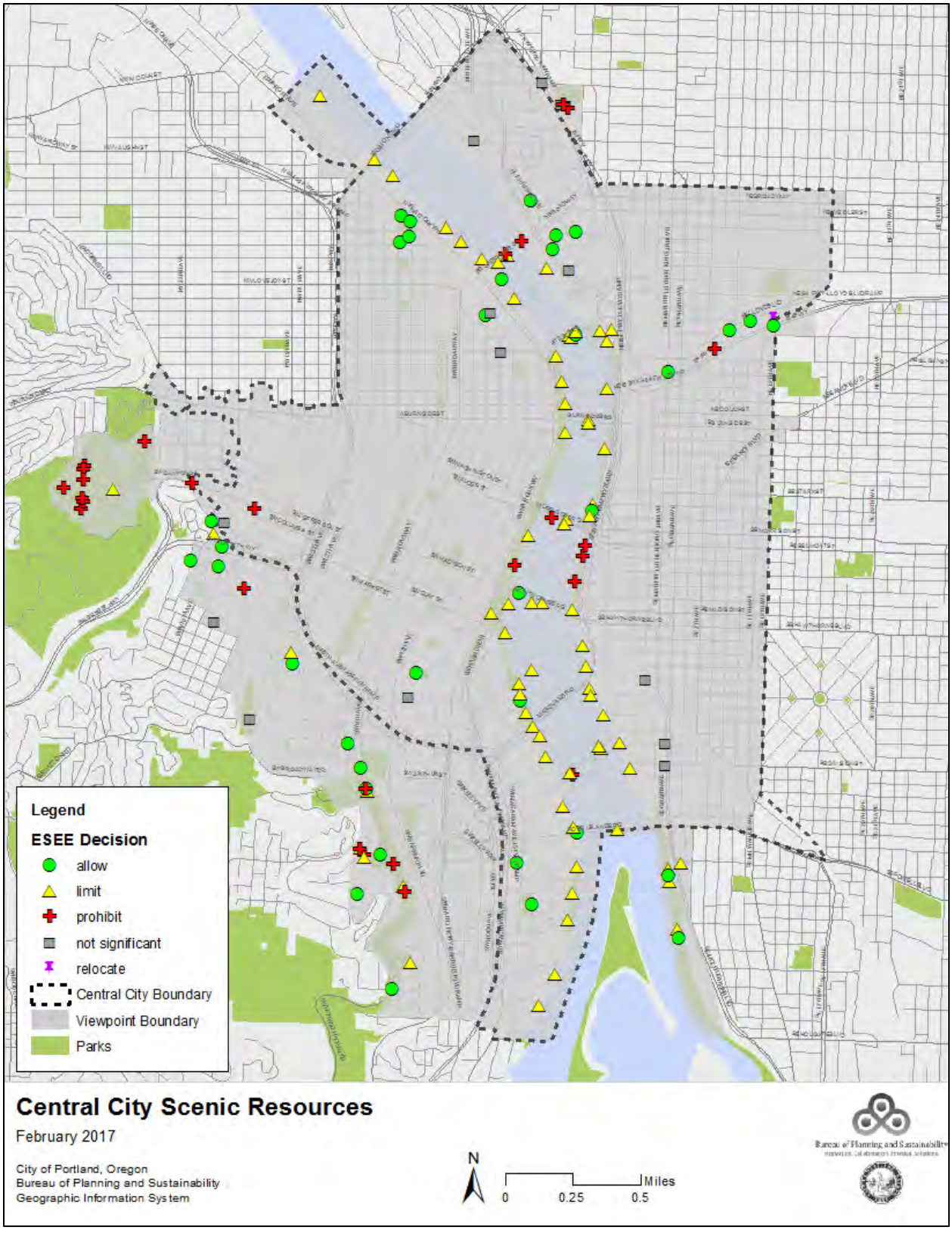
Views and Viewpoints

Tier I Upland and Group A River views of Mt Hood, Mt St Helens, Willamette River bridges, or the Central City skyline are recommended for the highest level of protection including prohibiting or limiting building and/or vegetation heights within one or more view corridors. Tier II Upland and Group B River views are also recommended for some limitations on building heights and/or vegetation. An allow

recommendation is made for most Group C River views. (As a reminder, Tier III Upland views were determined to be not significant.) Map 3 shows the ESEE decisions for each viewpoint and view.

The recommendation for a viewpoint itself is based on the recommendation for its respective view(s). For any view with a limit or prohibit recommendation, that recommendation applies to the viewpoint as well. The recommendation includes maintaining the viewpoint, relocating trash receptacles or fencing, relocating above ground utilities, signs or other discordant elements, and limiting the degree of shadow cast on the viewpoint. For undeveloped or underdeveloped viewpoints, viewpoint amenities should be added, such as a bench, lighting, informational plaque or telescope that both identify the viewpoint and enhance the overall viewing experience. For viewpoints on bridges, the Willamette Greenway Trail, sidewalks, or other areas that may lack a safe location to pull out of traffic and enjoy the view, a designated and marked location should be added. For all viewpoints, staff recommend improving ADA access.

There are some views from viewpoints located in places where, based on the current regulations, there will not be conflicting uses. For example, there are multiple viewpoints located along the Governor Tom McCall Waterfront Park seawall offering views of the Willamette River, bridges and the Central Eastside skyline. No buildings, utilities or fences will be built or vegetation planted in front of the viewpoints to block the views. Therefore there are no conflicting uses with most of these view corridors. Although there are no conflicting uses with the views, there may still be conflicting uses with the viewpoints such as the placement of fencing or garbage cans. For all of the views with no conflicting uses the ESEE recommendation to allow, limit or prohibit remains but no implementation actions may need to be put in place.



Map 3: View Corridor and Viewpoint ESEE Decisions

View Streets

The general recommendation for view streets is to limit building placement and massing and to limit vegetation that would block or substantially reduce the air space around the focal terminus of the view. For example, the recommendation may be to use tall trees, which could be limbed-up, in landscaping as a way to frame the view of a statue at the end of a street (see Figure 2). Another example is setting back buildings from the lot line and increasing the width of the public space along the street (see Figure 3). Map 4 shows the ESEE decisions for each view street.

Figure 2: Example of a View Street with Vegetation Framing a Focal Feature.

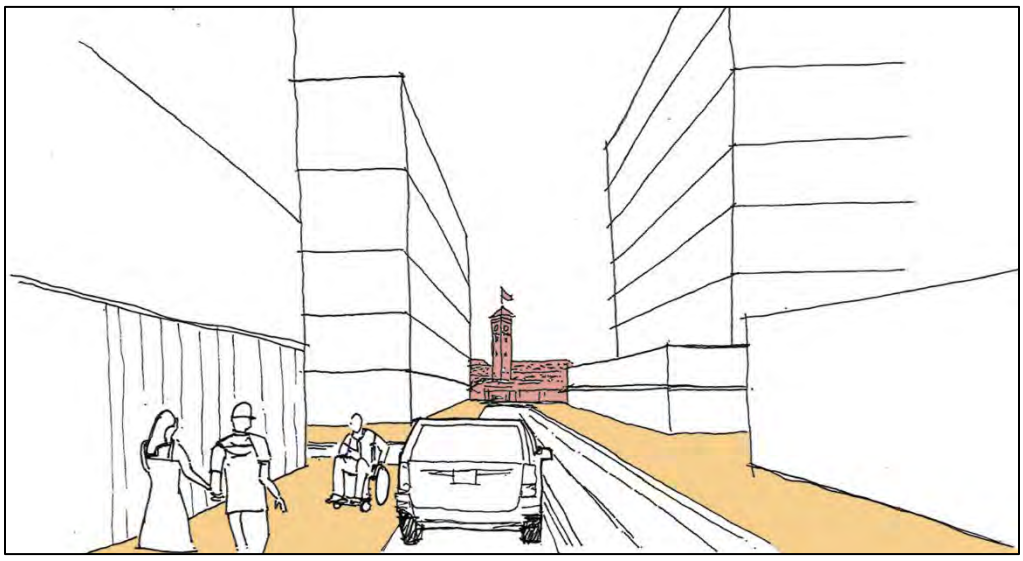
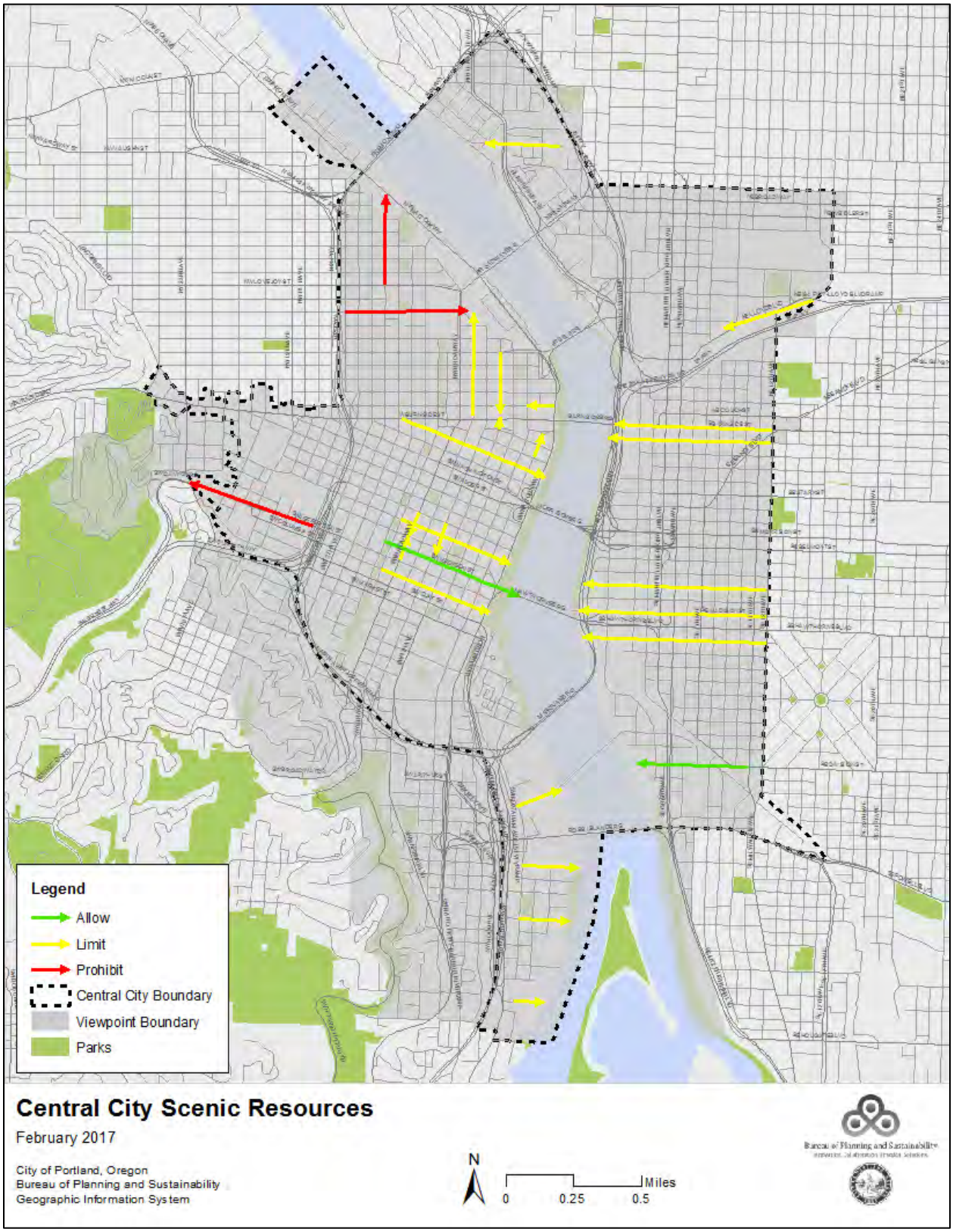


Figure 3: Example of a View Street with Air Space around a Focal Feature.



Map 4: View Street ESEE Decisions

Scenic Corridors

The recommendation for scenic corridors is to limit building placement and massing that would create a predominance of shade on the resources, particularly at developed viewpoints located along the corridor. In many situations the vegetation located along the scenic corridor is a primary or secondary feature of the resource itself and contributes to its scenic quality. However, in some instances the vegetation can become discordant; for example, if the vegetation were to block protected views extending from viewpoints located along the scenic corridor. In general, vegetation along a scenic corridor should be retained and only *conflicting* vegetation should be limited. Figure 4 shows an example of vegetation along a scenic corridor that contributes to the scenic quality and frames, but does not obstruct, the view from a designated viewpoint. Map 5 shows the ESEE decisions for each scenic corridor.

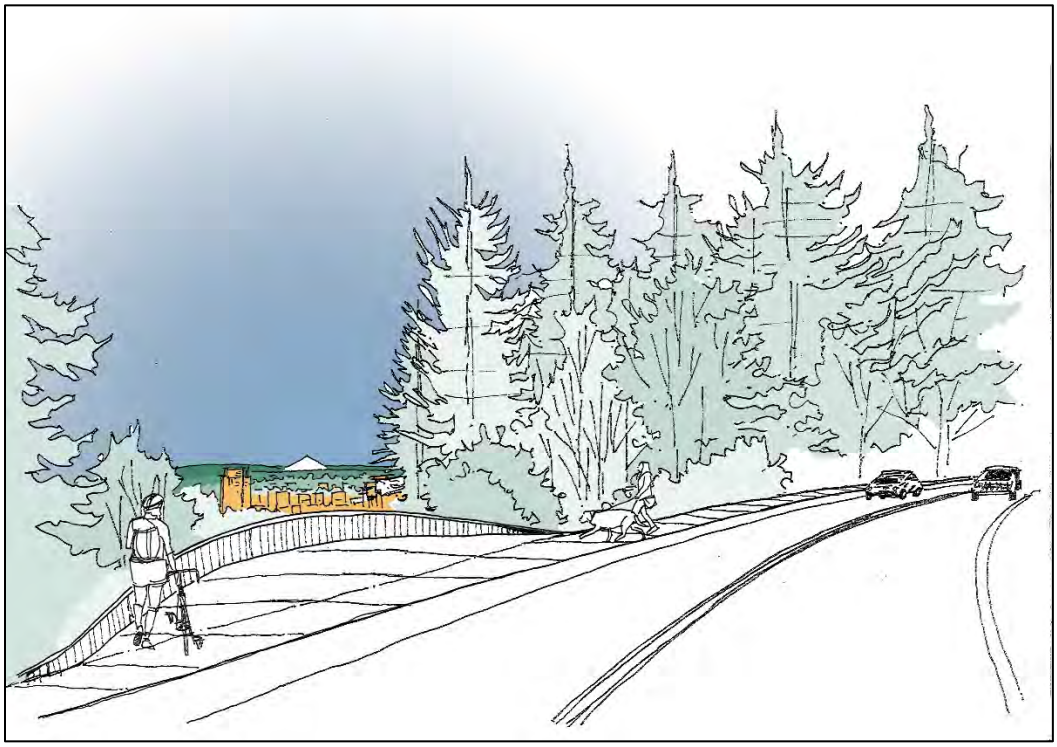
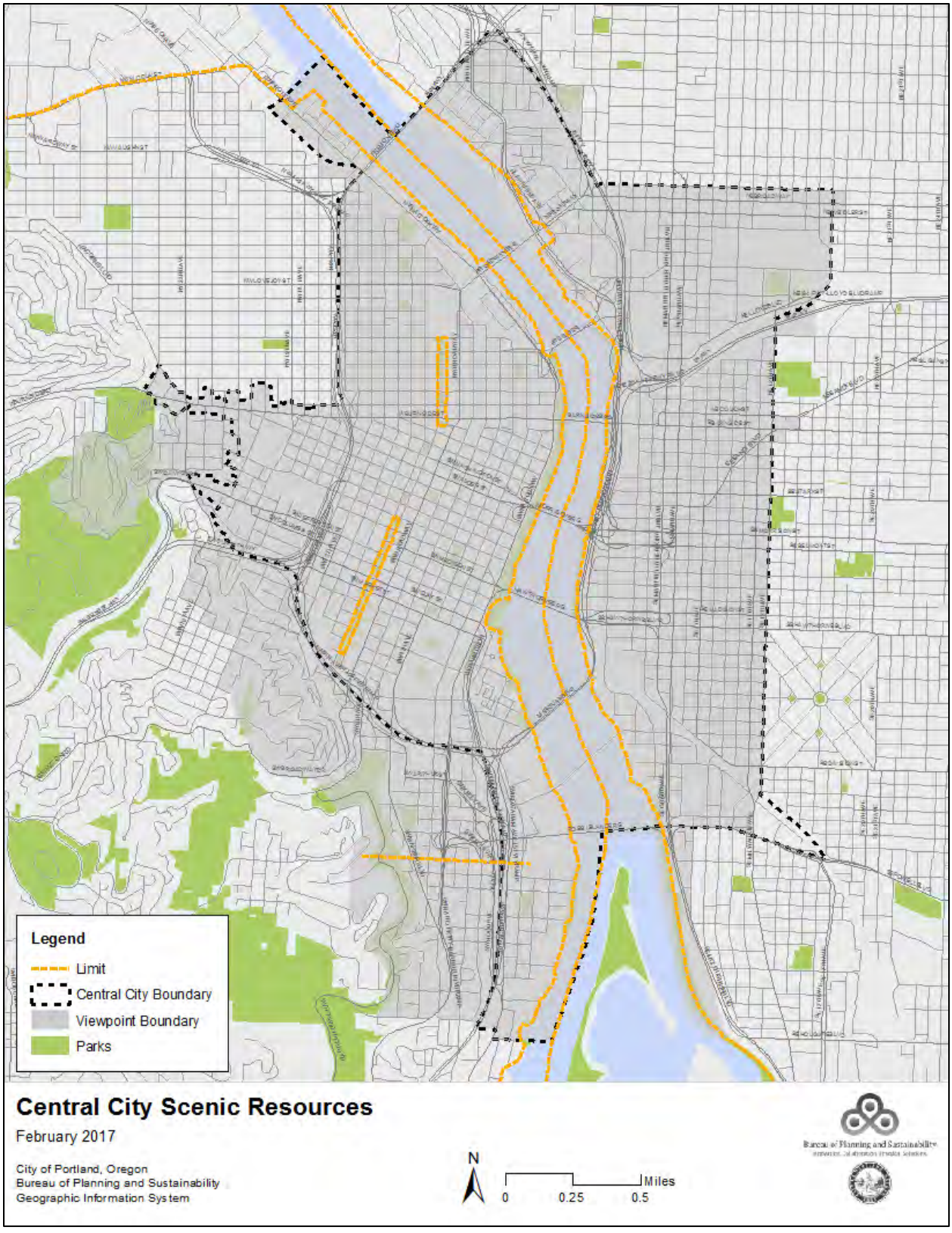


Figure 4: Example Scenic Corridor with Vegetation and Viewpoint.



Map 5: Scenic Corridors ESEE Decisions

Scenic Sites

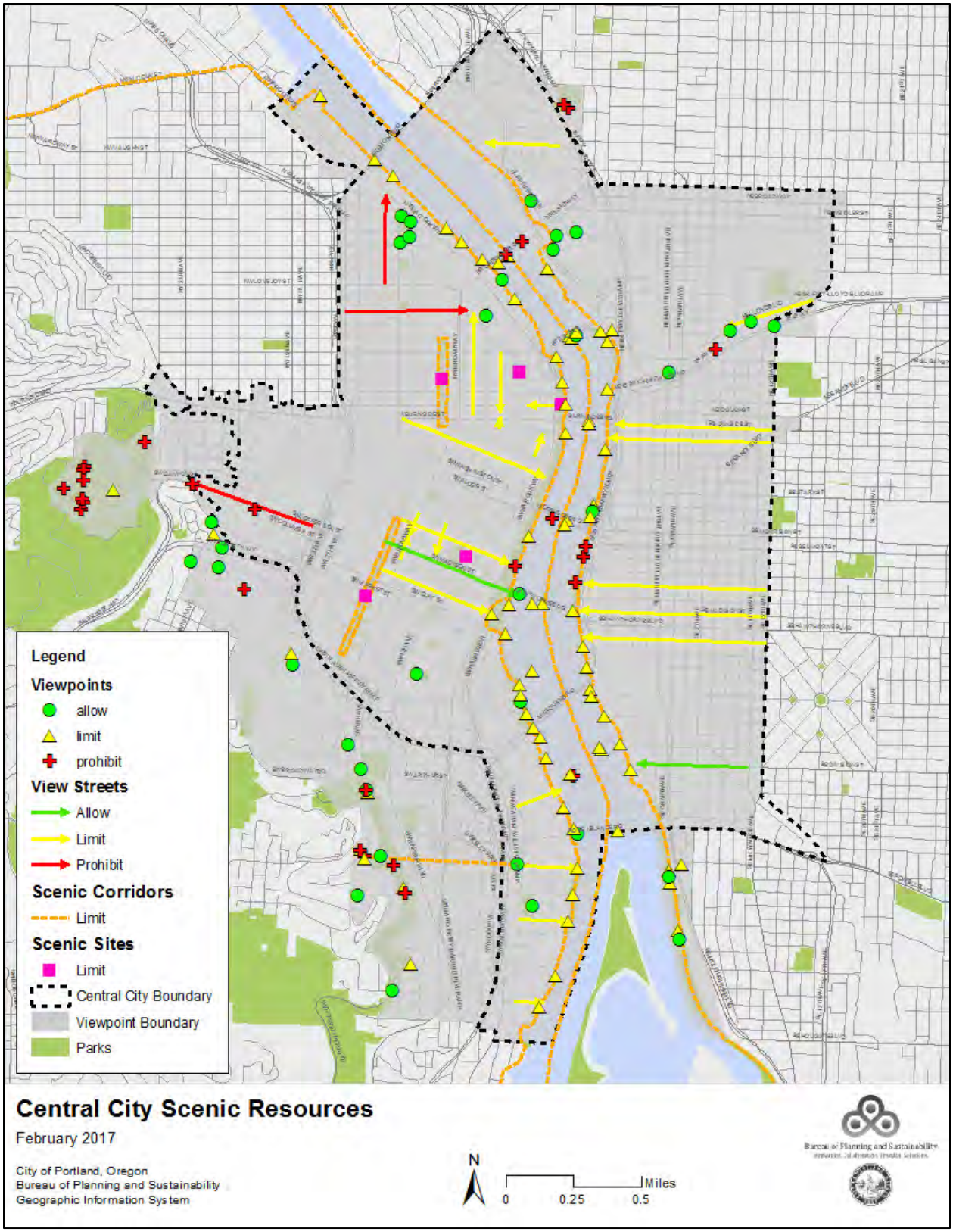
The scenic sites in the Central City are: the North Park Blocks, the South Park Blocks, Lan Su Chinese Garden, the Japanese American Historical Plaza, and the Mark O. Hatfield U.S. Courthouse 8th floor rooftop terrace sculpture garden. The sites are all in public ownership or under public management. The sites require no additional protections. However, surrounding buildings and vegetation could become conflicting uses with the scenic site if the building or vegetation would create a predominance of shade on the scenic site or restrict access to the site. The ESEE recommendation for scenic sites is to limit building massing and placement of large structure vegetation surrounding the sites.

Mark O. Hatfield U.S. Courthouse 8th floor rooftop terrace

Visual Focal Points

Visual focal points are things like Mt Hood, Mt St Helens, Tilikum Crossing, and the Salmon Street Springs fountain. They are the primary or secondary focal feature of a view or the focal terminus of a view street. The ESEE decision for a view or view street therefore extends to the visual focal point(s) identified for that view. There are no individual recommendations for visual focal points.

Map 6 shows all of the Central City scenic resources with their ESEE decisions.



Map 6: All Scenic Resources ESEE Decisions

3. View Corridors and Viewpoints Summary of ESEE Decisions

This section includes a summary of the ESEE decisions for viewpoints and view corridors in the Central City. The other scenic resources – view streets, scenic corridors, scenic sites and visual focal points – are addressed in Chapter 4.

Viewpoints and view corridors are protected by limitations on building and vegetation heights and by management of vegetation. The protected viewpoints and view corridors are addressed in the zoning code, Title 33, in three ways:

1. In Chapter 33.480, Scenic Resources, viewpoints and view corridors, as well as scenic corridors, have a scenic (s) overlay and associated zoning standards applied to the resources.
2. In Chapter 33.510, Central City, allowed building heights are adjusted based on the view corridors.
3. In Chapter 33.430, Environmental Zones, allows tree removal, with replacement, through a zoning standard.

Below is a summary of the protected viewpoints and view corridors. Please see Table 1 at the end of section B. For a full description of each individual view corridor decision, please see Part 3 of 3.

A. Policy Priorities

The policy priorities are intended to describe the general approach to protect views and viewpoints in and around the Central City. The description of the protected views and viewpoints refines the general policy priorities based on the *Central City Scenic Resources Economic, Social, Environmental and Energy Analysis* (ESEE).

Mountains

Surrounding Portland are mountains that help define the visual setting of the city. Mt Hood and Mt St Helens can be seen from various viewpoints that have been protected over time. These views are iconic to Portland and draw tourists to locations like the International Rose Test Garden in Washington Park. Continued protection of views of Mt Hood and Mt St Helens is a high priority. This can be achieved by limiting building and vegetation heights and allowing vegetation management within the view corridor. When possible, Mt Rainier, which can be seen to the west of Mt St Helens, should be included in the view corridor for Mt St Helens.

Mt Adams can also be seen from some upland viewpoints; however, Mt Adams is partially blocked by the foothills of the Cascades. Overall, views of Mt Adams are not a priority for protection. The exception is when there is a view of Mt Adams from an established and well visited viewpoint and the view has few conflicts with potential building height.

Mt St Helens with Mt Rainier in the view.

Central City Skyline and West Hills

Views of Portland's Central City skyline are a priority for protection. The skyline is evolving and will change over time. Today one building may be a dominant feature of the skyline, but 10 years from now a different building may dominate the view. The policy of protecting views of the Central City skyline is not intended to preserve a view of any single or mix of existing buildings but rather to protect wide views of the changing skyline. This can be achieved by limiting building and vegetation height near viewpoints and allowing vegetation management within the view corridor.

Central City skyline looking north.

From the east, looking west, the skyline is set against the backdrop of the West Hills. The contrast of built and natural features creates a dynamic view. Maintaining visual permeability between the buildings to the West Hills is a policy priority. This can be achieved by using a combination of setting building heights and floor-to-area ratios (FAR) that incentivize towers that occupy half or quarter blocks, rather than bulky buildings that occupy entire city blocks.

Central City skyline looking west, with West Hills in background.

Willamette River Bridges

Portland is also known as “Bridge City USA” because there are 12 bridges that cross the Willamette River, nine of which are located in the Central City. There are unique and significant views of the bridges. The Willamette River bridges can be seen in most views of and across the Central City. However, in many of the views bridges are contributing, not primary, features. Views of the Willamette River bridges are a priority when the bridge is a primary feature of the view. Generally, views of Willamette River bridges can be preserved by continued vegetation management.

View of Steel Bridge.

Views Unique to a Neighborhood

Portland's terrain includes hills on the west side of the Willamette River and flatter areas on the east side, with a few prominent buttes and ridges within or near the Central City. By virtue of the topography, there are many views from the West Hills to the Central City skyline and area mountains. This allows more flexibility when choosing which viewpoints and views to protect.

A large portion of the views from viewpoints in the West Hills are from small, neighborhood streets that primarily serve the residents near the viewpoint. Many of the viewpoints are difficult to find and lack infrastructure, like sidewalks, benches or nearby parking. Typically, vegetation growing on the hillside in front of the viewpoint is blocking or partially blocking the view. The slopes are very steep and the vegetation is providing slope stability, as well as stormwater management, air cooling and habitat. The priority is to choose to protect views that are more frequently used by the public, are more easily accessible and have developed viewpoints or are at locations where a viewpoint could be developed. Choosing one representative view to protect from like situations, such as nearby viewpoints with similar views, is recommended to minimize removal of vegetation on the steep slopes.

Due to the lower elevation of the Central City's eastside, there are not as many views from eastside neighborhoods to the Central City skyline or Willamette River bridges. When an upland view from the east looking west is identified, it is a priority for protection even if the viewpoint is not developed or frequently used.

View of Central City skyline and West Hills from Lillis Albina Park.

Developed and Frequently Visited Viewpoints

Portland has been protecting views for many years. There are long established, developed viewpoints with supporting infrastructure, such as benches or telescopes, throughout the Central City. Typically, these viewpoints have been invested in, are maintained as viewpoints, and exist in locations that are frequently visited by a high volume of people, such as the International Rose Test Garden, Terwilliger Boulevard and Governor Tom McCall Waterfront Park. Views from developed and frequently visited viewpoints are a priority for continued protection, maintenance, and investment.

View of Central City skyline and Mt St Helens from Terwilliger Boulevard developed viewpoint.

Terwilliger Boulevard scenic corridor developed viewpoint with off-street parking and sidewalk.

In some situations, there are views that are a priority for protection but the viewpoint itself is not developed. These viewpoints are typically in locations that lend themselves to easy access from multiple forms of transportation – vehicle, bus, bike, foot – and have enough space for supporting infrastructure such as adding a bench and informational sign.

View of Central City from Greenway Trail undeveloped viewpoint.

Greenway Trail undeveloped viewpoint.

B. Summary of ESEE Decisions

Table 1 and Map 7 are a summary of all of the ESEE recommendations for views and viewpoints in and around the Central City. There are four categories of recommendations:

1. **Prohibit** – The most stringent of the recommendations, *prohibit,* means that conflicting uses, including buildings and vegetation, should be prohibited from blocking or partially blocking the views of the primary focal features. A *prohibit* recommendation is typically narrowed to the most significant portion of the view, not the entirety of the view. A *prohibit* recommendation is implemented by setting maximum building/vegetation heights through the zoning code.
2. **Limit** – A *limit* recommendation is flexible. It means that conflicting uses should be limited within the view but not prohibited. It can be implemented by requiring building designs to reduce impacts on the view or by allowing tree pruning or removal within the view corridor.
3. **Allow** – An *allow* recommendation means that the benefits of the conflicting uses outweigh the benefits of protecting the view. There are no restrictions on conflicting uses. In some situations, it may be recommended that a viewpoint be maintained as long as the view remains, but eventually the view may be blocked.
4. **Not Significant** – Tier III Upland Views, which are the lowest scoring of the views, are determined to be not significant. These are not included in the ESEE analysis and are not recommended for future protection.

When there is more than one primary focal feature in the view, there may be more than one recommendation. For example, the view from one viewpoint may include Mt Hood, the Willamette River and the Central City skyline. Based on the ESEE analysis, it may be determined that protecting the view of Mt Hood will have too large of an economic impact on future development. Therefore, the view of Mt Hood may receive an *allow* recommendation, while the view of the Willamette River and Central City skyline may receive a *limit* recommendation.

