

# Exhibit F:

## River Plan / South Reach Findings of Fact Report

### December 2020

This Findings of Facts Report includes findings for the update of the Willamette River Greenway Inventory (December 2020) as amended by City Council. The inventory is adopted with River Plan / South Reach. This background existing conditions inventory is periodically updated by the City of Portland to continue compliance with Statewide Planning Goal 15: Willamette River Greenway Inventory (WRGI). The contents of the inventory are those required by the statewide planning goal. Since the inventory does not change Comprehensive Plan and zoning maps and text and is only for informational use, findings below made on the WRGI are limited to only those goals and policies that are relevant to the inventory.

Legislative amendments to the Comprehensive Plan goals, policies and map must be found to be consistent with the goals and policies of the Comprehensive Plan, Metro’s Urban Growth Management Functional Plan, the Statewide Planning Goals, and any relevant area plans adopted by City Council. (33.835.040 and 33.810.050).

The Comprehensive Plan requires that amendments to its elements, supporting documents, and implementation tools comply with the plan itself. “Comply” means that the amendments must be evaluated against the comprehensive plan’s applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation. (Policy 1.10)

Text amendments to the Zoning Code must be found to be consistent with the Comprehensive Plan, Urban Growth Management Functional Plan, and the Statewide Planning Goals. In addition, the amendments must be consistent with the intent or purpose statement for the base zone, overlay zone, and plan district where the amendment is proposed, and any plan associated with the regulations. (33.835.040)

Legislative zoning map amendments must be found to comply with the Comprehensive Plan Map with a zone change to a corresponding zone of the Comprehensive Plan Map. The change also must demonstrate that there are adequate public services capable of supporting the uses allowed by the zone.

- 1. **Finding:** The City Council has identified and addressed all relevant and applicable goals and policies in this document.
- 2. **Finding:** As discussed in more detail below, the City Council has considered the public testimony on this matter and has weighed all applicable goals and policies and on balance has found the River Plan / South reach amendments are consistent with and comply with the goals and policies of the Comprehensive Plan, Metro Urban Growth Management Functional Plan, Statewide Planning Goals and other relevant city plans.

# Findings on Statewide Planning Goals

State planning statutes require cities to adopt and amend comprehensive plans and land use regulations in compliance with state land use goals. The Statewide Planning Goals addressing citizen involvement and coordination apply to all legislative reviews. Many of the other goals focus on the assembly of information, proper analysis, and policy decisions.

**The Statewide Planning Goals that apply to Portland are:**

- Goal 1, Citizen Involvement
- Goal 2, Land Use Planning
- Goal 5, Natural Resources, Scenic and Historic Areas, and Open Spaces
- Goal 6, Air, Water and Land Resource Quality
- Goal 7, Areas Subject to Natural Hazards
- Goal 8, Recreational Needs
- Goal 9, Economic Development
- Goal 10, Housing
- Goal 11, Public Facilities and Services
- Goal 12, Transportation
- Goal 13, Energy Conservation
- Goal 14, Urbanization
- Goal 15, Willamette River Greenway

There are approximately 560 acres of land both within Portland’s municipal boundaries and beyond the regional urban growth boundary that can be classified as rural land. In 1991, as part of Ordinance 164517, the City Council took an exception to Goal 3 and 4, the agriculture and forestry goals, in the manner described and authorized by state law and Goal 2. Because of the acknowledged exception, **the following goals do not apply:**

- Goal 3, Agricultural Lands
- Goal 4, Forest Lands

Other Statewide Planning Goals apply only within Oregon’s coastal zone. The Statewide Planning Goal Glossary defines “Coast Zone” as “The area lying between the Washington border on the north to the California border on the south, bounded on the west by the extent of the state’s jurisdiction, and in the east by the crest of the coastal mountain range, with the exception of: (a ) The Umpqua River basin, where the coastal zone shall extend to Scottsburg; (b) The Rogue River basin, where the coastal zone shall extend to Agness; (c) The Columbia River basin, where the coastal zone shall extend to the downstream end of Puget Island. (Formerly ORS191.110).” Since Portland is not within Oregon’s coastal zone, **the following goals do not apply to this decision:**

- Goal 16, Estuarine Resources
- Goal 17, Coastal Shorelands
- Goal 18, Beaches and Dunes
- Goal 19, Ocean Resources

1. **Goal 1, Citizen Involvement.** To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

Goal 1 applies to all legislative land use decisions. Administrative rules under Goal 1 further require cities to:

- Designate a committee for citizen involvement;
- Provide for widespread citizen involvement with an opportunity for citizens to be involved in all phases of the planning process (developing, evaluating, and amending plans; and in the development, adoption, and application of legislation to carry out the plan - the subject of periodic review Task V);
- Adopt and publicize a program for citizen involvement that is appropriate to the scale of *Portland's River Plan / South Reach Plan* process;
- Provide the opportunity for the public to be involved in data collection;
- To assure that technical information is available in an understandable form;
- Assure effective two-way communication with citizens, including feedback mechanisms; and
- Assure a sufficient level of funding and human resources are allocated to the citizen involvement program to make citizen involvement an integral part of the planning process.

Portland adopted a Community Involvement Program on June 15, 2016. The Community Involvement Program serves as a framework to carry out policies from Chapter 2 — Community Involvement, of the 2035 Comprehensive Plan, and applies to legislative land use and transportation projects initiated by the City. Among the commitments that the City is asked to make in the Comprehensive Plan are the following:

- To provide a wide range of opportunities for involvement in planning and investment decisions.
- To achieve greater equity in land use actions through setting priorities and making decisions with meaningful involvement of under-served and under-represented communities.
- To meaningfully involve, in decision making, those who potentially will be adversely affected by the results of those decisions.
- To provide this meaningful involvement throughout the phases of planning and investment projects - issue identification and project design through implementation, monitoring, evaluation and enforcement.
- To provide well-designed, relevant, responsive and culturally-responsive public involvement.
- To build community capacity for meaningful participation and leadership in planning and investment decisions. A Community Involvement Committee was appointed in June 2018 to oversee implementation of the program.

The 2035 Comprehensive Plan Goal 2 findings demonstrate how that Community Involvement process followed the City's program requirements and meets the requirements of Statewide Goal 1. Therefore, Council finds that community members were afforded opportunities to be involved in all phases of the planning process.

A detailed approach to addressing the requirements of Goal 1 has been carried out for River Plan / South Reach project. A description of the planning process is described in Volume 1 along with a list

of all project-related meetings/events/outreach and is also summarized in this ordinance.

Additionally, as the River Plan / South Reach was produced, additional opportunities to give input into the plan were provided as follows. Due to the COVID-19 pandemic, all public meetings were held electronically after March 13, 2020. For the Planning and Sustainability Commission (PSC) and City Council meetings described below, all members of the PSC and City Council, as well as staff, attended hearings and meetings remotely by video and teleconference. Several avenues were made available for the public to participate in the PSC and City Council hearings including providing written testimony or testifying orally by video or teleconference. The public was also able to watch and listen to the PSC and City Council meetings via YouTube or public access television.

- **Discussion Draft.** Released on October 18, 2019, this draft of the plan presented a future vision, policy framework, and implementation strategies, along with natural and scenic resources protection plans. Two open house events and one Native American community meeting were held in November and early December. Each event was attended by 20-40 people. Public input on this first draft closed on November 27 and then was extended to December 7, 2019, and over 30 written comments were submitted.
- **Proposed Draft.** On January 16, 2020, the Proposed Draft of River Plan / South Reach was released in preparation for the PSC review of the plan. This draft of the plan was amended from the earlier Discussion Draft based on much of the public input provided during the review period of that draft. Prior to the first Planning and Sustainability Commission (PSC) public hearing, held on February 25, 2020, two public sessions were held on February 13 and 18, 2020, one on each side of the river in the project area, to provide those who may testify before the PSC with more specific information about plan elements.

The PSC held public hearings and work sessions between February and June 2020. During these meetings, public testimony was received on the Proposed Draft from about 1,000 people, amendments were proposed during work sessions and the PSC voted on the final Recommended Draft to be forwarded to City Council. The PSC held meetings for the plan on the following dates:

- Briefing:	February 11, 2020
- Hearing:	February 25, 2020
- Work Session:	March 10, 2020
- Work Session (virtual):	May 12, 2020
- Work Session (virtual):	May 26, 2020
- Public Hearing, Work Session & Vote (virtual):	June 23, 2020

The Design Commission held a public hearing on July 16, 2020 to take testimony on the Macadam Design Recommendations that are part of River Plan / South Reach. They held a deliberation session on July 23, 2020 and voted to recommend the Macadam Design Recommendations as amended to City Council as part of the Recommended River Plan / South Reach.

Additionally, the Willamette River Greenway Inventory (WRGI) Discussion Draft was published on October 12, 2020 and made available for public review and comment. On February 22, 2019 a Proposed Draft of the WRGI Proposed Draft was published, and public

notices of the March 26, 2019 Planning and Sustainability Commission public hearing was sent to approximately 5,000 property owners within the greenway boundary and others interested in the inventory. A public open house on the proposed draft was held on March 16, 2020. The WRGI Recommended Draft was published on October 12, 2020, and approximately 5,000 property owners within the greenway boundary and others interested in the inventory were sent public notice of the November 4, 2020 City Council public hearing on or about October 9, 2020.

- **Recommended Draft.** On October 12, 2020, the Recommended Draft of River Plan / South Reach was released in preparation of City Council review of the plan. This draft of the plan was amended from the earlier Proposed Draft and presents the recommendation of the PSC to City Council.

City Council held a public hearing and deliberations on River Plan / South Reach. Testimony was received on the Recommended Draft during the hearing and in writing before and after the hearing. Amendments were proposed during deliberations and the written record was reopened to receive public testimony on the amendments. The Council held virtual meetings for the plan on the following dates:

- Hearing:	November 4, 2020
- Deliberations & Initial Vote:	December 2, 10, 2020
- Final Vote:	December 16, 2020

The events and outreach strategies summarized here, and detailed in the Planning Process section and an Appendix in Volume 1, demonstrate consistency with the requirements of Statewide Planning Goal 1.

The process leading to the final Recommended Draft of River Plan / South Reach included a series of public meetings and events at every stage of plan development, where interested members of the public, community organizations and government entities and agencies participated. The project did not rely on one community involvement committee with a limited number of members. Instead, the project process included a number of targeted topical discussions with interested public, along with other public event and meetings where input was solicited.

In addition to the project meetings and events described above, meetings with neighborhood and business associations and interest-based organizations were held to ensure these groups had a chance to learn about and provide input on the plan.

BPS maintained a web page dedicated to River Plan / South Reach with contact information for project planners as well as tools such as a dedicated “Map App” website where interested members of the public can see specific proposals at various stages of plan development. Collectively, these tools provided extensive opportunity for community members to learn about the plan effort, review project documents and comment on the plan in numerous ways. A River Plan News electronic newsletter sent to hundreds of interested folks provided timely information on project events and meetings and draft plan releases for public review. Project communication with the public also happened through social media outlets, like Facebook and Nextdoor, and through neighborhood-based and other organizations.

Due to the COVID-19 pandemic Governor Brown issued a series of executive orders that impact local governments. Notably, on March 8, 2020, Governor Brown issued Executive Order 20-03 declaring a state of emergency due to COVID-19. Later, on March 23, Governor Brown issued Executive Order 20-12 declaring that non-essential gatherings outside of the home or place of residence are prohibited immediately, regardless of size.

On April 15, Governor Brown issued Executive Order No. 20-16 due to the COVID-19 pandemic requiring local governments to conduct public meetings by telephone, video, or other electronic means whenever possible. In order to move forward with city operations, the directive laid out instructions to conduct business virtually during this time. The Bureau of Planning and Sustainability proceeded with public noticing and events that following the guidelines outlined in the order, providing ample time for public input and participation.

A public notice was sent on or about October 9, 2020 for a City Council public hearing on River Plan/ South Reach to: (1) parties who testified at the February 25 and June 23 PSC public hearings; the City's legislative list; and, (2) people who provided mailing addresses on the River Plan / South Reach mailing list. A River Plan News electronic newsletter with details about the City Council public hearing on the River Plan / South Reach was sent to XXX people on October 15, 2020.

The record opened on October 9, 2020 when the Map App was live, and closed November 11, 2020 allowing ample time before and after the hearing for the public to review the River Plan / South Reach documents on the project website and submit testimony via the Map App tool on the project website or by mail to the City Council Clerk. The Findings of Fact Report was made available to public on November 3, 2020.

On November 4, 2020, the Portland City Council held a virtual public hearing and received written and oral testimony regarding the Recommended Draft of the River Plan / South Reach. The virtual public meeting was held using the Zoom platform. It was free to participants and it allowed them to provide testimony by phone or computer. Participants were given 2 minutes to testify. Participants could also watch the hearing on YouTube with closed caption accommodations.

At the November 4, 2020 hearing, 13 people testified and by the close of the written record on November 11, 28 written pieces of testimony had been received regarding the Recommended Draft. Additional findings in response to the testimony can be found in the Comprehensive Plan, Community Involvement Goals 2A-G and numerous other policies throughout the report.

On December 2, 2020, two amendments on the Recommended Draft were proposed. The record was reopened for written testimony from December 2, 2020 to December 7, 2020. A total of XX pieces of written testimony were received during that period. Based on the testimony, these findings were updated, as appropriate.

On December 16, 2020, City Council voted to approve the findings and to adopt the River Plan / South Reach as amended by City Council.

Additionally, the WRGI Recommended Draft was published on October 12, 2020, and approximately 5,000 property owners within the greenway boundary and others interested in the inventory were sent public notice of the November 4, 2020 City Council public hearing on or about October 9, 2020.

The findings for Goal 2 of the 2035 Comprehensive Plan demonstrate how that Community Involvement process followed the City’s program requirements and meets the requirements of Statewide Goal 1. Therefore, Council finds that community members were afforded opportunities to be involved in all phases of the planning process.

2. **Goal 2, Land Use Planning.** To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Goal 2, as it applies to the River Plan / South Reach amendments and the Willamette River Greenway Inventory (WRGI), requires the City to follow its established procedures for legislative amendments to the Comprehensive Plan policies, the Comprehensive Plan map, the Zoning Code, and the Zoning Map. The amendments and WRGI comply with this goal because, as demonstrated by findings below, the River Plan / South Reach amendments and WRGI were developed consistent with the Statewide Planning Goals, the Metro Urban Growth Management Functional Plan, 2035 Comprehensive Plan and Portland Zoning Code, as detailed in this ordinance.

Additionally, consistent with Goal 2, other government agencies received notice from the 35-day DLCD notice and the City’s legislative notices.

The City Council’s decision is based on the findings in this document and the findings are based on the evidence presented to the Planning and Sustainability Commission and City Council that are incorporated in the record that provides the adequate factual basis for this decision. On the Bureau of Planning and Sustainability’s web site, the following link [<https://www.portland.gov/bps/river-plan/south-reach>] provides access to a portion of the legislative record. This link was available to the public and City Council during the public hearing process. The Council legislative record specifically incorporates all materials linked on the project website which is located on the BPS website under Projects, South Reach and the materials contained in 5 boxes labeled River Plan / South Reach and stored in the Bureau of Planning and Sustainability offices and listed in the index on the project website.

The River Plan / South Reach amendments were also developed in coordination and partnership with all applicable City of Portland bureaus, interested tribal governments, state agencies, such as the Oregon State Marine Board, Department of Land Conservation and Development, and local agencies, such as TriMet, Metro, and Multnomah County. Thus, River Plan / South Reach is consistent with the requirements of Statewide Planning Goal 2. Input was received from a few tribal governments, the Oregon State Marine Board, the Department of State Lands and others.

The WRGI was also developed in coordination and partnership with applicable City of Portland bureaus, state agencies like the Department of State Lands and the Oregon State Marine Board, and the Port of Portland. Thus, the WRGI is consistent with the requirements of Statewide Planning Goal 2.

3. **Goal 5, Open Space, Scenic and Historic Areas, and Natural Resources** To protect natural resources and conserve scenic and historic areas and open spaces.

#### **Scenic Resources**

- a) The plan includes an updated inventory of scenic resources in the South Reach, which was developed based on the procedures and requirements for complying with Goal 5. The policies

and development standards in the plan protect significant scenic resources identified in the adopted *River Plan / South Reach Scenic Resources Protection Plan* (Volume 2);

- b) The plan includes an economic, social, environmental and energy analysis (ESEE) for the scenic resources (Chapter 3 of Volume 2). The ESEE analysis was developed based on the procedures and requirements for complying with Goal 5. The ESEE includes identification of conflicting uses, determination of the impact area, analysis of the ESEE consequences of allowing, limiting, or prohibiting conflicting uses, and development of a program to protect and conserve specified resources identified in the inventory;
- c) Scenic resource (s) overlay zones have been applied to significant scenic resources and limit development and vegetation within views. The river overlay zoning regulations, found in 33.475, require that public viewpoints associated with designated views be developed to provide public access to the scenic resource.

### **Historic Resources**

1. The City completed a Historic Resources Inventory pursuant to Statewide Planning Goal 5 in 1984. Information about inventoried properties and designated local and National Register of Historic Places historic resources is provided in the draft Existing Conditions and the Willamette River Greenway Inventory. The City Council recognizes that 2007 changes in State Administrative Rule allow for the Inventory to be updated. The regulations included in Chapter 33.445, do not provide a viable land use procedure for updating the Historic Resources Inventory. The River Plan / South Reach does not address this, but a separate zoning code project, the Historic Resources Code Project, anticipates addressing this.
2. The River Plan / South Reach maintains the City's policies and regulations for identifying, designating, and protecting historic resources within the River Plan / South Reach. These regulations, codified primarily in Chapters 33.445, Historic Resource Overlay Zone, provide a citywide approach to protecting historic resources consistent with statewide land use Goal 5, including historic resource review and demolition review procedures for significant historic resources.
3. The River Plan / South Reach includes new archaeological resource protection regulations in the River Overlay Zone chapter (33.475) that apply to mapped sites considered to have a high probability of containing precontact Native American archaeological resources. The regulations provide a process to survey areas prior to ground disturbing activities and development and steps for protecting any identified archaeological resources during the development process. The new regulations were informed by archaeological, historical and environmental research, and the development of a "sensitivity model" for the South Reach, undertaken by Willamette Cultural Resource Associates. See Volume 1, Section D Tribal Engagement, and Appendix B Technical Memorandum from Willamette Cultural Resources.
4. River Plan / South Reach also supports the protection of historic resources by allowing designated historic and conservation landmarks within river setback areas to contain non-river-dependent and non-river-related land uses. This increases land use and development flexibility for these resources, decreasing the likelihood of their demolition and increasing the likelihood of adaptive re-use.



5. River Plan / South Reach also includes several actions that call for City bureaus to work with tribal representatives and the urban native community on projects and programs to honor Native American customs, history, traditions and culture, and educate the public.

The findings for Comprehensive Plan policies 4.46-4.58 also address cultural and historic resources and demonstrate consistency with Goal 5.

### **Natural Resources**

Per OAR 660-023-0240(2) Goal 15 supersedes the requirements of Goal 5 for natural resources also subject to and regulated under Goal 15. The majority of Goal 5 natural resources in the River Plan / South Reach study area are located within the Willamette Greenway and therefore are regulated by Goal 15. Discussion of Goal 15 is provided below.

Due to topographic characteristics and established connections with existing Willamette Greenway natural resources and functions, a limited number of properties outside of the Greenway boundary were included in the River Plan / South Reach. A total of 196 parcels outside the Greenway boundary, comprising 41.1 acres, were included in the River Plan / South Reach study area. Per OAR 660-023-0080, "Metro may adopt one or more regional functional plans to address all applicable requirements of Goal 5 and this division for one or more resource categories and to provide time limits for local government to implement the plan.... Upon acknowledgement of Metro's regional resource functional plan, local governments within Metro's jurisdiction shall apply the requirements of the functional plan for regional resources rather than the requirements of this division." The resources located outside of the Greenway Boundary are all address by Metro Urban Growth Management Functional Plan Title 13 and acknowledged by DLCDC as meeting Goal 5. Therefore, the River Plan/South Reach amendments are consistent with Goal 5 by complying with Metro Title 13 (see Metro Urban Growth Management Functional Plan findings).

### **Open Spaces**

See findings for Goal 8, Recreational Needs to demonstrate that the River Plan / South Reach is consistent with the requirements of Statewide Goal 5.

**Generally.** As shown below in the findings for the 2035 Comprehensive Plan, the River Plan / South Reach amendments are consistent with the goals and policies of Chapter 4 (Design and Development, including Historic and Cultural Resources) and Chapter 7 (Environment and Watershed Health). The findings in response to those goals and policies are incorporated here by reference, and they further support the finding that the River Plan / South Reach amendments are consistent with Statewide Planning Goal 5.

## **4. Goal 6, Air, Water, and Land Resource Quality. To maintain and improve the quality of the air, water and land resources of the state.**

Goal 6, Air, Water and Land Resource Quality, requires the maintenance and improvement of the quality of air, water, and land resources. The amendments are consistent with this goal because they:

- a) Maintain and expand natural resources and the functions they provide by applying the new River Environmental overlay zoning to significant natural resource areas in the River Plan / South Reach study area, including resources located on the land and in the water. The plan

includes a natural resource inventory that identifies riparian and wildlife habitat resources and functional values, as well as Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. The River Environmental zoning will protect and conserve the identified resources by limiting development within natural resource areas, encouraging environmentally sensitive development, and requiring mitigation when development has a detrimental impact on the functions and values;

- b) Expand the river setback for new development in a large portion of the South Reach, update river setback landscaping requirements to improve riparian vegetation, and add policies, actions, and development standards aimed at expanding tree canopy, all of which will increase the amount of vegetation and, consequently, improve air quality in the study area.
- c) Clarify the City's regulations for the removal and remediation of hazardous substances. The clarifications will ensure that clean-up of hazardous substances in the South Reach occurs in a way that meets City goals and policies, including goals related to the conservation of existing natural resources and the use of natural bank treatments in the final design of clean up actions. Existing zoning in the area does not provide substantial guidance on these issues;
- d) Maintain existing regulations, including City Zoning Title 10, Erosion Control, and the Stormwater Management Manual. These regulations will continue to apply to future development to maintain and improve water quality;
- e) Improve air quality through identifying a public trail alignment for the South Reach on the zoning maps, clarifying the Zoning Code regulations requiring development of the public trail, and identifying and prioritizing trail development capital improvement projects that the City should implement. The public trail alignment and identified bicycle and pedestrian connections will link the South Reach and nearby neighborhoods to work centers in the Central City as well as activities in other parts of the city. These routes will be safe and convenient while also encouraging the more energy efficient use of bicycles and walking as a transportation mode. Increasing the number of trips by bike or walking will reduce vehicle miles traveled and reduce air pollution;
- f) Identify areas for improved access and infrastructure for non-automotive and active transportation options, such as bicycling, walking, and transit, which will help to reduce total miles traveled by car as well as single occupancy trips.

**Generally.** As shown below in the findings for the 2035 Comprehensive Plan, the River Plan / South Reach amendments are consistent with the goals and policies of Chapter 7 (Environment and Watershed Health). The findings in response to this goal and its policies are incorporated here by reference, and they further support the finding that the River Plan / South Reach amendments are consistent with Statewide Planning Goal 6.

5. **Goal 7, Areas Subject to Natural Disasters and Hazards.** To protect people and property from natural hazards.

Goal 7, Areas Subject to Natural Hazards, requires the protection of life and property from natural hazards. The amendments are consistent with this goal because:

- a) City programs that are deemed in compliance with Title 3 requirements for flood management, and erosion and sediment control (i.e., Title 10 Erosion Control, and the balanced cut and fill requirements of Title 24), are unchanged;
- b) All development that is not river-dependent or river-related is required to setback 50 feet from the top of bank in the River General overlay zone. The setback will limit development within areas that are often subject to flooding thereby protecting people and property;
- c) Development that is not river-dependent or river-related within the new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area; and,
- d) The River Environmental overlay zone is applied to significant natural resource areas, including all floodplains and other areas subject to natural hazards, such as steep slopes. The overlay zoning will guide development away from significant natural resources and require mitigation when development occurs, thereby protecting public health and safety and property from natural disasters and hazards.

**Generally.** As shown below in the findings for the 2035 Comprehensive Plan, the River Plan / South Reach amendments are consistent with the goals and policies of Chapter 7 (Environment and Watershed Health) and the findings in response to those goals and policies are incorporated here by reference. Therefore, River Plan / South Reach amendments continue to protect people and property from natural hazards, consistent with the requirements of Statewide Planning Goal 7.

6. **Goal 8, Recreational Needs.** To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

Goal 8, Recreational Needs, requires satisfaction of the recreational needs of both citizens and visitors to the State. The amendments are consistent with this goal by:

- a) The City’s *Vision 2020 Plan* (2001) is a comprehensive long-range citywide assessment and plan of parks, recreation and open space land, facilities and services. It sets targets for land acquisition and services to be provided throughout the City including the greater South Reach area; and considers existing and future population and corresponding recreational demands. The River Plan / South Reach is consistent with and updates the *Vision 2020 Plan* for the South Reach area. The plan contains policies and related actions to be completed over the next 20 years that support enhancing on-land and in river active and passive recreational opportunities. Specific actions include activities to acquire natural areas when in public ownership, conduct and/or implement parks’ master plans and a public swimming beach study, make recreational improvements to existing facilities, improve greenway trails and extend trail connections, with further specific examples to follow;

- b) Retaining and expanding over 300 acres of Open Space zoning in the South Reach and allowing a limited amount of new retail development on three mapped public open space sites. Small retail uses at public recreation sites, such as bike or kayak rentals, will enhance the recreational experience;
- c) Creating/improving light watercraft launching sites, identifying motorboat fueling and pump out facilities, and rebuilding the Sellwood Dock for recreational boating. Since the Oregon State Marine Board has the authority to regulate boating, testimony from the Planning and Sustainability Commission hearing on June 23, 2020 was forwarded to the Oregon State Marine Board to inform their decision-making;
- d) Developing public-private partnerships such as with Oaks Amusement Park, to provide more river recreation, e.g. swimming beach;
- e) Coordinating with Native Americans, immigrants and communities of color to provide meaningful recreation and traditional uses, programs and improvements at public parks and natural areas, to better meet the needs of these underserved groups;
- f) Expanding the river setback to 50 feet from top of bank. The standard requires that non-water-dependent and non-water-related development in the River General overlay zone set back from the Willamette River. The setback will not apply to water-related or water-dependent uses (the City uses the term river-related and river-dependent and the definitions of those terms include the state definitions of water-related and water-dependent). Statewide Planning Goal 15 requires a “setback line” to be established to “keep structures separated from the river in order to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Willamette River Greenway.” Goal 15 also specifically states that the setback “shall not apply to water-related or water-dependent uses.” The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3), public input and existing conflicts on the Greenway trails (on both the east and west sides of the river), the expansion of the river setback is appropriate because the purpose of the river setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. Expanding the minimum development setback for all riverfront properties to 50 feet will provide additional space for the Greenway trail, important riparian natural resources and scenic opportunities along the riverbank;
- g) Designating public viewpoints along the Willamette River and in upland areas and allowing for maintenance of vegetation within the view corridors to protect visual access to the Willamette River and to surrounding natural features (e.g., Mt Hood) for the public. The River overlay zoning regulations, found in 33.475, require that public viewpoints associated with designated views along the Willamette River be developed to provide public access to identified scenic resources;

- h) Applying a standard in the River Environmental overlay zone to allow temporary structures (aka swimming platforms) within the Willamette River and an on-land structure for storing life-safety equipment during the summer months at public swimming areas; and
- i) Making improvements to existing greenway trails on both sides of the river with additional amenities and design fixes that reduce conflicts between users, extending the trail on the west side to Lake Oswego, improving Brooklyn neighborhood access to the Springwater Corridor Trail, and establishing a parallel bicycle facility to the Willamette Greenway Trail to reduce congestion on the primary north-south trail.

