

## CHAPTER III. SCENIC RESOURCES: ECONOMIC, SOCIAL, ENVIRONMENTAL & ENERGY (ESEE) ANALYSIS

### A. INTRODUCTION

This chapter analyzes the potential economic, social, environmental and energy (ESEE) impacts of different levels of protection and management strategies for scenic resources within and around the South Reach. This ESEE is required by and consistent with Oregon State Land Use Planning Goal 5.

This chapter is broken into six different sections:

- **ESEE Regulatory Guidance** – The Oregon Administrative Rules (OAR) for Statewide Planning Goal 5 provide specific guidance on how jurisdictions should undertake an ESEE analysis. This section describes that guidance and identifies the necessary steps of the analysis. The remainder of this chapter follows those steps and implements the OARs.
- **Conflicting Use Analysis** – An initial step of the ESEE analysis is for local governments to identify conflicting land uses that are allowed within resource sites and the associated impact area. According to the Goal 5 administrative rule, *a conflicting use* is one that, if allowed, could negatively impact a significant resource.
- **ESEE Analysis** – This section evaluates the potential economic, social, environmental and energy consequences of allowing, limiting, or prohibiting conflicting uses in areas containing significant scenic resources. The section also explores the consequences on both the conflicting use and the scenic resources of protecting the resources or not. For example, protecting a view might have positive economic consequences such as supporting tourism, but also create negative environmental consequences by reducing the planting of trees along the riverbank. These consequences are described as the qualitative, quantitative and relative costs, benefits, and impacts of the three program choices – allow, limit or prohibit the conflicting use.
- **General ESEE Recommendation** – The general ESEE recommendation presented in this chapter is intended to balance the considerations described in the ESEE analysis in order to minimize the negative consequences associated with conflicting uses. The purpose of the general ESEE recommendation is to set policy direction for categories of scenic resources. The general ESEE recommendation is further clarified and refined into site-specific ESEE decisions for all significant views, viewpoints and view streets.
- **Views and Viewpoints Site-Specific ESEE Decisions** – A decision about the level and type of protection is made for each significant view and viewpoint using the results of the general ESEE and evaluation of site-specific ESEE consequences, such as the historic or cultural importance of a view. This section also includes a description of tools that should be used to implement the recommendations, including recommendations about zoning code and map updates.

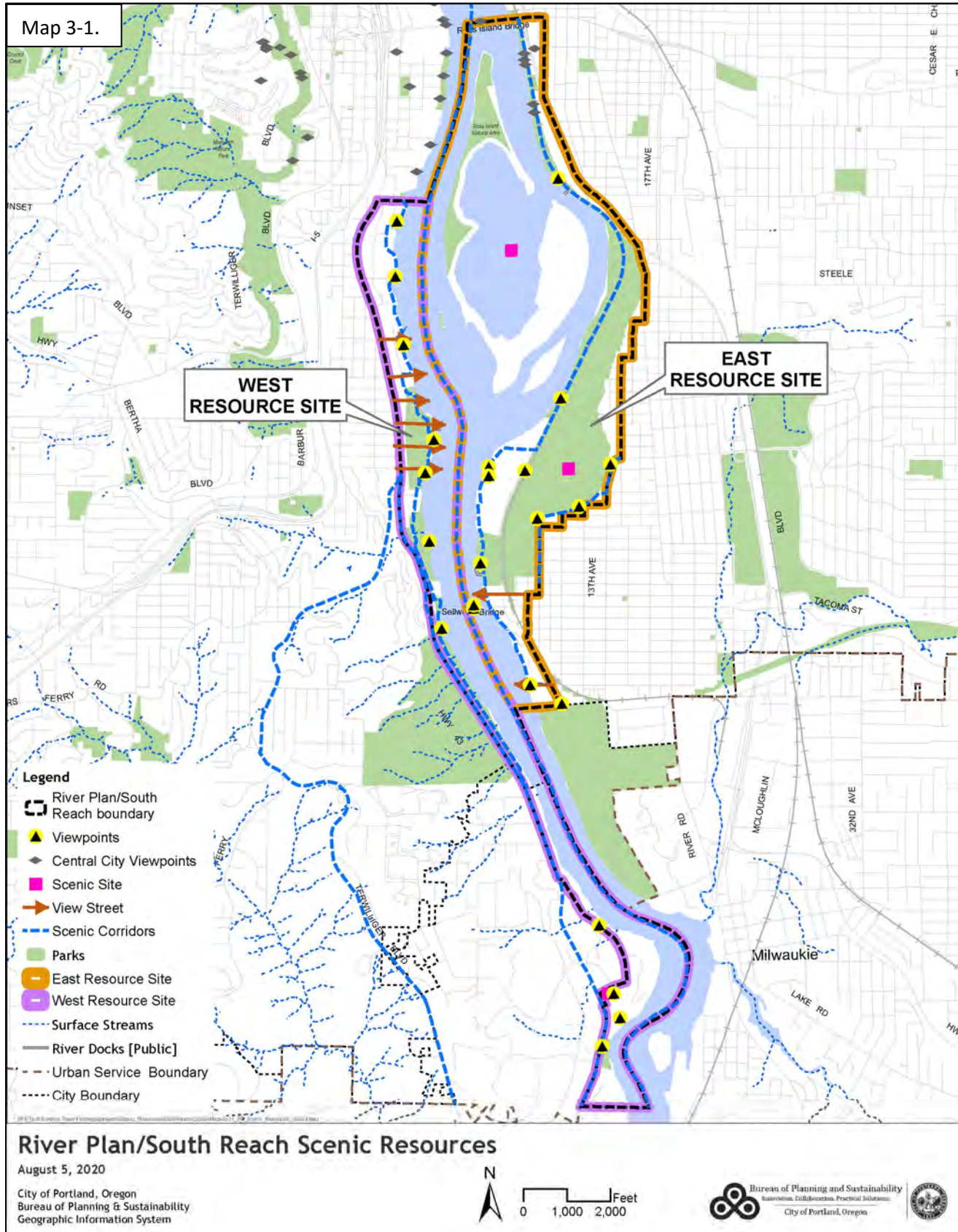
- **View Streets Site-Specific ESEE Decisions** – For some view streets, general ESEE recommendations need to be updated to reflect site-specific ESEE consequences, such as the historic importance of a view or site conditions. A description of the tools that should be used to implement the site-specific recommendations is included in this section.

## 1. Resource Sites

This ESEE analysis is being performed for the scenic resources identified in Chapter 2, Scenic Resources Inventory. The scenic resources evaluation area includes:

- Views, viewpoints, view streets, scenic corridors, visual focal features and scenic sites located within the River Plan / South Reach boundary.
- A number of view streets originate outside of the River Plan / South Reach study area boundary. These view streets originate outside of the study area to provide better perspective of their view terminus focal features, which are located within the study area.

Map 3-1 shows the evaluation area of the ESEE analysis.



## B. ESEE REGULATORY GUIDANCE

Oregon Statewide Planning 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 ESEE analysis is the process used to evaluate the conflicts. The local government must then adopt a program based on the results of this evaluation.

### 1. Determination of Significance

To comply with the Oregon Statewide Planning Goal 5 rule, local jurisdictions must assess inventoried scenic resources to determine if the resources are “significant” based on location and relative quantity and quality. Resources that have been deemed significant must then be evaluated to determine if and how those resources should be protected by the local jurisdiction.

The determination of significance is made based on the scenic resources types:

- Views, View Corridors and Viewpoints
- River Access Ways (subset of View Streets)
- Scenic Corridors
- Visual Focal Features
- Scenic Sites

#### Views, View Corridors and Viewpoints Determination of Significance

The views, view corridors and viewpoints in the inventory were divided into upland views and river views. Upland views may include the Willamette River, but the river is not the dominant feature of the view, whereas, with river views, the Willamette River is *the* dominant feature. As described in Chapter 2, the Scenic Resources Review Panel scored the views based on criteria related to quality and uniqueness. Staff scored the viewpoints based on accessibility, use, and whether or not it was developed as a viewpoint. The scores were combined and each view/viewpoint was assigned a rank: Group A-C for river views and Tier I-III for upland views. (Group A ranks higher than Group C and Tier I ranks higher than Tier III.)

**Upland views** with at least three of the following characteristics are determined to be significant:

- Great depth of field out to 50 or more miles (20 of 22 highly rated upland views).
- Presence of certain focal features: 20 have skyline, Mt Hood, river and/or bridges prominently featured; bridges and the urban skyline are notable as favored features.
- Natural vegetation is prominent in the view.
- All are seen from viewpoints at a comparatively higher elevation.
- Natural, semi-natural or well landscaped areas are in most of the highly rated upland views, often framing the view.
- The foreground is always free of discordance.



Significant upland views include those ranked Tier I and Tier II. Tier I views typically possess more of the listed characteristics than Tier II views, but overall these characteristics, when taken together, create significant upland views.

Tier III views are determined to not be significant and are not carried forward in the ESEE Analysis. Tier III views lack commonalities with Tier I and II views. Tier III views generally do not have a clear focal feature, have little natural vegetation, lack depth of field, have many discordant features blocking the view and/or are from a low vantage point. There are only four upland views in the South Reach. Of those, none were determined to be Tier III views. Therefore, all upland viewpoints in the South Reach are considered significant.

**River Views:** It has been shown in a variety of studies that views where a natural water feature is the dominant focal feature is generally preferred and receive comparatively higher scores than upland views. This was observed as a part of the *Central City 2035 Scenic Resources Protection Plan*, which evaluated a variety of both upland and river views. Due to the small number of upland views evaluated as a part of this project, no significant difference in scores between upland and river views was able to be observed. However, given the conclusions of the *Central City 2035 Scenic Resources Protection Plan* and the conclusions of the aforementioned scenic resources studies, all river views, Group A-C, were determined to be significant.

#### River Access Ways Determination of Significance

The criteria for inclusion of a street in the scenic resources inventory as a *river access way* (a subset of *view streets*) resulted in a number of previously identified *Willamette Greenway Plan* view corridors being retired. The remaining river access ways (previously referred to as view corridors in the *Willamette Greenway Plan*) were determined to end in a unique and prominent focal terminus that can clearly be seen at a distance of at least two blocks. All river access ways that meet the established criteria are determined to be significant.

#### Scenic Corridors Determination of Significance

There are five scenic corridors identified in the inventory. All five corridors are transportation corridors at least 0.5 miles in length and have multiple unique and dominant visual features that contribute to the scenic quality of the corridor. One of these scenic corridors is the Willamette River, which is designated as an Oregon Scenic Waterway. All scenic corridors are determined to be significant.

#### Visual Focal Features Determination of Significance

All of the visual focal features are identified as a dominant focal feature of a view, view street or scenic corridor. These visual focal features include Willamette River bridges, prominent nearby mountains and other unique natural areas. These focal features are identified as important aspects of other scenic resources (e.g., a primary focal features of a view) and therefore are determined to be significant.

#### Scenic Sites Determination of Significance

There are three scenic sites in the South Reach. Scenic sites are a destination for the public to enjoy unique and high quality scenery (natural or manmade) and contain a collection of dominant visual elements. Ross Island is defined as a scenic site. It is not readily accessible to the public but it does provide unique and high-quality

scenery for enjoyment either from a boat or from the Willamette River shoreline. All scenic sites are determined to be significant.

## 2. ESEE Analysis Process

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 applies within the Greenway Boundary.

Goal 5 and Goal 15 apply to mutually exclusive geographies. Goal 5 does not apply within the Greenway Boundary and Goal 15 does not apply outside of the Greenway Boundary. The ESEE analysis that is required by Goal 5 is not a required step to comply with Goal 15. However, the city is not precluded from using an ESEE analysis to evaluate the tradeoffs of protecting scenic resources within the Greenway Boundary. The City is choosing to utilize an ESEE analysis for scenic resources as a part of the River Plan / South Reach because the identified scenic resources are located within the established Willamette Greenway Boundary (Goal 15) and outside of the boundary (Goal 5). This is being done to establish a consistent approach to determining levels of protection and management for the scenic resources across Portland.

The purpose of this ESEE analysis is to update and refine previously adopted scenic resources protection plans for the South Reach. The ESEE analysis will evaluate the economic, social, environmental, and energy trade-offs associated with different levels of protection for significant scenic resources. The results of the ESEE analysis will inform the River Plan / South Reach and related updates to the zoning code or other tools to protect and manage scenic resources. The existing scenic resources protection program relies primarily on established scenic overlay zone maps and height regulations, along with supplemental zoning code provisions called “plan districts” that apply to specific areas of the city. The City of Portland also employs other tools to help protect and conserve significant resources identified in scenic resource inventories, such as design guidelines and vegetation management plans. The results of this ESEE analysis will include decisions that provide the basis for updating the City’s program for protecting and managing scenic resources in the South Reach.

The Goal 5 rule (OAR 660-023-0040) describes the steps of the ESEE analysis, including the following:<sup>1</sup>

**1. Identify conflicting uses.** Local governments shall identify conflicting uses that exist, or could occur, within significant scenic resource areas. To identify these uses, local governments shall examine land uses allowed outright or conditionally within the zones applied to the resource site and in its impact area. A "conflicting use" is a land use or other activity reasonably and customarily subject to land use regulations that could adversely affect a significant resource (except as provided in OAR 660-023-0180(1)(b)).

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<sup>1</sup> Although Goal 15, Willamette Greenway, does not require these steps to determine levels of protection for scenic resources the City is not precluded from using the same process to evaluate resources located within the Greenway Boundary.

**2. Determine the impact area.** Local governments shall determine an impact area for each resource site. The impact area shall be drawn to include only the area in which allowed uses could adversely affect the identified significant scenic resources. The impact area defines the geographic limits within which to perform ESEE analysis.

**3. Analyze the ESEE consequences.** Local governments shall analyze the ESEE consequences that could result from decisions to allow, limit, or prohibit a conflicting use. The analysis may address each of the identified conflicting uses, or it may address a group of similar conflicting uses. The narratives and tables within this analysis include a thorough explanation of potential consequences. The final ESEE decision will inform land use actions to address scenic resources. The City's comprehensive approach provides the community and City decision makers with a better understanding of the broad implications of the options and may also inform decisions that go beyond the ESEE decision.

**4. Develop a program to achieve Goal 5.** Based on and supported by the analysis of ESEE consequences, local governments shall determine whether to allow, limit, or prohibit identified conflicting uses that could negatively affect significant scenic resources:

(a) A local government may decide that a significant scenic resource is of such importance compared to the conflicting uses and the ESEE consequences of allowing the conflicting uses are so detrimental to the resource that the conflicting uses should be prohibited.

(b) A local government may decide that both the significant scenic resource and the conflicting uses are important when they are compared and, based on the ESEE analysis, the conflicting uses should be allowed in a limited way that protects the resource to a desired extent or requires mitigation of loss of scenic resources.

(c) A local government may decide that the conflicting uses should be allowed fully, notwithstanding the possible impacts on the significant scenic resources. The ESEE analysis must demonstrate that the conflicting use is of sufficient importance relative to the resource and must indicate why measures to protect the resource to some extent should not be provided, as per (b) above.

It should be noted that some of the information contained within the ESEE analysis of consequences will not be directly addressed in the ESEE recommendation because the consequences, while real and important, are not directly related to protection of the scenic resources. This does not preclude the River Plan / South Reach from addressing the consequences via mechanisms outside of the ESEE recommended program.

## C. CONFLICTING USE ANALYSIS

As described above, the first step of the ESEE analysis is for local governments to identify conflicting land uses that are allowed within resource and impact areas. According to the Goal 5 administrative rule: *a conflicting use* is one that, if allowed, could negatively impact a significant resource. Conflicting uses are identified for the resource and within the impact area of the resource. This section identifies the impact area and conflicting uses within the South Reach.

## 1. Impact Area

An impact area is the area surrounding scenic resources that may impact the quality, value, function or extent of those resources. Per the Goal 5 rule:

*Local governments shall determine an impact area for each significant resource site. The impact area shall be drawn to include only the area in which allowed uses could adversely affect the identified resource. The impact area defines the geographic limits within which to conduct an ESEE analysis for the identified significant resource [OAR 660-23-040 (3)].*

For the purposes of the South Reach, the impact area includes all lands located within the geographic scope of this analysis (see Map 3-1).