The table includes two types of implementation tools: height limits (applied to both structures and vegetation) and vegetation management. An X indicates that the zoning is updated to implement the ESEE decision. For some views, the implementation is NCU, meaning “no conflicting use.” There are two different kinds of situations where there are no conflicting uses in the Central City:

1. **Viewpoints located near or over the Willamette River.** There are viewpoints located on bridges, along a seawall or pilings, or on a structure that extends out over the riverbank or water. No conflicting buildings, vegetation, or utilities could be placed within the view corridor. There may be a need to limit conflicting uses such as a tall sign on a dock or the placement of garbage cans or fencing that would negatively impact the viewpoint or view.
2. **Views protected by current regulations.** There are viewpoints located in the West Hills that are at a high enough elevation that the existing regulations on building heights in the Central City keep the view corridor clear of conflicting uses.

Views with no conflicting uses retain the ESEE decision of allow, limit or prohibit. If circumstances change in the future, the implementation tool may need to be updated to reflect the ESEE decision. For example, if building heights were adjusted to allow taller buildings that may impact a view with a prohibit decision, the ESEE decision for that view corridor should be implemented by limiting building heights. Another example, if a floating structure, such as a maritime museum, were to be permanently

moored on the Willamette River within a view corridor with a prohibit or limit recommendation, the ESEE decision should be implemented to protect the view.

For any view with a *limit* or *prohibit* recommendation, that recommendation applies to the viewpoint as well as the view corridor. The recommendation for the viewpoints includes ongoing maintenance, relocating trash receptacles, and limiting the degree of shadow cast on the viewpoint. For undeveloped or underdeveloped viewpoints, viewpoint amenities should be added, such as a bench, lighting, informational plaque or telescope, which both identify the viewpoint and enhance the overall viewing experience. Figures 5 and 6 provide an example of a viewpoint before and after development. For viewpoints on bridges, the Willamette Greenway Trail, sidewalks, or other areas that may lack a safe location to pull out of traffic and enjoy the view, a designated and marked location should be added. For all viewpoints, staff recommend improving ADA access.

Figure 5: Example of an Undeveloped Viewpoint

Figure 6: Example of the Viewpoint after Development – includes viewpoint amenities (bench, sign) and landscaping that does not conflict with the view corridor

Table 1 provides a summary of the ESEE decisions for views and viewpoints. The table includes the viewpoint identification number, the location of the viewpoint, the focal features of the view from that viewpoint, the ESEE decision, an explanation of the decision and the recommended tools to implement the decision. Some viewpoints have multiple views. For example, the viewpoint NW13, which is located on the Greenway Trail just north of the Broadway Bridge, has a view of the Willamette River, the Broadway Bridge and the Freemont Bridge. There may be a single ESEE decision that applies to all of the views or different ESEE decisions for each view.

There are two implementation tools: height limits (applied to both structures and vegetation) and vegetation management. When there is an "X" in the column that means that the view should be protected using that tool. When there is "NCU" that means that the view should be protected but the current location of the viewpoint means that there are no conflicting uses. For example, a viewpoint that is located on the seawall at Governor Tom McCall Waterfront Park will not have the view of the Willamette River blocked by vegetation and therefore there is no conflicting use associated with vegetation. In the case where there is no conflicting use with building height that is because the current allowed heights set in the Central City are already protective of the view. However, in the future, if the allowed heights were changed then the heights could become conflicting with the view.

Table 1: Viewpoint and View Corridor Summary of ESEE Decisions							
Viewpoint ID		**Location**	**Focal Features**	**ESEE Recommendation**		**Implementation Tools**	
				Decision	**Explanation**	**Height Limit**	**Vegetation Management**
N	01	N Russell St under I5	Fremont Bridge	not significant	Tier III		
N	02	Lillis Albina Park	Fremont Bridge	prohibit	This is a view of the Fremont Bridge from Lillis Albina Park. The view crosses an industrial area. The view corridor analysis shows no impact on development capacity. Maintain a view of the Fremont Bridge by adding height limits. Upgrades to the park should include developing a formal viewpoint with a bench and marker.	X	X
N	03	N Commercial Ave at Lillis Albina Park	Central City Skyline	not significant	Tier III		
N	04	Lillis Albina Park	Central City Skyline	prohibit	There is currently a height limit to maintain a view from Lillis Albina park to the Central City skyline. The policy was reinforced during the N/NE Quadrant Plan. The extent of the view corridor has been adjusted based on the current scenic resources inventory. Maintain a view of the Central City skyline and adjust building heights accordingly. Upgrades to the park should include developing a formal viewpoint with a bench and marker.	X	X
N	05	N Tillamook at N Lewis	Fremont Bridge	not significant	Tier III		
N	07	N Larrabee Ave – N Dixon/N Hancock	Central City Skyline	allow	This previously protected view is compromised by development along the river and the viewpoint is not located in a heavily visited location. There are better views from the Broadway Bridge and along the Greenway Trail. Remove height limits.		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
N	09	N Winning Way & N Flint Ave	Broadway Bridge	allow	Viewpoints N09, N10 and N12 are located in the same vicinity and are views of the Broadway Bridge and the Central City skyline. The views were rated as Tier II and the viewpoints are not located in a frequently visited location. There are better views along the Greenway Trail alignment.		
N	10	N Larrabee Ave & N Winning Way	Central City Skyline, Broadway Bridge	allow			
N	11	Broadway Bridge – north side	Central City Skyline, Fremont Bridge	limit, prohibit	Viewpoint located on bridge; no height limits or vegetation management necessary.	NCU	NCU
N	12	N Larrabee Ave & N Interstate Ave	Central City Skyline, Broadway Bridge	allow	See notes for N09 and N10.		
N	13	N Drexler Dr & N Interstate Ave	Central City Skyline	not significant	Tier III		
N	14	N Thunderbird Way	Central City Skyline	limit	This viewpoint is located along the future Greenway Trail alignment. Immediately in front of the view corridor is the railroad and then the river. No height limits are necessary. The exact location of the viewpoint should be determined when the Greenway Trail is developed. A formal viewpoint should be developed including space for people to move out of the flow of traffic and a bench and marker. Vegetation should be managed to maintain the view.		X
N	15	Steel Bridge – north side, east	Willamette River	limit	Viewpoint located on bridge; no height limits or vegetation management necessary.		NCU

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
NW	1	Riverscape Pier	Willamette River	limit	Viewpoint located on pier overlooking the river; no height limits or vegetation management necessary.		NCU
NW	2	Greenway Trail West – Fremont Bridge	Willamette River	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
NW	4	Greenway Trail West – south Fremont Bridge	Willamette River	limit	Viewpoint located on pier overlooking the river; no height limits or vegetation management necessary.		NCU
NW	5	The Fields Park	Fremont Bridge	allow	The economic benefits of redeveloping the impacted Buildable Lands Inventory (BLI) site outweigh protecting this Tier II view. In addition, there are multiple other views of Fremont Bridge from the Greenway Trail and bridges.		
NW	6	The Fields Park	Broadway Bridge	allow	This is a Tier II view at an undeveloped viewpoint. In addition, the view of the bridge is obscured by development.		
NW	7	Greenway Trail West – NW 9th Ave	Willamette River	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
NW	8	The Fields Park	Fremont Bridge	allow	The economic benefit of redeveloping the impacted Buildable Lands Inventory (BLI) site outweighs protecting this Tier II view. In addition, there are multiple other views of Fremont Bridge from the Greenway Trail.		
NW	9	Greenway Trail West – NW Northrup St	Willamette River, Fremont Bridge, Broadway Bridge	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
NW	10	The Fields Park	Centennial Mills	allow	This historic Centennial Mills building, which is the focal feature of this view, will be demolished in the near future.		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
NW	11	Broadway Bridge – north side	Willamette River, Fremont Bridge	prohibit	Viewpoint located on bridge; no height limits or vegetation management necessary.	NCU	NCU
NW	12	Broadway Bridge – south side	Willamette River, Steel Bridge	limit	Viewpoint located on bridge; no height limits or vegetation management necessary.		NCU
NW	13	Greenway Trail West – north Broadway Bridge	Willamette River, Broadway Bridge, Fremont Bridge	limit	Viewpoint located on a pier over the river; no height limits or vegetation management necessary.		NCU
NW	14	Broadway Bridge – south side	Willamette River, Mt Hood	limit, allow	Viewpoint located on bridge; no height limits or vegetation management necessary.		NCU
NW	15	Greenway Trail West – south Broadway Bridge	Willamette River	allow	Viewpoint located on a pier over the river; no height limits or vegetation management necessary.		
NW	16	Greenway Trail West – Pearl pedestrian crossing	Willamette River, Broadway Bridge, Steel Bridge	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
NW	17	Union Station pedestrian bridge – east	Central City Skyline	not significant	Tier III		
NW	18	Union Station pedestrian bridge – west	Broadway Bridge, Fremont Bridge	allow	This is a Tier II view at an undeveloped viewpoint in a location not frequently visited by a lot of people. The view of the bridges is adequate, but there are much better views of bridges in many other locations.		
NW	19	Steel Bridge – north side, center	Willamette River	limit	Viewpoint located on bridge; no height limits or vegetation management necessary.		NCU
NW	20	Steel Bridge – south side (upper deck), center	Willamette River	limit	Viewpoint located on bridge; no height limits or vegetation management necessary.		NCU

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
NW	21	NW Glisan Street and NW 4th Ave	Union Station	not significant	Tier III		
NW	22	Greenway Trail West – south of Steel Bridge	Willamette River	limit	Viewpoint located on a seawall; no height limits or vegetation management necessary.		NCU
NW	23	Greenway Trail West – stairs near NW Everett Street	Willamette River	limit	Viewpoint located on a seawall; no height limits or vegetation management necessary.		NCU
NW	24	Greenway Trail West – NW Couch Street	Willamette River	limit	Viewpoint located on a seawall; no height limits or vegetation management necessary.		NCU
NE	1	NE 12th Ave I-84 overpass – west side, north	Central City Skyline	prohibit	There are 4 viewpoints in the same area with a very similar view: NE01, NE02, NE03 and NE05. The experts rated NE01 and NE05 as the best views; these were further evaluated for impacts to Buildable Lands Inventory (BLI) sites. Between NE01 and NE05, NE01 had fewer BLI impacts. In addition, there is an opportunity to move NE01 to a new bike/pedestrian bridge connecting NE 7th Avenue over Interstate 84. The new bridge will be the primary bicycle and pedestrian crossing of I– 84 and can be designed to incorporate a formal viewpoint separated from lanes of travel. Building heights should be adjusted to protect views of the Central City skyline from the relocated NE01 viewpoint.	X	X
NE	2	NE Lloyd Blvd – west of NE 11th		allow			
NE	3	NE 12th Ave I-84 overpass – west side, south		allow			

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
NE	4	Greenway Viewpoint at Peace Park	Central City Skyline, Steel Bridge	limit	View crosses rights- of-way and Greenway Trail; no conflicting uses associated with building heights. Vegetation should be managed to maintain the view.		X
NE	5	NE Lloyd Blvd – west of NE 9th	Central City Skyline	allow	See notes for NE01-03.		
NE	6	Mid-ramp on bike/ped path to Steel Bridge	Central City Skyline, Steel Bridge	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
NE	7	Steel Bridge – lower deck, center	Willamette River	allow	Viewpoint located on a bridge; no height limits or vegetation management necessary.		
NE	8	Eastbank Esplanade – south of Steel Bridge	Central City Skyline, Steel Bridge	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with a bench and marker.		X
NE	9	NE MLK Jr Blvd & I-84 overpass	Central City Skyline	allow	This is a Tier II view of the Central City skyline. There are viewpoints located at the NE 12th Street/I84 overpass that provide a better view of the Central City skyline and are recommended for protection.		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
NE	10	Duckworth Dock – south end	Willamette River	limit	Viewpoint located on a dock over the river; no height limits or vegetation management necessary.		NCU
NE	11	Burnside Bridge – north side, center	Willamette River	limit	Viewpoint located on a bridge; no height limits or vegetation management necessary.		NCU
SE	01	Burnside Bridge – south side, center	Willamette River	limit	Viewpoint located on a bridge; no height limits or vegetation management necessary.		NCU
SE	02	Eastbank Esplanade – south of Burnside Bridge	Willamette River	limit	Viewpoint located on a platform over the river; no height limits or vegetation management necessary.		NCU
SE	03	Eastbank Esplanade – at SE Washington Street	Central City Skyline, Willamette River, Morrison Bridge	limit	There are 3 viewpoints located along the Greenway Trail in close proximity and with a similar view: SE03, SE04 and SE05. The northern and southern are developed as viewpoints. The middle, SE04, is a seating area along the trail.		X
SE	04	Eastbank Esplanade – between SE Washington & Alder Streets		allow			
SE	05	Eastbank Esplanade – at SE Alder Street		limit			X
SE	06	Morrison Bridge – north side, east	Willamette River	limit	Viewpoint located on a bridge; no height limits or vegetation management necessary.		NCU

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SE	07	Morrison Bridge – south side, east	Willamette River, Mt Hood	limit, allow	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. All were evaluated to determine if one or two have a minimal impact on Buildable Lands Inventory (BLI) sites and therefore could be protected by limiting building height in the Central Eastside. The economic analysis results showed that protection of any of the views would have a significant impact on development at BLI sites. The viewpoints located on the Tilikum Crossing (see SE21 and SW46) had the least impact. Recommendation: allow building heights to impact the view of Mt Hood from SE07. The viewpoint is located on a bridge, therefore neither height limits nor vegetation management are necessary to protect views of the Willamette River.		NCU
SE	08	Eastbank Esplanade – south of SE Belmont Street	Central City Skyline, Willamette River, Hawthorne Bridge	prohibit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with a bench and marker.	NCU	X
SE	09	Eastbank Esplanade – at SE Yamhill Street	Central City Skyline, Willamette River, Hawthorne Bridge	prohibit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with a bench and marker.	NCU	X

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SE	10	Eastbank Esplanade – at SE Salmon Street	Central City Skyline, Willamette River, Hawthorne Bridge	prohibit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.	NCU	X
SE	11	Eastbank Esplanade – Fire Station	Willamette River	limit	Viewpoint located on a platform over the river; no height limits or vegetation management necessary.		NCU
SE	12	Greenway Trail East – at Holman Dock	Central City Skyline, Willamette River, Hawthorne Bridge	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SE	13	Greenway Trail East – OMSI north of Marquam Bridge	Central City Skyline, Willamette River, Hawthorne Bridge	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with a bench and marker.		X
SE	14	SE Stephens Street & SE 3rd Avenue	Tilikum Crossing	not significant	Tier III		
SE	15	Greenway Trail East – OMSI north point	Willamette River, Tilikum Crossing	limit	Viewpoint located on a platform over the river; no height limits or vegetation management necessary.		NCU
SE	16	Greenway Trail East – OMSI middle point	Willamette River, Tilikum Crossing	limit	Viewpoint located on a platform over the river; no height limits or vegetation management necessary.		NCU
SE	17	Greenway Trail East – OMSI south point	Willamette River, Tilikum Crossing	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SE	18	Tilikum Crossing – north side, east	Willamette River	limit	Viewpoint located on bridge; no height limits or vegetation management necessary.		NCU

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SE	19	Greenway Trail East – at SE Caruthers Street	Willamette River, Tilikum Crossing	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SE	20	MLK Viaduct above SE Caruthers Street	Tilikum Crossing	not significant	Tier III		
SE	21	Tilikum Crossing – south side, east	Willamette River, Mt Hood	limit, allow	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. All were evaluated to determine if one or two have a minimal impact on BLI sites and therefore could be protected by limiting building height in the Central Eastside. The economic analysis results showed that protection of any of the views would have a significant impact on development at Buildable Lands Inventory (BLI) sites. However, the viewpoints located on the Tilikum Crossing are large developed viewpoints with significant use by pedestrians and bicyclists. In addition, views of Mt Hood from this general area are culturally significant to Native Americans. It is recommended that the view of Mt Hood from SW46 be protected by limiting building heights in the Central Eastside. SE21 was not chosen because the development sites within view SW46 are larger and allow more flexibility to redistribute building height and because SW46 includes more water within the view and therefore provides more scenic quality than SE21.		NCU
SE	22	Greenway Trail East – between SE Division Place and SE Ivon Street	Tilikum Crossing, Ross Island Bridge	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SE	23	MLK Viaduct above SE Division Place	Tilikum Crossing	not significant	Tier III		
SE	24	Ross Island Bridge – north side, center	Willamette River	limit	Viewpoint located on a bridge; no height limits or vegetation management necessary.		NCU
SE	25	Brooklyn Community Garden - SE Franklin Street at SE McLoughlin Blvd	Central City skyline	limit	This is a Tier II view at an undeveloped viewpoint; however, it is the only view of the Central City from the Brooklyn neighborhood.		X
SE	26	Springwater Corridor – between SE Franklin & Haig Streets, north point	Willamette River, Ross Island Bridge, Ross Island	limit	There are three developed viewpoints located along this section of the Springwater Corridor. The recommendation is to manage vegetation to maintain the views from SE26 and SE28.		X
SE	27	Springwater Corridor – between SE Franklin & Haig Streets, middle point		allow			
SE	28	Springwater Corridor – between SE Franklin & Haig Streets, south point	Willamette River, Ross Island, South Waterfront Skyline	limit			X
SE	29	Springwater Corridor – near SE Rhone Street, north point	Willamette River, Ross Island, South Waterfront Skyline	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SE	30	Springwater Corridor – near SE Rhone Street, south point	Central City skyline	allow	The view to the Central City Skyline is compromised by vegetation on Ross Island. This viewpoint should be considered with the Willamette River South Reach as a view of the Holgate Channel and Ross Island.		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	01	Greenway Trail West – at SW Ankeny Street	Willamette River, Mt Hood	limit, allow	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. All were evaluated to determine if one or two have a minimal impact on Buildable Lands Inventory (BLI) sites and therefore could be protected by limiting building height in the Central Eastside. The economic analysis results showed that protection of any of the views would have a significant impact on development at BLI sites. The viewpoints located on the Tilikum Crossing (see SE21 and SW46) had the least impact. Recommendation: allow building heights to impact the view of Mt Hood from SW01.		NCU
SW	02	Lewis and Clark – Monument at SW Park Place	Mt Hood	prohibit	Though the view of Mt Hood is compromised by development, this is a frequently visited, accessible viewpoint at the entrance to Washington Park. Recommendation: Height limits should be retained and vegetation should be managed to maintain a view of Mt Hood.	X	X
SW	03	International Rose Test Garden – north side, picnic tables	Mt Hood	prohibit	There are no conflicting uses associated with building heights. However, vegetation should be managed to maintain the view of Mt Hood.	NCU	X
SW	04	International Rose Test Garden – top of stairs near telescope	Mt Hood, Central City Skyline	prohibit, limit	Building heights should be limited and vegetation should be managed to protect the view of Mt Hood.	X	X
SW	05	International Rose Test Garden – top of stairs above gazebo	Mt Hood, Central City Skyline	prohibit, limit	Building heights should be limited and vegetation should be managed to protect the view of Mt Hood.	X	X

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	06	Portland Japanese Garden	Mt Hood, Central City Skyline	prohibit, limit	There are no conflicting uses associated with building heights. However, vegetation should be managed to maintain the view of Mt Hood.	NCU	X
SW	07	SW Sherwood Blvd above reservoir 4	Vista Bridge, Central City Skyline	limit	Undeveloped viewpoint along street near Rose Garden. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker.		X
SW	08	Morrison Bridge – south side, west	Willamette River	prohibit	Viewpoint located on a bridge; no height limits or vegetation management necessary.	NCU	NCU
SW	09	International Rose Test Garden – near garden store, north point	Mt Adams	prohibit	There are no conflicting uses associated with building heights. However, vegetation should be managed to maintain the view of Mt Adams.	NCU	X
SW	10	International Rose Test Garden – near garden store, south point	Mt Hood City Skyline	prohibit, allow	Located at the Garden Store is a large viewing area with seating and two telescopes. Historically, the viewpoint offered a wide view of Mt Hood and the Central City skyline; the skyline is no longer visible. Building heights should be limited and vegetation should be managed to protect the view of Mt Hood. The view of the Central City skyline should not be re-established because it would require significant tree removal on a steep slope.	X (Mt Hood)	X (Mt Hood)

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	11	Greenway Trail West – between SW Morrison & Yamhill Streets	Willamette River Mt Hood	limit, allow	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. All were evaluated to determine if one or two have a minimal impact on Buildable Lands Inventory (BLI) sites and therefore could be protected by limiting building height in the Central Eastside. The economic analysis results showed that protection of any of the views would have a significant impact on development at BLI sites. The viewpoints located on the Tilikum Crossing (see SE21 and SW46) had the least impact. Recommendation: allow building heights to impact the view of Mt Hood from SW11.		NCU
SW	12	Washington Park – Zoo Train station by rose garden	Mt St Helens City Skyline	prohibit, allow	Located at the terminus of the Zoo Train is a large viewing area. Historically, the viewpoint offered a wide view of Mt St Helens and the Central City skyline; the skyline is no longer visible. There are no conflicting uses with current building heights but vegetation should be managed to protect the view of Mt St Helens. The view of the Central City should not be re-established because it would require significant tree removal on a steep slope.	NCU	X (Mt St Helens)
SW	13	SW Vista Ave north of SW Montgomery Drive – north point	Mt St Helens, Central City Skyline	allow	Viewpoints SW13 and SW16 are next to each other. SW16 has a limit recommendation because it is located at the top of a public staircase.		
SW	14	SW Market Street Drive above SW 20th Avenue		not significant	Tier III		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	15	Vista Bridge – east side, center	Mt Hood, Central City Skyline	prohibit limit	This is a historic and iconic view of Portland and Mt Hood from a frequently used location. It is recommended that the developed viewpoint be re-opened to the public.	X	X
SW	16	SW Vista Ave north of SW Montgomery Drive – above stairs	Mt St Helens, Central City Skyline	prohibit limit	Viewpoints SW13 and SW16 are next to each other. SW16 has a limit recommendation because it is located at the top of a public staircase. No conflicting uses associated with building heights.	NCU	X
SW	17	Greenway Trail West – at Salmon Street Springs	Willamette River, Mt Hood	limit, allow	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. It is a priority to protect a view of Mt Hood from the Willamette River. Viewpoint SW17 is located in Governor Tom McCall Waterfront Park at Salmon Springs. This regional tourist attraction is visited by tens of thousands of people every year. The viewpoint is developed with a wide seating area and two telescopes. It is also located at the terminus of SW Salmon Street, which is a view street and river access way. Protecting the view of Mt Hood from SW17 would require significantly lower building heights around NE MLK and NE Grand streetcar corridor, resulting in a loss of up to 10 stories of development per site. Due to the economic impacts, the recommendation is to not protect the view of Mt Hood from SW17. Please also see notes for SW46.	NCU	NCU

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	18	SW Mill Street Terrace	Central City Skyline	allow	This is a Tier II view at an undeveloped viewpoint with low use. Development blocks the historic view of Mt Hood. The view of the Central City skyline is adequate, but there are much better views of the skyline in many other locations that are easier to access.		
SW	19	SW Montgomery Drive north of SW Carter Lane	Mt Hood, Central City Skyline	allow	This is a Tier II view at an undeveloped viewpoint with low use. In addition, it would require significant vegetation removal on a steep slope to reestablish the view.		
SW	21	SW Montgomery Drive – at Frank L Knight City Park	Central City Skyline	allow	This is a Tier II view at an undeveloped viewpoint that serves just the local neighborhood. In addition, it would require significant vegetation removal on a steep slope to reestablish the view.		
SW	23	Hawthorne Bridge – north side, west	Willamette River	allow	Viewpoint located on a bridge; no height limits or vegetation management necessary.		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	24	SW Upper Hall Street hairpin turn	Mt St Helens, Central City Skyline Mt Hood, Mt Adams	prohibit limit	This viewpoint offers one of the most expansive views of the Central City skyline and area mountains from within the Central City. However, the viewpoint has limited access and is not frequently visited. Staff recommend retaining height limits within the view corridor to the Central City skyline and adding new height limits within view corridor to Mt St Helens. Staff recommend removing the height limits within the view corridor to Mt Hood because there are many views of Mt Hood from viewpoints in the West Hills that receive much more frequent use as a viewpoint. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker	X (Mt St Helens, Central City Skyline)	X (Mt Hood, Mt Adams)
SW	25	Hawthorne Bridge – south side, center	Willamette River	limit	Viewpoint located on a bridge; no height limits or vegetation management necessary.		NCU

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	26	Hawthorne Bridge – north side, center	Willamette River, Mt Hood	limit, allow	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. All were evaluated to determine if one or two have a minimal impact on Buildable Lands Inventory (BLI) sites and therefore could be protected by limiting building height in the Central Eastside. The economic analysis results showed that protection of any of the views would have a significant impact on development at BLI sites. The viewpoints located on the Tilikum Crossing (see SE21 and SW46) had the least impact. Recommendation: allow building heights to impact the view of Mt Hood from SW26. Because the viewpoint is located on a bridge, there are no conflicting uses with the view of the Willamette River.		NCU
SW	27	Greenway Trail West – north of the Hawthorne Bowl	Willamette River	limit	Viewpoint located on a seawall; no height limits or vegetation management necessary.		NCU
SW	28	Hawthorne Bowl – palm tree planter	Willamette River, Hawthorne Bridge	limit	View across Hawthorne Bowl. No height limits are necessary; vegetation should be managed to protect the view of the river and bridge.		X
SW	29	Greenway Trail West – at SW Clay Street	Willamette River, Hawthorne Bridge, Riverplace Marina	limit	Two views from one developed viewpoint along Greenway Trail. No height limits are necessary; vegetation should be managed to protect the view of the river, Hawthorne Bridge, and marina.		X
SW	30	SW 18th Ave – at SW Clifton Street	Mt St Helens	not significant	Tier III		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	31	SW Cardinell Drive – at top of stairs	Central City Skyline	limit	Viewpoints SW31 and SW33 are near each other and provide very similar views. Both require vegetation maintenance on a steep slope to preserve the view. SW31 has a limit recommendation because it is located at the top of a public staircase and therefore more accessible than SW33 which has an allow recommendation.		X
SW	32	Riverplace South Public Dock – at end of dock	Willamette River	limit	Viewpoint located on a dock over the river; no height limits or vegetation management necessary.		NCU
SW	33	SW Rivington Drive	Central City Skyline	allow	See notes for SW31.		
SW	34	Lovejoy Fountain	Mt Hood	allow	Not a developed viewpoint, many impacts on BLI sites.		
SW	35	Greenway Trail West – South of Riverplace	Willamette River	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SW	36	Greenway Trail West – Montgomery St Gardens	Willamette River, Mt Hood	limit, allow	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. All were evaluated to determine if one or two have a minimal impact on Buildable Lands Inventory (BLI) sites and therefore could be protected by limiting building height in the Central Eastside. The economic analysis results showed that protection of any of the views would have a significant impact on development at BLI sites. The viewpoints located on the Tilikum Crossing (see SE21 and SW46) had the least impact. Recommendation: allow building heights to impact the view of Mt Hood from SW36.		X

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	37	SW Lincoln St – Pedestrian Trail		not significant	Tier III		
SW	38	Greenway Trail West – Pedestrian Trail	Mt Hood	allow	Not a developed viewpoint, many impacts on Buildable Lands Inventory (BLI) sites. See notes for SE07.		
SW	39	Greenway Trail West – north of Marquam Bridge	Willamette River	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SW	40	Greenway Trail West – SW Hall St	Willamette River	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SW	41	SW Davenport St – at Governors Park		not significant	Tier III		
SW	42	Greenway Trail West – south of Marquam Bridge	Tilikum Crossing	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker.		X
SW	43	Tilikum Crossing – northwest	Willamette River	limit	Viewpoint located on a bridge; no height limits or vegetation management necessary.		NCU
SW	44	Greenway Trail West – north of Tilikum Crossing	Willamette River	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker.		X
SW	45	SW Broadway Dr	Mt Hood	allow	The 2006 South Waterfront Views and Permeability Study addresses views from the West Hills to Mt Hood. That plan remains in effect.		