**Generally.** As noted below in the findings for the 2035 Comprehensive Plan, the River Plan / South Reach amendments are consistent with the goals and policies of Chapter 8 (Public Facilities and Services) and the findings in response to those goals and policies are incorporated here by reference. Therefore, River Plan / South Reach amendments additionally satisfy the recreational needs of the citizens consistent with the requirements of Statewide Planning Goal 8.

Additionally, the Willamette River Greenway Inventory (WRGI) is consistent with Goal 8 Recreational Needs because it addresses recreational needs within the Willamette River Greenway boundary.

**7. Goal 9, Economic Development.** To provide adequate opportunities throughout the state for a variety of economic activities vital to health, welfare, and prosperity of Oregon’s citizens.

The recently adopted *2035 Comprehensive Plan* conducted extensive city-wide analysis, to demonstrate compliance with Goal 9. The River Plan / South Reach is a specific plan to update the Willamette Greenway Plan for a section of riverfront that is mostly dedicated to parks and recreation, natural areas and riverfront communities. There are no sites in the project area designated industrial, and there is only 26 acres out of a total 718 acres designated for employment uses. There are no changes to these designated employment lands in the South Reach, and there are a very limited number and acreage of changes to commercial mixed-use land use designations. Based on the above, there is very little effect on economic development in this plan. The findings below demonstrate the plan’s limited relevance to this goal.

- Rezoning – Approximately 6 acres of Commercial Employment zoning is rezoned to Mixed Commercial 2 (CM2) to reflect the current and future anticipated use of the site as floating home moorages. About 4.5 acres of Commercial Employment zoning is rezoned to Open Space (OS) zoning to reflect its future anticipated use for riverside recreation. The new Sellwood Bridge project made this isolated Commercial Employment site difficult to access by motor vehicles, reduced the site size for development and is located in the floodplain, all making it difficult to continue as a commercial employment site. The site is publicly owned, adjacent to Open Space zoning and is planned for riverside recreation.
- There are a few provisions related to parks and recreation that would benefit economic redevelopment in the South Reach. One zoning standard allows a limited amount of retail development at three identified public park/recreation sites. Small local businesses that support public recreation could locate at these sites. A couple of actions encourage public-private partnerships to develop and/or expand publicly accessible recreation facilities and experiences. There is an economic development opportunity related to the identification

and implementation of a boat fueling and pump out station. And finally, the promotion of recreation opportunities in the South Reach could lead to more private recreation businesses, such as bicycle rentals or boating safety classes and supportive retail like restaurants.

- There are transportation actions that would bring more people into the South Reach area and would benefit local businesses. One action looks to identify and evaluate a river transit stop at Oaks Amusement Park or a nearby location. Another action increases transit services in the South Reach and benefits area employees and visitors. There are actions related to improving bicycle and pedestrian facilities within the South Reach and expanding these facilities outside of the South Reach to connect to the South Reach facilities like the greenway trail.
- The Economic, Social, Environmental and Energy (ESEE) analyses completed as a part of the Scenic Resources Protection Plan and the analysis of protection options in the Natural Resources Protection Plan identified a limited number of economic considerations associated with the changes proposed in the plan, including the potential for increased property values near identified scenic resources, the economic value of ecosystem services provided trees, vegetation and other natural resources, and the reduction in costs associated with decreased floodplain risk resulting from improved floodplain management in the study area.

**Generally.** As noted below in the findings for the 2035 Comprehensive Plan, the River Plan / South Reach amendments are consistent with the goals and policies of Chapter 6 (Economic Development) and the findings in response to those goals and policies are incorporated here by reference. Therefore, with the River Plan / South Reach amendments, the City of Portland continues to provide adequate opportunities for a variety of economic activities consistent with the requirements of Statewide Planning Goal 9.

Additionally, the Willamette River Greenway Inventory (WRGI) is an inventory of existing conditions within the Willamette River greenway boundary, and as such provides information and data specific listed in Statewide Planning Goal 15, including land currently committed to industrial, commercial and residential uses. The WRGI provides current land use and zoning information for specific uses. It is different from but not inconsistent with Goal 9 because it demonstrates land currently committed to economic activities but does not address potential capacity or future growth of industrial and employment lands within the greenway boundary. Therefore, the WRGI is not inconsistent with Goal 9.

**8. Goal 10, Housing. To provide for the housing needs of citizens of the state.**

Goal 10 specifies that each city must plan for and accommodate needed housing types. As used in ORS 197.307 “needed housing” means all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes, and includes attached and detached single-family housing and multiple family housing for both owner and renter occupancy.

Goal 10 requires each city to inventory its buildable residential lands, forecast future needs, and zone enough buildable land to meet those needs. The recently adopted *2035 Comprehensive Plan* included a city-wide analysis to demonstrate compliance with Goal 10. The River Plan / South Reach is a specific plan to update the Willamette Greenway Plan for a section of riverfront that is mostly dedicated to parks and recreation, natural areas and established riverfront communities. Housing was not a primary focus of this plan. The findings below summarize plan actions consistent with this goal.

- a) River Plan / South Reach rezoning amendments total about 11 acres and include one rezoning from Commercial Employment (CE) to Commercial/Mixed Use 2 (CM2) to reflect the current and future continued use of floating home moorages. Two other changes to correct split zoning of two residential sites are small in size (.1 acre or less). None of these changes significantly affect the residential development capacity of Portland;
- b) New development standards for all residential types in the River Environmental overlay zone (33.475.440.O) will allow for new residential structures to be approved without a land use review if established criteria are met. This provides the required two-track system for approval of needed housing in the River Plan / South Reach study area;
- c) A plan action will revisit the Macadam Plan District zoning designations and regulations with the local community through a planning process in the next five years. The project will update the area's zoning as a comprehensive plan-designated neighborhood center with the S. Macadam civic corridor running through it. At that time, housing needs for a broader area than that of the Macadam portion within the Willamette Greenway boundary will be considered;
- d) A plan action calls for development of a Sellwood Bridgehead Development Concept and there is an opportunity to consider additional housing in this bridgehead planning effort; and

**Generally.** As noted below in the findings for the 2035 Comprehensive Plan, the amendments are consistent with the goals and policies of Chapter 5 (Housing) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, River Plan / South Reach amendments are consistent with the requirements of Statewide Planning Goal 10.

9. **Goal 11, Public Facilities and Services.** To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

As part of the development of the *2035 Comprehensive Plan*, Ordinance 187831, *Citywide Systems Plan*, was adopted. The plan, that also addressed the River Plan / South Reach study area, ensures that River Plan / South Reach is consistent with the requirements of Statewide Planning Goal 11.

As noted below in the findings for the 2035 Comprehensive Plan, the River Plan / South Reach amendments are consistent with the goals and policies of Chapter 8 (Public Facilities and Services) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, River Plan / South Reach amendments are consistent with the requirements of Statewide Planning Goal 11.

10. **Goal 12, Transportation.** To provide and encourage a safe, convenient and economic transportation system.

The Oregon Transportation Planning Rule (TPR) was adopted in 1991 and amended in 1996 and 2005 to implement State Goal 12. The TPR requires certain findings if the proposed Comprehensive Plan Map amendment, Zone Change or regulation will significantly affect an existing or planned transportation facility.

Section 660-012-0045 of the TPR requires local governments to adopt land use regulations that designate “types and densities of land uses adequate to support transit” and those that “reduce reliance on the automobile and allow transit-oriented developments on land along transit routes.”

Section 660-012-0060(1) of the TPR requires “amendment to a functional plan, an acknowledged comprehensive plan, or a land use regulation that would significantly affect an existing or planned transportation facility,” to ensure that allowed land uses are consistent with the identified function, capacity and performance standards of the affected facility. This requirement can be met by “adopting measures that demonstrate allowed land uses are consistent with the planned function, capacity, and performance standards of the transportation facility.” These amendments support these requirements in the following manner:

- A. The adopted 2035 Comprehensive Plan includes the Transportation Systems Plan (TSP), which was adopted in three phases (Ordinance 187832, 188177, and 188957). Phase 1 and 2 was submitted as part Task Four of Periodic Review; and both were approved by LCDC Order 18 – WKTSK – 001897 on August 8, 2018. Phase 3 of the Transportation System Plan was adopted as a post-acknowledgement plan amendment by Ordinance No. 188957, became effective on June 23, 2018. The TSP includes a congestion performance analysis of the 2035 Comprehensive Plan Map.
- B. The River Plan / South Reach amendments do not change the functional classification of any existing or proposed transportation facility, nor do they change the standards implementing a functional classification system.
- C. River Plan / South Reach includes about 11 acres of rezoning in a project area of 730 acres and, within that, less than 5 acres of comprehensive plan re-designation to reflect existing uses and development, including a re-designation of 4.5 acres for a floating home moorage development and two other small changes to correct split zoning of residential developments. One map re-designation from Commercial Employment (CE) to Open Space (OS) for riverside recreation on less than 5 acres will not generate significantly more traffic, as most people will access the site by light watercraft from the river or by bicycle or walking from the Willamette Greenway Trail. A Portland Bureau of Transportation review of the map re-designations finds that the largest rezoning along S. Macadam Avenue proposes to reduce the future employment reallocation. There should not be added traffic to future traffic projected by the adopted City comprehensive transportation model. Therefore, these very limited changes in the River Plan / South Reach do not alter the existing or planned capacity of the transportation system;
- D. River Plan / South Reach contains numerous actions to improve bicycle and pedestrian access and safety, including improvements to the greenway trails and connections to them



such as from the Brooklyn neighborhood to the river, a parallel bicycle route to the Willamette Greenway Trail on the west side of the river, an extension of the trail to Lake Oswego, and filling in remaining gaps in the greenway trail system. There is also an action to follow up with the Oregon Department of Transportation to better understand what the Special Transportation Area classification means for S Macadam Avenue and how to make this corridor more pedestrian and bicycle friendly. Other actions implement a Transportation System Plan project for Tacoma Main Street improvements and design and make improvements to multi-modal conflicts by the Springwater Corridor Trail at SE Spokane Street/Oaks Park Way;

- E. River Plan / South Reach contains actions to extend the Portland Streetcar from South Waterfront to Lake Oswego and to improve public transit services to and through the South Reach on both sides of the river; and
- F. River Plan / South Reach includes an action to identify a location at Oaks Amusement Park or another nearby location as a potential river transit stop and evaluate it as part of river transit planning.

**Generally.** As noted below in the findings for the 2035 Comprehensive Plan, the River Plan / South Reach amendments are consistent with the goals and policies of Chapter 9 (Transportation) of the 2035 Comprehensive Plan and the findings in response to those goals and policies are incorporated by reference. Therefore, the River Plan / South Reach amendments are consistent with the requirements of Statewide Planning Goal 12.

11. **Goal 13, Energy Conservation.** To conserve energy.

Goal 13 requires that land use plans contribute to energy conservation. The *Growth Scenario Report* adopted with periodic review Task IV of the *2035 Comprehensive Plan* (Ordinance 187831) contains information about how energy conservation was considered in the development of the comprehensive plan. The River Plan / South Reach includes a new Zoning Code amendment that requires any exterior lighting installed to minimize lighting impacts, while also reducing energy usage of those fixtures. Additionally, the new Macadam Character Statement that will be used to guide future development in the Macadam Plan District directs new developments to incorporate environmentally-friendly building practices and techniques, which would include energy efficiency measures. These amendments and the City's other green building development standards, along with the plan's new multimodal transportation elements aimed at reducing single-occupancy vehicle (SOV) trips and increasing bike and pedestrian uses, contribute to a more energy-efficient South Reach study area and are consistent with Statewide Planning Goal 13.

12. **Goal 14, Urbanization.** To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Goal 14 and its administrative rule assign most of these functions to Metro rather than the City. The City's role is limited to accepting the share of regional household and employment growth allocated by Metro and demonstrating that this growth can be accommodated in an orderly and efficient manner that preserves and enhances livability. The template for this desired development pattern is the *Region 2040 Growth Concept*, which is carried out by Metro's *Urban Growth Management*

*Functional Plan* (UGMFP). The growth concept emphasizes development within designated centers and corridors.

The Goal 2 analysis performed for the *Growth Scenarios Report* adopted by periodic review Task III (Ordinance 187831) provided substantial evidence that the spatial development pattern of urban jobs and housing allowed by the *2035 Comprehensive Plan Map* is compatible with the *Region 2040 Growth Concept*, ensures efficient use of urban land through infill and redevelopment opportunities, and will provide for more complete and livable communities.

River Plan / South Reach is consistent with the *2035 Comprehensive Plan* and Statewide Planning Goal 14.

13. **Goal 15, Willamette River Greenway.** 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.

Goal 15, Willamette River Greenway, requires the protection, conservation, enhancement, and maintenance of the natural, scenic, historic, agricultural, economic, and recreational qualities of land along the Willamette River. The City's Willamette Greenway Plan was first adopted in October 1979 (Ordinance 148537). The Willamette Greenway Plan was acknowledged by reference when the Oregon Land Conservation and Development Commission (LCDC) acknowledged Portland's Comprehensive Plan in May 1981. The Willamette Greenway Plan was updated in November 1987 (Ordinance 160237) and acknowledged by LCDC as a post-acknowledgement plan amendment. The River Plan / South Reach is a further update of the Willamette Greenway Plan for the area within the South Reach boundary. The amendments are consistent with this goal because:

- A. The River Plan / South Reach is an update to Goal 15 for a section of the riverfront and the Plan's Willamette River goals, policies and actions protect, conserve, enhance and maintain the natural, scenic, historical, economic and recreational qualities of land along the Willamette River in the South Reach. Policies and actions promote the multifunctional river/riverfront that provides safe and enjoyable recreation, a prosperous and vibrant riverfront, supports river transportation, improves watershed health and native species recovery, encourages context-sensitive riverfront development and promotes improvements and activities that strengthen the physical, visual, and historic/cultural connections of the river to the adjacent riverfront communities.
- B. Inventories: The *Willamette River Greenway Inventory* was completed in October 2014 and acknowledged by LCDC in 2014. A revised inventory dated December 2020 has been completed and is included with River Plan / South Reach adoption. It includes more recent information from City-adopted plans and projects including: the 2035 Comprehensive Plan, Central City 2035, Better Housing By Design and River Plan / South Reach. The inventory includes existing conditions information pursuant to Statewide Planning Goal 15 on agricultural lands, aggregate excavation and processing, public recreation and access, recreational needs, timber resources, industrial uses, commercial uses, residential uses, significant natural areas and vegetative cover, fish and wildlife habitat, hydrologic conditions, ecologically fragile areas, acquisition area, scenic area, and historic and archaeological sites. Consistent with Statewide Planning Goal 15, this inventory is the first step in evaluating and updating the City's greenway regulations as part of future river planning efforts.

Inventories of natural and scenic resources have been updated as part of River Plan / South Reach. The *River Plan / South Reach Natural Resources Protection Plan* (December 2020) includes an inventory of the location, quantity and quality of identified natural resources throughout the study area, which includes all riparian and upland areas of the Greenway boundary, and for specified inventory sites. The *River Plan / South Reach Scenic Resources Protection Plan* (December 2020) inventories views and public viewpoints, view streets, scenic corridors, scenic sites and visual focal points within inventory sites in the study area.

- C. Boundaries: There are no proposed amendments to the Willamette River Greenway boundaries in the South Reach, which are shown on the City's zoning maps. The boundary's extent is land and river area designated with the River General overlay zone, River Recreational overlay zone and the River Environmental overlay zone. The zoning ordinance also refers to the boundaries of the Willamette River Greenway and is the area that must be consistent with and implement the purpose and intent of Statewide Planning Goal 15. The Greenway boundary in the South Reach includes, at minimum, all lands within 150 feet of the ordinary low water line on each side of the river channel and the total area within the boundary does not exceed, on average, 320 acres per river mile.
- D. Uses: Uses within the Willamette River Greenway in the South Reach are managed as follows:
- 1) There are no agricultural lands within the Greenway in the South Reach, therefore there is no exclusive farm zoning;
  - 2) There are no timber resources within the Greenway in the South Reach. Aggregate resources were harvested from Ross Island lagoon beginning in the mid-1920's to the early 2000's. Dredging of the lagoon for sand and gravel ceased in 2001;
  - 3) Open space areas continue to have Open Space (OS) zoning applied to them. There are 305 acres in recreation and Open Space zoning in the South Reach. With River Plan / South Reach, under 5 acres of publicly owned land is rezoned to Open Space (OS) zoning to reflect current and future anticipated uses for recreation and/or natural areas. The River Recreational overlay zone allows a limited amount of retail structures in the OS zone outside of the river setback to support riverfront recreation and enjoyment, such as bike or kayak rentals and cafes;
  - 4) The River General overlay zone will continue to include the river setback standard that requires all non-water-dependent and non-water-related development to be set back from the Willamette River. In about half of the study area, the setback is increasing from 25 feet to 50 feet from the top of bank of the river. (Roughly 50 percent of the River Plan / South Reach study area previously had a 50-foot river setback as a part of the River Quality overlay zone requirements.) The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) (Volume 3) and public input, the expansion is appropriate because a wider setback is needed to meet the purpose of the river setback, which is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The setback will not apply to water-dependent or water-related uses (the City uses the

term river-related and river-dependent and the definitions of those terms include the state definitions of water-related and water-dependent), and non-conforming development can continue in the river setback but cannot expand further into the river setback. Expanding the minimum development setback for all riverfront properties to 50 feet will provide additional space for important riparian natural resources, the Greenway trail, and scenic opportunities;

5) Significant fish and wildlife habitats have been identified in the *River Plan / South Reach Natural Resource Protection Plan*. The protection plan includes:

- An updated inventory with information about the location, quantity and quality of identified natural resources for the South Reach and for specified inventory sites;
- An evaluation of alternatives and recommendations for protecting significant natural resources. The evaluation includes identification of conflicting uses, analysis of the consequences of allowing, limiting, or prohibiting conflicting uses, and an implementation program to protect and conserve specified resources identified in each inventory site;
- Updates to the River General overlay zone include an increase in the width of the river setback to limit the impacts of development on natural resources and new residential dock standards to limit impacts of docks on threatened and endangered species;
- Application of the River Environmental overlay zone to significant natural resources. The zoning regulations will limit or strictly limit development within the significant resource areas including rivers, streams, wetlands, all floodplains (including both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and medium- and high-value riparian resources. The River Environmental overlay zone is applied, at minimum, to all land within 100 feet of top of bank and Special Habitat Areas. Special Habitat Areas are the City's updated equivalents of the Habitats of Concern that Metro designated for its regional inventory, as a part of Metro's Title 13, Nature in Neighborhoods. (To avoid confusion with a similarly-named Oregon Department of Fish and Wildlife designation, the City of Portland renamed these areas Special Habitat Areas.) Special Habitat Areas contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Special Habitat Areas in the Greenway boundary in the South Reach include the Willamette River and riparian areas designated as "critical habitat" under the federal Endangered Species Act, wetlands, upland native oak assemblages (other tree species/vegetation may be present), and other unique habitat features. The Special Habitat Areas are documented in the SRNRPP. As described in the Title 13, Nature in Neighborhoods, finding below, jurisdictions within Metro's planning area must verify designated Habitats of Concern and apply protections, as appropriate. The River Environmental overlay zone regulations will encourage environmentally sensitive development that has fewer impacts on natural resource function than traditional development and will require mitigation for unavoidable adverse impacts on significant natural resources;

- Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area; and,
- Goals, policies and actions in the plan provide guidance and specific actions for protection and enhancement of significant fish and wildlife habitat resources.

- 6) Areas subject to flooding and erosion are included within the River Environmental overlay zone, and/or the areas are subject to the City’s balanced cut and fill requirements;
- 7) Recreational needs have been identified and zoning use allowances that require water-dependent recreational uses in certain locations have been maintained in the South Reach. Public access opportunities will be provided through maintenance of the existing major public trail and development of connecting trail segments, as well as development of public viewpoints, in the South Reach. The amendments identify and facilitate development of the trail and public viewpoints which will provide public access to and along the Willamette River. Action items identify specific future planning efforts that are needed, park and open space operational improvements to activate and improve the greenway area and better connections to support both in-water and on-land recreation;
- 8) Protection and safety along the Willamette River greenway area is addressed through changes to the Citywide Design Guidelines with a Macadam area character statement that addresses east-west pedestrian access and connections to the greenway trail, building orientation to the river, breaking up long monotonous facades to preserve light and air, locating private open space areas adjacent to the greenway trail, and activating the riverfront through recreational improvements along the riverfront on both sides of the river;
- 9) The vegetative fringe along the Willamette River in the South Reach will be protected and enhanced in the following ways by application of the River Environmental overlay to conserve and enhance natural vegetation and require a minimum amount of landscaping to be planted on all sites in the South Reach. The purpose of the landscaping standard is to enhance the natural qualities of lands along the Willamette River in the South Reach and will result in an increase in the quality, quantity and diversity of vegetation; and
- 10) The regulations for removal and remediation of hazardous substances have been clarified and they will encourage the use of biotechnical techniques for bank stabilization, and the planting of native vegetation on the riverbank.

**Greenway Compatibility Review:** Intensifications and changes of use or development within the South Reach Greenway boundary will be reviewed for compatibility with the Willamette River Greenway regulations established in the River Plan / South Reach, including compliance with River General, River Recreational, and River Environmental overlay zone requirements,

public trail development standards and other applicable regulations and design guidelines. If South Reach greenway development standards cannot be met, a Type II administrative River Review process is more frequently required. Type II procedures require public notice to all property owners within 150 feet of the site, as well as recognized organizations within 400 feet of the site. In some cases, including properties where the Design overlay has been applied, intensifications and changes of use or development require a Type III review procedure. Type III review procedures are discretionary land use reviews that require public notice to all property owners within 400 feet of the site, as well as recognized organizations within 1,000 feet of the site.

The development standards associated with the River General, River Recreational and River Environmental overlay zones in the South Reach have been written to provide a landscaped riparian area, open space, or vegetation between the development and the river and to ensure necessary public access to and along the river. The standards are also compatible with the Greenway statutes. The large majority of tax lots within the River Plan / South Reach study area are zoned for open space, commercial mixed-use or residential uses, both single-dwelling and multi-dwelling uses. Approximately five percent of the study area is zoned for employment uses, including General Employment 2 (EG2) and Commercial Employment (CE). The commercial mixed-use and commercial employment zones allow for housing. The riverfront is reserved for natural resources, trails and associated recreation, and for water-dependent and water-related uses. Development standards include:

- a) Greenway setback. OAR 660-015-0005.C.3(k) states that “A setback line will be established to keep structures separate from the river to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Willamette River Greenway, as identified in Greenway Inventories. The setback line shall not apply to water-related or water-dependent uses.” OAR 660-015-0005.C.3(j) states that “Developments shall be directed away from the river to the greatest possible degree; provided, however lands committed to urban uses within the Greenway shall be permitted to continue as urban uses...” Consistent with these requirements, zoning code 33.475.210, River Setback, requires that non-water-dependent and non-water-related development in the River General overlay zone be set back at least 50 feet from the top of bank of the Willamette River unless the development is a Historic or Conservation landmark, is approved through a Greenway Goal Exception or meets the encroachment into the setback standards. This is an expansion of the current 25-foot setback for many properties in the South Reach (Zoning Code 33.440.210). The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, to reserve space for the conservation and enhancement of natural resources and to provide an opportunity for public access where appropriate, expanding the setback is needed. The setback does not apply to water-related or water-dependent uses (the City uses the term river-related and river-dependent and the definitions of those terms include the state definitions of water-related and water-dependent);

- b) Minimum vegetated area. A natural vegetative fringe along the Willamette River shall be enhanced and protected to the maximum extent practicable in accordance with OAR 660-015-0005.C.3(g). The planting or maintaining of vegetation will be required on all sites with river frontage in the South Reach through the standards for landscaping (33.475.220), removal or pruning of vegetation (33.475.440.K), mitigation (33.475.440.L) and River Review (33.865) approval criteria. The landscaping standards, which apply in the river setback, require a mix of vegetation types and densities including trees, shrubs and ground cover. The other standards require replacement when trees and vegetation are removed. The purpose of these standards is to enhance the natural qualities of lands along the Willamette River in the South Reach and the application of these standards will result in an increase in the quality, quantity and destiny of vegetation within the greenway and improve the visual diversity along major public trails.

