

WILLAMETTE GREENWAY PLAN

Adopted by City Council
November 5, 1987
Effective January 1, 1988



Bureau of Planning
Portland, Oregon
November 1987

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Ordinance 160237

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Note to Reader: Page numbering has been altered in this reproduction of the Plan to enhance readability.

WILLAMETTE GREENWAY PLAN

The Willamette Greenway Plan is divided into four sections. Section I presents the goal and objectives of the plan. Section II delineates the plan boundary. Section III discusses the Greenway Concept in terms of land use allocation, public access, the Greenway Setback, and public acquisition. Section IV presents the land use controls to be implemented to meet the goal and objectives. Appendix A lists the acquisition properties. Appendix B consists of the Willamette Greenway zoning code language, and Appendix C contains the Willamette Greenway design guidelines. Appendix D includes the adopting ordinance.

I. Goal and Objectives

The goal of the Willamette Greenway Plan is to protect, conserve, maintain, and enhance the scenic, natural, historical, economic, and recreational qualities of lands along the Willamette River. The Plan addresses the quality of the natural and human environment along the river. The Willamette River and the lands adjacent to it are a unique and valuable natural resource, which require special protection. The Plan is part of Portland's Comprehensive Plan.

The primary objectives of the Willamette Greenway Plan are:

1. To restore the Willamette River and its banks as a central axis and focus for the City and its neighborhoods and residents by coordinating public investment and private development and by establishing a program of land use, design and public access requirements that maximize public use and appreciation of this diverse urban waterway.
2. To increase public access to and along the Willamette River. To achieve this, the Plan identifies a continuous recreational trail extending the full length on both sides of the Willamette River, but not necessarily adjacent to the river for the entire length. The Plan also identifies trail and river access points, viewpoints and view corridors, and provides direction as to their design. The purposes to be achieved by designating and requiring property owners to dedicate right-of-way or recreational trail easements include increasing recreational opportunities, providing emergency vehicle access, assisting in flood protection and control, providing connections to other transportation systems and helping to create a pleasant, aesthetically pleasing urban environment.
3. To conserve and enhance the remaining natural riverbanks and riparian habitat along the river. To achieve this, the Plan identifies significant wildlife habitat along the river that is to be preserved and requires the conservation of wildlife habitat where practical. The Plan requires the development and restoration of riparian habitat and encourages the use of natural bank treatments, particularly in areas of low human use. The Plan encourages the use of native plants. The Plan requires landscape review, and provides direction on riverbank and landscape treatment.

4. To provide an attractive quality environment along the Willamette River. To achieve this, the Plan includes design guidelines which require public and private developments to complement and enhance the riverbank area, particularly with regard to riverbank treatment, landscape enhancement, and the relationship of buildings to the Greenway Trail, access points, viewpoints, and view corridors.
5. To maintain the economic viability of Portland's maritime shipping facilities based on the overall economic importance of deep-channel shipping to Portland's and Oregon's economy. To achieve this, the Plan provides an overlay zone reserved primarily for river-dependent and river-related industrial uses.
6. To reserve land within the Greenway for river-dependent and river-related recreational uses. To achieve this, the Plan provides an overlay zone reserved primarily for river-dependent and river-related recreational uses.
7. To meet the statutory requirements of Statewide Planning Goal 15 Willamette River Greenway.

II. Willamette Greenway Boundaries

The boundaries of the Willamette Greenway are those shown on the Greenway Concept Map. All new developments, changes of use, or intensification of uses within this boundary, public and private, are to meet the standards and design guidelines specified or referenced in the Greenway Plan.¹

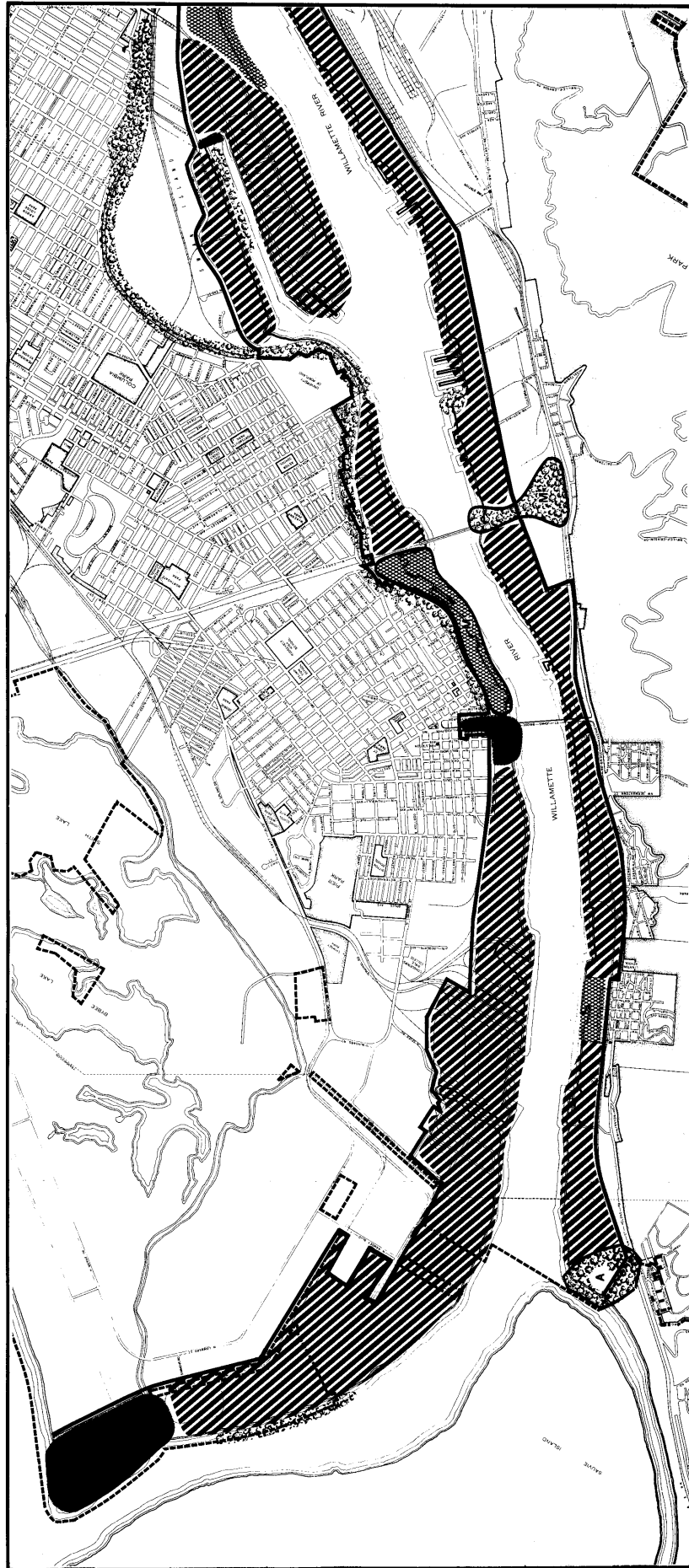
The alignment of the Greenway boundary is determined by the following:

- 1) The inclusion of all properties adjacent to the river;
- 2) The inclusion of all lands necessary for the conservation of significant riparian habitat;
- 3) The inclusion of public lands adjacent to or near the river, and
- 4) To a minor extent, view to and from the river.

The Greenway boundary must be at least 150 feet from the ordinary low water line of the river.² Lands more than 150 feet from the ordinary low water line which no longer meet the above criteria and cannot be used for river-dependent or river-related uses, may apply for a Greenway boundary change, as per State requirements. This provision does not apply to lands with recreational or natural designations on the Greenway Concept Map.

¹ Development, change of use, and intensification are defined in Title 33, Planning and Zoning, of the Portland Municipal Code.

² As required by ORS 390318 (1)



CONCEPT MAP

Industrial emphasis. Land above Broadway Bridge is generally reserved for deep channel, industrial, and south of Broadway Bridge for shallow draft.

Mixed use development emphasis.

Recreational use emphasis.

Natural area emphasis. Projects proposed in or adjacent to these areas, and conserve and enhance the existing habitat as much as is practical.

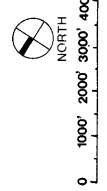
Consider transitional areas which may develop to either of the patterns shown, or a mixture.

Proposed Greenway Boundary

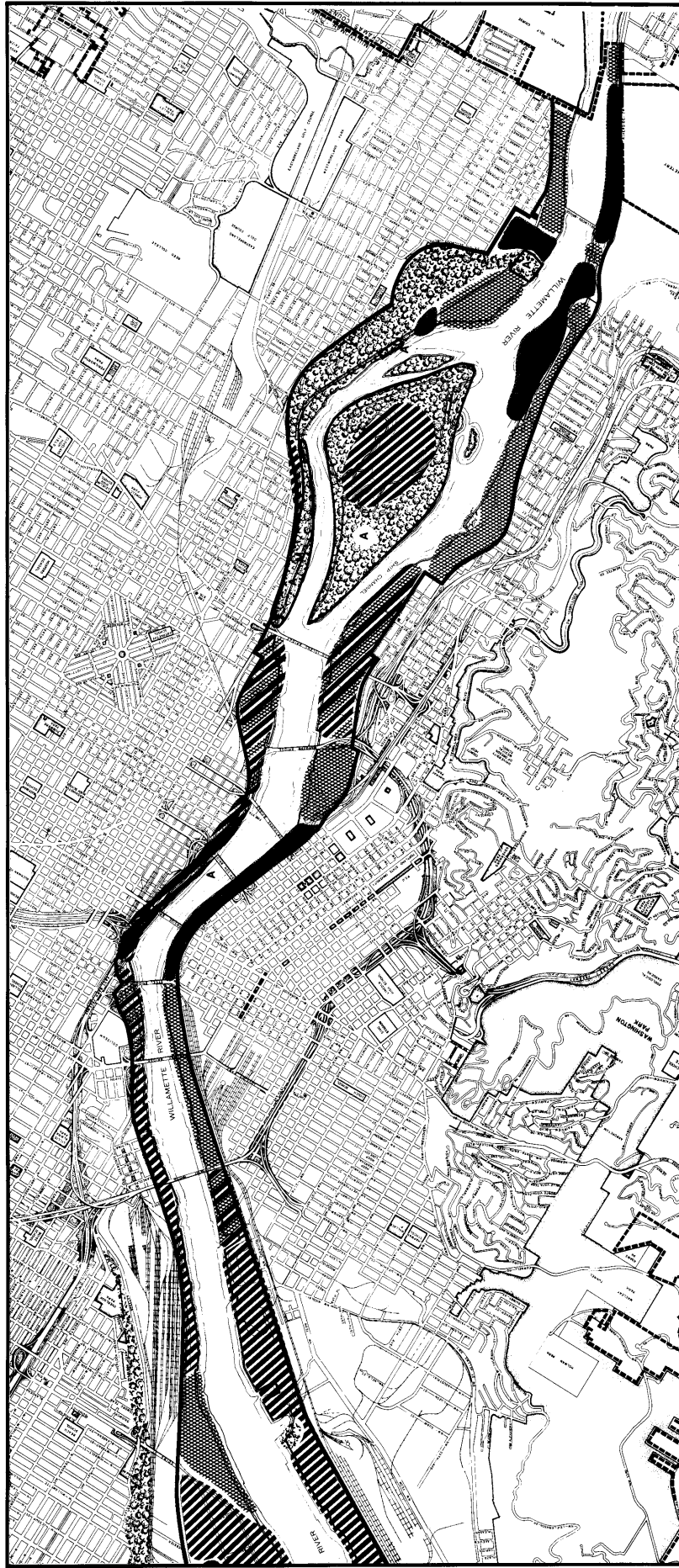
Potential Mitigation Areas

Acquisition Areas

NOTE: The Natural Areas shown outside the Greenway boundary are to be covered with the Environmental Overlay when it is finalized.

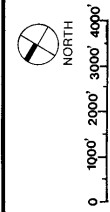


Willamette Greenway Plan
 north segment
 CITY OF PORTLAND
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CONCEPT MAP

Willamette Greenway Plan
 south segment
 CITY OF PORTLAND
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- Industrial emphasis. Land above Broadway Bridge is generally reserved for deep channel industrial; south of Broadway Bridge for shallow draft industry.
- Mixed use development emphasis.
- Recreational use emphasis.
- Natural use emphasis. Projects proposed in or near these natural areas, and conserve and enhance the existing habitat as much as is practical.

Composes transitional areas which may develop to either of the patterns shown, or a mixture.

- Proposed Greenway Boundary
- Potential Mitigation Areas
- Acquisition Areas

NOTE: The Natural Areas show outside the Environmental Overlay. The Environmental Overlay will be overlaid when it is finalized.

III. Greenway Concept

The intent is to provide direction as to the future uses of land within the Willamette Greenway, in keeping with the goal and objectives of the Greenway Plan. This section consists of four subsections concerning land use allocation, public access, the Greenway Setback, and public acquisition.

A. Concept Map

The Concept Map shows general allocation by major land use categories and identifies areas that may transition between use categories in the near future (within 10 years). The Concept Plan is used to guide proposals to change the Greenway overlay zoning designation on a property. The overlay zoning must be in compliance with the Concept Map.

North of the Broadway Bridge, the Concept Map focuses on reserving land for river-dependent and river-related industrial uses that preserve and promote Portland's function as a deep draft port. There are some identified locations where mixed-use developments are appropriate, primarily the land adjacent to Linnton, Harborton, and the St. John's UDAG site. Several riparian habitat areas that rated highly on the City's 1985 wildlife habitat inventory are identified to be conserved in a natural state.

South of the Broadway Bridge, the Concept Map focuses on encouraging natural, recreational, housing, retail, and office land use activities. Shallow-draft industrial locations are identified and provisions have been made for their continued existence.

The Concept Map identifies possible future mitigation areas. These are areas that might be considered when a wetland outside of the Greenway is proposed to be filled and an alternate location for the creation of a wetland is needed. These recommendations are not binding and do not restrict the development of these properties.

The Concept Map also identifies the public acquisition areas discussed in subsection D.

