



RIVER PLAN/SOUTH REACH

Volume 1: Policies, Objectives and Recommendations

Intergovernmental Review Draft

August 2019



Bureau of Planning and Sustainability

Innovation. Collaboration. Practical Solutions.

City of Portland, Oregon



THE RIVER PLAN

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TABLE OF CONTENTS

Volume 1. POLICIES, OBJECTIVES AND RECOMMENDATIONS

Executive Summary (<i>forthcoming</i>)	i.
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Part 1. Overview

Chapter I. Introduction	1
--------------------------------	----------

A. Background	1
1. History of South Reach	2
2. Willamette River	4
3. Existing Conditions	6
B. Planning and Policy Context	9
1. State Law	9
2. Federal Law	10
3. Regional	11
4. City of Portland	11
C. Planning Process	13
1. Inter-Governmental Coordination	13
2. Public Engagement	15

Chapter II. Future of the South Reach	19
--	-----------

Chapter III. Policies, Objectives, and Recommendations	24
---	-----------

A. Introduction	24
B. Watershed Health and Resilience	25
1. Overview	25
2. Development and Natural Resources Management	25
3. Existing Natural Areas and Open Spaces	31
4. Watershed and Natural Areas Restoration	35
5. Floodplain Management and Climate Resilience	38
C. Recreation	43
1. Overview	43
2. Public Parks and Natural Areas	43
3. Riverfront Trails and Connections	47
4. Private Recreation	50
5. In-River Recreation	51
6. Scenic Resources	55

D. Northwest Tribes and Native American Peoples	58
1. Overview	58
2. Understanding, Protecting and Preserving Native American History and Culture	59
3. Culturally Significant Natural Resources	62
4. Parks, Recreation and Natural Areas	64
E. Riverfront Communities	67
1. Overview	67
2. Brooklyn	67
3. Sellwood	69
4. Southwest Portland	72
5. Dunthorpe	77
6. Floating Home Communities	78
7. Houseless Communities	79

Part 2. Implementation Tools

A. Comprehensive Plan Amendments	
1. Comprehensive Plan Policy Amendments	1
B. Zoning Code and Map Amendments	
1. Zoning Code Amendments	5
2. Base and Overlay Zone Map Amendments	167
C. Action Plan	219
1. Watershed Health & Resilience	221
2. Recreation	228
3. Northwest Tribes and Native American Peoples	236
4. Riverfront Communities	239

Appendices	243
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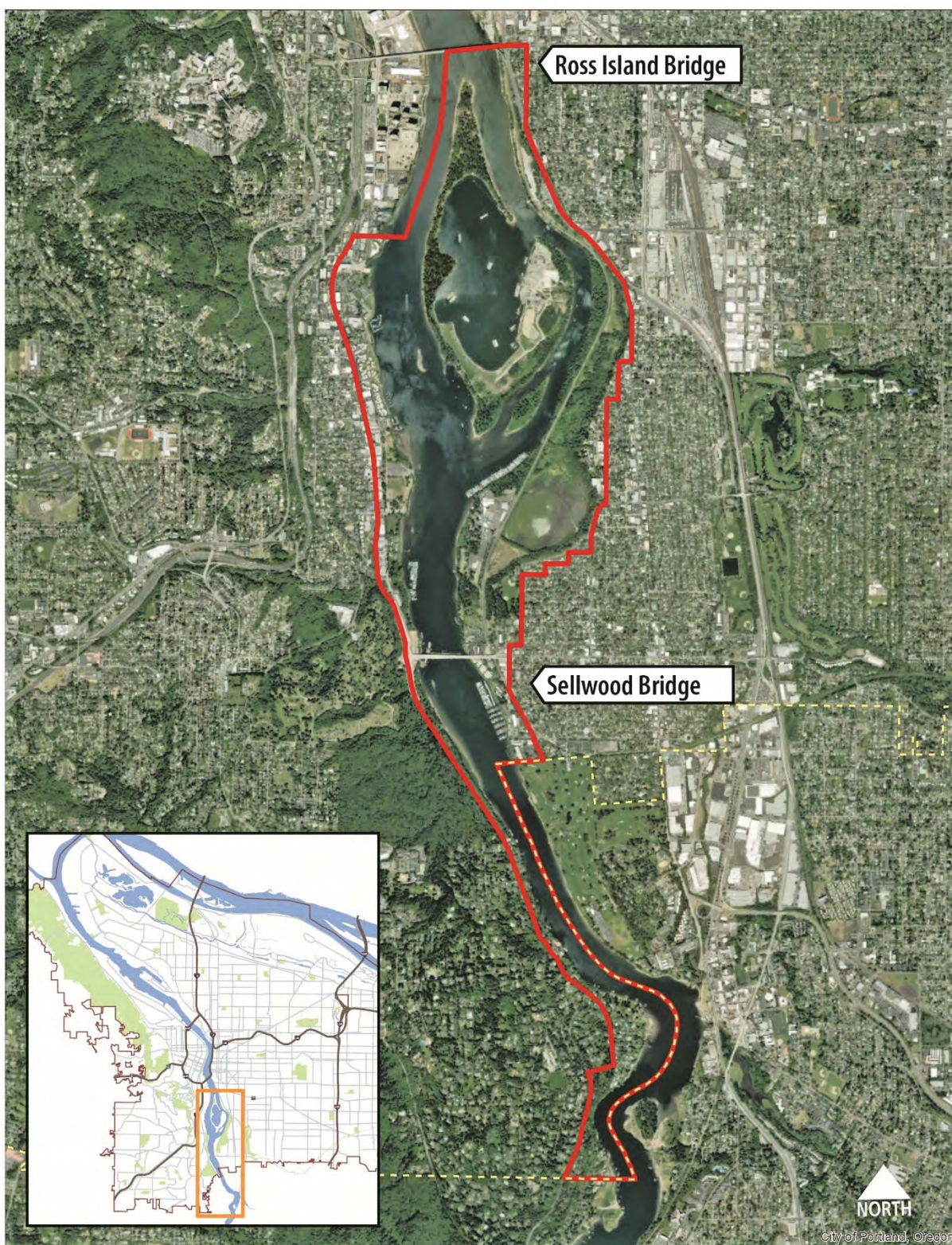
Volume 2. SCENIC RESOURCES PROTECTION PLAN	see volume
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Volume 3. NATURAL RESOURCES PROTECTION PLAN	see volume
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Volume 4. UPDATES TO OTHER CITY CODES	see volume
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Volume 5. WILLAMETTE GREENWAY INVENTORY	see volume
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Volume 6. BACKGROUND MATERIALS	see volume
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The South Reach project boundary, in red above, extends from the Ross Island Bridge down to and including the unincorporated Multnomah County neighborhood of Dunthorpe. The boundary is aligned with SW Macadam Blvd to the west and generally follows the bluff to the east.

PART 1. OVERVIEW

CHAPTER I. INTRODUCTION

A. BACKGROUND

The Willamette River is a defining feature in the City of Portland and State of Oregon. Oregon Statewide Planning Goal 15, Willamette River Greenway, mandates jurisdictions along the Willamette River “protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River.” In 1987 the City of Portland adopted the *Willamette Greenway Plan* to manage the river and development along and adjacent to its shoreline implementing the mandates set forth in the statewide planning goal.

Since then the City’s approach to planning for the Willamette River has evolved. After the development of a new vision and strategy for the entire river in *River Renaissance* (2001), the *River Concept* (2006) established a process by which the City would complete updates to the *Willamette Greenway Plan* for three individual reaches: North Reach, Central Reach and South Reach. This three-phase multi-objective approach allows for recognition of the unique character of each reach and ensures appropriate plans and regulations are developed to address those unique features. The South Reach is the most undisturbed of the three reaches, with its multitude of parks and open spaces, while also providing for a diversity of residential uses along the riverfront.