Testimony was received related to potential conflicts for trail users related to vegetation along the Greenway trail. Council finds that the requirements identified above for landscaping, vegetation and mitigation are not expected to impact access to or use of the Greenway trail. The River Environmental does not prohibit the pruning of vegetation along the Greenway trail to ensure safety for all trail users. Removal and pruning of trees and other vegetation in the setback, when not exempted by 33.475.405, can be undertaken via the standards for removing or pruning vegetation (33.475.440.K) or River Review (33.865). Additionally, Council finds that the requirements of the landscaping standards (33.475.220) allow for adequate flexibility in the selection of trees and other vegetation to accommodate the needs of various trail users and address safety concerns;

- c) Public access to and along the river. Intensification projects and changes of use or development must comply with the Zoning Code. Base zone and other development standards within the zoning code and design guidelines for sites in the greenway boundary with the Design overlay zone address public access and pedestrian connections to the riverfront and the major public trails are addressed. Major public trail implementation must also meet Portland Parks and Recreation's trail design guidelines. This is consistent with OAR 660-015-0005.C.3(b) and (c) which requires that local, regional and state recreational needs and adequate public access to the river be provided for, with emphasis on urban area;
- d) Major public trails. The public trail standards require that a trail easement be dedicated and possibly developed when the impacts of the new development are roughly proportional to the impacts on the adjacent trail system. The requirement for a trail easement dedication is consistent with OAR 660-015-0005.C.3(b) and (c). Council finds the requirement of rough proportionality creates a standardized approach and methodology;
- e) River Environmental overlay zone development standards. OAR 660-015-0005.C.3(d) states that "significant fish and wildlife habitats shall be protected." OAR 660-015-0005.C.3(g) states "the natural vegetation fringe along the River shall be enhanced and protected to the maximum extent practicable." Consistent with these requirements, the River Environmental overlay zone will apply to significant natural resources in the South Reach. The overlay zone will apply to the Willamette River and to areas along the riverbank

adjacent to the river that are determined to be medium- or high-ranked riparian resources. The River Environmental overlay zone will also be applied to all land within 100 feet of the top of bank, high- and medium-ranked riparian resources, all floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are the City's updated equivalents of the Habitats of Concern that Metro designated for its regional inventory, as a part of Metro's Title 13, Nature in Neighborhoods. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Special Habitat Areas in the Greenway boundary in the South Reach include the Willamette River and its riparian corridor, upland oak habitat, and others. Intensifications and changes of use or development will trigger compliance with standards aimed at maintaining the natural qualities and functions of the Willamette River and riparian area by encouraging site-sensitive development, providing clear limitations on disturbance and maintaining existing vegetation. The standards limit the amount of disturbance allowed in the overlay zone and require mitigation in form of replanting within or adjacent to the overlay zone.

Testimony was received from a property owner in the unincorporated Multnomah County of Riverdale/Dunthorpe questioning the application of the River Environmental overlay zones to a property not directly on the riverfront. Properties within the Greenway boundary in this area, which was established by Multnomah County prior to the Intergovernmental Agreement between the City and Multnomah County, are both riverfront and upland of the Willamette River. Unincorporated Multnomah County properties in the Greenway boundary are currently subject to the Greenway overlay zones, including the River General. The Environmental overlay zones are also currently applied to important natural resources in the area, creating multiple layers of regulation. The River Plan / South Reach replaces all existing zoning with the River overlay zones. This will simplify the regulatory structure in the area. As stated above, the River Environmental overlay zone is applied to all Special Habitat Areas, including upland oak habitat in unincorporated Multnomah County. Special Habitat Areas are inventoried and their protections evaluated in the SRNRPP. Council finds that the application of the River Environmental overlay zone to Special Habitat Areas, including upland oak habitat in unincorporated Multnomah County, meets the requirements of OAR 660-015-0005.C.3(d) because the SRNRPP utilized the City's established Natural Resource Inventory (NRI) methodology and current data to assess those resources and evaluate different levels of protection for them. Council finds the description of tree and wildlife habitat in the SRNRPP and NRI to be persuasive and substantial evidence that the areas in WR 23 (Dunthorpe) within the River Environmental overlay zone contain significant wildlife habitat. The recommendations contained in the SRNRPP will ensure the protection of significant fish and wildlife habitats, as mandated by OAR 660-015-0005.C.3(d);

- f) When intensifications and changes of use or development cannot meet the River Environmental overlay zone development standards, a discretionary land use review is required. As with the development standards described above, the discretionary approval criteria are aimed at maintaining as much of the natural qualities and functions of the



Willamette River Greenway as practicable. The criteria require that alternative locations and construction methods that have fewer detrimental impacts on the resource area be evaluated and that the most practicable alternative that has the least amount of significant impact be chosen. The criteria also require that any loss of resource area is mitigated by in-kind replacement of the lost functional values. The criteria will result in the maximum possible landscaping, vegetation or open space between the use and the river while allowing water-dependent and water-related uses and continuing to allow existing urban uses. The City's discretionary review procedures require that adjacent property owners and any individual or group requesting notification be notified of the proposal, allow for the possibility of a public hearing where any interested party can testify, and allow the imposition of conditions on the permit to carry out the purpose and intent of the review;

- g) Removal and remediation of hazardous substances. The regulations that apply to the removal and remediation of hazardous substances encourage the use of biotechnical techniques for bank stabilization, and the planting of native vegetation on the riverbank; and,
- h) The Oregon Department of Land Conservation and Development was notified of the River Plan / South Reach and the WRGI and the plan and the WRGI have been the subject of more than one public hearing. Based on the findings in this subparagraph (Greenway Compatibility Review), the amendments are consistent with OAR 660-015-005.F.3.a-f.

**Generally.** As noted below, the findings for the River Pattern Area under Goal 3 of the 2035 Comprehensive Plan demonstrate that the River Plan / South Reach amendments are consistent with the requirements of Statewide Planning Goal 15. The WRGI is also consistent with and implements Statewide Planning Goal 15.

## Findings on Metro Urban Growth Management Functional Plan

14. **Title 1, Housing Capacity.** The Regional Framework Plan calls for a compact urban form and a "fair-share" approach to meeting regional housing needs. It is the purpose of Title 1 to accomplish these policies by requiring each city and county to maintain or increase its housing capacity except as provided in section 3.07.120.

The River Plan / South Reach is an update to the Willamette Greenway Plan and does not reduce the housing potential in the City because of its focus on recreation, natural resources and existing adjacent residential communities. Changes to Comprehensive Plan and Zoning map designations are limited: 10 acres out of 720 acres in the project area. These changes allow existing and continued/future anticipated uses including residential and open space, and will not reduce the housing capacity on those sites.

15. **Title 2, Regional Parking Policy,** regulated the amount of parking permitted by use for jurisdictions in the region; however, this title was repealed in 1997 and the former Title 2 no longer applies to this ordinance.
16. **Title 3, Water Quality and Flood Management.** To protect the beneficial water uses and functions and values of resources within the Water Quality and Flood Management Areas by limiting or

mitigating the impact on these areas from development activities and protecting life and property from dangers associated with flooding.

Title 3 calls for the protection of the beneficial uses and functional values of resources within Metro-defined Water Quality and Flood Management Areas by limiting or mitigating the impact of development in these areas. Title 3 establishes performance standards for 1) flood management; 2) erosion and sediment control; and 3) water quality. In 2002 Metro deemed the City of Portland in full substantial compliance with the requirements of Title 3 based on adoption of Title 10 Erosion Control, balanced cut-and-fill standards in Title 24 Building Regulations, and the Willamette Greenway Water Quality Zone, or “q” overlay zone. The South Reach amendments maintain and support compliance with Title 3 because:

- a) City programs deemed in compliance with Title 3 requirements for flood management, and erosion and sediment control (i.e., Title 10 Erosion Control, and the balanced cut and fill requirements of Title 24), are unchanged. The South Reach amendments, including the increased river setback, application of the River Environmental overlay zone, establishment of the riparian buffer area, and updated landscaping standards will support goals for flood management and erosion control;
- b) The River Plan / South Reach’s policy framework contains goals, policies and actions that contribute to a Willamette River that is healthy and supports fish and wildlife and maintains the quality, quantity, connectivity and functions of the ecological system including upland, riparian and in-water habitats as well as improve the ability of floodplains to store water and provide habitat functions;
- c) The River General overlay zone amendments increase the river setback to 50 feet from top of bank for all South Reach riverfront properties. Only river-dependent and river-related uses may encroach into the setback without a Greenway Goal Exception. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the setback ensures that adverse impacts on river functions, including water quality, flooding and fish and wildlife habitat are minimized. Exterior lighting standards help to minimize the impacts of light, glare and spill on fish and wildlife and their habitats;
- d) The River General overlay zone also includes updates to the landscaping standards that apply within the river setback. The landscaping standard requires a mix of vegetation types and densities including trees, shrubs and ground cover. The purpose of the landscaping standard is to enhance the quality, quantity and diversity of vegetation in the riparian area. This will minimize the impacts of adjacent development on water quality and improve habitat for fish and wildlife;
- e) The River Environmental overlay zone will be applied to the Willamette River, all land within 100 feet of top of bank, high- and medium-ranked riparian resources, which includes rivers, streams, wetlands, flood areas and riparian habitat, identified in the *River Plan / South Reach Natural Resource Protection Plan* (SRNRPP), all floodplains (including the FEMA 100-year floodplain and 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas

are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features.

The River Environmental overlay zone supports Title 3 goals to protect water quality, flooding and fish and wildlife habitat. The River Environmental overlay zone is designed to prevent adverse impacts on the features and functions of riparian corridors and the Willamette River by establishing new standards intended to encourage sensitive development while providing clear limitations on disturbance, including tree removal, and minimizing impacts on resources and functional values. Development that meets these standards may be approved without a review. Development that does not meet the standards is subject to a River Review, where discretionary criteria are applied to ensure that adverse impacts on natural resource values and functions, including water quality, are avoided, minimized and/or mitigated; and

- f) Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area.

Collectively, these requirements improve the City’s water quality and flood management regulations in the area and are more supportive than existing regulations.

17. **Title 4, Industrial and Other Employment Areas.** The Regional Framework Plan calls for a strong regional economy. To improve the economy, Title 4 seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas (RSIAs), Industrial and Employment Areas. Title 4 also seeks to provide the benefits of "clustering" to those industries that operate more productively and efficiently in proximity to one another than in dispersed locations. Title 4 further seeks to protect the capacity and efficiency of the region’s transportation system for the movement of goods and services and to encourage the location of other types of employment in Centers, Corridors, Main Streets and Station Communities. The Metro Council will evaluate the effectiveness of Title 4 in achieving these purposes as part of its periodic analysis of the capacity of the urban growth boundary.

The purpose of Title 4 is to maintain a regional supply of existing industrial and employment land by limiting competing uses for this land. Metro has not adopted a Statewide Planning Goal 9 economic opportunities analysis for the region, so Title 4 is not based on an assessment of the land needed for various employment types, nor do the Title 4 maps necessarily depict lands most suitable to accommodate future job growth. Rather, Title 4 seeks to protect the manufacturing, warehousing, and distribution of goods within three types of mapped areas by limiting competing uses. These three areas are Regionally Significant Industrial Areas (RSIAs), Industrial Areas, and Employment Areas.

The South Reach area does not include Metro-identified Employment Areas. Therefore, the River Plan / South Reach amendments are consistent with the requirements of Metro Title 4.

18. **Title 5, Neighboring Cities**, addressed neighbor cities and rural reserves in the region; however, this title was repealed and the former Title 5 no longer applies to this ordinance.
19. **Title 6, Centers, Corridors, Station Communities and Main Streets**. The Regional Framework Plan identifies Centers, Corridors, Main Streets and Station Communities throughout the region and recognizes them as the principal centers of urban life in the region. Title 6 calls for actions and investments by cities and counties, complemented by regional investments, to enhance this role. A regional investment is an investment in a new high-capacity transit line or designated a regional investment in a grant or funding program administered by Metro or subject to Metro's approval.

Title 6 establishes eligibility criteria for certain regional investments, and the use of more flexible trip generation assumptions when evaluating transportation impacts. Title 6 also contains aspirational activity level targets for different Metro 2040 place types. The title is incentive-based, so these findings simply serve to document intent. There are no specific mandatory compliance standards in Title 6 that apply to this ordinance.

The River Plan / South Reach area includes sections of the S Macadam Avenue corridor and SE Tacoma main streets. These places have been identified for regional and local investments in the City's Transportation System Plan and TriMet's service enhancement plans. The River Plan / South Reach helps to achieve the aims of Title 6 through actions calling for future planning project focused on the Macadam Plan District and the Sellwood Bridgehead areas. Additionally, there are transportation actions that reflect regional transportation plans, such as the extension of the Portland Streetcar to Lake Oswego in the Macadam corridor, working with Oregon Department of Transportation on pedestrian and bicycle improvements along S Macadam Avenue, and TriMet service improvements to bus lines that serve S. Macadam Avenue and SE Tacoma Street.

20. **Title 7, Housing Choice**. The Regional Framework Plan calls for establishment of voluntary affordable housing production goals to be adopted by local governments and assistance from local governments on reports on progress towards increasing the supply of affordable housing. It is the intent of Title 7 to implement these policies of the Regional Framework Plan.

Title 7 addresses housing choice. Metro adopted voluntary affordable housing goals for each city and county in the region for the years 2001 to 2006, but never updated them. Since this ordinance adopts implementation measures for the planning period of 2015 to 2035, Title 7 does not apply. Nevertheless, the recently adopted *2035 Comprehensive Plan* adopts city-wide affordable housing production goals that greatly exceed those adopted by the outdated Title 7 (Ordinance 178832).

21. **Title 8, Compliance Procedures**. Title 8 addresses compliance procedures. This Title requires the City to notify Metro of pending land use decisions by providing Metro a copy of the 35-day notice required by the DLCD for proposed completion of a periodic review task. This notice was provided to Metro. Title 8 also requires the City to provide findings of compliance with the *Urban Growth Management Functional Plan*. The findings in this ordinance were also provided to Metro. All applicable requirements of Title 8 have been met.

Title 8 requires the City to notify Metro of pending land use decisions. As discussed in the findings for Statewide Planning Goal 1, the City notified Metro and therefore complies with this title.

22. **Title 9, Performance Measures**. Title 9 addressed performance measures but was repealed. The former Title 9 does not apply to this ordinance.

23. **Title 10, Functional Plan Definitions.** Title 10 contains definitions. Whenever the City had a question about a term in the *Urban Growth Management Functional Plan*, the definition in Title 10 was applied. When the measures adopted by this ordinance use a term found in Title 10, either the term has the same meaning found in Title 10 or the difference is explained in these ordinance findings. All applicable requirements of Title 10 requirements have been met.
24. **Title 11, Planning for New Urban Areas.** Title 11 addresses planning for new urban areas. Since no areas added to the urban growth boundary or designated as urban reserves have been assigned to Portland by Metro for planning, Title 11 does not apply to this ordinance.
25. **Title 12, Protection of Residential Neighborhoods.** Existing neighborhoods are essential to the success of the 2040 Growth Concept. The intent of Title 12 of the Urban Growth Management Functional Plan is to protect the region’s residential neighborhoods. The purpose of Title 12 is to help implement the policy of the Regional Framework Plan to protect existing residential neighborhoods from air and water pollution, noise, and crime and to provide adequate levels of public services.

Title 12 addresses protection of residential neighborhoods. This title largely restricts Metro’s authority to plan and regulate but does allow City designation of “Neighborhood Centers.” The City has not exercised the option to designate neighborhood centers within the meaning of Title 12 but has employed the same term with a different meaning. The areas designated as a Neighborhood Center on the recently adopted *2035 Comprehensive Plan* map are functionally equivalent to a “Main Street” designation within Title 6. However, there is only a small area of the Tacoma Main Street by the Sellwood bridgehead located in the South Reach area. River Plan / South Reach amendments do not include changes that intensify development in the vicinity of the Tacoma Main Street or the residential neighborhoods that are in and adjacent to the South Reach boundary. Zoning code provisions and implementation actions such as a greater river setback, expansion of the greenway trail to Lake Oswego, bicycle and pedestrian access to the riverfront from the Brooklyn neighborhood, a new parallel bicycle route in the Macadam area, along with improved transit service, are examples of actions that will reduce reliance on and impacts from the automobile and positively affect neighborhoods. Recreation and natural resource improvements will benefit local neighborhoods. Findings related to Title 3 related to water quality are incorporated here by reference. Therefore, these amendments comply with Title 12.

26. **Title 13, Nature in Neighborhoods.** The purposes of Title 13 are to (1) conserve, protect, and restore a continuous ecologically viable streamside corridor system, from the streams’ headwaters to their confluence with other streams and rivers, and with their floodplains in a manner that is integrated with upland wildlife habitat and with the surrounding urban landscape; and (2) to control and prevent water pollution for the protection of the public health and safety, and to maintain and improve water quality throughout the region. Title 13 applies to natural resources located outside of the Greenway Boundary. (See Goal 15 findings for natural resources located with the Greenway Boundary.) Title 13 requires cities and counties to provide a minimum baseline level of protection for identified Habitat Conservation Areas. Local jurisdictions may achieve substantial compliance with Title 13 using regulatory and/or non-regulatory tools. Title 13 also allows local jurisdictions to establish “district plans” to achieve compliance on an area-specific basis. Title 13 district plans may apply to areas within a common watershed or within adjoining

watersheds that “share an interrelated economic infrastructure and development pattern.” Cities and counties must demonstrate that the district plan will provide a similar level of protection and enhancement for Habitat Conservation Areas as would be achieved by applying Metro’s model code or other regulations that meet Title 13 performance standards and best management practices.

The River Plan / South Reach has been designed to serve as a Title 13 district plan for the Willamette River South Reach. Volume 3 (Natural Resources Protection Plan, or SRNRPP) of the *River Plan / South Reach* meets 3.07.1330(b)(2) by:

a) Updating the Title 13 Inventory of Regionally Significant Riparian Corridors and Wildlife Habitat for the South Reach to address specific inventory sites and to incorporate more current, detailed data and refined analytical criteria. The SRNRPP includes an inventory of natural resources that meet the requirements of 3.07.1340(d)(4) for verifying habitat areas. The inventory verifies the location of water features (rivers, streams and wetlands), flood area, vegetation cover, steep slopes, and Habitats of Concern (called Special Habitat Areas within Portland) and determines habitat classifications (called ranks within Portland) consistent with the regional methodology. Consistent with the regional inventory, all riparian corridors and all but Class C/Low Rank wildlife habitats are significant. Special Habitat Areas, which are designated using the same criteria as Metro used to designate Habitats of Concern, are treated as Class I/High Rank riparian areas in all cases per Title 13 Table 3.0-13-d. The only Title 13 significant resource inventoried outside of the Greenway Boundary is Oregon White Oak habitat. Consistent with Title 13, the native oak criterion applies to areas that contain Oregon White Oak; however, other tree species and vegetation may be present. Therefore, Oregon White Oak Special Habitat assemblages are treated as Class I/High Ranked riparian area. Title 13 included an Economic, Social, Environmental and Energy Analysis (ESEE) that determined Urban Development Values as follows:

- Properties designated as the Central City, Regional Centers, Town Centers and Regionally Significant Industrial Areas, as well as regionally significant educational or medical facilities, are of high development value;
- Properties designated as Main Streets, Station Communities, Other Industrial Areas and Employment Centers are of medium development value; and
- Properties designated as Neighborhoods and Corridors are low development value.

The Urban Development Values were then used to determine which significant natural resources are designated as Habitat Conservation Areas (HCA) and are required to have a program to protect and conserve the resources. All Riparian Class I/High Rank, including Special Habitat Areas, and Riparian Class II/Medium Rank are HCAs for all properties with high, medium or low Urban Development Value per Title 13 Table 3.07-13a. Therefore, the Oregon White Oak Special Habitat Areas, which is treated as a Riparian Class I/High Rank resources, are HCAs.

b) Per rule 3.07.1340(a)(1) zoning code 33.440, Greenway Overlay Zones, are replaced with 33.475, River Overlay Zones, for the South Reach. The new code applies environmental overlay zoning to HCAs to protect and conserve the Oregon White Oak Special Habitat Areas.

The overlay zone regulations meet the fundamental requirements of Title 13, including exemptions, clear and objective development standards and discretionary criteria to avoid, minimize, and mitigate adverse impacts on Habitat Conservation Areas and water quality. The overlay zones provide a process for verifying the overlay zone based on site specific information provided at the time a development is proposed;

- c) The regulations with the Greenway Boundary are also consistent with Title 13, although Goal 15 supersedes Goal 5 and thus Title 13 within the Greenway. The River overlay zones will apply to the Willamette River and all land within 100 feet of the top of bank, which includes HCAs. The River overlay zones also establish a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, where significant improvement in at least one of three City-defined floodplain functions must be demonstrated for development that is not river-dependent or river-related. The overlay zone regulations meet the fundamental requirements of Title 13, including exemptions, clear and objective development standards and discretionary criteria to avoid, minimize, and mitigate adverse impacts on Habitat Conservation Areas and water quality. The overlay zones provide a process for verifying the location of the overlay zone based on site specific information provided at the time a development is proposed.

27. **Title 14, Urban Growth Management Plan.** Title 14 addresses the regional urban growth boundary. Since this ordinance does not require, nor initiate, a boundary change, Title 14 does not apply.

**Summary, Urban Growth Management Functional Plan Findings**

**Finding:** The Metro Title 10 definition of comply or compliance means “substantial” rather than absolute compliance. "Substantial compliance" means city comprehensive plans and implementing ordinances, on the whole, conform with the purposes of the performance standards in the functional plan and any failure to meet individual performance standard requirements is technical or minor in nature.

For the facts and reasons stated above this ordinance substantially complies with all Urban Growth Management Functional Plan requirements applicable to the River Plan / South Reach amendments.

## Findings on Portland’s Comprehensive Plan, Goals and Policies

### The Plan: Guiding Principles

The 2035 Comprehensive Plan adopted five “guiding principles” in addition to the goals and policies typically included in a comprehensive plan. These principles were adopted to reinforce that implementation of the plan needs to be balanced, integrated and multi-disciplinary, and the influence of each principle helps to shape the overall policy framework of the plan. While the policies in the Comprehensive Plan effectively ensure that the guiding principles are met, the findings below further demonstrate that in addition to complying with those specific policies on balance, the River Plan / South Reach furthers these guiding principles as described below.

28. **Economic Prosperity.** Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.

This guiding principle of the 2035 Comprehensive Plan is characterized by the following key objectives that support a robust and resilient regional economy, thriving local businesses and growth in living-wage jobs and household prosperity.

- **Re-invest in Brownfields.** Although some contaminated sites have been may identified in the River Plan / South Reach study area, the plan does not include any amendments that would affect reinvestment in brownfield properties. This item does not apply.
- **Increase sites for business and employment opportunities, especially in East Portland.** The South Reach area is predominantly open space/natural areas and developed in residential development with existing business and employment opportunities on the project corridor boundary like S. Macadam Avenue and a small section of SE Tacoma Street. The South Reach plan does not reduce business and employment opportunities in the project area, especially when balanced by additional recreational and restoration-related opportunities created by plan actions, including allowing small-scale retail development at three park sites. An action to conduct a Macadam Plan District community planning process is an opportunity to increase future business and employment opportunities in that area.
- **Preserve existing industrial sites and intensify the level of use and development of sites.** There are only a few industrial sites in the South Reach. River Plan / South Reach does not significantly affect the preservation of these sites and the levels of use.
- **Provide for employment growth at colleges and hospitals.** There are no colleges and hospitals within the South Reach area.
- **Recognize prosperity is about more than job growth.** River Plan / South Reach has a strong focus on the quality of natural resources – riverine and upland habitats, parks, recreation and natural areas, active transportation and recreation through improvements to bicycle and pedestrian facilities and trails, publicly accessible scenic resources, and accessibility of the riverfront for adjacent neighborhoods and visitors to the area. All of these features enhance the quality of the city as a place to live and enjoy and are considered amenities that attract employers and employees to the area.

29. **Human Health.** Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

Consistent with the 2035 Comprehensive Plan, River Plan / South Reach furthers the following objectives which are intended to avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

- **Increase access to complete neighborhoods.** A complete neighborhood, as defined by the Comprehensive Plan, is one easily accessible by foot, wheelchair, bike and transit for people of all ages and abilities, and where people have safe and convenient access to the goods and services needed in daily life, including housing, groceries, schools and parks. The neighborhoods in the South Reach area will benefit from River Plan / South Reach active transportation improvements that better connect pedestrians and bicyclists to the Willamette greenway trails and riverfront parks, recreation and natural areas. Plan actions to improve existing greenway trails will enhance safety and amenities for users of all ages. Actions to



improve public transit services to and through the South Reach are also included in the plan. Public acquisition, planning for, and restoration of lands will enhance the quality of habitat for fish, birds and wildlife while offering the public natural places to observe wildlife in a peaceful setting. Planning for and implementation of recreation master plans and a public swimming beach study will lead to enhanced in-river and on-land recreation experiences. All of these improvements increase access to complete neighborhoods.

- **Strengthen consideration of environmental justice.** The 2035 Comprehensive Plan describes environmental justice as “the equitable treatment and meaningful involvement of all people in public decision making as it applies to who benefits and who bears the cost of development and growth.” For River Plan / South Reach, property owners, residents, businesses, and other interested parties were invited to engage in plan development through a variety of notices and meetings and events held throughout the planning process. Particular efforts were made to engage interested Native American tribes and the urban native community. They have been historically displaced from these lands and their cultural and traditional resources, as well as many of the practices within the area, that have been meaningful for thousands of years and continue to be meaningful today and for future generations. River Plan / South Reach includes a policy framework and implementation actions to continue to engagement and collaboration between the City and tribal nations and the urban native community on programs, projects and planning that are meaningful to their culture and lifeways. An example is working to replant species important for subsistence and cultural practices. Another example are projects that improve fish habitat for salmon and lamprey. River Plan / South Reach also has an action to engage communities of color and immigrants on planning for and providing culturally-specific parks and recreation facilities and programming, and promoting these activities within the different communities.
- **Build City Greenways.** River Plan / South Reach contains many elements that address expansion and enhancement of the existing Willamette Greenway Trail system and active multimodal transportation connections to and through the riverfront area. This and other River Plan / South Reach proposals will result in an integrated system that helps to reduce auto trips, reduce associated pollution, and improve human and environmental health.

30. **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.

The objectives of this guiding principle are to expand the public space system, increase mobility and access to services through low-carbon transportation, and avoid, minimize, and mitigate the impact of development on natural resource systems. River Plan / South Reach responds to these objectives as follows:

- **Design development to work with nature.** The River Plan / South Reach replaces the existing Greenway overlay zones with River overlay zones throughout the study area. These three River overlay zones ensure that new development minimizes its impact along the river and in adjacent habitat corridors by requiring development to meet established standards or demonstrate compliance through a land use review. The River General and River Recreational overlay zones establish a 50-foot river setback for all riverfront properties and include an updated river setback native landscaping requirement to guide plant selection in three

riverbank subareas. Exterior lighting, bird-safe glazing and residential dock requirements minimize the impact of development on fish and wildlife in the South Reach.

The River Environmental overlay zone is applied to land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. The structure and requirements of the River Environmental overlay zone are consistent with other environmental overlay zones in the city, including a two-track system (i.e., standards and River Review) for project approval. All new development in the River Environmental must avoid, minimize, then mitigate impacts on natural resources. Tree removal must be mitigated through replanting in the disturbance area or in an area with similar characteristics (e.g., the floodplain). Additionally, project impacts must be mitigated via standards or a River Review process. Projects subject to river review must demonstrate that the selected alternative will have the least impact on identified resources and functional values.