The Goal 5 rule requires that the impact areas be considered along with the inventoried resources when conducting the ESEE analysis. Impact areas are considered extensions of the resources themselves and are therefore not addressed separately in the analysis of potential consequences.

## 2. Conflicting Use Analysis

To identify potential conflicts, the Goal 5 rule directs local governments to examine the uses allowed, outright or conditionally, within broad zoning categories (e.g., industrial, open space). For scenic resources it is not the general type of use, such as commercial, residential or open space, that conflicts with the resources. Rather it is the height, mass, extent and location of structures and vegetation that can conflict with the resource. The general conflicting uses are described below as they relate to scenic resources. All of these conflicting uses are allowed to some extent in every base zone within the impact area. Detailed descriptions of the specific conflicting uses associated with each scenic resource are provided in E. Site-Specific ESEE Decisions for Viewpoints and View Corridors, and F. Site-specific Decisions for River Access Ways.

### Vegetation

In most situations, vegetation itself is part of the scenic resource. Vegetation often creates a foreground or background or frames key focal features. Views that include natural vegetation are generally valued more than views without natural vegetation. Vegetation can also in some cases create mystery and surprise by strategically revealing views of particular focal features. Clearing of vegetation that is itself a focal feature or is contributing feature of the scenic resource would reduce the quality and extent of the scenic resource.

Conversely, vegetation can also become a conflicting use. Trees or shrubs, when located in front of a focal feature, can grow to block or partially block the focal feature. Whether or not vegetation is a conflicting use depends greatly on the topography of the land surrounding the viewpoint or vantage and the species of tree. For example, a tall deciduous tree may block a view during the leaf-on (summer) season; however, the view may open up during leaf-off (winter) season. On the other hand, once an evergreen tree grows tall or wide enough to block a view, that view will remain blocked year round.



The images below show the same view during leaf-on and leaf-off season.



*Example: Leaf-on*



*Example: Leaf-off*

Above-ground Utilities

Above-ground utilities, such as power lines, stop lights and street car wires can conflict with a scenic resource when they partially block or distract from a view of the focal feature(s). The image below shows how utilities can reduce the quality or extent of an otherwise high quality scenic resource. In some situations utilities can be relocated to reduce conflicts with the scenic resource.



*Example: Wires and stop lights create discordance within this river view from SW Nebraska St.*

### Construction Activities

Many practices associated with construction can affect the quality or extent of a scenic resource. Some construction activities can completely or partially block focal features of a view on a temporary basis. For example, construction fencing may visually interfere with a view or the presence of large cranes, which are commonly used in construction of larger buildings, can detract from the view's scenic quality.



*Example: Construction fencing (note: photo taken outside of the South Reach)*

Other construction activities may not physically block or visually detract from a scenic resource but may still negatively impact the resource. For example, the noise and vibration resulting from construction can create an unpleasant environment that detracts from the scenic resource.

### Air Pollution

In summer, air pollution from urban uses can create a haze that can block views of focal features, particularly views of the surrounding mountains. Air pollution can also arise from a single point source, such as a smokestack, or smoke from a significant fire in the region or beyond. This type of air pollution can interfere with a view by blocking a focal feature or simply detracting from the scenic quality of the view. In addition, air pollution may detract from the viewing experience if it becomes uncomfortable to breathe in that location or if there is an accompanying unpleasant odor.



The pictures below show an example of the same view of the Central City skyline with and without haze affecting the view.



*Example: Haze*



*Example: Clear*

**Building Height and Mass**

Depending on the location of buildings in relation to the viewpoint and focal features of a scenic resource, in terms of both distance between the building and the viewpoint or focal features as well as the difference in elevation, building height and mass can have the following negative impacts on the resource:

- 1. Blocking or partially blocking the focal feature(s).** A scenic resource can be eliminated if a building, due to height or mass, completely blocks the focal feature(s) as seen from a designated viewpoint or vantage (e.g., intersection of a view street). Partially blocking the focal feature(s) can reduce the quality, value or extent of the scenic resource. Below are images that show how building height and mass can conflict with a scenic resource.



*Example: Building blocking resource*



*Example: Building partially blocking resource*

- 2. Substantially reduce the air space around the focal feature(s).** When the air space around a focal feature is significantly reduced or eliminated, the focal feature becomes less prominent and the quality and extent of the scenic resource is diminished. Below are images that show how air space relates to the quality of a scenic resource.



*Example: Scenic resource with air space*



*Example: Scenic resource without air space*

3. **Design of a building may substantially detract from the scenic resource.** A building could impact a scenic resource if the building design detracts from or overpowers the scenic resource. In contrast, a building could be designed to contribute to the scenic quality of a view, adding interest and intrigue to the city skyline without detracting from a focal feature of the view.

Larger buildings may have different types of rooftop structures that can conflict with scenic resources. Housing for mechanical equipment or elevators, cell towers, solar panels or architectural features are just some examples of structures that are frequently located on top of buildings and can partially block scenic resources. Some rooftop structures, like housing for mechanical equipment or elevators, are typically as permanent as the building itself and unlikely to be removed until the building is redeveloped. Other rooftop structures, such as cell towers, may be less permanent and could be removed, replaced or relocated to be less obstructive to the scenic resource.

Buildings, once constructed, tend to remain for decades and are often considered permanent. Therefore, once a building blocks or partially blocks a scenic resource, the scenic resource is gone and unlikely to be re-established.

Other impacts: noise, odors, litter, etc.

Human activities that create noise, unpleasant smells and litter can reduce the quality of a scenic resource. While these activities are not necessarily associated with any particular use, deliberate management may be necessary to reduce the conflicts between noise, odor or litter and the scenic resource.

## D. ESEE ANALYSIS

The ESEE analysis is intended to evaluate the potential economic, social, environmental and energy consequences of allowing, limiting, or prohibiting conflicting uses in areas containing significant scenic resources. Significant scenic resources are identified and mapped in Chapter 2, Scenic Resources Inventory.

This section explores the consequences on both the conflicting use and the scenic resources of protecting the resources or not. These consequences are described as the qualitative, quantitative and relative costs, benefits, and impacts of the three program choices – allow, limit or prohibit the conflicting use. For example, a view of

the Willamette River has positive social and economic impacts including supporting tourism, but if protecting that view requires removal of trees and vegetation then a negative impact on environmental resources could result. A description of each of the components of the ESEE analysis are provided below.

Economic Analysis. This section examines the economic consequences of allowing, limiting or prohibiting conflicting uses for the South Reach scenic resources. The economic consequences addressed are: economic activity and development, property values and rents, economic value of trees and scarcity.

Social Analysis. This section examines the social consequences of allowing, limiting or prohibiting conflicting uses in the South Reach. The social consequences addressed are: public health, neighborhood identity and sense of place, wayfinding, recreation, cultural and historic importance and Portland’s imageability.

Environmental Analysis. This section examines the environmental consequences of allowing, limiting or prohibiting conflicting uses in the South Reach. The environmental consequences addressed are: vegetation, fish and wildlife habitat, water quality, air quality and climate change.

Energy Analysis. This section examines the energy consequences of allowing, limiting or prohibiting conflicting uses in the South Reach. The energy consequences related to heating and cooling is discussed.

This section does not include a recommendation based on each of the topic areas – economic, social, environmental or energy. There are positive and negative consequences of any choice to protect a scenic resource. The information contained in this section is used in the next section (E. General ESEE Recommendations) to produce a general recommendation for each type of scenic resource.

## 1. ESEE Definitions

The terms allow, limit and prohibit are terms defined by Oregon Statewide Planning Goal 5 and will be applied to scenic resources in the South Reach. The definitions of these terms are provided below.

Allow a conflicting use – “a local government may decide that a conflicting use should be allowed fully, notwithstanding the possible impacts on the [inventory] site.” The Goal 5 rule also requires that the ESEE analysis “demonstrate that the conflicting uses is of sufficient importance relative to the [inventory] site, and must indicate why measures to protect the resource to some extent should not be provided.” [660-23-040(5)(a)]

Limit a conflicting use – “a local government may decide that both the [inventory] site and the conflicting uses are important compared to each other and, based on the ESEE analysis, the conflicting use should be allowed in a limited way that protects the [inventory] site to a desired extent.” [660-23-040(5)(b)]. A program to limit conflicting uses can be designed to allow some level of development or other conflicting use with certain restrictions to protect the scenic resources. The levels of limitation on conflicting uses can vary by resource and by conflicting use.



Prohibit conflicting uses – A decision to prohibit conflicting uses would provide significant scenic resources the highest level of protection. Per Goal 5, “a local government may decide that a significant [inventory] site is of such importance compared to the conflicting uses, and the ESEE consequences of allowing the conflicting uses are so detrimental to the resource, that the conflicting uses should be prohibited.” [660-23-040(5)(c)] Some development may be allowed with a prohibit decision if all economic use of a property would be prevented through full protection.

## 2. Economic Analysis

This section examines the economic consequences of allowing, limiting or prohibiting conflicting uses for South Reach scenic resources. The economic consequences are expressed as the qualitative, quantitative and relative costs, benefits, and impacts of the three program choices – allow, limit or prohibit the conflicting use. This portion of the ESEE analysis relies on current information.

### Economic Activity and Development

The River Plan / South Reach study area is characterized by limited economic activity due to the predominance of parks and open spaces, single-dwelling and multi-dwelling residential in the area. The large majority of commercial, industrial and office uses are located along SW Macadam Blvd (Highway 43). Ross Island Sand and Gravel properties own almost all of the industrial uses in the SRSRPP. Ross Island Sand and Gravel continues processing aggregate on Hardtack Island and its headquarters are located on the east side of the river along SE McLoughlin Blvd.

Specific estimates of the economic characteristics of the SRSRPP study area are not available. However, a description of overall economic trends provides some context for the future of the South Reach economy. The City of Portland *Economic Opportunity Analysis* (June 2018) describes the recent history and trends of economic development and employment in the city. In 2013, there were 393,742 jobs in Portland, the equivalent of 38% of the 1.02 million employment base of the Portland-Metro Service Area. Multnomah County’s long-term linear job growth pattern predicts 184,000 new jobs countywide will be added between 2010 and 2035. The projections for 2035 include 45,000 additional jobs in the Central City, one third of the total jobs projected for the City of Portland<sup>2</sup>.

An important consideration is the potential consequence of new regulations on the development potential of South Reach properties. To support the development of the *2035 Comprehensive Plan* (2016), the City’s Buildable Lands Inventory (BLI) was updated to depict current market conditions. The primary goal of the BLI is to identify properties within the city that are vacant or “underutilized” and would be expected to be redeveloped within the 20-year timeframe of the analysis. Underutilized is defined differently depending on the existing land use but it identifies properties where the current development or land use is significantly below the development potential, based on the applicable zoning and other considerations. The 2016 BLI identified a number of redevelopable parcels in the SRSRPP study area. However, the majority of those parcels have either already been redeveloped or are unlikely to be redeveloped due to the unique characteristics of the current use. For example, a number of “vacant” parcels are lands along the Willamette River surrounding the Greenway and

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<sup>2</sup> <https://www.portlandoregon.gov/bps/59297>

Springwater Corridor trails, where a number of viewpoints are located. Additionally, many of the existing uses were established many years ago and are still viable activities, though the applicable zoning would allow a greater density of development.

Due to the location of and general lack of development potential on or near the South Reach scenic resources, it is expected that the effects of any proposed protections on economic development within the area would be negligible.

#### Property Values and Rents

Property values of nearby properties would be expected to be increased by the presence of scenic resources. The presence of a nearby public view or access to a public scenic resource, such as a view street or river access way, would be expected to have a positive effect on property values, as these amenities can increase the desirability of nearby housing. Similarly, a nearby scenic site, particularly those that have a park-like or natural setting, could also increase property values. Rental rates generally follow the trajectory of property values in an area. Therefore, increases in property values would be expected to increase rents within an area. The magnitude of this effect is hard to quantify, given other factors that affect property values and rents.

Allowing conflicting uses that detract from the quality of these scenic resources would be expected to decrease property values. Prohibiting or limiting the conflicting use such that it does not conflict with the scenic resource would ensure that the scenic resource remain and would, thereby, positively affect property values.

#### Economic Value of Trees

Urban vegetation provides a number of benefits, many of which have an economic value. These benefits include cleaner air, lower health care costs, reduced atmospheric carbon, increased property values, reduced energy consumption and reduced and cleaner stormwater runoff.

Urban vegetation removes both carbon and air pollution from the air, both of which have an economic value. Across the United States, urban forests (trees and shrubs) have been estimated to remove an annual average of 711,000 metric tons of air pollutants, which has an annual value of \$3.8 billion (Nowak et al. 2006). A similar study estimated that trees in urban areas remove 651,000 metric tons of air pollution each year, with a resulting human health value of \$4.7 billion based on a reduction of a number of adverse health effects including asthma exacerbation and acute respiratory symptoms (Nowak et al. 2014). In urban areas of the United States, trees are estimated to store 643 million metric tons of carbon with an annual sequestration rate of 25.6 million metric tons; this equates to a \$50.5 billion storage value plus an annual sequestration value of \$2 billion (Nowak et al. 2013).

Urban vegetation also contributes to property value. In Portland's east side, street trees were found to add \$8,870 to single-family home sale prices (approximately 3% of the median sales price) and to reduce a home's time on market by 1.7 days (Donovan and Butry 2010).

Based on its combined benefits, vegetation provides significant economic value to a city. Portland Parks and Recreation's 2017 *Street Tree Inventory Report* estimated that on average an individual tree provides approximately \$131 annually in environmental and aesthetic benefit, for a total of over \$28.6 million in benefits

each year for the entire city (City of Portland [2017](#)). Given the number of trees within the SRSRPP study area, the annual benefits generated for the area and the region are significant.

Where trees contribute to the quality of the scenic resource, allowing these vegetation-related conflicting uses would preserve the various economic benefits discussed above. In these situations, limiting or prohibiting these conflicting uses would reduce the economic benefits.

While natural vegetation can contribute to the aesthetic quality of a scenic resource and the surrounding area, it can also grow to block or partially block a scenic resource. In these cases, trees blocking the view would result in a reduction in the economic benefits, as discussed in the previous section.

#### Scarcity

Another topic of consideration is scarcity. As an area develops and scenic resources are reduced, the values associated with those resources become scarce. This can increase the value of the remaining scenic resources. For example, if an area develops such that there is only one remaining view of the Willamette River or Mt Hood, that view will be highly valuable to the area's image. Allowing conflicting uses would eliminate the economic value of having that scenic resource as a contributor to nearby business and the like resulting from increased visits to the area. Prohibiting or limiting the conflicting uses such that they don't detract from the scenic resource would retain the value of the resource.

### **3. Social Analysis**

This section examines the social consequences of allowing, limiting or prohibiting conflicting uses in the South Reach. The social consequences are expressed as the qualitative and relative costs, benefits, and impacts of the three program choices – allow, limit or prohibit the conflicting use. This portion of the ESEE analysis relies on current information.

#### Public Health

The presence of and access to scenic resources can improve public health. Many scenic resources include natural vegetation which has been shown to have numerous public health benefits, including improved air and water quality, reduced psychological stress, and healthier birth weights. One study found that trees and forests in urban areas across the US removed a total of 651,000 metric tons of air pollution in 2010, with a human health value of approximately \$4.7 billion (Nowak et al. 2014). The study went so far as to state that "in terms of impacts on human health, trees in urban areas are substantially more important than rural trees due to their proximity to people" (Nowak et al. 2014, pg. 124). A Dwyer et al. (1992) study found that trees reduce stress and increase sense of community (Dwyer et al. 1992). An additional study found that trees reduce ultraviolet radiation and its associated health problems (Heisler et al. 1995 in Nowak et al. 2010). A Portland-based study on urban tree canopy and birth weight found that increased tree canopy within 50 meters of a house and proximity to a private open space reduced the risk of a baby being born small for its gestational age (Donovan et al. 2011).

Based on the information provided above, allowing vegetation-related conflicting uses would increase potential public health benefits. Limiting or prohibiting vegetation-related conflicting uses would limit public health benefits of vegetation.