The River Plan / South Reach project will update the *Willamette Greenway Plan* for the City’s southern reach of the Willamette River for the next twenty years by:

- Establishing a renewed vision for the area.
- Updating existing policies and regulations.
- Identifying implementation actions.
- Identifying future South Reach investments.

The River Plan / South Reach project area stretches from the Ross Island Bridge down to just south of the Sellwood Bridge on the east side and includes the unincorporated area of Dunthorpe on the westside for which the City has planning authority.

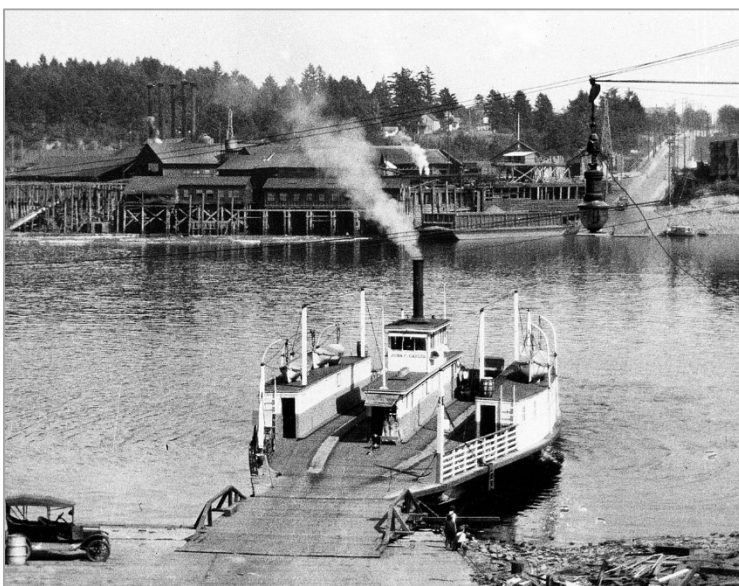
1. HISTORY OF THE SOUTH REACH

The Willamette and Columbia rivers have played a central role in the daily lives of Native peoples from pre-European contact to today. The Willamette Valley was the traditional homeland for the Kalapuya peoples; a non-homogeneous tribal entity made up of multiple clans loosely related by dialects. Other Native peoples from all over the Pacific Northwest, have also traveled through, lived in and carried out customary activities in the Willamette Valley including the South Reach area. The Willamette River was a primary transportation corridor since it was easier to navigate in canoes than traversing through dense forests. In the South Reach, the relatively-flat riverfront area that is now Willamette Park was a popular location for Native peoples to camp during the salmon runs while on route from Wapato (or what is now known as Sauvie) Island on the Columbia River upriver to the Willamette Falls at Oregon City. Native peoples also hunted and collected native berries, nuts and other plants along the riverfront for sustenance, as well as medicinal and cultural purposes.

Treaties between the tribes and U.S. government executed in the 1850s resulted in the resettlement of many tribes. Many of these individuals ended up in reservations. Frequently, descendants married into other tribes throughout the Northwest. Portland has a large population of Native Americans today. Some are descendants of NW tribes, others are related to tribes from around the country.

The City of Portland was founded by European-Americans in the 1840s because of its deep-water moorage, and link to the Pacific Ocean via the Columbia River. However, large sailing ships rarely ventured upriver of Portland because of their deep keels, the narrow river channels and winds. In its natural state, the river was a half-mile wide at Ross Island but only 9 feet deep.

A few distinct communities developed along the riverfront area in the region. The town of Oregon City was founded in 1844, the town of Milwaukie was founded in 1847, and the town of “Sellwood” was founded in 1893. On the west side across the river across from Sellwood, a boat landing was established in the 1850s where a wagon road from the Tualatin Valley ended. The location became known as Taylor’s Ferry, named after John A. Taylor who built Taylor’s Ferry from this location, which eventually became a toll bridge.



1925 Sellwood Ferry.

During the mid- and late-1800s ferries connected the two river banks in the South Reach. In 1908 a steel cable was stretched between the two shorelines to allow the donkey-powered Sellwood Ferry to run across the river, until 1926 when the original Sellwood Bridge was opened. The Ross Island Bridge and Sellwood Bridge were built the same year. Multnomah County replaced the Sellwood Bridge with a new structure that opened for public use in 2016.

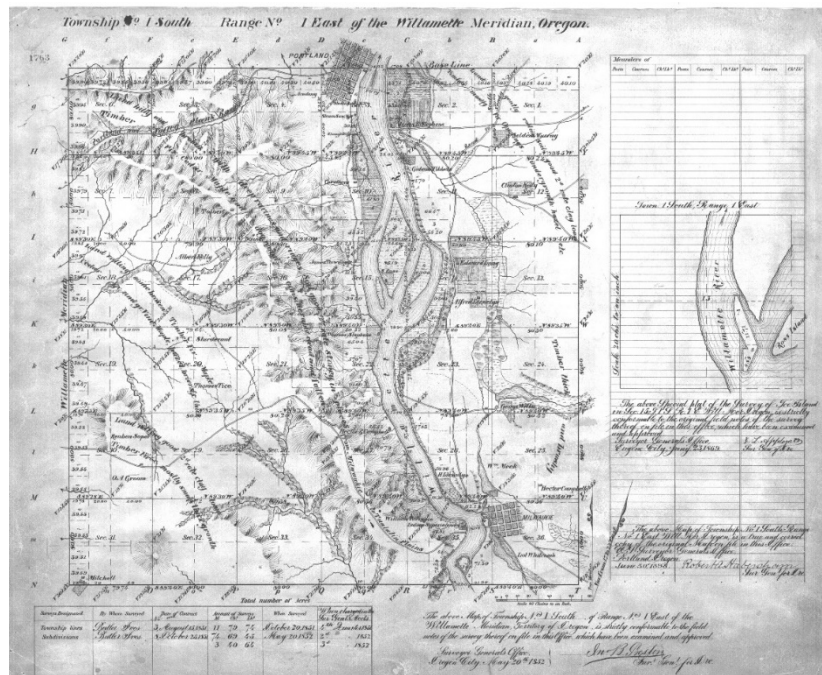
In 1892 the first interurban electric rail line in the U.S. began passenger and freight services between Portland, Sellwood, Milwaukie and Oregon City. Agricultural products were transported by trains to Portland along this

route. The railroad line ceased passenger operations in the 1950s and freight service in the 1970s. The railroad right-of-way was purchased by a few public entities and became the Springwater Corridor Trail in the 1990s.

Many immigrants settled on the west side of the river north of the Sellwood Bridge when they came to Portland. This first multi-ethnic neighborhood was home to Italian, German, Irish and Jewish immigrants.

In the late 1800s the William Ladd family purchased considerable real estate along the Willamette River four miles south of downtown Portland (known as Rivera-Dunthorpe). The Ladd, Corbett and Failing families together developed the bucolic Riverview Cemetery in this location, a burial place for prominent European-American families of Portland.

In 1916 William Ladd filed a 125-acre plat near Riverview Cemetery for Upper Dunthorpe residential development. Property deed requirements for each plat ensured an exclusive character of the development – minimum cost requirements for home construction and prohibition on non-white property ownership. Peter Kerr was another early developer in the Dunthorpe area. He built an estate with formal gardens and lived on Elk Rock until his death in 1957. His family gave the estate to the Episcopal Diocese. The gardens are known today as the Garden at Elk Rock and are open to the public.



1852 survey that includes South Reach.

In 1887 a railroad line on the west bank of the Willamette riverfront and Macadam Road opened, encouraging industrialization of the floodplain. Factories including the Fulton tannery located in the riverfront area. Johns Landing was also developed with businesses. The area was named after B.P. John's Furniture Company, located near SW Macadam Ave and SW Boundary St, which operated for 90 years before closing in 1977. Since that time, two developers, John Storrs and John Gray, transformed Johns Landing into a residential and commercial neighborhood.