- **Support nature-friendly infrastructure.** The plan establishes a minimum of 50-foot river setback throughout the study area, along with the landscaping requirements mentioned above. Landscaping requirements in the river setback include mandated tree planting in all three subareas to increase riverbank tree canopy, which provides habitat and reduces river temperatures. The River Environmental overlay zone has been applied to both the developed and undeveloped floodplain (FEMA 100-year floodplain and 1996 Flood Inundation Area) which will ensure floodplain habitat is preserved and expanded over time. A number of future restoration projects are identified in the River Plan / South Reach action plan. These projects will improve habitat in existing natural areas and open spaces and create new habitat in key areas of the South Reach. The River Environmental has also been applied to steep slopes and landslide areas to reduce future climate change-related landslide risk.
- **Preserve and enhance Urban Habitat Corridors.** A variety of elements of River Plan / South Reach will preserve and enhance habitat connectivity throughout the study area. As described above, the River Environmental overlay zone is applied to land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. In the South Reach, Special Habitat Areas include the Willamette River and adjacent riparian lands, migratory stopover habitat, key habitat corridors and all upland oak habitat. The River Environmental overlay zone ensures that development avoids or minimizes impacts to natural resources, to the extent possible, and requires mitigation for any impacts that are expected. This includes required tree and vegetation planting to mitigate development impact areas and locating mitigation areas to specifically offset any loss in habitat or floodplain functions. The River General overlay zone also requires development and uses that are not river-dependent or river-related be located at least 50 feet from the top of bank. The River General includes bird-safe glazing and exterior lighting requirements, which reduce the on-going impact of development on South Reach wildlife.

31. **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 under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland's history.

This guiding principle of the 2035 Comprehensive Plan provides a framework to ensure Portlanders more equitably share in the benefits and burdens of growth and development. River Plan / South Reach furthers these objectives as follows:

- **Invest to reduce disparities.**
- **Make infrastructure decisions that advance equity.** The infrastructure investment actions proposed in River Plan / South Reach will benefit all affected groups, but especially for people who are more reliant on affordable transportation modes. River Plan / South Reach calls for improved transit services to and through the South Reach area, as well as safe active transportation solutions that improve bicycling and walking opportunities and safety. These improvements will provide greater and more affordable public access between employment, housing, and neighborhood-serving services and amenities. The latter includes public parks, natural areas and recreation facilities in the South Reach area.
- **Include under-served and under-represented populations in decisions that affect them.** River Plan / South Reach plan development included engagement with and input from interested NW tribes and the urban native community. These community members provided input on plan drafts on important considerations for native people. Plan actions call for continued engagement of the City with NW tribes and the urban native community on programs, projects and activities of particular interest. Additionally, recreation planning was informed by recent planning for the Central Reach, where extensive outreach was conducted with communities of color and youth. A plan action for recreation calls for coordination with communities of color and immigrants on planning for and carrying out desired public recreation programs, activities and services and publicizing them with these groups.
- **Address displacement of residents to address and prevent repetition of injustices.** The population in the River Plan / South Reach study area is predominantly comprised of white individuals who speak English as their first language. These communities are also characterized by higher incomes and lower poverty rates, when compared to the City of Portland as a whole. The River Plan / South Reach is not expected to affect the potential for redevelopment in the area due to the plan's general focus on recreation and natural resources. Housing prices in the area are relatively high, when compared to other parts of the city. Changes to Comprehensive Plan and Zoning map designations are very small (10 acres out of 720 acres in the project area) and the changes simply aim to better-reflect existing and continued/future anticipated uses, including residential and open space. Replacing the existing Greenway overlay zones with the River overlay zones is not expected to significantly impact housing costs or result in additional displacement. Many of the updates included in the River overlay zones will reduce the cost of project approval, including the option to use standards to demonstrate compliance. Currently, the Greenway overlay zone requires basically all development actions to be approved through land use review.

- **Provide for on-going affordability.** Recently adopted inclusionary housing requirements, combined with new development bonus standards that will support the creation of affordable housing will help address on-going affordability issues in the area. Additionally, a plan action calls for a community planning process to update the Macadam Plan District regulations to be more consistent with the *2035 Comprehensive Plan, River Plan / South Reach* and *Citywide Design Guidelines*. The existing Macadam Plan District regulations require comparatively low-density development, including a maximum floor-area-ratio (FAR) of 2:1 and maximum average building height of 35 feet (average) in most of the plan district. Updates to these regulations is expected to include increased development densities along the S Macadam Avenue Civic Corridor and, consequently, greater opportunity to serve a mix of incomes.
- **Create regulations that acknowledge that one size does not fit all.** A key update that is part of the River Plan / South Reach is the replacement of the existing Greenway overlay zones with the River overlay zones. The River overlay zones better-address the range of characteristics in the South Reach and provide a variety of options for meeting applicable requirements. The River overlay zones are structured to meet the requirements of Statewide Planning Goal 15. For example, the River Plan / South Reach establishes the River Recreational overlay zone, which is applied to public parks and limits the primary uses to river-dependent and river-related recreational uses to take advantage of the river and riverfront area for recreation activities. The River Environmental overlay zone is applied to land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. The River Environmental overlay zone allows for applicants to utilize standards for a variety of development activities. If there are no standards for the proposed activity, or if a proposal is not able to meet the standards, the proposal must be approved through River Review. The existing Greenway overlay zones do not include any standards to demonstrate compliance.

Recognizing the unique characteristics of the area, a small number of updates to the River overlay zones apply only to property within the River Plan / South Reach study area, including the archaeological resources protection requirements, the new riparian buffer area and a residential dock standard. The archaeological resources protection requirement only applies to those sites identified, through a review of historical documents and accounts, to have a high likelihood of containing Native American archaeological resources. A new riparian buffer area is established in the South Reach to ensure on-going habitat improvements within a riparian zone important to many of Oregon’s threatened and endangered fish species. The establishment of the riparian buffer area recognizes the important role the riparian area within the River Plan / South Reach study area will play in the future threatened and endangered species recovery efforts. The residential dock standard is applied to new docks in residential zones and the significant repair or replacement of the floating dock structure to reduce impacts on threatened and endangered fish species and their habitat.

32. **Resilience.** Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and build environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

The 2035 Comprehensive Plan describes resilience as “reducing the vulnerability of our neighborhoods, businesses, and built and natural infrastructure to withstand challenges – environmental, economic and social – that may result from major hazardous events.” River Plan / South Reach responds to these objectives as follows:

- **Prosperity, human health, environmental health and equity are all essential components of resilience.** The 2035 Comprehensive Plan notes that an integrated policy framework works to “improve Portland’s resilience – growth in compact centers and corridors, provision of City Greenways and Urban Habitat Corridors, expansion of living-wage employment opportunities, investments to fill the infrastructure gaps in under-represented and under-served communities, and responsiveness to the differences among Portland’s neighborhoods.”

It is in this context that the River Plan / South Reach was developed. The plan aims to improve and expand existing riparian habitat and the urban habitat corridors that connect them to upland areas, identify investments that should be made within the study area to improve transportation options for nearby neighborhoods as well as communities of color and other under-served communities that do not live within the study area, and ensure appropriate development within the Greenway and on adjacent properties. Specifically, the plan includes new design guidance for the Macadam Plan District to ensure that future development provides adequate space for upland and riparian natural resources, interfaces appropriately with the Willamette River and provides for connections between adjacent neighborhoods and the Greenway trail. Additionally, a plan action calls for a community planning process to update the Macadam Plan District regulations to be more consistent with the *2035 Comprehensive Plan*, *River Plan / South Reach* and *Citywide Design Guidelines*. This project would support the continued focus of future development in the City’s centers and corridors by identifying updates to code requirements that would allow for and/or create incentives for more dense development in the Macadam Civic Corridor.

- **Portland faces many natural and human-caused risks, which can have environmental economic and social impacts.** The 2035 Comprehensive Plan notes that some of the most significant risks facing Portland are: floods and landslides; earthquake; climate change; extreme heat events; and economic and energy shocks. In response, the Comprehensive Plan identifies five key strategies to address these risks, which River Plan / South Reach responds to as follows:

- **Direct growth in lower-risk areas.** The South Reach area is defined by a significant amount of floodplain and also contains steep slopes, both east and west of the river. A key component of the River Plan / South Reach is the application of the River Environmental overlay zones to all floodplains, whether they are currently developed or not. River Environmental requirements ensure that development impacts to existing floodplain natural resources will be avoided, minimized and/or mitigated and that floodplain habitat will be improved and expanded over time. Additionally, within the new riparian buffer area, which includes land within 170 feet of ordinary high water, development that is not river-dependent or river-related will be required to achieve a higher, “beneficial gain” standard, whereby substantial improvement in at least one floodplain function must be demonstrated. Collectively, the riparian buffer area and application of the River Environmental overlay zone will incentivize locating development outside of the floodplain

and, when locating outside the floodplain is not possible, reduce future flood risk and improve habitat in this important area. The River Environmental overlay zone is also applied to steep slopes and landslide hazard areas.

- **Invest to reduce risks.** The plan includes an action to remap the FEMA 100-year floodplain to better account for the risks resulting from climate change. This will allow the City to identify additional areas where updates to development regulations are warranted to reduce future floodplain risk. Based on the updated maps, the River Environmental overlay zone would be applied to the expanded floodplain area and the benefits described in the previous section (“Direct growth in lower-risk areas”) would be achieved. Additionally, the River Plan / South Reach calls for the development of a Ross Island Natural Area/Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area Management Plan. The management plan will allow for a more comprehensive management of these key natural areas on the east side of the river, including possible improvements to overall floodplain management in the area.
- **Neighborhood resilience.** The River Plan / South Reach includes a variety of regulatory changes and action items aimed at creating more complete neighborhoods on both sides of the river. The study area includes a substantial amount of parks and open spaces, a designated Civic Corridor (South Macadam Ave) and Neighborhood Corridor (SE Tacoma St), and Greenway trails on the east and west sides of the river. The River Plan / South Reach recommends improvements to parks and opens spaces and the Greenway trail to enhance existing facilities and expand the services provided, especially the provision of more culturally-specific programs to serve a more diverse population. Updated plans for these parks and open spaces may further emphasize their role in emergency response. A plan action calls for the evaluation of an alternative north-south bicycle connection on the west side of the river to reduce conflicts on the existing Greenway trail. Additionally, the plan identifies a number of areas where connections to surrounding neighborhoods can be improved so that access to the area is improved for both South Reach neighborhoods and others elsewhere in the City. Improvements transit service are also identified as a priority in the area.
- **Low-carbon economy.** A variety of proposals in the River Plan / South Reach support a range of transportation options, including walking, biking and transit. A key action is to increase the frequency of buses serving the area so that it can be more easily accessed by transit, reducing the need for an automobile to take advantage of the multitude of activities available in the study area. The plan also includes a variety of actions focused on expanding non-motorized boating options within the South Reach, reducing the demand for fossil fuels from recreational activities.
- **Resilience in Natural Systems.** Plan elements that address an expanded greenway setback, the new riparian buffer area and other floodplain habitat improvements, increased tree canopy resulting from regulation of trees 1.5 inches and greater in the setback and 3 inches and greater landward of the setback, the protection of Special Habitat areas and the identification of opportunities for future in-water and upland habitat restoration will allow South Reach natural systems to be more resilient to climate change and natural hazards threatening the city over time.

## The Plan: Goals

33. **Goal 1.A: Multiple goals.** Portland’s Comprehensive Plan provides a framework to guide land use, development, and public facility investments. It is based on a set of Guiding Principles that call for integrated approaches, actions, and outcomes that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.
34. **Goal 1.B: Regional partnership.** Portland’s Comprehensive Plan acknowledges Portland’s role within the region, and it is coordinated with the policies of governmental partners.
35. **Goal 1.C: A well-functioning plan.** Portland’s Comprehensive Plan is effective, its elements are aligned, and it is updated periodically to be current and to address mandates, community needs, and identified problems.
36. **Goal 1.D: Implementation tools.** Portland’s Comprehensive Plan is executed through a variety of implementation tools, both regulatory and non-regulatory. Implementation tools comply with the Comprehensive Plan and are carried out in a coordinated and efficient manner. They protect the public’s current and future interests and balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation.
37. **Goal 1.E: Administration.** Portland’s Comprehensive Plan is administered efficiently and effectively and in ways that forward the intent of the Plan. It is administered in accordance with regional plans and state and federal law.

The River Plan / South Reach is an update to the Willamette Greenway Plan (1987) and implements the 2035 Comprehensive Plan. The plan was developed consistent with the framework of the *2035 Comprehensive Plan*. The River Plan / South Reach contains a vision, a policy framework, Comprehensive Plan Map and Zoning Map amendments, Zoning Code amendments, and list of actions necessary to implement the plan over the life of the plan. It was developed with a lot of public input and reflects current and future needs and desires for the South Reach, while taking into account guiding state, regional and local plans and policies. As noted above, River Plan / South Reach is consistent with the guiding principles of the *2035 Comprehensive Plan*, and the plan was developed and will be implemented by a variety of public and private partners, including numerous bureaus of the City of Portland, Multnomah County, TriMet, Metro and State agencies. The primary City bureaus and Multnomah County were represented on an Interbureau Team that met periodically during plan development. Other State and regional agencies were consulted on, and informed of, draft plan documents through the process. Additionally, components of the plan draw on the guidance provided in the National Marine Fisheries Service’s (NMFS) 2016 biological opinion on FEMA’s National Flood Insurance Program, titled *Endangered Species Act (ESA) Section 7(a)(2) Jeopardy and Destruction or Adverse Modification of Critical Habitat Biological Opinion and Section 7(a)(2) “Not Likely to Adversely Affect” Determination for the Implementation of the National Flood Insurance Program in the State of Oregon*. As such, the plan is consistent with and furthers the objectives of Goals 1.A – 1.E of the *2035 Comprehensive Plan*. For further information regarding how the River Plan / South Reach is consistent with and furthers applicable state and regional goals, see “Findings on Statewide Planning Goals” and “Findings on Metro Urban Growth Management Functional Plan” sections, located earlier in this findings report.

## The Plan: Policies

### The Comprehensive Plan

38. **Policy 1.1, Comprehensive Plan elements.** Maintain a Comprehensive Plan that includes these elements:
- **Vision and Guiding Principles.** The Vision is a statement of where the City aspires to be in 2035. The Guiding Principles call for decisions that meet multiple goals to ensure Portland is prosperous, healthy, equitable, and resilient.
  - **Goals and policies.** The goals and policies of the Comprehensive Plan, including the Urban Design Framework, provide the long-range planning direction for the development and redevelopment of the city.
  - **Comprehensive Plan Map.** The Comprehensive Plan Map is the official long-range planning guide for spatially defining the desired land uses and development in Portland. The Comprehensive Plan Map is a series of maps, which together show the boundaries of municipal incorporation, the Urban Service Boundary, land use designations, and the recognized boundaries of the Central City, Gateway regional center, town centers, and neighborhood centers.
  - **List of Significant Projects.** The List of Significant Projects identifies the public facility projects needed to serve designated land uses through 2035, including expected new housing and jobs. It is based on the framework provided by a supporting Public Facilities Plan (PFP). The Citywide Systems Plan (CSP) is the City’s public facilities plan. The Transportation System Plan (TSP) includes the transportation-related list of significant projects. The list element of the TSP is also an element of the Comprehensive Plan.
  - **Transportation policies, street classifications, and street plans.** The policies, street classifications, and street plan maps contained in the Transportation System Plan (TSP) are an element of the Comprehensive Plan. Other parts of the TSP function as a supporting document, as described in Policy 1.2.

The verb “maintain” is defined in the 2035 Comprehensive Plan as to keep what you have, conserve, continue. The City Council interprets this policy to mean that the City retains all the elements of the comprehensive plan. The River Plan / South Reach maintains and enhances the *2035 Comprehensive Plan* while implementing its policies and making minor amendments to a few policies, and updating its map. Policies 1.15, 2.1.g., 2.12, 4.58, and 7.58 are amended to address input from tribal government representatives, such as appropriate references to these tribal nations, and additional language that supports cultural practices, traditions and the fiscal health of tribal nations. A limited number of map amendments are included that reflect existing and future anticipated land uses in the South Reach and to correct split designations on two sites. River Plan / South Reach does not change guiding principles or goals, or the List of Significant Projects, nor does it change policies, street classifications, or street plan maps contained in the Transportation System Plan (TSP).



## Supporting Documents

39. **Policy 1.2, Comprehensive Plan supporting documents.** Maintain and periodically update the following Comprehensive Plan supporting documents.
- 1. Inventories and analyses.** The following inventories and analyses are supporting documents to the Comprehensive Plan:
    - Economic Opportunities Analysis (EOA)
    - Buildable Lands Inventory (BLI)
    - Natural Resource Inventory (NRI)
    - Housing Needs Analysis (HNA)
  - 2. Public Facilities Plan.** The Public Facilities Plan (PFP) is a coordinated plan for the provision of urban public facilities and services within Portland’s Urban Services Boundary. The Citywide Systems Plan (CSP) is the City’s public facilities plan.
  - 3. Transportation System Plan (TSP).** The TSP is the detailed long-range plan to guide transportation system functions and investments. The TSP ensures that new development and allowed land uses are consistent with the identified function and capacity of, and adopted performance measures for, affected transportation facilities. The TSP includes a financial plan to identify revenue sources for planned transportation facilities included on the List of Significant Projects. The TSP is the transportation element of the Public Facilities Plan. Certain components of the TSP are elements of the Comprehensive Plan. *See Policy 1.1.*
  - 4. School Facility Plans.** School facility plans that were developed in consultation with the City, adopted by school districts serving the City, and that meet the requirements of ORS 195 are considered supporting documents to the Comprehensive Plan.

River Plan / South Reach was developed consistent with the supporting documents of the recently adopted *2035 Comprehensive Plan*, as well as the updated Willamette River Greenway Inventory, December 2020, as amended by City Council. To update the inventories completed as a part of the Citywide NRI and scenic resources inventory, the River Plan / South Reach includes natural resources and scenic resources inventories of the study area. An inventory of South Reach natural resources is included in Volume 3, *River Plan / South Reach Natural Resources Protection Plan*. The Natural Resources Protection Plan breaks the study area into five “inventory sites.” The inventory was developed based on an in-depth review of existing natural resources in the *River Plan / South Reach* study area that utilizes the citywide Natural Resources Inventory (NRI), relevant previous City research and inventory efforts, supplemental site visits, and other resources (e.g., journal articles, books, etc. focused on the Willamette River and the surrounding area) to understand the unique characteristics of each of the five identified inventory sites. The NRI approach is based on the science and methodology that Metro used to produce a regional inventory of riparian corridors and wildlife habitat. This inventory served as the foundation for the analysis of protection options and recommendations for key natural resources made as a part of the Natural Resources Protection Plan.

An inventory of South Reach scenic resources is contained in Volume 2, *River Plan / South Reach Scenic Resources Protection Plan*. Through on-site evaluation, the inventory assessed existing

established scenic resources within the study area, as well as new scenic resources identified through community input or City staff site visits. A variety of South Reach scenic resources were evaluated, including: (1) Scenic Views and Viewpoints; (2) View Streets; (3) Scenic Corridors; (4) Visual Focal Features; and (5) Scenic Sites. Overall, the Scenic Resources Protection Plan included a process that included six steps, including:

- 1) Define the resource sites
- 2) Map existing inventoried scenic resources
- 3) Determine eligibility
- 4) Identify new scenic resources
- 5) Document scenic resources
- 6) Evaluate scenic resources

The inventory portion of Volume 2, *River Plan / South Reach Scenic Resources Protection Plan*, will replace the existing scenic resources inventory for this area. Future efforts should utilize the protection plan during planning and implementation.

The Willamette River Greenway Inventory (WRGI) updated and adopted with the River Plan / South Reach amendments are consistent with Policy 1.2 as a supporting document. See finding for Statewide Planning Goal 15.

The other inventories identified in Policy 1.2, including the Economic Opportunities Analysis, Buildable Lands Inventory, and Housing Needs Analysis, support and are not impacted by the River Plan / South Reach.

## Implementation tools

40. **Policy 1.3, Implementation tools subject to the Comprehensive Plan.** Maintain Comprehensive Plan implementation tools that are derived from, and comply with, the Comprehensive Plan. *Implementation tools include those identified in policies 1.4 through 1.9.*
41. **Policy 1.4, Zoning Code.** Maintain a Zoning Code that establishes the regulations that apply to various zones, districts, uses, and development types.
42. **Policy 1.5, Zoning Map.** Maintain a Zoning Map that identifies the boundaries of various zones, districts, and other special features.

River Plan / South Reach maintains and updates, in some cases, existing Zoning Map boundaries, including base zone designations, overlay zones, and the Macadam Plan District. Numerous Zoning Code and Map amendments implement the policy framework of the *2035 Comprehensive Plan* and the vision and policy framework of the River Plan / South Reach. A few map amendments address existing and future desired uses. A key Zoning Code amendment is the replacement of the existing Greenway overlay zones in the area with the River overlay zones. The River overlay zones include the River General, River Recreational and River Environmental overlay zones. In the River General overlay zone, there are development standards for the setback of certain development types, archaeological resources protection and landscaping, among others. The River Recreational overlay zone includes a use regulation that allows a limited amount of retail development at three designated Open Space zoned sites. The River Environmental overlay zone includes use regulations, review procedures and development standards for certain types of development. If a development

proposal is not able to meet development standards, River Review is required to demonstrate compliance. Thus, River Plan / South Reach is consistent with policies 1.3 – 1.5.

43. **Policy 1.6, Service coordination agreements.** Maintain coordination agreements with local governments of adjoining jurisdictions concerning mutual recognition of urban service boundaries; special service districts concerning public facilities and services within Portland’s Urban Services Boundary; and public school districts concerning educational facilities within Portland's Urban Services Boundary.
44. **Policy 1.7, Annexations.** Provide a process incorporating urban and urbanizable land within the City's Urban Services Boundary through annexation.
45. **Policy 1.8, Urban renewal plans.** Coordinate Comprehensive Plan implementation with urban renewal plans and implementation activities. A decision to adopt a new urban renewal district, adopt or amend goals and objectives that will guide investment priorities within a district, or amend the boundaries of an existing district, must comply with the Comprehensive Plan.
46. **Policy 1.9, Development agreements.** Consider development agreements entered into by the City of Portland and pursuant to Oregon Revised Statute 94 a Comprehensive Plan implementation tool.

For policies 1.6-1.9, River Plan / South Reach amendments do not include changes to service coordination agreements, annexation processes, urban renewal plans or development agreements. A plan action directs the City to evaluate approaches and/or identify incentives for annexation of the Waverley Country Club into the city of Portland. The property is already within the City’s Urban Services boundary. With the exception of investigating the potential for the annexation of the Waverley Country Club, these policies are not applicable to River Plan / South Reach amendments.

## Administration

47. **Policy 1.10, Compliance with the Comprehensive Plan.** Ensure that amendments to the Comprehensive Plan’s elements, supporting documents, and implementation tools comply with the Comprehensive Plan. “Comply” means that amendments must be evaluated against the Comprehensive Plan’s applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan than the existing language or designation.
  - 1.10.a,** Legislative amendments to the Comprehensive Plan’s elements and implementation tools must also comply with the Guiding Principles.
  - 1.10.b,** Legislative amendments to the Comprehensive Plan’s elements should be based on the factual basis established in the supporting documents as updated and amended over time.
  - 1.10.c,** Amendments to the Zoning Map are in compliance with the Comprehensive Plan if they are consistent with the Comprehensive Plan Map.

The City Council finds that this is a fundamental policy of the Comprehensive Plan that guides the manner in which the Council considers amendments to the Plan itself or any implementing regulations, such as the Zoning Code. The City Council interprets the policy to require Council to consider whether, after considering all relevant evidence, an amendment is equally or more supportive of the Comprehensive Plan.

The City Council finds that a proposed amendment is equally supportive when it is on its face directly supported by goals and policies in the Plan. The City Council finds that an amendment is more supportive of the Comprehensive Plan when the amendment will further advance goals and policies, particularly those that are aspirational in nature. The City Council finds that the policy requires consideration as to whether amendments are equally or more supportive of the Plan as a whole. The City Council finds that amendments do not need to be equally or more supportive of individual goals and policies, but rather amendments must be equally or more supportive of the entire Comprehensive Plan. Therefore, the Council finds that there may be instances where specific goals and policies are not supported by the amendments but still the amendment is equally or more supportive of the entire Comprehensive Plan when considered cumulatively. The Council finds that there is no precise mathematical equation for determining when the Plan as a whole is supported but rather such consideration requires Council discretion in evaluating the competing interests and objectives of the plan.

Council notes that the Comprehensive Plan introduction explains that “[t]he Comprehensive Plan contains a broad range of policies for Council to consider. Each policy describes a desirable outcome. But it is unlikely that all policies are relevant to a particular decision and that a particular decision could be expected to advance all of the policies in the plan equally well . . . [E]ven the strongest policies do not automatically trump other policies. Every decision is different, with different facts. The particular policies that matter will change from one decision to another. There is no set formula—no particular number of ‘heavier’ policies equals a larger set of ‘lighter’ policies. In cases where there are competing directions embodied by different policies, City Council may choose the direction they believe best embodies the plan as a whole.” 2035 Comprehensive Plan, page HTU-5.

The River Plan / South Reach amendments are legislative amendments to the Zoning Code, Zoning Map, Comprehensive Plan policies and Comprehensive Plan Map. These findings identify how the River Plan / South Reach amendments comply with the Comprehensive Plan. That is, the amendments are evaluated against the Comprehensive Plan’s Guiding Principles, goals, and policies, as detailed throughout this set of findings and Council finds the River Plan/South Reach advances many policies of the Comprehensive Plan.

In particular, the City Council finds that the River Plan / South Reach is more supportive of the Comprehensive Plan than the existing regulations with regard to the goals and policies as discussed below.

Key legislative amendments: application of (1) River overlay zone, (2) update of floodplain development regulations, (3) addition of Scenic Resources Protection Plan, (4) addition of an archeological resources protection requirement, (5) actions for the City to engage with tribes, urban native communities, communities of color and immigrants in parks and natural areas’ planning, programming and promotion of culturally-specific activities (6) Repeal of the *Macadam Corridor Design Guidelines*/addition of Macadam Character Statement; and (7) Zoning and Comprehensive Plan map updates such as rezoning public properties to Open Space zone to weave nature in the city and improve opportunities for healthy activities. Other plan amendments include actions that improve government to government relations between NW tribes and the City of Portland; plan for and implement parks and recreation activities in the South Reach and improve

and expand bicycle, pedestrian and transit facilities and services to and through the South Reach.

There are many Comprehensive Plan goals and policies that are equally or more supported and implemented by River Plan / South Reach amendments. Central to these amendments is the River Pattern Area policies, starting with Policy 3.81 Willamette River South Reach. The other relevant River Pattern Area policies are listed below.