B. Public Access

The intent is to meet the public access objectives of the Plan. The Public Access Map identifies a continuous trail along the east and west sides of the Willamette River, as well as several access points to the trail. The map also identifies viewpoints and view corridors. Properties shown with the recreational trail and access points on the map are required to provide an easement and may be required to construct the trail, according to requirements established in the zoning code and the design guidelines in Appendix C. Interim trails are also identified on the map. Interim trails are temporary alternate routes for the Greenway Trail until such a time as the primary trail is completed. When the primary trail is completed, the interim trail is no longer required. Properties shown with viewpoints on the map may be required to construct the viewpoints, in accordance with the requirements of the zoning code and the design guidelines. View corridors identified on the map are required to be maintained in accordance with the design guidelines.

C. Greenway Setback

The intent is to keep uses back from the river's edge to conserve and enhance the riverbank's natural vegetation and to provide the opportunity for public access along the Willamette River. The Greenway Setback is a minimum of 25 feet landward from the top of the bank. No buildings, structures, parking lots, or fills are to be located within the setback unless it can be shown to be necessary for the functioning of a river-dependent or river-related use. Uses that are not river-dependent or river-related must obtain a Greenway Goal Exception to be within the Greenway Setback³. A Greenway Goal Exception is an exception to the Willamette Greenway Plan.

D. Acquisition Areas

The intent is to acquire land within the Greenway which has significant value in terms of scenic quality, wildlife habitat, or recreational use, which would be better protected, conserved, enhanced, or maintained by being in public ownership. This land is to be acquired either through purchase, dedication, donation, or gift. Purchase will depend upon the availability of funds. The acquisition areas are identified on the Concept Map and listed in Appendix A.

IV. LAND USE CONTROLS

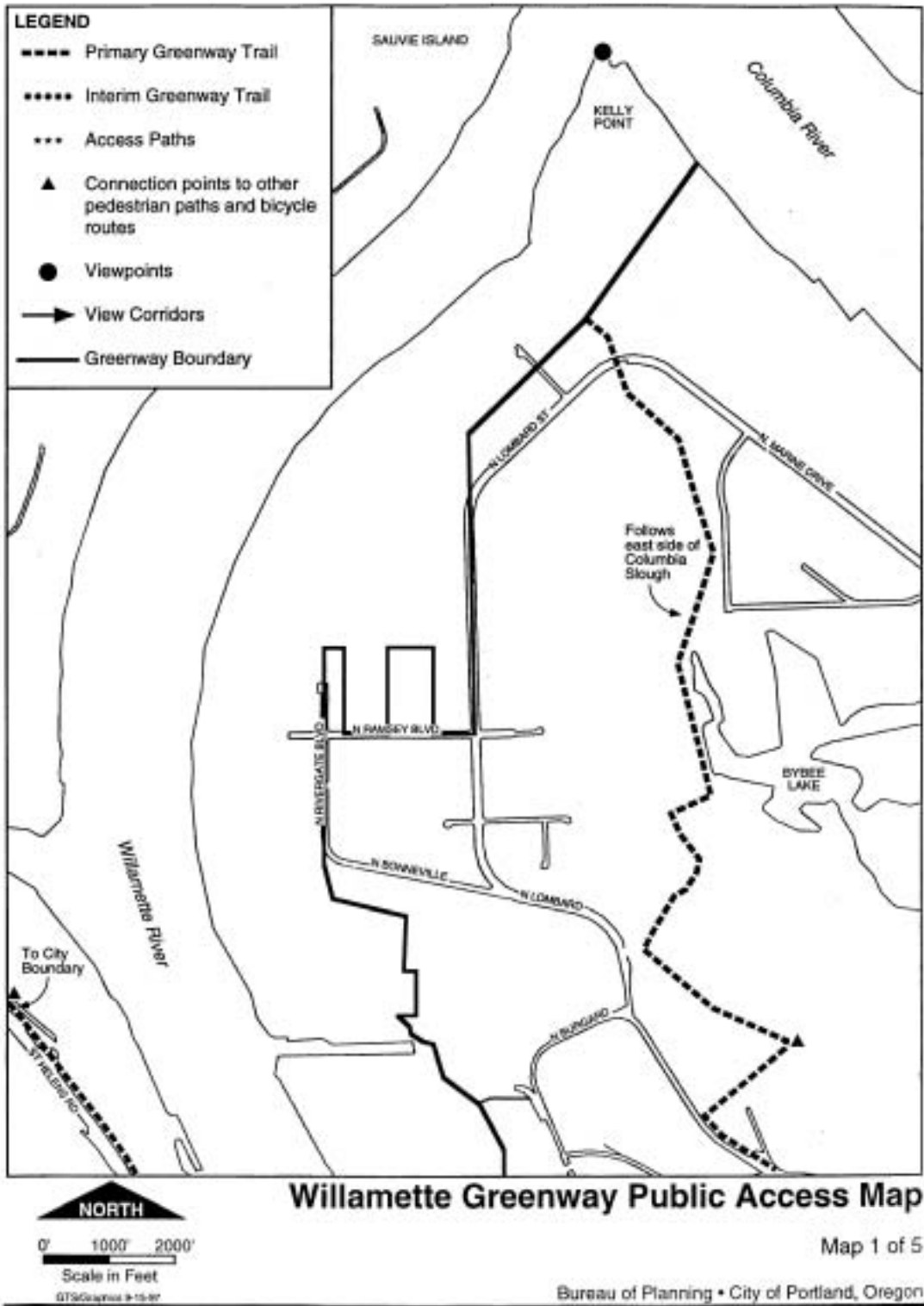
The goal and objectives of the Greenway Plan are to be met through implementation of the following subsections. These subsections address overlay zones, design guidelines, landscaping, and fills, excavations, and structures.

A. Overlay Zones

The overlay zones implement the land use pattern identified on the Concept Plan. The four Greenway overlay zones and their purposes are:

- 1) River Industrial -To encourage and promote the development of river-dependent and river-related industries which strengthen the economic viability of Portland as a marine shipping and industrial harbor, while preserving and enhancing the riparian habitat and providing additional public access where practical;
- 2) River Development - To encourage the development of a variety of land use activities, including recreational, housing, commercial, and office uses, designed in such a way as to allow public use and enjoyment of the waterfront and enhance the river's natural and scenic qualities. Industrial uses are permitted to continue;

³ Greenway Goal Exception process is defined by Statewide Planning Goal 2, and OAR 660-04-022. The procedures can be found in Title 33, Planning and Zoning, of the Portland Municipal Code.



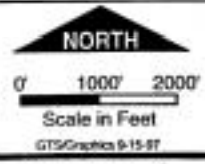
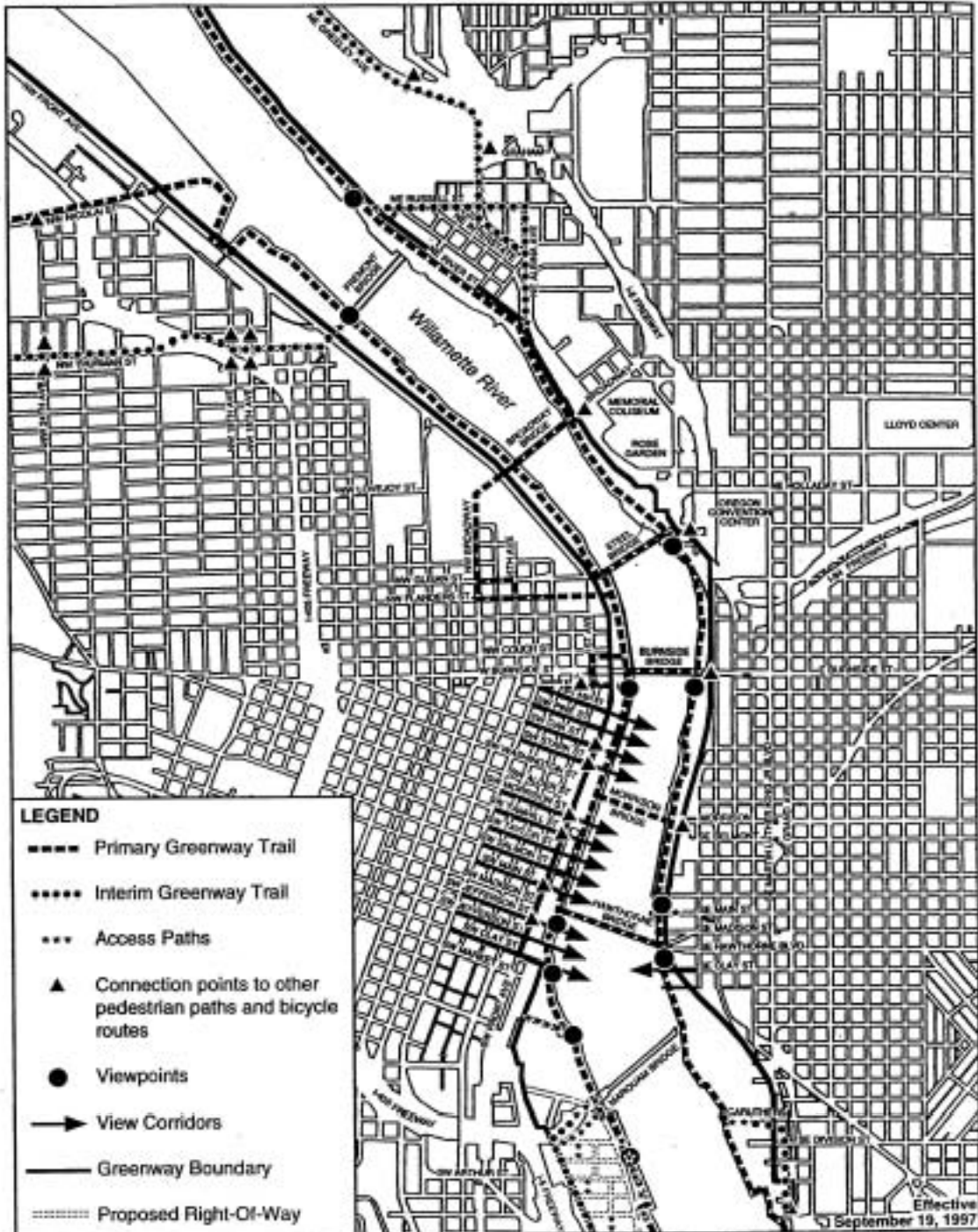


Willamette Greenway Public Access Map



Map 3 of 5

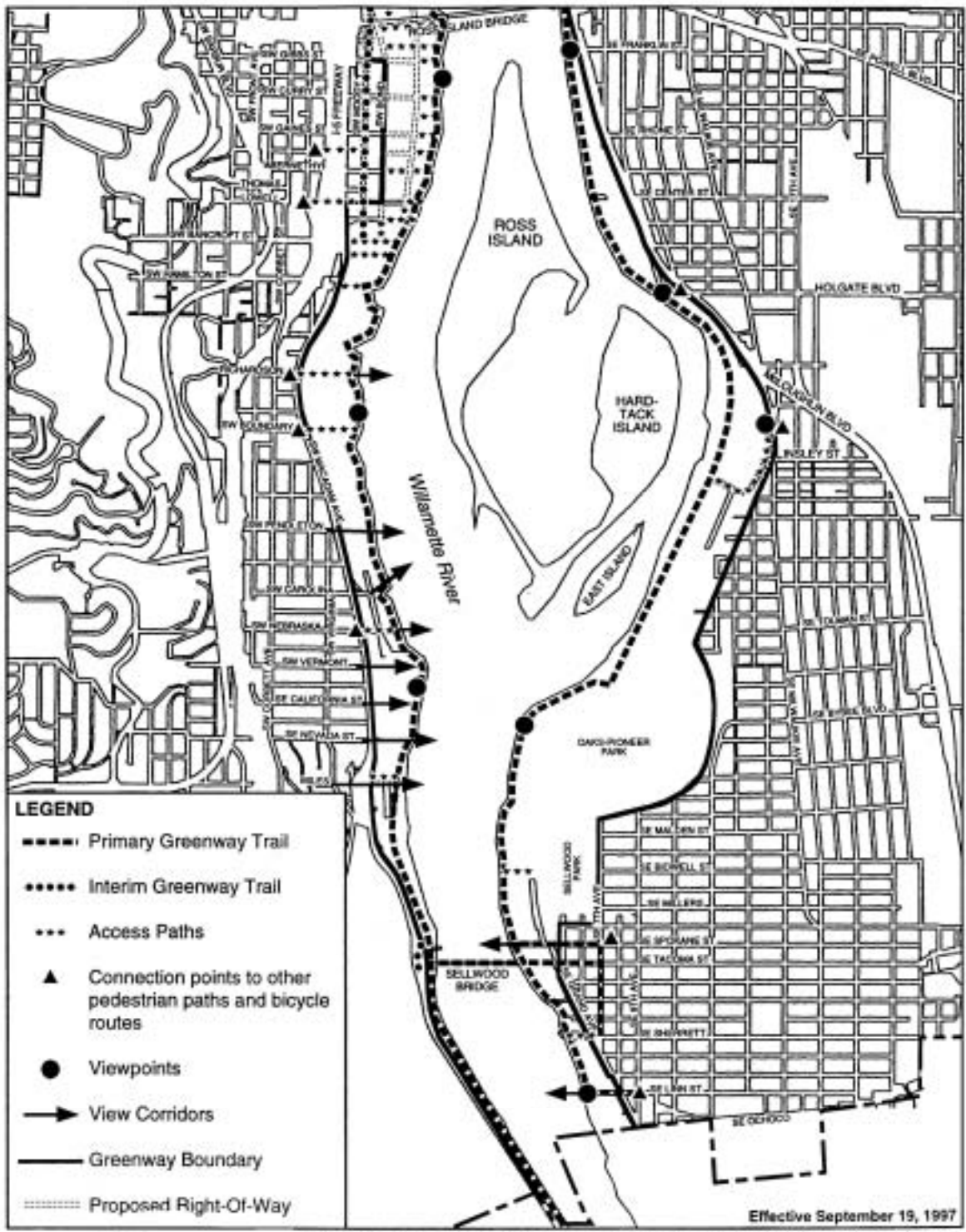
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Willamette Greenway Public Access Map

Map 4 of 5

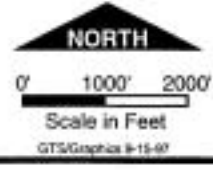
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- LEGEND**
- Primary Greenway Trail
 - Interim Greenway Trail
 - Access Paths
 - ▲ Connection points to other pedestrian paths and bicycle routes
 - Viewpoints
 - ➔ View Corridors
 - Greenway Boundary
 - Proposed Right-Of-Way

Effective September 19, 1997

Willamette Greenway Public Access Map



Map 5 of 5

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3) River Recreational - To encourage river-dependent and river-related recreational uses which provide a variety of types of public access to and along the river, and enhance the river's natural and scenic qualities; and

4) River Natural - To protect, conserve, and enhance land within the Greenway of Scenic quality or of significant importance as wildlife habitat.