By the 1880s the South Reach area was largely settled with factories, houseboats and worker cottages. Along the river on the west side, some houseboats washed up on the river bank in 1894 after a large flood. The houseboats remained after the river receded and became known as the Miles Place colony. These homes gradually become more permanent over time and created the small residential area that exists today. Early homes were also built on nine continuous blocks of residential lots between Nevada and Carolina streets. In Sellwood, worker housing developed in part for families of individuals who worked at the nearby red brick electric car barns (terminal point for electric interurban railroad service).

The late 1800s and early 1900s brought the establishment of the Portland Rowing Club and Oaks Amusement Park; two significant recreation facilities on the Willamette River. Founded in 1879, the Portland Rowing Club is the oldest private rowing club west of the Mississippi River. The facility includes boat slips and floating home moorages in addition to boathouse facilities and boat storage for nonmotorized vessels. Adjacent to the project area on the southern boundary is the Waverly Country Club, a private golf club founded in 1896.

Ross Island was originally made up of four islands: Ross, Hardtack, East, and Toe. Sherry Ross settled on the approximately 400-acre collection of islands in 1850. Ownership changed to John Kierman in 1908. In 1912 and again in 1924, the island was proposed as a City park site. In 1926 the Ross Island Sand and Gravel company was formed, and they operate on the island to this day. They gave a portion of Ross Island to the City of Portland early in this century.

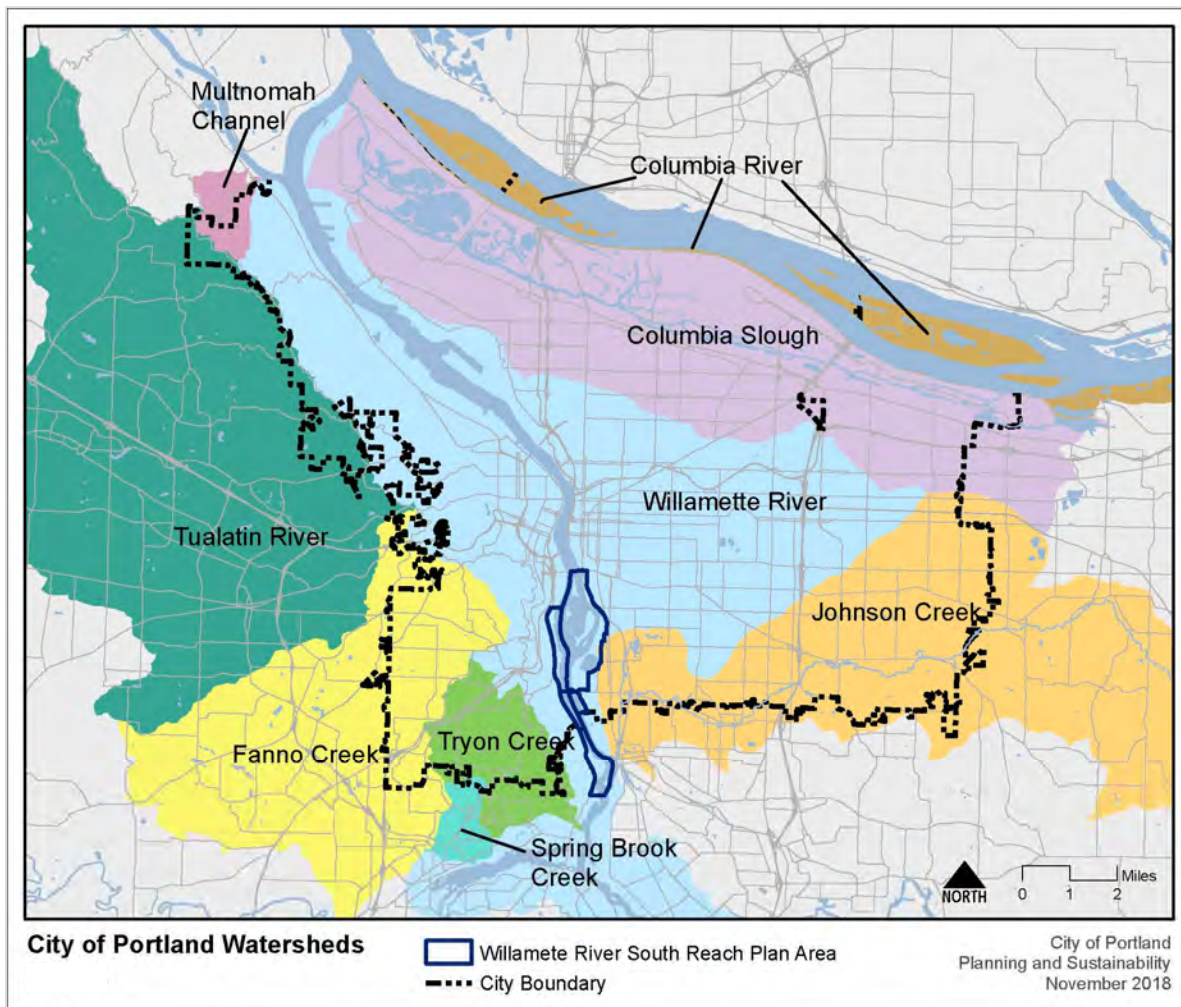
2. THE WILLAMETTE RIVER

Regionally situated within the Lower Columbia River Basin, the Willamette River Basin is an 11,500 square mile watershed located between the Cascade Mountains to the east and the Coast Range to the west. The 187-mile long Willamette River flows north through 128 jurisdictions including Eugene, Corvallis, Salem and Portland, as well as eight counties. Nearly 70 percent of Oregon's population lives in the Willamette River Basin along with a broad range of forestry, agriculture and urban uses.

The 27 miles of river between Willamette Falls and the Columbia River are often referred to as the Lower Willamette River. This portion of the river is a tidal freshwater system governed by seasonally variable rainfall patterns, snowmelt in the Willamette Valley's Coast and Cascade mountain ranges and the operation of dams on many of the major tributaries. The diurnal tides in the lower Willamette typically fluctuate on the order of two feet per day, but can increase up to eight feet depending on flow conditions in the Willamette and Columbia rivers. These fluctuations contribute to unique habitats that support a broad array of native flora and fauna, as well as migratory species. The lower Willamette River is designated as critical habitat for seven salmon and steelhead species. The stretch of the river is also part of the Pacific Flyway for migratory birds.

The entire Portland Willamette River inventory study area (North, Central and South reaches combined) includes 19 miles of the Lower Willamette River from Elk Rock Island northward through Portland to its confluence with the Columbia River. This stretch of the Willamette is a key component of the larger regional ecosystem that includes Sauvie Island, Ridgefield and Shillapoo Wildlife Areas, Vancouver Lake, the Tualatin Mountains, Burlington and Oaks Bottom Wildlife Refuge, Smith and Bybee Wetlands, the Sandy River and estuarine islands in the Columbia River, as well as the Columbia River Estuary. The Lower Willamette River corridor provides connectivity for north/south and east/west wildlife movement.

The map below shows the various components of the Willamette Basin watershed.



3. EXISTING CONDITIONS

The Willamette River is the defining feature in the South Reach. But there are other features and characteristics that enhance our understanding of the South Reach area. The project team completed a Draft Existing Conditions Report (May 2018) that is a compilation of existing data and information about this geographic area. The following bullets distill key information from the draft report.

Demographics

- It's estimated that 1,905 people lived within the South Reach study area in 2015.
- 87% of the South Reach population was white, Asians comprised 6% of the population. Other racial and ethnic groups comprised less than 1% of the population. People of color percentages are below the city (overall) percentages.
- Non-family households made up of individuals or non-relatives only comprised 60% of the population
- Families with one or more children under 18 years of age represented 10% of the population, half the city percentage.

- People 65 years of age and older totaled 29% of the population, above the city percentage of 20%.
- People who lived below poverty level totaled 10%, below city percentage of 18%.