The following Comprehensive Plan goals and policies are advanced with the application of the River overlay zones to the River Plan South Reach, including policies 3.64 Urban habitat corridors, 3.65 Habitat connection tools, 3.73 Habitat Policy, 3.100 Western Neighborhoods development, 3.101 Western Neighborhoods habitat corridors, 4.4 Natural features and green infrastructure, 4.27 Protect defining features, 4.38 Light pollution, 4.73 Design with nature, 4.75 Low-impact development and best practices, 4.77 Hazards to wildlife, 6.16 Regulatory climate, 7.1 Environmental quality, 7.8 Biodiversity, 7.9 Habitat and biological communities, 7.10 Habitat connectivity, 7.11 Urban forest, 7.14 Natural hazards, 7.19 Natural resource protection, 7.23 Impact evaluation, 7.24 Regulatory hierarchy: avoid, minimize, mitigate, 7.25 Mitigation effectiveness, 7.26 Improving environmental conditions through development, 7.33 Fish habitat, 7.35 River bank conditions, 7.36 South Reach ecological complex, 7.39 Riparian corridors, 7.40 Connected upland and river habitats, 7.41 River-dependent and river-related uses, 8.70 Natural systems, 8.71 Green infrastructure, and 8.98 Urban forest management.

Other Comprehensive Plan goals and policies are advanced with the adoption of updated floodplain development regulations, including policies 3.77 River management and coordination, 4.79 Natural hazards and climate change risks and impacts, 4.81 Disaster-resilient development, 7.4 Climate change, 7.14 Natural hazards, 7.38 Sensitive habitats, 7.39 Riparian corridors, 8.76 Flood management, 8.77 Floodplain management, and 8.98 Urban forest management.

Other Comprehensive Plan goals and policies are advanced with adoption of recreation-related actions and rezoning of public properties to the Open Space zone, including Goal 8.H Parks, natural areas and recreation; and policies 3.71, 3.76 River access, 3.77 River management and coordination, Recreation, 8.53 Public trails, 8.85 Trail coordination, 8.95 Parks planning, and 8.102 Public-private partnerships.

Other Comprehensive Plan goals and policies are advanced with active transportation-related plan actions for bicycling, walking and transit, including policies 3.70 River transportation, 3.76 River access, 8.53 Public trails, 8.85 Trail Coordination, 9.19 Pedestrian safety and accessibility, 9.21 Accessible bicycle system, 9.22 Public transportation, and 9.23 Transportation to job centers.

Other Comprehensive Plan goals and policies are advanced with the adoption of the River Plan / South Reach Scenic Resource Protection Plan, including policies 3.11 Significant places, 4.41 Scenic resources, 4.42 Scenic Resource Protection, 4.43 Vegetation management, and 4.45 Future development.

Other Comprehensive Plan goals and policies are advanced with the adoption of the new archaeological resources protection regulations, including policies 3.69 Historic and multi-cultural significance, 4.54 Cultural diversity, 4.58 Archaeological resources, and 8.78 Floodplain management facilities.

Other Comprehensive Plan goals and policies are advanced with the repeal of the Macadam Corridor Design Guidelines and addition of a new Macadam Character Statement, including policies 3.49 Design great places, 3.75 River neighborhoods, 4.2 Community identity, 4.3 Site and context, 4.5 Pedestrian-oriented design, 4.7 Development and public spaces, 4.16 Scale and patterns, 9.16 Design with nature, and 9.47 Connectivity.

City Council finds the River Plan / South Reach Zoning map complies with Comprehensive Plan map with the proposed rezoning of Central Employment (CE) to Mixed Commercial 2 (CM2) on a property to reflect the current and future anticipated use and development of a floating home moorage. The property is not an appropriate site for employment uses and development since it is adjacent to the Willamette Greenway Trail and Open Space (OS) zoning. In addition, City Council finds that changes from CE to OS zoning, also reflects public ownership of land previously used as the Staff Jennings Marine Boating Center, that is planned for future riverside recreation.

Multnomah County purchased the primary property in the rezoning as part of the Sellwood Bridge construction project. The site has been used for stormwater management and a redeveloped trail section that leads to the bridge. The property is also in the floodplain and development activities are limited. Other public entities own very small acreage adjacent to the Multnomah County property. The State of Oregon and Metro are the other landowners in this rezoning. Thus, access to the site and site constraints as mentioned above, make this property no longer usable for commercial employment uses and development. Open Space zoning is adjacent to this property and Multnomah County and the City of Portland have held discussions about the future use of the property for riverside recreation. Three other very small rezoning amendments (well under one acre in size) are made two of which correct split zoning on properties with existing residential development. These small rezoning amendments go from High Density Residential (RH) to Mixed Commercial 1 (CM1) to reflect the zoning for the majority of the site. The other small rezoning of a publicly owned parcel on Ross Island is from CM2 to OS zoning, to also correspond to adjacent zoning that is publicly owned by the City of Portland. Thus, the Zoning map is consistent and compliant with the Comprehensive plan and the Comprehensive Plan map.

The findings of this ordinance identify how the River Plan / South Reach complies with and is consistent with the *2035 Comprehensive Plan's* Guiding Principles, goals, policies, and maps, as detailed throughout this set of findings. The Council concludes that the River Plan / South Reach amendments are on balance, or on the whole, more supportive of the goals and policies of the Comprehensive Plan than the current regulations. Council further finds that the amendments are consistent and comply with each applicable policy in the Comprehensive Plan.

Additionally, the Willamette River Greenway Inventory (WRGI) was updated through a legislative process that does not alter the Comprehensive Plan map and text and Zoning map and zoning regulations. This background document supports the Comprehensive Plan and is based on Metro Data Resource Center RLIS, Multnomah County and City of Portland data and information as the basis for the contents of the inventory. The WRGI is consistent with Policy 1.10.

48. **Policy 1.11, Consistency with Metro Urban Growth Management Functional Plan and Urban Growth Boundary.** Ensure that the Comprehensive Plan remains consistent with the Metro Urban Growth Management Functional Plan and supports a tight urban growth boundary for the Portland metropolitan area.

49. **Policy 1.12, Consistency with Statewide Planning Goals.** Ensure that the Comprehensive Plan, supporting documents, and implementation tools remain consistent with the Oregon Statewide Planning Goals.

As noted earlier in these findings, the River Plan / South Reach amendments and the Willamette River Greenway Inventory are consistent with and designed to further the applicable elements of the Metro Urban Growth Management Functional Plan and Statewide Planning Goals, consistent with the directives of policies 1.11 and 1.12.

50. **Policy 1.13, Consistency with state and federal regulations.** Ensure that the Comprehensive Plan remains consistent with all applicable state and federal regulations, and that implementation measures for the Comprehensive Plan are well coordinated with other City activities that respond to state and federal regulations.

The River Plan / South Reach was developed to be consistent with applicable state and federal regulations. Future action items in the plan will be evaluated further to ensure consistency with all applicable state and federal requirements once the details of each are determined at the time of implementation.

Updates to the River overlay zone chapter (33.475) of the Zoning Code included specific updates to floodplain regulations in response to the National Marine Fisheries Service's (NMFS) 2016 biological opinion on FEMA's National Flood Insurance Program, titled *Endangered Species Act (ESA) Section 7(a)(2) Jeopardy and Destruction or Adverse Modification of Critical Habitat Biological Opinion and Section 7(a)(2) "Not Likely to Adversely Affect" Determination for the Implementation of the National Flood Insurance Program in the State of Oregon*. In the biological opinion, a number of strategies to minimize the impact of floodplain development on Oregon's endangered and threatened salmon steelhead species were identified. River Plan / South Reach floodplain development updates draw on the guidance provided in an effort to minimize future floodplain development impacts on endangered and threatened species in the South Reach.

Additionally, the Willamette River Greenway Inventory is consistent with the applicable Statewide Planning Goal, Goal 15: Willamette River Greenway.

51. **Policy 1.14, Public facility adequacy.** Consider impacts on the existing and future availability and capacity of urban public facilities and services when amending Comprehensive Plan elements and implementation tools. Urban public facilities and services include those provided by the City, neighboring jurisdictions, and partners within Portland's urban services boundaries, as established by Policies 8.2 and 8.6.

As demonstrated in the findings for Statewide Planning Goal 11 and Chapter 8 (Public Facilities and Services) of the 2035 Comprehensive Plan, the River Plan / South Reach amendments do not impact the provision of public services. An action related to annexation of the Waverley Country Club into the city of Portland recognizes that the City is already providing some urban public facilities and services.

52. **Policy 1.15, Intergovernmental coordination.** Strive to administer the Comprehensive Plan elements and implementation tools in a manner that supports the efforts and fiscal health of the City, county and regional governments, and partner agencies such as school districts and transit agencies.

As demonstrated in the findings for Statewide Planning Goal 2, the City filed the required 35-day notice with Oregon Department of Land Conservation and Development to notify other government agencies of the proposed River Plan / South Reach amendments and the Willamette River Greenway Inventory. In addition, the City sent a separate legislative notice to Multnomah County, adjacent cities, Metro and TriMet. State, regional and local government agencies participated in plan development and some agencies like the Oregon State Marine Board and Multnomah County provided comments on plan elements. Additionally, River Plan / South Reach amendments included input from tribal governments prompted an amendment to Policy 1.15 to include tribal nations and specifically supporting the cultural practices and fiscal health of tribal nations. Tribes are government entities that have an interest in the City's 2035 Comprehensive Plan and need to be clearly recognized for intergovernmental coordination.

53. **Policy 1.16, Planning and Sustainability Commission review.** Ensure the Planning and Sustainability Commission (PSC) reviews and makes recommendations to the City Council on all proposed legislative amendments to Comprehensive Plan elements, supporting documents, and implementation tools. The PSC advises City Council on the City's long-range goals, policies, and programs for land use, planning, and sustainability. The membership and powers and duties of the PSC are described in the Zoning Code.

On January 16, 2020, the Proposed Draft of River Plan / South Reach was released in preparation for the PSC review of the plan. This draft of the plan was amended from the earlier Discussion Draft based on much of the public input provided during the review period of that draft. Prior to the first PSC public hearing, held on February 25, 2020, two informational sessions were held to provide those who may testify before the PSC with more specific information about plan elements.

The PSC held public hearings and work sessions between February and June 2020. During these meetings, testimony was received on the Proposed Draft, amendments were proposed during work sessions, and an additional hearing was held to receive testimony on river recreation, before the PSC voted on the final Recommended Draft to be forwarded to City Council. The PSC held meetings for the plan on the following dates:

- Briefing: February 12, 2020
- Hearing: February 25, 2020
- Hearing (virtual): June 23, 2020
- Work Session: March 10, 2020
- Work Session (virtual): May 12, 2020
- Work Session (virtual): May 26, 2020
- Work Session & Vote (virtual): June 23, 2020

Additionally, the PSC reviewed and made a recommendation on the Willamette River Greenway Inventory at a public hearing on March 26, 2019.

54. **Policy 1.17, Community Involvement Committee.** Establish a Community Involvement Committee to oversee the Community Involvement Program as recognized by Oregon Statewide Planning Goal 1 – Community Involvement and policies 2.15-2.18 of this Comprehensive Plan.



This policy only requires the establishment of a Citizen Involvement Committee, which was appointed in June 2018 and reviews and advises the way City staff engage with the public in land use and transportation planning. This policy does not apply.

55. **Policy 1.18. Quasi-judicial amendments to the Comprehensive Plan Map.** Applicants for quasi-judicial amendments to the Comprehensive Plan Map must show that the requested change adheres to Policies 1.10 through 1.15 and:

- Is compatible with the land use pattern established by the Comprehensive Plan Map.
- Is not in conflict with applicable adopted area-specific plans as described in Policy 1.19, or the applicable hearings body determines that the identified conflict represents a circumstance where the area specific plan is in conflict with the Comprehensive Plan and the proposed amendment is consistent with the Comprehensive Plan.

The Hearings Officer must review and make recommendations to the City Council on all quasi-judicial amendments to the Comprehensive Plan Map using procedures outlined in the Zoning Code.

This policy concerns quasi-judicial amendments to the Comprehensive Plan Map and is not applicable to this project, which is a legislative project.

56. **Policy 1.19, Area-specific plans.** Use area-specific plans to provide additional detail or refinements applicable at a smaller geographic scale, such as for centers and corridors, within the policy framework provided by the overall Comprehensive Plan.

**1.19.a,** Area-specific plans that are adopted after the effective date of the 2035 Comprehensive Plan should clearly identify which components amend Comprehensive Plan elements, supporting documents, or implementation tools. Such amendments should be appropriate to the scope of the Comprehensive Plan; be intended to guide land use decisions; and provide geographically-specific detail. Such amendments could include policies specific to the plan area, land use designation changes, zoning map changes, zoning code changes, and public facility projects necessary to serve designated land uses.

**1.19.b,** Area-specific plan components intended as context, general guidance, or directives for future community-driven efforts should not amend the Comprehensive Plan elements or implementation tools but be adopted by resolution as intent. These components include vision statements, historical context, existing conditions, action plans, design preferences, and other background information.

**1.19.c,** Community, area, neighborhood, and other area-specific plans that were adopted by ordinance prior to [date of Comp Plan adoption] are still in effect. However, the elements of this Comprehensive Plan supersede any goals or policies of a community, area, or neighborhood plan that are inconsistent with this Plan.

The River Plan / South Reach is an “area-specific plan” as the plan focuses exclusively on the South Reach section of the Willamette River Greenway boundary, pursuant to Policy 3.81 Willamette River South Reach, and proposes amendments to the Comprehensive Plan and Map, Zoning Code and Map, and numerous implementation actions that are consistent with and specifically intended to implement Statewide Planning Goal 15 and be consistent with and implement the 2035 *Comprehensive Plan* within the geography of the South Reach, consistent with Policy 1.19. This plan

is also consistent with relevant adopted neighborhood and community plans for Brooklyn, Sellwood-Moreland, and Southwest Community, as discussed in these findings.

## Community Involvement: Goals

57. **Goal 2.A: Community involvement as a partnership.** The City of Portland works together as a genuine partner with all Portland communities and interests. The City promotes, builds, and maintains relationships, and communicates with individuals, communities, neighborhoods, businesses, organizations, institutions, and other governments to ensure meaningful community involvement in planning and investment decisions.
58. **Goal 2.B: Social justice and equity.** The City of Portland seeks social justice by expanding choice and opportunity for all community members, recognizing a special responsibility to identify and engage, as genuine partners, under-served and under-represented communities in planning, investment, implementation, and enforcement processes, particularly those with potential to be adversely affected by the results of decisions. The City actively works to improve its planning and investment-related decisions to achieve equitable distribution of burdens and benefits and address past injustices.
59. **Goal 2.C: Value community wisdom and participation.** Portland values and encourages community and civic participation. The City seeks and considers community wisdom and diverse cultural perspectives, and integrates them with technical analysis, to strengthen land use decisions.
60. **Goal 2.D: Transparency and accountability.** City planning and investment decision-making processes are clear, open, and documented. Through these processes a diverse range of community interests are heard and balanced. The City makes it clear to the community who is responsible for making decisions and how community input is considered. Accountability includes monitoring and reporting outcomes.
61. **Goal 2.E: Meaningful participation.** Community members have meaningful opportunities to participate in and influence all stages of planning and decision making. Public processes engage the full diversity of affected community members, including under-served and under-represented individuals and communities. The City will seek and facilitate the involvement of those potentially affected by planning and decision making.
62. **Goal 2.F: Accessible and effective participation.** City planning and investment decision-making processes are designed to be culturally accessible and effective. The City draws from acknowledged best practices and uses a wide variety of tools, including those developed and recommended by under-served and under-represented communities, to promote inclusive, collaborative, culturally-specific, and robust community involvement.
63. **Goal 2.G: Strong civic infrastructure.** Civic institutions, organizations, and processes encourage active and meaningful community involvement and strengthen the capacity of individuals and communities to participate in planning processes and civic life.

Council interprets these policies to promote community involvement that engages and values all members of the community, with particular emphasis on engaging with the full diversity of affected community members. The preparation of these amendments has provided numerous opportunities

for meaningful community involvement, including: a robust public engagement process that provided repeated and numerous opportunities for all interested parties to shape and influence the final recommended draft.

Interested community members were invited to and participated at open houses, online surveys, topical discussions and other events, meetings with community associations and organizations, property owners and interest-based groups were held, to ensure all interested parties and organizations had a chance to learn about and provide input on the plan.

Further, the Bureau of Planning and Sustainability website dedicates pages to each plan effort including River Plan / South Reach with contact information, and tools such as a Map App page, each providing additional opportunities to learn about the plan effort, review reports and materials, and numerous ways to comment on the plan.

A briefing was held with the Planning and Sustainability Commission (PSC). This meeting was open to the public and PSC meetings were televised and available to review online. Then two public hearings on River Plan / South Reach were held with the PSC, who heard testimony and reviewed written testimony on the plan. The first hearing was held with testimony provided via the Map App and in person. The subsequent public hearing and work sessions with the PSC were held virtually due to COVID-19 (see more information under finding for Statewide Planning Goal 2), where the PSC revised the plan based on their and public input. A formal PSC Recommended Draft was forwarded to the Portland City Council, where a hearing and work sessions were held on the plan before Council adopted it after making amendments based in part on public testimony.

Further opportunities for the public to engage with the PSC and City Council in the legislative review of River Plan / South Reach are summarized in the Statewide Planning Goal 1, Citizen Involvement, earlier in these findings.

Due to the COVID-19 pandemic, Governor Brown has issued a series of executive orders that impact local governments. Notably, on March 8, 2020, Governor Brown issued Executive Order 20-03 declaring a state of emergency due to COVID-19. Later, on March 23, Governor Brown issued Executive Order 20-12 declaring that non-essential gatherings outside of the home or place of residence are prohibited immediately, regardless of size.

On April 15, Governor Brown issued Executive Order No. 20-16 due to the COVID-19 pandemic requiring local governments to conduct public meetings by telephone, video, or other electronic means whenever possible. In order to move forward with city operations, the directive laid out instructions to conduct business virtually during this time. The Bureau of Planning and Sustainability proceeded with public noticing to adopt the following the guidelines outlined in the order, providing ample time for public input and participation.

A public notice was sent on or about October 9, 2020 for a City Council public hearing on River Plan/ South Reach to parties that requested notice of the final decision; parties that testified at the PSC hearings, and the City's legislative list. A River Plan News electronic newsletter provided City Council public hearing notice information and information was also sent.

The record opened on October 12, 2020 and closed November 11, 2020 allowing ample time before and after the hearing for the public to review the documents on the project website and

submit testimony via the MapApp tool on the project website or by mail to the City Council Clerk. The Findings of Fact Report was made available to public on November 3, 2020.

On November 4, 2020, the Portland City Council held a virtual public hearing and received written testimony regarding adoption of the River Plan / South Reach. The virtual public meeting was held using the Zoom platform. It was free to participants and it allowed them to provide testimony by phone or computer. Participants were given 3 minutes to testify. Participants could also watch the hearing on YouTube with closed caption accommodations.

At the November 4, 2020 hearing, 13 people testified. The record was left open for additional written testimony and by the close of the record on November 11, 2020, 28 written pieces of testimony had been received. The findings have been amended in response.

On December 2, 2020, two amendments on the Recommended Draft were proposed. The record was reopened for written testimony from December 2, 2020 to December 7, 2020. A total of XX pieces of written testimony were received during that period. Based on the testimony, these findings were updated, as appropriate.

On December 16, 2020, City Council voted to approve these amended findings and to adopt River Plan / South Reach.

City Council finds that this plan, and this public engagement process are consistent with Goals 2.A – 2.G of the 2035 Comprehensive Plan.

## Community Involvement: Policies

### Partners in decision making

64. **Policy 2.1, Partnerships and coordination.** Maintain partnerships and coordinate land use engagement with:

**2.1.a.** Individual community members.

**2.1.b.** Communities of color, low-income populations, Limited English Proficient (LEP) communities, Native American communities, and other under-served and under-represented communities.

**2.1.c.** District coalitions, neighborhood associations, and business district associations as local experts and communication channels for place-based projects.

**2.1.d.** Businesses, unions, employees, and related organizations that reflect Portland's diversity as the center of regional economic and cultural activity.

**2.1.e.** Community-based, faith-based, artistic and cultural, and interest-based non-profits, organizations, and groups.

**2.1.f.** People experiencing disabilities.

**2.1.g.** Institutions, governments, and Sovereign tribes.

65. **Policy 2.2, Broaden partnerships.** Work with district coalitions, neighborhood associations, and business district associations to increase participation and to help them reflect the diversity of the people and institutions they serve. Facilitate greater communication and collaboration among

district coalitions, neighborhood associations, business district associations, culturally-specific organizations, and community-based organizations.

These policies direct the City to maintain partnerships and coordinate community engagement on a programmatic level and is not specific to a particular legislative project. Nevertheless, these partnerships were engaged and maintained throughout the process. Staff conducted ongoing communication and met with some of these groups including neighborhood and business associations, coalitions, community-based organizations as well as individuals among others. Volume 1 planning process and an Appendix lists the events and meetings for the project. Contact and updates to these organizations and individual stakeholders was maintained via email and website updates regarding the plan.

Project engagement with NW tribes led to a Comprehensive Plan text amendment to Policy 2.1.g. to replace the terminology “Sovereign tribes” with “tribal nations” as the preferred reference to tribal governments. Overall, these efforts demonstrate consistency with Policies 2.1 and 2.2.

## Environmental justice

66. **Policy 2.3, Extend benefits.** Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.
67. **Policy 2.4, Eliminate burdens.** Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.
- 2.4.a,** Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.
  - 2.4.b,** Use plans and investments to address disproportionate burdens of previous decisions.

Policies 2.3 and 2.4 aim to ensure that plans and investments extend benefits to and, wherever possible, eliminate burdens on communities of color, low-income populations, and other under-served or under-representative groups. These steps are achieved through evaluating the potential impacts of plan amendments on these groups and modifying them as necessary to reduce burdens, while also ensuring community benefits are provided to communities of color, low-income populations, and other under-served or under-representative groups. The River Plan / South Reach implements these policies through amendments that address environmental, recreational, active transportation and economic benefits that would be shared by all. This includes actions that call for: environmental land acquisition of Ross Island, restoration of shallow water habitat and upland habitat, improvements to existing and planned recreation facilities, the study and creation of a public swimming beach, updated opportunities for public scenic views, active transportation improvements that increase pedestrian and bicycle access to the riverfront (e.g. Brooklyn neighborhood), and transit service improvements to and through the South Reach. Public natural areas and recreation facilities are generally free to the public or planned programs are made affordable.

A specific action under recreation calls for developing culturally-specific programming and activities at South Reach parks, natural areas and in-river waters, and promoting these programs and activities to a broader citywide demographic. Additionally, there are numerous actions for city collaboration with tribal representatives and urban native communities on the development and funding of programs and projects in the South Reach that are desired by Native Americans. The zoning code provision to protect pre-contact Native American cultural resources through a survey requirement in high sensitivity areas with development, is a way to address a disproportionate burden from the previous settlement of white European Americans on native lands.

Additionally, a plan action focuses on continuing existing partnerships and pursuing funding to develop new partnerships with individuals as well as conservation and community groups to support restoration and community science efforts. These new partnerships provide the opportunity for the City to involve a more diverse collection of conservation and community groups, including those representing communities of color and other under-served and under-represented communities.

These elements of the plan are consistent with and support policies 2.3 and 2.4.

68. **Policy 2.5, Community capacity building.** Enhance the ability of community members, particularly those in under-served and/or under-represented groups, to develop the relationships, knowledge, and skills to effectively participate in plan and investment processes.
69. **Policy 2.6, Land use literacy.** Provide training and educational opportunities to build the public's understanding of land use, transportation, housing, and related topics, and increase capacity for meaningful participation in planning and investment processes.
70. **Policy 2.7, Agency capacity building.** Increase City staff's capacity, tools, and skills to design and implement processes that engage a broad diversity of affected and interested communities, including under-served and under-represented communities, in meaningful and appropriate ways.

Policies 2.5 through 2.7 concern broad approaches to educating community members and City staff about planning processes. River Plan / South Reach outreach efforts included community capacity building in its special outreach and engagement with the urban Native community. In planning for a special event held on the project, staff worked with Native community members to design the event in a culturally-appropriate and understandable way. This facilitated meaningful discussion and input from the urban Native community that is reflected in the plan.

## Community assessment

71. **Policy 2.8, Channels of communication.** Maintain channels of communication among City Council, the Planning and Sustainability Commission (PSC), project advisory committees, City staff, and community members.

The City Council interprets this policy to create the opportunity for the community and advisory committees to have opportunities to communicate their issues and concerns to the PSC and City Council outside of the formal legislative process. These changes are a legislative process with formal opportunities to testify to communicate directly with City Council. Therefore, this policy does not apply.

72. **Policy 2.9, Community analysis.** Collect and evaluate data, including community-validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland.
73. **Policy 2.10, Community participation in data collection.** Provide meaningful opportunities for individuals and communities to be involved in inventories, mapping, data analysis, and the development of alternatives.
74. **Policy 2.11, Open Data.** Ensure planning and investment decisions are a collaboration among stakeholders, including those listed in Policy 2.1. Where appropriate, encourage publication, accessibility, and wide-spread sharing of data collected and generated by the City.

Policies 2.9 – 2.11 concern how the City collects and makes available data that supports land use decisions. In this case, the City published a draft Existing Conditions Report and natural and scenic resources inventory reports using City, County and other known data sources. The draft Existing Conditions Report included an inventory of a variety of information including the area’s history and current demographics, natural resources, recreation facilities and identified needs, existing and future transportation needs and other infrastructure plans and priorities. These reports were made available for public review and comment and notification of related open house events was sent to community members through a variety of different means. Public input on these documents was then used to update them. A Discussion Draft of the South Reach amendments was also made available for public review and comments at an open house event and through written comments. All documents were posted on the project web site and communications about their availability for public review were made when the documents were published.

Additionally, the Willamette River Greenway Inventory (WRGI) was developed with routinely used sources of public data and information, and was shared with the public for their review and comment in a discussion draft, public open house and proposed draft, consistent with Policy 2.11.

## Transparency and accountability

75. **Policy 2.12, Roles and responsibilities.** Establish clear roles, rights, and responsibilities for participants and decision makers in planning and investment processes. Address roles of City bureaus, elected officials, and participants, including community and neighborhood leadership, business, organizations, and individuals.
76. **Policy 2.13, Project scope.** Establish clear expectations about land use project sponsorship, purpose, design, and how decision makers will use the process results.
77. **Policy 2.14, Community influence.** At each stage of the process, identify which elements of a planning and investment process can be influenced or changed through community involvement. Clarify the extent to which those elements can be influenced or changed.
78. **Policy 2.15, Documentation and feedback.** Provide clear documentation for the rationale supporting decisions in planning and investment processes. Communicate to participants about the issues raised in the community involvement process, how public input affected outcomes, and the rationale used to make decisions.