There is also evidence of the benefit of views of vegetation. In a classic study on the comparison of hospital patients with either a view of a brick wall or a view of trees, Ulrich found that patients with a view of trees not only recovered faster, but also had fewer negative evaluative comments from nurses, took fewer analgesic doses, and had slightly lower postsurgical complications (Ulrich 1984). A meta-review of studies looking at health effects of landscapes found that natural landscapes generally have a stronger positive health effect than urban landscapes (Velarde et al. 2007). More specifically, “[t]he literature review identified that the main health aspects of exposure to landscapes related to reduced stress, improved attention capacity, facilitating recovery from illness, ameliorating physical well-being in elderly people, and behavioral changes that improve mood and general well-being. These effects have been addressed by means of viewing natural landscapes during a walk, viewing from a window, looking at a picture or a video, or experiencing vegetation around residential or work environments” (Velarde et al. 2007, pg. 210).

Natural vegetation that contributes to the scenic resource is not considered a conflicting use; however, natural vegetation that blocks a scenic resource is. Allowing vegetation-related conflicting uses that block a view or visual access to a scenic resource would retain the public health benefits of that vegetation. Limiting or prohibiting vegetation-related conflicting uses would reduce the public health benefits.

Views of water, in both natural and built environments, are associated with higher preference ratings (White et al. 2010). In fact, photographs of built environments containing aquatic elements, such as a river, were rated just as high as photographs of natural green spaces (White et al. 2010). Allowing conflicting uses that block the portion of the view with water will reduce the scenic quality of the resource.

Views of water, in both natural and built environments, are also associated with “greater positive affect and higher perceived restorativeness than those without water” (White et al. 2010). Further studies have found that exposure to water, referred to as “blue space,” is associated with lower psychological distress (Nutsford et al. 2016, Wheeler et al. 2012, White et al. 2013). Allowing conflicting uses that would block visual access to water would reduce the health benefits of views of water. Limiting or prohibiting development-related conflicting uses could retain some of these benefits.

#### Neighborhood Identity and Sense of Place

Scenic resources can create or contribute to a neighborhood’s identity and people’s sense of place. For many nearby residents and visitors, the unique characteristics of the South Reach provide a clear sense of place and creates a deeper connection with one’s surroundings and place within the region. Frequently, nearby residents have moved to the area for the proximity to the Willamette River and the associated natural areas that surround it – many of which are components of the scenic resources in the SRSRPP. Allowing conflicting uses that block visual access to scenic resources will reduce the social benefits of neighborhood identity and sense of place.

### Wayfinding

The ability to see landmarks, unique landscape features and development in the South Reach helps people to orient themselves and navigate the area. View streets with the river as focal termini help direct people toward the river. Creating a more navigable city with visual focal features that draw people toward them results in a more enjoyable experience of the city. Removing visual focal features or blocking the focal termini of view streets could result in a decrease in wayfinding ability. Allowing conflicting uses that block visual access to these scenic resources will reduce their wayfinding benefits. Limiting or prohibiting conflicting uses will help retain the wayfinding function of scenic resources.

### Recreation

Scenic resources, particularly trails and sites, provide and enhance recreational opportunities. Scenic trails are used by a number of people walking, biking, skating, or running. The presence of scenic elements enhances one's experience travelling along the corridor. Scenic sites serve as pleasant places to go for a stroll. Allowing conflicting uses that detract from the scenic quality of a trail or site would decrease the attractiveness of the scenic trail or site. Limiting or prohibiting these conflicting uses would help retain the scenic quality of the trail or site, making it a more enjoyable place to recreate.

### Cultural or Historic Importance

Many of the South Reach's scenic resources also have cultural or historical importance. These range from culturally-significant areas such as the Willamette River and Oaks Bottom Wildlife Refuge, which have been used by humans for transportation, sources of food and places of respite and reflection for thousands of years. The South Reach has a robust cultural history starting with indigenous tribes and continuing through the settlement by European Americans in the 19<sup>th</sup> century. Allowing conflicting uses that block or partially block culturally or historically significant scenic resources would detract from their cultural or historic value as well as their scenic value. Limiting or prohibiting conflicting uses would help maintain the historic, cultural, and scenic significance of the resource.

### Portland's Imageability

Many of the scenic resources in the South Reach are iconic to Portland's image and help set Portland apart from other cities across the country and the world. These iconic scenes include panoramic views from the South Reach with the downtown skyline, Oaks Bottom Wildlife Refuge, Ross Island and the west hills all included. Similarly, the Sellwood Bridge and Ross Island Bridge are highly recognizable within the city.

Vegetation can conflict with these scenic resources by blocking, partially blocking, or detracting from Portland's iconic images. Vegetation can also be intentionally located to frame a view or otherwise supplement a scenic resource. When vegetation contributes to the scenic quality of a resource, it is not considered to be conflicting uses. When they detract from the scenic quality, they are conflicting uses. Allowing these conflicting uses would detract from Portland's imageability and identity. Limiting or prohibiting these conflicting uses would help preserve the city's identity.



## 4. Environmental Analysis

This section examines the environmental consequences of allowing, limiting or prohibiting conflicting uses in the South Reach. The social consequences are expressed as the qualitative and relative costs, benefits, and impacts of the three program choices – allow, limit or prohibit the conflicting use. This portion of the ESEE analysis relies on current information.

### Vegetation

Depending on species, form, and location, vegetation can either contribute or detract from a scenic resource. For example, large trees planted near a viewpoint and in the direct path between the viewpoint and a primary focal feature may grow to partially or completely block the view to that focal feature. However, those same large trees planted at the edges of the view extent can both frame the view and add to its scenic quality. Based on the analysis of views conducted as part of the *Central City Scenic Resources Protection Plan*, it was determined that natural, semi-natural or well-landscaped areas are in most of the highly rated views, often framing the view. This finding is consistent with what was observed for South Reach views.

Natural or well-landscaped vegetation also contributes positively to scenic sites and scenic corridors. In fact, vegetation is an integral scenic element of scenic sites such as the Oaks Bottom, Ross Island and the Garden at Elk Rock. Furthermore, when spaced appropriately with open vistas, vegetation greatly contributes to the viewer's overall experience travelling along a scenic corridor.

Vegetation that frames or contributes to a view is generally not a conflicting use, while vegetation that blocks or detracts from a view is conflicting. Limiting or prohibiting vegetation from blocking or detracting from a scenic resource may reduce the environmental quality of the resource. Allowing vegetation that blocks or detracts from the scenic resource may improve the environmental quality of the resource.

### Fish and Wildlife Habitat

Vegetation and associated landscape features (e.g. snags) provide wildlife habitat functions such as food, cover, breeding and nesting opportunities, and migration corridors. Though native vegetation is particularly important to native species survival, both native and non-native vegetation patches and corridors support local native wildlife and migratory species, some of which are listed by federal or state wildlife agencies. Vegetated corridors along waterways, between waterways and uplands, and between upland habitats allow wildlife to migrate and disperse among different habitat areas and provide access to water.

Vegetation also creates a buffer between human activities and wildlife. Noise, light, pollution and domestic animals all impact wildlife. Establishing a buffer through the preservation of vegetation can reduce those impacts. Allowing vegetation-related conflicting uses would increase the connectivity of habitat and wildlife corridors within the South Reach. Limiting or prohibiting vegetation-related conflicting uses would be expected to have a negative impact on habitat and wildlife corridors by reducing habitat connectivity.

### Water Quality

Allowing conflicting uses, such as vegetation, within the resource site would result in a net decrease in stormwater runoff and erosion. Trees, vegetation, roots and leaf litter intercept precipitation, decrease erosion by holding soils, banks and steep slopes in place, slow surface water runoff, take up nutrients, and filter

sediments and pollutants found in surface water. The result is decreased stormwater runoff and increased water quality. Limiting or prohibiting these conflicting uses would diminish these stormwater and water quality benefits.

#### Air Quality

Allowing development would result in a net decrease in air quality. A building's lifecycle can affect air quality in a number of ways: the production and transportation of building materials results in an increase in both particulate matter and volatile organic compounds (VOCs), the building construction itself requires heavy construction equipment and produces significant dust. Additionally, the building continues to use energy for heating, cooling and lighting once it is occupied, which also has negative effects on air quality. Limiting or prohibiting development-related conflicting uses such that they are less energy intensive would improve air quality.

Allowing vegetation as a conflicting use can help improve air quality. Vegetation absorbs and stores carbon, while also releasing oxygen. On average, urban trees and shrubs across the United States are estimated to remove a total of 711,000 metric tons of pollution per year (Nowak et al. 2006). Limiting or prohibiting vegetation would result in a net decrease in air quality.

#### Climate Change

Allowing conflicting uses such as development can contribute negatively to climate change. Increased development results in increased energy needs for the City's buildings (taken collectively), primarily in the form of heating, cooling, and lighting. This increase in energy consumption results in an increase in greenhouse gas emissions and contributes to climate change. Limiting or prohibiting these uses would reduce energy consumption and the release of greenhouse gases.

Allowing conflicting uses such as vegetation helps mitigate climate change. Trees uptake and store carbon, removing carbon dioxide from the atmosphere and slowing the rate of climate change (<https://www.americanforests.org/our-programs/urbanforests/whywecare/>). Across the United States, the total carbon storage by urban trees is estimated to be 643 million tonnes with a net annual carbon sequestration rate of 18.9 million tonnes per year (Nowak et al. 2013). Additionally, vegetation serves to reduce the impacts of urban heat island effect by providing areas of shade and respite as summer temperatures increase as a result of climate change. Overall, limiting or prohibiting conflicting uses such as vegetation would reduce the climate change mitigation benefits vegetation provides.

## **5. Energy Analysis**

This section examines the energy-related consequences of allowing, limiting or prohibiting conflicting uses in the South Reach. The energy-related are expressed as the qualitative and relative costs, benefits, and impacts of the three program choices – allow, limit or prohibit the conflicting use. This portion of the ESEE analysis relies on current information.

### Heating and Cooling

Urban vegetation can provide shade in the summer months, resulting in decreased electricity use (Donovan and Butry 2009). Vegetation can also serve as a wind-block, insulating a house and reducing heating costs in the winter. Heating and cooling savings depend on climate. In hot climates, deciduous trees shading a building can save cooling-energy use, while in cold climates, evergreen trees shielding the building from the cold winter wind can save heating-energy use. Allowing vegetation-related conflicting uses may decrease on-site energy consumption of nearby structures and infrastructure. Limiting or prohibiting these conflicting uses would reduce the energy benefits of trees.

## **E. GENERAL ESEE RECOMMENDATION**

The general ESEE recommendation presented in this section is intended to optimize the positive and minimize the negative consequences associated with conflicting uses. The purpose of the general ESEE recommendation is to set policy direction for the different categories of scenic resources. The general ESEE recommendation will be further clarified and refined for specific viewpoints, view corridors and view streets (including river access ways). In some situations, the general ESEE recommendation may be changed based on additional information contained in the ESEE Analysis or on specific site conditions. River access ways (a subset of view streets), scenic corridors, visual focal features and scenic sites are only addressed in the general ESEE recommendation and are not further refined in the section of the document, which provides site-specific ESEE decisions for viewpoints that warrant additional consideration and evaluation.

The general ESEE recommendation falls into one of three types of decisions: allow, limit, or prohibit conflicting uses (see page 5 for the specific definitions of each of these).

- *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.

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.

## 1. General Recommendation

Table 3-1 summarizes the general ESEE recommendations for significant scenic resources based on the type of conflicting use. The table covers scenic views, view streets, scenic corridors and scenic sites. As noted in the table, visual focal features are not addressed separately. Instead, since focal features are components of contribute to other scenic resource types, maintaining a view to a focal feature is addressed as a part of the recommendations for those scenic resources.

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 as the view corridor. The recommendation for the viewpoints includes 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, plaque or telescope, to better identify the viewpoint and enhance the overall viewing experience.

Figures 3-1 and 3-2, respectively, provide an example of a viewpoint before and after development. For viewpoints on 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 3-1: Example Viewpoint before Development.





Figure 3-2: Example Viewpoint after Development – includes viewpoint amenities (bench, sign) and landscaping.



**Table 3-1: General Recommended ESEE Decisions for South Reach Significant Scenic Resources**

Conflicting Uses	Significant Scenic Resources						
	Views/View Corridors/Viewpoints*			View Streets	Scenic Corridors	Visual Focal features	Scenic Sites
	Tier I Upland Views Group A River Views	Tier II Upland Views Group B River Views	Group C River Views				
<b>Vegetation**</b>	<u>Prohibit</u> vegetation that upon maturity would block, partially block or substantially encroach on views where Mt Hood, Central City skyline or a bridge is a primary focal feature.  <u>Limit</u> vegetation that upon maturity would block, partially block or substantially encroach on views of other primary focal features.	<u>Limit</u> vegetation that upon maturity would block, partially block or substantially encroach on views of the primary focal features.	<u>Limit</u> vegetation that upon maturity would block or partially block views of the primary focal features.	<u>Limit</u> vegetation that upon maturity would block, partially block or substantially reduce the air space around the focal terminus.	<u>Limit</u> vegetation that upon maturity would become discordant to the resource.	<i>Addressed under recommendations for other resources***</i>	<u>Limit</u> vegetation that upon maturity would become substantially discordant to the resource.
<b>Buildings</b>	<u>Prohibit</u> height, massing or placement that would block, partially block or substantially encroach on views where Mt Hood, Central City skyline or a bridge is a primary focal feature.  <u>Limit</u> height, massing or placement that would block, partially block or substantially encroach on views of other primary focal features.	<u>Limit</u> height, massing or placement that would block, partially block or substantially encroach on views where Mt Hood or Central City skyline is a primary focal feature.  <u>Allow</u> height, massing or placement that would block, partially block or substantially encroach on views of other primary focal features.	<u>Allow</u>	<u>Limit</u> height, massing or placement that would block, partially block or substantially reduce the air space around the focal terminus.	<u>Limit</u> height, massing or placement that would create a predominance of shade on the resource, particularly at developed viewpoints located along the corridor.		<u>Limit</u> height, massing or placement that would create a predominance of shade on the site.
<b>Above-ground Utilities</b>	<u>Limit</u> above-ground utilities that would block, partially block or substantially detract from views of primary focal features.	<u>Limit</u> above-ground utilities that would block, partially block or substantially detract from views of primary focal features.	<u>Allow</u>	<u>Limit</u> above-ground utilities that would partially block or substantially detract from the focal terminus.	<u>Allow</u>		<u>Limit</u> above-ground utilities that would substantially detract from the site.
<b>Permanent Fencing</b>	<u>Prohibit</u> permanent fencing that would block, partially block or substantially detract from views where Mt Hood, , Central City skyline or a bridge is a primary focal feature.  <u>Limit</u> permanent fencing that would block, partially block or substantially detract from views of other primary focal features.	<u>Limit</u> permanent fencing that would block, partially block or substantially detract from views of the primary focal features.	<u>Limit</u> permanent fencing that would block or partially block views of the primary focal features.	<u>Limit</u> permanent fencing that would block or partially block views of the focal terminus.	<u>Allow</u>		<u>Limit</u> permanent fencing that would substantially detract from the site.
<b>Other Conflicting Use</b>	<u>Limit</u> other conflicting uses that would block, partially block or substantially detract from views of primary focal features.	<u>Limit</u> other conflicting uses that would block, partially block or substantially detract from views of primary focal features.	<u>Allow</u>	<u>Limit</u> other conflicting uses that would block or partially block views of the focal terminus.	<u>Allow</u>		<u>Limit</u> other conflicting uses that would substantially detract from the site.

\*Tier III Upland Views are determined to not be significant.

\*\* 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 considered a primary or contributing feature of the scenic resource.

\*\*\*Visual focal features are not stand alone scenic resources. Visual focal features 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 feature only as it relates to how the focal feature is seen from a viewpoint or view street. Therefore, the ESEE recommendations for the viewpoint or view street address the focal feature.

## 2. ESEE Implementation Tools

The general ESEE recommendations will be implemented for all resources, except for those with additional site-specific decisions. Site-specific analysis and decisions for those resources requiring additional consideration and modification to the general ESEE recommendations are contained in the next two sections (F. and G.). Below is a summary of the types of implementation tools that will be used:

### Zoning and Land Use

There are two zoning tools that will be used to protect scenic resources: scenic overlay zones and design guidelines.