Land Use, Zoning and Development

- The South Reach area totals almost 720 acres, with 305 acres identified as Recreation/Open Space. Other land uses include: 140 acres of residential (a mix of houses, floating homes, apartments and condominiums), 136 acres of industry, 77 acres of commercial uses and 81 acres of vacant land.
- The *2035 Comprehensive Plan* (2018) applied land use designations to all sites in the City and the different acreage amounts for South Reach sites include: Open Space – 414 acres, Residential 20,000 and Residential Farm/Forest – 110 acres, Commercial Mixed Use 2 – 57 acres, and Residential 5,000 – 28 acres.
- Overlay zones apply in addition to the base zone designation. In the South Reach specific Willamette River Greenway overlay zones apply with the current breakdown: River Water Quality (q) 511 acres, River Natural (n) 388 acres, River General 306 acres, and River Recreational (r) 92 acres. Other notable overlay zones are: Design 212 acres and Environmental – Conservation at 54 acres.
- Buildable lands are estimated to be at 84 acres (12%) of the South Reach area.
- Twelve (12) sites are identified by the Oregon Department of Environmental Quality as having or suspected to have contamination. Of those, seven (7) have been determined to require no further action.

Recreation, Public Access and Scenic Views (see Recreation section for more information)

- There are eleven (11) public parks and natural areas in the South Reach, offering a variety of active and passive recreation, on-land and in river.
- There are three (3) public docks and other river recreation launch areas.
- Two major recreation/transportation trails parallel the river on the east and west sides; the Springwater Corridor Trail and the Willamette Greenway Trail respectively.
- Private on-land and in-river recreation businesses and organizations exist; examples are Oaks Amusement Park, the Willamette Sailing Club and Portland Kayak Company.
- There are 16 City adopted public view points and view corridors. The draft *Scenic Resources Protection Plan* (2018) evaluated existing scenic resources and recommends an updated list of scenic resources. See Volume 2 for the draft plan.
- The popularity of the trails, parks and the river for recreation creates conflicts at times for different users and there can be natural resource impacts from recreation activities (e.g. biking on non-paved trails and terrain in Oaks Bottom Wildlife Refuge).
- The Brooklyn neighborhood in inner southeast, would like direct and safe pedestrian and bicycle routes to the Springwater Corridor Trail in the vicinity of SE Holgate Avenue. This is also a transportation issue.

Watershed Health (see above section on the Willamette River and the Watershed Health and Resilience section for more information)

- The Lower Willamette River is designated critical habitat for a number of anadromous salmonids (i.e. those that migrate from the sea to freshwater to spawn) listed as threatened and endangered under the federal Endangered Species Act including: Chinook, Coho and Sockeye Salmon and Steelhead Trout.
- The Lower Willamette River is key migratory habitat for Pacific Lamprey, a federal species of concern. Coastal Cutthroat Salmon are considered a species of concern.
- About 67% of the South Reach shoreline is characterized as beaches, followed by rip rap at about 13% and rocks about 10%.
- Water depth varies substantially. North of the Sellwood Bridge is generally more shallow compared to south of the Sellwood Bridge where water depth is deeper except for some shallow water areas along the shoreline. Shallow water areas can be found in the Holgate channel and along the western shoreline north of the Sellwood Bridge.
- Almost 60% of the vegetation in the South Reach is forest, followed by 16% woodlands, 14% herbaceous and 11% shrublands.
- Oaks Bottom Wildlife Refuge, north of Sellwood Park is 141 acres and established in 1988 is Portland's first official urban wildlife refuge. It is part of a larger natural area known as the Oaks Bottom Complex that includes the Oaks Crossing Natural Area, the Holgate Channel and Ross Island.
- The extensive floodplain in the South Reach, primarily associated with the Oaks Bottom Complex, provides important area for floodwaters to enter, slow down and dissipate. This helps reduce flooding in developed areas and provides significant habitat for endangered and threatened salmon and steelhead.
- Approximately 1,320 acres of natural resource areas in the South Reach have been classified as either high- or medium-value resources including 820 acres of the Willamette River, which is defined as a high-value resource.

Transportation

- There are two major streets that parallel the South Reach area: Oregon Highway 99E, McLoughlin Boulevard on the east side, and SW Macadam Avenue, also known as Oregon Highway 43, and SW Riverside Drive on the west side of the river. Other key streets on the east side are: SE Milwaukie Avenue, SE 13th Avenue and SE Tacoma Street.
- As mentioned above, two primary Willamette River Greenway trails provide bicycle and pedestrian north-south transportation options on both sides of the river.
- Trimet provides transit service with a number of buses that travel from downtown Portland through the South Reach and on to other destinations in SE and SW Portland and beyond. These bus lines: 19, 35, 36, 43, 70 and 99, provide mostly weekday and commuter hour services. There are no frequent service buses that serve the South Reach area.
- Recent regional transportation planning identified possible options for future trail and transit facilities and services that would extend the Willamette River Greenway Trail to Lake Oswego as well as extend streetcar service from South Waterfront to Lake Oswego. No funding is allocated for these projects.
- There is no organized river transportation that serves the South Reach.

Public Services and Facilities

- Portland Water Bureau provides potable water service in the South Reach area. On the west side, the Hannah Mason Pump Station at Willamette Park was constructed in 2017 to serve adjacent neighborhoods.
- The Portland Bureau of Environmental Services manages an extensive public sewer system in the South Reach area.
- Portland Fire and Rescue serves the neighborhoods within the city of Portland and the City of Lake Oswego Fire serves the Dunthorpe neighborhood of unincorporated Multnomah County.
- Portland Police Bureau and the Multnomah County Sheriff's Office provide law enforcement services in the South Reach. The Sheriff's Office River Patrol conducts river patrols in partnership with the Oregon State Marine Board, the Port of Portland and the United States Coast Guard.
- In recent years there is a rise in people living along the riverfront and on boats tied up off land and at public docks due to economic and other conditions. This has resulted in negative impacts to natural resources, public and private properties and recreational activities. The City and Multnomah County established the Joint Office of Homeless Services to oversee the delivery of services to people experiencing homelessness in Multnomah County. Other cooperative efforts are underway by the Oregon Department of State Lands to address livaboard boaters on the Willamette River.
- Llewellyn School is the only public school in the South Reach area with two other public schools located nearby: Winterhaven and Sellwood schools. The Riverdale School District serves the Dunthorpe neighborhood.

B. PLANNING AND POLICY CONTEXT

1. STATE LAW

State Policies

The update of the Willamette Greenway Plan must comply with Oregon's Statewide Planning Goals. Here is a list of the key statewide planning goals that are relevant to the River Plan / South Reach:

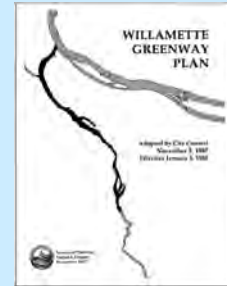
- Goal 1: Public Involvement
- Goal 2: Land Use Planning
- Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6: Air, Water and Land Resources Quality
- Goal 7: Areas Subject to Natural Hazards
- Goal 8: Recreational Needs
- Goal 12: Transportation
- Goal 14: Urbanization
- Goal 15: Willamette River Greenway

The primary goal that applies to the River Plan is Goal 15: Willamette River Greenway, but other goals also apply. The purpose of Goal 15 is "to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway."

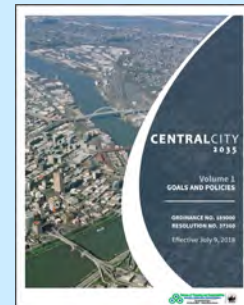
Specifically, Goal 15 calls for regulations related to:

- recreation,
- increased public access,
- protection of fish and wildlife habitat,
- preservation of scenic qualities and views,
- maintenance of public safety protection and enhancement of the vegetative fringe,
- setback development from the river for all but water-related or water-dependent uses;

Goal 15 also calls for the development of an inventory and a list of areas that could be acquired to serve the purposes of the Greenway.