Policies 2.12 through 2.15 provide direction regarding roles, responsibilities, feedback opportunities, and documentation for participants and decision makers. The purpose of the project

and opportunities for public input were provided in an informational project handout that was available from the onset of the planning effort and posted on the project’s web page throughout the planning effort. Each stage of the planning process provided opportunities for public input on the latest information and recommendations; with public input recorded and considered in the next iteration of plan development.

Throughout these efforts, staff contacted, met with, and coordinated with stakeholders to inform them of how the process was structured and how to engage in the decision-making process, as well as opportunities to participate and provide input, when such opportunities existed.

City staff made a planning process change for the River Plan / South Reach after initiating outreach and engagement with interested Northwest tribes. Project planners added a first review of the draft plan for government officials, including Northwest tribes and other regional, state and federal agencies. The draft plan was called the Intergovernmental Review Draft. Comments were received from interested tribes and government agency staff.

Through engagement with Northwest tribes and the urban native community, River Plan / South Reach includes an amendment to Policy 2.12 that adds “including government agencies and tribal nations” after the beginning of the sentence “Address the roles of City bureaus, elected officials, and participants...”, as it is important to include government agencies and tribal nations in establishing roles and responsibilities related to planning and investment projects.

Further opportunities to for the public to engage with the PSC and City Council in the legislative review of River Plan / South Reach are summarized in the Statewide Planning Goal 1, Citizen Involvement, earlier in these findings. Thus, these efforts are consistent with Policies 2.12 – 2.15.

## **Community involvement program**

79. **Policy 2.16. Community Involvement Program.** Maintain a Community Involvement Program that supports community involvement as an integral and meaningful part of the planning and investment decision-making process.
80. **Policy 2.17. Community engagement manual.** Create, maintain, and actively implement a community engagement manual that details how to conduct community involvement for planning and investment projects and decisions.
81. **Policy 2.18. Best practices engagement methods.** Utilize community engagement methods, tools, and technologies that are recognized as best practices.
82. **Policy 2.19. Community Involvement Committee.** The Community Involvement Committee (CIC), an independent advisory body, will evaluate and provide feedback to City staff on community involvement processes for individual planning and associated investment projects, before, during, and at the conclusion of these processes.
83. **Policy 2.20. Review bodies.** Maintain review bodies, such as the Planning and Sustainability Commission (PSC), Design Commission, Historic Landmarks Commission, and Adjustment Committee, to provide an opportunity for community involvement and provide leadership and expertise for specialized topic areas.



84. **Policy 2.21. Program evaluation.** Periodically evaluate the effectiveness of the Community Involvement Program and recommend and advocate for program and policy improvements. The Community Involvement Committee (CIC) will advise City staff regarding this evaluation.
85. **Policy 2.22. Shared engagement methods.** Coordinate and share methods, tools, and technologies that lead to successful engagement practices with both government and community partners and solicit engagement methods from the community.
86. **Policy 2.23. Adequate funding and human resources.** Provide a level of funding and human resources allocated to the Community Involvement Program sufficient to make community involvement an integral part of the planning, policy, investment and development process.

These policies concern the City's Community Involvement Program and are not applicable because the River Plan / South Reach amendments do not change this program. Council finds that community members were afforded opportunities to be involved in and inform all phases of the planning process, which meet the goals and purposes of the community involvement program.

### **Process design and evaluation**

87. **Policy 2.24, Representation.** Facilitate participation of a cross-section of the full diversity of affected Portlanders during planning and investment processes. This diversity includes individuals, stakeholders, and communities represented by race, color, national origin, English proficiency, gender, age, disability, religion, sexual orientation, gender identity, and source of income.
88. **Policy 2.25, Early involvement.** Improve opportunities for interested and affected community members to participate early in planning and investment processes, including identifying and prioritizing issues, needs, and opportunities; participating in process design; and recommending and prioritizing projects and/or other types of implementation.

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. Throughout the process, over a thousand community members provided input into the plan, either at workshop, open houses and similar events or through testimony to the Planning and Sustainability Commission and City Council. Community engagement began with early meetings with identified stakeholders and visioning/kickoff events in the summer of 2018. These early discussions helped establish the overall scope of the project. In the fall of 2018, the public was engaged for discussions on key South Reach-related topics of interest, including on-land and in-river recreation, natural resources protection and restoration, and connectivity and future development within adjacent neighborhoods and beyond. Initial concepts for the plan were then discussed at an open house in December of 2018. Based on the year-and-a-half of outreach, the Intergovernmental Review Draft was released in August of 2019 for review by tribal governments and other regional, state, and federal agencies. After incorporating input from interested governmental agencies, the first public draft, the Discussion Draft, was released in October of 2019. A key part of the Discussion Draft outreach effort was a public event called "Integrating Native Voices into the River Plan / South Reach", which gathered input from Northwest tribal members and individuals from the urban Native American community. Additional steps in plan development

that were completed after the release of the Discussion Draft are highlighted in earlier findings described above.

Together, these efforts were consistent with policy direction of 2.24 and 2.25.

89. **Policy 2.26, Verifying data.** Use data, including community-validated population data, to guide planning and investment processes and priority setting and to shape community involvement and decision-making efforts.
90. **Policy 2.27, Demographics.** Identify the demographics of potentially affected communities when initiating a planning or investment project.
91. **Policy 2.28, Historical understanding.** To better understand concerns and conditions when initiating a project, research the history, culture, past plans, and other needs of the affected community, particularly under-represented and under-served groups, and persons with limited English proficiency (LEP). Review preliminary findings with members of the community who have institutional and historical knowledge.
92. **Policy 2.29, Project-specific needs.** Customize community involvement processes to meet the needs of those potentially affected by the planning or investment project. Use community involvement techniques that fit the scope, character, and potential impact of the planning or investment decision under consideration.

City Council finds that policies 2.26-2.29 requires an understanding and evaluation of the study area to ensure the planning process considers and addresses unique aspects of the area. A detailed Draft Existing Conditions Report was prepared that reviewed the area's history and established baseline demographic data, built conditions, environmental conditions, recreation facilities and needs, transportation data, and other important facts regarding past, current, and projected conditions. Staff engaged the public in an open house and other community meetings to verify this data and to identify other data and issues important in the creation of a new plan for the South Reach. Based on this early review of existing conditions, staff identified key topic areas to be discussed with the community and developed an outreach program to gather input from a variety of interested stakeholders and community members.

93. **Policy 2.30, Culturally-appropriate processes.** Consult with communities to design culturally-appropriate processes to meet the needs of those affected by a planning or investment project. Evaluate, use, and document creative and culturally-appropriate methods, tools, technologies, and spaces to inform and engage people from under-served and under-represented groups about planning or investment projects.
94. **Policy 2.31, Innovative engagement methods.** Develop and document innovative methods, tools, and technologies for community involvement processes for plan and investment projects.
95. **Policy 2.32, Inclusive participation beyond Portland residents.** Design public processes for planning and investment projects to engage affected and interested people who may not live in Portland such as property owners, employees, employers, and students, among others, as practicable.
96. **Policy 2.33, Inclusive participation in Central City planning.** Design public processes for the Central City that recognize its unique role as the region's center. Engage a wide range of

stakeholders from the Central City and throughout the region including employees, employers, social service providers, students, and visitors, as well as regional tourism, institutional, recreation, transportation, and local/regional government representatives, as appropriate.

Policies 2.30 – 2.33 call for the use of inclusive and culturally-appropriate processes and methods to engage a broad spectrum of stakeholders, including those that may not live in Portland but have an interest in the plan. Engagement of a range of stakeholders was an important consideration for the River Plan / South Reach because of the city-wide and regional usage of the area. Throughout the development of the plan, project planners maintained a webpage dedicated to the effort which provided constant updates including meeting announcements, meeting minutes, draft reports and analysis. Additionally, staff provided varied opportunities for input, including at different locations and times of the week, to ensure broad input throughout the planning process. Community members were also allowed to provide input on the River Plan/ South Reach using the project Map App, which provides details on proposals associated with specific properties in the study area. Collectively, these tools provided on-going access for people to learn about and provide comments throughout the development of the plan.

Further, special outreach was conducted with interested NW tribes and the urban Native American community. Project planners offered tribal nations the opportunity to learn about the project and provide input through a presentation at a Native conference, meetings, a boat tour, a special Intergovernmental Review Draft of the plan, prior to public review of a subsequent draft. Also, a special Native community event was planned with and hosted by urban Native community members to provide plan information and receive community member input. Additional information regarding the total number of meetings and organizations met with can be found in Volume 1 of the plan.

Because a limited number of the updates proposed as a part of the River Plan / South Reach would apply in the Central City, affected property owners in the Central City were informed of the relevant changes and a Central City-focused open house was held to answer the questions of interested community members.

97. **Policy 2.34, Accessibility.** Ensure that community involvement processes for planning and investment projects are broadly accessible in terms of location, time, and language, and that they support the engagement of individuals with a variety of abilities and limitations on participation.
98. **Policy 2.35, Participation monitoring.** Evaluate and document participant demographics throughout planning and investment processes to assess whether participation reflects the demographics of affected communities. Adapt involvement practices and activities accordingly to increase effectiveness at reaching targeted audiences.
99. **Policy 2.36, Adaptability.** Adapt community involvement processes for planning and investment projects as appropriate to flexibly respond to changes in the scope and priority of the issues, needs, and other factors that may affect the process.
100. **Policy 2.37, Process evaluation.** Evaluate each community involvement process for planning or investment projects from both the City staff and participants' perspectives, and consider feedback and lessons learned to enhance future involvement efforts.

Policies 2.34 through 2.37 concern how the community involvement program is designed and developed to support planning and investment projects. The community involvement process conducted in support of the River Plan / South Reach amendments engaged a broad range of stakeholders, including but not limited to people who live in neighborhoods along the South Reach of the Willamette River, businesspeople, recreation and environmental groups, a variety of river users, and others.

Through early outreach and engagement with interested NW tribes, the project scope was changed to include a prominent plan section on Tribal Engagement and Collaboration and to provide a first plan review draft to interested tribes and other government entities called the Intergovernmental Review Draft.

Many of the key River Plan / South Reach public meetings and events included demographic and event evaluation forms, where staff would learn about those who attended events and what worked and could be improved with these meetings and events. Based on the data gathered from these forms, an evaluation of attendees was completed at project milestones to evaluate how to reach a broader audience. Therefore, River Plan / South Reach is consistent with Policies 2.3-2.7.

## Information design and development

101. **Policy 2.38, Accommodation.** Ensure accommodations to let individuals with disabilities participate in administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.
102. **Policy 2.39, Notification.** Notify affected and interested community members and recognized organizations about administrative, quasi-judicial, and legislative land use decisions with enough lead time to enable effective participation. Consider notification to both property owners and renters.
103. **Policy 2.40, Tools for effective participation.** Provide clear and easy access to information about administrative, quasi-judicial, and legislative land use decisions in multiple formats and through technological advancements and other ways.
104. **Policy 2.41, Limited English Proficiency (LEP).** Ensure that limited English proficient (LEP) individuals are provided meaningful access to information about administrative, quasi-judicial, and legislative land use decisions, consistent with federal regulations.

Consistent with Policies 2.38 – 2.41, and BPS community involvement practices, meetings, open house events, and all public meetings, described in more detail in the findings for Statewide Goal 1, were held at locations that could accommodate people with disabilities, meetings were noticed, information on the plan were provided to meeting participants as well as online, and accommodations were made to allow LEP individuals to learn about and comment on the plan.

## Urban Form: Goals

105. **Goal 3.A: A city designed for people.** Portland’s built environment is designed to serve the needs and aspirations of all Portlanders, promoting prosperity, health, equity, and resiliency. New development, redevelopment, and public investments reduce disparities and encourage social interaction to create a healthy connected city.

River Plan / South Reach public investment actions will reduce disparities and encourage social interaction to create a healthy and connected city. Specifically, improved transit services, parks, recreation, and trails planning and investments, restoration of publicly owned natural resources and bicycle and pedestrian improvements will enhance low cost or free transportation and recreation opportunities and create a healthier environment for all Portlanders.

106. **Goal 3.B: A climate and hazard resilient urban form.** Portland’s compact urban form, sustainable building development practices, green infrastructure, and active transportation system reduce carbon emissions, reduce natural hazard risks and impacts, and improve resilience to the effects of climate change.

The requirements of the River overlay zones, in combination with the application of the *Citywide Design Guidelines* and a Macadam Character Statement, and plan objectives and relevant actions related to active transportation system improvements, will ensure that future development along and near the river effectively responds to the riverfront and that impacts on natural resources and hazard areas (e.g., floodplains, steep slopes and landslide hazard areas) will be minimized. Tree replacement requirements will increase tree canopy over time, improving stormwater management and reducing heat island effects in the area. Additionally, updated floodplain development regulations will reduce future flood risk and increase resilience in the area. Active transportation improvements are addressed in the following objectives and associated actions under Riverfront Trails and Connections, objectives 3 and 4, Brooklyn Objective 1, Sellwood objectives 2 and 3 and Southwest Portland objectives 4 and 5. The River Plan / South Reach amendments do not alter the compact urban form that exists in the project area as the limited number of Comprehensive Plan Map and Zoning Map changes reflect existing and desired land uses. See findings under Goal 10.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. The existing Macadam Corridor Design Guidelines would remain in effect along with applicable zoning code regulations and plan objectives and actions, including amendments from River Plan / South Reach described above. These provisions in total, will be equally if not more supportive of Goal 3.B.

107. **Goal 3.C: Focused growth.** Household and employment growth is focused in the Central City and other centers, corridors, and transit station areas, creating compact urban development in areas with a high level of service and amenities, while allowing the relative stability of lower-density single-family residential areas.

108. **Goal 3.D: A system of centers and corridors.** Portland’s interconnected system of centers and corridors provides diverse housing options and employment opportunities, robust multimodal transportation connections, access to local services and amenities, and supports low-carbon complete, healthy, and equitable communities.

The River Plan / South Reach area includes the eastern half of the Macadam civic corridor and a small area of the Tacoma neighborhood corridor at the Sellwood bridgehead. The limited number and small acreage area of zoning amendments do not significantly alter the scale and intensity of compact urban development along or near these corridors. The amendments strive to enhance and improve transit service, bicycle and pedestrian facilities, parks and recreation, and natural and scenic resources, which benefit those living along or near the corridors and the greater area. A plan

action to conduct a Macadam Plan District community planning process will provide an opportunity to consider additional household and employment growth in the Macadam civic corridor area.

River Plan / South Reach amendments and actions are consistent with and support Goal 3.C. and 3.D.

109. **Goal 3.E: Connected public realm and open spaces.** A network of parks, streets, City Greenways, and other public spaces supports community interaction; connects neighborhoods, districts, and destinations; and improves air, water, land quality, and environmental health.

The River Plan / South Reach includes a number of components that will contribute to more connected open spaces and public realm. Plan actions include making improvements to and extending the Willamette Greenway trail system and adding safe pedestrian and bicycle connections to the riverfront trail and the river from the Brooklyn neighborhood and other adjacent neighborhoods. The trail system connects to local streets and neighborhood corridors and passes through South Reach parks and natural areas. The application of the *Citywide Design Guidelines* with a new Macadam Character Statement will improve building development so that it responds to its riverfront location and connects people from the neighborhood to the riverfront area. See finding for Goal 3.B.

Additionally, plan actions to improve in-river recreation facilities, such as boat launches, will provide more opportunities for nonmotorized light watercraft to recreate on the river. The elaborate network of South Reach bicycle and pedestrian facilities, natural areas and open spaces, and river recreation facilities will improve air, water, land quality, and environmental health.

110. **Goal 3.F: Employment districts.** Portland supports job growth in a variety of employment districts to maintain a diverse economy.

This goal relates to employment districts, which River Plan / South Reach amendments do not affect. This goal does not apply.

111. **Goal 3.G: Nature in the city.** A system of habitat corridors weaves nature into the city, enhances habitat connectivity, and preserves natural resources and the ecosystem services they provide.

River Plan / South Reach contains a vision, urban design concept, policy framework and action plan that address the natural environment, recreation and adjacent riverfront communities of the area over the next 20 years. The South Reach is a special place along the Willamette River that includes numerous natural and recreational resources and amenities that can be appreciated by local riverfront communities and others in the city and region. The components of the River Plan / South Reach aim to preserve the natural beauty and habitat functions while accommodating new development and strengthening South Reach parks and open spaces

A key component in reaching this vision and achieving the plan's goals is the application of the River overlay zones to all South Reach properties. The River General overlay zone ensures that non-river-dependent and river-related development is setback from the river to provide adequate space for riparian habitat and recreational resources, including the Greenway trail. The River General overlay zone includes a landscape standard that requires native species to be planted to provide habitat to both riparian and upland species that utilize the river, exterior lighting standards that reduce the effects of lighting on South Reach species and residential dock standards to minimize impacts on

threatened, endangered and other fish species. Additionally, the River Environmental overlay zone is applied to all land within 100 feet of top of bank, high- and medium-ranked riparian natural resources, both developed and undeveloped floodplains, and all areas designated as Special Habitat Areas. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and expand South Reach habitat over time. Tree canopy will be increased, habitat connectivity between the South Reach and other citywide natural resources will be improved and development will be designed to minimize impacts on fish and wildlife. The plan also contains goals, policies, and actions that support expanded use of the public realm and open space areas for a diversity of uses that enhance social interaction and environmental health. Therefore, the River Plan / South Reach is consistent with and supports achievement of Goal 3.G.

## Urban Form: Policies

### Citywide design and development

112. **Policy 3.1, Urban Design Framework.** Use the Urban Design Framework (UDF) as a guide to create inclusive and enduring places, while providing flexibility for implementation at the local scale to meet the needs of local communities.

River Plan / South Reach amendments are consistent with and implement the River Pattern Area. They also address S. Macadam as a civic corridor, a small part of the SE Tacoma neighborhood corridor, part of the Inner Ring District of S. Portland, a small part of the Western Neighborhood of S. Portland and Riverdale/Dunthorpe, parks and open spaces, habitat corridors, and enhanced greenway corridors. These UDF concepts guided plan development including implementation approaches and actions. An example is the adoption of the Citywide Design Guidelines with a Macadam Character Statement that provides local context on how development should happen along the Macadam corridor and riverfront area of S. Portland. Another is action to complete a Sellwood Bridgehead study in the Tacoma neighborhood corridor area. Action C6D calls for conducting a community planning process to update the Macadam Plan District to be consistent with community desires and be consistent with the *2035 Comprehensive Plan*, which includes the UDF designations for this geography. The Macadam Plan District area is where the Design Overlay zone is applied and where the changes to design recommendations would apply.

If the Design Overlay Zone Amendments, and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. The existing Macadam Corridor Design Guidelines would remain in effect along with applicable zoning code regulations and plan objectives and actions, including amendments from River Plan / South Reach described above. These provisions in total will be equally support Policy 3.1.

See Urban Form goal findings for further examples that address this policy.

113. **Policy 3.2, Growth and stability.** Direct most growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland's residential neighborhoods.

River Plan / South Reach does not alter the growth potential of the project area as the plan is an update of the Willamette Greenway Plan in a section of riverfront that has over 300 acres of open

space and mostly developed neighborhood areas. The plan area is limited to the riverfront and adjacent areas and does not include areas and extension sections of centers, corridors or transit station areas. Plan action C5C, to update the Macadam Plan District that includes the Macadam civic corridor will evaluate and direct growth to this area as appropriate. Therefore, the River Plan / South Reach amendments equally support Policy 3.2 as appropriate.

114. **Policy 3.3, Equitable development.** Guide development, growth, and public facility investment to reduce disparities, ensure equitable access to opportunities, and produce positive outcomes for all Portlanders.

**3.3.a.** Anticipate, avoid, reduce, and mitigate negative public facility and development impacts, especially where those impacts inequitably burden communities of color, under-served and under-represented communities, and other vulnerable populations.

**3.3.b.** Make needed investments in areas that are deficient in public facilities to reduce disparities and increase equity. Accompany these investments with proactive measures to avoid displacement and increase affordable housing.

**3.3.c.** Encourage use of community benefit agreements to ensure equitable outcomes from development projects that benefit from public facility investments, increased development allowances, or public financial assistance. Consider community benefit agreements as a tool to mitigate displacement and housing affordability impacts.

**3.3.d.** Consider use of exactions imposed on development and other tools to capture value created by plans and investments, to reduce or mitigate displacement and housing affordability impacts.

**3.3.e.** Coordinate housing, economic development, and public facility plans and investments to create an integrated community development approach to restore communities impacted by past decisions.

115. **Policy 3.4, All ages and abilities.** Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.

Plan improvements to bicycle and pedestrian facilities and trails and transit services will increase opportunities for affordable access to jobs, attractions and parks and natural areas. Trail improvements will be designed for use by seniors and people with disabilities. The Scenic Resources Protection Plan identifies public opportunities for free scenic views of and from the South Reach. Plan actions call for coordination with Native Americans, communities of color and immigrants on culturally-specific programming and activities at public parks and natural areas and working with these communities to address barriers to the use of parks and recreation facilities in the South Reach.

A plan action calls for a community planning process to update the Macadam Plan District regulations to be more consistent with the *2035 Comprehensive Plan*. This planning process represents an opportunity to increase future business and employment opportunities and may identify updates to code requirements that would allow for and/or create incentives for more dense development in the Macadam Civic Corridor. Increased density within the S Macadam Avenue Civic Corridor would be expected to expand housing opportunities for a mix of incomes.



These regulations would move to support the new *Citywide Design Guidelines*, which will apply in the district. New development on these sites would be required to meet Guideline 07, which focuses on guiding development to support the comfort, safety and dignity of residents, workers and visitors through thoughtful site and building design. This includes ensuring that pedestrian circulation is universally designed for all ages and abilities should link the public realm, building entries, parking, and open areas throughout. Therefore, River Plan / South Reach is consistent with policies 3.3 and 3.4.

116. **Policy 3.5, Energy and resource efficiency.** Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning.
117. **Policy 3.6, Land efficiency.** Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.
118. **Policy 3.7, Integrate nature.** Integrate nature and use green infrastructure throughout Portland.
119. **Policy 3.8, Leadership and innovation in design.** Encourage high-performance design and development that demonstrates Portland’s leadership in the design of the built environment, commitment to a more equitable city, and ability to experiment and generate innovative design solutions.

Consistent with the objectives of Policies 3.5 – 3.8, River Plan / South Reach promotes sustainable development and transportation, protecting and enhancing environmental quality and incorporating green infrastructure. The plan contains new zoning requirements that direct new development away from important natural resources, when possible, and requires mitigation of development impacts. Additionally, new development in the River General overlay zone must minimize the effects of exterior lighting on fish and wildlife through selection of full cut-off fixtures, which reduce light pollution, and low-impact, energy-efficient lamps. Larger buildings in the River General overlay zone must incorporate bird-safe glazing to decrease the chance of bird strikes and mortality rates. All development in the River Plan / South Reach will continue to be required to meet the City’s stringent stormwater management requirements, which ensures the incorporation of well-functioning, effective green infrastructure. The plan also proposes improvements to transit services and improvements to and expansion of active transportation facilities. Together, City Council finds that these plan components implement policies 3.5 – 3.8.

120. **Policy 3.9, Growth and development.** Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts.

The City Council finds that this policy requires the assessment of the impacts of the River Plan South Reach on neighborhoods and their residents, particularly those that are under-served and under-represented. In the South Reach area, households below the poverty level totaled 10% and 87% of the population identifies as White, according to US Census data estimates. The percentages of households in poverty and the representation of communities of color in this project area are

well below the City average. River Plan/South Reach amendments include future planning and investments that build upon existing public facilities and services. Future improvements to parks, recreation, natural areas, bicycle and pedestrian facilities and transit services, will make these improvements more accessible and provide affordable transportation and culturally-appropriate recreation to under-represented and under-served communities within and outside of the South Reach project area. Additionally, plan objectives and actions to coordinate with Native Americans, people of color and immigrants on projects, programs, and activities at public parks and natural areas will ensure that public investments benefit these groups (Recreation Objective 2 and actions R2A-C). Trail improvements will be designed to benefit people of all abilities (Action R3C). See findings for policies 3.3 and 3.4 above for additional information on this topic.

121. **Policy 3.10, Rural, urbanizable, and urban land.** Preserve the rural character of rural land outside the Regional Urban Growth Boundary. Limit urban development of urbanizable land beyond the City Limits until it is annexed and full urban services are extended.

The River Plan / South Reach amendments are an update to the Willamette Greenway Plan within the urban growth boundary. Therefore, these changes do not impact rural land outside the urban growth boundary. This policy does not apply.

122. **Policy 3.11, Significant places.** Enhance and celebrate significant places throughout Portland with symbolic features or iconic structures that reinforce local identity, histories, and cultures and contribute to way-finding throughout the city. Consider these especially at:

- High-visibility intersections
- Attractions
- Schools, libraries, parks, and other civic places
- Bridges
- Rivers
- Viewpoints and view corridor locations
- Historically or culturally significant places
- Connections to volcanic buttes and other geologic and natural landscape features
- Neighborhood boundaries and transitions

River Plan / South Reach amendments enhance and celebrate numerous significant places: the Willamette River, bridges, parks and natural areas, public viewpoints and view corridors and historic and culturally-significant places. For enhancement of the river and natural areas, zoning regulations are applied through application of the River General and River Environmental overlay zones. Examples include a 50-foot setback for non-river dependent and river-related development from the top of bank, new landscaping requirements along the riverbank and development standards to protect floodplains, important riparian resources and Special Habitat Areas. Plan actions call for completing restoration projects to expand shallow water habitat, replacing invasive species with native species, reducing harmful algal blooms in the river and completing a coordinated management plan for the Ross Island Natural Area/Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area complex.

The plan enhances and celebrates parks through actions that complete plans and physical improvements to parks, expand river recreational opportunities and access for watercraft and swimmers, and support bicycle and pedestrian improvements to and along the riverfront.

The *River Plan / South Reach Scenic Resources Protection Plan* inventoried and evaluated a variety of scenic resources to ensure public enjoyment and appreciation of the Willamette River and other unique scenic resources of the area. A total of 24 public viewpoints, eight view streets, five scenic corridors and a number of focal features are protected by the plan. The application of the Scenic overlay zone to designated public viewpoints allows for maintenance of vegetation to preserve views over time.

Two bridges are partially or fully within the South Reach – the Ross Island and Sellwood bridges. A plan action calls for a Sellwood Bridgehead study that would develop a concept that reflects local character, history and relationship with the river.