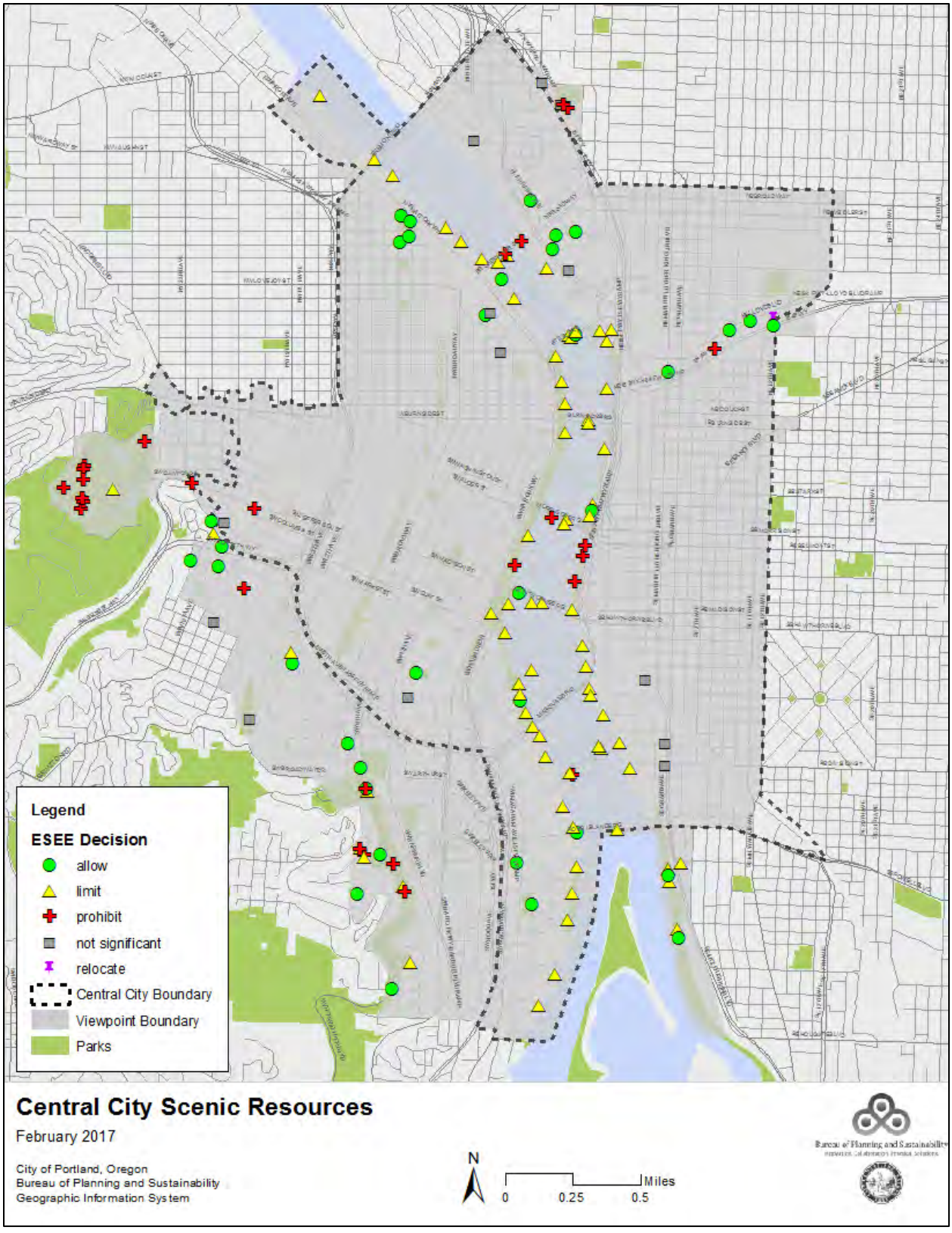
Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	46	Tilikum Crossing – southwest	Mt Hood, Willamette River	prohibit, limit	There are 5 viewpoints from Willamette River bridges and 5 viewpoints from the Greenway Trail from which one can see Mt Hood. All were evaluated to determine if one or two have a minimal impact on BLI sites and therefore could be protected by limiting building height in the Central Eastside. The economic analysis results showed that protection of any of the views would have a significant impact on development at Buildable Lands Inventory (BLI) sites. However, the viewpoints located on the Tilikum Crossing are large developed viewpoints with significant use by pedestrians and bicyclists. The viewpoints located on the Tilikum Crossing are large developed viewpoints with significant use by pedestrians and bicyclists. In addition, views of Mt Hood from this general area are culturally significant to Native Americans. It is recommended that the view of Mt Hood from SW46 be protected by limiting building heights in the Central Eastside. SE21 was not chosen because the development sites within view SW46 are larger and allow more flexibility to redistribute building height.	X (Mt Hood)	NCU
SW	47	Duniway Park	Mt Hood	allow	The 2006 South Waterfront Views and Permeability Study addresses views from Terwilliger Boulevard to Mt Hood. That plan remains in effect. Additional vegetation management should occur to maintain the view.		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	48	Greenway Trail West – south of Tilikum Crossing	Willamette River, Tilikum Crossing, Ross Island Bridge	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker.		X
SW	49	SW Terwilliger Blvd – north of SW Campus	Mt St Helens, Central City Skyline	prohibit, limit	Viewpoints SW49, SW50, and SW51 are located at the same larger viewing area. SW49 and SW51 are views of the mountains. The panorama view from SW50 is no longer a view. SW51 is a South Waterfront viewpoint.	X (Mt St Helens)	X
SW	50	SW Terwilliger Blvd – north of SW Campus	Historic Panorama	allow			
SW	51	SW Terwilliger Blvd – north of SW Campus	Mt Hood	limit			X
SW	52	Greenway Trail West – north of Ross Island Bridge	Tilikum Crossing	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker.		X
SW	53	Ross Island Bridge – north side, west	Willamette River, Tilikum Crossing	allow	Viewpoint located on a bridge; no height limits or vegetation management necessary.		
SW	54	OHSU – Viewing Platform, lower deck	Mt Hood, Mt St Helens, Mt Adams, Tilikum Crossing	prohibit, limit	No conflicting uses associated with building heights; vegetation should be managed to maintain the view.	NCU	X
SW	55	OHSU – Viewing Platform, upper deck	Mt Hood, Mt St Helens, Mt Adams, Hawthorne and Morrison Bridges	prohibit, limit	No conflicting uses associated with building heights; vegetation should be managed to maintain the view.	NCU	X

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	56	OHSU – Tram loading deck, north	Mt Hood, Mt St Helens, and Mt Adams Hawthorne and Morrison Bridges	prohibit limit	No conflicting uses associated with building heights within view corridors to Mt Hood or Mt Adams; vegetation should be managed to maintain the view.	NCU (Mt Hood, Mt Adams) X (Mt Helens)	X (bridges)
SW	57	SW Terwilliger Blvd – north of SW Campus	Mt Hood	allow	The 2006 South Waterfront Views and Permeability Study addresses views from Terwilliger Boulevard to Mt Hood. That plan remains in effect.		
SW	58	Gibbs Street Platform	Mt Hood	allow	There are four views from this viewpoint; three are Tier II and one is Tier III (not significant). Only one of the Tier II views is a view of a mountain. The 2006 South Waterfront Public Views and Permeability Study addresses views from Terwilliger Boulevard to Mt Hood. That plan remains in effect.		
SW	59	Greenway Trail West – Zidell	Ross Island Bridge, Ross Island	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker.		X
SW	60	OHSU – Tram loading deck, south	Mt Hood, Mt St Helens, and Mt Adams Hawthorne and Morrison Bridges	prohibit limit	No conflicting uses associated with building heights within view corridors to Mt Hood or Mt Adams; vegetation should be managed to maintain the view.	NCU (Mt Hood, Mt Adams) X (Mt Helens)	X (bridges)
SW	61	SW Terwilliger Blvd – south of SW Campus	Mt St Helens, Central City skyline	prohibit, limit	Developed viewpoint on SW Terwilliger Boulevard. Height limits needed to protect view of Mt St Helens; vegetation should be managed to maintain the view.	X	X

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	62	SW Terwilliger Blvd – north of SW Condor (N)	Mt Hood	limit	The 2006 South Waterfront Views and Permeability Study addresses views from Terwilliger Boulevard to Mt Hood. That plan remains in effect. Additional vegetation management should occur to maintain the view.		X
SW	63	OHSU/Veteran's Sky bridge	Mt St Helens	allow	Not a public view, difficult to find, no developed viewpoint.		
SW	64	SW Terwilliger Blvd – north of SW Condor (S)	Mt St Helens	prohibit	This developed viewpoint provides a maintained view of Mt St Helens. Height limits needed to protect view of Mt St Helens; vegetation should be managed to maintain the view.	X	X
SW	65	Greenway Trail West – at SW Curry	Ross Island Bridge, Ross Island	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SW	66	Caruthers Park	OHSU	allow	Tier II – not a view of mountains.		
SW	67	Greenway Trail West – SW Gaines Street	Ross Island	limit	Developed viewpoint along the Greenway Trail.		X
SW	68	Eagle Point Park	Mt Hood Mt St Helens	limit	The 2006 South Waterfront Views and Permeability Study addresses views from Terwilliger Boulevard to Mt Hood. That plan remains in effect. Additional vegetation management should occur to maintain the view.	NCU	X
SW	69	Greenway Trail West – Old Spaghetti Factory	Ross Island	limit	Developed viewpoint on Greenway Trail. Vegetation should be managed to maintain the view.		X
SW	70	SW Terwilliger Blvd at SW Bancroft St	Mt Hood	allow	The 2006 South Waterfront Views and Permeability Study addresses views from Terwilliger Boulevard to Mt Hood. That plan remains in effect. Keep vegetation on steep slope.		

Viewpoint ID		Location	Focal Features	ESEE Recommendation		Implementation Tools	
				Decision	Explanation	Height Limit	Vegetation Management
SW	71	Greenway Trail West – south of Unnamed Drive	Ross Island	limit	Undeveloped viewpoint on Greenway Trail. Vegetation should be managed to maintain the view. A formal viewpoint should be developed with space for people to move out of the flow of traffic and a bench and marker.		X
SW	72	Collins Circle	Vista Bridge, West Hills	prohibit, limit	Undeveloped viewpoint on Collins Circle at the intersection of SW Jefferson St and SW 18th Ave with a view of Vista Bridge. The right-of-way protects most of the view. Utilities and signs discordant to the view should be relocated. A formal viewpoint should be developed with a marker and informational sign. Pedestrian connectivity to the viewpoint should be improved.	X	X



Map 7: View Corridor and Viewpoint ESEE Decisions

C. River Views

River views are views where the Willamette River is a primary focal feature of the view. The view may also include other primary focal features, such as the Central City skyline. All river views received a high relative rank by the experts as part of the inventory. The recommendations for river views are summarized into the following categories:

1. Views of Mt Hood
2. Views of Willamette River Bridges and the Central City Skyline

Views of Mt Hood

There are multiple locations along the western riverbank where one can see Mt Hood. This occurs today because building heights in the Central Eastside have been historically low, supporting primarily industrial uses. It is anticipated that new development, with an evolving focus on high tech and creative industrial uses, will result in buildings that are taller. In addition, there is a lot of potential along Martin Luther King Jr. and Grand Boulevards for tall commercial buildings. Buildings located in the Central Eastside with heights more than three to four stories will have the potential of blocking a view from the western riverbank to Mt Hood.

Views of Mt Hood are a high priority for protection in the Central City. Mt Hood is a defining feature for Portland and views of Mt Hood attract tourists. There are a total of 10 viewpoints where there is a view of Mt Hood today – including five along the Greenway Trail and five located on bridges.

Staff performed an economic analysis of each of the views of Mt Hood from the Greenway Trail and bridges to determine if it would be possible to protect one or two views without creating a significant economic impact on redevelopment in the Central Eastside. The result of the economic analysis is that, due to the low elevation of the viewpoints along the riverbank, all of the view corridors would require significant limitations on building heights. The potential economic impact ranges from $8M-$37M and from 1,100 to 18,000 jobs per viewpoint (see Table 2).

Table 2: Economic Impact of Protecting Views of Mt Hood from the Willamette River

Viewpoint	Location	Focal Features	Square Feet of Conflict within View Corridor [1]	Reduction in Development Value within View Corridor [2]	Reduction in Job Capacity within View Corridor [2]
NW14	Broadway Bridge	Mt Hood	2,607,772	$93,879,792	13,044
SE07	Morrison Bridge	Mt Hood	437,537	$15,751,332	2,192
SE21	Tilikum Crossing - East	Mt Hood	223,000	$8,028,000	1,115
SW01	Greenway Trail at SW Ankeny	Mt Hood	986,467	$35,512,812	4,937
SW11	Greenway Trail at SW Morrison	Mt Hood	838,994	$30,203,784	4,197
SW17	Salmon Springs	Mt Hood	302,150	$10,877,400	1,512
SW26	Hawthorne Bridge	Mt Hood	743,279	$26,758,044	3,720
SW36	Greenway Trail - Montgomery St Gardens	Mt Hood	981,598	$35,337,528	4,912
SW38	Greenway Trail - Pedestrian Trail	Mt Hood	1,026,698	$36,961,128	5,138
SW46	Tilikum Crossing - Southwest	Mt Hood	218,168	$7,854,048	1,093

[1] If a view corridor crosses any portion of a BLI site, the entire BLI site is treated as if it were within the view corridor.
[2] Assumes $36/sq ft and 1 job/200 sq ft
**The views highlighted in gray were further evaluated*

Three of the viewpoints, with the least economic impacts, warranted additional evaluation due to their location and high frequency of use: Salmon Springs and Tilikum Crossing (2 viewpoints).

Salmon Springs (SW17)
Salmon Springs is located at Governor Tom McCall Waterfront Park just north of the Hawthorne Bridge. This viewpoint was further evaluated because of the high volume and frequency of use.

Existing View of Mt Hood from viewpoint SW17

Salmon Springs is a regional tourist attraction. The viewpoint is developed with a wide seating area and two telescopes. The Salmon Springs fountain is a popular attraction in the summer. Multiple summer events at the Park result in tens of thousands of tourists visiting Salmon Springs every year. The Portland Spirit has a dock extending from Salmon Springs, which is the main boarding location for tours of the Willamette River. It is also located at the terminus of SW Salmon Street, which is a view street and river access way.

Salmon Spring Viewpoint (SW17)

The view from Salmon Springs extends across the Willamette River, the Interstate-5 (I-5) freeway and 13 blocks of the Central Eastside. Building heights within the view corridor would have to be no higher than 35 feet near I-5 to 50 ft along SE Martin Luther King Jr. (MLK) and SE Grand Boulevards. The current regulations would allow a 275 ft tall building along MLK and Grand. The economic impact of protecting the view of Mt Hood from Salmon Springs is a reduction of approximately $10.9M in potential development value and approximately 1,512 reduction in jobs capacity. However, when compared to other potential viewpoints in Governor Tom McCall Waterfront Park, Salmon Springs has fewer economic impacts. The streetcar is also located on the MLK/Grand corridor and the reduction in development value and jobs capacity could impact ridership.

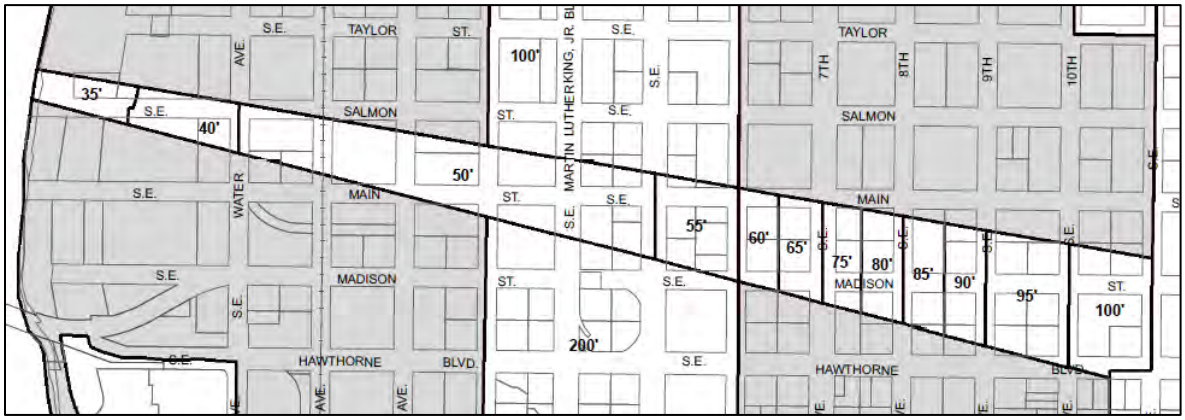


Figure 7: Draft Potential Height Limitations from Viewpoint SW17 to Mt Hood.

The recommendation is that although the view of Mt Hood from Salmon Spring is frequently visited and an important part of the park, the economic impacts on the MLK/Grand corridor of protecting the view of Mt Hood outweigh the value of the view. Full development along the SE MLK and SE Grand Blvd, which are the streetcar alignment, is a high priority for the Central Eastside and Portland.

Tilikum Crossing (SW46 and SE21)

Tilikum Crossing, also known as Bridge of the People, is the newest bridge crossing the Willamette River. The bridge was constructed for the MAX Orange Line light rail passenger trains and also serves city busses and the Portland Streetcar. There are large lanes for pedestrians and bicyclists. Private cars and trucks are not permitted on the bridge, although emergency vehicles can access the bridge if needed. Four viewpoints were constructed on the bridge – one at each of the cable-stayed towers. Both of the south side viewpoints offer panorama views of the Willamette River, Ross Island Bridge, and Ross Island, as well as a view east to Mt Hood. The viewpoints are wide locations where one can move out of the flow of traffic to enjoy the view.

The view of Mt Hood from this general area is culturally significant. During the opening ceremony for the Tilikum Crossing, a representative from the Confederated Tribes of Grand Ronde spoke about Mt Hood and the relationship to Tilikum Crossing. Protecting a view from the bridge would support the history and culture of the area.

The views from SW46 (south western viewpoint) and SE21 (south eastern viewpoint) to Mt Hood cross the portion of the Central Eastside known as the Southern Triangle. This area developed with industrial uses on sites larger than the typical Central City block pattern. Along the riverfront the

uses are commercial. Current building heights are relatively low, but there is potential for taller buildings with redevelopment. To protect the view, building heights along the riverfront would need to be below 60 ft or a 5 story building. Inland, building heights would need to be below 45 ft (4 stories) to 95 ft (8 stories).

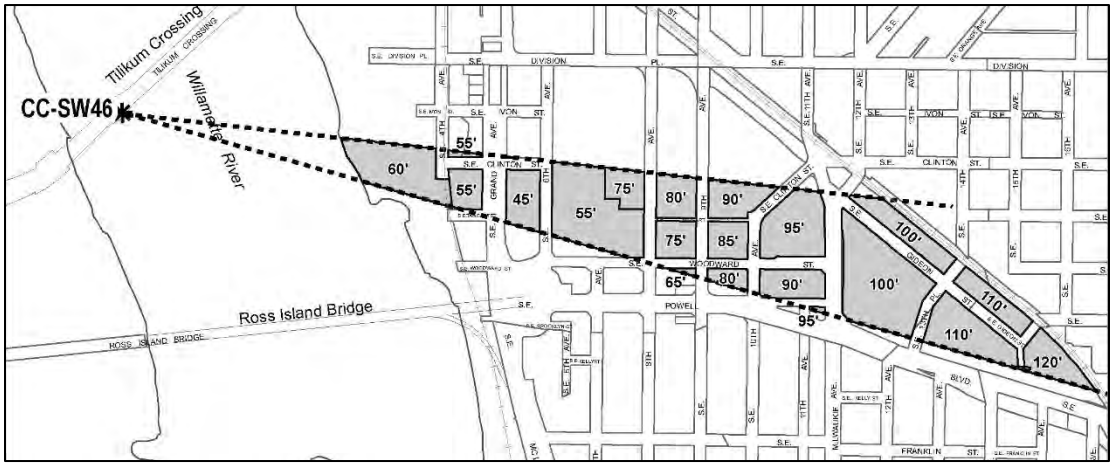


Figure 8: Draft Potential Height Limitations from Viewpoint SW46 to Mt Hood.

The economic impacts of protecting either one of the views is a reduction in potential development value approximately $8M and roughly 1,100 reduction in job capacity. However, the real impact would likely be much less because the impacted blocks are very large, ranging from 50,000 sq ft to 200,000 sq ft. (For comparison, a typical city block in the Central City is 40,000 sq ft.) Typically, the view corridor occupies between 2% and 50% of any given site. That means that there is sufficient space outside of the view corridors on nearly all of the impacted sites to transfer the height from within the view corridor to outside of the view corridor.

Of the two views, the view from SW46 crosses larger sites providing more potential for transferring floor area ratios outside of the view corridors and thus has less potential economic impacts. In addition, the view from SW46 includes more of the Willamette River in the foreground of the view of Mt Hood. This increases the quality of the view from SW46, making it more scenic than the view from SE21.

The recommendation is to set building heights in the Southern Triangle to protect the view of Mt Hood from SW46, the south western viewpoint located on the Tilikum Crossing. The view from SE21, the south eastern viewpoint, should be maintained as a view of the Willamette River, the Ross Island Bridge, Ross Island, and the Central Eastside skyline, and not as a view of Mt Hood.

Figures 11 and 12 depict how the view may change. The figures show each Buildable Lands Inventory (BLI) site with a potential building envelope that is extruded to the maximum height (shown in yellow). There are two examples shown:

1. The first is based on the existing base heights. Two sites could be built with buildings that would partially block the view of Mt Hood.
2. The second example is based on limiting the base heights to the view corridor elevation. The proposed base building heights would protect the view of Mt Hood.

Figure 9: View of Mt Hood from SW46 – Existing Bonus Heights

Figure 10: View of Mt Hood from SW46 – Proposed Bonus Heights

Views of Willamette River Bridges and the Central City Skyline

From the Greenway Trail on the western riverfront and the Eastbank Esplanade on the eastern riverfront, there are many opportunities to view the multiple Willamette River bridges and the Central City skyline. The location of these viewpoints is riverward of any development; therefore, there are no conflicting uses with building heights or massing that would potentially impact the views. However, some of the viewpoints could be impacted by vegetation growing on the riverbank and partially blocking the view.

Riverbank vegetation is an important part of a healthy riparian corridor along the Willamette River. Vegetation provides localized shade, nutrients, and structure to the river, particularly at shallow water locations. Vegetation also provides resting, nesting, and feeding opportunities for birds and other animals. The Willamette River is on the Pacific Flyway for migrating birds. In addition, vegetation helps to stabilize the riverbanks. For all of these reason, it is important to allow the riverbanks to be revegetated where possible.

To maximize the riverbank enhancement opportunities, the viewpoints that offer the best views of each of the bridges and the best views of the skyline are recommended for protection of those views. Vegetation within these view corridors should be limited to shrubs and groundcover and maintained to keep the vegetation from blocking the views. Trees should not be planted within these view corridors.

View of Steel Bridge as the primary focal feature.

View of Willamette River as the primary focal feature, with the Steel Bridge as a contributing feature.

D. Upland Views

Upland views are views where the primary focal features of the view are area hills and mountains, the Central City skyline, unique or iconic buildings or structures or upland vegetation. The Willamette River may be visible but is not a primary focal feature of the view. In the inventory, the views received a wide range of scores by the experts. Tier I and Tier II views were determined to be significant and warrant additional analysis in the ESEE; Tier III views, with the lowest scores, were determined to not be significant. Tier III views often lacked prominent focal features and had many discordant objects detracting from the views. In addition Tier III viewpoints were typically located in hard to find locations.

The recommendations for Tier I and Tier II upland views are summarized based on their geographic location:

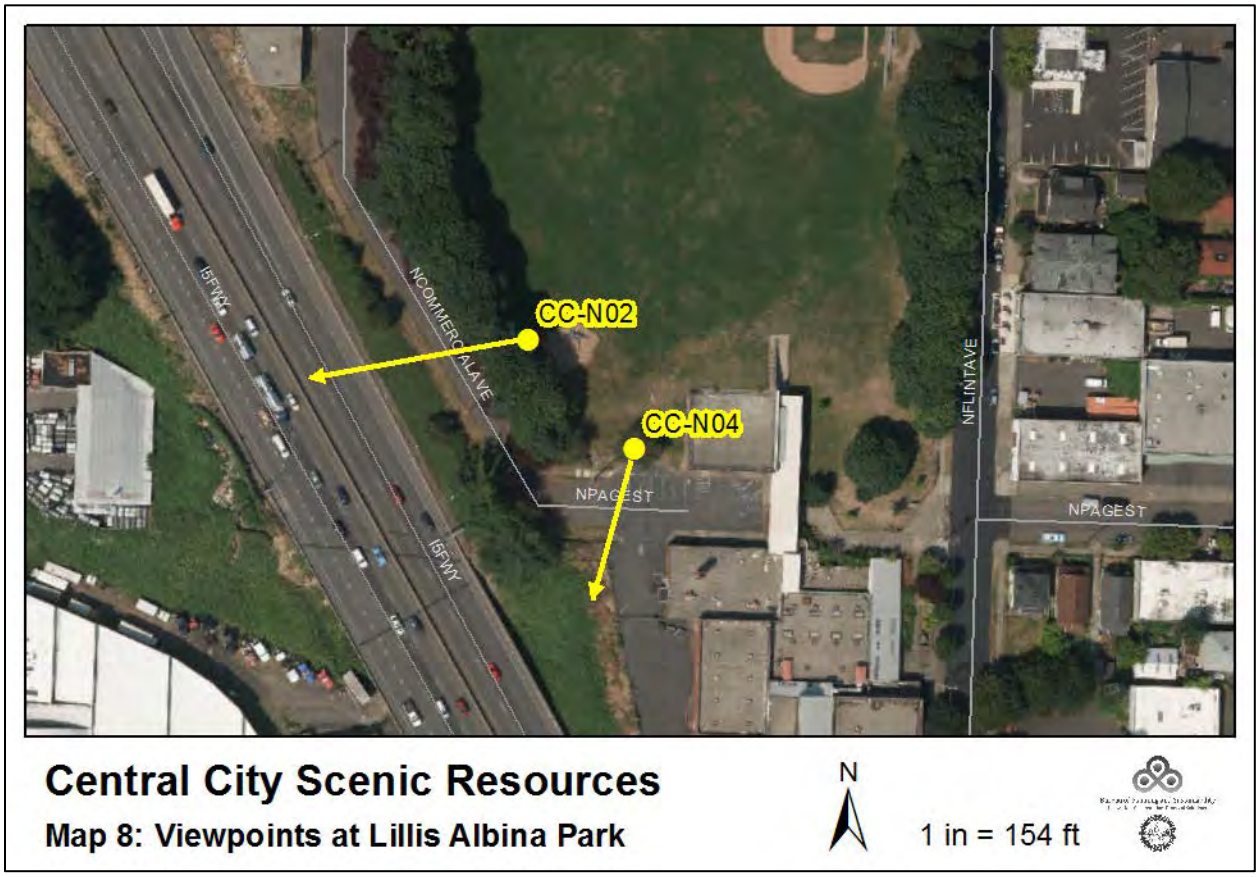
1. Lillis Albina Park
2. Sullivan's Gulch
3. Vista Bridge
4. Washington Park and the International Rose Test Garden
5. West Hills
6. Terwilliger Boulevard
7. Oregon Health and Science University
8. South Waterfront

View of Mt St Helens and Mt Adams from Oregon Health and Science University, Peter O. Kohler Pavilion Upper Level (SW55).

Lillis Albina Park

Located in the Lower Albina District of the Central City, Lillis Albina Park has long been planned include a view of the Central City skyline from a yet-to-be-developed viewpoint located near the parking lot on the south side of the park. During the North/Northeast Quadrant Plan the stakeholders recommended to continue to protect the view corridor from Lillis Albina Park to the Central City skyline.

During field visits, staff evaluated multiple locations along the southern and western edges of the park for views of the Central City skyline. The result was that the best view of the Central City skyline continues to be from the southern edge near the parking lot, although the viewpoint was moved slightly east from its original location to avoid existing trees. Staff also discovered a view of the Fremont Bridge from the western edge of the park. Neither of these views was scored as a Tier I view by the experts. However, due to the topography of the east side in the Lloyd District, there are few opportunities for a view of the Central City skyline or Willamette River bridges from upland sites. Therefore, it is recommended that both view corridors be protected by limiting building heights and vegetation within the view corridors. In addition, investments in both viewpoints are recommended to add infrastructure including benches, informational placards, telescopes or other amenities to create formal developed viewpoints.



Viewpoint N02 is a new view located between existing trees, across the industrial Lower Albina district to the Fremont Bridge with the West Hills in the background. New limits building heights are applied to the view corridor. Because the district is zoned for industrial uses, applying building heights ranging from 60 ft (5 stories) closest to the viewpoint to 150 ft (representing a grain tower) along the riverfront, are expected to have no economic impacts.

Figure 11: Viewpoint N02 ESEE Decisions (red = prohibit; yellow = limit)

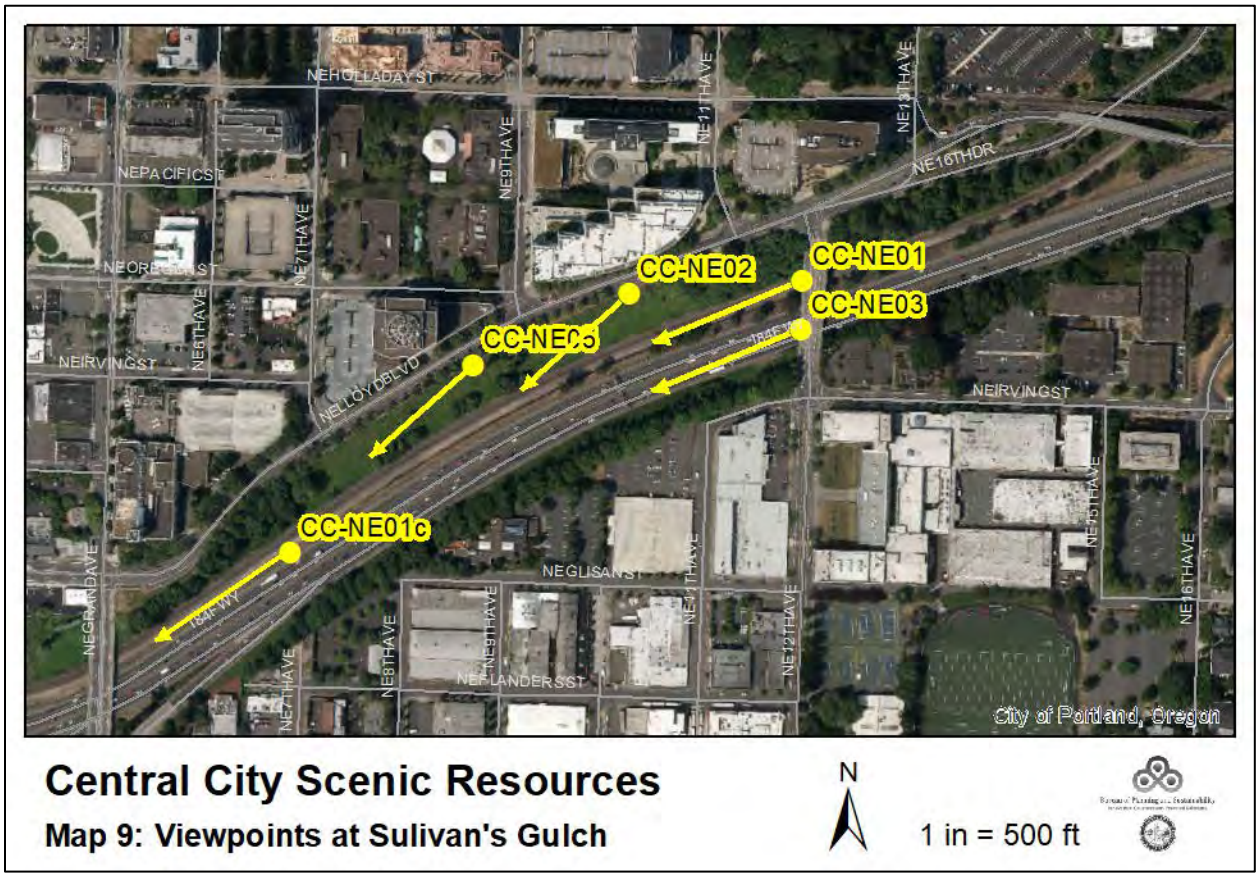
Viewpoint N04 is the existing viewpoint with a view of the Central City skyline. Today, the most prominent features of the view are the US Bancorp Tower and the West Hills. However, with new development, particularly in the Pearl District, additional tall buildings could add diversity and interest to the view. The view corridor was created to protect a view from the US Bancorp Tower to the edge of the existing trees along N Commercial Avenue. This is a narrower view corridor than was previously protected, but does shift the eastern edge to include the US Bancorp Tower. Building heights in the view corridor were previously 50 ft. The new analysis shows that most of the view corridor can have heights increased to 70 ft (6 stories) or 80 ft (7 stories) and still be protective of the view.