All land within the Greenway, with the exception of the interior of Ross and Hardtack Islands, have Greenway overlay zoning. The interior of Ross and Hardtack Islands are Presently subject to the Ross Island management plan, and will receive Greenway overlay zoning upon the expiration of that plan.

The overlay zones are shown on the Official Zoning Maps.

B. Design Guidelines

The intent is to provide an attractive, quality environment along the Willamette River, with public and private developments complimenting and enhancing the Greenway Setback area. The design guidelines address the relationship of structures to the Greenway Setback area, public access, natural riverbank and riparian habitat, riverbank stabilization treatments, landscape treatments, alignment of the Greenway Trail, viewpoints, and view corridors.

The design guidelines direct landowners on how to develop property within the Willamette Greenway to meet the Plan's goal and objectives. There are eight issue areas, each consisting of an introduction, a set of design guidelines, and examples of how to meet the design guidelines. Each of the design guidelines must be met, unless the owner can demonstrate to the City's satisfaction that a guideline cannot be met but that the resulting project will meet the Greenway goal and objectives through alternate means.

The design guidelines are attached as Appendix C.

C. Landscaping

The intent is to ensure quality landscape treatments along the river that are sensitive to human and wildlife use, and enhance the scenic quality of lands along the Willamette River.

Native Plants. The Plan encourages the use of native plants when landscape plans are being developed. Where several plants meet the site's landscaping needs and one of them is native, the native plant is preferred. If, however, a native plant does not meet the criteria, then other plants may be used.

The order for selecting a plant is: plants native to the lower Willamette River, first; native to the Pacific Northwest, second; introduced plants common to the Pacific Northwest, third; and other plants, fourth.

There are a number of native plants that are very appropriate in more formal, urban landscape treatments. The use of native plants will enhance the natural riparian environment and the wildlife habitat potential along the river, preserve Portland's individual natural environmental identity, and enhance the scenic and natural qualities of lands along the Willamette River.

Landscape review. A review of landscape plans within the Greenway is required. The following criteria are to be considered when reviewing the plan to determine whether appropriate plants, including native plants, have been used.

The criteria to be considered are:

1. Topography, soils, and site constraints
2. Erosion control
3. Importance for wildlife habitat - The plants should provide cover for nesting, shading, and escape from the elements and predators, facilitating movement to and along the river, food, and diversity of structure, including providing different food types and shelter.
4. Aesthetics - Site design may require certain shapes, textures, colors, or height of plants, particularly in association with buildings.
5. Maintenance - Plants chosen should consider watering, moving, and pruning requirements, and resistance to pests. Sunlight requirements should also be considered.
6. Resilience under human use - Many plants are not suitable to be planted in areas of intense human use, due to their low tolerance to disturbance.
7. Compatibility with human use - There are many plants which are unsuitable for areas of intense human use due to harmful or obnoxious qualities of the plants.
8. Shading and energy conservation considerations - Buildings designed for energy conservation may require year-round or summer shading or windblocks.

Recognition of the variation in human use and interaction along the river should be factored into the review as well. In areas that rated highly in the wildlife habitat inventory, such as Oaks Bottom, Harborton, and on the islands, wildlife habitat values should be the most important factors. In areas of high human use, such as Tom McCall Waterfront Park, compatibility with human use should be of higher importance. In other areas where the interaction is more varied, such as Powers Marine Park or Kelley Point Park, the importance of wildlife habitat and compatibility with human use should be balanced.

D. Fills & Structures

The intent is to limit fills and structures within the Willamette River Greenway to conserve the water surface area of the river, ensure that they will not have a detrimental impact on the use and functioning of the Willamette River and adjacent land, and conserve, enhance and maintain the natural habitat and scenic qualities of lands along the Willamette River. The regulations are designed to discourage their use when a practical

alternative is available. The regulations for fills and structures parallel Federal and State requirements. City involvement will ensure local input and control over the development of fills and structures in and along the Willamette River in Portland.

E. Bridges

Bridges perform a vital and important role in the Willamette Greenway. Apart from their primary function as transportation linkages, bridges add visual character to the Greenway, both in terms of creating architectural landmarks, and in defining space and form. Due to the major impact they have on the Greenway, all bridge replacement and new construction are required to be reviewed by the Design Commission.

Appendix A

Public Acquisition Areas

The following parcels have been designated for public ownership, either through purchase, dedication, or gift:

- 1) Ross Island and Hardtack Island. Ross and Hardtack Islands represent a unique resource that could be developed by the City as a combination park and wildlife refuge;
- 2) A 4.5 acre parcel between Sellwood Riverfront Park and Oaks Amusement Park (Tax Lot 57, Section 22, 1S1E). This property would make an excellent addition to Sellwood Riverfront Park, and provide a buffer between Sellwood Riverfront Park and Oaks Amusement Park. The property should be preserved as a riparian habitat as much as possible;
- 3) A 2.03 acre parcel along Oaks Bottom (Tax Lot 97, Section 14, 1S1E). This is the last piece of land in the Oaks Bottom habitat area that is under private ownership. As a functioning part of Oaks Bottom, it should be included in the Oaks Bottom Wildlife Refuge (Oaks Pioneer Park);
- 4) Approximately 35 acres along the river between Ross Island Bridge and Oaks Bottom presently in multiple ownership. Purchase of these properties would provide the City with the opportunity to develop a linear park system along the east bank of the Willamette River from Ross Island Bridge to Sellwood Waterfront Park. The property could also serve as an access point to Ross and Hardtack Islands, and provide Brooklyn and other southeast Portland neighborhoods with the opportunity for waterfront access. These properties could be developed as a combination wetland/riparian habitat and park. The properties in this group include:
 - a) Tax Lots 50, 75, 76, and 105 in Section 11, 1S1E
 - b) Villa Heights Subdivision Tax Lot 2
 - c) Riverside Homestead Subdivision Tax Lots 1, 3-7, 9, 14, and 15
 - d) Tax Lots 12 and 106 of Section 14, 1S1E;
- 5) The wooded portion of the Harborton site (portions of Tax Lot 10, Section 34, 2N1W, and Tax Lot 3, Section 34, 2N1W), totaling approximately 46 acres. This land received values of 91 and 95, respectively, for the shoreline and upland during the recently completed wildlife habitat inventory. Purchase of this property would ensure the preservation of this area as a wildlife refuge. The portion of the Harborton site on Tax Lot 3 is presently outside of the city limits. It would only be considered for acquisition if it were annexed into the city;
- 6) The lands, rights-of-way, or easements necessary to construct and landscape the Willamette River Greenway Trail and to connect Portland's neighborhoods to that trail, as provided in the Willamette Greenway Plan and shown on the Public

Access Map. In particular, the right-of-way owned by the Southern Pacific Railway in southwest Portland, and the right-of-way in southeast Portland owned by the Portland Traction Company, should be acquired. These rights-of-way provide the opportunity to obtain valuable transportation corridors. The land necessary for the development of the revised Eastside Esplanade should also be acquired;

- 7) Scenic easements and/or shorelines where necessary to preserve the vegetative fringe, natural shoreline, or public access to the river.

Appendix B

**(See Chapter 33.440 of Zoning Code for
current Greenway regulations)**

Appendix C

Willamette Greenway Design Guidelines

C-3



*Portland Planning Bureau
Portland Oregon
November 1987*

Portland City Council

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Harriet Sherburne

Willamette Greenway Design Guidelines

*Portland, Oregon
November 1987*

Bureau of Planning

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Project Staff

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V.A.F. Neal, Portland Planning Bureau, and
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Drawings by Judy Galantha, Portland Planning
Bureau, and Mark Sanborn



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Introduction

The Willamette River and its riverbanks are a natural resource of inestimable statewide importance. The river serves as an important fish production and harvest area, both for local and anadromous species. The river and adjacent riparian habitat provide food, shelter, and cover for a wide variety of wildlife. They also are a significant recreational resource, providing the citizens of Oregon with a range of important recreational opportunities, including swimming, boating, sailing, fishing, and scenic enjoyment.

The river and riverbank are also extremely valuable economic resources. The Willamette River plays a critical role in the state's economy, in terms of supporting agriculture, major shipping activities, aggregate mining, and other river-dependent and river-related industries.

As a recognition of the importance of this resource, the Oregon Legislature developed a statewide land use planning goal specifically addressing the Willamette river and its riverbanks. Statewide Planning Goal 15, "Willamette River Greenway", requires local governments to develop plans for the lands adjacent to the river which address a number of elements. These include providing adequate public access to and along the river, protecting significant fish and wildlife habitat, preserving scenic qualities and viewpoints, enhancing and protecting the river's vegetative fringe to the maximum extent practicable, providing for recreational needs, protecting public and private property from trespass and vandalism to the maximum extent practicable, and establishing a setback line for non river-dependent and non river-related uses to direct developments away from the river's edge

Portland's Willamette Greenway Plan

Portland's Willamette Greenway Plan was adopted in 1979 and updated in 1987. The plan consists of four sections: goal and objectives, plan boundary, Greenway land use concept, and land use control mechanisms necessary to implement the plan. The plan contains four appendices: A - Acquisition properties, B - Greenway chapter of the zoning code, C - Willamette Greenway design guidelines, and D - the adopting ordinance 160237.

The goal of the Willamette Greenway Plan is to protect, conserve, maintain, and enhance the scenic, natural, historical, economic, and recreational qualities of lands along the Willamette River.

The primary objectives of the Willamette Greenway Plan are:

1. **To restore the Willamette River and its banks as a central axis and focus for the City and its neighborhoods and residents** by coordinating public investment and private development and by establishing a program of land use, design, and public access requirements that maximize public use and appreciation of this diverse urban waterway.
2. **To increase public access to and along the Willamette river.** To achieve this, the Plan identifies a recreational trail system extending the full length on both sides of the Willamette river, but not necessarily adjacent to the river for the entire length. The Plan also identifies trail and river access points, viewpoints and view corridors, and provides direction as to their design. The purpose to be achieved by designating and requiring property owners to dedicate right-of-way or recreational trail easements include increasing recreational opportunities, providing emergency

- vehicle access, assisting in flood protection and control, providing connections to other transportation systems and helping to create a pleasant, aesthetically pleasing urban environment.
3. **To conserve and enhance the remaining natural riverbanks and riparian habitat along the river.** To achieve this, the Plan identifies significant wildlife habitat along the river that is to be preserved, and requires the conservation of wildlife habitat where practical. The Plan requires the development and restoration of riparian habitat and encourages the use of natural bank treatments, particularly in areas of low human use. The Plan encourages the use of native plants. The Plan requires landscape review, and provides direction on riverbank and landscape treatment.
 4. **To provide an attractive quality environment along the Willamette River.** To achieve this, the Plan includes design guidelines that require public and private developments to complement and enhance the riverbank area, particularly with regard to riverbank treatment, landscape enhancement, and the relationship of buildings to the Greenway Trail, access points, viewpoints, and view corridors.
 5. **To maintain the economic viability of Portland’s maritime shipping facilities based on the overall economic importance of deep-channel shipping to Portland and Oregon’s economy.** To achieve this, the Plan provides an overlay zone reserved primarily for river-dependent and river-related industrial uses.
 6. **To reserve land within the Greenway for river-dependent and river-related recreational uses.** To achieve this, the Plan provides an overlay zone reserved primarily for river-dependent and river-related recreational uses.
 7. **To meet the statutory requirements of Statewide Planning Goal 15 Willamette River Greenway.**

Willamette Greenway Design Guidelines

The purpose of the Willamette Greenway design guidelines is to help attain the goal and objectives of the Willamette Greenway Plan, particularly objectives 2, 3, and 4. The design guidelines address the quality of the environment along the river, and require public and private developments to complement and enhance the riverbank area, particularly with regard to riverbank treatment, landscape enhancement, public access, and the relationship of structures to the Greenway Trail, access points, viewpoints, and view corridors. The guidelines also address the alignment of the Greenway Trail, the siting and design of viewpoints, and the design of view corridors.

The document consists of a series of issues, each with an introduction, a set of one or more design guidelines, and pictorial or illustrative examples of acceptable solutions. Each of the design guidelines must be met, unless an owner can demonstrate to the City's satisfaction that a guideline cannot be met but that the resulting project will meet the Greenway Goal and objectives through alternate means. The applicability of each set of design guidelines is discussed below.

Application of the Design Guidelines

The Willamette Greenway design guidelines are to be applied as follows:

Issue A. Relationship of Structures to the Greenway Setback Area applies to all but river-dependent and river-related industrial use applications for Greenway Approval, when the Greenway Trail is shown adjacent to the river on the property in the Willamette Greenway Plan.

Issue B. Public Access applies to all but river-dependent and river-related industrial use applications for Greenway Approval, when the Greenway Trail is shown on the property in the Willamette Greenway Plan.

Issue C. Natural Riverbank and Riparian Habitat applies to all applications for Greenway Approval where the riverbank is in a natural state, or has significant riparian habitat, as determined by the wildlife habitat inventory.

Issue D. Riverbank Stabilization Treatments applies to all applications for Greenway Approval.