Finally, the plan recognizes the important historic and cultural significance of the area to Native Americans. An example of a plan action is to work with tribal representatives to generate ideas for the development of projects and programs that honor Native American cultures and educate the public on Native American history in the area. Another action seeks to implement a first foods project to restore culturally-significant plants in South Reach parks and open spaces. Additionally, the River overlay zone requires an archaeological survey in areas identified as having a high likelihood of containing Native American archaeological resources (identified as high sensitivity areas) as part of development projects. This requirement aims to protect historically and culturally-significant resources when found.

## Centers

123. **Policy 3.12, Role of centers.** Enhance centers as anchors of complete neighborhoods that include concentrations of commercial and public services, housing, employment, gathering places, and green spaces.
124. **Policy 3.13, Variety of centers.** Plan for a range of centers across the city to enhance local, equitable access to services, and expand housing opportunities.
125. **Policy 3.14, Housing in centers.** Provide housing capacity for enough population to support a broad range of commercial services, focusing higher-density housing within a half-mile of the center core.
126. **Policy 3.15, Investments in centers.** Encourage public and private investment in infrastructure, economic development, and community services in centers to ensure that all centers will support the populations they serve.
127. **Policy 3.16, Government services.** Encourage the placement of services in centers, including schools and colleges, health services, community centers, daycare, parks and plazas, library services, and justice services.
128. **Policy 3.17, Arts and culture.** Ensure that land use plans and infrastructure investments allow for and incorporate arts, culture, and performance arts as central components of centers.

- 129. **Policy 3.18, Accessibility.** Design centers to be compact, safe, attractive, and accessible places, where the street environment makes access by transit, walking, biking, and mobility devices such as wheelchairs, safe and attractive for people of all ages and abilities.
- 130. **Policy 3.19, Center connections.** Connect centers to each other and to other key local and regional destinations, such as schools, parks, and employment areas, by frequent and convenient transit, bicycle sharing, bicycle routes, pedestrian trails and sidewalks, and electric vehicle charging stations.
- 131. **Policy 3.20, Green infrastructure in centers.** Integrate nature and green infrastructure into centers and enhance public views and connections to the surrounding natural features.

Policies 3.12-3.20 provide direction on the desired characteristics and functions of centers. The River Plan / South Reach amendments focus on the river pattern area and encompasses a fairly narrow geography along both sides of the Willamette River. The plan area is not in a center but is adjacent to the Central City on its north end. However, the majority of plan amendments do not affect properties in centers. There are a few River Plan / South Reach amendments that affect properties in the Central City, which are described in the next section.

## Central City

- 132. **Policy 3.21, Role of the Central City.** Encourage continued growth and investment in the Central City and recognize its unique role as the region’s premier center for jobs, services, and civic and cultural institutions that support the entire city and region.
- 133. **Policy 3.22, Model Urban Center.** Promote the Central City as a living laboratory that demonstrates how the design and function of a dense urban center can concurrently provide equitable benefits to human health, the natural environment, and the local economy.
- 134. **Policy 3.23, Central City employment.** Encourage the growth of the Central City’s regional share of employment and continue its growth as the region’s unique center for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.
- 135. **Policy 3.24, Central City housing.** Encourage the growth of the Central City as Portland’s and the region’s largest center with the highest concentrations of housing and with a diversity of housing options and services.
- 136. **Policy 3.25, Transportation hub.** Enhance the Central City as the region’s multimodal transportation hub and optimize regional access as well as the movement of people and goods among key destinations.
- 137. **Policy 3.26, Public places.** Promote public places and the Willamette River waterfront in the Central City as places of business and social activity and gathering for the people of its districts and the broader region.

Policies 3.21-3.26 provide guidance on the key attributes and infrastructure of the Central City, addressing a range of important roles the Central City must play moving forward. As stated previously, the River Plan / South Reach study area is located to the south of the Central City. However, because the River overlay zones were already applied in the Central City and are now

applied in the South Reach, a small number of River Plan / South Reach amendments to the Zoning Code affect the Central City. Specifically, updates to the river setback landscaping requirements and vegetation replacement standards, increases in tree replacement ratios and a new allowance for the reinforcement of seawalls in the River Environmental overlay zone will apply to Central City properties. Additionally, the use of mitigation bank credits to mitigate development impacts will now be available to all properties in the River Environmental overlay zone, including in the Central City. City Council finds that these changes are not expected to have a detrimental effect on the achievement of policies 3.21-3.26, and are therefore equally supportive of the policies compared to the existing regulations, and are expected to contribute most significantly to and be more supportive of Policy 3.22, Model Urban Center. A new map in the Scenic Overlay Zone chapter of the Zoning Code (33.480) identifies a number of designated public viewpoints along the Central City riverfront where the addition of amenities will be required as a part of future development actions. These amenities will identify scenic viewpoints more clearly and serve as future gathering spaces, achieving the aims of Policy 3.26.

### Inner Ring Districts

138. **Policy 3.39, Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.
139. **Policy 3.40, Corridors.** Guide growth in corridors to transition to mid-rise scale close to the Central City, especially along Civic Corridors.
140. **Policy 3.41, Distinct identities.** Maintain and enhance the distinct identities of the Inner Ring Districts and their corridors. Use and expand existing historic preservation and design review tools to accommodate growth in ways that identify and preserve historic resources and enhance the distinctive characteristics of the Inner Ring Districts, especially in areas experiencing significant development.
141. **Policy 3.42, Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts' residential areas. Encourage approaches that preserve or are compatible with existing historic properties in these areas. Acknowledge that these areas are historic assets and should retain their established characteristics and development patterns, even as Inner Ring centers and corridors grow. Apply base zones in a manner that takes historic character and adopted design guidelines into account.
142. **Policy 3.43, Active transportation.** Enhance the role of the Inner Ring Districts' extensive transit, bicycle, and pedestrian networks in conjunction with land uses that optimize the ability for more people to utilize this network. Improve the safety of pedestrian and bike connections to the Central City. Strengthen transit connections between the Inner Ring Districts and to the Central City.

Inner Ring districts include some of Portland's oldest neighborhoods, with several historic districts and a broad diversity of housing types. These areas include distinct districts, such as Albina and Northwest Portland, that have multiple mixed-use corridors in proximity, allowing most residents to live within a quarter-mile distance of frequent-service transit and neighborhood businesses. The Inner Ring Districts are also served by a highly interconnected system of streets and sidewalks, and

are within a three-mile biking distance of the Central City's array of services, jobs, and amenities. Neighborhoods on both sides of the river within the River Plan / South Reach study area are considered Inner Ring districts, including South Portland, Brooklyn and Sellwood.

The River Plan / South Reach amendments affect the riverfront portions of the area's inner ring district neighborhoods. The plan is an update to the Willamette Greenway Plan and the river pattern area and does not expand housing and employment opportunities beyond what already exists in these inner districts. The plan does have a zoning regulation that allows a limited amount of retail development at three open space locations, which would increase employment opportunities a little. Public investment opportunities at parks and natural areas could also increase employment opportunities for these projects.

Inner district maintenance and expansion of identities will be accomplished by application of a design tool in South Portland with the Citywide Design Guidelines and Macadam Character Statement for properties with the Design overlay zone, and by the completion of a Sellwood Bridgehead concept, which will also include a historic component. Within the updated citywide design guidelines applying to sites in the Macadam and Sellwood areas with a Design overlay zone, Guidelines 01-03 stipulate that development should be thoughtfully designed to be compatible, and form positive relationships, with adjacent development, including historic properties, while accommodating for growth. Application of a Macadam Character Statement speaks to the specific context that development should address within that plan district. It identifies important local resources, such as the Willamette Greenway Trail and Heron Point Wetlands, that development should address, while also informing where and how careful transitions should occur along the district's civic corridor, S Macadam Avenue.

Active transportation actions abound in the River Plan / South Reach amendments. Action items call for improvements to existing transit services that run through and to the South Reach from the Central City. They also call for new and improvements to existing pedestrian, bike and trail facilities that will provide safe access to and through the South Reach and to the Central City, especially via the greenway trail system on both sides of the river. Additionally, the *Citywide Design Guidelines* and Macadam Character Statement inform new development on how and where it should create new pedestrian and bicycle connections, as a way to enhance the existing street grid and strengthen connections between S Macadam Avenue and the Willamette Riverfront, within the Macadam Plan District.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. The existing Macadam Corridor Design Guidelines would remain in effect along with applicable plan objectives and actions, including amendments from River Plan / South Reach described above. These provisions in total, will be equally if not more supportive of Policy 3.43.

River Plan / South Reach amendments are consistent with policies 3.39-3.43, as applicable.

## Corridors

143. **Policy 3.44, Growth and mobility.** Coordinate transportation and land use strategies along corridors to accommodate growth and mobility needs for people of all ages and abilities.

- 144. **Policy 3.45, Connections.** Improve corridors as multimodal connections providing transit, pedestrian, bicycle, and motor vehicle access and that serve the freight needs of centers and neighborhood business districts.
- 145. **Policy 3.46, Design.** Encourage street design that balances the important transportation functions of corridors with their roles as the setting for commercial activity and residential living.
- 146. **Policy 3.47, Green infrastructure in corridors.** Enhance corridors with distinctive green infrastructure, including landscaped stormwater facilities, extensive tree plantings, and other landscaping that both provide environmental function and contribute to a quality pedestrian environment.

River Plan / South Reach contains one designated Civic Corridor (Macadam Avenue) and part of one Neighborhood Corridor (SE Tacoma by the Sellwood Bridge).

There are a number of River Plan / South Reach actions that implement and/or are consistent with Policies 3.44-3.47. Actions call for transit service improvements along these corridors. The development of a Sellwood Bridgehead Development Concept addresses local and regional traffic with improved transit service and Transportation Demand solutions. It also aims to enhance bicycling, walking, rolling and running with improved wayfinding, connectivity with the Springwater Corridor Trail and access to the Willamette River.

Actions along the Macadam Civic Corridor include coordinating with the Oregon Department of Transportation to transform S. Macadam into a more bicycle and pedestrian corridor, create a parallel bicycle facility to the popular Willamette Greenway Trail, and identifying projects that will extend the Portland Streetcar and the Willamette Greenway Trail to Lake Oswego. Application of the Citywide Design Guidelines with a Macadam Character Statement will also address east-west pedestrian access from new developments in the Macadam corridor to the riverfront.

The application of the River overlay zones to properties between S Macadam Avenue and the river updates development standards and use allowances to ensure green infrastructure will be incorporated into new development in this important area. The River General overlay zone, which is applied to properties east of S Macadam Avenue and at the Sellwood bridgehead, requires landscaping in the river setback, bird-safe glazing when larger buildings are built and exterior lighting designed to minimize impact on wildlife. Additionally, the River Environmental overlay zone is applied to properties in the corridor with identified natural resources. The River Environmental overlay zone requires protection of existing natural resources and mitigation for impacts on those resources, replacement of trees three inches diameter-at-breast-height (dbh) and larger that are removed and long-term monitoring for most tree plantings, mitigation and remediation. Collectively, these components of the River Plan / South Reach support the objectives of Policies 3.44 – 3.47.

## **Civic Corridors**

- 147. **Policy 3.48, Integrated land use and mobility.** Enhance Civic Corridors as distinctive places that are models of ecological urban design, with transit-supportive densities of housing and employment, prominent street trees and other green features, and high-quality transit service and pedestrian and bicycle facilities.

148. **Policy 3.49, Design great places.** Improve public streets and sidewalks along Civic Corridors to support the vitality of business districts, create distinctive places, provide a safe, healthy, and attractive pedestrian environment, and contribute to quality living environments for residents.
149. **Policy 3.50, Mobility corridors.** Improve Civic Corridors as key mobility corridors of citywide importance that accommodate all modes of transportation within their right-of-way or on nearby parallel routes.
150. **Policy 3.51, Freight.** Maintain freight mobility and access on Civic Corridors that are also Major or Priority Truck Streets.

South Macadam Avenue is a Civic Corridor. The policies above identify key objectives for designated Civic Corridors. These include integrating freight, transit, and active transportation capacity, and green infrastructure, within a well-designed public realm that promotes human interaction and health, while also maintaining freight mobility and access. River Plan / South Reach promotes these objectives through an action to complete a community planning effort to update the Macadam Plan District. This planning project will look at transit-supportive densities and employment and transportation. See the findings 3.44-3.47 for additional actions that implement Policies 3.48-3.51.

Additionally, the Macadam design recommendations to repeal the Macadam Corridor Design Guidelines and replace them with Citywide Design Guidelines and a Macadam Character Statement for local context supports Policy 3.49, Designing great places. Guidance provided within the Citywide Design Guidelines will require that development provide active street frontages, set within well-ordered facades, which are composed of high-quality materials. These factors will contribute to an improved public streetscape and sidewalk condition along S Macadam Avenue. Additional detail provided within the Macadam Character Statement provides more nuanced guidance, ensuring that these spaces reflect the unique character along the entire corridor and support the design of distinctive places; promoting a healthy and active public realm which values the safety of people over cars.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect. Two of these existing guidelines are focused on how new development along S Macadam Avenue should enhance its character as a boulevard and contribute to its attractiveness as a gateway into the City. This includes utilizing landscaping, along with complementary forms and materials, to create a more welcoming public realm which reflects both the existing and emerging character of this corridor. Therefore, the Citywide Design Guidelines and the existing Macadam Corridor Design Guidelines equally and better support development in the South Portland river neighborhood, along with the Sellwood action for the Sellwood riverfront neighborhood. These provisions in total, will be equally if not more supportive of Policy 3.48-3.50.

None of these actions or changes to the applicable design guidance for the area would impact freight mobility or access along S Macadam Avenue, which is designated as a Major Truck Street in the Transportation Systems Plan. Thus, the plan is equally supportive of Policy 3.51, Freight, with existing regulations.



## Neighborhood Corridors

151. **Policy 3.52, Neighborhood Corridors.** Enhance Neighborhood Corridors as important places that support vibrant neighborhood business districts with quality multi-family housing, while providing transportation connections that link neighborhoods.

A small section of the SE Tacoma Neighborhood Corridor by the Sellwood bridgehead is included in the River Plan / South Reach. The plan action to complete a Sellwood Bridgehead Development Concept will enhance this special place in the Sellwood neighborhood through transportation and other improvements that will benefit this neighborhood corridor. The Springwater Corridor Trail runs north and south near SE Tacoma and connect to the Central City as well as outer southeast Portland. The plan includes an action to complete gaps in the trail system, which would benefit a section of trail corridor by the Sellwood Bridge. River Plan / South Reach is consistent with this policy.

## Transit Station Areas

152. **Policy 3.53. Transit-oriented development.** Encourage transit-oriented development and transit-supportive concentrations of housing and jobs, and multimodal connections at and adjacent to high-capacity transit stations.
153. **Policy 3.54. Community connections.** Integrate transit stations into surrounding communities and enhance pedestrian and bicycle facilities (including bike sharing) to provide safe and accessible connections to key destinations beyond the station area.
154. **Policy 3.55. Transit station area safety.** Design transit areas to improve pedestrian, bicycle, and personal safety.
155. **Policy 3.56. Center stations.** Encourage transit stations in centers to provide high density concentrations of housing and commercial uses that maximize the ability of residents to live close to both high-quality transit and commercial services.
156. **Policy 3.57. Employment stations.** Encourage concentrations of jobs and employment-focused land uses in and around stations in employment-zoned areas.
157. **Policy 3.58. Transit neighborhood stations.** Encourage concentrations of mixed-income residential development and supportive commercial services close to transit neighborhood stations. Transit neighborhood stations serve mixed-use areas that are not in major centers.
158. **Policy 3.59. Destination stations.** Enhance connections between major destinations and transit facilities and strengthen the role of these station areas as places of focused activity.

Policies 3.53 through 3.59 provide direction on the desired characteristics and functions of transit station areas. There are no transit station areas in the River Plan / South Reach project area, therefore these policies do not apply.

## City Greenways

159. **Policy 3.60, Connections.** Create a network of distinctive and attractive City Greenways that link centers, parks, schools, rivers, natural areas, and other key community destinations.

- 160. **Policy 3.61, Integrated system.** Create an integrated City Greenways system that includes regional trails through natural areas and along Portland’s rivers, connected to neighborhood greenways, and heritage parkways.
- 161. **Policy 3.62, Multiple benefits.** Design City Greenways that provide multiple benefits that contribute to Portland’s pedestrian, bicycle, green infrastructure, and parks and open space systems.
- 162. **Policy 3.63, Design.** Use design options such as distinctive street design, motor vehicle diversion, landscaping, tree plantings, scenic views, and other appropriate design options, to create City Greenways that extend the experience of open spaces and nature into neighborhoods, while improving stormwater management and calming traffic.

River Plan / South Reach contains two primary City Greenways: the Willamette Greenway Trail (includes the Springwater Corridor Trail on the east side and the Willamette Greenway Trail on the west side) and a designated City greenway south of SE Powell in the Brooklyn neighborhood. River Plan / South Reach action items address: funding and completing gaps in the trail system and designing and completing improvements to reduce user conflicts, enhance safety and provide amenities, such as benches. There are actions to fund, study and complete bicycle and pedestrian access to the riverfront in the Brooklyn neighborhood, south of SE Powell Street. Additionally, plan actions call for the extension of the Willamette Greenway Trail to Lake Oswego from S. Portland and increased pedestrian and bicycle access to the Willamette Greenway Trail from adjacent neighborhoods. These plan provisions ensure consistency with Policies 3.60 – 3.63.

### Urban habitat corridors

- 163. **Policy 3.64, Urban habitat corridors.** Establish a system of connected, well-functioning, and diverse habitat corridors that link habitats in Portland and the region, facilitate safe fish and wildlife access and movement through and between habitat areas, enhance the quality and connectivity of existing habitat corridors, and establish new habitat corridors in developed areas.
- 164. **Policy 3.65, Habitat connection tools.** Improve habitat corridors using a mix of tools including natural resource protection, property acquisition, natural resource restoration, tree planting and landscaping with native plants, and ecological design integrated with new development.
- 165. **Policy 3.66, Connect habitat corridors.** Ensure that planned connections between habitat corridors, greenways, and trails are located and designed to support the functions of each element, and create positive interrelationships between the elements, while also protecting habitat functions, fish, and wildlife.

River Plan / South Reach amendments are consistent with Policies 3.64, 3.65 and 3.66 in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) provides a comprehensive inventory of natural resources, including providing data specifically addressing five “inventory sites” within the study area. Natural resources inventoried include vegetation types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. The Willamette River is a key migratory corridor for fish and

wildlife. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions.

- B. The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River.
- C. The river setback is increased for most River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be installed with development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the setback ensures that adverse impacts on river functions, including water quality, flooding and fish and wildlife habitat, will be minimized and habitat connectivity will be maintained.
- D. The regulations for removal and remediation of hazardous substances require the use of biotechnical techniques for bank stabilization and the planting of native vegetation on the riverbank. This will enhance fish and wildlife habitat in the Willamette River and riparian areas.
- E. The major trail alignment and any future improvements to the Greenway Trail along the Willamette River will include landscaping that incorporates native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River.
- F. The River Plan / South Reach includes amendments to the Zoning Code – both in 33.475, River Overlay Zones and 33.865, River Review – that will ensure the preservation and expansion of tree canopy in the study area. Trees in the river setback that are 1.5 inches diameter or greater at breast height (dbh) must be replaced if removed. Landward of the river setback, trees three inches dbh or greater will be required to be replaced. These new tree requirements will increase tree canopy in both the riparian and upland areas, strengthening existing and creating new habitat corridors that allow wildlife to move across the urban landscape.

## Employment areas

- 166. **Policy 3.67, Employment area geographies.** Consider the land development and transportation needs of Portland’s employment geographies when creating and amending land use plans and making infrastructure investments.
- 167. **Policy 3.68, Regional Truck Corridors.** Enhance designated streets to accommodate forecast freight growth and support intensified industrial use in nearby freight districts. *See Figure 3-7 — Employment Areas.* Designated regional truckways and priority truck streets (Transportation System Plan classifications are shown to illustrate this network).

Comprehensive Plan Figure 3-7 identifies four employment area geographies – Central City, industrial/employment, commercial and institutional. The River Plan / South Reach amendments only partially address one commercial employment area: the east side of S. Macadam Avenue. The plan amendments focus on the update to the Willamette Greenway Plan and is not a comprehensive area planning effort that looked at employment and truck corridors. Plan actions to update the Macadam Plan District and to coordinate with the Oregon Department of Transportation on bicycle and pedestrian improvements along S. Macadam Avenue will consider the impacts of potential improvements on the Macadam truck corridor. The same holds true for actions related to extending the Portland Streetcar to Lake Oswego and a developing a parallel bicycle route west of the Willamette Greenway Trail in the Macadam area. Therefore, River Plan / South Reach is consistent with Policies 3.67 and 3.68 as applicable.

## Rivers Pattern Area

168. **Policy 3.69, Historic and multi-cultural significance.** Recognize, restore, and protect the historic and multi-cultural significance of the Willamette and Columbia Rivers, including current activities such as subsistence fishing of legally-permitted fish species.

The River Plan / South Reach amendments are consistent with this policy because of numerous policy framework objectives in three section of Volume 1, Chapter III: Watershed Health and Resilience (e.g., Objective 4, Restore the Willamette River and riverbanks to increase habitat for Threatened and Endangered salmon and steelhead); Recreation (e.g., Objective 2, Develop culturally-specific programming and activities, and Objective 8, Support public fishing opportunities); and Tribal Engagement and Collaboration (Objectives 2- 5, Engage interested tribal nations and urban native communities to identify culturally-specific locations and natural resources and develop programs, projects and protections to celebrate and honor tribal customs, traditions and culture).

Additionally, the following plan amendments promote the Willamette River’s historic and cultural significance especially for Native Americans, including archaeological resources protection, fish and wildlife habitat restoration and river recreation, which benefit practices such as fishing and planting/harvesting of first foods:

- A. Application of the River General overlay zone includes development standards for a 50-foot river setback, landscaping, new and replacement residential dock floating structures, and exterior lighting; all of which benefit fish habitat and the historical and cultural significance of salmon, steelhead and lamprey;
- B. Application of the River Environmental overlay zone includes development standards and mitigation requirements for all land within 100 feet of top of bank, high and medium ranked riparian resources, floodplains and Special Habitat Areas, which will benefit fish, wildlife and plant habitats throughout the area that are historically and culturally significant;
- C. Examples of relevant plan actions under Watershed Health and Resilience include: identifying restoration projects that improve and expand shallow water habitat and streams, including through public-private partnerships or other creative mechanisms (W4A-W4E), investigating strategies to address harmful algal blooms in the Ross Island lagoon

(W5A), expanding floodplain habitat by incorporating a riparian buffer area with development regulations (W6B), and developing incentives through the forthcoming Floodplain Management Update Program to reduce development in floodplains over time (W6E);

- D. Examples of plan actions under Recreation include: working with Native Americans, immigrants and communities of color to determine culturally-specific desired uses activities and programming (R2A and T5A-C), confirm culturally-specific fishing desires in the South Reach and identify improvements (R8A), provide fishing access at the former Staff Jennings site (R8B), upgrade existing boat docks and related facilities and seek opportunities for additional boating access (R9A-9H), and minimize boating impacts on the environment (R10A-10B);
- E. Examples of relevant actions under Tribal Engagement and Collaboration include coordination and collaboration with tribal representatives and the urban native community on: projects and programs that honor Native American culture and history, including implementing a first food program (T2A-T2C), protection of archaeological resources (T3A-T3C), and increasing the viability of culturally and ecologically important fish, wildlife and native plants and developing a harvesting program in areas (like the Willamette River) where tribes historically harvested first foods and other resources (T4A-T4B).

169. **Policy 3.70, River transportation.** Recognize and enhance the roles of the Willamette and Columbia rivers as part of Portland’s historic, current, and future transportation infrastructure, including for freight, commerce, commuting, and other public and private transportation functions.

The amendments are consistent with this policy because River Plan / South Reach amendments include actions to explore a potential location(s) for a motorboat fueling station and/or a pump out station to assist motorboat transportation (Action R9G) and consideration of Oaks Amusement Park or another location near the Sellwood bridgehead as a potential river transit stop and to evaluate it as part of any future river transit planning (Action C3D). Additionally, recreation actions identify improvements to existing boating facilities and providing additional facilities for motorized and nonmotorized boating (R9A-9H), which can lead to purposeful boating trips to, from and within the South Reach. River Plan / South Reach amendments are consistent with Policy 3.70.

170. **Policy 3.71, Recreation.** Improve conditions along and within the Willamette and Columbia rivers to accommodate a diverse mix of recreational users and activities. Designate and invest in strategically-located sites along the length of Portland’s riverfronts for passive or active recreation activities that are compatible with nearby land uses, historically and culturally important sites, significant habitat areas, restoration sites, and native fish and wildlife usage.

The River Plan / South Reach is consistent with this policy. Recreation objectives 1 through 13 support a diverse mix of recreational uses, users and activities, while Watershed Health and Resilience Objectives 3 ensures that recreational and other uses can be compatible with important natural resources and objectives 4 and 5 provide direction for future restoration efforts, including in existing parks and open spaces. Specific plan components that support these objectives are highlighted below.

- A. Actions WH3B, 3C and 3D aim to reduce the impact of recreational activities and users on adjacent natural areas;
- B. Actions WH4A-4D identify specific habitat types and areas for future restoration efforts, including the expansion of shallow water habitat and habitat connections, implementation of Willamette Park restoration efforts and Water Resources Development Act (WRDA) projects, and identification of future WRDA restoration projects.
- C. Actions such as WH3A, R1A-R1C, R1E and R1I are examples of parks master planning, parks implementation and land acquisition;
- D. Actions such as R2A-R2C are examples of working with interested Native Americans, immigrants and communities of color to plan for desired uses and activities at parks and natural areas;
- E. Actions like R3A, R3C-R3G seeking funding and implement recreational trail project that complete gaps, make safety and amenity improvements and further trail connections to the riverfront from adjacent neighborhoods.
- F. Actions 6A-6B, address public-private partnerships for planning and implementing recreation and Actions R11A-R11D address partnerships for river recreation facilities, safety and education;
- G. Actions R7A-7C (public swimming opportunities), R8A-8C (public fishing opportunities) and Actions 9A-9H (improvements to existing and new boating facilities) address in-river recreation;
- H. Actions R12A-R12B and R13A-13D address the designation of and improvements to publicly accessible scenic resources for passive recreation;
- I. Two rezoning map changes of publicly owned properties from Commercial Employment (CE) and Mixed Commercial 2 (CM2) to Open Space at the north tip of Ross Island and the property area known as formerly as the Staff Jennings Marine Boating Center, will provide more opportunities for natural area and riverside recreation respectively;
- J. Zoning Code use allowances in the River Recreational overlay zone supports improving conditions along the Willamette River for recreational users. It allows a limited amount of retail structures at three mapped Open Space zoned properties outside of the river setback, to support parks users and activities. Portland Parks and Recreation anticipates retail development to serve parks users with food and drink vendors and recreation rentals such as kayaks; and
- K. The new River Overlay Zones chapter in the Zoning Code includes an expanded river setback, including land within 50 feet of top of bank, for new development and redevelopment along the riverfront. This increase from the existing 25-foot setback for many properties in the study area provides more land area to achieve recreation, natural resources and other objectives within the Willamette River Greenway.