Figure 12: Viewpoint N04 ESEE Decisions (red = prohibit; yellow = limit)

Sullivan's Gulch

Interstate-84 (I-84) runs through a topographic feature known as Sullivan's Gulch. There are two I-84 overpasses within the Central City, with sidewalks and bike lanes that offer views west of the skyline. In addition there is a sidewalk along NE Lloyd Boulevard that also provides a view of the skyline. Since 1991, a viewpoint located on NE 12th Avenue has been designated and building heights limited to protect the view.

During field visits, staff evaluated both of the I-84 overpasses and multiple locations along the NE Lloyd Boulevard sidewalk to determine where a viewpoint with a view of the Central City skyline should be located. Experts scored four viewpoints; two ranked Tier I (NE01 and NE05) and two ranked Tier II (NE02 and NE03). After the inventory was completed, staff evaluated a fifth potential location on a yet-to-be-constructed pedestrian and bicycle I-84 overpass connecting NE 7th Avenue to the north and south (NE01c). The views from each are very similar, although the view from the fifth viewpoint had to be interpolated based on the primary focal features of the other viewpoints and the elevations of the side streets.



Each of the Sullivan's Gulch viewpoints had a view corridor that would be impacted by redevelopment on *Buildable Lands Inventory* (BLI) sites. However, the view from the future pedestrian and bicycle overpass had the least impacts. In addition, the new overpass would be dedicated to pedestrians and cyclists; private cars and trucks would not be permitted. The overpass could be designed with a viewpoint, where people could stop to enjoy the view, and supporting demarcation, such as a more permeable screening material and an informational placard, could be included. Therefore, it is recommended that the historic viewpoint be moved from the NE 12th Avenue overpass to a new I-84 overpass connecting NE 7th Avenues. The relocated viewpoint is labelled NE01c on Map 9. The view corridor includes the Downtown skyline and the West Hills. Heights need to be limited to between 35 ft (3 stories) closest to the viewpoint and 150 ft (14 stories) nearer to the river.

Figures 15 and 16 depict how the Sullivan's Gulch view may change under the existing building heights and the proposed building heights. The figures show each Buildable Lands Inventory (BLI) site with a potential building envelope that is extruded to the maximum height plus bonuses (shown in yellow). There are two examples shown:

1. The first is based on the existing base heights plus additional allowed bonuses. Under existing bonus heights, lots south of I-84 could be built with buildings that would partially block the view of the Central City skyline from viewpoint NE01c (relocated NE01).
2. The second is based on the proposed bonus heights. The proposed bonus heights would better protect the view of the Central City skyline.

Note - Because the I-84 overpass has not been constructed it was not possible to use a photograph from that exact location. The view from NE01 was used as a proxy both Figures 13 and 14. However, the view corridor used to determine building height is based on viewpoint NE01c.

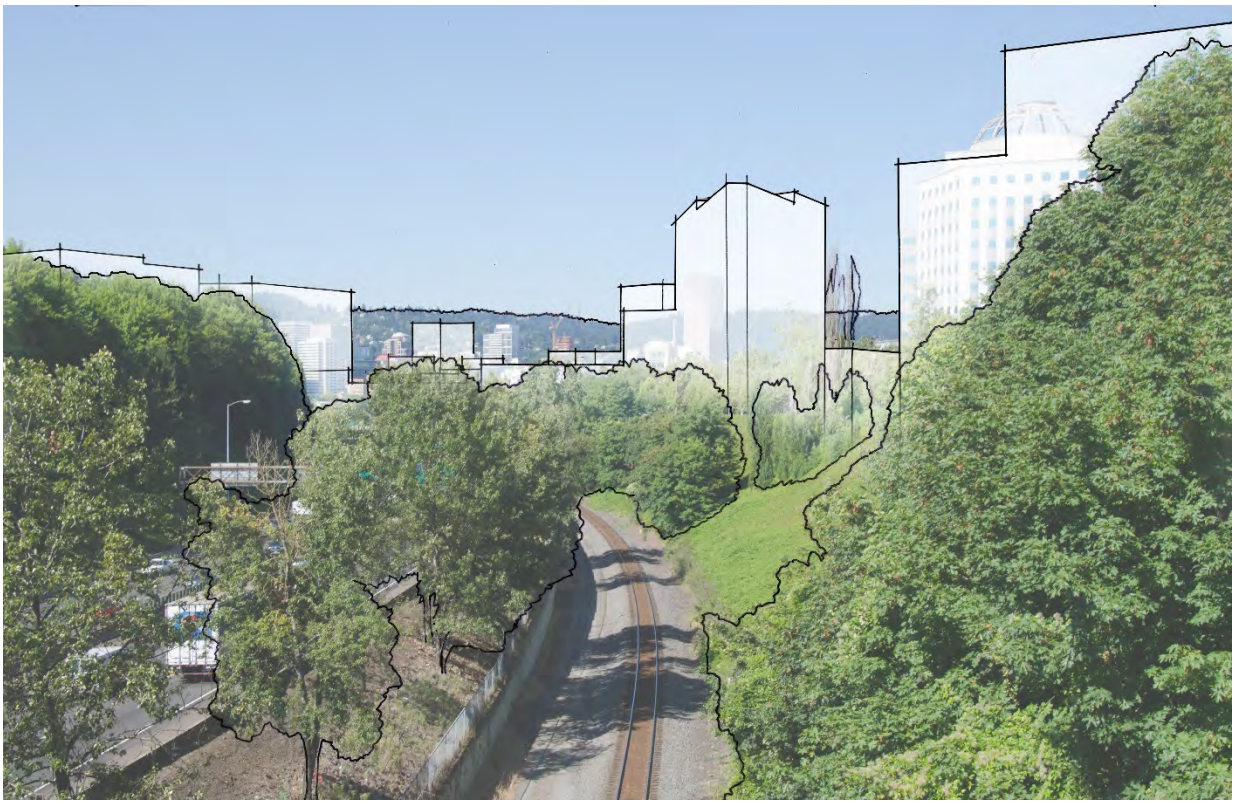


Figure 13: View of Central City from NE01 – Existing Bonus Heights

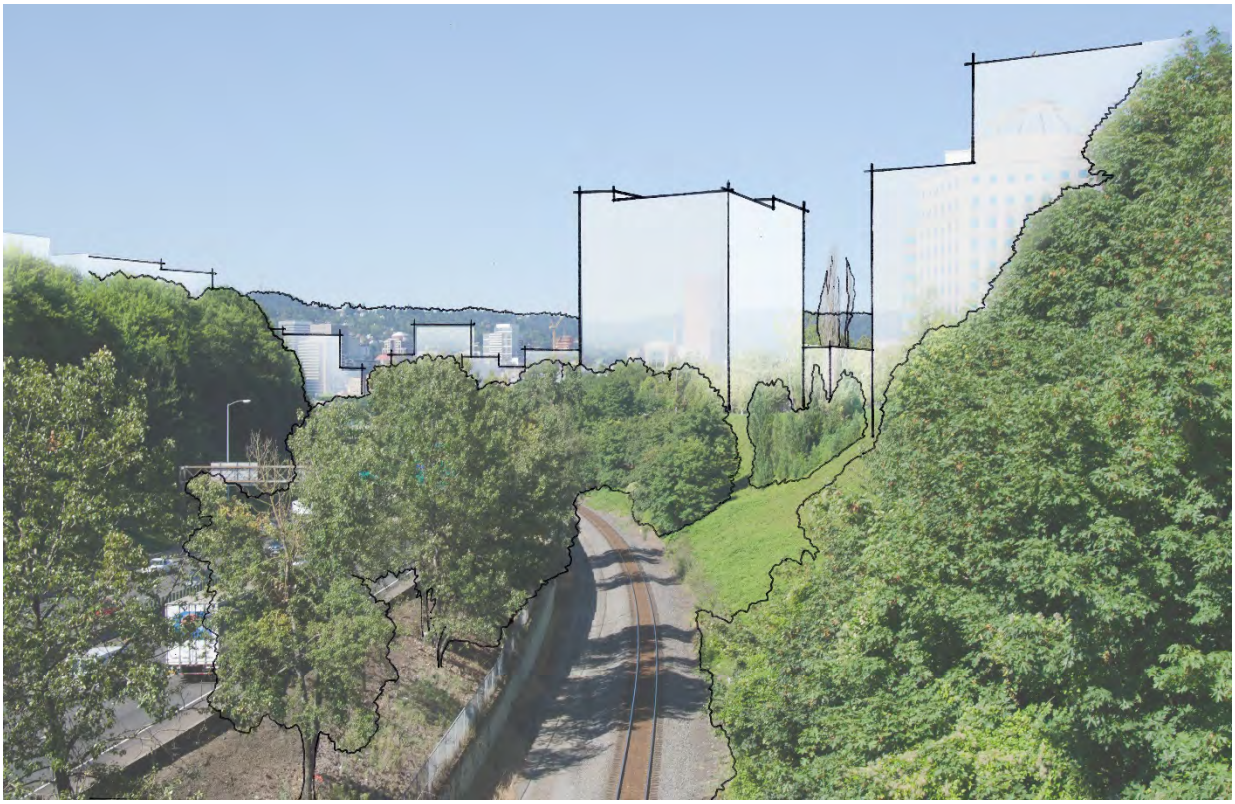


Figure 14: View of Central City from NE01 – Proposed Bonus Heights

Vista Bridge

The historic Vista Bridge is located in the West End over SW Jefferson Street. There are two view corridors:

1. SW15 – This is a view from Vista Bridge looking across the Central City to Mt Hood.
2. SW72 – This is a view of Vista Bridge from Collins Circle at the intersection of SW Jefferson St and SW 18th Ave

Both views have long been designated and intended for protection, although the viewpoint from which to see Vista Bridge from Jefferson St is being recommended for relocation (and Jefferson St is recommended for designation as a view street).

The view of Mt Hood from Vista Bridge is not currently fully protected by the allowed building heights. Building heights in the Central City were refined in 1991; however, the technology available in 1991 was not as accurate as it is today. It is recommended that the view of Mt Hood continue to be protected by limiting building heights. The view corridor has been updated to reflect the existing conditions. The bottom elevation of the view corridor varies: the southern bottom elevation is set at 1,000 ft below timberline on Mt Hood and then the bottom elevation steps up moving northward based on the existing structures. The view corridor has also been narrowed slightly to reflect the buildings to the north that obstruct part of the view. With the recommended building height limits the view of Mt Hood will remain as it is today, although the skyline around the view will change.

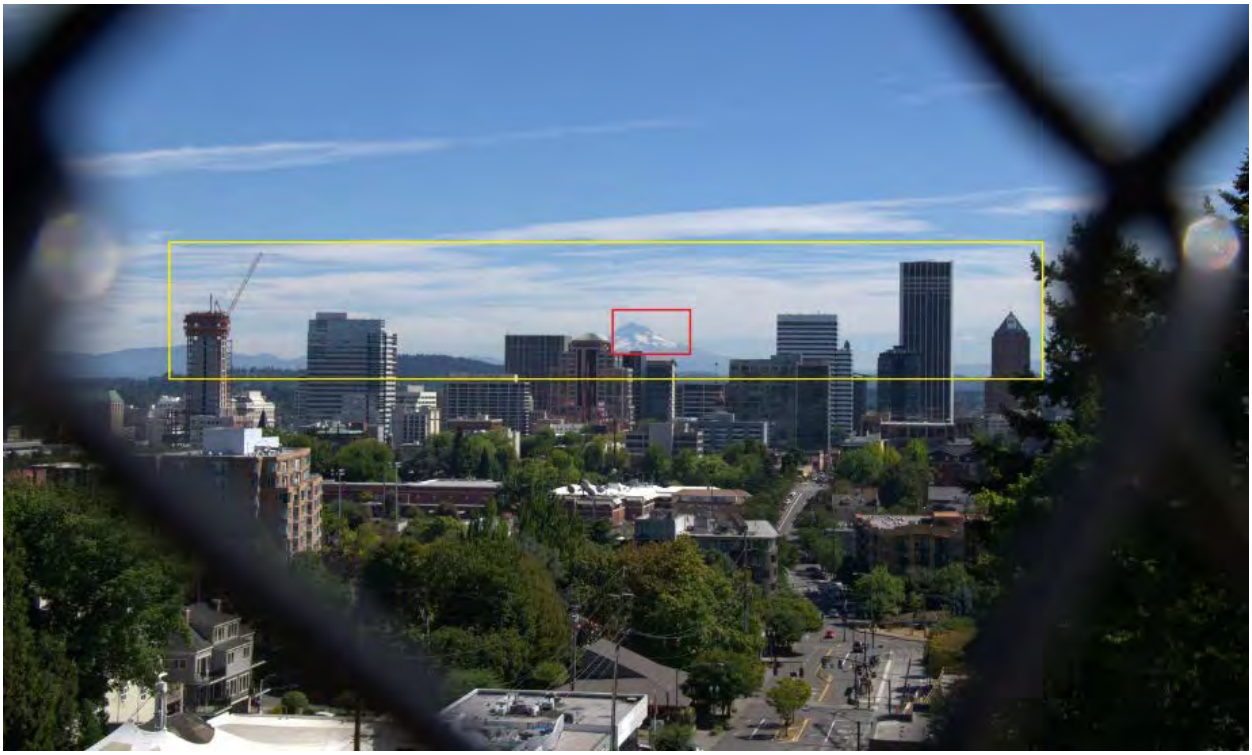


Figure 15: Viewpoint SW15 ESEE Decisions (red = prohibit; yellow = limit)

Figures 18 and 19 depict how the view may change under the existing building heights and the proposed building heights for SW15. There are two examples shown:

1. The first is based on the existing base heights plus additional allowed bonuses. Under existing bonus heights, buildings would be required to be lower than is necessary to protect the view.
2. The second is based on the proposed bonus heights. The proposed bonus heights would allow some taller buildings while continuing to protect the view of Mt Hood. The view of the Central City skyline is also protected, although the view will change as new buildings are constructed.

Figure 16: View of Central City and Mt Hood from SW15 - Existing Bonus Heights

Figure 17: View of Central City and Mt Hood from SW15 – Proposed Bonus Heights

The original location from which to view Vista Bridge was at SW Jefferson St and the I405 overpass. From that location, the view from both sidewalks is completely obscured by established street trees. The view is only visible from the center of street and thus only serves people in automobiles or on bicycles. For these reasons, the view of Vista Bridge from the I405 overpass was redesignated from a viewpoint to a view street. It is recommended that a new viewpoint be designated at Collins Circle, a small public park at the intersection of SW Jefferson St and SW 18th Ave. The view of Vista Bridge from Collins Circle is protected by the Jefferson St right-of-way. The site is located near a light rail stop and is easily accessible by multiple forms of transportation. Pedestrian connectivity from nearby sidewalks to Collins Circle should be improved and a viewing area should be developed with a marker or information sign. Utilities and street signs currently distract from the view and should be relocated.

Figure 18: Viewpoint SW72 ESEE Decision (red = prohibit)

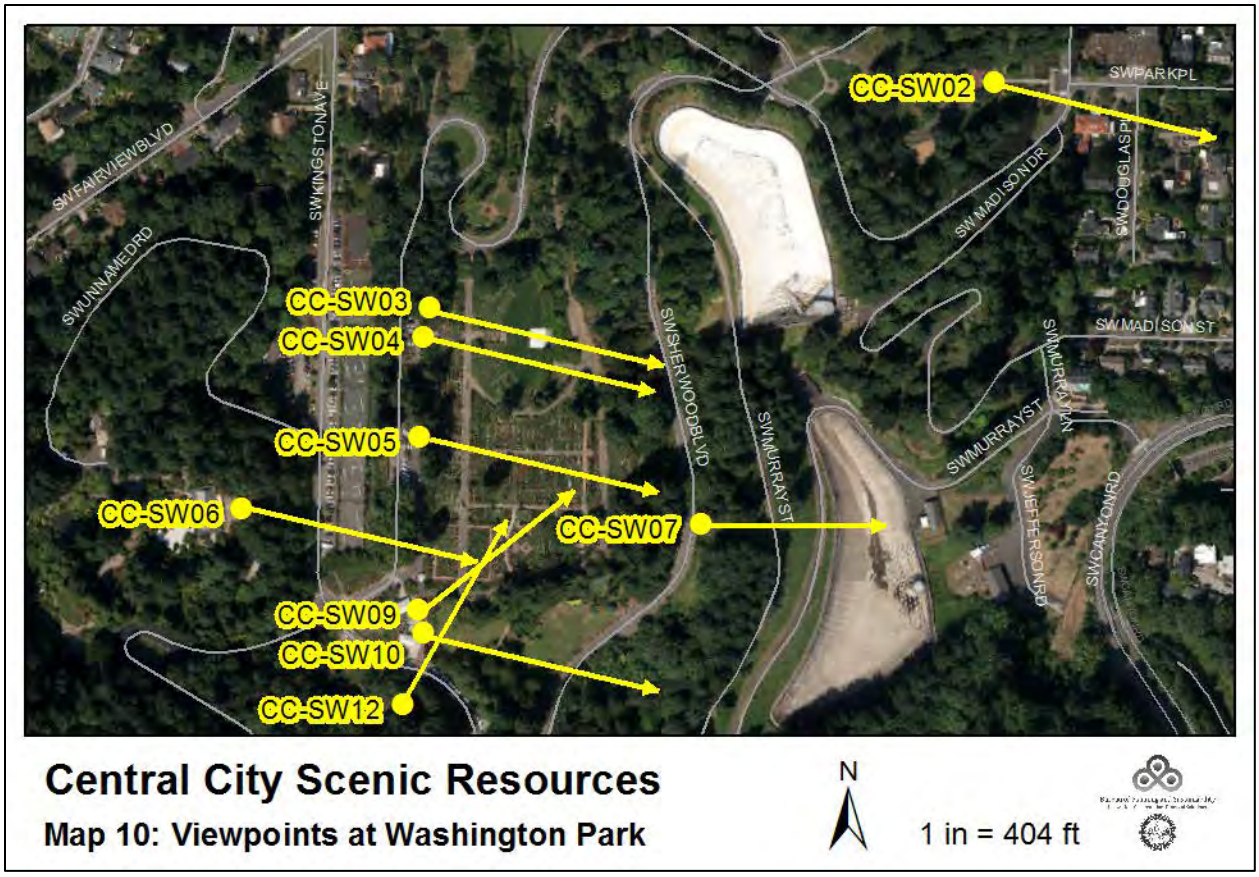
Collin Circle viewpoint.

Washington Park and the International Rose Test Garden

There are many viewpoints located in Washington Park. Washington Park is a significant tourist attraction in Portland, in part due to the beautiful views of Mt Hood, Mt St Helens, and the Central City skyline. This CCSRPP only includes viewpoints with views that cross the Central City and at a low enough elevation that building heights in the Central City could impact the view. There are nine viewpoints that fit this criteria. They fall into three categories:

1. Views of Mt Hood and Mt Adams
2. Views of the Central City Skyline
3. Views from High Elevations

The recommendation for all viewpoints in Washington Park is to protect the view corridors, maintain developed viewpoints, and invest in undeveloped viewpoints by adding infrastructure including benches, informational placards, and/or telescopes.



Views of Mt Hood and Mt Adams

Historically Mt Hood could be seen from many locations at the International Rose Test Garden. Over the years, tall trees have matured on the steep hill and have begun to obstruct some of the views. However, the Rose Garden with views of Mt Hood remains one of the most important tourist destinations in Portland. Investment in infrastructure, including telescopes, benches, and viewing platforms, coupled with ease of access from multiple forms of transportation, make this area an important resource to protect.

Viewpoints SW02, SW03, SW04, SW05, SW09, and SW10, are recommended for continued protection. Due to the elevation of the viewpoints, except SW02, there are few conflicts between the view corridors and Buildable Lands Inventory (BLI) sites; therefore, the economic impacts of protecting the views are minimal.

- SW02 is located at the lower entrance to the park at the Lewis and Clark Monument. This is a historic viewpoint with a protected view of Mt Hood. However, due to the lack of technology available to determine adequate building height limits, some buildings have been constructed that partially obstruct the view of Mt Hood. The view corridor was adjusted to protect the remaining view. Building heights need to be limited to maintain the view.
- SW03 and SW04 are located to the north above the amphitheater stage. Viewpoint SW03 is located to the north of the staircase near a picnic table and SW04 is at the top of the

staircase by the telescope. Vegetation management is needed at both viewpoints and building heights in the view corridor from SW04 need to be limited to maintain the view of Mt Hood.

- SW05 is located near the top of a staircase above the gazebo. The view of Mt Hood is obstructed by vegetation; however, selective tree pruning and potential removal could open up the view. Building heights need to be limited to maintain the view. This is also a view of the Central City and vegetation should be managed to maintain that view as well.
- SW09 and SW10 are located at the Rose Garden Store. There is a large seating area and a telescope. The Wells Fargo Center partially blocks the view of Mt Hood from SW10, though the experts still rated this view as a Tier I view. SW09 is a view of Mt Adams. Vegetation management is needed in the view corridors from both viewpoints to maintain the view of Mt Hood (SW10) and Mt Adams (SW09). Building heights need to be limited within the view corridor from SW10 to maintain the view of Mt Hood.

Figure 19: Viewpoint SW03 ESEE Decisions (red = prohibit; yellow = limit)

Views of Central City Skyline

Historically, much more of the Central City could be seen from the park than can be seen today. Vegetation has matured and blocks many of the views of the skyline. The trees also provide multiple important functions including habitat, slope stabilization, stormwater management, and air temperature moderation. Therefore, it is recommended that vegetation be managed to re-establish and maintain views of the Central City skyline from SW02, SW05 and SW07 but not from the other viewpoints.

SW02 is located at the base of the slope. Vegetation can be selectively managed to maintain a view of the Central City Skyline with Mt Hood in the background.

Figure 20: Viewpoint SW02 ESEE Decision (red = prohibit)

SW05 is located near the top of a staircase above the gazebo. There is an opportunity at this viewpoint to selectively remove some trees and prune others to maintain a view of the Central City skyline with Mt Hood in the background.

Figure 21: Viewpoint SW05 ESEE Decisions (red = prohibit; yellow = limit)

SW07 is located along Washington Park's access road (SW Sherwood Boulevard), above the water reservoirs. The view is of the Central City skyline with the historic Vista Bridge in the foreground. Vegetation around the reservoirs should be maintained to protect the view.

Figure 22: Viewpoint SW07 ESEE Decision (yellow = limit)

Views from High Elevations

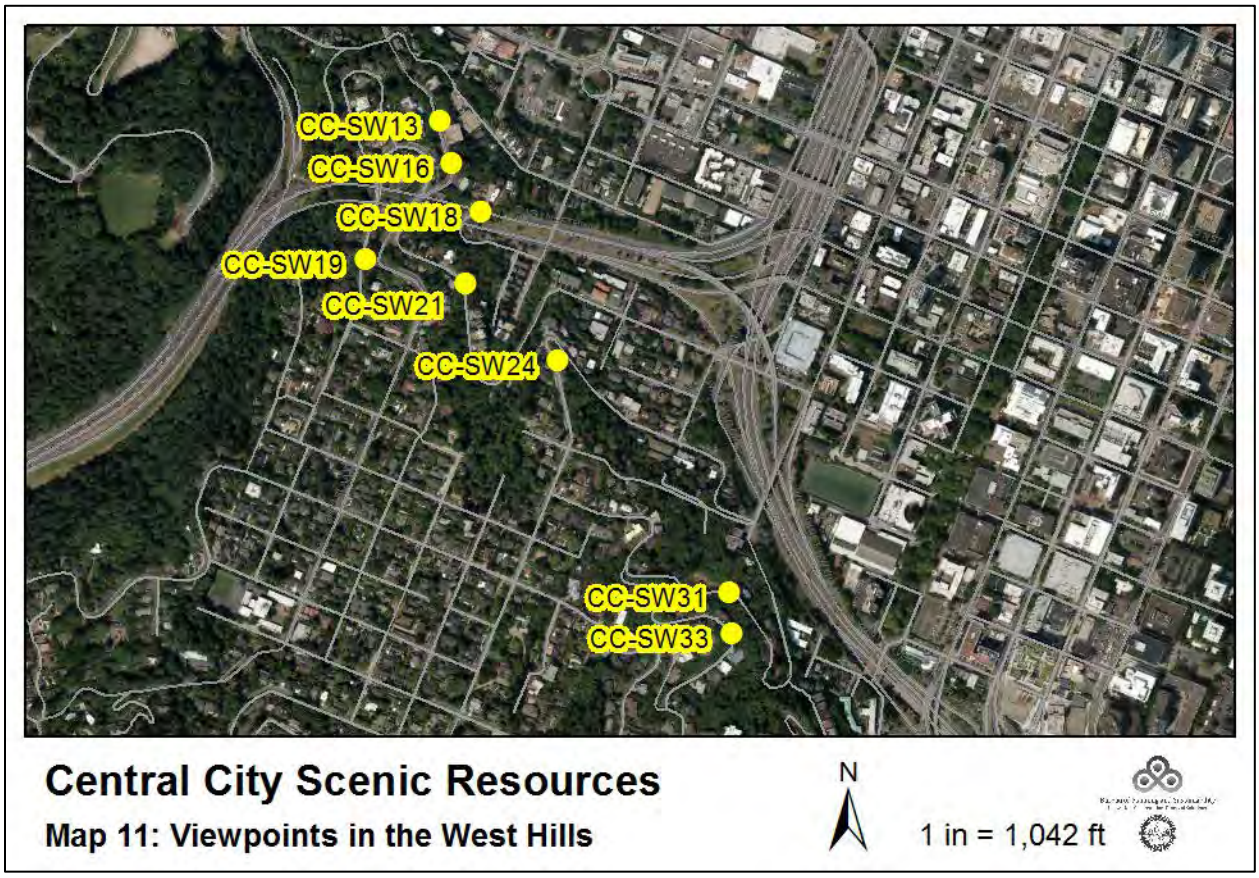
Two of the viewpoints evaluated are located at elevations high enough that the current building heights limits in the Central City protect the views. If, in a future plan, increases in building heights were considered, these two views should be re-evaluated and building heights limited to continue protecting the views of Mt Hood and Mt St Helens. Vegetation management is also recommended at each viewpoint.

SW06 is located at the Japanese Garden, in front of the tea house. The view is of Mt Hood and the Central City skyline. SW12 is located at the Washington Park Zoo Train station with a view of Mt St Helens with Mt Rainier behind. This is a unique view at a location where many people exit and enter the train. Vegetation should be maintained to protect the view of Mt Hood and Mt St Helens, with limited city skyline near the mountains. Tree and vegetation on the steep slope should be retained and the historic panorama views that included the full skyline should not be restored.

Figure 23: Viewpoint SW06 ESEE Decisions (red = prohibit; yellow = limit)

West Hills

The topography of Portland includes west and southwest hills that provide many opportunities for views of the Central City and across the Central City to Mt Hood and Mt St Helens. However, a large portion of the views are from small, neighborhood streets that primarily serve the local residents. In addition, the viewpoints are difficult to find and lack infrastructure, like sidewalks, benches, or nearby parking. The policy priority is to protect views that are used frequently by the public, are easily accessible, and have developed viewpoints or viewpoints that could be developed. The viewpoints that are recommended for protection are SW16, SW24, and SW31.



There are two viewpoints in close proximity that offer a view of Mt St Helens and the Central City skyline. SW13 and SW16 are located on SW Vista Avenue. SW13 is a historic viewpoint that was recommended for protection; however, vegetation is currently obstructing the view. Vegetation on the steep slope is providing important functions including slope stability and habitat. SW16 is located at the top of a public staircase. The view of Mt St Helens from SW16 is mostly unobstructed and limited vegetation pruning will maintain the view. The elevation of viewpoint SW16 is high enough that building heights in the Central City, as they are currently set, will not impact the view. SW13 is not recommended for continued protection.

Figure 24: Viewpoint SW16 ESEE Decisions (red = prohibit; yellow = limit)

Located on SW Upper Hall Street is viewpoint SW24. This viewpoint has been protected since 1991 by building height limits and vegetation management. The view includes all three mountains – Mt Hood, Mt Adams, and Mt St Helens – as well as the Central City skyline. However, the viewpoint has limited access and is not frequently visited. Staff recommend retaining height limits within the view corridor to the Central City skyline and adding new height limits within view corridor to Mt St Helens. Due to the elevation of the viewpoint, there is minimal economic impact from protecting the view of Mt St Helens. Staff recommend removing the height limits within the view corridor to Mt Hood because there are many views of Mt Hood from viewpoints in the West Hills that receive much more frequent use by the general public as a viewpoint. A formal viewpoint should be developed with a bench and marker.

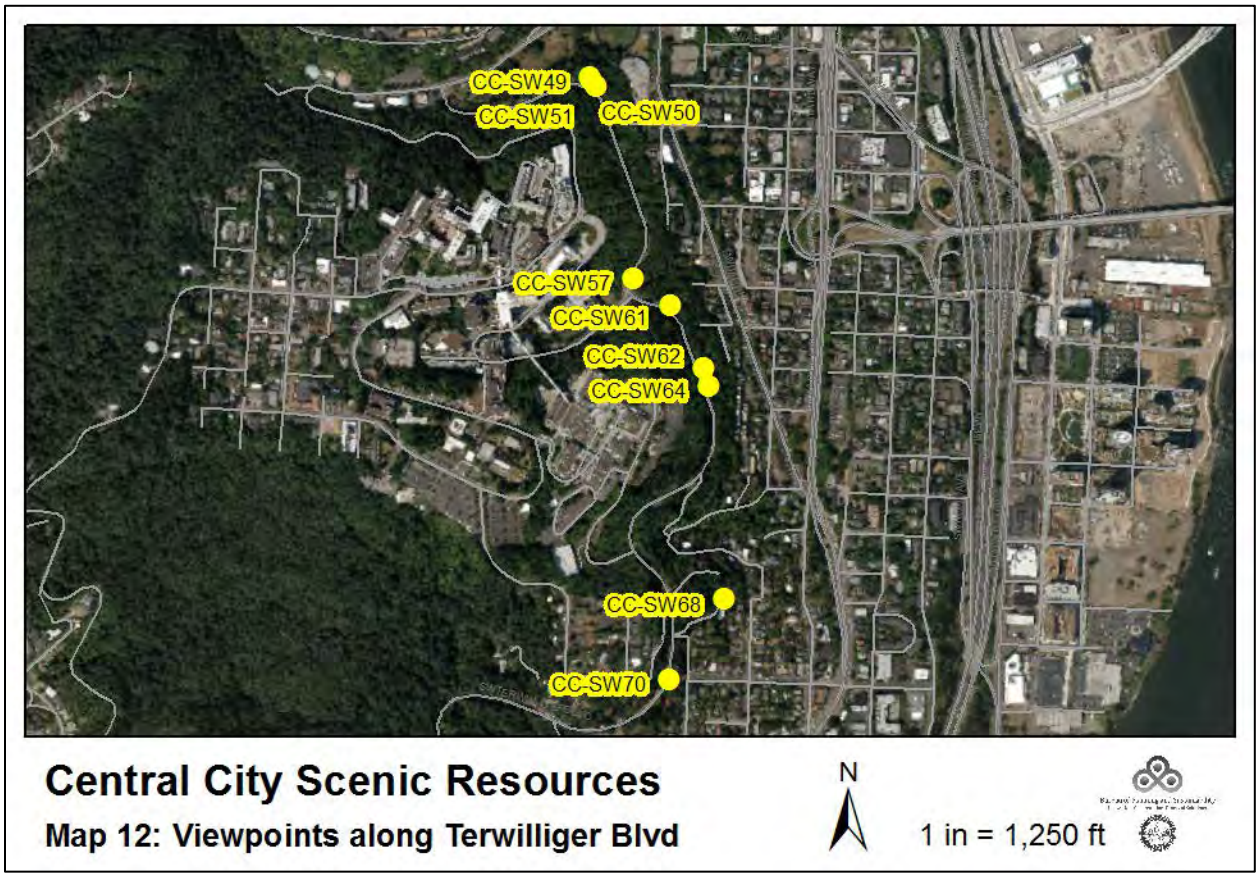
Figure 25: Viewpoint SW24 ESEE Decisions (red = prohibit; yellow = limit)

There are two viewpoints in close proximity that offer a view of Mt St Helens and the Central City skyline. SW31 is located on SW Cardinell Drive and SW33 is located on SW Rivington Drive. Although SW33 is located at a slightly higher elevation providing a slightly better viewing perspective, SW31 is located at the top of a public staircase. Both viewpoints serve primarily the local neighborhood and there is little opportunity to add infrastructure. It is recommended that SW33 not be protected and SW31 receive vegetation management to maintain the current view of the Central City skyline.