The 1987 Willamette Greenway Plan is currently implemented through the Greenway Overlay zones (33.440), the Willamette Greenway Design Guidelines, and the greenway trail designation for the North and South Reaches of the Willamette River.



The Central City 2035 Plan (adopted in 2018) updated the policy direction and regulations for the Central Reach in a new chapter (33.475). Once adopted, the River Plan / South Reach's river overlay zone regulations will also be included in chapter 33.475.

2. FEDERAL LAW

The update of the Greenway plan must also be consistent with federal law. Key laws and regulations include the Endangered Species Act and Floodplain Regulations.

Endangered Species Act

In the late 1990's after certain salmon species were listed as threatened, the Portland City Council passed resolutions that declared the City's intent to aid in salmon recovery and in the development of a salmon recovery plan (Resolutions 35715 and 35894). The ESA prohibits the "taking" (harming or harassing) of listed species and requires federal agencies to ensure their actions do not "jeopardize the continued existence of any [listed] species or result in the destruction or adverse modification of [critical] habitat."

Plans in sensitive areas such as the South Reach must include regulations and actions that ensure there is not a take of listed species.

Existing and Emerging Federal Floodplain Regulations

In 1968, Congress created the National Flood Insurance Program (NFIP) to help provide a means for property owners to financially protect themselves from floods. Through the NFIP, the Federal Emergency Management Agency (FEMA) offers federally-backed insurance to homeowners, renters, and business owners if their community (whichever agency issues land development permits) participates in the program. Flood insurance is required for all federally-backed mortgages. Federal flood insurance is available, regardless of risk—often at a lower cost than private insurance and it is available when private insurance is not.



1950 Aerial Photo in South Reach

Participation in the program is conditioned upon communities implementing FEMA requirements in the Special Flood Hazard Area, also known as the 100-year floodplain. Requirements include building and site development standards, and compliance with applicable federal laws, including the Endangered Species Act (ESA).

NFIP-participating communities can help lower insurance rates through participation in FEMA's voluntary Community Rating System program, which incentivizes community flood mitigation and preparation. Today, Portland's mitigation and preparation programs yield a 20% discount for Portlanders. This is a significant discount, but we can improve it by expanding our preparation and mitigation programs.

Endangered Species Act Compliance Requirement – In 2009, the Audubon Society of Portland, National Wildlife Federation, Northwest Environmental Defense Center, and the Association of Northwest Steelheaders, sued FEMA. The lawsuit claimed that implementation of the NFIP in Oregon jeopardizes the continued existence and recovery of threatened and endangered salmon and steelhead protected under the ESA. FEMA settled the

lawsuit and agreed to have National Marine Fisheries Service (NMFS) now called NOAA Fisheries, to assess the NFIP in Oregon.

In April 2016, NMFS determined FEMA’s implementation of the NFIP in Oregon jeopardizes protected salmon and steelhead. Their findings direct FEMA to amend the requirements of jurisdictions participating in the NFIP to ensure the protection of floodplain habitat and flood storage, consistent with the ESA. FEMA’s current deadline to implement the FEMA BiOp is October 5, 2021.

FEMA is working with Oregon jurisdictions on the creation of development regulations and programs that respond to local conditions and needs to protect flood storage and floodplain habitat and improve conditions for salmon and steelhead. ESA compliant development regulations, and continued restoration projects will help ensure Portlanders have ongoing access to the Federally-backed flood insurance they rely upon to meet their mortgage requirements, and to recover from floods.



South Reach Natural Resources Neighborhood Meeting

3. Regional

Metro, the Portland metropolitan area's regional government, plays a key role in regional planning in the Portland area. Metro's Urban Growth Management Functional Plan (UGMFP) provides jurisdictions with tools to meet Metro's long-range growth management plan, the 2040 Growth Concept. The River Plan / South Reach must comply with the UGMFP related to water quality (Title 3), fish and wildlife habitat conservation (Title 13), among other titles. Metro also is the Metropolitan Planning Organization for the Portland region, carrying out regional transportation planning and setting regional priorities for infrastructure projects that are funded by federal, state and local funds. Trimet, is the regional transit provider and provides bus services in the South Reach area.

4. CITY OF PORTLAND

While numerous City policy documents provide direction for the River Plan, most of that direction has recently been incorporated into the *2035 Comprehensive Plan*.

2035 Comprehensive Plan (2018) - The Comprehensive Plan is Portland’s primary long-range plan to help the City prepare for and manage expected population and employment growth, as well as plan for and coordinate major public investments. After a four-year update process, the new *2035 Comprehensive Plan* was adopted on June 15, 2016. The plan became effective on May 24, 2018 after a package of Early Implementation projects that included changes to the Zoning Map, Zoning Code was adopted to implement the new Comprehensive Plan.

The Comprehensive Plan includes five Guiding Principles to recognize that implementation of this Plan must be balanced, integrated and multi-disciplinary. All apply to the River Plan / South Reach.

1. **Economic Prosperity:** Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.
2. **Human Health:** Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.
3. **Environmental Health:** Weave nature into the city and foster a healthy environment that sustains people, neighborhoods, and fish and wildlife. Recognize the intrinsic value of nature and sustain the ecosystem services of Portland's air, water and land.
4. **Equity:** Promote equity and environmental justice by reducing disparities, minimizing burdens, extending community benefits, increasing the amount of affordable housing, affirmatively furthering fair housing, proactively fighting displacement, and improving socio-economic opportunities for under-served and under-represented populations. Intentionally engage under-served and underrepresented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.
5. **Resilience:** Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and built environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

While there are many policies that are relevant to the River Plan / South Reach. See Appendix A for a complete list. The key one is:

Policy 3.81 Willamette River South Reach. Enhance the role of the Willamette River South Reach as fish and wildlife habitat, a place to recreate, and as an amenity for riverfront neighborhoods and others.

KEY POLICY DIRECTION FOR THE RIVER PLAN / SOUTH REACH

A list of the most relevant *2035 Comprehensive Plan* policies that relate to the South Reach can be found in Appendix A of this volume.



1919 South Reach map.

C. PLANNING PROCESS

The River Plan / South Reach team conducted an in-depth planning process with public engagement that included early scoping, visioning, topic discussions and technical analyses. The follow section describes the various entities that have been part of this process, engagement activities and the next steps.

1. CITY AND INTERGOVERNMENTAL COORDINATION

Local Agencies

City Bureaus. A key early step in the planning project was to interview individually and bring together a group of technical advisors from the most relevant city bureaus. Staff convened an inter-bureau team that included the bureaus of Development Services, Environmental Services, Parks and Recreation, Transportation and others. The group met periodically to review and discuss the proposed process and draft documents and assisted project staff in conducting field work. These staff also helped planning staff prepare for, and then attended and participated at public meetings and events. City Bureaus continue to play a key role in the South Reach, and for that we are grateful.



South Reach Workshop

Multnomah County. Staff contacted Multnomah County staff early on because the South Reach includes part of unincorporated Multnomah County for which the City has planning authority per Ordinance No. 176115 adopted in 2001 and amended in 2010. County planning staff participate as an inter-bureau team member. Planning staff may brief County officials prior to plan adoption. Once the River Plan / South Reach is adopted by the Portland City Council, staff will bring the plan to the Multnomah County Board of County Commissioners for approval.

Tribal Governments. In 2012, the Portland City Council adopted Resolution #36941 to formalize its intergovernmental relationship with tribal partners. The Resolution documented the City's policy to implement programs and activities the honor tribal treaty rights, federal tribal trust responsibilities and traditional native religious beliefs. It also affirmed the City's commitment to Tribal Government Partners through economic, environmental and social improvements for the tribes. The resolution acknowledged that the protection of cultural and natural resources as well as "customary use" locations are critical to the preservation of treaty rights, cultural heritage and the pursuit of traditional lifeways for present and future generations.