The first zoning tool is the application of the Scenic Resource (s) overlay zone. The 1991 *Scenic Resources Protection Plan* originally implemented this overlay zone and associated code language to ensure that structures, buildings or vegetation would not block identified scenic resources. Some resources protected by the Scenic Resource overlay zone are accompanied by specific building height limitations or limitations on vegetation removal when vegetation is a primary or secondary visual focal feature of the resource. No building height limitations will be applied as a part of the SRSRPP. Each scenic resource with a general recommendation to prohibit or limit conflicting uses will be further evaluated and a specific area where the Scenic Resource overlay zone will be applied will be determined. The Scenic Resource overlay zone code language may also be updated to make sure all conflicting uses are addressed.

A second tool is design guidelines. Design guidelines are used for specific areas, districts or streets to ensure that development fits into the existing and desired future character of the area. For example, design guidelines can be used to explain how vegetation or structures should enhance scenic resources. Design guidelines can also be used to specify the way a building's frontage interacts with sidewalks and streets.

### Vegetation Management Plans

For many scenic resources, overgrown and unmaintained vegetation has resulted in visual focal features being blocked or obscured. Even if the vegetation is currently not a conflicting use, the species type or placement could become conflicting without management. Each scenic resource with a general recommendation to prohibit or limit conflicting vegetation will be further evaluated and site-specific recommendations about vegetation management provided.

### Other Non-Regulatory Tools

Improvements in the way that the public can access a scenic resource may be recommended. Bus stops, bike lanes, sidewalks, change in grade and wayfinding tools to help a diversity of people find viewpoints and enjoy views may be recommended. ADA accessibility should be addressed at some viewpoints to ensure access for all people.

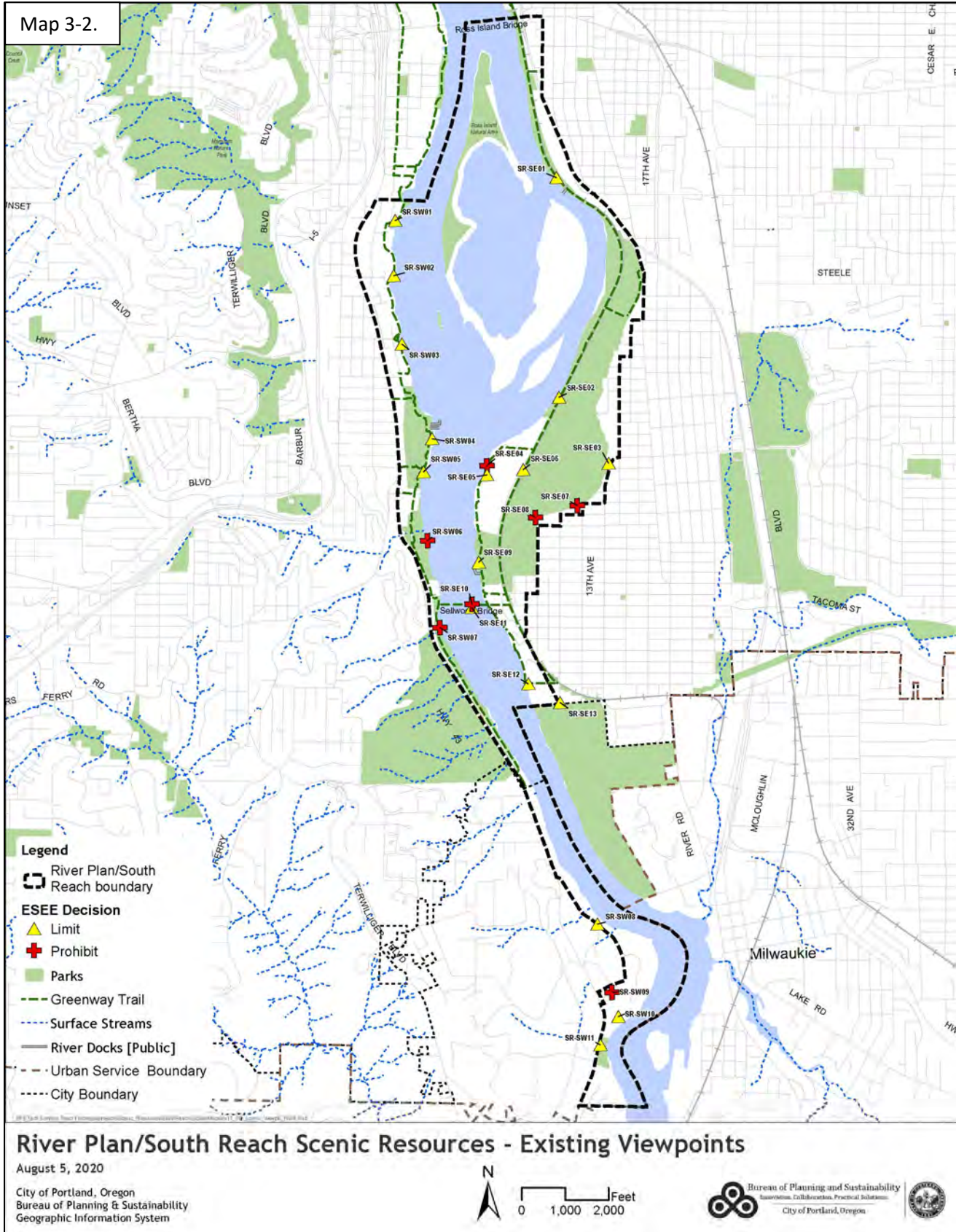
Investments in amenities, such as lighting and benches, may improve the safety and experience of the scenic resources. The addition of interpretative structures, including signs or telescopes, would add interest and educate visitors.

## **F. SITE-SPECIFIC ESEE DECISIONS FOR VIEWPOINTS AND VIEW CORRIDORS**

Section E provided the general ESEE analysis, which results in general recommendations related to all potential conflicting uses and their impacts on South Reach scenic resources. In this section, the general recommendations are applied to the individual viewpoints and view corridors and then adjustments or clarifications are made, as necessary, based on additional analysis including the context of the resource in its setting. For example, the general ESEE recommendation for a viewpoint may be to prohibit conflicting structures within the view corridor. However, the site-specific decision may be to modify that recommendation due to the specific characteristics of the viewpoint and its surroundings, which would not allow for the construction of structures within the view corridor.

There are 24 viewpoints with associated views described below. A detailed explanation of the ESEE decision is provided for each viewpoint along with photographs, maps and other graphics to support the decision.

Map 3-2 shows the decisions for all South Reach viewpoints and view corridors based on the general recommendations and site-specific analyses.





# 1. STRUCTURE OF SITE-SPECIFIC DECISION PAGES

Each site-specific ESEE page has the same basic information. Below is a template that describes the narrative, map and photograph.

## Viewpoint ID: Location

**Site-Specific ESEE Decision:** The final, site-specific ESEE decision. There may be more than one decision for views that include multiple focal features. For example, the view of Sellwood Bridge may have a prohibit decision while the view of the Willamette River has a limit decision.

**Protected focal feature(s) of the view:** List of focal features that the ESEE decision applies to. The term “protected” applies to both limit and prohibit decisions. Protected view corridors can include different levels of protection, from preventing any impacts to the view to allowing some minimal impacts. The decision is further explained by the red box (prohibit) or yellow box (limit) added to the photograph. In some cases the decision will apply to a general feature, such as the Central City skyline, and the photograph will show the area where it applies.

Map of viewpoint and view corridor  
Shows the location of the viewpoint. If the view corridor has a limit or prohibit decision the view corridor is shown; except when there are no conflicting uses with the view corridor.

**Group or Tier:** Identifies the rank of the view. Group A-C for river views and Tier I-II for upland views. Group A and Tier I are the highest rank for river views and upland views, respectively.

**Description:** Summarizes the inventory of the view and viewpoint, including ranking and existing discordant features (if any).

**Decision:** Next a description of the ESEE decision is provided. This description is intended to describe the parameters of the decision, including the special aspects of the decision. Tools to manage the resources are provided. For example, if the decision is to prohibit conflicting uses then the tool is to limit structures and vegetation within the view corridor.

The combination of the map and photograph are intended to provide visual representation of the explanation.

Photograph of the view  
Shows the width and height of the view corridor. The ESEE decision is depicted with a box around the focal features of the view that should be protected – red for a prohibit decision or yellow for a limit decision. When the ESEE decision is to allow there is no box shown on the photograph.



## 2. ESEE RESULTS FOR WEST SIDE VIEWPOINTS

There are 11 viewpoints on the west side of the river. Eight of the 11 viewpoints receive a site-specific decision. SR-SW08, SR-SW09, and SR-SW10 did not receive a site-specific decision. The general ESEE recommendation that would apply to these viewpoints can be found in Section E, General ESEE Recommendation, on page 135.

A table summarizing the decisions for each of the viewpoints, as well as whether a site-specific decision was made, is provided below.

Table 3-2. West Side Viewpoint Decision Summary Table

VIEWPOINT ID	NAME	VIEWPOINT CATEGORY	VIEW TYPE	SITE-SPECIFIC DECISION	PROTECTION DECISION
SR-SW01	Greenway Trail – Willamette Wharf Building	New	River	Yes	Limit
SR-SW02	Greenway Trail – The Landing Boat Club	Existing	River	Yes	Limit
SR-SW03	Greenway Trail – Pendleton Street	New	River	Yes	Limit
SR-SW04	Willamette Park – Boat Launch	Relocated	River	Yes	Limit
SR-SW05	Willamette Park – South Beach	Existing	River	Yes	Limit
SR-SW06	Macadam Bay Moorage	Existing	River	Yes	Prohibit
SR-SW07	Powers Marine Park	Existing	River	Yes	Prohibit
SR-SW08	SW Riverwood Road and SW Military Road	New	River	No	Limit
SR-SW09	Garden at Elk Rock – Bishop’s Close	New	Upland	No	Prohibit
SR-SW10	Garden at Elk Rock – Bluff Trail	New	River	No	Limit
SR-SW11	Peter Kerr Property	New	Upland	Yes	Limit

Maps 3-3.1, 3-3.2 and 3-3.3 show the west side ESEE Decisions.

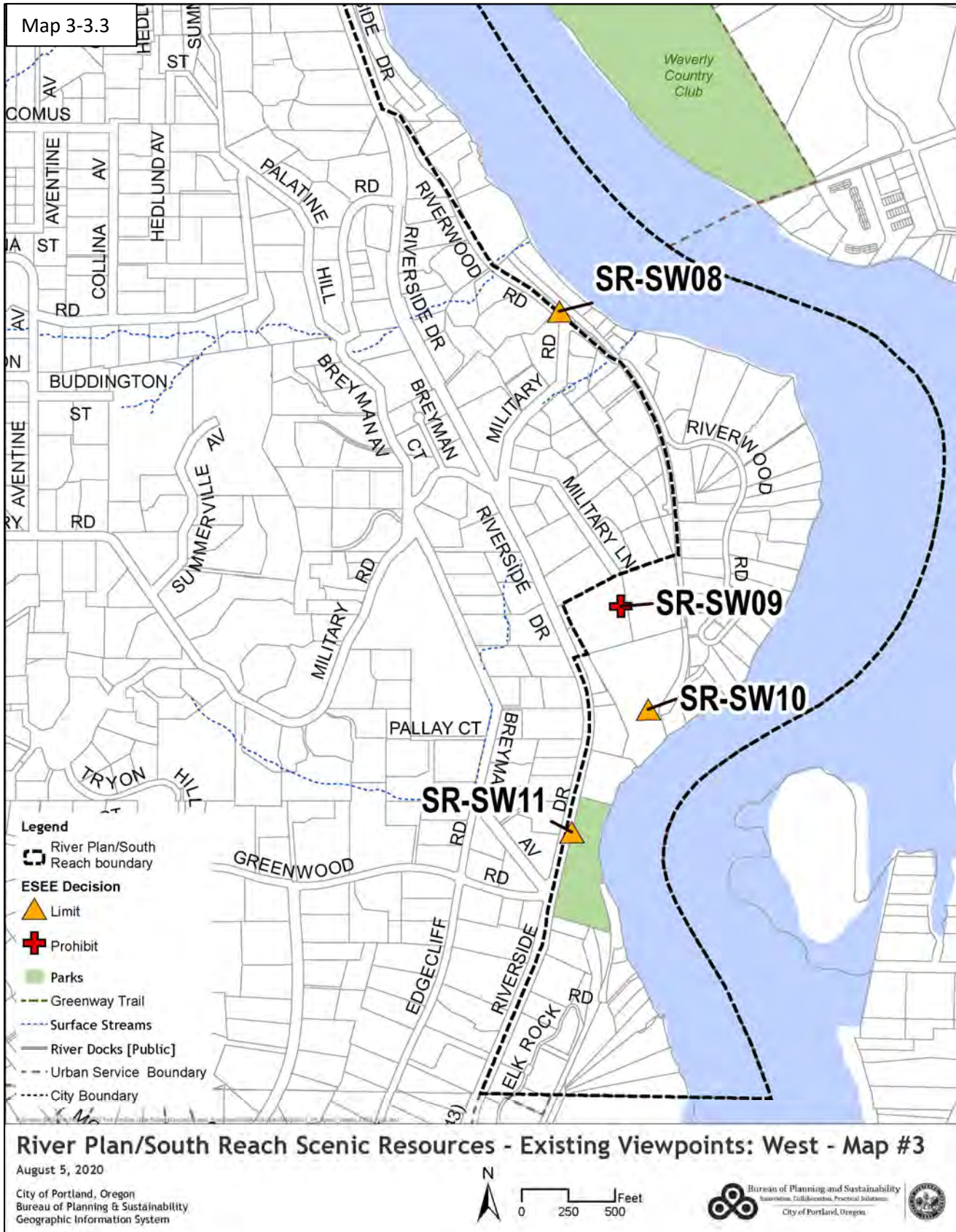
The ESEE Decision for each view is depicted in the following way:

- A red box is drawn around the portion of the view where the prohibit decision is applied
- A yellow box is drawn around the portion of the view where the limit decision is applied
- Outside of the red or yellow box the allow decision is applied











## SRSW01: GREENWAY TRAIL – WILLAMETTE WHARF BUILDING

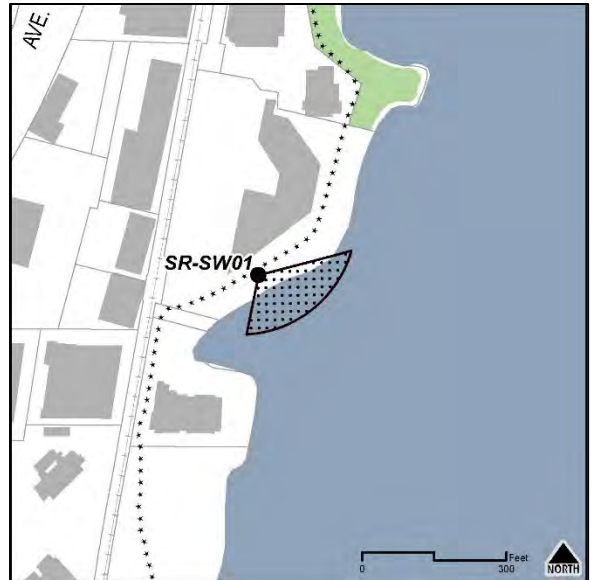
**Site-Specific ESEE Decision:** The ESEE decision is:

1. *Limit* conflicting vegetation within the view corridor to the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River

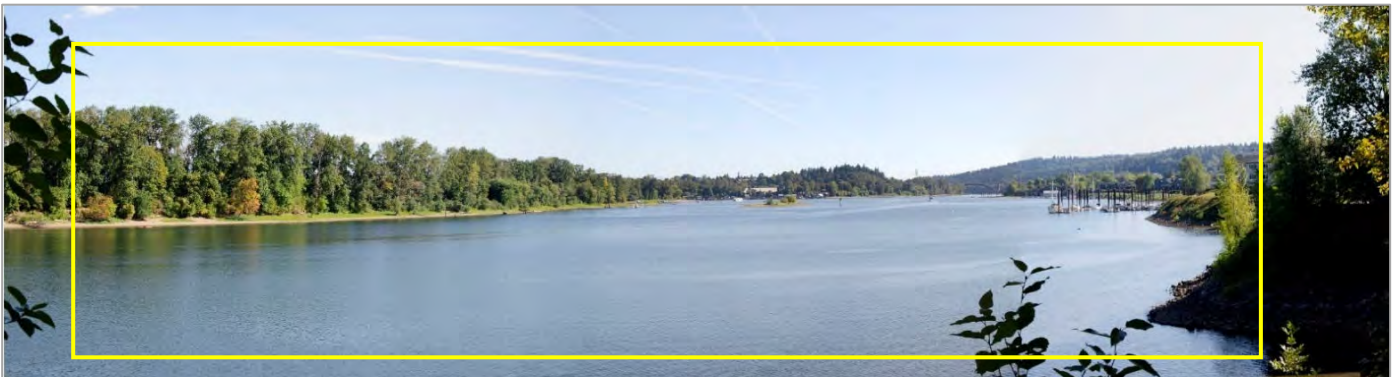
**Group:** A

**Description:** This viewpoint is located along the Greenway Trail at the north end of the study area within an opening in the tree canopy present along the riverbank. The viewpoint includes a southerly view with the Willamette River in the direct foreground and extends southward to the Sellwood Bridge. Ross Island is prominent to the east (in the left portion of the view). The view is framed by surrounding vegetation. Direct access to the viewpoint is achieved only via the Greenway Trail. Pedestrians can access the Greenway Trail to the north at SW Hamilton Court or from the walkways within private development along SW Landing Drive. The viewpoint is not currently developed and space for improvements is limited.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. There is no view of Mount Hood, the skyline or any bridges from this viewpoint. Therefore, the general recommendation to limit structures and vegetation is still appropriate. However, due to the location of this viewpoint along the Greenway Trail and within the river setback, there is no potential for development to block the view. Vegetation on both sides and riverward of the viewpoint could obstruct the view.