Figure 26: Viewpoint SW31 ESEE Decision (yellow = limit)

Terwilliger Boulevard

Terwilliger Boulevard is one of the first formalized scenic corridors with public viewpoints in Portland. Historically, there were multiple panoramas from viewpoints that included all area mountains and the Central City skyline. Over time vegetation has matured and obscured many of the views. This vegetation provides important functions including habitat, slope stabilization, stormwater management, and air temperature moderation. The vegetation also adds to the scenic qualities of the drive. Therefore, it is recommended that continued protection of viewpoints along Terwilliger Boulevard focus on the developed viewpoints with views of Mt Hood and Mt St Helens.



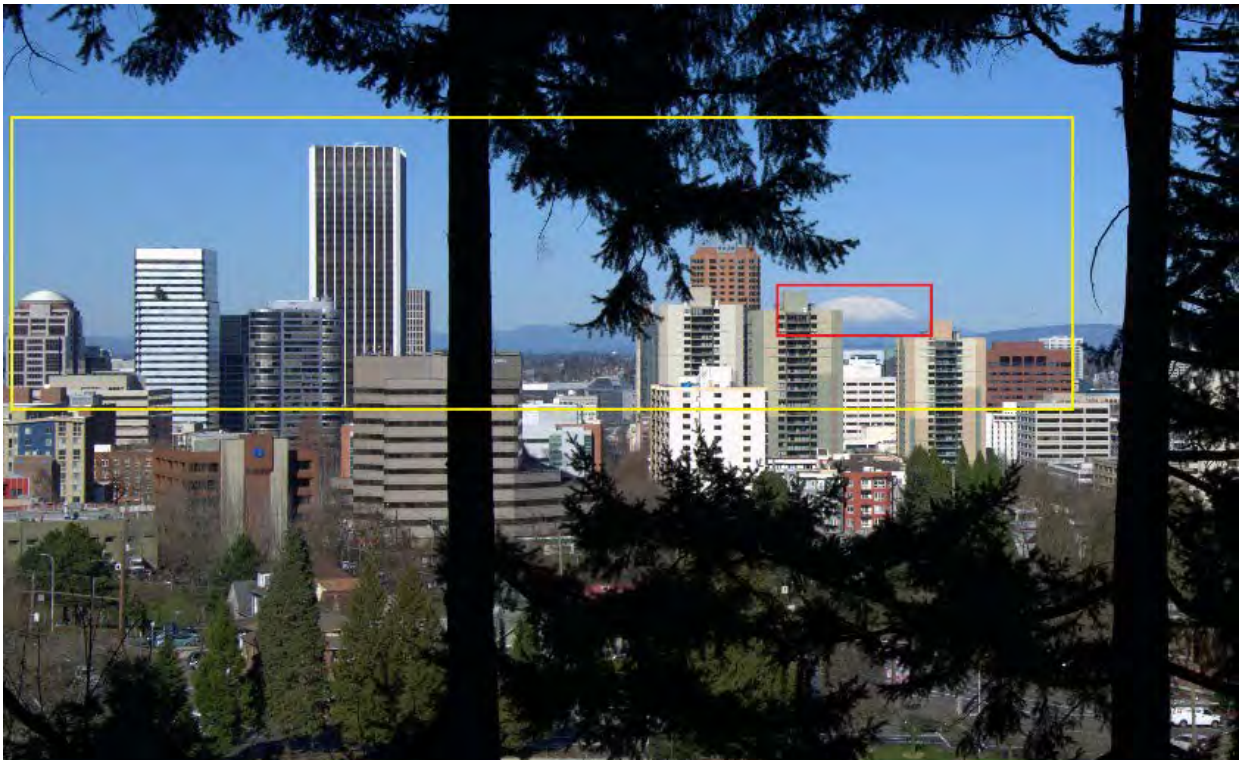


Figure 27: Viewpoint SW49 ESEE Decisions (red = prohibit; yellow = limit)

There are a cluster of viewpoints (SW49, SW50, and SW51) located at a parking area on the northern section of Terwilliger Boulevard that are views of Mt St Helens, Mt Hood, and the Central City skyline. The view of Mt St Helens crosses the Central City and therefore there are some conflicts with existing building heights. It is recommended that building heights be adjusted to maintain the view of Mt St Helens. Building heights need to be limited to 175 ft closest to the viewpoint to 320 ft further from the viewpoint. The economic impact of the height limits is negligible. In addition, vegetation should be maintained to protect the view of Mt St Helens and the Central City skyline.

Figures 30 and 31 depict how the view may change under the existing building heights and the proposed building heights. The figures show each Buildable Lands Inventory (BLI) site with a potential building envelope that is extruded to the maximum height plus bonuses (shown in yellow). There are two examples shown:

1. The first is based on the existing base heights plus additional allowed bonuses. Under existing bonus heights, buildings would be required to be lower than is necessary to protect the view.
2. The second is based on the proposed bonus heights. The proposed bonus heights would allow some taller buildings while continuing to protect the view of Mt Hood.

Figure 28: View of Central City and Mt St Helens from SW49 - Existing Bonus Heights

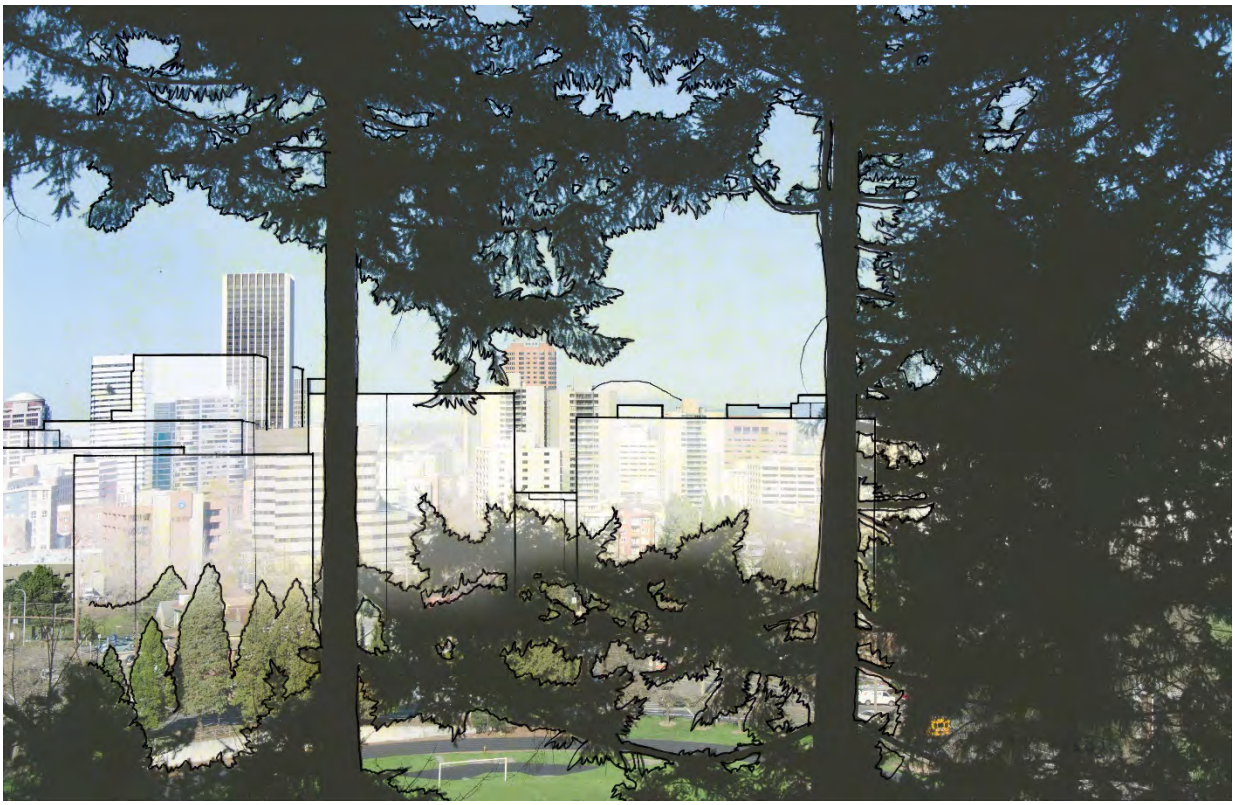


Figure 29: View of Central City and Mt St Helens from SW49 – Proposed Bonus Heights

Viewpoints SW61 and SW64 are located further south along SW Terwilliger Boulevard and also offer views of Mt St Helens and the Central City Skyline. These viewpoints are at a slightly higher elevation than SW49-SW51 and offer a slightly better perspective of the mountain. Both are also developed viewpoints. It is recommended that building heights be limited and vegetation be managed to protect the views of Mt St Helens.

Figure 30: Viewpoint SW61 ESEE Decisions (red = prohibit; yellow = limit)

The views of Mt Hood from viewpoints along Terwilliger Boulevard were addressed in the *South Waterfront Public Views and Visual Permeability Assessment*, described below. No building height adjustments are recommended in the *South Waterfront Public Views and Visual Permeability Assessment* (2006). Vegetation management is recommended to preserve the views of Mt Hood and the South Waterfront skyline, including at viewpoints SW51, SW62, and SW68.

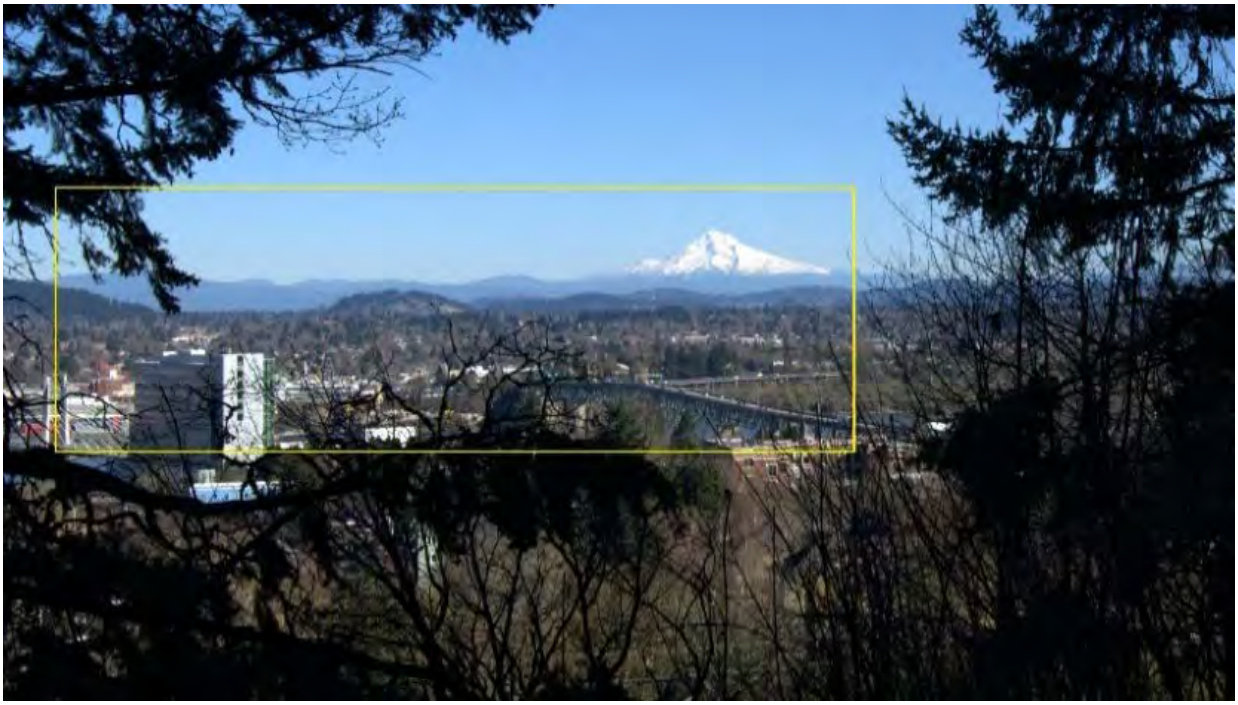


Figure 31: Viewpoint SW51 ESEE Decision (yellow = limit)

Oregon Health and Science University

OHSU is one of the highest points in the southwest hills. An aerial tram transports employees, patients, and the public between the hill and the OHSU campus in South Waterfront. The upper platform for the tram has views of all area mountains (Mt Hood, Mt Adams, and Mt St Helens) as well as the Central City skyline and the Willamette River. Located immediately north of the platform are two additional viewing decks. There is an upper deck and lower deck, with seating and information placards. Due to the elevation of OHSU there are no conflicts with views of Mt Hood or Mt Adams and very few conflicts with the view of Mt St Helens. It is recommended that building heights be limited to protect the view of Mt St Helens. Vegetation needs to be selectively pruned or removed to protect the views of Mt Hood, Mt Adams, Mt St Helens, and the Central City skyline from all four viewpoints.

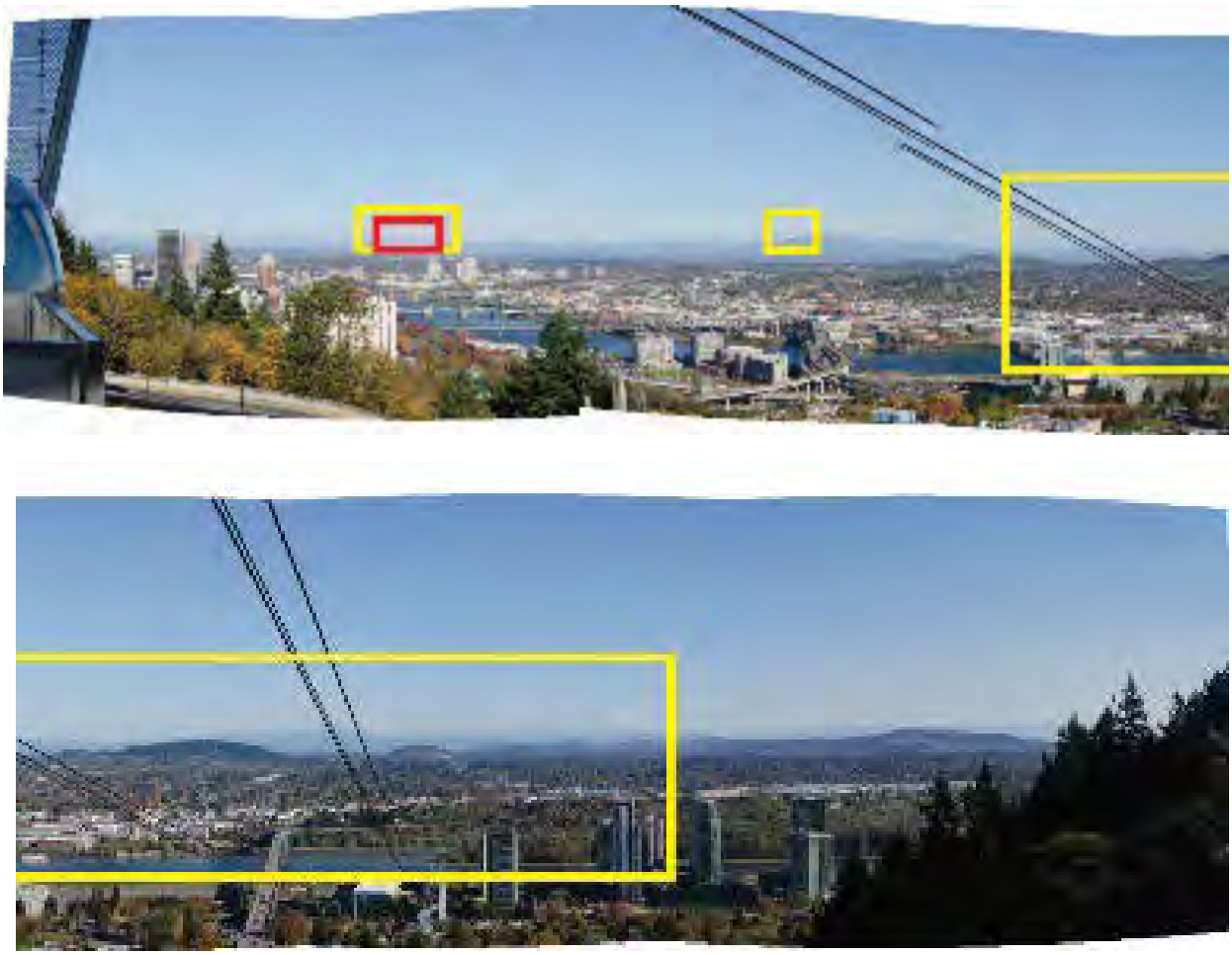


Figure 32: Viewpoint SW60 ESEE Decisions (red = prohibit; yellow = limit)

South Waterfront

In 2006, the City conducted the *South Waterfront Public Views and Visual Permeability Assessment*, which included an analysis of views from Terwilliger Boulevard to Mt Hood and from the Springwater Trail to the West Hills. The plan identified five viewpoints that must be considered when designing buildings in South Waterfront (Figure 35). Those viewpoints are: the northernmost pullout along SW Terwilliger Boulevard (SW1 in South Waterfront; SW51 in CCSRPP), the pullout along SW Terwilliger Boulevard just south of SW Campus Drive (SW2 in South Waterfront; SW62 in CCSRPP), the pullout along SW Terwilliger Boulevard just north of the Charthouse Restaurant (SW3 in South Waterfront; outside of the CCSRPP boundary), the collection of picnic tables and benches along the Springwater Corridor west of SE Franklin (SW4 in South Waterfront; SE26-28 in CCSRPP), and the intersection of SE Caruthers Street and the Greenway/Springwater Trail (SW5 in South Waterfront; SE19 in CCSRPP). The recommendations of the *South Waterfront Public Views and Visual Permeability Study* are upheld. Building height limits in South Waterfront are not being amended by this CCSRPP. However, the viewpoints along the Willamette River have been moved slightly to reflect existing conditions and development that has already occurred in South Waterfront.

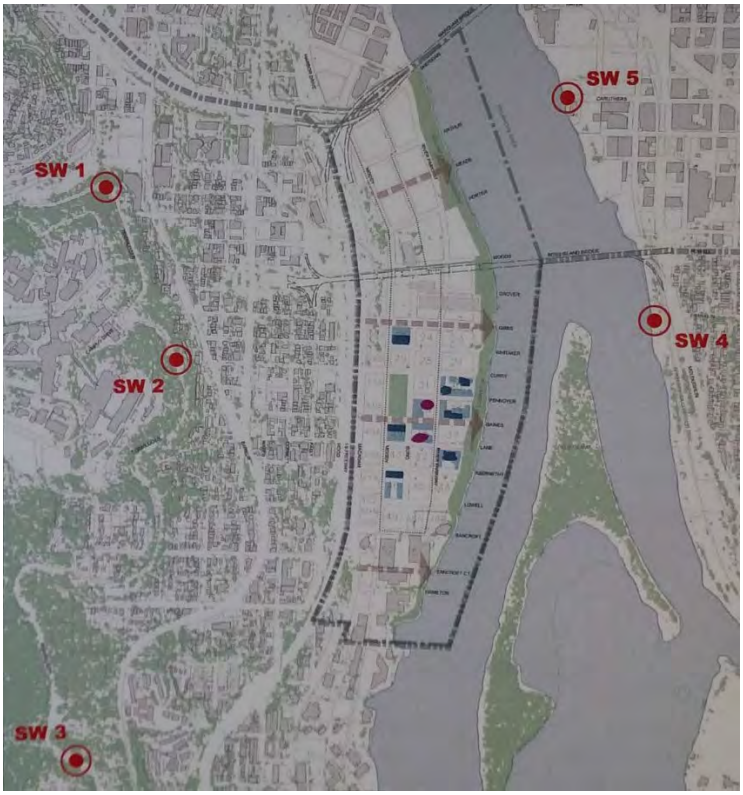


Figure 33: South Waterfront Public Views and Visual Permeability Assessment Viewpoints.

4. Summary of ESEE Decisions for Other Scenic Resources

This section includes a summary of the ESEE decisions for view streets, scenic corridors, scenic sites and visual focal points in the Central City. Table 2 provides a summary of the ESEE decisions. Following the table is a summary of the view streets that result in building height limits in 33.510, Central City, being adjusted to protect the view.

Table 3: Summary of General ESEE Decisions for View Streets, Scenic Corridors, Scenic Sites and Visual Focal Points

Conflicting Uses	Significant Scenic Resources			
	View Streets	**Scenic Corridors**	**Scenic Sites**	**Visual Focal Points**
Buildings & Structures	Prohibit height, massing or placement that would block the focal terminus on the following view streets: NW 12th Ave, NW Johnson or SW Jefferson St	Limit height, massing or placement that would create a predominance of shade on the resource, particularly at developed viewpoints located along the scenic corridor.	Limit height, massing or placement that would create a predominance of shade on the site.	*Addressed under recommendations for other resources***
Vegetation*	Limit vegetation would block, partially block or substantially reduce the air space around the focal terminus of the view street.	Limit vegetation that upon maturity would become discordant to scenic corridor.	Limit vegetation that upon maturity would become substantially discordant to the site.	
Above-ground Utilities	Limit above-ground utilities that would partially block or substantially detract from the focal terminus of the view street.	Allow	Limit above-ground utilities that would substantially detract from the site.	
Permanent Fencing	Limit permanent fencing that would block or partially block views of the focal terminus of the views street.	Allow	Limit permanent fencing that would substantially detract from the site.	

* Vegetation is only a conflicting use when the species size or location results in mature or unmaintained vegetation becoming discordant to the scenic resource. All other vegetation is not a conflicting use and is typically considered a primary or contributing feature of the scenic resource.

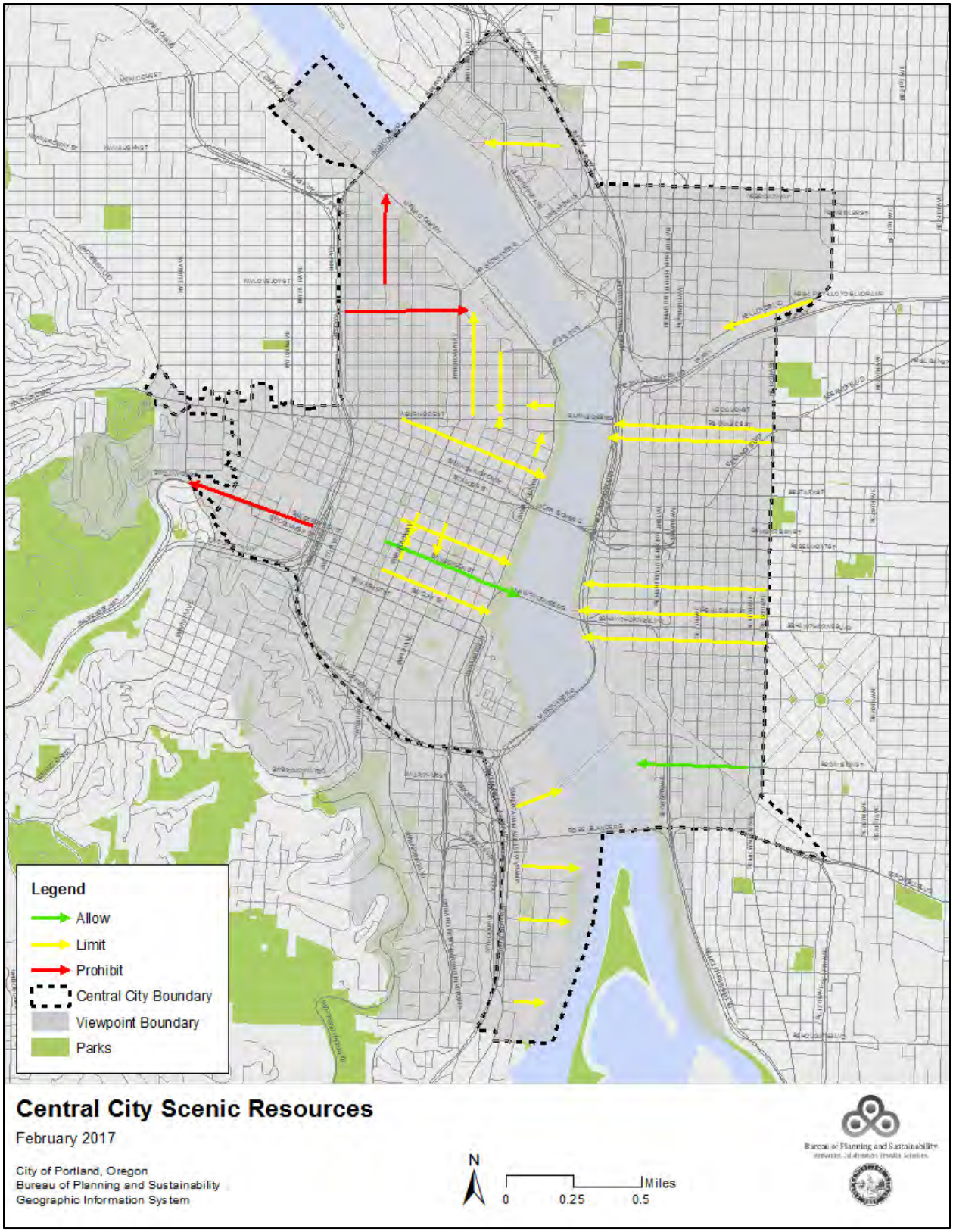
**Visual focal points are not stand alone scenic resources. Visual focal points are the primary and secondary focal features of a view or are the focal terminus of a view street. A use can become conflicting with the visual focal point only as it relates to how the focal point is seen from a viewpoint or view street. Therefore, the ESEE recommendations for the viewpoint or view street address the focal feature.

A. View Streets

Every street and associated right-of-way in the Central City provides a line of sight. Streets and sidewalks are designed to provide visual access down the street, whether in a car, on a bike or walking. But not all streets and associated rights-of-way are, or should be, *view streets*. For the purposes of this inventory, a *view street* is defined as a linear stretch that is enclosed or bordered on both sides (e.g., by buildings or trees) and leads to a visual focal point that serves as the terminus of the view and contributes an aesthetic quality to the view. A view street may be a section of a street or a trail. Map # are the view streets in the Central City.

For most view streets the right-of-way is protective of the view because the focal termini are located down the center of the view street and could not be blocked by buildings, structures or other conflicting uses. However, view streets that curve, have a focal terminus that is off-center (i.e. not straight down the middle of the right-of-way) or that terminate prior to the focal terminus (i.e., the public right-of-way ends at a park but the focal terminus is on the other side of the park) could be blocked by future development. There are three view streets that are recommended for protections by limiting building heights:

1. NW 12th Ave view of Fremont Bridge
2. NW Johnson St view of Union Station Clock Tower
3. SW Jefferson St view of Vista Bridge



Map 13: View Street ESEE Decisions

1. NW 12th Avenue and NW Lovejoy Street: View of Fremont Bridge

This view street extends north along NW 12th Avenue from NW Lovejoy Street. The view street ends at NW Naito Parkway but the view extends to the Fremont Bridge and captures the section of the bridge where the bridge deck meets the bridge arch. This two-way view street has travel lanes, parking and sidewalks on both sides of the street. The view is best seen from the middle of the street, within the crosswalk.

Because the architecturally interesting feature of the Fremont Bridge, where the deck meets the arch, is slightly off-center from the middle of the right-of-way, development along the west side of NW 12th could block or partially block the view of the Fremont Bridge. Therefore, the ESEE recommendation is to prohibit conflicting building heights along NW 12th Avenue to maintain a view of where the deck meets the arch on the Fremont Bridge. Vegetation should also be managed to maintain airspace around the view of the bridge.

Figure 34: ESEE Decision for the View of Fremont Bridge from NW 12th Ave and NW Lovejoy St

2. NW Johnson Street and NW 15th Avenue: View of Union Station Clock Tower

This view street extends east along NW Johnson Street from NW 15th Avenue to the Union Station clock tower. Street trees (primarily during leaf-on) and the post office partially obscure the view. Redevelopment of the post office site will affect this view. This two-way view street does not have separated bike lanes but is a designated Neighborhood Greenway. There are sidewalks on both sides of the street though the clock tower is most visible from the crosswalk, slightly south of center.

While the clock tower can be seen from the right-of-way, it sits slightly off center from the middle of the street. Thus, it is possible that new development on the north side of SW Johnson Street could block or partially block the view of the clock tower looking east along NW Johnson Street. Therefore, the ESEE decision is to prohibit conflicting building heights along NW Johnson Street to maintain a view of the clock tower from NW Johnson Street and NW 15th Avenue. Vegetation should also be managed to maintain the view of the clock tower.

Figure 35: ESEE Decision for the View of the Union Station Clock Tower from NW Johnson St and NW 15th Ave

3. SW Jefferson Street and SW 14th Avenue: View of Vista Bridge and West Hills

This view street offers a view of the Vista Bridge with the West Hills in the background. The view street extends west to the hills along SW Jefferson Street from SW 14th Avenue. Overgrown vegetation and overhead utilities partially obscure the view. There is a designated bike lane and sidewalks on both sides of the street, though the view cannot be seen from the sidewalks.