Key tribal River Plan / South Reach outreach activities are listed below:

January 25, 2018	Affiliated Tribes of the NW Indians conference -Discussion
May 16, 2018	Conference call with Federal agency tribal liaisons -About engagement
September 28, 2018	Tribal Nation Summit- Presentation and Discussion
October 31, 2018	Columbia River Inter Tribal Fish Commission Staff
May 23, 2019	Columbia River Inter Tribal Fish Commission

Federal Agencies

FEMA and NOAA. City Staff have ongoing relationships with the Federal Emergency Management Administration (FEMA) and the National Oceanic and Atmospheric Administration (NOAA) because of its floodplain /endangered species related work program. While there was some discussion with these agencies during the South Reach process, staff also has relied on previous guidance provided by these agencies.

State Agencies

Oregon Department of State Lands. The Department of State Lands (DSL) is the owner of submerged land underlying waterways like the Willamette River for the people of Oregon. Public can use the banks and beds of the river for boating, fishing, swimming, etc. DSL administers leases, licenses, easements and access agreements. DSL also requires removal - fill permits for activity in the river and wetlands, along with proprietary waterway authorizations for use of state-owned waterways.

Oregon State Marine Board. Boating in the South Reach is popular so staff conferred with Oregon State Marine Board staff several times. The Oregon State Marine Board regulates boating rules for specific waterways or at specific locations through administrative rules to protect public safety, property, water quality, fish and wildlife resources or to reduce excessive congestion and conflict between users and promoting uniformity of laws for boating. There are statewide rules for boats operating on waterways and specific measures related to watercraft components and licensing, safety and education. Specific rules for boat operations in Multnomah County include the no wake zone regulation in the Holgate Channel on the east side of Ross Island.

Oregon Department of Transportation has jurisdiction over two major roadways that run parallel to the Willamette River: Highway 99E, McLoughlin Boulevard, on the east side and Highway 43, Macadam Avenue, on the west side.

Oregon Department of Land Conservation and Development. City staff have an ongoing relationship with Department of Land Conservation and Development (DLCD) staff. Staff limitedly discussed this project with DLCD during the south reach process and also relied on previous guidance provided by this agency.

State Historic Preservation Office. The Oregon State Historic Preservation Office (SHPO) manages and administers programs for the protection of Oregon's historic and cultural resources. Staff provide education on cultural heritage issues and explain cultural resource laws and regulations and help resolve potential conflicts. They work with local governments and others to promote historic preservation, provide matching grants, complete statewide survey and inventory historic and archaeological resources among other programs.

2. PUBLIC ENGAGEMENT

One of the first tasks that staff undertook was to interview community stakeholders with knowledge and interest in the South Reach area so that we could begin to understand issues and opportunities. With that background in hand, staff began more extensive public engagement with the broader public at a visioning event and a series of riverfront walks. Staff learned hands on by talking with people who live, work and play in the area. Engagement activities also included various information gathering and sharing events, topical meetings and an online visioning survey. In addition, project staff presented at local neighborhood association meetings and met with stakeholders including floating home owners, the Human Access Project, the John's Landing Owners Association, tribal representatives and others. Project staff also tabled at community events like summer park concerts and Sellwood's Sundae in the Park to make people aware of the project and seek their input. Key public engagement activities are listed below.

Summer 2018

June 9, 2018 – Visioning / Kickoff

June 7, 2018 – SW Willamette Riverfront Walk

July 26, 2018 – Sellwood Riverfront Walk

July 31, 2018 – Brooklyn Riverfront Walk

July 2018 – South Reach Visioning Online Survey

Fall 2018

September 13, 2018 – Riverside Recreation

September 18, 2018 – River and Riverbank and Development

September 25, 2018 – River Recreation

September 28, 2018—Tribal Nation Summit

October 4, 2018 – River and Riverbank Restoration

October 25, 2018 – Westside Discussion

November 8, 2018 – Eastside Discussion

December 1, 2018 – Open House

Consultants

Archaeological. In early 2019, the City engaged an archeological consultant; Willamette Cultural Resources Associates LTD, to identify information about precontact human activity in the project area, the existence of any known archeological resources and the potential for future discovery of such resources. The consultant delivered a technical memorandum that summarized this work. Overall, there are very few records and literature that inform precontact human activity in the South Reach. However, there is documentation that Native people used the Willamette River and its adjacent land area for traveling to and from Willamette Falls, hunting and gathering of plants for food and other cultural uses. The consultant developed a sensitivity model that was derived from one developed for the current industrial area downstream area of downtown Portland, to predict the probability of archaeological resources in the South Reach. This model is a guide for planning purposes and is primarily based on environmental features considered likely to have influenced precontact use or occupation by Native peoples. See the zoning code amendments section of the Implementation Tools chapter for this tool's use.

Facilitation. The City engaged Barney and Worth, a public involvement consultant to assist with the planning and facilitation of key public meetings. They assisted with several topical meetings in the Fall and the Open House on December 1, 2018.

Public Communications and Products

In addition to the in-person outreach, staff distributed physical and electronic communications to South Reach interested property owners, community members and organizations. These included:

- Postcard mailings to all property owners in advance of the June 9 Visioning / Kickoff event and again before the December 1, 2018 Open House.
- Electronic mailings of River Plan News and BPS enews prior to many of the events.
- Distribution of hundreds of 2-page project summaries
- Circulation of the South Reach *Existing Conditions Report* to interested public
- Circulation of the *Natural Resource Inventory* to interested public
- Mailings to tribal leaders in advance of the Intergovernmental Review Draft

The media and neighborhood and community organizations have also publicized River Plan / South Reach public meetings and events.

Project staff have maintained a robust project web site with information about the planning process, all materials produced to date and summaries from public meetings and events:

<https://www.portlandoregon.gov/bps/42548>.

Next Steps/ScheduleIntergovernmental Review Draft:

Distribute to Tribal Nations and Agencies: August 1, 2019

Comments due: September 12, 2019

Discussion Draft (Anticipated):

Announce/Distribute to Public: First Week in October 2019

Comments due: Mid-November 2019

Proposed Draft (Anticipated):