Issue E. Landscape Treatments applies to all applications for Greenway Approval which are subject to the landscape requirements of the Greenway chapter of Title 33 Planning and Zoning of the Portland Municipal Code.

Issue F. Alignment of Greenway Trail applies to all applications for Greenway Approval with Greenway Trail shown on the property in the Willamette Greenway Plan.

Issue G. Viewpoints applies to all applications for Greenway Approval with a public viewpoint shown on the property in the Willamette Greenway Plan and for all applications proposing to locate a viewpoint on the property.

Issue H. View Corridors applies to all applications for Greenway Approval with a view corridor shown on the property in the Willamette Greenway Plan.

The Guidelines

C-17

Issue A: Relationship of Structures to the Greenway Setback Area

Introduction

The Willamette Greenway Plan establishes a setback line for non river-dependent and non river-related uses of a minimum of 25 feet landward from the top of bank. The land within this setback is referred to as the Greenway Setback area. Many of the Willamette Greenway design guidelines are focused on this area.

The establishment of the Greenway Setback area provides Portland with a unique and valuable public amenity. The relationship of adjacent development to the Greenway Setback area is critical if we are to preserve and enhance this important public resource. There are at least two aspects related to this relationship that are paramount: designing, orienting, and landscaping new development projects to complement and enhance the Greenway Setback area, and aligning structures with established block structures.

Guidelines

1. **Structure Design.** The Greenway Setback area should be complemented and enhanced by designing, detailing, coloring, and siting structures and their entrances to support the pedestrian circulation system, including both the Greenway Trail and access connections.
2. **Structure Alignment.** Where surrounding development follows an established block pattern, alignment with the block pattern should be considered in structure placement. Structure alignment should also take into account potential view corridors from existing public rights-of-way or acknowledged viewpoints. The pedestrian access system should be designed to take advantage of these alignments.



Orienting the building entrance to the pedestrian circulation system can create a quality pedestrian environment.



Landscaping and orientation to the Greenway Trail enhances the overall appearance of the Greenway Setback.



Building orientation, design, color, and the use of amenities such as awnings, benches, and lighting can be combined to create pleasant and functional pedestrian environments.



A combination of landscaping, color, design, and an orientation to the Setback create an attractive environment.



Buildings with entrances opening onto the Greenway Setback provide strong visual connections



Building orientation towards the river and the Greenway Setback can minimize blank walls for pedestrians and provide views for occupants.



Building alignment and pedestrian access paths should take into account view corridors.



New developments should take advantage of view corridors along existing rights-of-way

Issue B: Public Access

Introduction

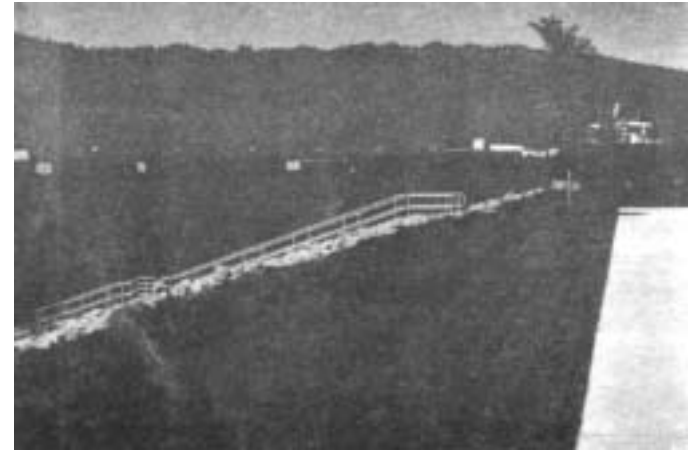
One of the objectives of the Willamette Greenway Plan is to increase public access to and along the Willamette River. The Greenway Setback area is where this objective is primarily focused. Proper integration of the Greenway Trail into new developments, as well as the provision of other features such as view points, plazas, or view corridors is important to enhance the Greenway Setback area. Also of importance is the development of a functional pedestrian circulation system that encourages access to the Greenway Trail, viewpoints, and the riverbank. Separation and screening from parking, storage and loading areas, vents, trash dumpsters, and mechanical devices is also important.

Guidelines

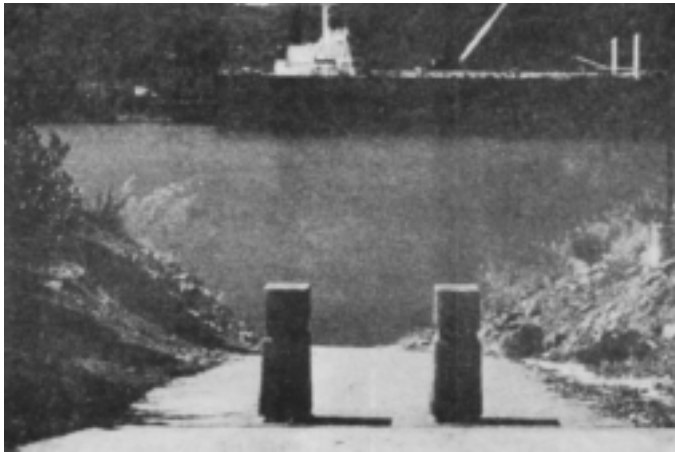
1. **Public Access.** New developments should integrate public access opportunities to and along the river into the design of the project. This includes the Greenway Trail, formal viewpoints, access connections to the Greenway Trail, and internal site pedestrian circulation.
2. **Separation and Screening.** The pedestrian circulation system, including Greenway trail, viewpoints, and trail access connections, should be designed to ensure adequate separation and screening from parking, loading, circulation routes, external storage areas, trash dumpsters, exterior vents, mechanical devices, and other similar equipment.
3. **Signage.** Access connections should be clearly marked.
4. **Access to Water's Edge.** Where site topography and conservation and enhancement of natural riverbank and riparian habitat allow, safe pedestrian access to the water's edge is encouraged as part of the project.



Public access connections from rights-of-way should be encouraged.



Staircases enhance public access to the river



Paved paths down to the river provide public access.



Public access to the river is provided via stairs to a public dock.



Public access is promoted through the use of more gently sloping banks



Steps down to the river's edge provide public access.



Public access can be incorporated into smaller scale seawalls ...



... and larger scale sea wall treatments.



Landscaping can be used to screen adjacent uses.



Directional signs enhance the setback area and reduce the likelihood of trespass.

C-25



A combination of topography and landscaping are used to screen the adjacent parking lot from the Greenway Trail.



A dense landscaping treatment is used to screen the adjacent parking lot

Issue C: Natural Riverbank and Riparian Habitat

Introduction

Natural riverbank and riparian habitat are scarce and valuable natural resources that need to be conserved and enhanced. They are extremely important to wildlife, in terms of providing food, cover, water, and shelter, and contribute heavily to the scenic quality of the Willamette Greenway and to Portland's unique environmental character.

— **Natural riverbank** - Riverbanks which have not received any bank stabilization other than from vegetation.

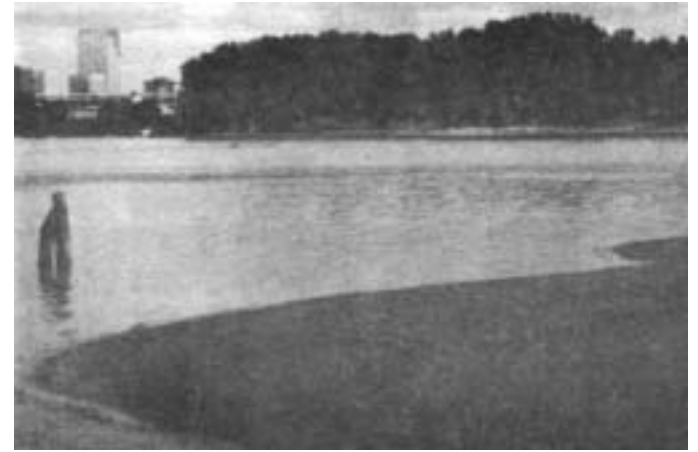
Guidelines

1. **Natural Riverbanks.** The natural riverbank along the Willamette River should be conserved and enhanced to the maximum extent practicable. Modification of the riverbank should only be considered when necessary to prevent significant bank erosion and the loss of private property, or when necessary for the functioning of a river-dependent or river-related use.
2. **Riparian Habitat.** Rank I riparian habitat areas, as identified in the wildlife habitat inventory, should be conserved and enhanced with a riparian landscape treatment. Other riparian habitat should be conserved and enhanced through riparian landscape treatments to the maximum extent practical. Conservation however does not mean absolute preservation. Some discretion as to what vegetation should remain and what can be removed and replaced should be permitted. Riparian habitat treatments should include a variety of species of plants of varying heights that provide different food and shelter opportunities throughout the year.



Remaining natural riverbank should be preserved to the maximum extent practicable. These four photos show some of the more significant stretches of natural riverbank. Clockwise from upper left, they are: the riverbank along Terminal 5, Ira Powers Marine Park, Ross Island, and the riverbank downstream from Sellwood Riverfront Park.



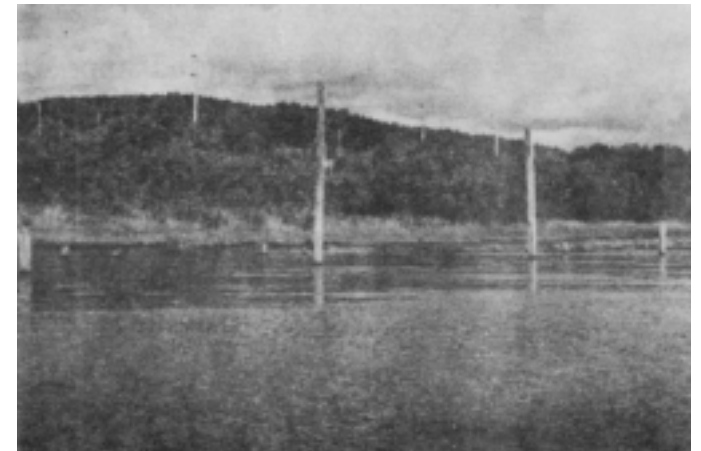


The Wildlife Habitat Inventory identified several Rank I habitats, including (clock-wise from upper left) Oaks Bottom Wildlife Refuge Area, the four islands (Ross Island, East Island, Toe Island, and portions of Hardtack Island), and the riparian habitat area at Harborton.





Other riparian habitats along the Willamette River should be conserved and enhanced to the maximum extent practicable. These four photos show areas where existing and proposed developments nearby will require thoughtful design treatments to conserve these riparian habitat areas. Clock-wise from upper left, they are Linnton, John's Landing, Swan Island, and near Harborton.



Issue D: Riverbank Stabilization Treatments

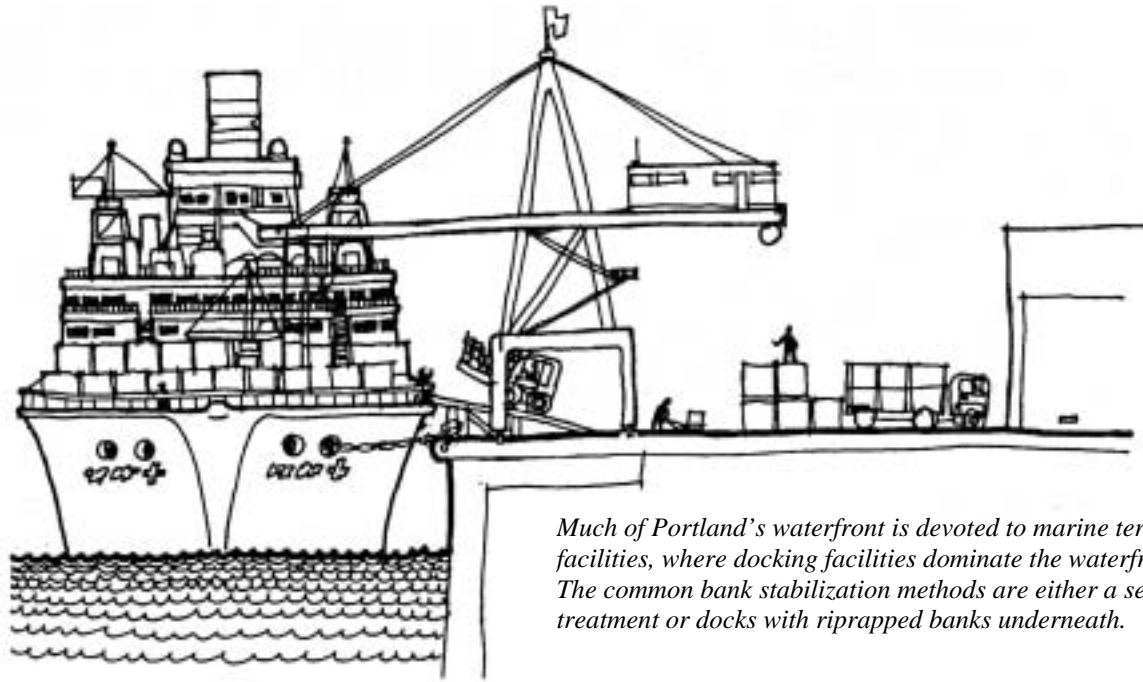
Introduction

The riverbank is an integral part of the Willamette Greenway. The quality of riverbank stabilization treatment will reflect heavily on the overall value and use of the Greenway Setback as a public amenity and on the scenic quality of the river as a whole.