For SRSW01, the site-specific decision is to limit conflicting vegetation within a view corridor to the Willamette River (shown in yellow).



## SRSW02: GREENWAY TRAIL – THE LANDING BOAT CLUB

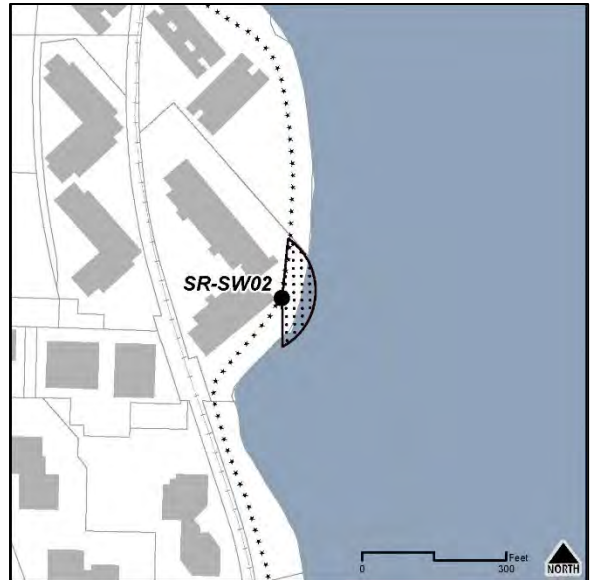
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River

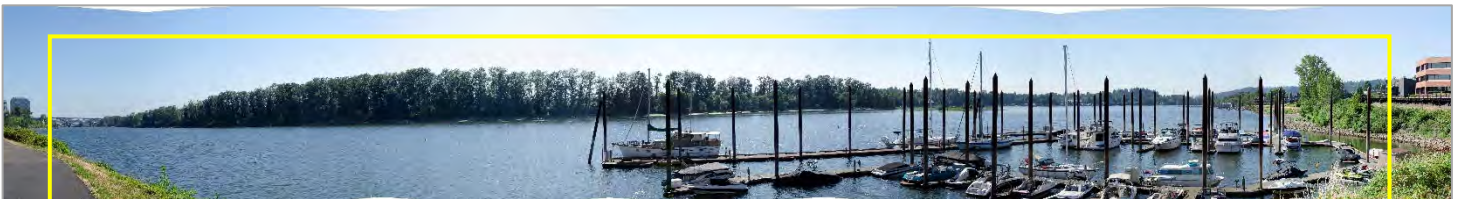
**Group:** A

**Description:** This viewpoint is located along the Greenway Trail at the northern end of the study area. The Willamette River is a key focal feature of the view, along with The Landing Boat Club marina in the foreground to the south. The downtown skyline is visible to the north and is juxtaposed for the viewer with the natural environment of Ross Island to the east. Direct access to the viewpoint is achieved only via the Greenway Trail. Pedestrians can access the Greenway Trail via SW Landing Square from SW Macadam Avenue. The viewpoint is not currently developed and space for improvements is somewhat limited.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. There is no view of Mount Hood, the skyline or any bridges from this viewpoint. Therefore, the general recommendation is still appropriate. However, due to the location of this viewpoint along the Greenway Trail and within the river setback, there is no potential for development to block the view.

For SRSW02, the site-specific decision is to limit conflicting vegetation within a view corridor to the Willamette River (shown in yellow).



### SRSW03: GREENWAY TRAIL – PENDLETON STREET

**Site-Specific ESEE Decision:** The ESEE decision is

1. *Prohibit* conflicting vegetation within the view corridor to the Central City skyline.
2. *Limit* conflicting vegetation within the view corridor to the Willamette River.
3. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River, skyline

**Group:** A

**Description:** This viewpoint is located just east of the Greenway Trail on an established grass-covered platform. The panoramic view is defined by the Willamette River, Ross Island and the Central City skyline to the north. An existing bench provides the opportunity to get off the trail and take in the expansive view. A number of other smaller components contribute to the view, including two marinas, Ross Island Bridge and a limited view of the downtown skyline. There is ample space for additional amenities to be added to the viewpoint.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. A prohibit decision is recommended for the view corridor to the skyline. A limit decision is recommended for the view corridor to the Willamette River. However, due to the location of this viewpoint along the Greenway Trail and within the river setback, there is no potential for development to block the view.

For SRSW03, the site-specific decision is to prohibit conflicting vegetation within the skyline view corridor (shown in red) and limit conflicting vegetation within the Willamette River view corridor (shown in yellow).





## SRSW04: WILLAMETTE PARK – BOAT LAUNCH

**Site-Specific ESEE Decision:** The ESEE decision is

1. *Limit* conflicting vegetation within the view corridor to the Sellwood Bridge and the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River, Sellwood Bridge

**Group:** B

**Description:** This viewpoint is located within Willamette Park on a grass-covered area just south of the boat launch. The view is east and south facing, with the Sellwood Bridge and vegetation around Oaks Bottom Wildlife Refuge and on the Sellwood bluff prominent. Existing vegetation along the bank of the park hinders the view of Sellwood Bridge. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. The Greenway Trail runs north and south just to the west of the viewpoint.



**Decision:** The general recommendation for a Group B view with a view of Mount Hood or the Central City skyline is to limit conflicting structures and vegetation in those view corridors. There is a view of the Sellwood Bridge from this viewpoint. For Group B, the general recommendation is to limit conflicting vegetation within view corridors to other primary focal features. The general recommendation to limit conflicting vegetation is still appropriate. However, due to the location of this viewpoint within the river setback, there is no potential for development to block the view.

For SRSW04, the site-specific decision is to limit conflicting vegetation within the view corridors for the Sellwood Bridge and Willamette River (shown in yellow).



## SRSW05: WILLAMETTE PARK – SOUTH BEACH

**Site-Specific ESEE Decision:** The ESEE decision is

1. *Limit* conflicting vegetation within the view corridor to the Sellwood Bridge and Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River, Sellwood Bridge

**Group:** B

**Description:** This viewpoint is located within Willamette Park on the beach accessible at the southern end of the park. The panoramic view includes the Sellwood Bridge to the south, Oaks Crossing tree canopy and Oaks Amusement Park to the east and the Oregon Yacht Club floating home community to the north. The natural environment is a key attribute of the view, with mudflats and unique rock formations in the foreground and dense tree canopy common on both sides of the river. This viewpoint is not well marked and difficult to access. In many winter months the trail that leads down to the viewpoint is inundated with water. When the stairs are not under water, vegetation surrounding the stairs can be overgrown and the stairs are uneven, making accessing the location precarious. The Greenway Trail runs north and south just to the west of the viewpoint. Auto parking spaces are provided in the southern parking lot within the park.



**Decision:** The general recommendation for a Group B view with a view of Mount Hood, the Central City skyline or bridges is to limit conflicting structures and vegetation in those view corridors. There is a view of the Sellwood Bridge from this viewpoint. For Group B, the general recommendation is to limit conflicting vegetation within view corridors to other primary focal features. This general recommendation is still appropriate.

Due to the location of the viewpoint on the beach there is no potential for structures or vegetation to block views of the Sellwood Bridge or Willamette River. Therefore, no view corridor for SRSW05 is shown on the map above.



## SRSW06: MACADAM BAY MOORAGE

**Site-Specific ESEE Decision:** The ESEE decision is

1. *Prohibit* conflicting structures and vegetation within the view corridor to the Sellwood Bridge.
2. *Limit* conflicting vegetation within the view corridor to the Willamette River.

**Protected focal feature(s) of the view:** Willamette River, Sellwood Bridge

**Group:** A

**Description:** This viewpoint is located on the dock ramp of the Macadam Bay Moorage floating home community. The panoramic view provides views of the Willamette River to the north and the south. The Sellwood Bridge is a secondary focal feature to the south. Generally, the floating homes located in this moorage create discordance within the view. These structures are present in most of the view. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. The Greenway Trail runs north and south just to the west of the Macadam Bay Moorage parking lot. A small number of public auto parking spaces are provided in the lot. A bench is located within the viewpoint area.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. The primary focal features of the view are the Sellwood Bridge and the Willamette River. Therefore, a prohibit decision is recommended for the view corridor to the Sellwood Bridge. A limit decision is recommended for the view corridor to the Willamette River. However, due to the location of the viewpoint on the dock platform, the potential for vegetation to block the views of the Willamette River is limited to the southern portion of this view corridor.

For SRSW06, the site-specific decision is to prohibit conflicting structures and vegetation within the Sellwood Bridge view corridor (shown in red) and limit vegetation at the southern end of the view corridor to the Willamette River (shown in yellow).





## SRSW07: POWERS MARINE PARK

**Site-Specific ESEE Decision:** The ESEE decision is

1. *Prohibit* conflicting structures and vegetation within the view corridor to the Sellwood Bridge.
2. *Limit* conflicting vegetation within the view corridor to the Willamette River.

**Protected focal feature(s) of the view:** Willamette River, Sellwood Bridge

**Group:** A

**Description:** This viewpoint is located on the beach just south of the Sellwood Bridge. The Sellwood Bridge is a prominent component of the view from this location, with the Willamette River serving as a second primary focal feature. The view of the Willamette River extends to the south and is framed by vegetation on both sides of the river. The existing eastside condominium development directly south of the Sellwood Bridge was identified as a secondary focal feature. A soft surface trail leads south into Powers Marine Park from the Sellwood Bridge. This beach viewpoint can be reached directly from the trail. The trail to the viewpoint can be accessed via bicycle or walking. Auto parking spaces are limited in the area, though there are public parking spaces near the west end of the Sellwood Bridge. The location of these parking spaces is not widely known. The viewpoint is undeveloped.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. The primary focal features of the view are the Sellwood Bridge and the Willamette River. Therefore, a prohibit decision is recommended for the view corridor to the Sellwood Bridge. A limit decision is recommended for the view corridor to the Willamette River.

Due to the location of the viewpoint on the beach there is no potential for structures or vegetation to block views of the Sellwood Bridge or Willamette River. Therefore, there is no view corridor for SRSE07 shown on the map above.





## SRSW08: SW RIVERWOOD RD AND SW MILITARY ROAD

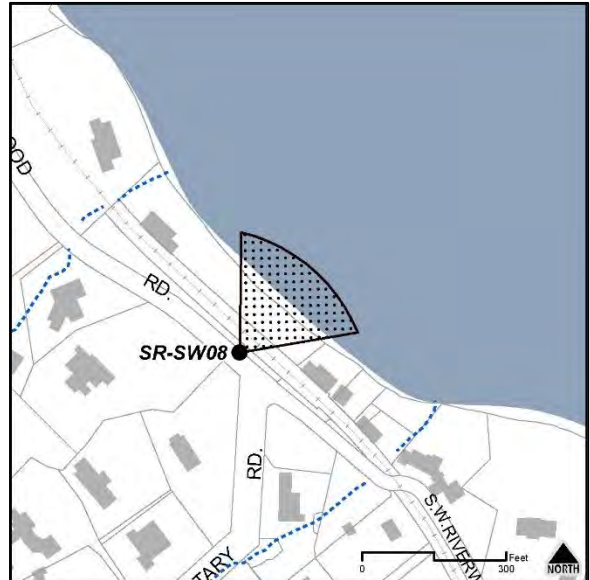
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River

**Group:** C

**Description:** This viewpoint is located on the shoulder of the intersection of SW Riverwood Drive and SW Military Road in the Dunthorpe neighborhood of Unincorporated Multnomah County. From this location the river can be seen but much of the view is blocked by existing mature trees along the right-of-way. During the winter (leaf-off) the view is less obscured by trees. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. However, there are no sidewalks along this portion of SW Riverwood Road and access to SW Riverwood Road is difficult via SW Riverside Drive (Highway 43). On-street auto parking spaces are available on SW Riverwood Road. The viewpoint is undeveloped except for a guardrail and a Multnomah County historic sign.



**Decision:** The general recommendation for Group C views is to limit conflicting vegetation within view corridors for any primary focal feature and to allow conflicting structures.

For SRSW08, the general recommendation to limit vegetation within the view corridor to the Willamette River (shown in yellow) is affirmed.



## SRSW09: GARDEN AT ELK ROCK – BISHOP’S CLOSE

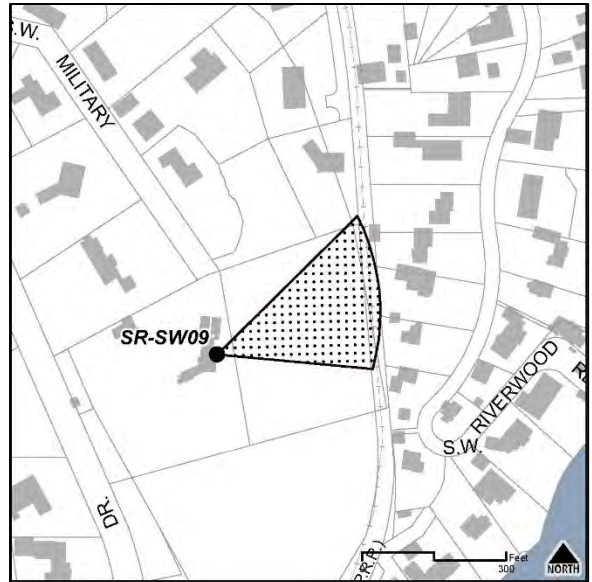
**Site-Specific ESEE Decision:** The ESEE decision is

1. *Prohibit* conflicting structures and vegetation within the view corridor to Mount Hood.

**Protected focal feature(s) of the view:** Mount Hood

**Tier:** I

**Description:** This viewpoint is located behind the existing building, known as Bishop’s Close, within the Garden at Elk Rock. The Garden at Elk Rock is an 8.9-acre property containing an expansive, publicly-accessible garden. The primary focal feature is an excellent view of Mount Hood in the distance. Mount Hood is framed by existing oak trees (likely purposely planted to frame the view). The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. However, there are no sidewalks along SW Military Lane, which ends at the Garden at Elk Rock, and bike and pedestrian access is difficult via SW Riverside Drive (Highway 43). Auto parking is available on site. The viewpoint is located on the patio behind the building, which contains a table that is not available to the public.



**Decision:** The general recommendation for Tier I views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges. There is a view of Mount Hood from this viewpoint.

For SRSW09, the general recommendation to prohibit conflicting structures and vegetation with the view corridor to Mount Hood (shown in red) is affirmed.