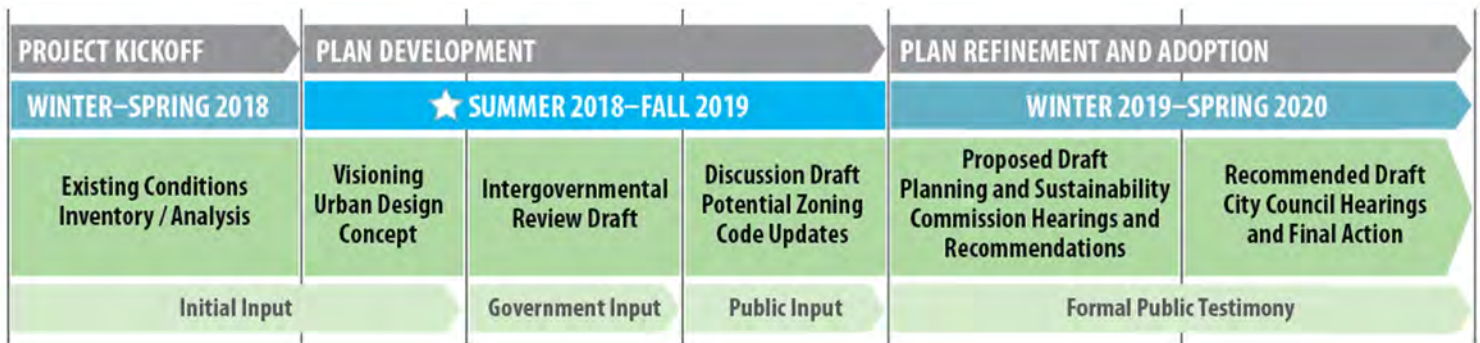
Distribute: December 2019

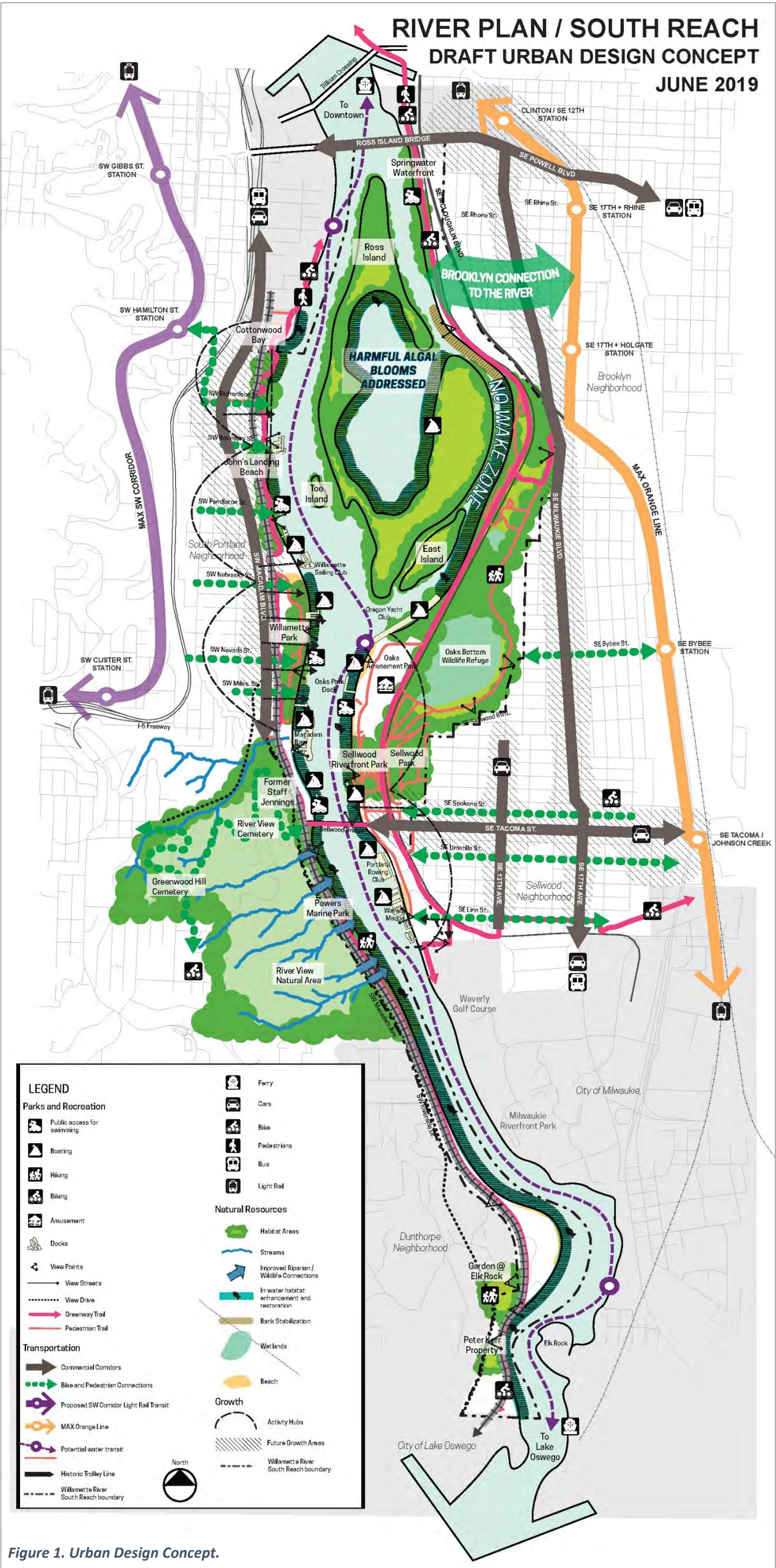
PSC Hearing: Winter 2020

Recommended Draft:

Distribute: Winter 2020

City Council Hearing: Winter/Spring 2020





Chapter II. THE FUTURE OF SOUTH REACH

This plan envisions the South Reach of the Willamette River as a habitat for fish, wildlife and native plants and people; a safe place to walk, run, swim, paddle, view wildlife, ride and roll; and a destination for riverfront neighborhoods and visitors alike.

So, what will the future of the South Reach look like?

By 2040, this area of the Willamette River will be **one of the most desirable places to live, work and play** in Portland. The natural beauty of the revitalized river and its surrounding banks abound with healthy plants and wildlife as well as recreational opportunities for people of all ages and abilities. Residents and visitors have easy access to, from and around the river via trails and other connections, and native people incorporate elements of their ancestral foods and lifeways once again.

The **riverfront trails and local streets** attract community members from nearby neighborhoods and beyond, offering a peaceful, scenic place to bike, walk, roll and view wildlife.

Riverfront parks provide opportunities for boating, wading, hiking, picnicking, exercise, concerts, summer camps, and other programming that serve diverse communities. People recreate safely on the river operating a variety of watercraft from numerous riverside locations, and river swimming is a popular sport in the summer.

Parks have a few small **retail spaces** for recreational rentals and refreshments while more river-serving businesses surround the river.

Land use and development are **climate-resilient**. Floodplains are protected and restored to avoid impacts on adjacent development. Residents are safe from floods, wildfires and other climate change-related impacts.

The **habitat** areas are productive. The river and its banks support an abundance of fish and wildlife. Salmon habitat restoration efforts provide cold waters and safe and nurturing shallow water for juvenile fish on their journey out to sea and return home for spawning.

Harmful **algal blooms** once common in the Ross Island Lagoon are minimized because of innovative approaches by the City of Portland, its community and governmental partners.

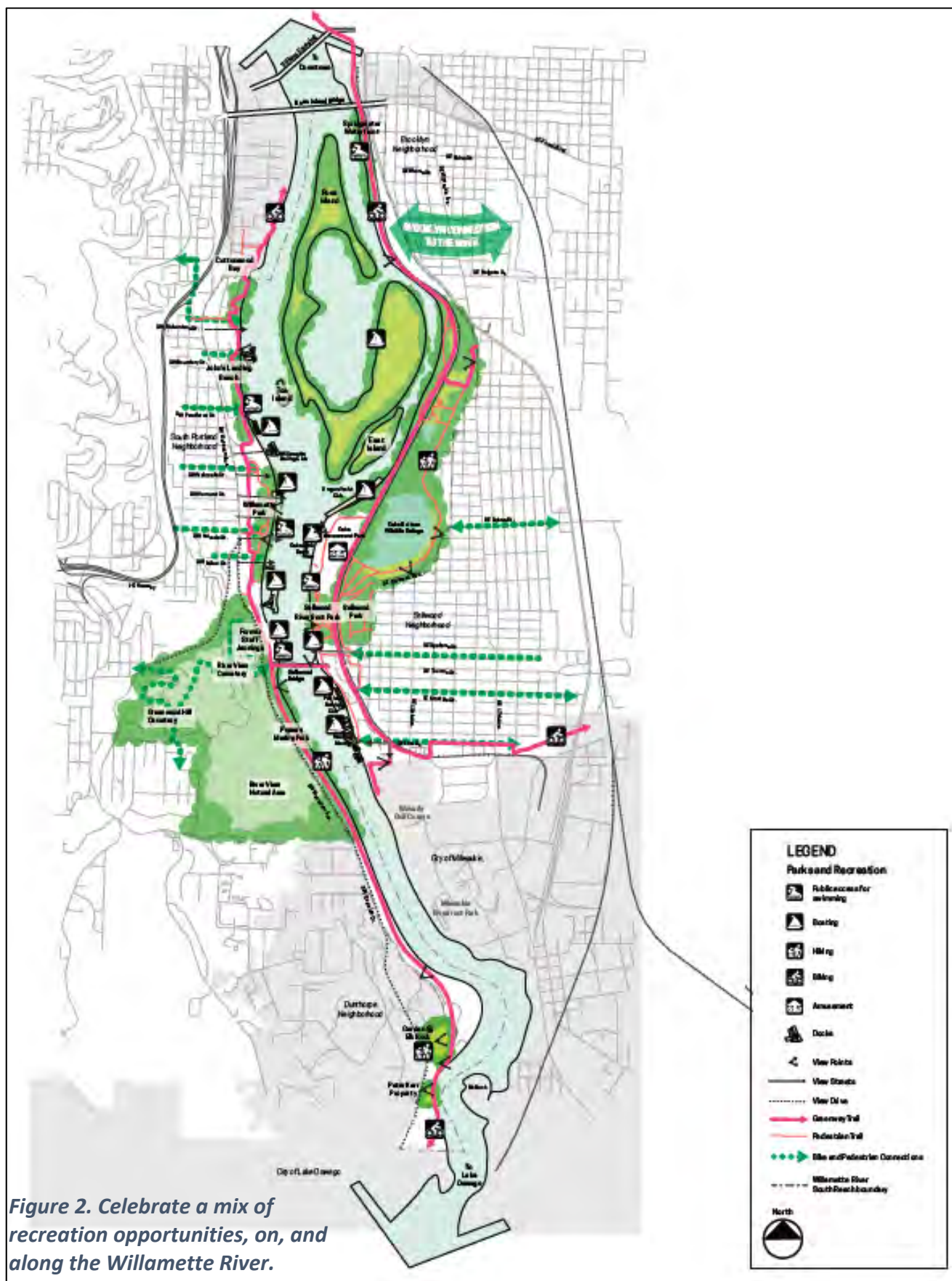
Connections between the river and its surrounding natural areas, including Oaks Bottom Wildlife Refuge, River View Natural Area and Willamette Park, have been strengthened to create upland habitat corridors and increase community appreciation of these natural features.