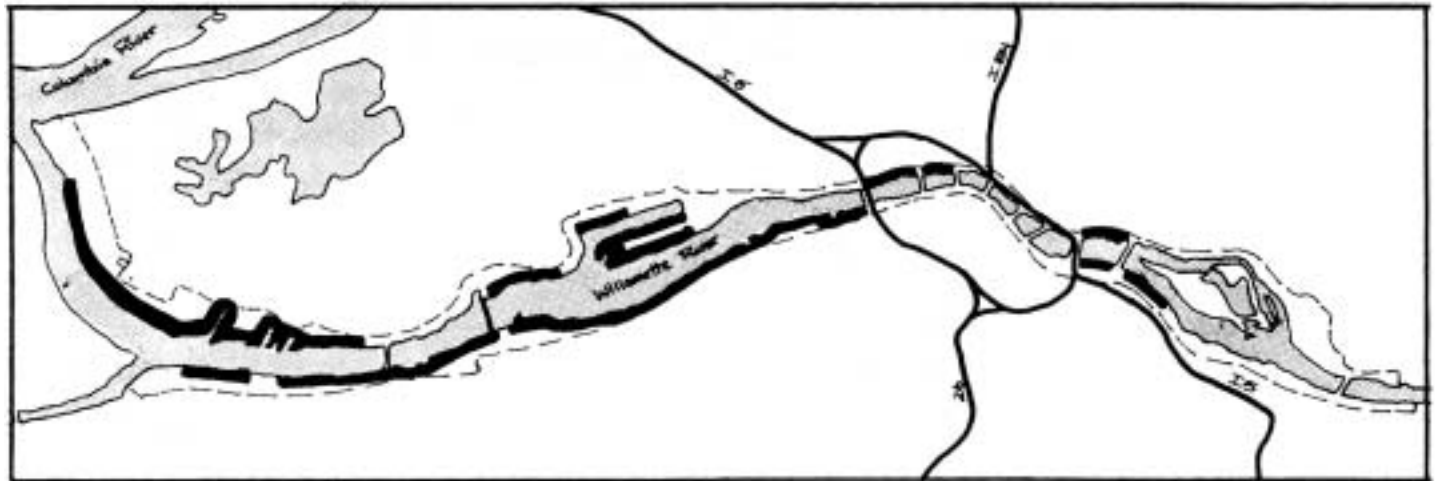
Guidelines

1. **Riverbank Enhancement.** Riverbank stabilization treatments should enhance the appearance of the riverbank, promote public access to the river, and incorporate the use of vegetation where practical. Areas used for river-dependent and river-related industrial uses are exempted from providing public access.

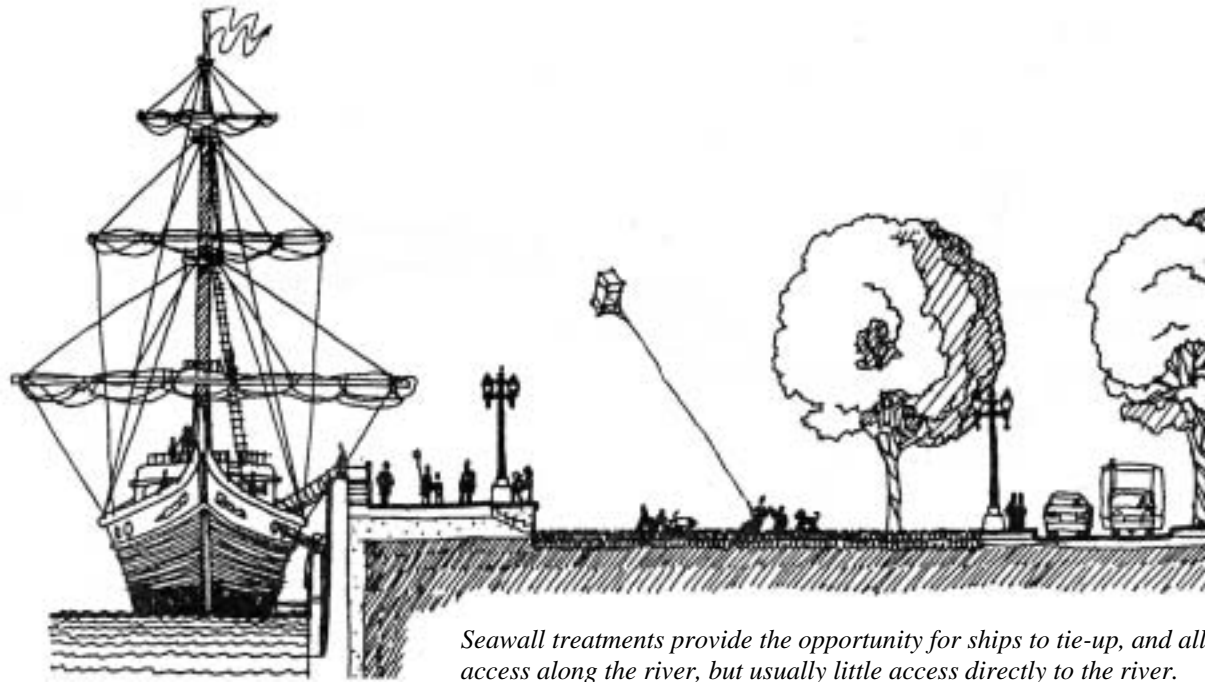
The following set of drawings show a range of potential riverbank treatments (other than natural treatment). The accompanying maps show locations where each of these treatments may be appropriate. More than one treatment may be suitable for any one location.



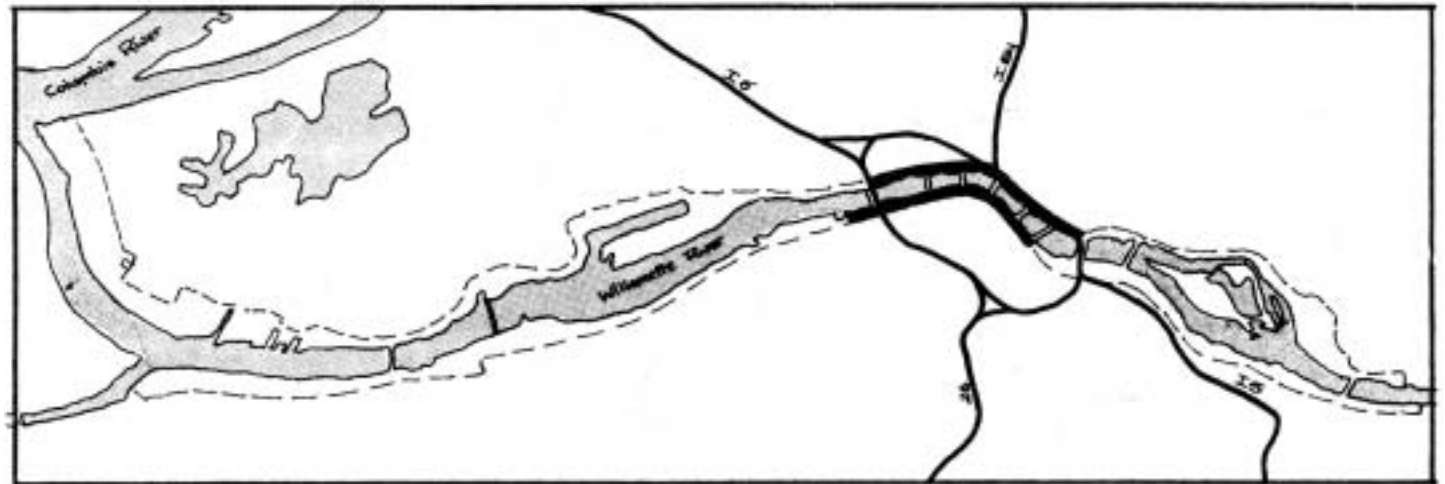
Much of Portland's waterfront is devoted to marine terminal facilities, where docking facilities dominate the waterfront. The common bank stabilization methods are either a seawall treatment or docks with riprapped banks underneath.



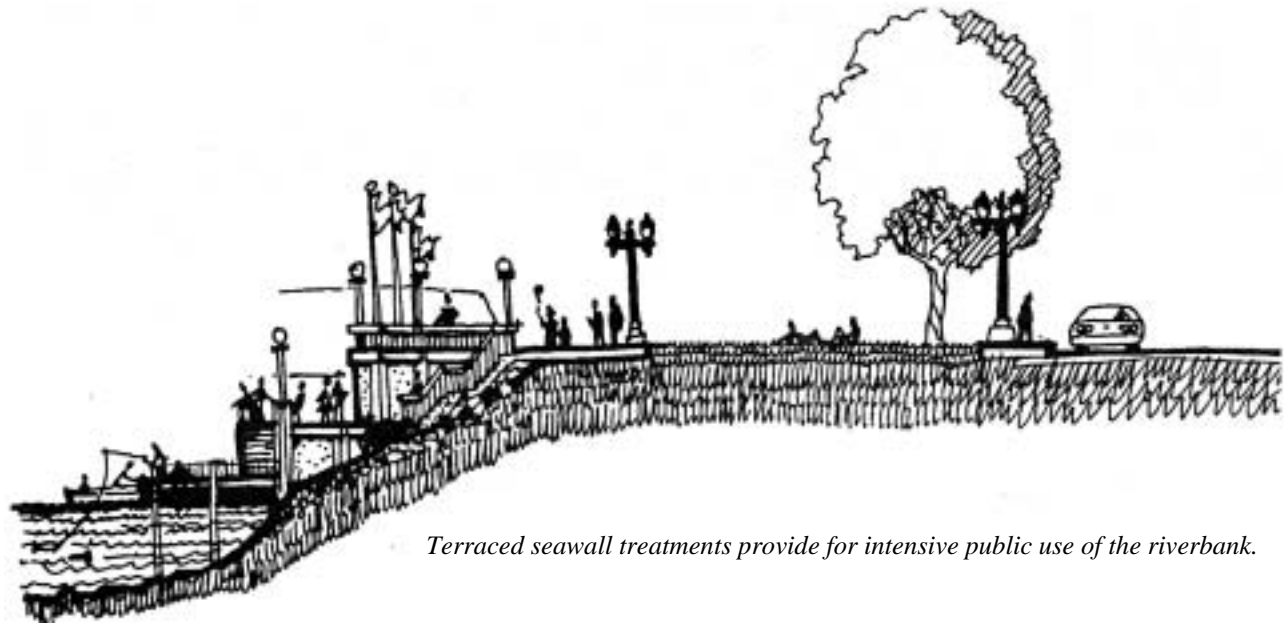
The areas where riverbank treatments oriented to docking facilities are likely to occur are highlighted in black above.



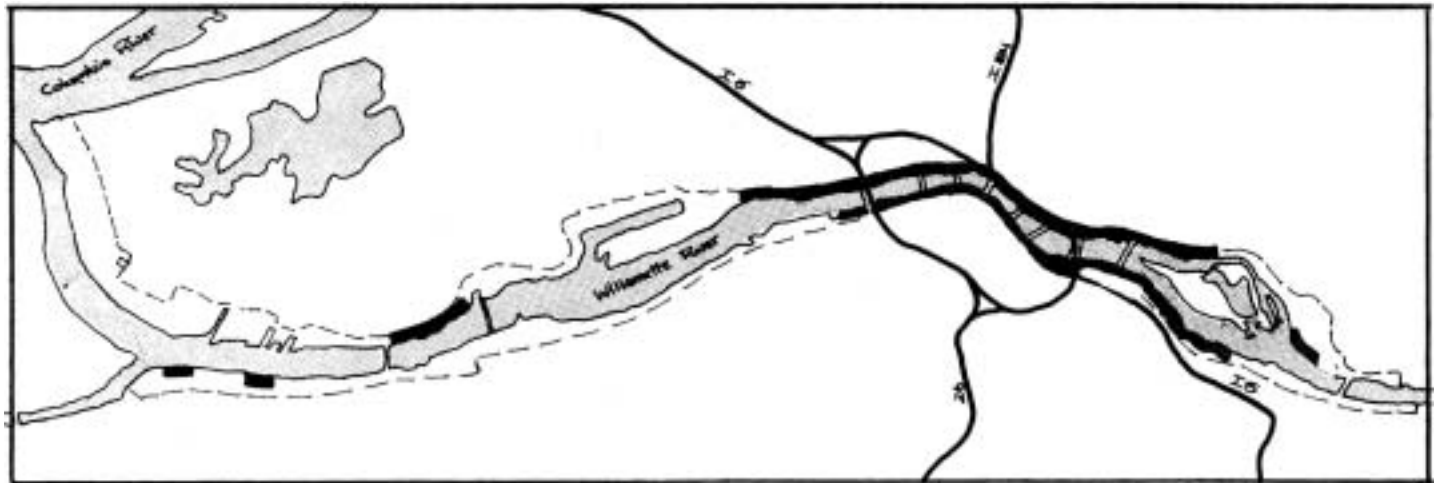
Seawall treatments provide the opportunity for ships to tie-up, and allow for public access along the river, but usually little access directly to the river.



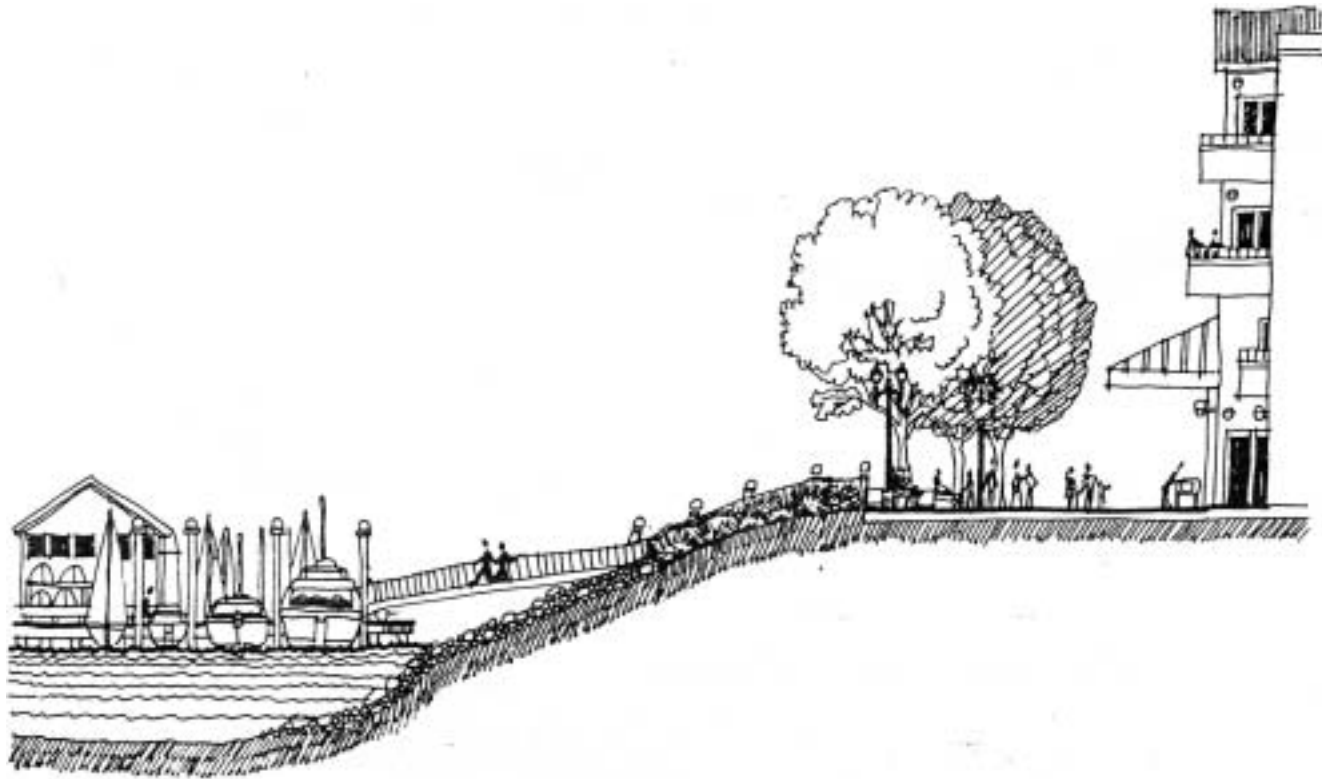
Larger scale seawall treatments should be limited to projects where the docking of large ships is an integral part of the development. Potential areas where such a treatment might be considered are highlighted in black. Smaller scale seawall treatments should be treated similar to terraced seawalls.