## SRSW10: GARDEN AT ELK ROCK – BLUFF TRAIL

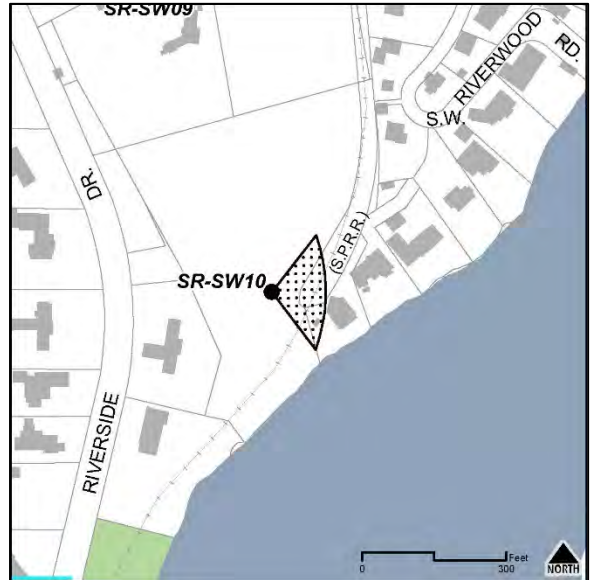
**Site-Specific ESEE Decision:** The ESEE decision is:

1. *Limit* conflicting vegetation within the view corridor to Mount Hood and the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Mount Hood, Willamette River

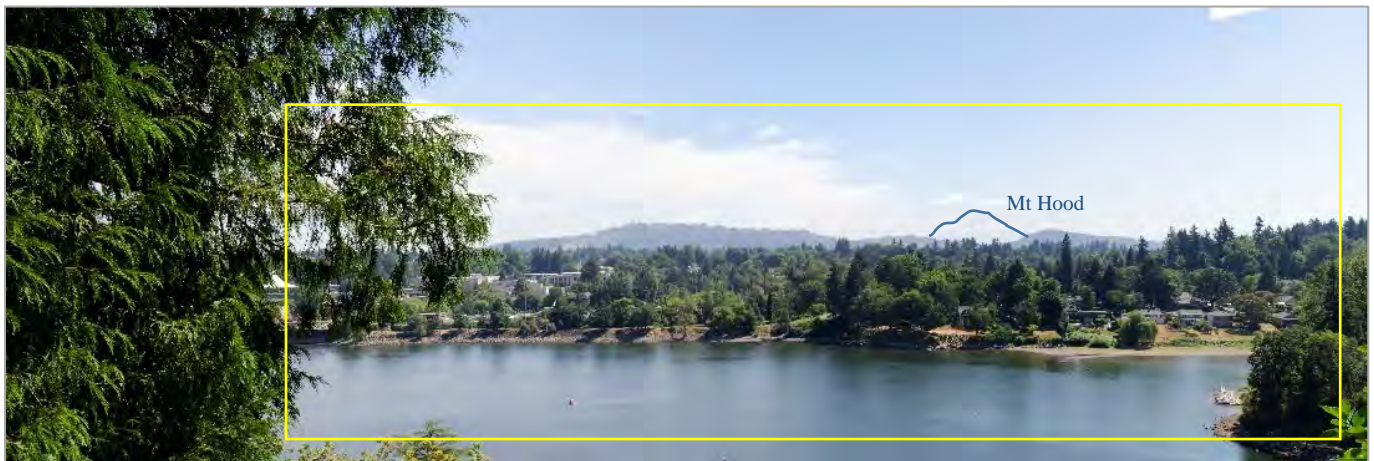
**Group:** C

**Description:** This viewpoint is located on a trail that runs along the bluff within the Garden at Elk Rock. The Garden at Elk Rock is an 8.9-acre property containing an expansive, publicly-accessible garden. The view is characterized by two primary focal features, Mount Hood in the distance and the Willamette River in the foreground (directly below the viewer). Mount Hood is framed by two prominent ridgelines in the distance. The Garden at Elk Rock can be accessed through a variety of modes, including automobile, bicycle or walking. However, there are no sidewalks along SW Military Lane, which ends at the Garden at Elk Rock, and bike and pedestrian access is difficult via SW Riverside Drive (Highway 43). The viewpoint itself is undeveloped and can only be accessed via an unpaved trail. Auto parking is available on site.



**Decision:** The general recommendation for Group C views is to limit conflicting vegetation within view corridors for any primary focal feature and to allow conflicting structures.

For SRSW10, the general recommendation to limit vegetation within the view corridor to the Willamette River (shown in yellow) is affirmed.



## SRSW11: PETER KERR PROPERTY

**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting structures and vegetation within the view corridor to Mount Hood and the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Mount Hood, Willamette River

**Tier:** II

**Description:** This viewpoint is located on the shoulder of SW Riverside Drive (Highway 43), just north of its intersection with SW Breyman Avenue and SW Greenwood Road. The viewpoint is adjacent to a City of Portland-owned parcel (known as the Peter Kerr Property) located in unincorporated Multnomah County. The view is east facing, with Mount Hood in the distance. and the Willamette River in the foreground (directly below the viewer). Mount Hood is framed by ridgelines in the distance. The Willamette River is visible but somewhat obscured by vegetation. The viewpoint can be accessed with via automobile or bus but biking or walking to the viewpoint is challenging, given its location directly on Highway 43. The viewpoint is only a small walk from an existing TriMet bus stop at the nearby intersection. Parking in the area is very limited. The viewpoint is undeveloped except for a concrete jersey barrier.



**Decision:** The general recommendation for a Tier II view with a view of Mount Hood or the Central City skyline is to limit conflicting structures and vegetation in those view corridors. There is a view of Mount Hood from this viewpoint. Therefore, a limit decision is still appropriate for the view corridor to Mount Hood. However, due to the location of the viewpoint and lack of development potential of the site, there is no potential for structures to block views of Mount Hood.

For SRSW10, the site-specific decision is to limit conflicting vegetation within the view corridor of the Willamette River (shown in yellow).





### 3. ESEE RESULTS FOR EAST SIDE VIEWPOINTS

There are 13 viewpoints on the east side of the river. Six of the 13 viewpoints receive a site-specific decision. SR-SE01, SR-SE03, SR-SE05, SR-SE06, SR-SE08, SR-SE09 and SR-SE13 did not receive a site-specific decision. The general ESEE recommendation that would apply to these viewpoints can be found in Section E, General ESEE Recommendation, on page 135. Additionally, zoning maps showing the location of the s-overlay can be found in Volume 1, Part 2A.

A table summarizing the decisions for each of the viewpoints, as well as whether a site-specific decision was made, is provided below.

Table 3-3. East Side Viewpoint Decision Summary Table

VIEWPOINT ID	NAME	VIEWPOINT CATEGORY	VIEW TYPE	SITE-SPECIFIC DECISION	PROTECTION DECISION
SR-SE01	Springwater Corridor – Ross Island Lagoon	Relocated	River	No	Limit
SR-SE02	Springwater Corridor – East Island	New	River	Yes	Limit
SR-SE03	Oaks Bottom – SE 13 <sup>th</sup> Avenue	New	Upland	No	Limit
SR-SE04	Oaks Amusement Park Beach	Relocated	River	Yes	Prohibit
SR-SE05	Oaks Amusement Park Pavilion	New	River	No	Limit
SR-SE06	Springwater Corridor – Oaks Bottom West	New	Upland	No	Limit
SR-SE07	Oaks Bottom – SE Sellwood Blvd	Relocated	River	Yes	Prohibit
SR-SE08	Sellwood Park	Existing	River	No	Prohibit
SR-SE09	Sellwood Riverfront Park	Existing	River	No	Limit
SR-SE10	Sellwood Bridge – North	New	River	Yes	Prohibit
SR-SE11	Sellwood Bridge – South	New	River	Yes	Limit
SR-SE12	SE Linn St	Existing	River	Yes	Limit
SR-SE13	Waverley Country Club – SE Ochoco St	Existing	River	No	Limit

Map 3-4.1, 3-4.2 and 3-4.3 show the ESEE decisions for east side viewpoints.

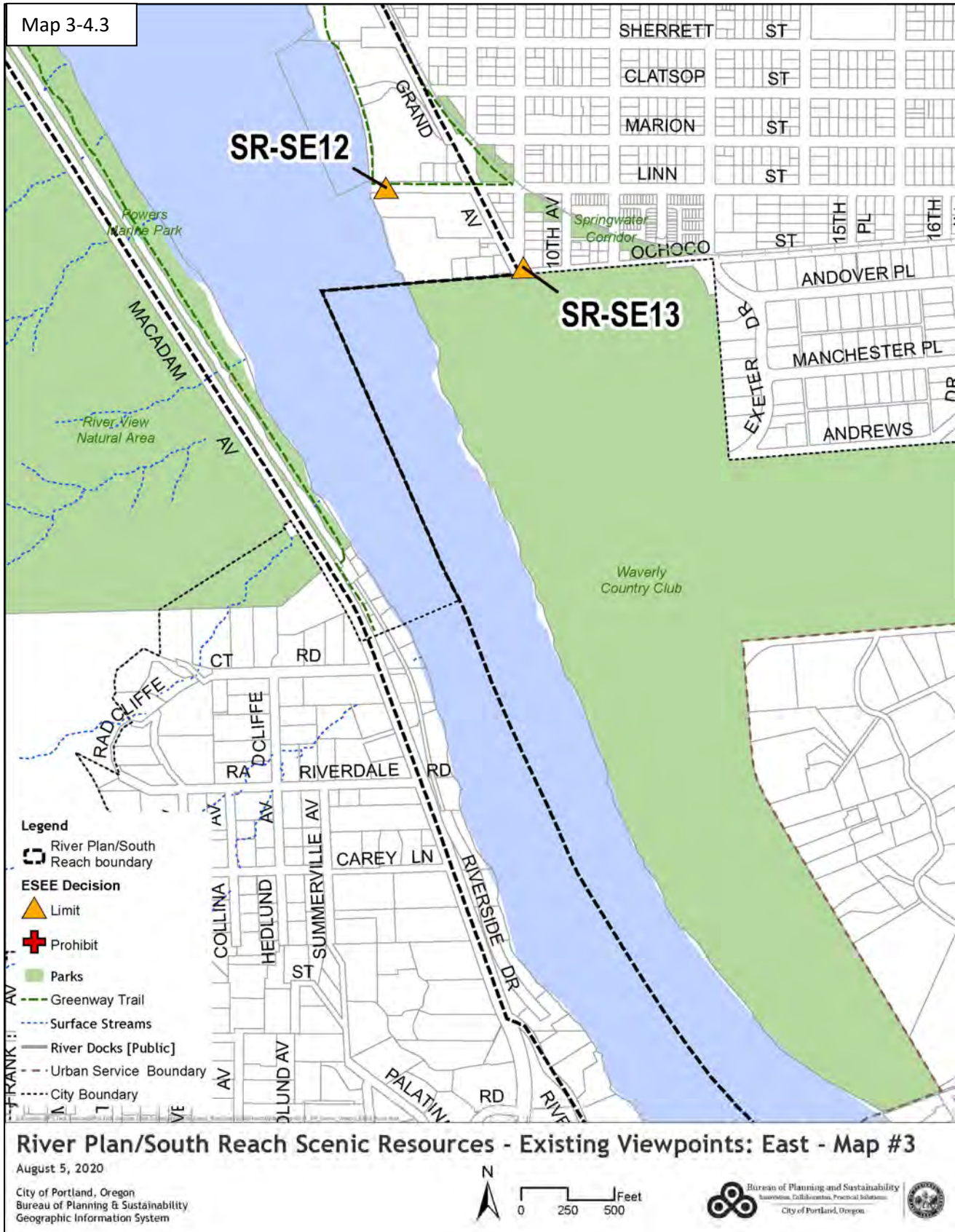
The ESEE Decision for each view is depicted in the following way:

- A red box is drawn around the portion of the view where the prohibit decision is applied
- A yellow box is drawn around the portion of the view where the limit decision is applied
- Outside of the red or yellow box the allow decision is applied











## SRSE01: SPRINGWATER CORRIDOR – ROSS ISLAND LAGOON

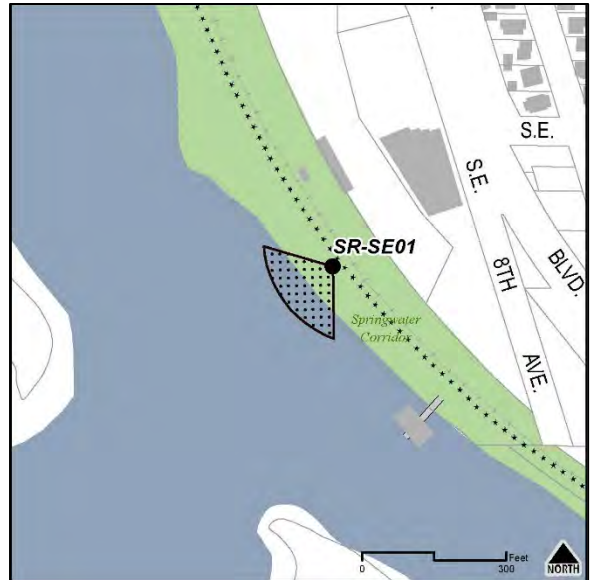
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River

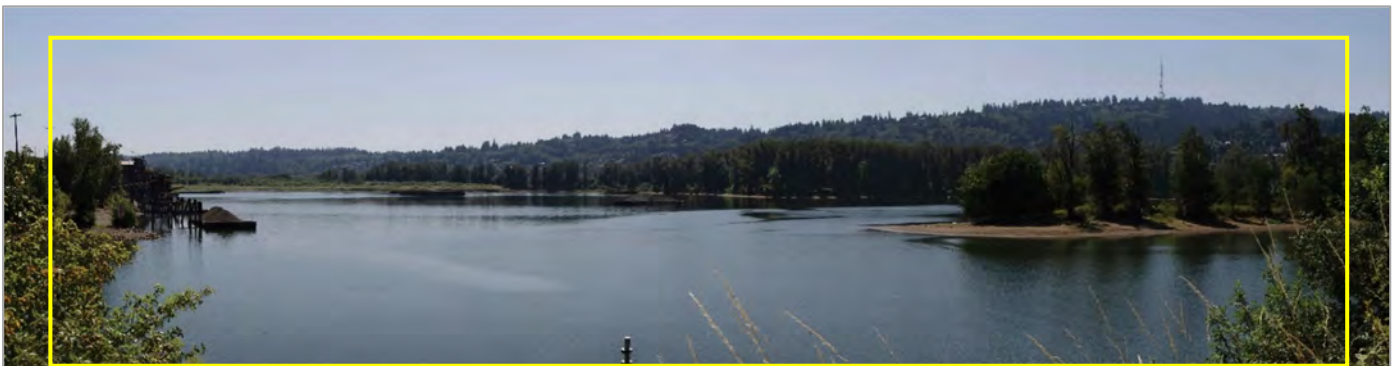
**Group:** C

**Description:** This viewpoint is located along the Springwater Corridor Trail toward the north end of the study area. The view is west-facing with the Ross Island Lagoon as the primary focal feature. Vegetation in the middle ground and background provides a secondary focal feature. Direct access to the viewpoint is achieved only via the Springwater Corridor Trail. Bicyclists and pedestrians can access the Springwater Corridor Trail from SE 4th Avenue to the north or at the Oaks Bottom Wildlife Refuge Trailhead to the south. The viewpoint is not currently developed though there is limited space for future improvements.



**Decision:** The general recommendation for Group C views is to limit conflicting vegetation within view corridors for any primary focal feature and to allow conflicting structures.

For SRSE01, the general recommendation to limit vegetation within the view corridor to the Willamette River (shown in yellow) is affirmed.



## SRSE02: SPRINGWATER CORRIDOR – EAST ISLAND

**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting structures and vegetation within the view corridor to the Willamette River and East Island.