Because SW Jefferson Street curves, the view of the Vista Bridge is not entirely within the right-of-way. Building heights and massing on the northern tax lots could impact the view. However, redevelopment of sites along Jefferson Street, particularly in close proximity to the light rail station, is also a priority and protecting the full extent of the existing view would impact the ability of sites to redevelop. Therefore, the ESEE decision is to prohibit conflicting building heights along SW Jefferson Street to maintain a view of the Vista Bridge and West Hills from SW Jefferson Street and SW 14th Avenue (shown in red) but to allow some encroachment into the existing view in order to support redevelopment along Jefferson Street.

Figure 36: ESEE Decision for the View of Vista Bridge from SW Jefferson St and SW 14th Ave

Figures 39 and 40 depicts how the view of Vista Bridge from the I405 overpass would change. The figure shows each Buildable Lands Inventory (BLI) site with a potential building envelope that is extruded to the base height plus bonuses (shown in yellow).

Figure 37: View of Vista Bridge from SW Jefferson Street and I405 Overpass – Existing Heights

Figure 38: View of Vista Bridge from SW Jefferson Street and I405 Overpass – Proposed Heights

4. Implementation Tools

A. Zoning Code Changes

This section summarizes the recommended City's zoning code amendments necessary to implement the Central City Scenic Resources Protection Plan. The changes include:

- 33.510, Central City – Maps 510-3, Base Heights, is adjusted and a new Map 510-4, Bonus Heights, is added to be protective of views.
- 33.480, Scenic Resources – Updates to the scenic (s) overlay zones and clarifications to the zoning code.
- 33.430, Environmental Zones – A new standard that allows tree removal, with replacement, within view corridors.

Chapter 33.510, Central City, includes two maps that relate to building heights. Map 510-3 shows the base building heights and areas eligible for height increases using bonuses or transfers. Map 510-4 is the building heights that can be achieved with use of bonuses. The Central City Economic, Social, Environmental and Energy Analysis (CCESEE) decisions shown on Map A are used to adjust heights in both maps to be protective of views.

Chapter 33.480, Scenic Resources, includes zoning regulations for viewpoints, view corridors, scenic sites and scenic corridors. Many of the view corridors coincide with an environmental overlay zones. These view corridors, where they overlap with environmental overlay zones, are added to the official zoning map as scenic (s) overlay zones. Map A includes the view corridors that are used to update the s overlays.

These changes are occurring citywide, not just in the Central City. The application of the scenic (s) overlay zone to view corridors that overlap with environmental overlay zones is not a change in legislative intent adopted by the 1991 *Scenic Resources Protection Plan*. Rather, adding the scenic (s) overlay zones to the zoning maps makes the relationship between the scenic (s) overlay zone and the environmental overlay zones clearer.

The zoning code regulations are updated to state that tree preservation is not required if the tree is located within a view corridor designated in the 1991 *Scenic Resources Protection Plan*. This is not a change in the legislative intent adopted in 1991 *Scenic Resources Protection Plan* because the plan recommended a limit or prohibit decision for significant view corridors and allowing tree removal within view corridors supports protecting the significant views.

Chapter 33.430, Environmental Zones, is updated to allow vegetation maintenance within view corridors. There are viewpoints and view corridors within environmental overlay zones. Some of these view corridors have vegetation, particularly trees, which are blocking or partially blocking views of the Central City skyline or across the skyline to Mt Hood, Mt St Helens or Mt Adams. Currently, in Chapter 33.430 there is an exemption for vegetation removal within a viewpoint but tree removal in a view corridor requires an Environmental Review. A new standard has been added to allow tree removal, up to 12 inches diameter for a native tree and any size non-native tree, within view corridors provided that the trees are replaced. If the standard cannot be met, an applicant must go through Environmental Review.

These changes are occurring citywide, not just in the Central City. The addition of a standard is not a change in legislative intent from the 1991 *Scenic Resources Protection Plan* because the ESEE adopted for that plan recommended a *limit* decision for view corridors without special height restrictions. A standard that allows tree removal with replacement implements the *limit* decision.

The Central City 2035 Plan, Volume 2A contains the specific zoning code changes.

B. Protection Plan Maps

This section includes the recommended CCSRPP maps that show where the zoning codes are applied. The maps include:

- Map A – View Corridors with Special Height Restrictions
- Map B – View Corridors without Special Height Restrictions
- Map C – Scenic Corridors and View Streets
- Map D – Scenic Sites and Focal Points

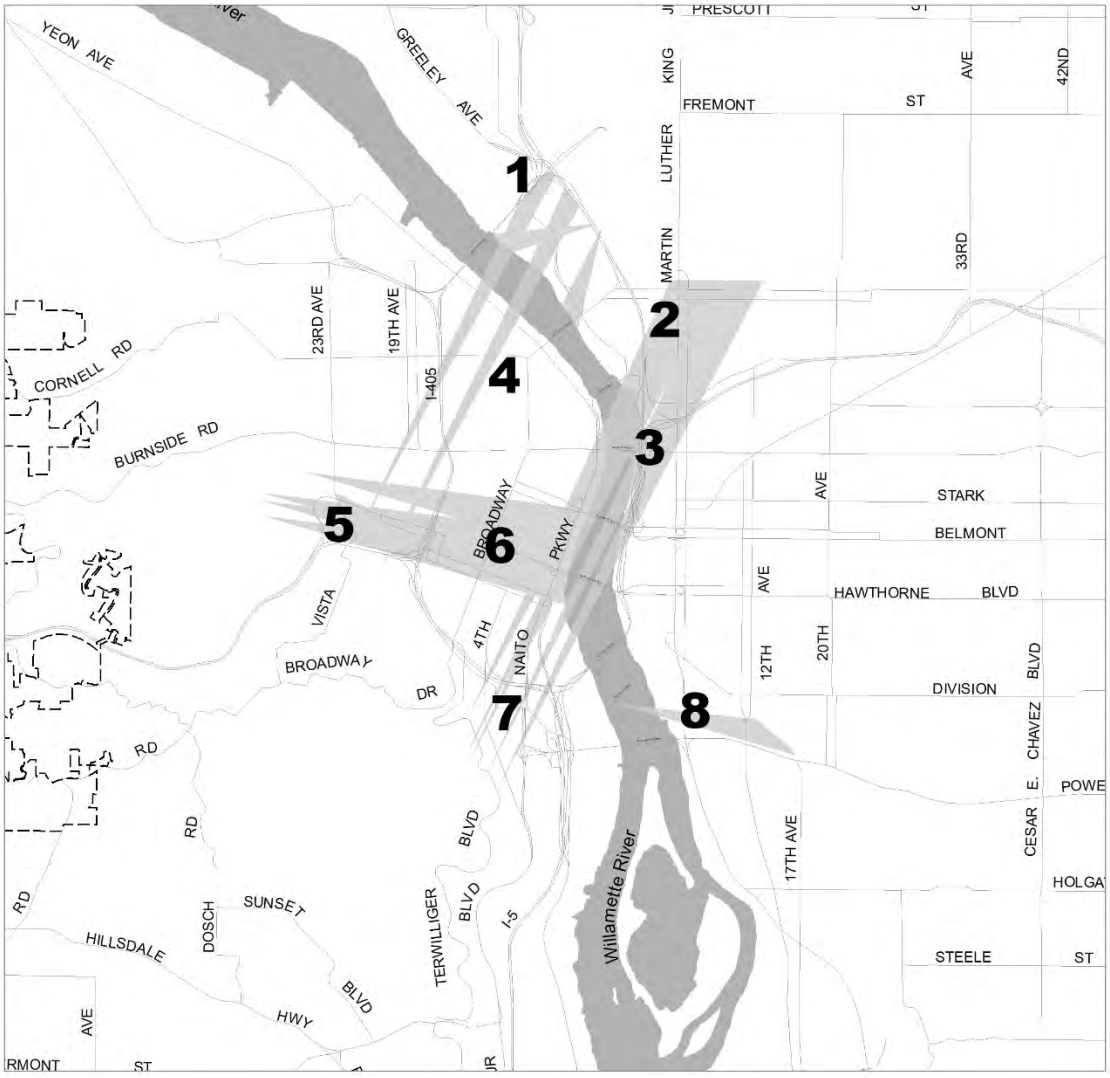
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Index Map

Map Revised Xxxxx X, 201X



Legend

------- City Boundary

Scenic view corridor

NORTH

0 3,500 7,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

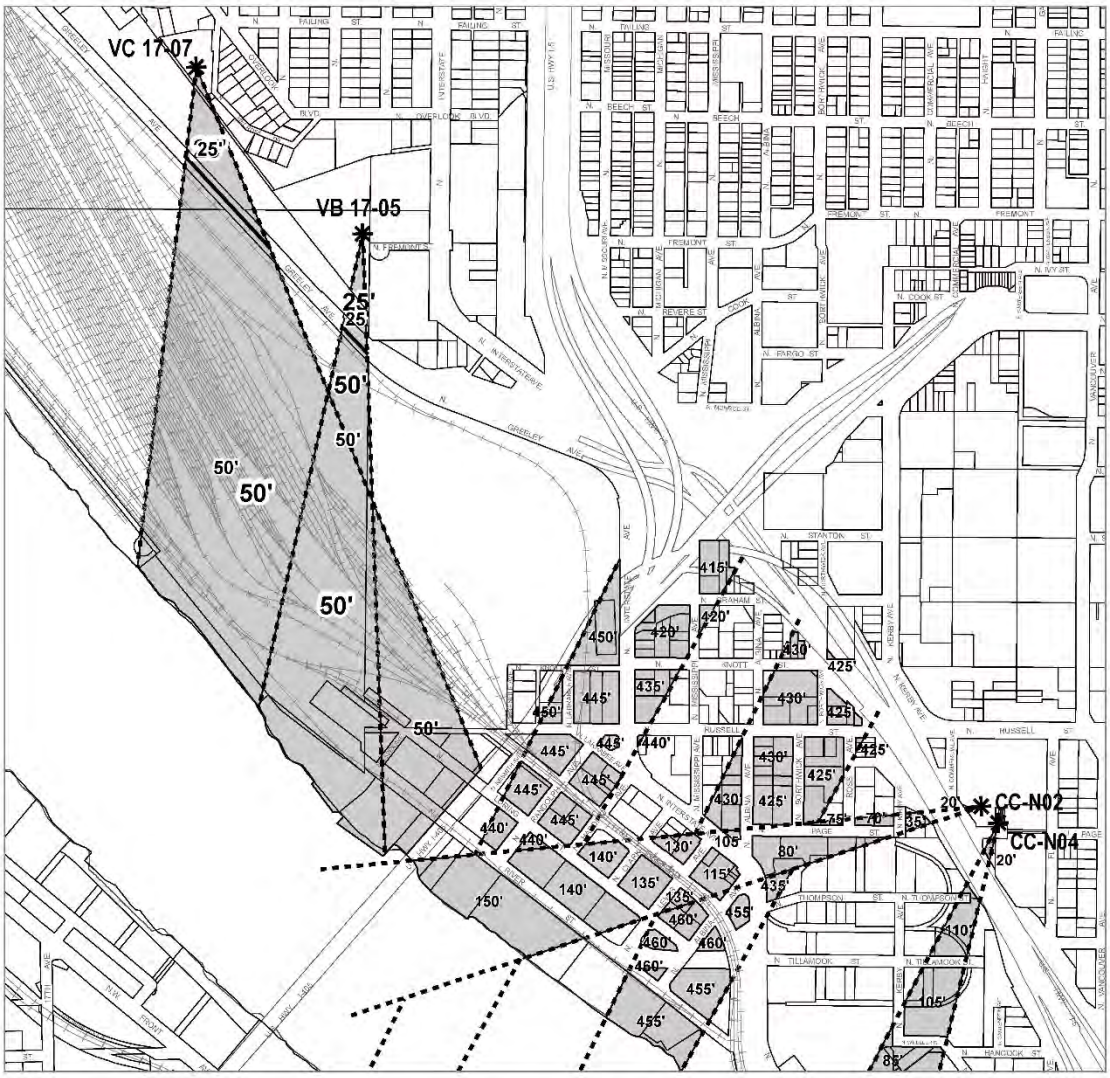
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 1 of 8

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Viewpoint
- 75' View corridors with height restrictions
- View Street

NORTH

0 600 1,200

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

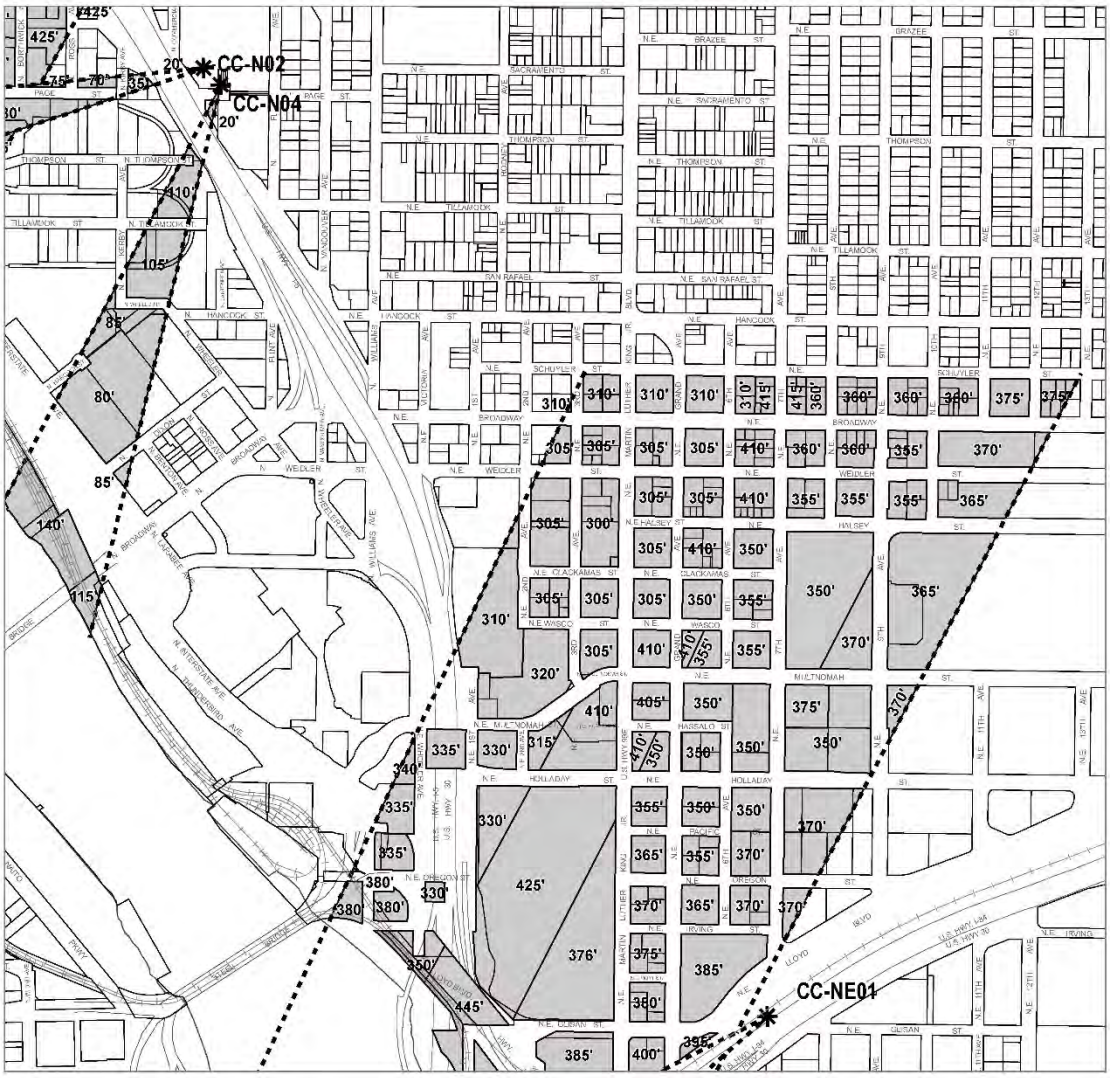
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 2 of 8

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Viewpoint
- 75' View corridors with height restrictions
- View Street

NORTH

0 600 1,200

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

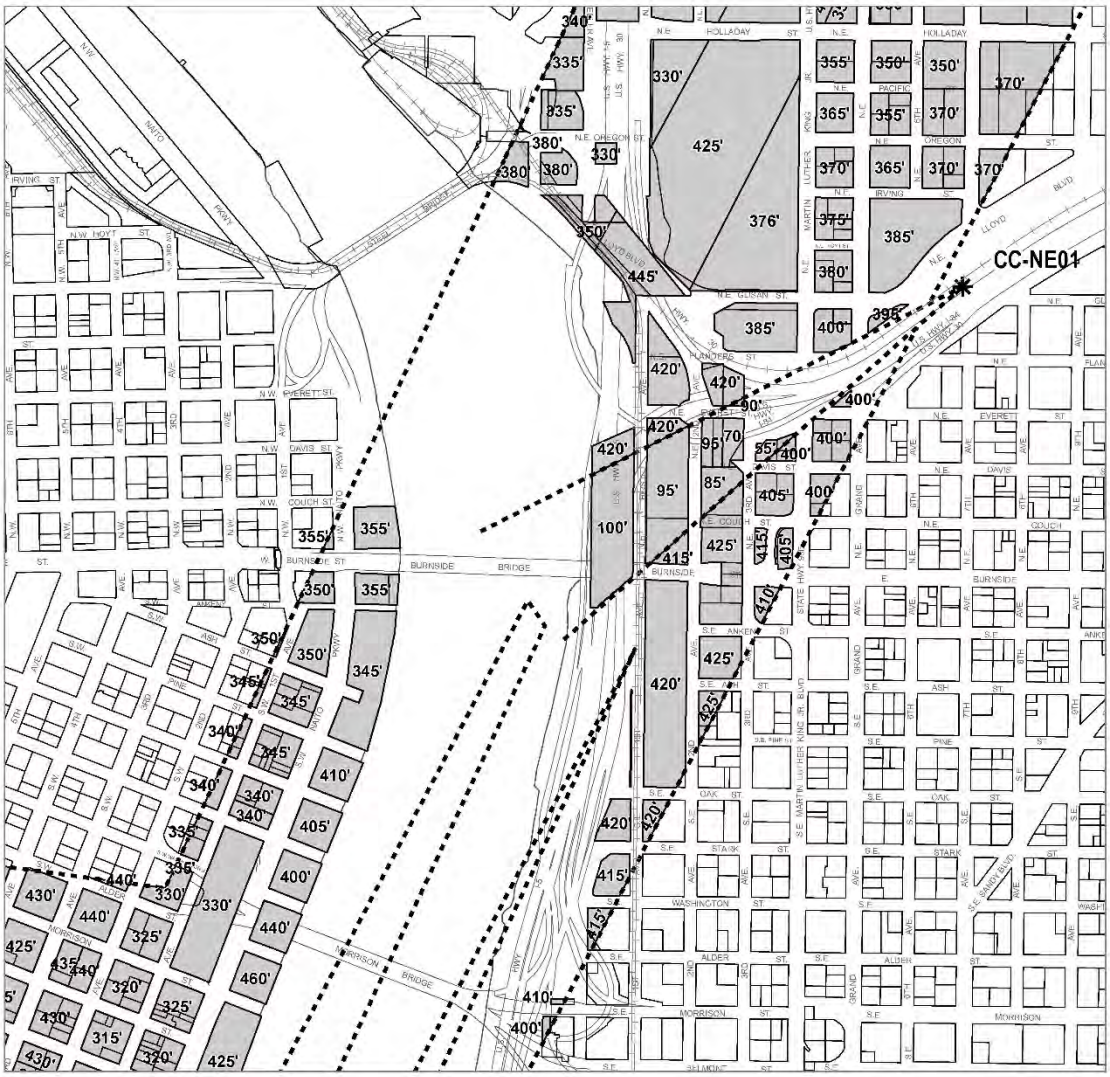
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 3 of 8

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Viewpoint
- 75' View corridors with height restrictions
- View Street

NORTH

0 600 1,200

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

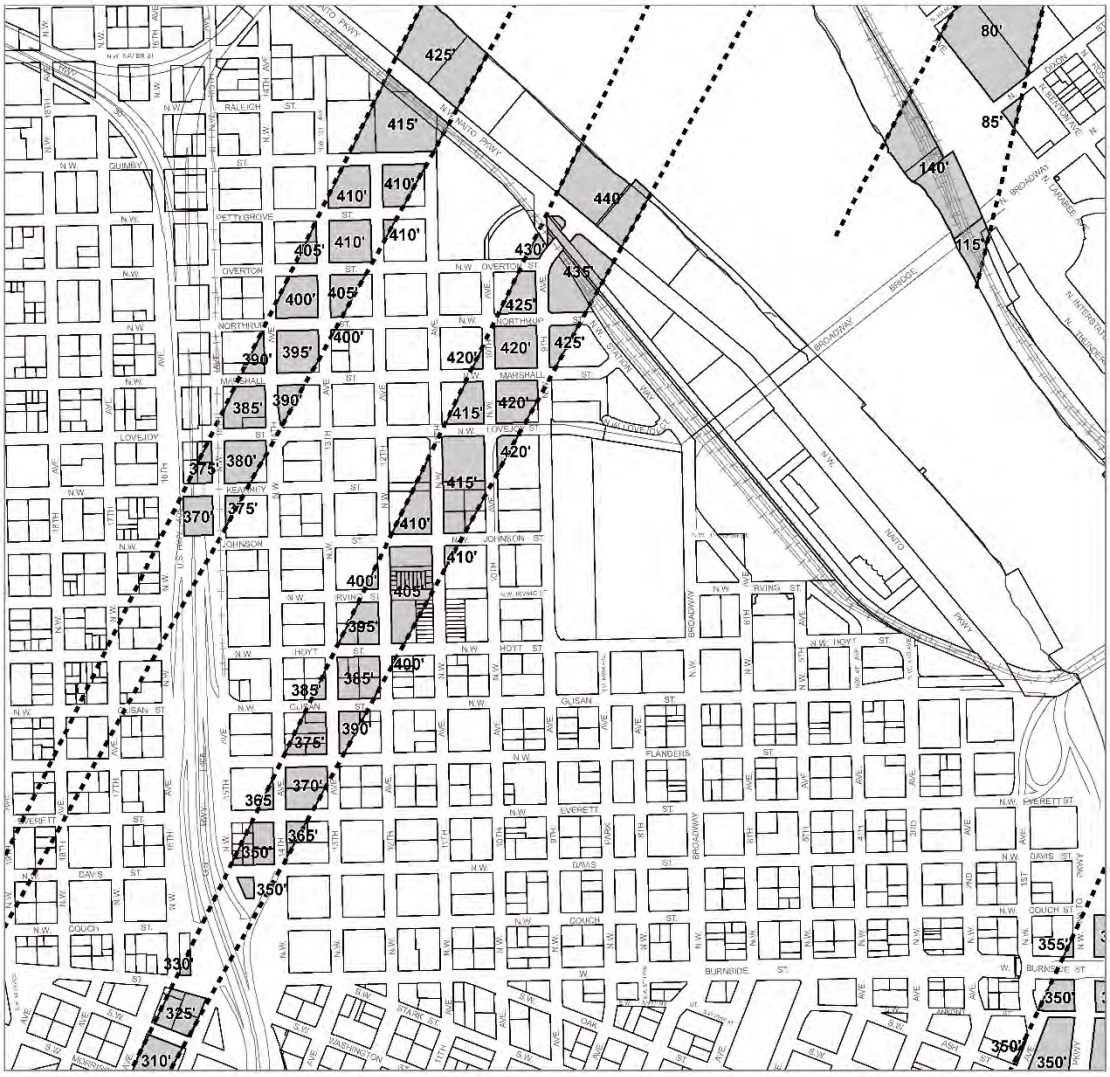
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 4 of 8

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Viewpoint
- 75' View corridors with height restrictions
- View Street

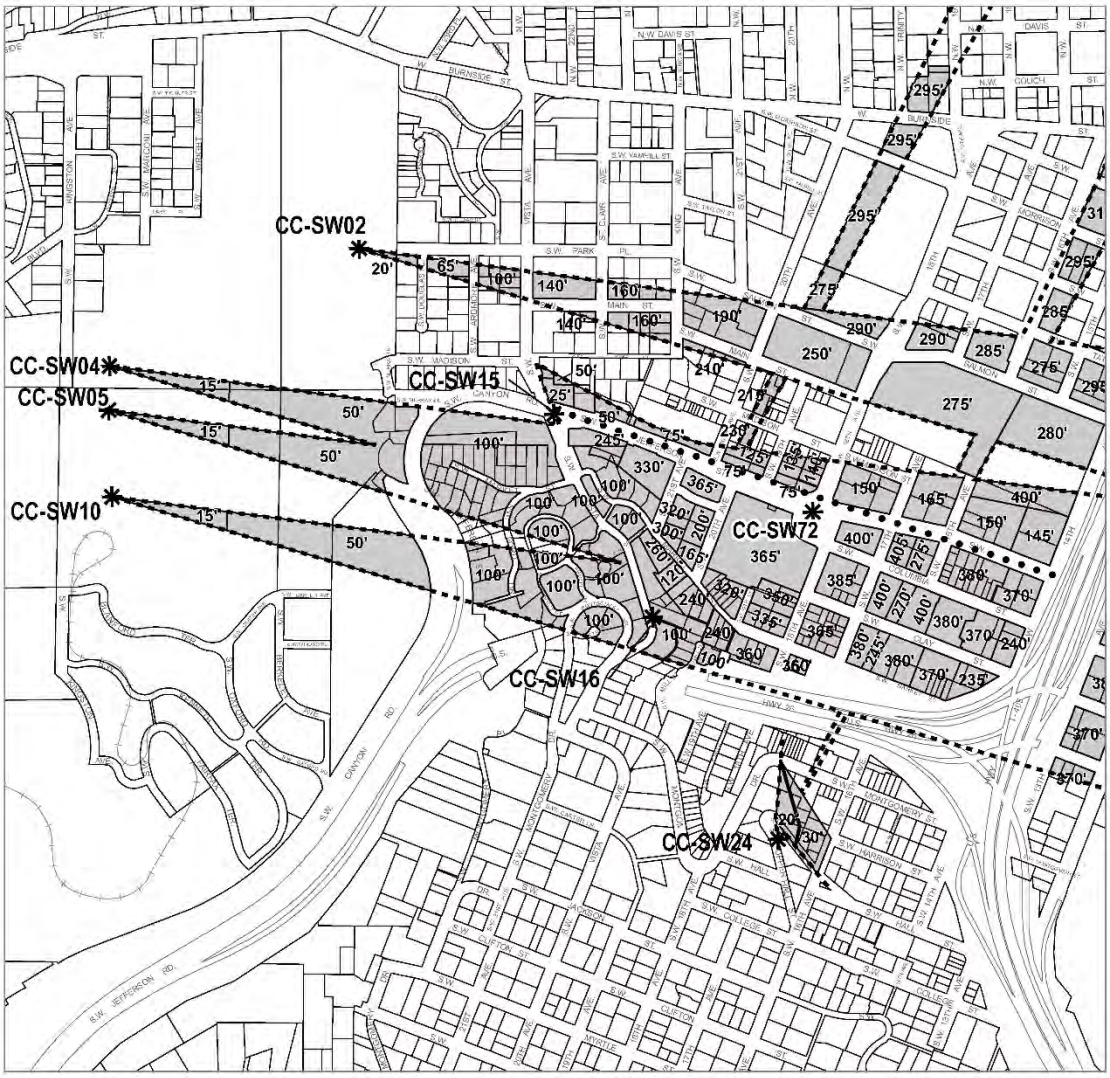
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 5 of 8

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Viewpoint
- View corridors with height restrictions (75')
- View Street

NORTH

0 600 1,200

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 6 of 8

Map Revised Xxxxx X, 201X

Legend

- City Boundary
- Viewpoint
- 75' View corridors with height restrictions
- View Street

NORTH

0 600 1,200

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

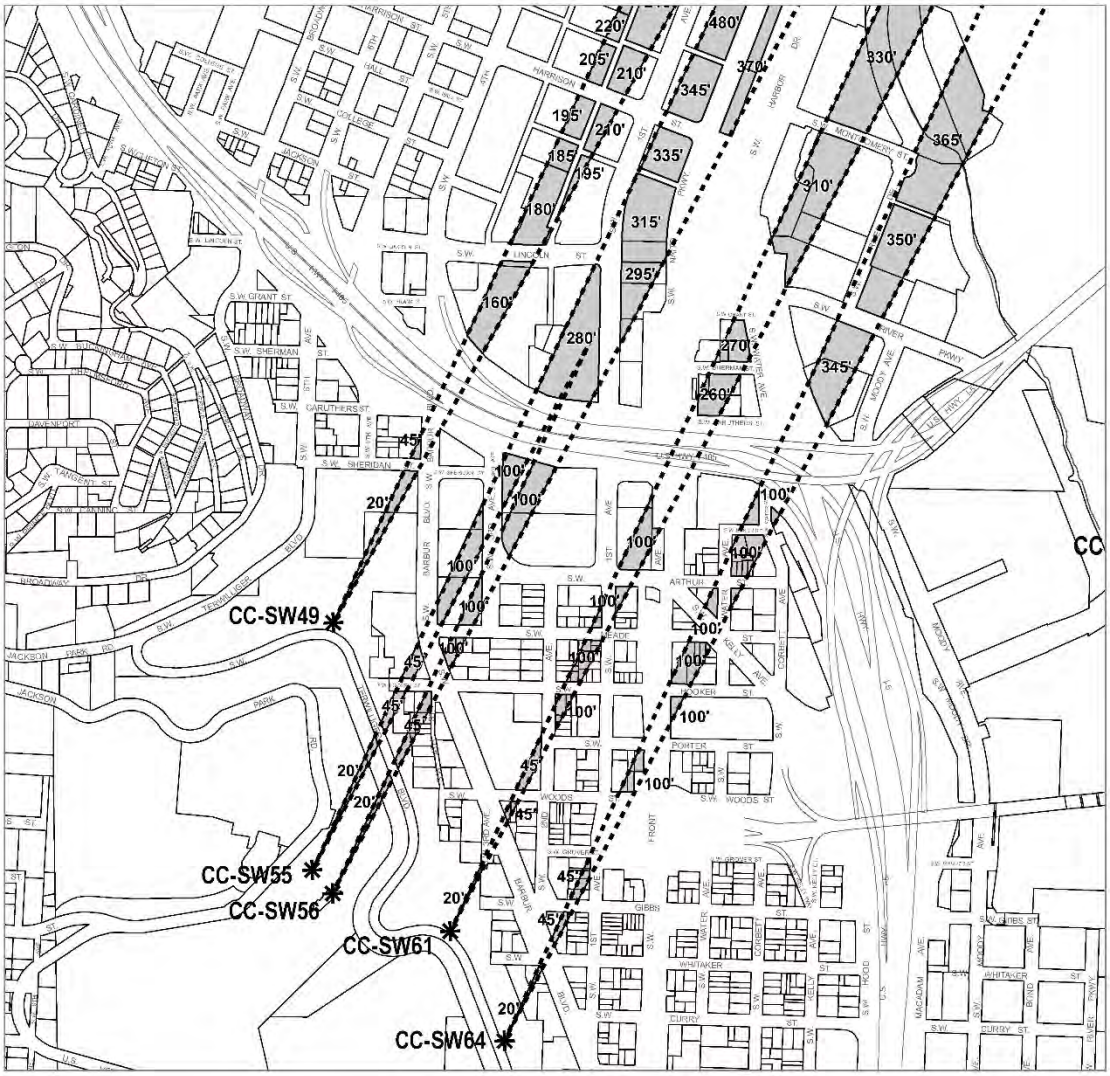
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 7 of 8