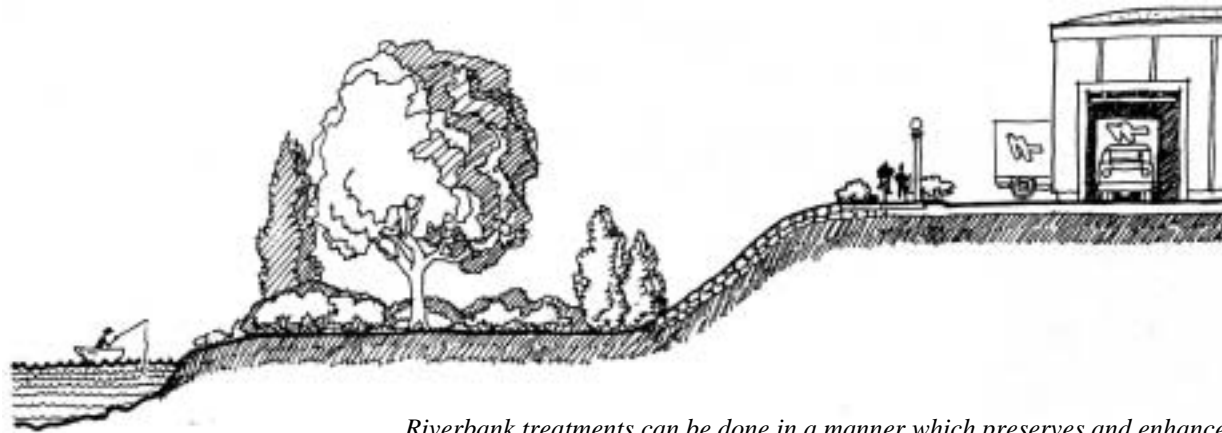
Terraced seawall treatments provide for intensive public use of the riverbank.



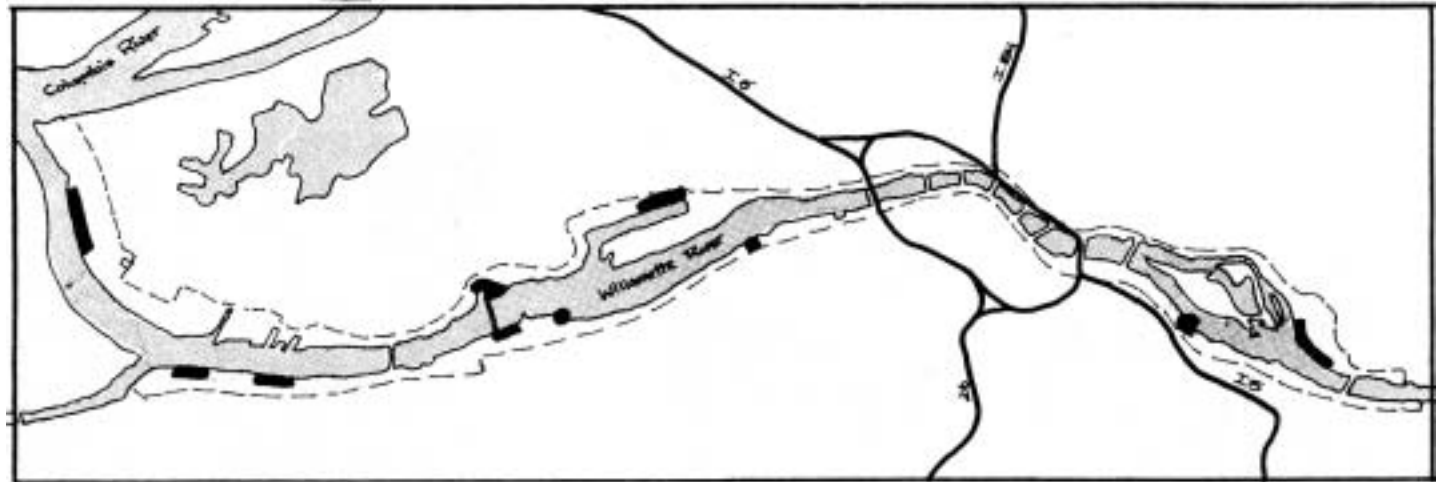
Terraced seawall treatments are more suited for developments with high densities of people in the project or nearby, which can take advantage of the access opportunities. Areas with this potential are highlighted in black.



Riverbank treatments utilizing rip-rap and vegetation are suitable for a range of upland uses, including industrial, commercial, and residential developments, and is suitable for use all along the Willamette River.



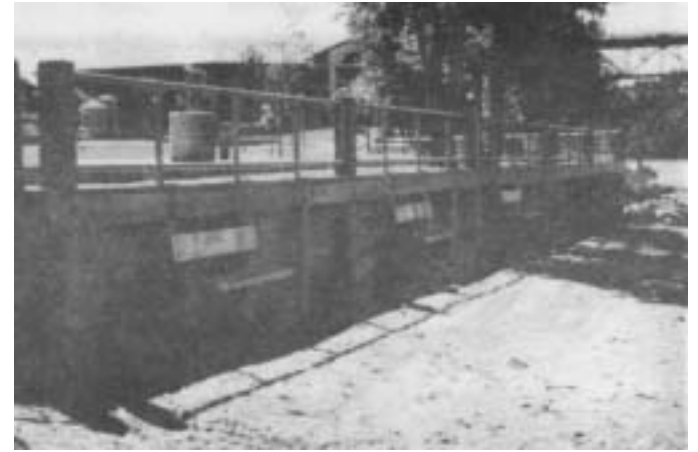
Riverbank treatments can be done in a manner which preserves and enhances the riparian habitat, while allowing for development of the upland area.



Areas where upland development will need to conserve and enhance adjacent riparian habitat to the maximum extent practical are highlighted in black above.



Seawalls for industrial terminal purposes are found in many locations, north of Broadway Bridge.



Smaller scale seawall treatments can be designed to maximize public access, incorporating searing into the design.



Larger scale seawall treatments provide riverbank access for large ships, but limit public access to the river.



Public access in areas using riprap bank treatment can be increased through the use of stairways down the bank.



Vegetation enhances the appearance of areas using riprap bank treatment.



Natural areas along the riverbank can coexist with industrial use of the upland and the water.



Vegetation treatments between the Greenway Trail and the riprap bank treatment can be used to minimize the visual impact.

Issue E: Landscape Treatments

Introduction

Landscape treatment is the final factor that determines the overall quality and utility of the Greenway Setback area, and how well developments integrate into this amenity. Of critical importance is creating an environment that balances the needs of both human and wildlife populations throughout the Willamette Greenway.

Guidelines

1. **Landscape Treatments.** The landscape treatment should create an environment which recognizes both human and wildlife use. Areas where limited human activity is expected should consider more informal riparian treatments. Areas of intense human use could consider a more formal landscape treatment. The top of bank may be considered a transition area between a riparian treatment on the riverbank and a more formal treatment of the upland.
2. **Grouping of Trees and Shrubs.** In areas of more intense human use, trees and shrubs can be grouped. The grouping of trees and shrubs allows for open areas for human use, and has the secondary value of increasing the value of the vegetation for wildlife.
3. **Transition.** The landscape treatment should provide an adequate transition between upland and riparian areas and with the landscape treatments of adjacent properties.



The top of bank can be used as a transition from a Riparian treatment of the riverbank to a more formal upland treatment.



Riparian treatments do not have to be kept on the riverbank. Sellwood Riverfront Park includes a



Areas with significant wildlife habitat should be landscaped with riparian landscape treatments.



Riparian treatment of the riverbank enhances the more formal upland treatment. Note the grouping of trees in the center.

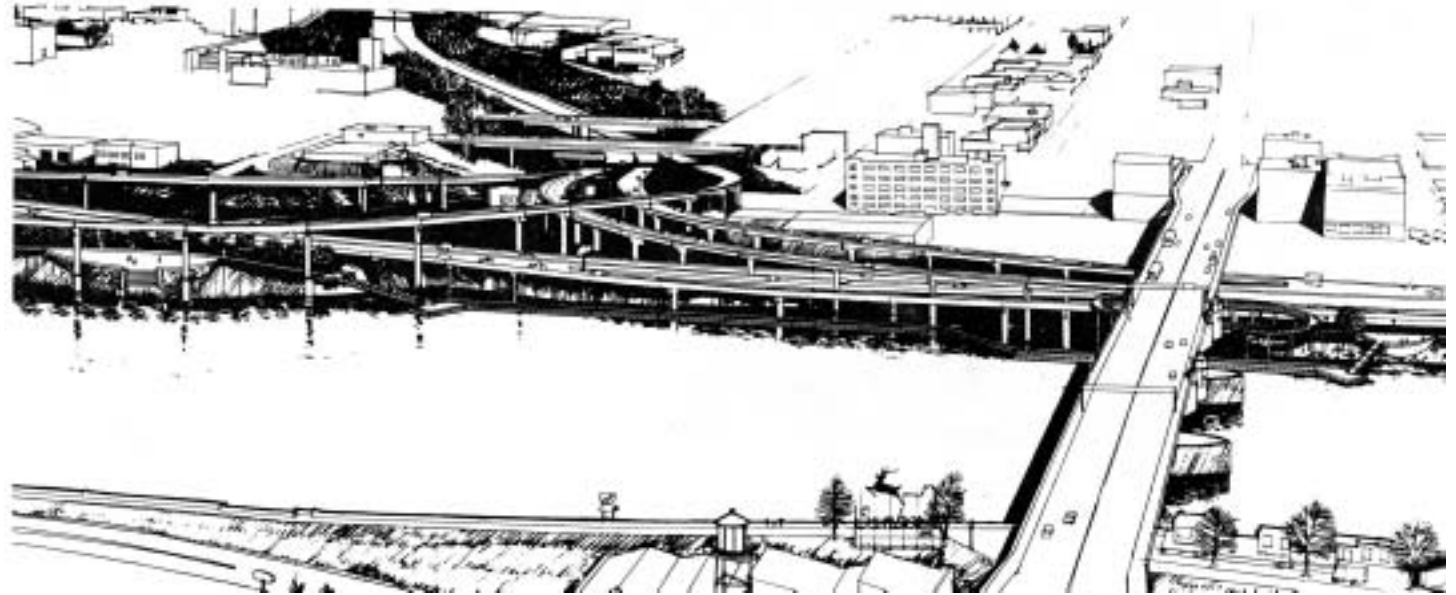
Issue F: Alignment of Greenway Trail

Introduction

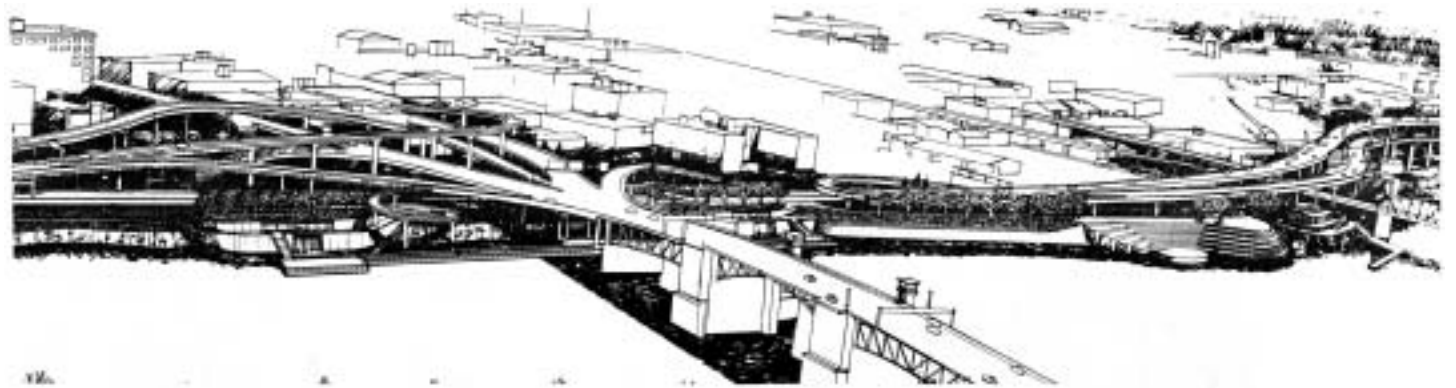
The general location of the Greenway Trail is shown on the Willamette Greenway Plan, and more specifically on the Official Zoning Maps. The final alignment of the Greenway Trail, however, needs to take into account a number of site-specific considerations. The alignment should be sensitive to and take advantage of topographical and environmental features of the site, views of the river, existing and proposed vegetation, and sunlight.