**Protected focal feature(s) of the view:** Willamette River, East Island

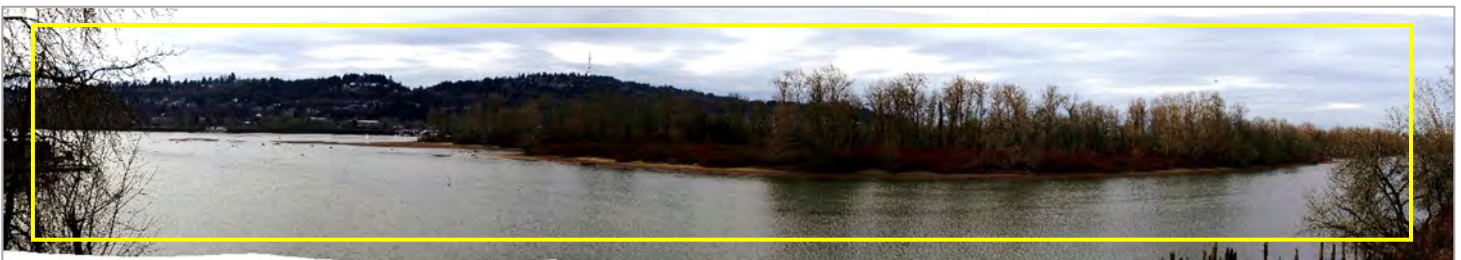
**Group:** A

**Description:** This viewpoint is located along the Springwater Corridor Trail on a new bulb-out that was constructed as a part of the Oaks Bottom Habitat Enhancement Project, which included a culvert replacement to improve flow between the river and Oaks Bottom wetland. The view is west-facing with the Willamette River and East Island as the primary focal features. Vegetation in the middle ground and background provide secondary focal features. Direct access to the viewpoint is achieved only via the Springwater Corridor Trail. Bicyclists and pedestrians can access the Springwater Corridor Trail from the Oaks Bottom Wildlife Refuge Trailhead to the north or from SE Spokane Street to the south. The viewpoint is paved and includes a guardrail on the west side viewing area.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. There is no view of Mount Hood, the skyline or any bridges from this viewpoint. Therefore, the general recommendation to limit structures and vegetation is still appropriate. However, due to the location of this viewpoint along the Greenway Trail and within the river setback, there is no potential for development to block the view. Vegetation on both sides and riverward of the viewpoint could obstruct the view.

For SRSE02, the site-specific decision is to limit conflicting vegetation within the view corridor to the Willamette River (shown in yellow).



## SRSE03: OAKS BOTTOM – SE 13<sup>TH</sup> AVENUE

**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to the Oaks Bottom Wildlife Refuge.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Oaks Bottom Wildlife Refuge

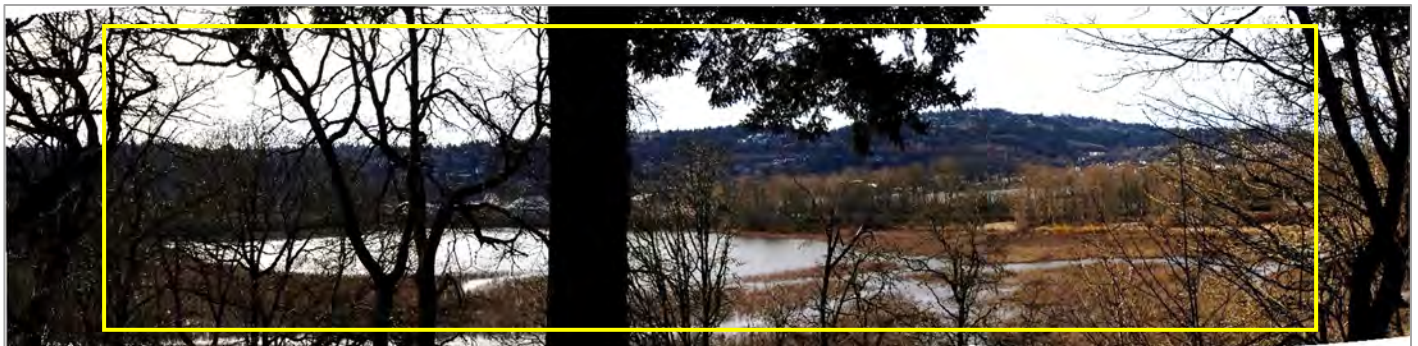
**Tier:** II

**Description:** This viewpoint is located along SE 13th Avenue in an undeveloped right-of-way that extends from SE 13th Avenue and runs parallel to SE Sellwood Boulevard down to the southern end of the Oaks Bottom Wildlife Refuge. The view is west facing and includes the Oaks Bottom wetland and middle-ground vegetation as primary focal features. The wetland is seasonally inundated, creating a different view during different parts of the year. Existing vegetation creates discordance in the view, though that discordance varies between “leaf on” and “leaf off” periods. Generally, the view is significantly improved during leaf off periods as a result of water in the wetland and reduced discordance. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. Only on-street auto parking is available near the viewpoint. A bench is located at the viewpoint and a picnic table is nearby.



**Decision:** The general recommendation for a Tier II view with a view of Mount Hood or the Central City skyline is to limit conflicting structures and vegetation in those view corridors. None of these features is within this view. For Tier II, the general recommendation is to limit conflicting vegetation within view corridors to other primary focal features.

For SRSE03, the general recommendation to limit conflicting vegetation within the view corridor to Oaks Bottom Wildlife Refuge is affirmed.





## SRSE04: OAKS AMUSEMENT PARK BEACH

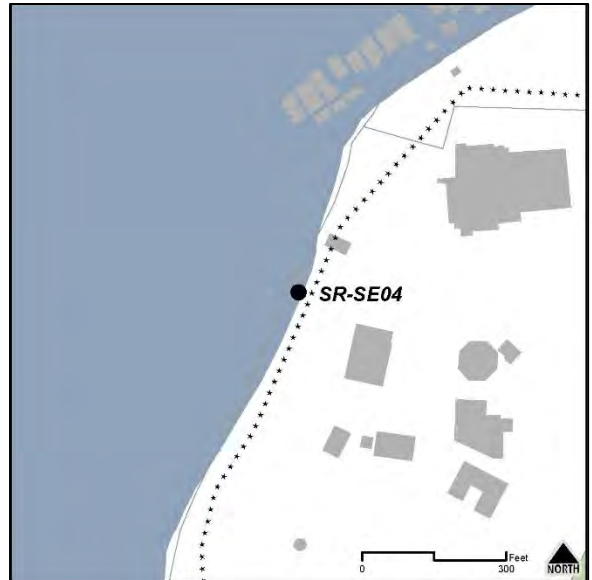
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within the view corridor to the Central City skyline.
2. *Limit* conflicting structures and vegetation within view corridor to the Willamette River.

**Protected focal feature(s) of the view:** Willamette River, Central City skyline

**Group:** A

**Description:** This viewpoint is located on the beach down the stairs from Oaks Amusement Park and provides an expansive view of the Willamette River. The panoramic view includes a large extent of the Willamette River and the South Waterfront and downtown skylines. Additionally, the West Hills ridgeline and associated vegetation contributes significantly to the view. The access point for the viewpoint can be reached using variety of modes, including automobile, bicycle or walking, but the viewpoint itself generally requires use of the stairs down from Oaks Amusement Park. During lower water levels, the beach can be accessed from the beach to the south which extends to Sellwood Riverfront Park. During winter months water levels preclude access from the south. Auto parking spaces are available in the nearby Oaks Amusement Park parking lot. The viewpoint is undeveloped.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. The primary focal features of the view are the Central City skyline and the Willamette River. Therefore, a prohibit decision is recommended for the view corridor to the Central City skyline. A limit decision is recommended for the view corridor to the Willamette River.

Due to the location of the viewpoint on the beach there is no potential for structures or vegetation to block views of the skyline or Willamette River. Therefore, there is no view corridor for SRSE04 shown on the map above.





## SRSE05: OAKS AMUSEMENT PARK PAVILION

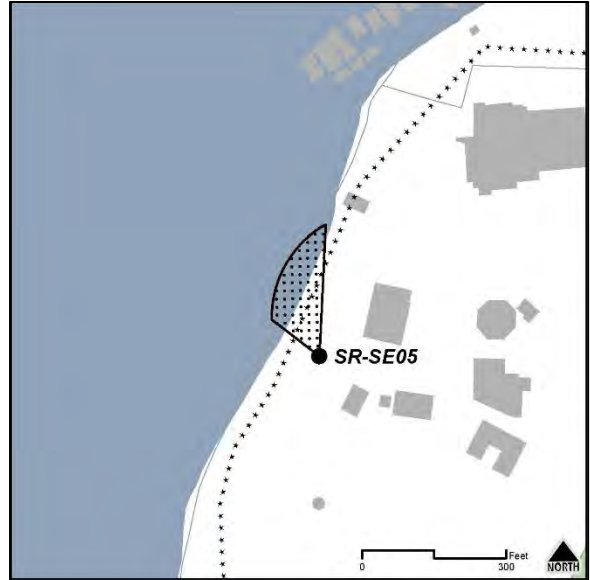
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within view corridor to the Central City skyline and the Willamette River.

**Protected focal feature(s) of the view:** Willamette River, Central City skyline

**Group:** C

**Description:** This viewpoint is located along the walking path adjacent to the Oaks Amusement Park pavilion. Though the property is privately-owned, the viewpoint is included in the inventory because Oaks Amusement Park is publicly-accessible throughout most of the day and no fee is required to access it. Primary focal features from this location include the Willamette River and South Waterfront and downtown skylines. However, due to existing vegetation, the view can only be seen during leaf-off periods. This is an extrapolated view because the expert panel reviewed and evaluated leaf-on photos of the view. Staff reevaluated the view during the leaf-off period and updated its ranking. Auto parking spaces are available in the nearby Oaks Amusement Park parking lot. A picnic table is located near the viewpoint.



**Decision:** The general recommendation for Group C views is to limit conflicting vegetation within view corridors for any primary focal feature and to allow conflicting structures.

For SRSE05, the general recommendation to limit vegetation within the view corridor to the Willamette River and Central City skyline (shown in yellow below) is affirmed.



## SRSE06: SPRINGWATER CORRIDOR – OAKS BOTTOM WEST

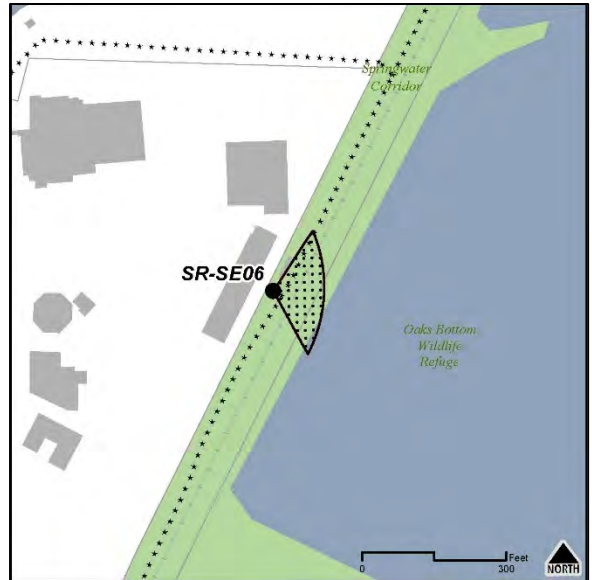
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* vegetation within view corridor to Oaks Bottom Wildlife Refuge.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Oaks Bottom Wildlife Refuge

**Tier:** II

**Description:** This viewpoint is located along the Springwater Corridor just east of Oaks Amusement Park. At this time, the viewpoint has not been constructed but the general location has been determined. Portland Parks and Recreation expects to build the viewpoint, which is a final component of the Oaks Bottom Habitat Restoration Project, in the Fall of 2019.



Based on the expected location, photos were taken to capture the general character of the view. The viewpoint ranking was then extrapolated based on the ranking of similar viewpoints. The viewpoint will be able to be accessed through a variety of modes, including automobile, bicycle or walking. Bicyclists and pedestrians will be able to access the viewpoint directly on the Springwater Corridor Trail. Visitors in automobiles will have the option of parking in parking spaces along Oaks Park Way. Amenities provided are still to be determined.

**Decision:** The general recommendation for a Tier II view with a view of Mount Hood or the Central City skyline is to limit conflicting structures and vegetation in those view corridors. None of these features is within this view. For Tier II, the general recommendation is to limit conflicting vegetation within view corridors to other primary focal features.

For SRSE06, the general recommendation to limit conflicting vegetation within the view corridor to Oaks Bottom Wildlife Refuge (shown in yellow) is affirmed.





## SRSE07: OAKS BOTTOM – SE SELLWOOD BLVD

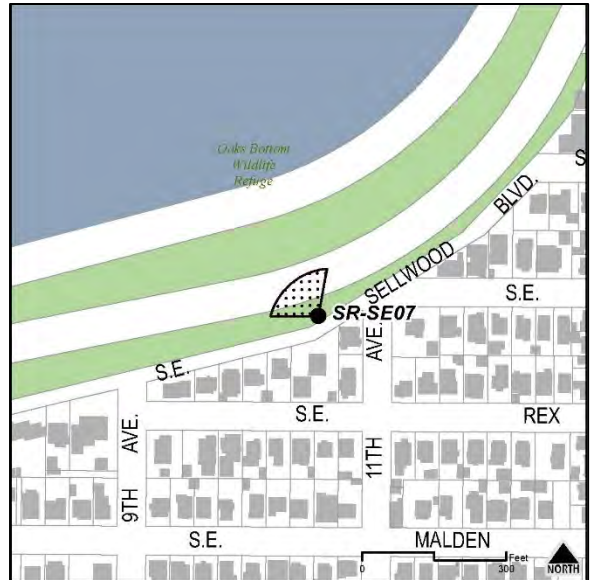
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Prohibit* conflicting vegetation within the view corridor to the Central City skyline.
2. *Limit* conflicting vegetation within view corridor to the Oaks Bottom Wildlife Refuge.
3. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Central City skyline, Oaks Bottom Wildlife Refuge

**Group:** A

**Description:** This viewpoint is located on the north side of SE Sellwood Boulevard and provides a unique view within the city. Primary focal features of the view are the Oaks Bottom Wildlife Refuge in the middle ground and the South Waterfront and downtown skyline. Vegetation on Ross Island and atop the West Hills contributes to the high ranking of this view. Additionally, vegetation along SE Sellwood Boulevard frames the view. Due to its unique make-up and composition, this view was one of the highest ranked by the expert panel. It was evaluated as an iconic view that depicts the essence of Portland. The viewpoint can be easily accessed through a variety of modes, including automobile, bicycle or walking. There is no bicycle lane along SE Sellwood Boulevard but traffic volumes are generally limited here. On-street parking is available in the adjacent neighborhood. A bench is located near the viewpoint.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. The primary focal features of the view are the Central City skyline and the Oaks Bottom wildlife refuge. Therefore, a prohibit decision is recommended for the view corridor to the Central City skyline. A limit decision is recommended for the view corridor to Oaks Bottom. However, due to the location of the viewpoint on the bluff there is no potential for structures to block views of the skyline or Willamette River.

For SRSE07, the site-specific decision is to prohibit conflicting vegetation within the Central City skyline view corridor (in red) and limit conflicting vegetation within the Oaks Bottom Wildlife Refuge view corridor (in yellow).





## SRSE08: SELLWOOD PARK

**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within the view corridor to the Central City skyline.
2. *Limit* conflicting structures and vegetation within the view corridor to the Willamette River.