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Viewpoint
- 75' View corridors with height restrictions
- View Street

NORTH

0 600 1,200

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

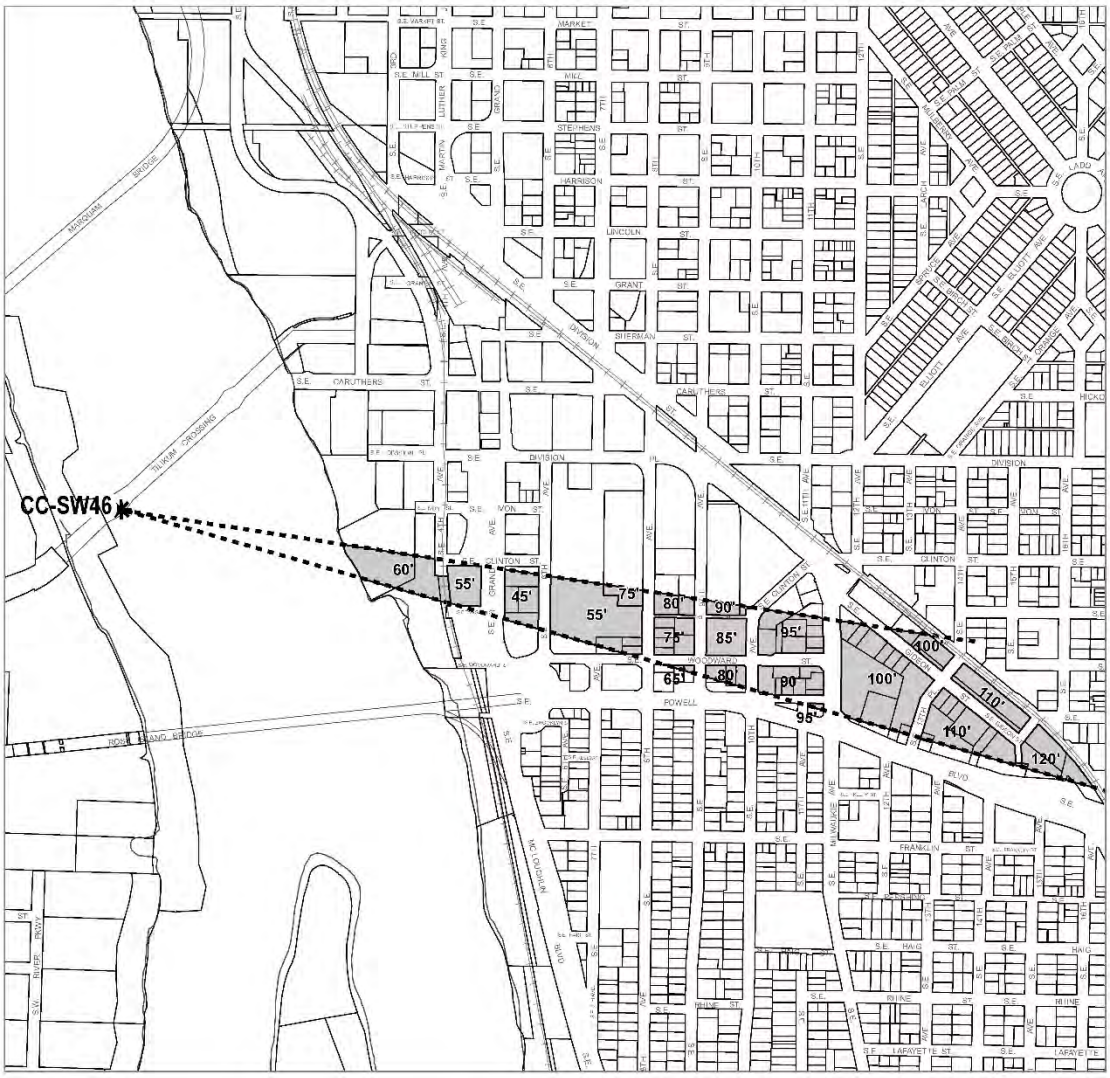
Central City Scenic Resources Protection Plan

View Corridors with Height Restrictions

Map A

Map 8 of 8

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Viewpoint
- View corridors with height restrictions (75')
- View Street

NORTH

0 600 1,200

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

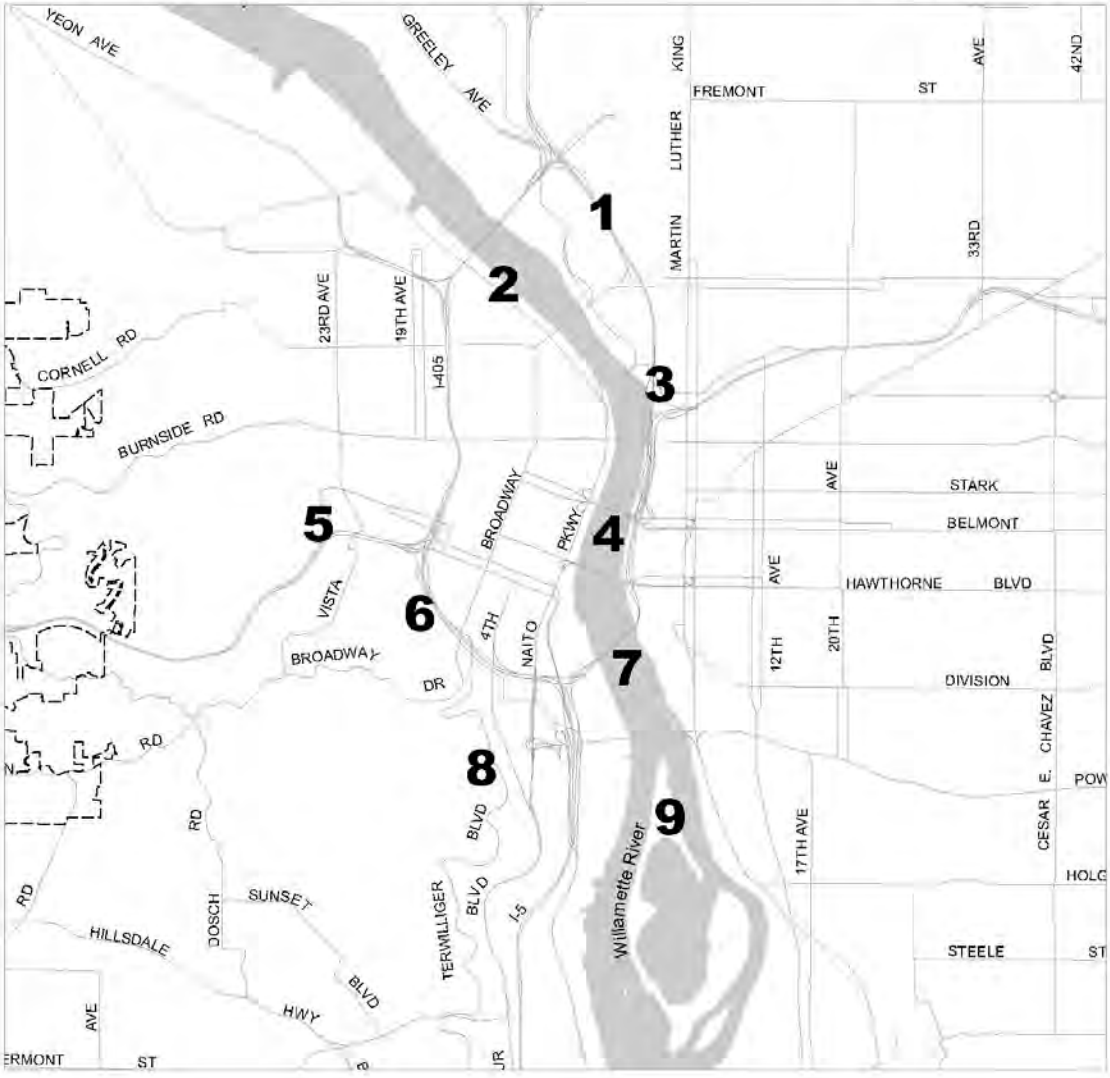
Proposed Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Index Map

Map Revised Xxxxx X, 201X



------ City Boundary

NORTH

0 3,500 7,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

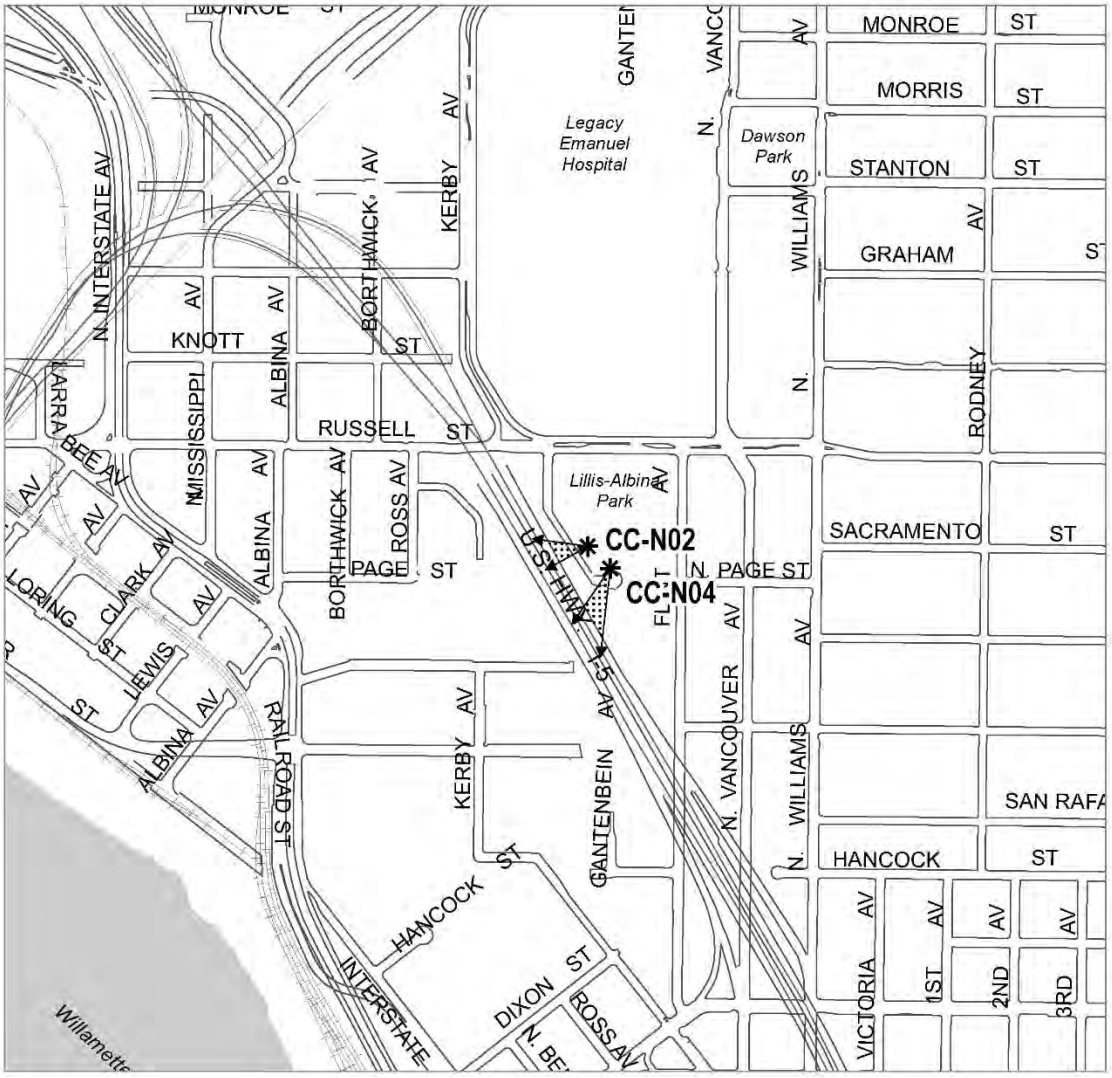
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 1 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

* Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

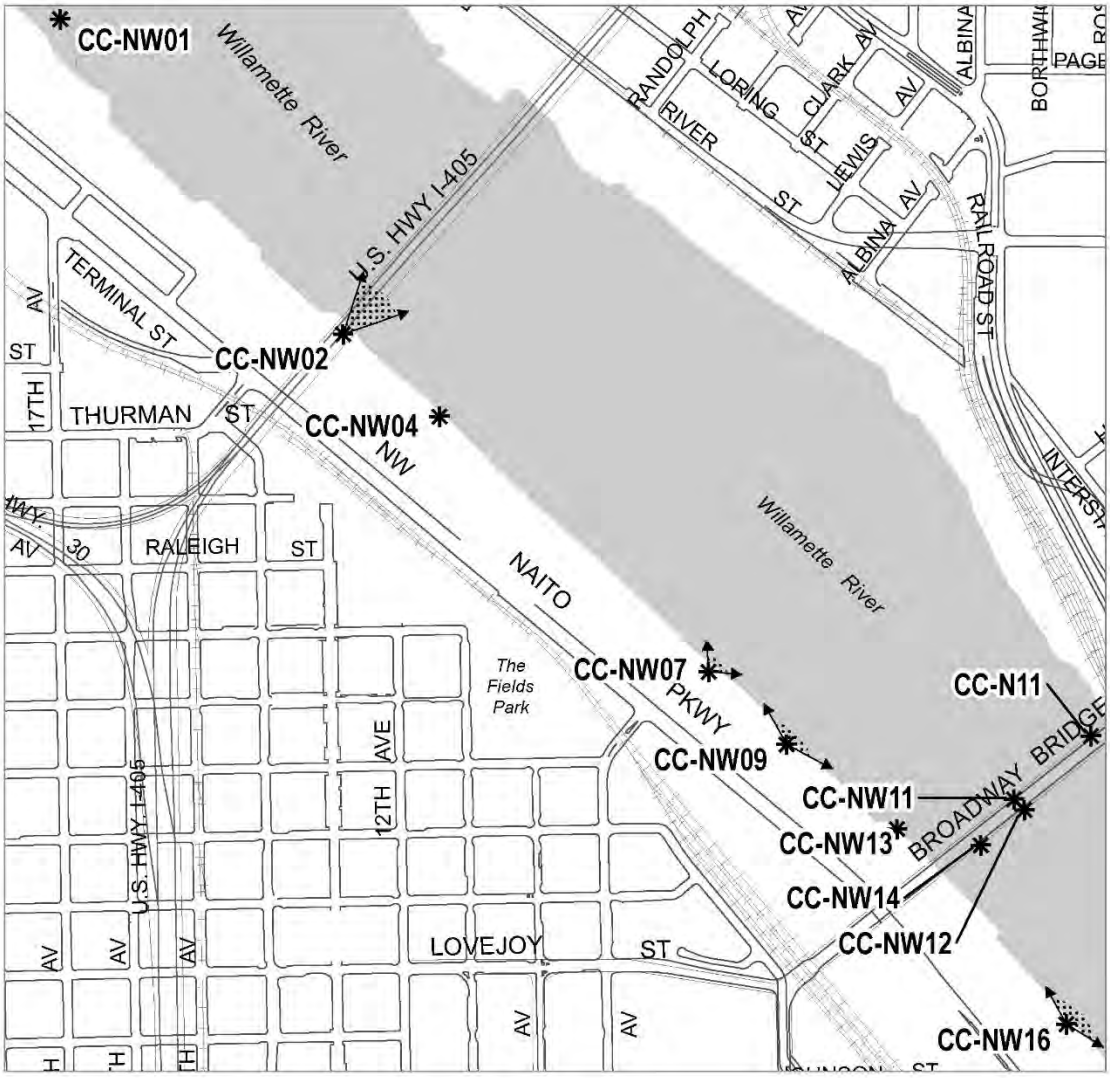
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 2 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

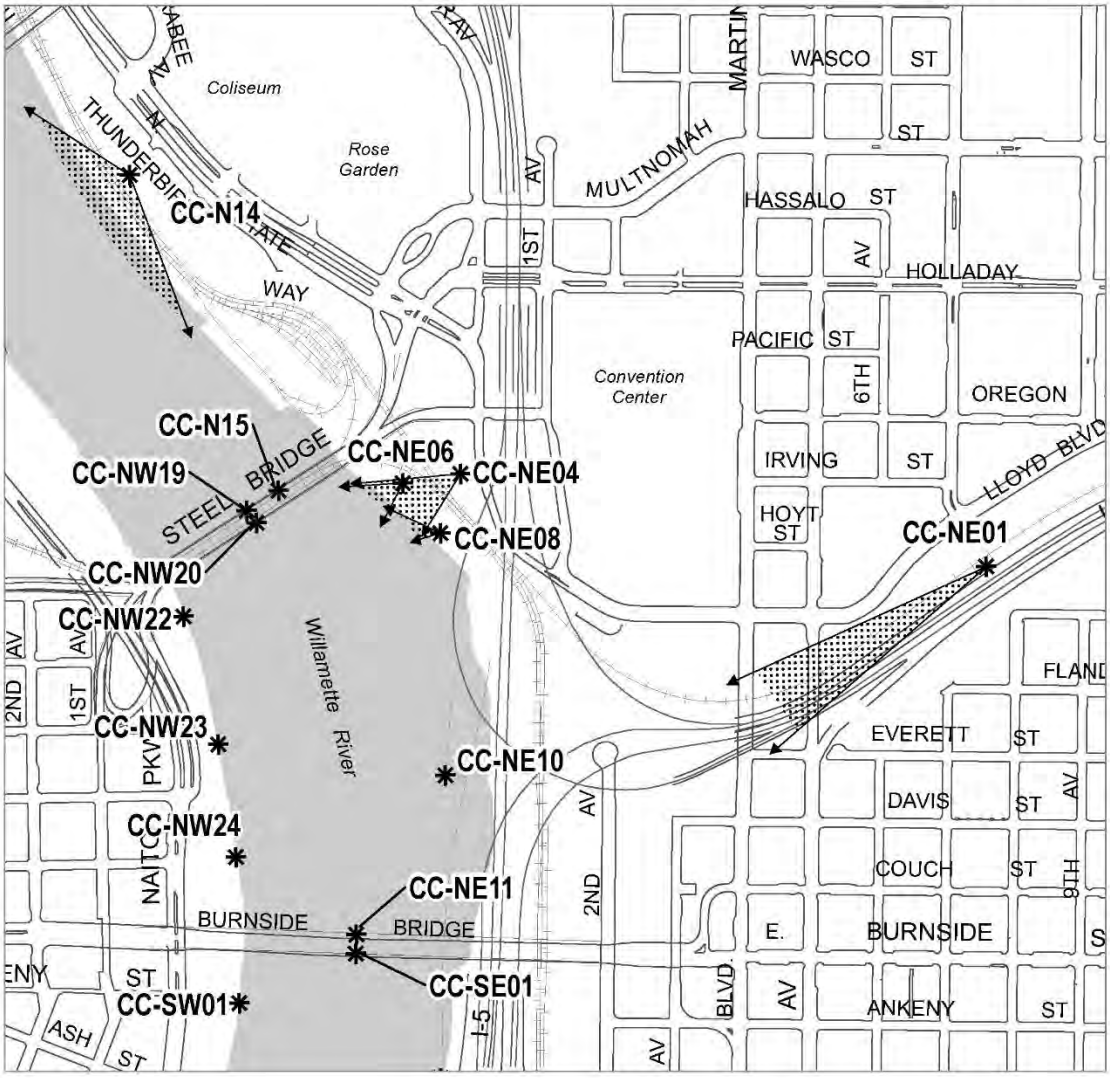
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 3 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

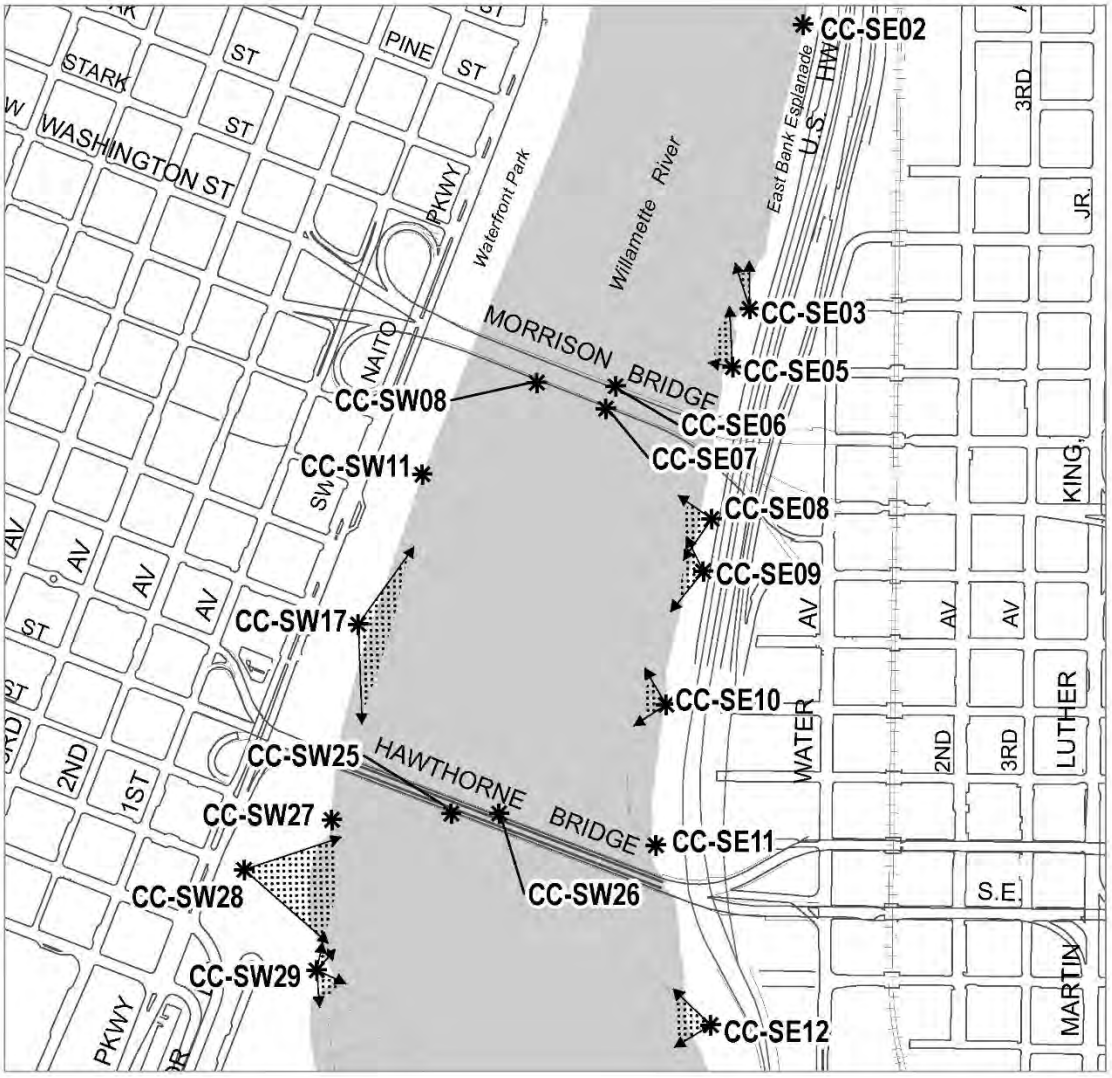
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 4 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

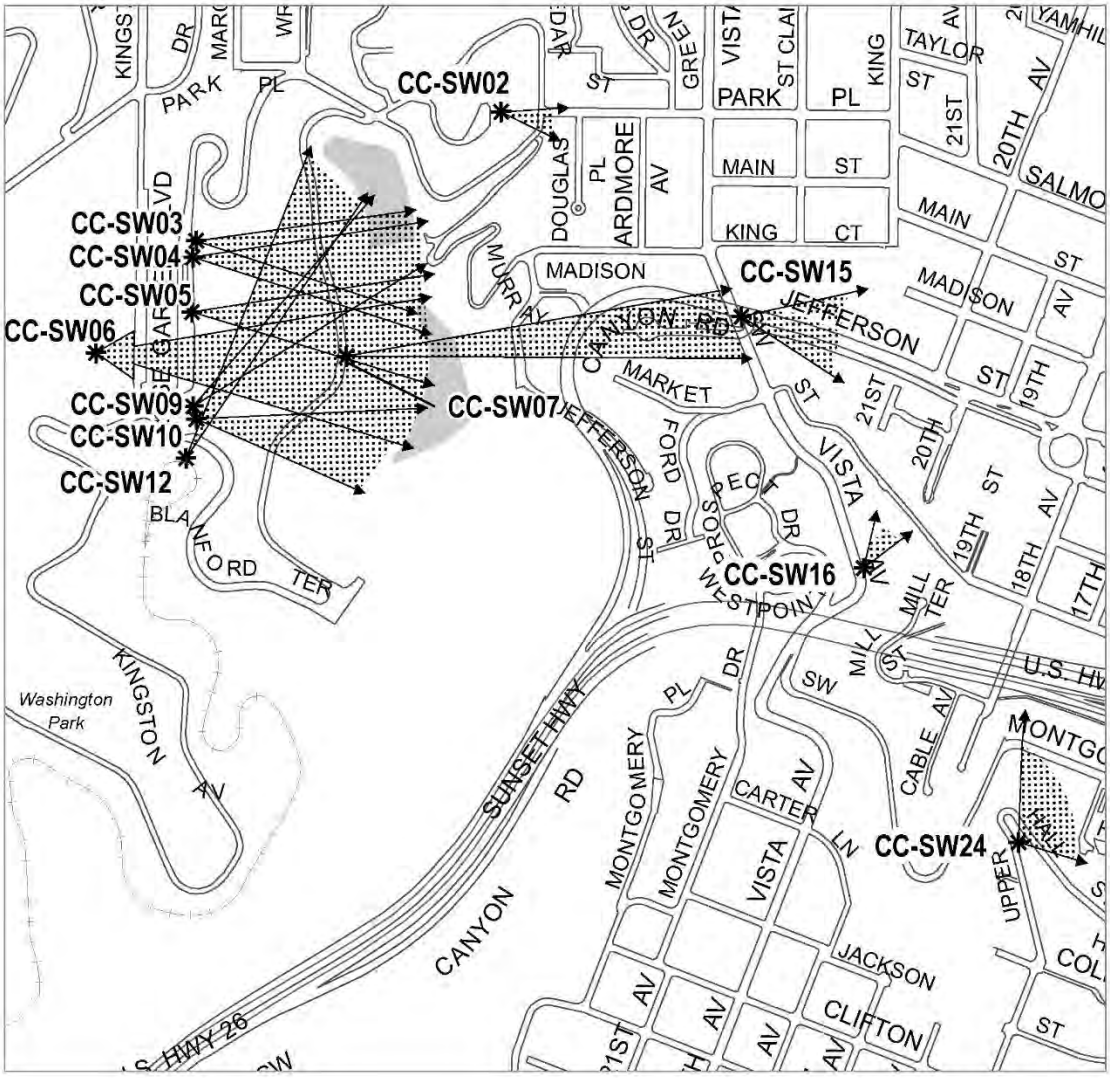
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 5 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

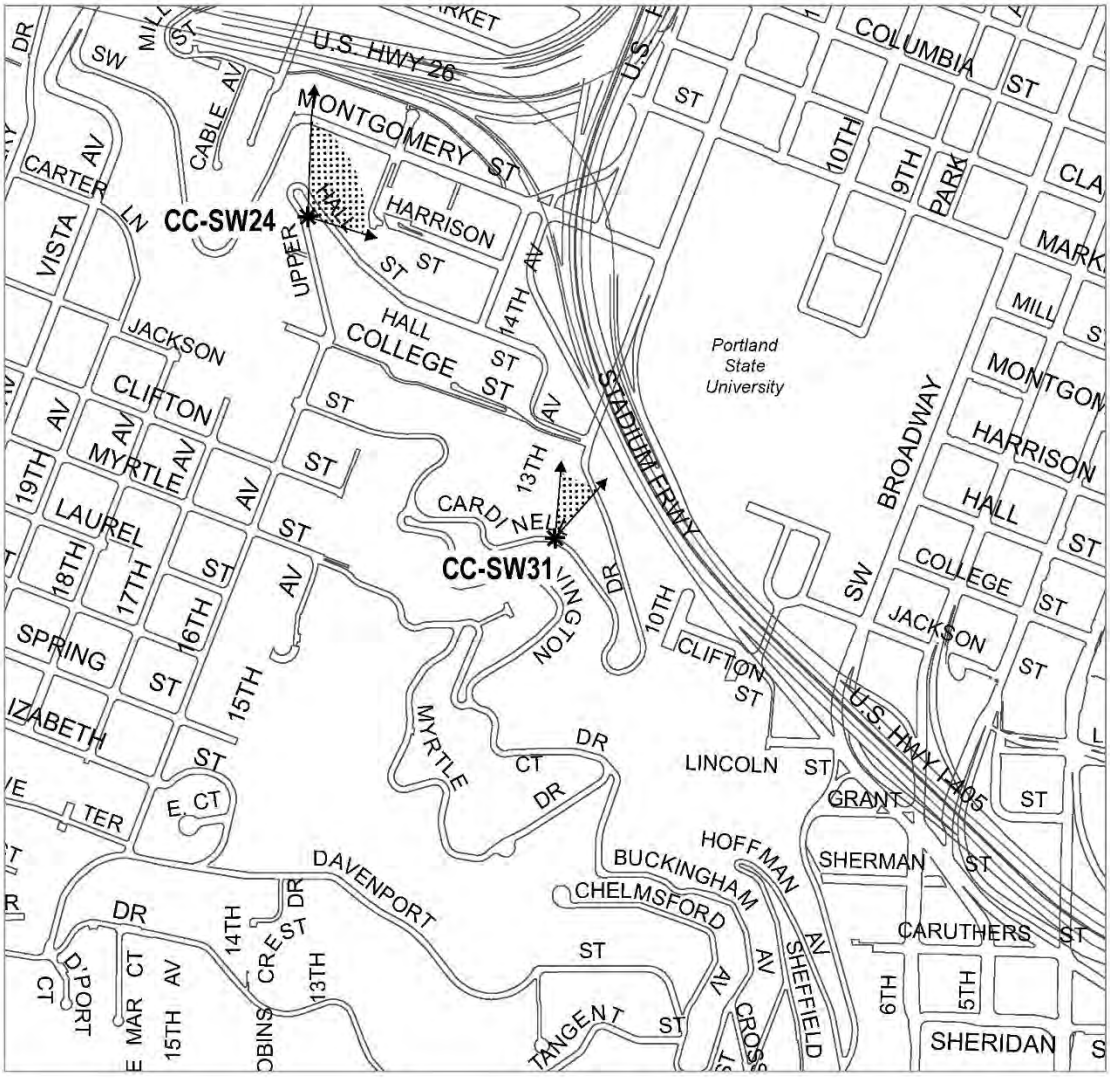
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 6 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