Guidelines

1. **Year-round Use.** The Greenway Trail should be located so as to be open for public use year round. The trail may be constructed along the top of bank, on a floating platform, or in a series of tiers adjacent to the river, provided that at least one of these levels will remain unsubmerged.
2. **Habitat Protection.** The Greenway Trail should be routed around smaller natural habitat areas to reduce the impact on the habitat area.
3. **Alignment.** The Greenway Trail alignment should be sensitive to and take advantage of topographical and environmental features of the site, views of the river, existing and proposed vegetation, and sunlight.



Proposed plans for the Eastside Esplanade improvements show portions of the Greenway Trail located on floating platforms and two tiers, and in one location, as part of a multi-tiered amphitheater.





Designing the Greenway Trail and bank protection to go around smaller habitat areas helps to ensure their preservation. The trail and bank protection is under construction in this photo.



Trail location should take advantage of the natural features of the site.



Greenway Trail is located along the top of the bluff to take advantage of the views.



Trail alignment should take advantage of viewing opportunities, whether they are of industrial activity ...



or natural and recreation areas.

Issue G: Viewpoints

Introduction

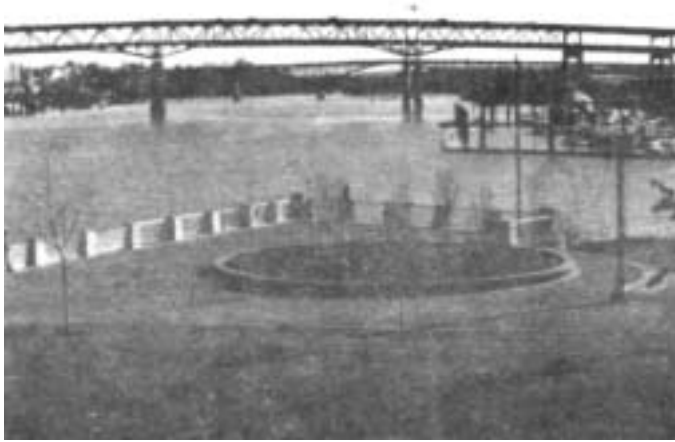
Viewpoints are an important component of the public access system in the Willamette Greenway. Viewpoints provide locations where the public can sit and enjoy the natural and built environment along the Willamette River.

The Willamette Greenway Plan identifies a number of locations where viewpoints are to be provided as part of new development projects. In addition to these designated viewpoints, property owners and developers are encouraged to provide other viewpoints along the river and at strategic viewing points away from the river. All viewpoints in the Willamette Greenway are required to meet the design guidelines, to ensure consistency in the quality of viewpoints.

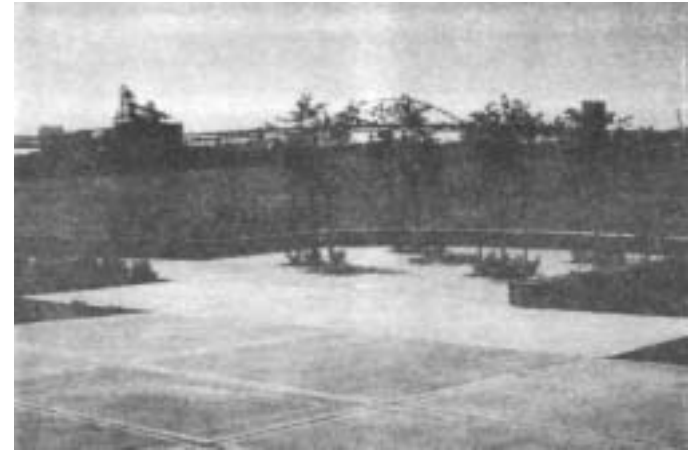
Guidelines

1. **Design.** Viewpoints should be designed as safe, comfortable resting places to view the river, a scenic area, or an activity. Each viewpoint should be relatively small in size and have a hard surface. It is preferable to design the space using an identifiable configuration, such as a square or semi-circle. In addition, vegetation can be used to shape and define the viewpoint, provide a sense of enclosure, and to frame a view. Well-defined edges help to identify these places and make them more attractive.
2. **Facilities.** Each viewpoint should be provided with seating. Consideration should also be given to providing other equipment to facilitate short duration stops, such as ornamental and drinking fountains, garbage containers, interpretive signs, kiosks, and the provision of public art.

3. **Access to Water's Edge.** Where site topography and conservation and enhancement of natural riverbank and riparian habitat allow, viewpoints located adjacent to the river should provide for pedestrian access to the river.
4. **Relationship to Trail.** Viewpoints developed in conjunction with the trail should be adjacent to the trail but designed to create a separate identity. It is preferable to locate viewpoints between the trail and the river.



Viewpoints should be separated from the Greenway Trail and be easily identifiable as a resting area



Identifiable configurations, such as a square, help to identify the viewpoint. Seating is incorporated here into the edge of the viewpoint.



Additional amenities, such as benches, picnic tables, flower boxes and garbage receptacles, provide more comfortable and functional viewpoints.



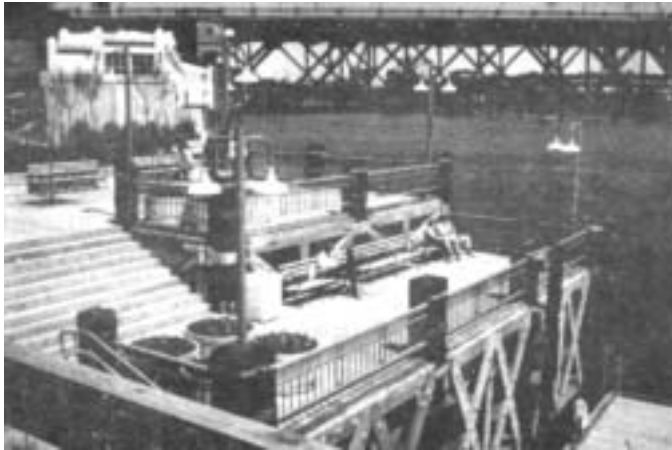
Viewpoint using paving stones, seating, flower boxes, and garbage receptacles to define the resting place.



Viewpoints should be oriented to take advantage of views of the river. Note the river access opportunities.



Viewpoints can be incorporated into the upland development. Similar building materials, an identifiable geometric shape, and elevated height are used here.



Terraced bank treatments provide the opportunity for several levels of viewpoints, as well as increased public access to the river.



Vegetation can be used to enclose the viewpoint.

Issue H: View Corridors

Introduction

The Willamette Greenway Plan identifies a number of view corridors that must be preserved. View corridors to and from the river are an important component of the public access system. View corridors provide visual access to the river and allow the public to enjoy its scenic qualities even when at some distance from the river. View corridors also provide users of the Greenway Trail with visual connections to adjacent neighborhoods.

Guidelines

1. **Right-of-way Protection.** View corridors to the river along public rights-of-way are to be protected. These rights-of-way should not be vacated.
2. **View Protection.** Buildings, structures, or other features must be located to avoid blocking view corridors.
3. **Landscape Enhancement.** Landscape treatments within view corridors should frame and enhance the view of the river.



Public rights-of-way provide numerous view corridors down to the Willamette River. The view corridors shown here are identified for protection on the Willamette Greenway Plan. Clockwise from upper left, they are of California, Clay, Spokane, and Columbia Streets



Appendix D

ORDINANCE No. 160237

An Ordinance adopting the Planning Commission Recommendations document of the Willamette Greenway Update 1985/86; accepting the Background Document and Lower Willamette River Wildlife Habitat Inventory of the Willamette Greenway Update 1985/86 as findings for the Recommendations; amending the Willamette Greenway Plan; amending Title 33, Planning and Zoning, by adding a new section to Chapter 33.12 Definitions and by replacing Chapter 33.77 with a new Chapter 33.640 Greenway Regulations; adopting the Willamette Greenway Design Guidelines; amending the boundaries of the Willamette Greenway Plan; and amending the Comprehensive Plan Map designations and zoning for certain properties within the Willamette Greenway.

The City of Portland ordains:

Section 1. The Council finds:

1. In 1984, City Council directed the Bureau of Planning to review the existing Willamette Greenway regulations in order to clarify ambiguous language in Chapter 33.77 Willamette River Greenway Development Regulations and to provide more quantifiable development criteria.
2. Statewide Planning Goal 15, Willamette River Greenway, requires that the City of Portland develop detailed inventories for property within the Greenway, showing all agricultural lands, aggregate excavation and processing sites, public recreation sites, historical and archaeological sites, timber resources, significant natural and scenic areas and vegetative cover, fish and wildlife habitats, areas subject to annual flooding and flood plains, lands committed to industrial, commercial and residential uses, the ownership of property, hydrologic conditions, recreational needs, ecologically fragile areas, and areas for public acquisition.
3. Portland is required to update these inventories as part of the State periodic review process. The updating of these inventories was incorporated into the Willamette Greenway Update.
4. The Portland Planning Bureau began updating the land use and ownership inventories during the summer of 1984. The wildlife habitat inventory was completed during the summer of 1985, and the recreational use, hydrologic conditions, fish habitat, and historic resources during the fall of 1985. The wildlife habitat inventory is contained in the Lower Willamette River Wildlife Habitat Inventory

and the Lower Willamette River Wildlife Habitat Inventory Data Sheets, and the other inventories in the Background Document. A summary of the wildlife habitat inventory is also included in the Background Document.

5. Planning Bureau staff conducted a number of interviews and discussions and held three public meetings during 1985 to review the existing Greenway regulations and identify areas of concern that needed to be addressed in the Update. Public agencies, other City Bureaus, planning staff, neighborhood organizations, business and citizen groups, and a cross-section of landowners, developers, and concerned citizens participated in identifying the issues. The recommendations contained in the Planning Commission Recommendations document address these issues.
6. During the eight years since the Greenway regulations were adopted by City Council, several zoning map and Comprehensive Plan discrepancies have been found, including properties where the Greenway overlay zone conflicts with the base zone and where the Comprehensive Plan "Open Space" designation has been applied to private property. These errors are corrected as part of the Update.
7. The Update determined that several of the Official Zoning Maps do not show the precise location of the Greenway recreational trail and that, in some instances, the trail location shown lies on undeveloped right-of-way. The correct trail location has been identified as part of the Update.
8. The Update determined that there was a need for the City to adopt one set of public recreational trail construction standards and one set of public recreational trail regulations concerning trail maintenance and liability, hours of use, use of trail and trespass. The construction and maintenance/liability standards used for the Greenway Trail should be extended to cover all recognized public recreational trails.
9. The Willamette Greenway Plan contains the direction and policy and identifies the implementation measures developed by the City in order to meet the requirements of Statewide Planning Goal 15, Willamette River Greenway. The Willamette Greenway Plan is part of the City's Comprehensive Plan. The revised Greenway Plan has been reformatted into four sections: the goal and objectives of the Greenway Plan; Greenway Boundaries; Greenway Concept and Greenway Land Use Controls.
10. The Planning Commission determined that the existing use of four overlay zones to establish land use development standards for the four areas, industrial, mixed use, recreational and natural, shown on the Greenway Concept Map should be retained but that design

considerations should be removed from the overlay zones and adopted as Design Guidelines.

11. The Greenway overlay zones include development standards related to the Greenway setback, floor area ratio, open space, landscaping, navigation and design guidelines. Regulations related to public recreational trails, public viewpoints, view corridors and fills, excavations and structures are also included. The new Chapter 33.630 Greenway Regulations has been reformatted for consistency with the Zoning Code Rewrite Project and will replace the existing Chapter 33.77.
12. The use of floor area ratio (FAR) is the most appropriate method of controlling building mass in the Greenway overlay zones. A FAR of 2:1 for 200 feet, measured from the ordinary high water line, and a FAR of 4:1 for the next 200 feet will control the impacts of building mass on the Greenway setback. The FAR for land beyond 400 feet from the ordinary high water line will be controlled by the underlying base zone. The Greenway FARs will apply to all lands along the Greenway except those with “HI”, “GI”, “MI “, or “M2” base zoning, or with a Z overlay zone, or where a more restrictive FAR is already in effect.
13. The Greenway landscaping standards, design guidelines, and Plan policy provide a clarification of the landscaping and planting policy for the Willamette Greenway and specifies minimum landscape standards, design guidelines for developing landscape plans, and a preference for the use of native plants. Plants used will be reviewed in terms of a set of performance criteria related to site characteristics, importance to wildlife, aesthetic values, maintenance requirements, shading and energy conservation, and compatibility with human use.
14. It is the City Council’s intent that development in the Willamette Greenway must meet the Willamette Greenway design guidelines. Unless an owner can demonstrate to the City’s satisfaction that a specific guideline cannot be met but that the resulting project will meet the Greenway goal and objectives through alternate means, no deviation from the guideline as written is permitted. Although the Design Guidelines represent a “flexible standard” that can be met in a variety of creative and innovative ways, compliance with the design guidelines is mandatory.
15. On May 7, 1987, the Design Commission completed a series of meetings and workshops on the Willamette Greenway Design Guidelines and recommended that the Design Guidelines be adopted. On May 26, 1987 and August 27, 1987, the Design Commission recommended minor amendments for further clarification.