Neighborhoods on both sides of the river, including Brooklyn and Sellwood, have accessible paths to the river. Area residents enjoy an improved greenway trail. Miles Place has retained its character and the houses are safe from flooding. Floating home communities retain a special relationship with the river and all its activities.

The state, county, city and boating community have developed a plan so that paddlers, rowers, sailors, motor boaters, tour boats, water skiers and swimmers can **safely share the river** without impacting habitat.

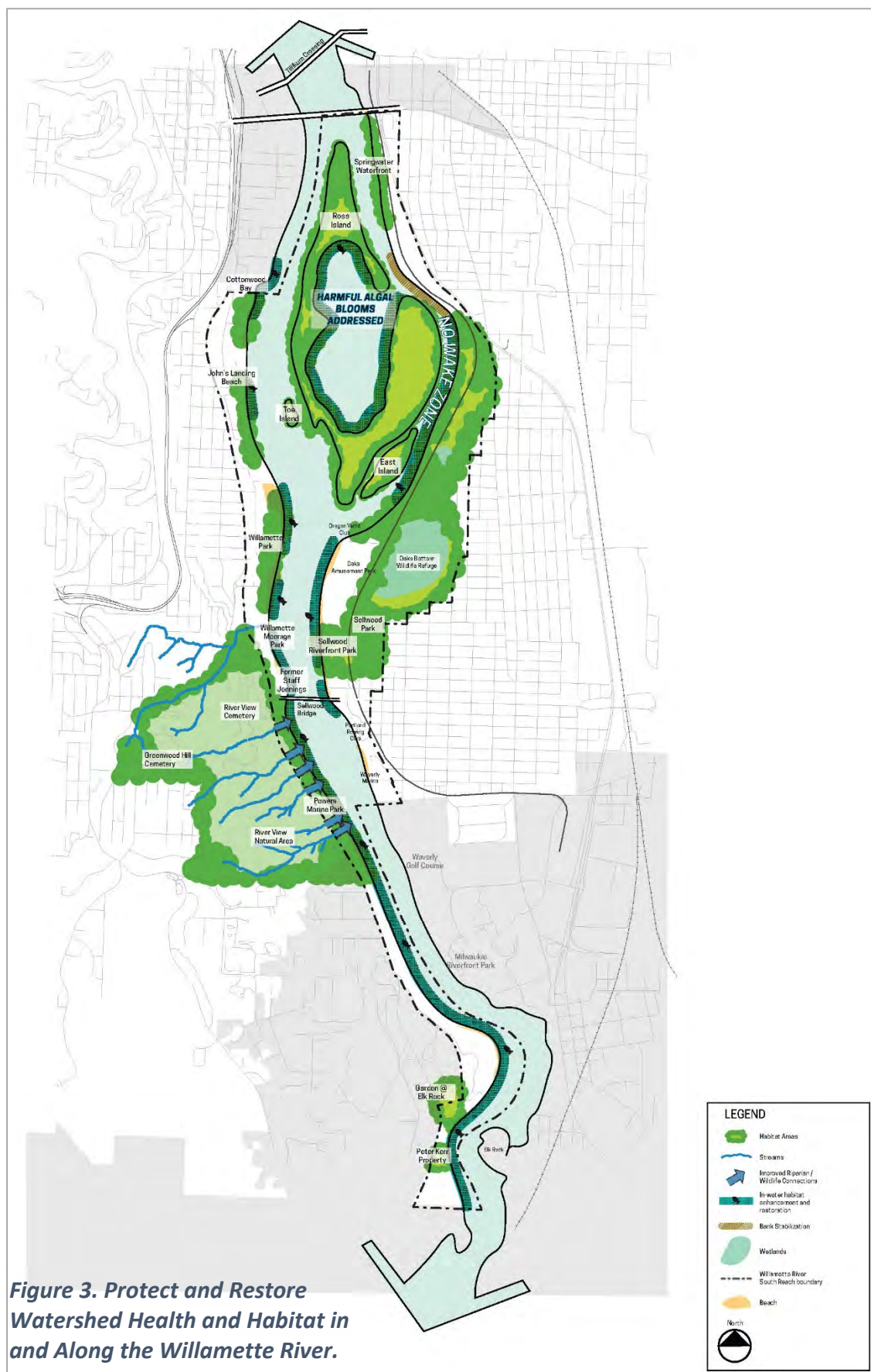
Finally, many transient boaters and houseless campers in the natural areas have improved their quality of life and have found permanent homes and needed services.

A healthy, accessible, vibrant river helps make Portland the wonderful place that it is.



CELEBRATE A MIX OF RECREATIONAL OPPORTUNITIES ON/AT THE WILLAMETTE RIVER

The South Reach offers many ways to access the river and riverfront for safe, quality recreation. Parks and facilities on both sides of the river are community gathering spaces that offer places to walk and roll, bicycle, observe wildlife, picnic, paddle, sail, motor boat and swim; and recreational programming serves all community members. Major public trails parallel the river and connect people to parks and natural areas as does the local street network. Overall, the South Reach is the hub of river recreation in Portland.



River Plan/South Reach Urban Design Concept

Natural Resources

In 2040 the South Reach plays a key role in the continued success of fish, wildlife and rare plants within the city and Oregon. Salmon habitat restoration efforts along the banks of the Willamette River now provide ample shallow water habitat opportunities for Willamette River salmon and steelhead. Ross Island Natural Area, Oaks Bottom Wildlife Refuge and Oaks Crossing Natural Area are managed and function as an interdependent complex that provides a diversity of habitats for South Reach fish and wildlife. Streams emanating from River View Natural Area and further west have been reconnected with the Willamette River to provide valuable cold water inputs into the river. Elk Rock Cliff to the south continues to support a thriving collection of rare species and habitats within the city and region. Partnerships and collaborations with nearby jurisdictions, tribal partners and community organizations have improved water quality and people's enjoyment of the natural beauty of the Willamette River corridor. Collectively, the South Reach represents an excellent example of how to effectively integrate natural resources into a vibrant urban fabric.