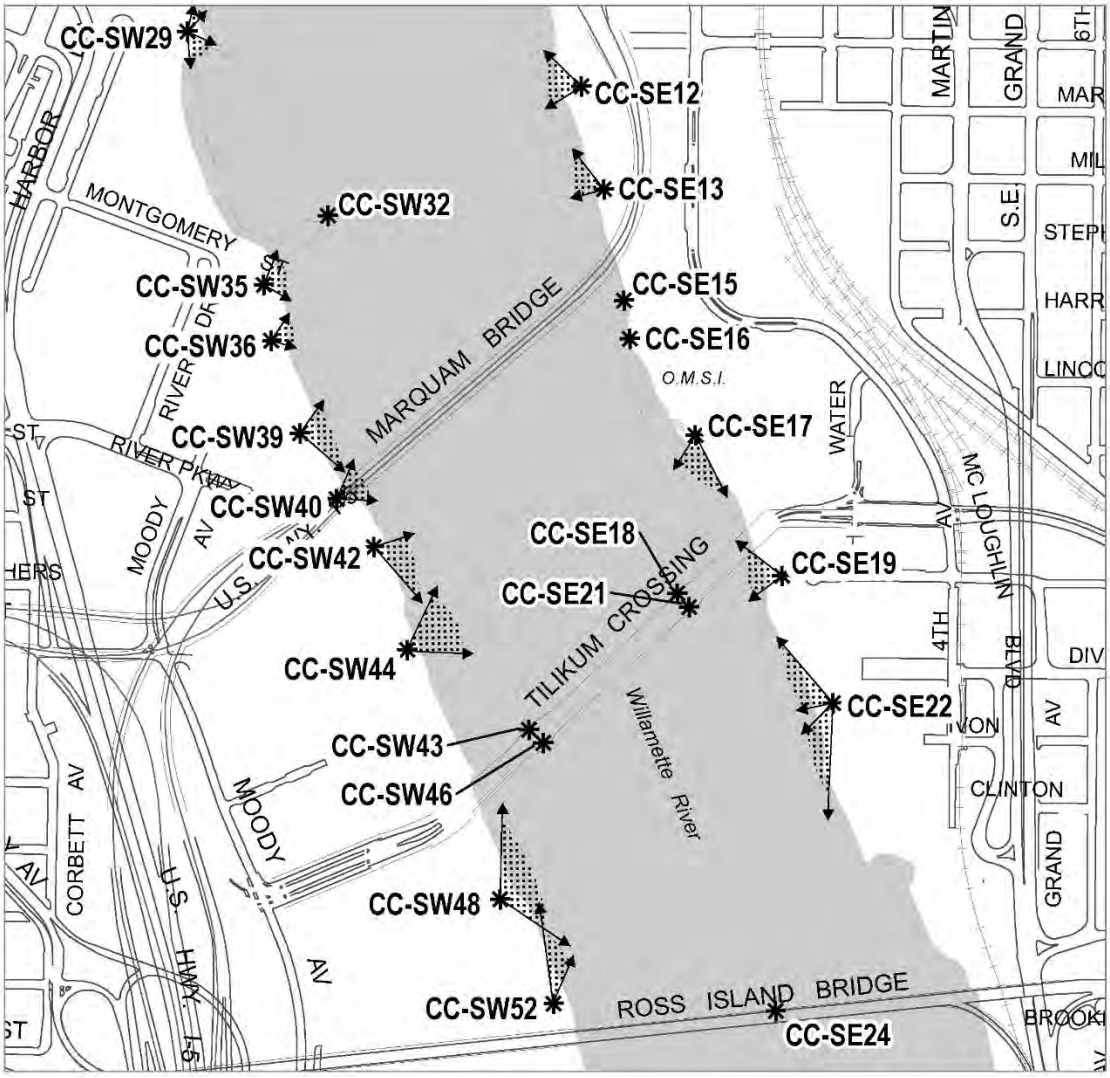
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 7 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

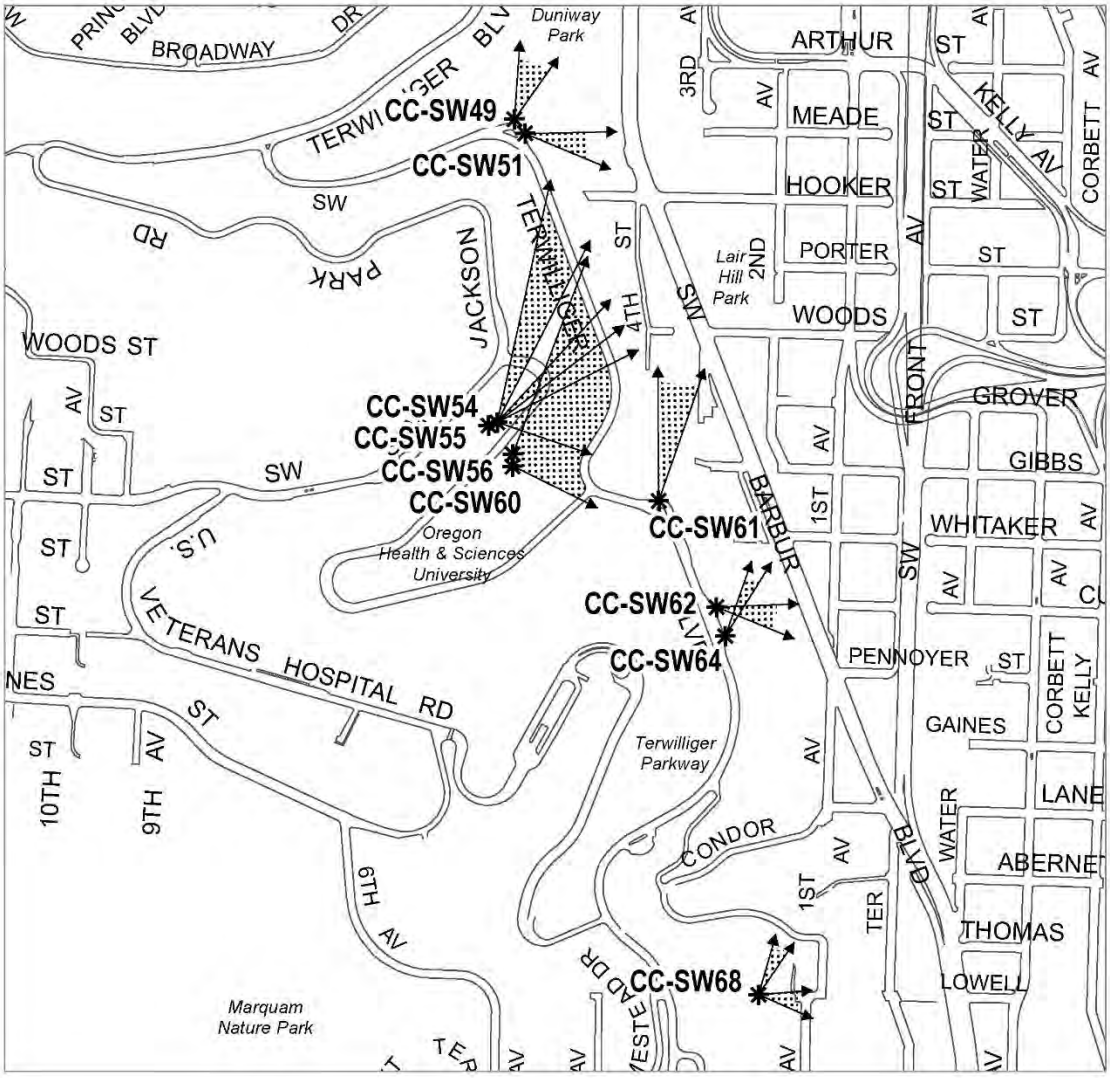
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 8 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

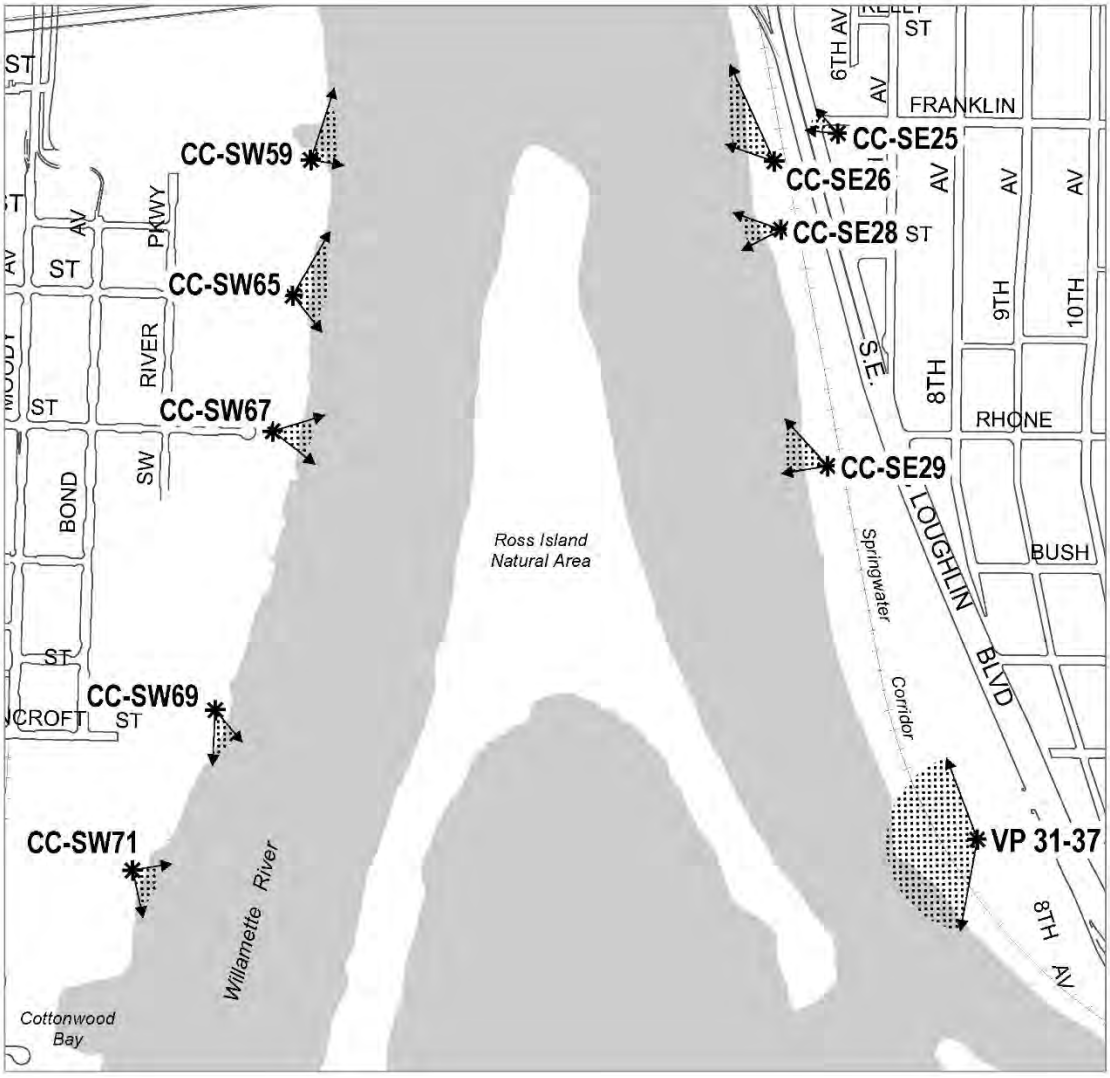
Central City Scenic Resources Protection Plan

View Corridors without Special Height Restrictions

Map B

Map 9 of 9

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

✱ Viewpoint

View corridors without special height restrictions

NORTH

0 500 1,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

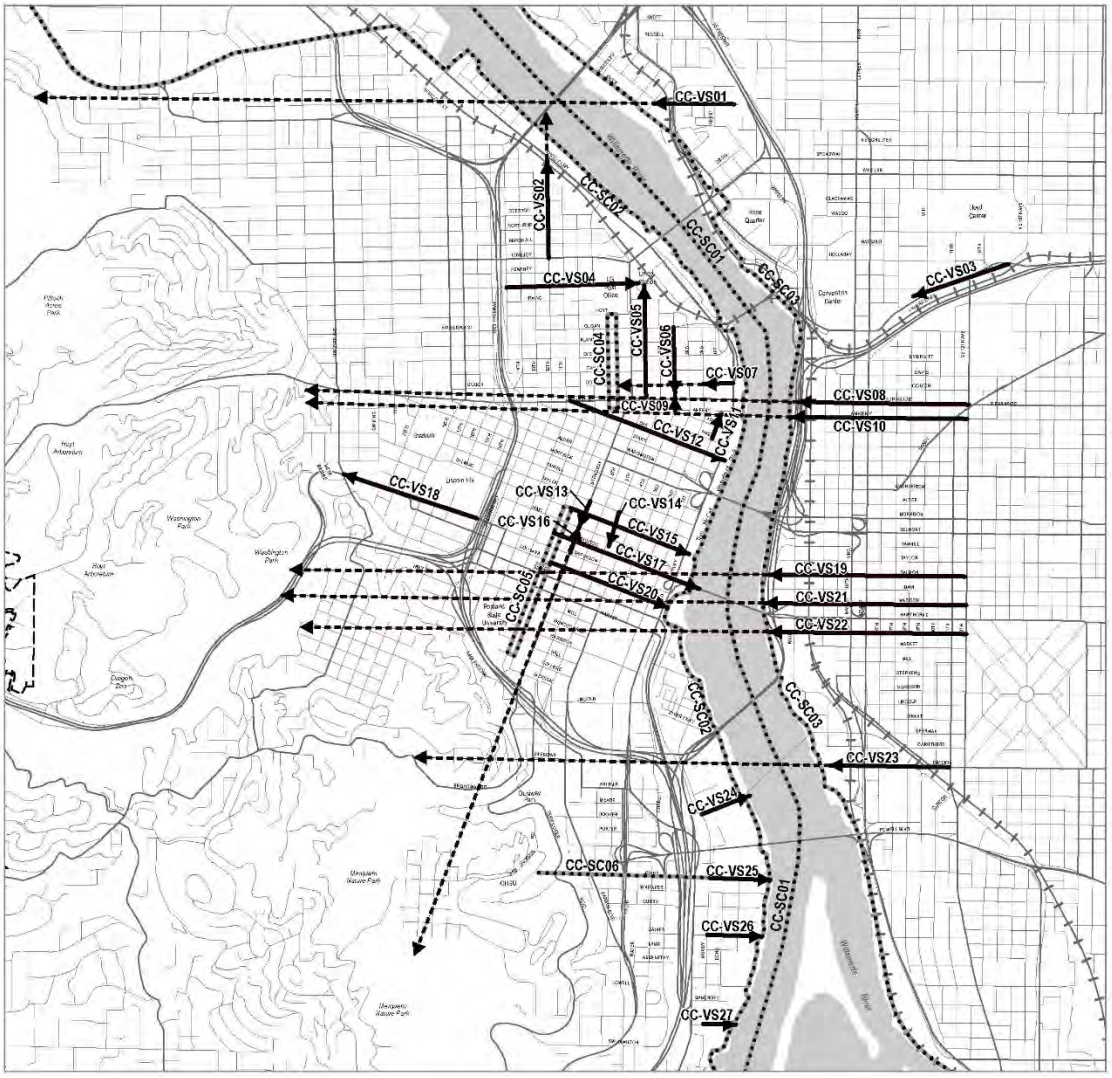
Central City Scenic Resources Protection Plan

Scenic Corridors and View Streets

Map C

Map 1 of 1

Map Revised Xxxxx X, 201X



Legend

- City Boundary
- Scenic Corridors
- View Street
- View Street Extent

NORTH

0 2,000 4,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

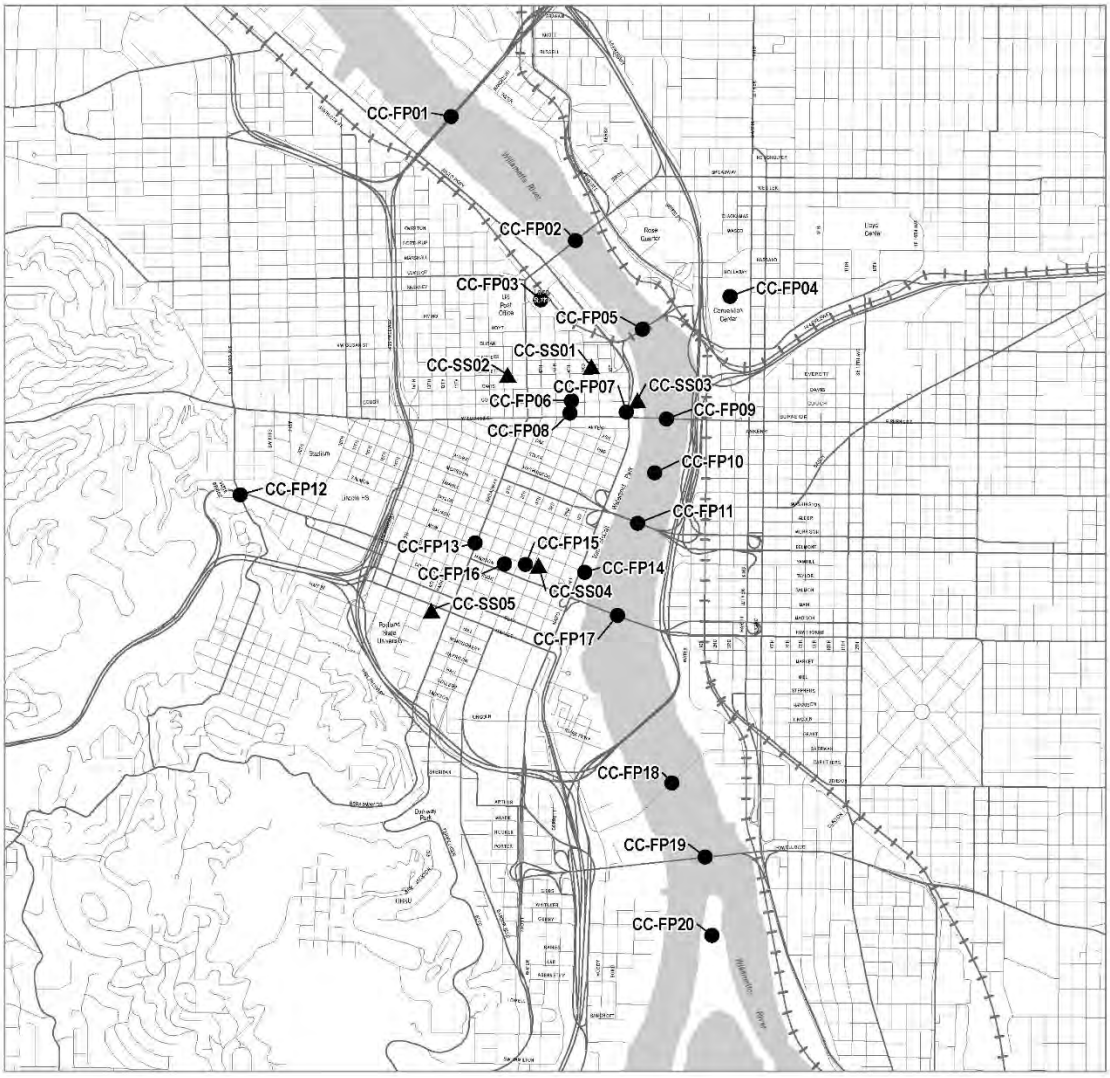
Central City Scenic Resources Protection Plan

Scenic Sites and Focal Points

Map D

Map 1 of 1

Map Revised Xxxxx X, 201X



Legend

------ City Boundary

● Visual Focal Point

▲ Scenic Site

NORTH

0 2,000 4,000

Scale in Feet

Bureau of Planning and Sustainability
Portland, Oregon

7. Public Involvement

Scenic resources have been an important issue in the Central City dating back to the late 1970s. Portlanders and visitors place value on scenic resources because these resources help define unique neighborhoods, represent our culture and history, increase property values and draw tourists. Many Portlanders have been involved in developing and reviewing parts of the Central City Scenic Resources Protection Plan (CCSRPP) in various ways.

Beginning with the Central City 2035 (CC2035) North/Northeast Quadrant Plan in 2012, followed by the West Quadrant and the Southeast Quadrant plans, staff from the Bureau of Planning and Sustainability have discussed scenic resources with advisory committees and the public. Scenic resources emerged as an important topic because some of the maximum building heights in the Central City were set based on the 1991 *Scenic Resources Protection Plan*. There were questions about whether those heights were protective of the public views. There were also questions about if some of the heights were too restrictive and taller buildings could actually be allowed without impacting public views.

In spring 2014, staff shared a map with the public that showed all existing scenic resources in and around the Central City and asked the public to nominate new resources for potential inclusion in an update. A press release was issued in July 2015. There were 11 nominated views, all of which were evaluated as part of the Central City Scenic Resources Inventory (CCSRI). The draft CCSRI was published in April 2015 and was available for public review through May 31, 2015. Notice was sent to the Central City 2035 mailing list, which includes 1,100 addresses, and the River Plan mailing list, which includes 450 addresses.

The Discussion Draft CCSRPP, with updates from previous public comments, was published with the CC2035 Plan on February 8, 2016. The CC2035 Discussion Draft was announced via a press release and email notice. The following public events were held for CC2035. The CCSRPP was included in materials and presentations at these events:

- Public Open House, February 24, 2016
- Public Open House, March 2, 2016

The Proposed Draft CCSRPP, with updated from previous public comments, was published with the CC2035 Plan on June 20, 2016. The CC2035 Proposed Draft was announced via a press release and email notice. The Planning and Sustainability Commission (PSC) held public hearings on CC2035, including the CCSRPP, on July 26, 2016 and August 9, 2016. City Council held public hearings on CC2035, including CCSRPP, on January 18, 2018 and March 7, 2018.

Appendix A: Adopting Ordinance

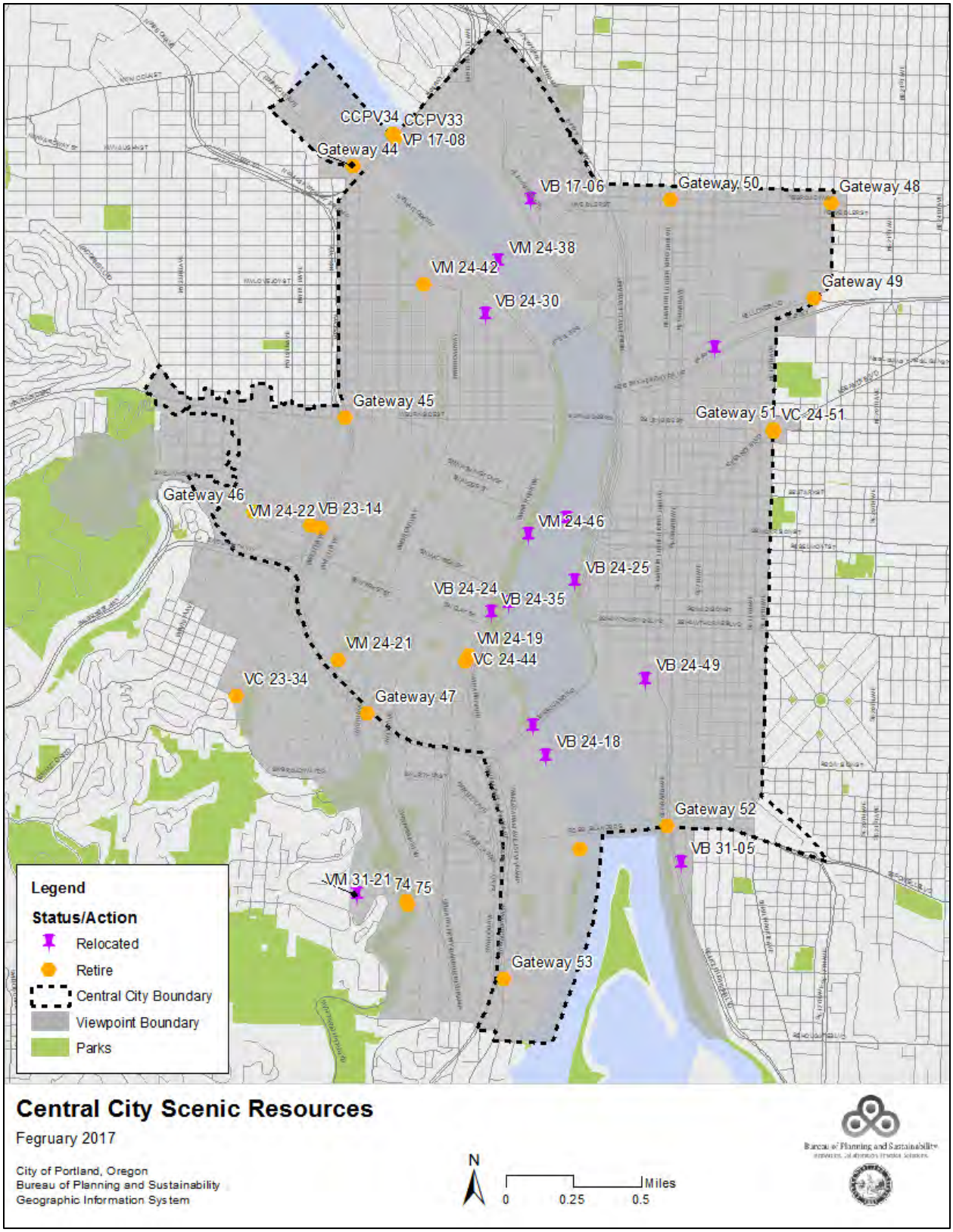
TO BE ADDED

Appendix B: Relocated, Re-designated and Retired Viewpoints and View Corridors

Through the process of developing the Central City Scenic Resources Inventory (CCSRI), staff have relocated, re-designated and retired some of the scenic resources that were previously inventoried through one or more of these plans:

1) *Central City Plan* (1988)
2) *Willamette Greenway Plan* (1987)
3) *Scenic Views, Sites and Drives Inventory* (1989)
4) *Scenic Resource Inventory Map* (1989)
5) *Scenic Resources Protection Plan* (1991)

The following map shows all of the existing, relocated, re-designated and retired viewpoints. After the map are explanations of the change, a current photo and a historic photo (if available).



Map: Retired and Relocated Viewpoints

Below is a general description of why each type of change was made.

Relocated Viewpoints

- A nearby location offered a more complete or less obstructed view of the primary focal features.
- The historic viewpoint location is not developed as a viewpoint (e.g., no pullout, no benches) and a nearby location is developed as a viewpoint and provides a view of the same primary focal features.
- The historic viewpoint was located on private property but there's a public location nearby with a similar view.
- There was no safe way to access the historic viewpoint location but there is an accessible location nearby with a similar view (e.g., there's no crosswalk or sidewalk on the side of the street where the historic viewpoint location was but a similar view exists from the other side of the street where there is a sidewalk – in this case, the viewpoint was relocated to the side of the street with a sidewalk).

Re-designated Viewpoints

- The past plan designated a viewpoint or gateway/focal point where the view is from an intersection looking down a street to a prominent focal terminus. These viewpoints better meet the current definition of a view street and were re-designated as such.

Retired Viewpoints

- The view is completely or significantly blocked by new development.
- There is no safe place from which to document the view nor is there an alternative viewpoint location nearby with a similar view.
- The historic viewpoint is on private property and there is no alternative public viewpoint location nearby with a similar view.
- The view is completely or significantly blocked by a large expanse of overgrown vegetation, even during leaf-off, such that the historic focal features are no longer visible.
- Historic mapping of the location and the description did not provide enough detail to know what the viewpoint, gateway/focal point or corridor was a view of. Staff performed field visits to these locations and determined that no scenic resources were present.

Relocated or Re-designated View Corridors

Some view corridors were relocated if an alternative street was determined to offer one of the following:

- A similar but more prominent view of the same focal terminus.
- A similar view that goes with, rather than against, the flow of traffic.

The old view corridors that were retained as view streets have been updated to include the full extent of the view. Some view streets were extended because the focal terminus could be seen from a further distance, while other view streets were shortened because vegetation or development obscures the view from a further distance.

A couple of the view corridors were re-designated as scenic corridors in the CCSRI:

- North Park Blocks
- South Park Blocks

Retired View Streets (called view corridors in the previous plans):

- The view is not a minimum two blocks from the viewing intersection to the focal terminus.
- The view down the street does not end in a prominent focal terminus.
- The view is at least two blocks long and ends in a focal terminus; however, the terminus is not prominent.

WHAT'S IN THE **CENTRAL CITY 2035 PLAN?**

Volume 1: Goals and Policies

Volume 2A: Zoning Code and Map Amendments

- Part 1: Central City Plan District
- Part 2: Willamette River and Trails
- Part 3: Environmental and Scenic

Volume 2B: Transportation System Plan Amendments

Volume 3A: Scenic Resources Protection Plan

- Part 1: Summary, Results and Implementation
- Part 2: Scenic Resources Inventory
- Part 3: Economic, Social, Environmental and Energy Analysis

Volume 3B: Willamette River Central Reach Natural Resources Protection Plan

Volume 4: Background Materials

Volume 5A: Implementation - Performance Targets and Action Plans

Volume 5B: Implementation - The Green Loop

Volume 6: Public Involvement