16. After a public hearing on February 24, 1987, and subsequent meetings on March 24 and May 12, the Planning Commission recommended on June 9 that the Willamette Greenway Update 1985/86, including the revised Greenway Plan, Greenway Code, Design Guidelines and amendments to the Official Zoning Maps be adopted. The Commission further recommended that the Willamette Greenway Update 1985/86 Background Document and Lower Willamette River Wildlife Habitat Inventory be accepted as findings for the Update recommendations.
17. The Willamette Greenway Update 1985/86 is consistent with Portland's Comprehensive Plan. The Update directly supports the following goals and policies:
 - a. **Goal 1**- The Update process has been continuously coordinated with federal and state agencies, to be in compliance with federal and state laws. The Update will bring the Portland Willamette Greenway Plan into better compliance with State requirements for Goal 15, and with the Lower Willamette River Management Plan. Many of the recommendations contained in the Update are a direct result of state and federal recommendations.
 - b. **Goal 2** - The Update promotes increased opportunity for river-dependant and river-related economic growth through continuation of the preservation of land north of the Broadway bridge for those uses. The Update increases public access to and along the river by adding additional recreational trail length, additional viewpoints, and introducing view corridors to the Willamette Greenway Plan. The Willamette Greenway Trail is directly supportive of Policy 2.6 Open Space through better identification of the Greenway Trail, recommending one set of City standards and regulations for recreational trails, and the identification of additional recreational open space opportunities through the acquisition process. The Update is directly supportive of Policy 2.7 Willamette River Greenway Plan by improving the Plan and providing better implementation of the Plan's provisions. The Update is directly supportive of Policy 2.14 Industrial Sanctuaries by providing an exemption for industrial sanctuaries from the FAR provisions. The Update is directly supportive of Policy 2.20 Mixed Use, through the use of a Plan map designation specifically providing for a mixed-use emphasis.
 - c. **Goal 3** - The Update is directly supportive of Policy 3.5 Neighborhood Involvement, through the active use of neighborhood organizations and business groups throughout the planning process.

- d. **Goal 4** - The Update allows for the development of new housing opportunities in areas designated on the Concept Plan with “mixed-use emphasis”.
- e. **Goal 5** - The Update is directly supportive of the goal, particularly regarding “improving the level” and “stability of jobs”. The Update uses the industrial overlay to preserve land north of the Broadway Bridge for river-dependent and river-related industrial uses. This is accomplished while at the same time preserving as much of the river’s natural riverbank and riparian habitat as possible, and revegetating wherever possible, as contained in Policy 5.8 Environment, Energy and Transportation.
- f. **Goal 6** - The Update is directly supportive of Policy 6.9 Alternative Urban Travel, through the development, implementation, and promotion of the Willamette Greenway Trail, a combined pedestrian and bicycle path system.
- g. **Goal 8** - The Update is directly supportive of the Land Resources Policies, particularly 8.8 Open Space (Open Space is protected by an Open Space Comprehensive Plan designation, recreational trail symbol Comprehensive Plan designation, natural overlay, and design guidelines addressing preservation of natural riverbank and riparian habitat), Policy 8.10 Willamette River Greenway (by better identifying the objectives of the Greenway Plan, by strengthening and clarifying the Greenway Plan and Greenway Code, adding the Greenway Design Guidelines, and incorporating additional implementation measures), and Policy 8.13 Sensitive Natural Areas (by the incorporation of an updated wildlife habitat inventory, by the application of a natural overlay on the more sensitive natural areas, by the development of additional design guidelines addressing preservation of natural riverbank and riparian habitat, sensitive riverbank stabilization treatment, native plant preference, and landscape standards). The Update is directly supportive of the Aggregate Resources policies in that the Update provides for the continued presence in the Willamette Greenway of aggregate extraction industries and recognizes the importance of Ross Island and Hardtack Island as a aggregate resource by continuing to leave these areas subject only to the extraction master plan agreement, with the understanding that Willamette Greenway overlay zoning will be put in place when the aggregate extraction activities cease.
- h. **Goal 9** - The Update has been directly supportive of Goal 9 and all its policies. Citizen input and involvement have been key elements in the identification of issues, and review of proposed ideas and language. The Update has involved an ongoing basis participation

from all of the interested neighborhood associations, business groups, citizen groups, land owners, individual businesses and citizens, other City Bureaus, County and State and Federal agencies, and environmental groups. The Update includes inventories required as part of periodic review and addresses the Land Conservation and Development Commissions concerns regarding Statewide Land Use Planning Goal 15 Willamette River Greenway.

- i. **Goal 10** - The Update is directly supportive of Goal 10. The Update includes inventories required to be updated periodically, and addresses the Land Conservation and Development Commissions concerns regarding Statewide Land Use Planning Goal 15 Willamette River Greenway as part of periodic review. The Update is following the City and State mandated procedures for adoption. The Update is also directly supportive of Policy 10.9 Revised Zoning Code as the proposed code language is specifically written to update and simplify the Greenway chapter, and make it easier to understand and enforce. The Update is also directly supportive of Policy 10.10 Design Review as it identifies the Willamette Greenway for a form of design review, with specific design guidelines that must be met, and identifies the construction and replacement of bridges as requiring design review. The Update is also directly supportive of Policy 10.11 Enforcement due to the elimination of much of the ambiguity and uncertainty from the previous Plan and code language.

 - j. **Goal 11-** The Update is directly supportive of Policies 11.10 Street Improvements, 11.13 Bicycle Improvements, 11.15 Pedestrian Improvements, and 11.18 Street Vacation, by better identifying the location of the Willamette Greenway Trail, recommending the adoption of one set of City construction standards and regulations for public recreational trails, and by adopting the right-of-way view corridor requirements. The Update is also directly supportive of 11 .47 New Parkland, by identifying environmentally unique areas for public acquisition, and allowing for the acquisition of lands necessary to complete the 40 Mile Loop system of which the Willamette Greenway Trail is a part.
18. The Willamette Greenway Update 1985/86 is consistent and supportive of Statewide Planning Goal 15, Willamette River Greenway, by adding the Greenway goal and objectives to the Greenway Plan and by strengthening and clarifying the Greenway Plan and Greenway Code and adding the Greenway Design Guidelines. The Update is supportive of the following Greenway Goal requirements:
- a. **Inventories** -The Willamette Greenway Update 1985/86 updates the inventories required as part of the Goal (see 4 above).

- b. **Access** - The Update increases public access to and along the river through the identification of additional formal viewpoints, the inclusion of view corridors, and additional access connections to the Willamette Greenway Trail; and by identifying increasing public access to and along the river as a primary objective of the Willamette Greenway Plan.
 - c. **Fish and Wildlife Habitat** - The Update identifies and preserves significant wildlife habitat through the use of a natural overlay; by providing guidelines addressing preservation of remaining natural riverbanks, riparian areas, landscaping, bank stabilization, and trail location; and by improving language in the Willamette Greenway Plan concerning the use of native plants, and the inclusion of primary objectives conserving and enhancing the remaining natural riverbanks and riparian habitat along the river. The Update also includes an in-depth wildlife habitat inventory conducted for all lands within the Willamette Greenway. The Background Document also contains an updated fish habitat inventory.
 - d. **Scenic Qualities and Views** - The Update identifies additional formal viewpoints, and applies a natural overlay designation on lands of scenic quality.
 - e. **Vegetative Fringe** - The Update preserves the river's vegetative fringe through the use of design guidelines designed to protect remaining natural riverbanks and riparian habitat, improve the quality of riverbank stabilization treatment and use vegetation for stabilization where possible, the use of native plants, and the identification and conservation of significant riparian habitat.
 - f. **Greenway Setback** - The Update continues to use a 25-foot setback for non river-dependent and non river-related uses.
 - g. **Acquisition Areas** - The Update identifies additional acquisition areas and describes the intended use for those properties.
19. The Willamette Greenway Update 1985/86 is consistent with the remaining Statewide Planning Goals.
- a. **Goal 1 Citizen Involvement** - Citizen input and involvement have been key elements in the identification of issues, and review of proposed ideas and language. The Update has involved on an ongoing basis participation from all of the interested neighborhood associations, business groups, citizen groups, land owners, individual businesses and citizens, other City Bureaus, County and State and Federal agencies, and environmental groups.

- b. **Goal 2 Land Use Planning** - The products of the Update result from the following process recognized by the city's Comprehensive Plan and directed by the Statewide planning guidelines: (a) problem definition, (b) data collection, (c) alternative solutions, (d) feedback and compromise, (e) coordination and conformance with plans and policies of other agencies
- c. **Goal 3 Agricultural Lands** - The study area is within an urban jurisdiction within an acknowledged urban growth boundary. Goal 3 does not apply.
- d. **Goal 4 Forest Lands** - There are no lands within the Willamette Greenway suitable for commercial forest use. Goal 4 does not apply.
- e. **Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources** - The Update identifies public open space and natural and scenic areas and provides for their protection through the use of overlay zones, and additional design guidelines, and plan policy. The inventories updated as part of the Update are also to be used where applicable for the Goal 5 inventories.
- f. **Goal 6 Air, Water and Land Resources Quality** - The Willamette Greenway Plan is essentially an "overlay" Plan, adopted as part of the City's Comprehensive Plan. The applicable air and water quality requirements of this goal are addressed in the Comprehensive Plan, not in the Willamette Greenway Plan. The Willamette Greenway Plan does protect natural land resources in the Willamette Greenway, and was coordinated with State and Federal agencies responsible for environmental protection.
- g. **Goal 7 Areas Subject to Natural Disasters and Hazards** - The City's ordinance regarding development in floodplains applies in the Willamette Greenway as well. Much of the land within the Greenway adjacent to the river is either subject to recreational or natural overlay zoning or is required to set non river-dependent and non river-related development back 25 feet from the top of bank
- h. **Goal 8 Recreational Needs** - The Update inventories the recreational resources within the Willamette Greenway, the improvements to the Willamette Greenway Trail, identification of additional viewpoints, and adding view corridors increase the recreational opportunities within the Willamette Greenway. The recommendations for signage and the brochure will enhance these recreational resources and increase their accessibility.

- i. **Goal 9 Economy of the State** - The Update continues to recognize the importance of maritime and industrial harbor activities to the economy of the State and the City, and provides for their continuance by the use of an industrial overlay designed to reserve land for river-dependent and river-related industrial uses, and by eliminating unnecessary regulations.
 - j. **Goal 10 Housing** - The Update provides for the development of housing in the river development overlay zone.
 - k. **Goal 11 Public Facilities and Services** - The timely, orderly and efficient arrangement of public facilities and services are controlled by the Comprehensive Plan and, the base zoning. The approval process for applications within the Willamette Greenway includes review for public facilities and services as normal part of the approval process.
 - l. **Goal 12 Transportation** - The provision of a safe, convenient and economic transportation system are controlled by the Comprehensive Plan and the base zoning. The approval process for applications within the Willamette Greenway includes review of the transportation system requirements as normal part of the approval process.
 - m. **Goal 13 Energy Conservation** - The Comprehensive Plan, of which the Willamette Greenway Plan is a part, addresses the issue of energy conservation. Energy conservation measures are incorporated into the City's policies and zoning code.
 - n. **Goal 14 Urbanization** - The Willamette Greenway is within the City's acknowledged Urban Growth Boundary. Goal 14 is not applicable.
 - o. **Goal 16 Estuarine Resources, Goal 17 Coastal Shorelands, Goal Beach and Dunes, Goal 19 Ocean Resources** - These goals do not apply in Portland.
20. Requiring property owners to dedicate right-of-way or easements for a recreational trail as a condition of approval of new developments, changes of use or intensification of uses for non river-dependent and non river-related uses promotes the health, safety and welfare of the property owners, their employees and the citizens of Portland as follows:
- a. By providing access to and along the river for recreational opportunities that include fishing, walking, bicycling, jogging, picnicing, swimming, places to view and contemplate the river, places to observe the riverbank and accompanying vegetation and wildlife in

its natural state, and connections to and between boat ramps, launches, and docks.

- b. By providing necessary access to fire and other emergency vehicles from the waterfront side of these properties.
- c. By providing vegetated buffers between the river and structures along the river to assist in flood protection and control.
- d. By providing connections to other transportation systems, such as the 40-Mile Loop trail and other city recreational trails, which offer the opportunity for using non-polluting, energy-efficient forms of transportation, such as walking and bicycling. During time of high energy costs, use of these alternative transportation systems can assist in achieving energy savings and reducing air pollution by diminishing reliance on cars.
- e. By helping to create a pleasant urban environment which attracts both workers and employers to Portland.

21. It is in the public interest that the Willamette Greenway Update 1985/86 be adopted because the Willamette River and its riverbanks are a natural resource of inestimable statewide importance and the conservation and enhancement of that resource is a matter of statewide and local concern.

NOW, THEREFORE, the Council directs:

- a. The Planning Commission Recommendations, Willamette Greenway Update 1985/86 is hereby adopted as shown in Exhibit A, attached to this Ordinance and incorporated herein by this reference.
- b. The Willamette Greenway Update 1985/86 Background Document, as shown in Exhibit B, attached to this Ordinance and incorporated herein by this reference, and the Lower Willamette River Wildlife Habitat Inventory, as shown in Exhibit C, attached to this Ordinance and incorporated herein by this reference, are hereby adopted as findings for the Willamette Greenway Update 1985/87 Recommendations.
- c. Based on the Planning Commission Recommendations and the Background Document, the Willamette Greenway Plan is hereby amended as shown in Exhibit D, attached to this Ordinance and incorporated herein by this reference;
- d. Based on the Planning Commission Recommendations and the Background Document, Title 33, Planning and Zoning, of the Municipal Code of the City of Portland, Oregon is hereby amended by an amendment to Chapter 33.12, Definitions to add a new section, 33.12.805 Willamette Greenway Definitions as shown in Exhibit E, attached to this Ordinance and incorporated herein by this reference.

e. Based on the Planning Commission Recommendations and the Background Document, Title 33, Planning and Zoning, of the Municipal Code of the City of Portland, Oregon is hereby amended by deleting Chapter 33.77 Willamette River Greenway Development Regulations and adding a new Chapter 33.630, Greenway Regulations as shown in Exhibit F, attached to this Ordinance and incorporated herein by this reference.

f. Based on the Planning Commission Recommendations and the Background Document, the Willamette River Greenway Design Guidelines are hereby adopted as shown in Exhibit G, attached to this Ordinance and incorporated herein by this reference.

g. Based on the Planning Commission Recommendations and the Background Document, the Official Zoning Maps are hereby amended as shown in Exhibit H, attached to this Ordinance and incorporated herein by this reference.

Commissioner Earl Blumenauer
September 16, 1987
Robert Goldie:rrg
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