**Protected focal feature(s) of the view:** Central City skyline, Willamette River

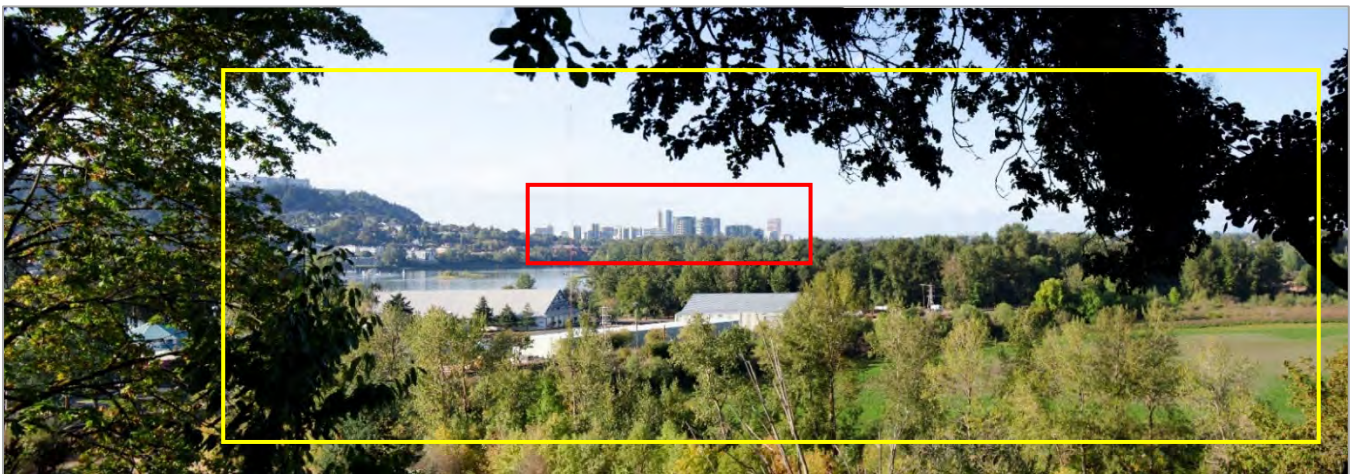
**Group:** A

**Description:** This viewpoint is located along a paved pathway at the north end of the Sellwood Park parking lot. The primary focal feature of the view is the South Waterfront and downtown skylines, with the river and vegetation in the foreground and middle ground as secondary focal features.

Vegetation around the viewpoint frames the view but does create discordance in some portions of the view. Due to its unique make-up and composition, this view was one of the highest ranked by the expert panel. It was evaluated as an iconic view that depicts the essence of Portland. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. Auto parking spaces are available in the adjacent parking lot. The viewpoint is undeveloped and unmarked.

**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. The primary focal features of the view are the Central City skyline and the Willamette River.

For SRSE08, the general recommendation to prohibit conflicting structures and vegetation within the view corridor to the Central City skyline and limit conflicting structures and vegetation within the view corridor to the Willamette River is affirmed.



## SRSE09: SELLWOOD RIVERFRONT PARK

**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to Sellwood Bridge and Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River, Sellwood Bridge

**Group:** C

**Description:** This viewpoint is located along the water in Sellwood Riverfront Park within a concrete landing just north of the public dock. The primary focal feature in the view is the Willamette River. A secondary focal feature is the Sellwood Bridge. Vegetation riverward of the concrete landing creates discordance within the view of the Sellwood Bridge. Given the direct access to the water front and the public dock, this area is a great location to observe a variety of water-based recreation. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. Numerous auto parking spaces are provided in the nearby parking lot. Four picnic tables are located near the viewpoint.



**Decision:** The general recommendation for Group C views is to limit conflicting vegetation within view corridors for any primary focal feature and to allow conflicting structures.

For SRSE09, the general recommendation to limit conflicting vegetation within the view corridor to the Willamette River and Sellwood Bridge (shown in yellow) is affirmed.





## SRSE10: SELLWOOD BRIDGE – NORTH

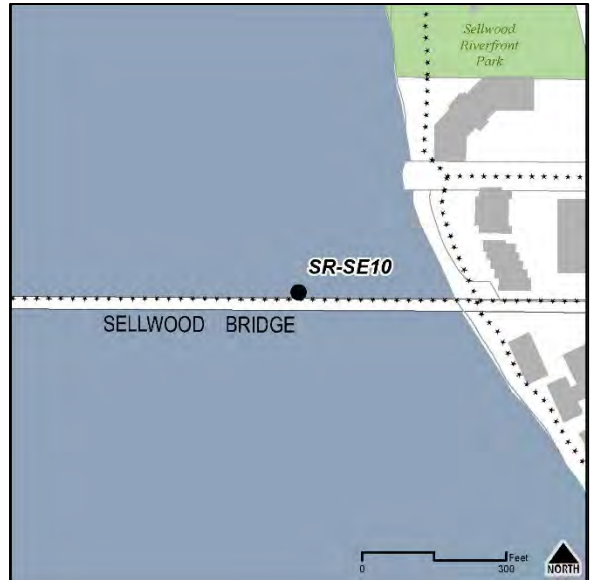
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Prohibit* conflicting structures and vegetation within the view corridor to the Central City skyline.
2. *Limit* conflicting structures and vegetation within view corridor to the Willamette River.

**Protected focal feature(s) of the view:** Willamette River

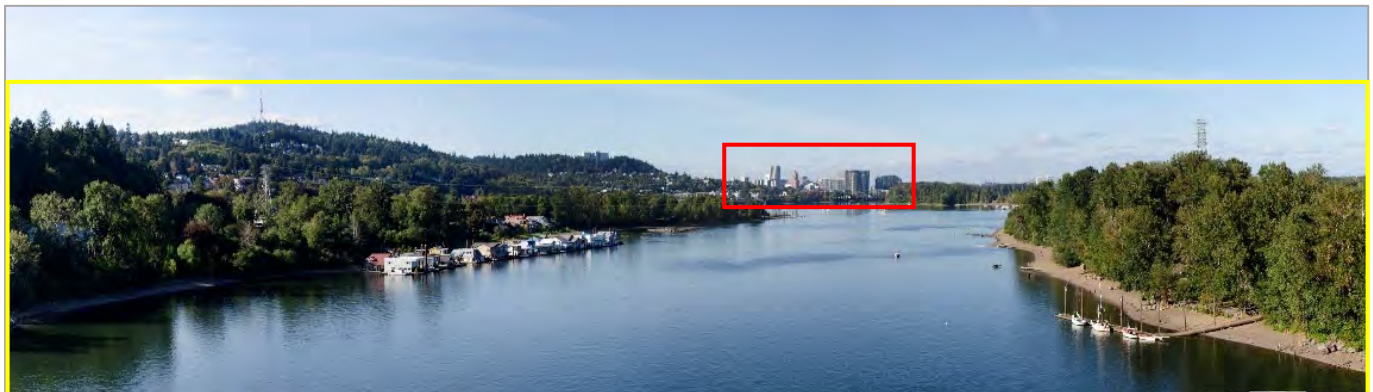
**Group:** A

**Description:** This viewpoint is located on an existing bulb-out on the north sidewalk of the Sellwood Bridge. As a part of the construction of the new bridge, a bench and educational historic signage was added to this portion of the bridge, providing an opportunity for rest and contemplation. From the viewpoint there is an expansive view of the river. The view extends north to the South Waterfront and downtown skylines. The west and east shorelines serve as secondary focal features and frame the view. The wooded west hills provide additional framing and character. The viewpoint can be accessed via bicycle or walking. The viewpoint is located approximately one-quarter mile from each end. Auto parking is available at both ends of the bridge. Parking at the west end of the bridge is limited and not well known by the public. On-street parking is available at the east end of the bridge.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. The primary focal features of the view are the Central City skyline and the Willamette River. Therefore, a prohibit decision is recommended for the view corridor to the Central City skyline. A limit decision is recommended for the view corridor to the Willamette River.

Due to the location of the viewpoint on the Sellwood Bridge there is no potential for structures or vegetation to block views of the skyline or Willamette River. Therefore, for SRSE10 no view corridor is on the map above.





## SRSE11: SELLWOOD BRIDGE – SOUTH

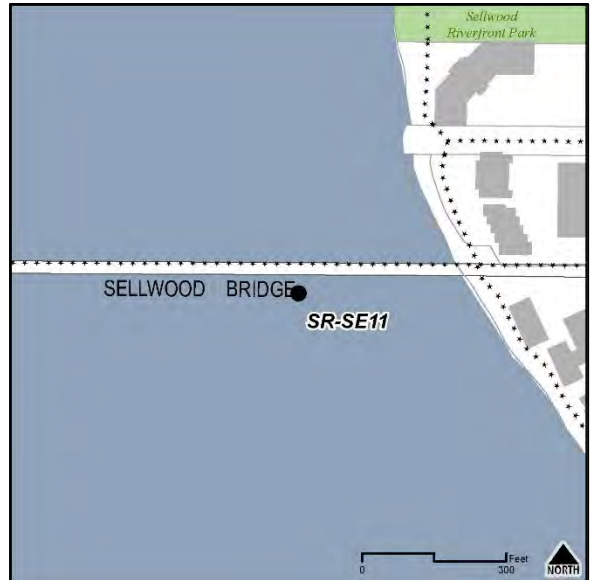
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting structures and vegetation within the view corridor to the Willamette River.

**Protected focal feature(s) of the view:** Willamette River

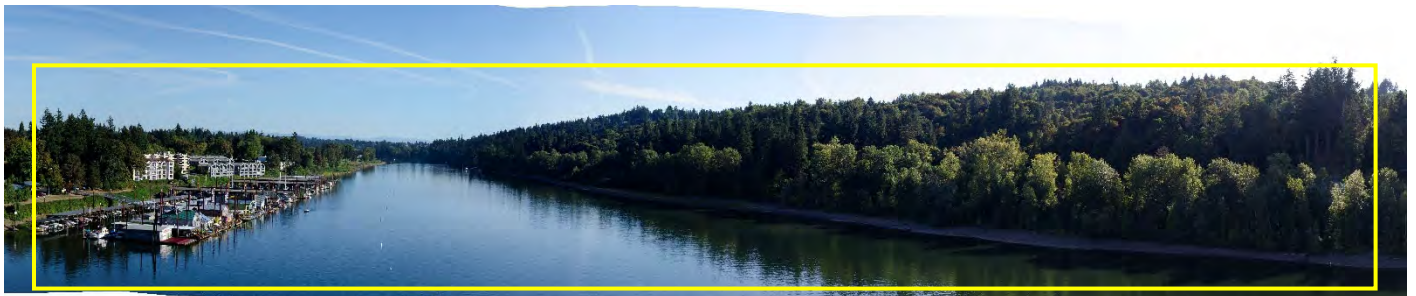
**Group:** A

**Description:** This viewpoint is located on an existing bulb-out on the south sidewalk of the Sellwood Bridge. As a part of the construction of the new bridge, a bench and educational historic signage was added to this portion of the bridge, providing an opportunity for rest and contemplation. From the viewpoint there is an expansive view of the river. The view extends south toward the City of Milwaukie. The west and east shorelines serve as secondary focal features and frame the view. The wooded west hills provide additional framing and character. The viewpoint can be accessed via bicycle or walking. The viewpoint is located approximately one-quarter mile from each end. Auto parking is available at both ends of the bridge. Parking at the west end of the bridge is limited and not well known by the public. On-street parking is available at the east end of the bridge.



**Decision:** The general recommendation for Group A views is to prohibit conflicting structures and vegetation within view corridors to Mount Hood, the Central City skyline and bridges and to limit conflicting structures and vegetation within view corridors to other primary focal features. The primary focal feature of the view is the Willamette River. The general recommendation is appropriate.

Due to the location of the viewpoint on the beach there is no potential for structures or vegetation to block views of the Willamette River. Therefore, for SRSE11 there is no view corridor shown on the map above.



## SRSE12: SE LINN ST

**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River

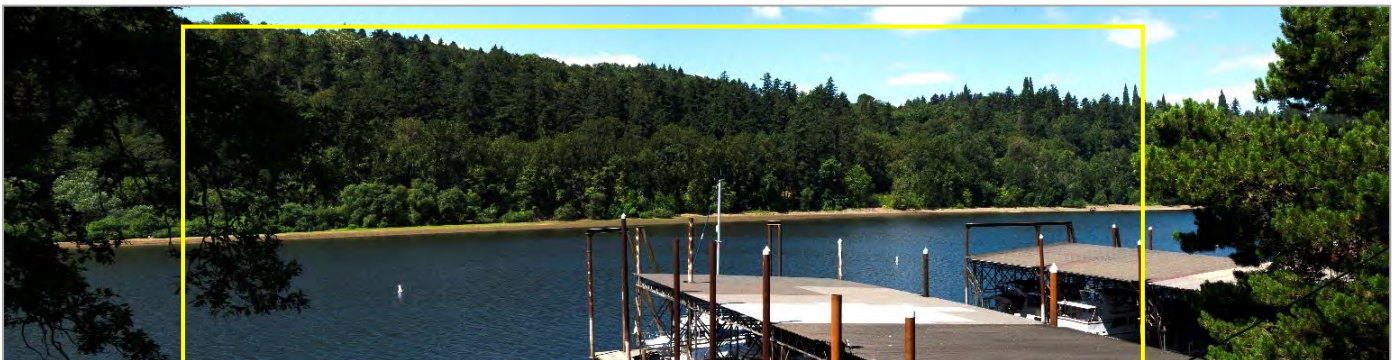
**Group:** B

**Description:** This viewpoint is located in the right-of-way at the end of SE Linn Street. The primary focal feature of the view is the Willamette River. The wooded west hills contribute to the character of the view. Existing docks north of the viewpoint create a discordance within the view of the river. There is no defined viewpoint platform and the western portion of the area is characterized by steep slopes, creating a significant hazard for people and animals. The viewpoint includes a bench that is frequently used by nearby residents and visitors. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. On-street parking is available on SE Linn Street.



**Decision:** The general recommendation for a Group B view with a view of Mount Hood or the Central City skyline is to limit conflicting structures and vegetation in those view corridors. There is no view of Mount Hood or the skyline from this viewpoint. For Group B, the general recommendation is to limit conflicting vegetation within view corridors to other primary focal features. The general recommendation to limit conflicting vegetation is still appropriate. However, due to the location of this viewpoint within the river setback, there is no potential for development to block the view.

For SRSE12, the site-specific decision is to limit conflicting vegetation within the view corridor to the Willamette River (shown in yellow).



### SRSE13: WAVERLY COUNTRY CLUB – SE OCHOCO ST

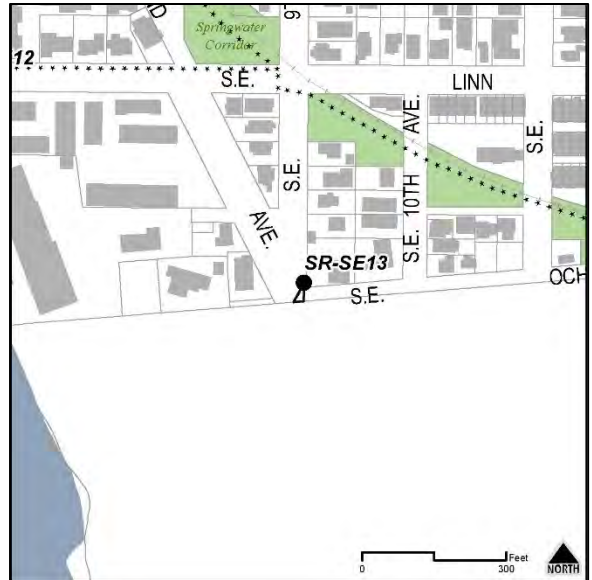
**Site-Specific ESEE Decision:** The ESEE decision is to:

1. *Limit* conflicting vegetation within the view corridor to the Willamette River.
2. *Allow* conflicting structures.

**Protected focal feature(s) of the view:** Willamette River

**Group:** C

**Description:** This viewpoint is located on the sidewalk of the northeast corner of SE Ochoco Street and SE 9<sup>th</sup> Avenue. The primary focal feature is the Willamette River, with vegetation on the west hills serving as a secondary focal feature. The view looks through a chain link fence across the Waverley Country Club and vegetation is present on both sides of the view. In general, the view corridor is narrow. The viewpoint can be accessed through a variety of modes, including automobile, bicycle or walking. On-street parking is available nearby. The viewpoint is undeveloped.



**Decision:** The general recommendation for Group C views is to limit conflicting vegetation within view corridors for any primary focal feature and to allow conflicting structures.

For SRSE13, the general recommendation to limit conflicting vegetation within the view corridor to the Willamette River (shown in yellow) is affirmed.





## **G. SITE-SPECIFIC ESEE DECISIONS FOR RIVER ACCESS WAYS**

There are a total of six river access ways in the South Reach. River access ways are a subset of the City's view street category. After reviewing and evaluating the site-specific characteristics of these six river access ways it was confirmed that all of them will be adequately protected by the general recommendations found in Section E, General ESEE Recommendation, on page 135. Therefore, there are no site-specific ESEE decisions for South Reach river access ways.

Zoning maps showing the location of the s-overlay can be found in Volume 1, Part 2A.