171. **Policy 3.72, Industry and port facilities.** Enhance the regionally significant economic infrastructure that includes Oregon’s largest seaport and largest airport, unique multimodal freight, rail, and

harbor access; the region’s critical energy hub; and proximity to anchor manufacturing and distribution facilities.

The River Plan / South Reach project area does not include Portland’s working industrial harbor (Willamette River North Reach and Columbia River). Therefore, Policy 3.72 does not apply.

172. **Policy 3.73, Habitat.** Enhance the roles of the Willamette and Columbia rivers and their confluence as an ecological hub that provides locally and regionally significant habitat for fish and wildlife and habitat restoration opportunities.

The amendments support enhancing the role of the Willamette River as an ecological hub that provides locally and regionally significant fish and wildlife habitat and habitat restoration opportunities. See findings for Statewide Planning Goals 5, 6 and 15, Metro Urban Growth Management Functional Plan Title 3, 2035 Comprehensive Plan Goal 7B and policies 3.64, 3.65 and 3.66, 7.8, 7.9, 7.10, among other policy findings in Chapter 7 Environment and Watershed Health.

173. **Policy 3.74, Commercial activities.** Enhance the roles of the Willamette and Columbia rivers in supporting local and regional business and commerce, including commercial fishing, tourism, recreation, and leisure.

River Plan / South Reach amendments are consistent with this policy through its policy framework and actions, zoning code and map changes that enhance the role of the Willamette River in supporting local and regional business and commerce, tourism, recreation and leisure. See findings for Statewide Planning Goals 8 and 9.

174. **Policy 3.75, River neighborhoods.** Enhance the strong river orientation of residential areas that are located along the Willamette and Columbia Rivers.

The River Plan / South Reach amendments support this policy through the Riverfront Communities policy framework and numerous implementation actions that physically, visually, or through new development design considerations, connect adjacent riverfront communities to the Willamette River. Sites in the Sellwood bridgehead area with the Design overlay zone will meet the Citywide Design Guidelines, when adopted and in effect in 2021. Additionally, under the application of the Citywide Design Guidelines, new development and redevelopment projects along the riverfront will be required to provide connections to, and enhance the experience, of this resource for the entire district, including residential areas. For example, language within Guideline 01, requires that, “Access to the rivers should be strengthened and made visible and prominent, repairing connections between neighborhoods that have been cut off from the rivers and public trails.” Additional language within the Macadam Character Statement further specifies how development, existing and new, can enhance connections and improve access (both physical and visual) to the riverfront for the all communities within the district. This includes directing new development to incorporate environmentally friendly design practices, helping to protect fish, birds and other wildlife along the Willamette riverfront.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead the existing Macadam Corridor Design Guidelines would remain in effect. These existing design guidelines seek to create and improve connections between the river, Greenway Trail, and the residential community west of Macadam, encourage public use and enjoyment of the waterfront, add to the scenic qualities of the

river, and promote compatibility of new development with the river. Therefore, the Citywide Design Guidelines and the existing Macadam Corridor Design Guidelines equally and better support development in the South Portland river neighborhood, along with the Sellwood action for the Sellwood riverfront neighborhood. These provisions in total, will be equally if not more supportive of Policy 3.75.

175. **Policy 3.76, River access.** Enhance and complete Portland’s system of river access points and riverside trails, including the Willamette Greenway Trail, and strengthen active transportation connections between neighborhoods and the rivers.

River Plan / South Reach amendments support this policy through a 20-year vision and urban design concept which describe and illustrate accessible pathways to and along the riverfront area and additional access points into the river. The plan’s policy framework and implementation actions strengthen river access through improvements to pedestrian and bicycle access to and along the riverfront, improved transit services, as well as through Zoning Code and Design overlay requirements. Examples are provided below:

- A. Recreation Objective 3 completes remaining gaps in the trail network and connects riverfront trails to the greater regional trail system, Brooklyn, Objective 1 ensures that all South Reach neighborhoods have safe and convenient ways to get the riverfront, prioritizing completing Brooklyn neighborhood access, and South Portland Objective 5 improves the S Macadam Avenue corridor area for pedestrians, bicyclists and transit user access to/from the riverfront;
- B. Numerous actions implement the plan objectives for river access, such as: actions R3A-R3G address funding and completion of trail improvements that enhance river access, C1A-C1B seek funds to study and implement riverfront access in Brooklyn neighborhood, and South Portland actions C4A-4B and C5A-5B involve coordination between governmental and non-governmental stakeholders to implement streetcar and trail extension projects to Lake Oswego and improve bicycle, pedestrian and transit services.
- C. The 50-foot river setback (measured from top of bank) included in the River General overlay zone expands the area available for the renovation or construction of new Greenway trail segments throughout the study area.

176. **Policy 3.77, River management and coordination.** Coordinate with federal, state, regional, special districts, and other agencies to address issues of mutual interest and concern, including economic development, recreation, water transportation, flood and floodplain management and protection, regulatory compliance, permitting, emergency management, endangered species recovery, climate change preparation, Portland Harbor Superfund, brownfield cleanup, and habitat restoration.

The River Plan / South Reach includes actions that call for coordination with federal, state, regional, special districts and other agencies to address issues of mutual interest and concern related to the Willamette River/riverfront’s environment, recreation, and transportation. Examples of plan actions include:

- A. W3E and R10B support work of the Joint Office of Homeless Services and other bureaus and agencies to minimize live-aboard boaters and riverside camping impacts on the Willamette River, adjacent natural areas and recreation;



- B. W4D refers to working with the US Army Corps of Engineers to obtain Water Resources Development Act funding for South Reach restoration projects;
- C. W7A has the City working with FEMA and/or other organizations to conduct floodplain modeling and analyses and update flood maps;
- D. R3C identifies funding to make improvements to the Springwater Corridor and Willamette Greenway trails and partners with Metro regional government and others;
- E. T2A has the City coordinating with tribal government representatives on project and program ideas to honor Native American culture and history and to educate the public; and
- F. C4A and C4B collaborate with ODOT, Metro and local jurisdictions on funding and implementing the Johns Landing Streetcar extension and a regional trail extension to Lake Oswego.

In addition to these actions, the River Plan / South Reach includes a number of steps to reduce future flood risk and improve floodplain habitat in the study area. These requirements draw on the guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP). Updates to development regulations in the plan include the following:

- A. The River Environmental overlay zone will be applied to all land within 100 feet of top of bank, at minimum, and to both undeveloped and developed floodplains;
- B. In the River Environmental overlay zone, tree replacement ratios are consistent with recommendations in the Biological Opinion and impacts in the floodplain must be mitigated in the floodplain; and
- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area.

Collectively, these actions and requirements demonstrate that coordination with other agencies is a key element of the River Plan / South Reach and is therefore consistent with Policy 3.77.

- 177. **Policy 3.78 Columbia River.** Enhance the role of the Columbia River for river dependent industry, fish and wildlife habitat, subsistence and commercial fisheries, floating- and land-based neighborhoods, recreational uses, and water transportation.
- 178. **Policy 3.79 Willamette River North Reach.** Enhance the role of the Willamette River North Reach for river dependent industry, fish and wildlife habitat, and as an amenity for riverfront neighborhoods and recreational users.

Policies 3.78 and 3.79 address enhancing the role of the Columbia River and the North Reach section of the Willamette River for different functional values, activities and uses. River Plan / South Reach amendments are focused on the South Reach geography, which is separate from, and does not relate to the Columbia River or the Willamette River North Reach. Therefore, these policies do not apply.

179. **Policy 3.80, Willamette River Central Reach.** Enhance the role of the Willamette River Central Reach as the Central City and region’s primary riverfront destination for recreation, history and culture, emergency response, water transportation, and as habitat for fish and wildlife.

The recently adopted Central City 2035 Plan (CC2035) updated the *Willamette Greenway Plan* (1987) for the Central Reach. The River overlay zones were applied to riverfront Central City properties as a part of CC2035. A small number of River Plan / South Reach amendments to the Zoning Code affect Central City properties where the River overlay zones are applied. Specifically, updates to the river setback landscaping requirements and vegetation replacement standards in the River General overlay zone, increases in tree replacement ratios and a new allowance for the reinforcement of seawalls in the River Environmental overlay zone will update regulations on Central City properties. Additionally, the use of mitigation bank credits to mitigate development impacts will now be available to all properties in the River Environmental overlay zone, including in the Central City.

These changes generally strengthen the existing regulations to better create the desired outcomes identified in Policy 3.80 and, in the case of the use of mitigation bank credits, provide for greater flexibility in meeting the applicable requirements. Therefore, these updates to the River overlay zones are consistent with Policy 3.80.

180. **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.

The River Plan / South Reach as a whole directly implements this Policy 3.81. The plan focuses on fish and wildlife habitat, recreation and riverfront communities, along with tribal engagement and collaboration, through a vision, urban design concept, policy framework, implementation actions and Natural Resources and Scenic Resources protection plans. Policy 3.81 served as a critical guiding policy and foundation for the development of the River Plan / South Reach. The 20-year urban design concept embodies the vision of the South Reach contained in Policy 3.81, updates to the Zoning Code will ensure the protection and maintenance of fish and wildlife habitat, future restoration sites are identified and will be improved in the future, both land-based and water-based recreation will be improved over time and the design of riverfront neighborhoods on both sides of the river will have increased access and improved design as a result of changes in the River Plan / South Reach. See additional findings throughout this document for more detail on the various ways the River Plan / South Reach is consistent with and supports implementation of Policy 3.81.

181. **Policy 3.82, Willamette River Greenway.** Maintain multi-objective plans and regulations to guide development, infrastructure investments, and natural resource protection and enhancement within and along the Willamette Greenway.

The amendments support maintaining multi-objective plans and regulations to guide development, infrastructure investments and natural resource protection and enhancement within and along the Willamette River in the South Reach. See findings for Policy 3.81 above.

## Central City Pattern Area

182. **Policy 3.83. Central City districts.** Enhance the distinct identities of the Central City's districts.

183. **Policy 3.84, Central City river orientation.** Enhance and strengthen access and orientation to the Willamette River in the Central City and increase river-focused activities.

Policies 3.83 and 3.84 aim to enhance the identity of Central City districts and strengthen the relationship between the Central City and the Willamette River through increased access, orientation and river-focused activities. River Plan / South Reach amendments are generally focused outside of the Central City Pattern Area but a few amendments address these policies. Specifically, the updates to the River Environmental overlay zone will increase tree canopy and improve habitat along the river, enhancing the Central City districts along the waterfront. Additionally, Map 480-1 in Zoning Code Chapter 33.480, Scenic Resource Zone, identifies specific public viewpoints along the riverfront and throughout the Central City where amenities, such as benches or lighting, must be provided as a part of development projects. The addition of these amenities will enhance the identities of Central City districts by identifying and celebrating unique scenic resources in the districts (Policy 3.83). Similarly, the addition of viewpoint amenities along the riverfront supports Policy 3.84 by establishing locations for respite or simply stopping to take in views of the river and its surroundings. The River Plan / South Reach is consistent with and supports these policies 3.83 and 3.84.

184. **Policy 3.85, Central City pedestrian system.** Maintain and expand the Central City's highly interconnected pedestrian system.

185. **Policy 3.86, Central City bicycle system.** Expand and improve the Central City's bicycle system.

Policies 3.85 and 3.86 address the Central City's pedestrian and bicycle system. River Plan / South Reach bicycle and pedestrian amendments are focused outside of the Central City Pattern Area and therefore these policies do not apply.

## Inner Neighborhoods

186. **Policy 3.87, Inner Neighborhood main streets.** Maintain and enhance the Streetcar Era pattern of street-oriented buildings along Civic and Neighborhood corridors.

187. **Policy 3.88, Inner Neighborhood street patterns.** Preserve the area's urban fabric of compact blocks and its highly interconnected grid of streets.

188. **Policy 3.89, Inner Neighborhoods infill.** Fill gaps in the urban fabric through infill development on vacant and underutilized sites and in the reuse of historic buildings on adopted inventories.

189. **Policy 3.90, Inner Neighborhoods active transportation.** Use the extensive street, sidewalk, and bikeway system and multiple connections to the Central City as a key part of Portland's active transportation system.

190. **Policy 3.91, Inner Neighborhoods residential areas.** Continue the patterns of small, connected blocks, regular lot patterns, and streets lined by planting strips and street trees in Inner Neighborhood residential areas.

Small areas of three inner neighborhood riverfront areas are included in River Plan / South Reach amendments: Brooklyn, Sellwood and South Portland. The River Plan / South Reach amendments for the most part do not alter the ability to maintain or enhance the urban fabric, street-oriented buildings or filling in the gaps in the urban fabric. Plan amendments in South Portland, including the

repeal of the Macadam Corridor Design Guidelines and application of the Citywide Design Guidelines and Macadam Character Statement, will enhance the urban fabric with new development that is designed to be consistent the historical, natural and architectural character of South Portland. Citywide Design Guidelines 01-03 direct development to build on, and enhance, existing context within the district, while Guidelines 04-06 focus on improving and maintaining an active public realm, particularly along S Macadam Avenue, a civic corridor.

The Macadam Character Statement builds on this framework by addressing the issue of large underutilized parcels within the district and directing any new development to ensure they provide adequate connections to preserve and improve the area's street grid and walkability. This includes aligning new connections (pathways and streets) to create blocks closer to 200 feet in length, helping to improve connections across S Macadam Avenue and provide unfettered access to the Willamette Riverfront throughout the district. These guidelines along with applicable zoning code regulations will be equally support Policy 3.91.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect.

Additionally, River Plan / South Reach amendments include pedestrian, bike and trail improvements that benefit inner neighborhoods and, in some cases, connect to the Central City. See findings for 3.43 Active Transportation. River Plan / South Reach is consistent with policies 3.87-3.91, as applicable.

## **Eastern Neighborhoods Pattern Area**

191. **Policy 3.92 Eastern Neighborhoods street, block, and lot pattern.** Guide the evolving street and block system in the Eastern Neighborhoods in ways that build on positive aspects of the area's large blocks, such as opportunities to continue mid-block open space patterns and create new connections through blocks that make it easier to access community destinations.
192. **Policy 3.93 Eastern Neighborhoods site development.** Require that land be aggregated into larger sites before land divisions and other redevelopment occurs. Require site plans which advance design and street connectivity goals.
193. **Policy 3.94 Eastern Neighborhoods trees and natural features.** Encourage development and right-of-way design that preserves and incorporates Douglas fir trees and groves, and that protects the area's streams, forests, wetlands, steep slopes, and buttes.
194. **Policy 3.95 Eastern Neighborhoods buttes.** Enhance public views of the area's skyline of buttes and stands of tall Douglas fir trees.
195. **Policy 3.96 Eastern Neighborhoods corridor landscaping.** Encourage landscaped building setbacks along residential corridors on major streets.
196. **Policy 3.97 Eastern Neighborhoods active transportation.** Enhance access to centers, employment areas, and other community destinations in Eastern Neighborhoods by ensuring that corridors have safe and accessible pedestrian and bicycle facilities and creating additional secondary connections that provide low-stress pedestrian and bicycle access.

Policies 3.92 through 3.97 provide direction on the desired characteristics and functions of the Eastern Neighborhoods Pattern Area. The River Plan / South Reach amendments update the Willamette Greenway Plan along the Willamette River in central Portland. This geographic area is not near or inclusive of the Eastern Neighborhoods Pattern Area. These policies do not apply.

## Western Neighborhoods

197. **Policy 3.98 Western Neighborhoods village character.** Enhance the village character of the Western Neighborhoods' small commercial districts and increase opportunities for more people to live within walking distance of these neighborhood anchors.
  - A. Prioritize new sidewalk connections.** Prioritize adding sidewalks where there are none over expanding/ widening existing connections.
  - B. North-South transit.** Support development of, access to, and service enhancement for North-South transit.
198. **Policy 3.99, Western Neighborhoods active transportation.** Provide safe and accessible pedestrian and bicycle connections, as well as off-street trail connections, to and from residential neighborhoods.
199. **Policy 3.100, Western Neighborhoods development.** Encourage new development and infrastructure to be designed to minimize impacts on the area's streams, ravines, and forested slopes.
200. **Policy 3.101, Western Neighborhoods habitat corridors.** Preserve, enhance, and connect the area's network of habitat areas and corridors, streams, parks, and tree canopy.
201. **Policy 3.102, Western Neighborhoods trails.** Develop pedestrian-oriented connections and enhance the Western Neighborhoods' distinctive system of trails to increase safety, expand mobility, access to nature, and active living opportunities in the area.

River Plan / South Reach amendments relate to the riverfront and nearby areas of Western Neighborhoods, mostly in the Riverdale/Dunthorpe area. Since this plan is an update to the *Willamette Greenway Plan* and does not affect the identified areas, Policy 3.98 is not applicable. A plan action calls for the extension of the Willamette Greenway Trail to Lake Oswego, which would serve the Riverdale/Dunthorpe area and improve active transportation connections to South Portland, SE Portland and the Central City.

As with other portions of the study area, the River overlay zones are applied to the Western Neighborhood areas in the River Plan / South Reach. The River General overlay zone ensures that non-river-dependent and river-related development is setback from the river to provide adequate space for riparian habitat and recreational resources, including the Greenway trail. The River General overlay zone includes a landscape standard that requires native species to be planted to provide habitat to both riparian and upland species that utilize the river, exterior lighting standards that reduce the effects of lighting on South Reach species and residential dock standards to minimize impacts on threatened, endangered and other fish species. the River Environmental overlay zone is applied to a minimum of all land within 100 feet of the top of bank, medium- and high-value riparian resources, all floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that

contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Application of the River Environmental overlay zone to Special Habitat Areas will ensure protection of unique and valuable upland habitats in the Western Neighborhood pattern area. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and maintain habitat in the Western Neighborhood pattern area over time. Tree canopy will be increased, habitat connectivity between the South Reach and other citywide natural resources will be improved and development will be designed to minimize impacts on fish and wildlife. These protections and requirements ensure that the River Plan / South Reach is consistent with policies 3.100 and 3.101.

Collectively, these amendments are consistent with and support policies 3.98-3.102.

## Design and Development: Goals

202. **Goal 4.A: Context-sensitive design and development.** New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.

City Council interprets the term *distinctive physical, historic, and cultural qualities of its location* to mean characteristics of the existing and historic built environment of a district or place including, but not limited to, block pattern, arrangement and design of streets and pedestrian realm, street wall, street-level activity, building use, construction type, architectural style, exterior materials, design details, massing, and height.

River Plan / South Reach amendments support this policy through the Riverfront Communities policy framework which includes a proposal to update design regulations for new development within the Macadam Plan District, to ensure new development responds to and enhances the area's existing urban fabric and natural resources. Action item C6D proposes to repeal the Macadam Corridor Design Guidelines, established in 1985, and instead apply the Citywide Design Guidelines and a Macadam Character Statement. Additionally, the new Design Standards will apply to this district for all projects that qualify for the non-discretionary, or objective, review tract. And River Plan / South Reach amendments include zoning code provisions for cultural resources protection. The zoning regulation provides a process to discern if cultural resources are present in high sensitivity areas as part of new development. It requires an archaeological survey of a site and protection of cultural resources if found, which could impact site design.

Both the Citywide Design Guidelines and Design Standards are designed to guide growth of development and change within the City's centers and along its corridors. They support these concentrated areas of the city by fostering development that incorporates three design-related core values, or "tenets": build on context, contribute to the public realm and promote quality and resilience. Citywide Design Guidelines 01-03 require development to respond to context on multiple scales (district, adjacent and site). Development must build on the character and local identity of a place, build positive relationships with adjacent surroundings, and meaningfully integrate and enhance onsite features to contribute to a location's uniqueness, including topography, historic and natural resources. They specifically address the Willamette River, river pattern area and Greenway trail as unique attributes which development should respond to within

the urban fabric. Additionally, Guideline 09 will ensure new development is designed with resilience and environmental stewardship in mind which will help enhance the distinctive physical qualities of this area.

Supporting Citywide Design Guideline 01, the Macadam Character Statement provides more specific guidance for development by identifying which distinctive, historic and cultural places, spaces and resources the community values. For the Macadam community, the Willamette Riverfront, Greenway Trail and other natural resources are its most valued assets. The statement provides examples of how new development can accommodate change by finding ways to enhance these assets (i.e. environmentally friendly design) while adding elements that improve their accessibility (i.e. breaking up large buildings to allow for physical and visual access to the river).

Design Standards provide additional contextual guidance for development in the Macadam Plan District. These standards are intended to allow for growth and change along the riverfront but require all new development meet design standards to address the areas distinctive natural features. Between three standards, they provide a series of options, some of which require new buildings to break up long facades, provide outdoor areas, additional landscaping and add balconies. Additional standards strive to improve how new development responds to existing context along its many streets, particularly S Macadam Avenue, contributing to well-designed public realm within an established urban fabric. Based on the above findings, Council finds that River Plan South Reach is supportive of this goal for context supportive design and development.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. The existing Macadam Corridor Design Guidelines would remain in effect along with applicable zoning code regulations including the amendment from River Plan / South Reach described above. The Macadam Corridor Design Guidelines reflect context-sensitive design of the area's proximity and relationship to the Willamette River and Macadam Avenue as a primary corridor. These provisions in total, will be equally if not more supportive of Goal 4.A.

203. **Goal 4.B: Historic and cultural resources.** Historic and cultural resources are integral parts of an urban environment that continue to evolve and are preserved.

The Council finds that the existing citywide historic resource regulations (including Chapter 33.445, Historic Resources Overlay Zone, and Chapter 33.846, Historic Resource Reviews) and the new provisions in the River Plan / South Reach, described in the findings for Comprehensive Plan policies 4.46 through 4.58, preserve historic and cultural resources and support their integration into an evolving urban environment.

204. **Goal 4.C: Human and environmental health.** Neighborhoods and development are efficiently designed and built to enhance human and environmental health: they protect safety and livability; support local access to healthy food; limit negative impacts on water, hydrology, and air quality; reduce carbon emissions; encourage active and sustainable design; protect wildlife; address urban heat islands; and integrate nature and the built environment.

205. **Goal 4.D: Urban resilience.** Buildings, streets, and open spaces are designed to ensure long-term resilience and to adjust to changing demographics, climate, and economy, and withstand and recover from natural disasters.

Consistent with Goal 4.C, the River Plan / South Reach also promotes human and environmental health through new policies, the new design guidance described in the findings for Goal 4.A and specific actions that focus on enhancing human health by ensuring a safe walkable, bikeable and transit-supportive urban form that provides access to parks, natural areas, and adjacent riverfront communities' goods and services. Further, the plan will enhance environmental health through new development standards that will reduce heat island effect and carbon emissions, improve stormwater management and air quality and minimize impacts to wildlife. These new regulations will require development in the River General overlay zone to incorporate riverbank landscaping to increase habitat, bird safe glazing to minimize bird strikes, and lower-impact exterior lighting to reduce light pollution, among others.

Lastly, the plan includes new policies, standards, and actions intended to minimize impacts from climate change and natural disasters, including future flooding, landslides and wildfires. Climate resilience objectives with associated policies include: Floodplain Management and Climate Resilience objectives #6 and #8, Riverfront Trails and Connections Objective #3 and In-River Recreation Objective #7. Demographic resilience objectives and associated actions are: Existing Natural Areas and Open Spaces Objective #3, Public Parks and Natural Areas Objective #2 and Action R1C for completion of an Oaks Bottom Complex Management Plan. Economic resilience is addressed by Riverfront Trails and Connections Objective #3 and Action R1D.

The River Environmental overlay zone is applied to developed and undeveloped floodplains and steep slopes in the South Reach. This will ensure that new development avoid identified hazards, such as steep slopes and flood-prone areas, and protect natural resources or mitigate for their loss during project design and construction. Additionally, the River Plan / South Reach establishes a new riparian buffer area, defined as all land within 170 feet of the ordinary high water mark, in the River Overlay Zones chapter (33.475) of the Zoning Code. Development that is not river-dependent or river-related within the riparian buffer area must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions. This requirement will expand and improve riparian habitat along the river, increasing floodplain management capacity and protecting development in and adjacent to this critical area.

Collectively, these River Plan / South Reach elements ensure consistency with goals 4.C. and 4.D.

## **Design and Development: Policies**

### **Context**

206. **Policy 4.1, Pattern areas.** Encourage building and site designs that respect the unique built, natural, historic, and cultural characteristics of Portland's five pattern areas described in Chapter 3: Urban Form.
207. **Policy 4.2, Community identity.** Encourage the development of character-giving design features that are responsive to place and the cultures of communities.
208. **Policy 4.3, Site and context.** Encourage development that responds to and enhances the positive qualities of site and context — the neighborhood, the block, the public realm, and natural features.



River Plan / South Reach amendments are consistent with and primarily implement the Rivers Pattern Area for the South Reach of the Willamette River. The amendments also limitedly address Inner and Western neighborhoods pattern areas. The amendment to repeal the Macadam Corridor Design Guidelines, and apply the Citywide Design Guidelines, and a Macadam Character Statement will address issues of pattern areas, site, context and community identity in the following ways:

- Guideline 01 requires new development to build on the local identity of Portland’s pattern areas and neighborhoods to avoid the potential for sameness or unresponsiveness in new buildings throughout the city. For Macadam Plan District, this means that new development must identify how it responds to the character of the Inner Pattern area and the River Pattern Area, which are detailed within the guideline.
- Guidelines 02-03 require that new development enhance the positive qualities of adjacent sites and meaningfully integrate and enhance onsite features to contribute to a location’s uniqueness. For development in Macadam, this could mean enhancing the qualities of adjacent sites, blocks, and natural features, including Macadam Avenue and the Willamette Riverfront. It also means integrating buildings within the steep topography of sites, ensuring well established street frontages and pedestrian connections, and properly orienting buildings along the riverfront to allow access for all who live, work and visit the district.
- The Macadam Character Statement augments Guideline 01 by explicitly describing the qualities that define the community’s character and culture. The statement includes a section entitled Community Character which identifies the local landmarks, natural resources and future aspirations, valued by those who live and work in the Macadam area. For most of the Macadam community, its identity stems from its location along the Willamette Riverfront and guidance for new development seeks to encourage integrated, sustainable, building design and improved accessibility to this resource.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect. The Macadam Corridor Design Guidelines call for new development in the Macadam area to respond to local context of the Willamette River and Greenway Trail, enhance the historic street pattern with greater connectivity east and west of Macadam Avenue and furthering the natural environment with the addition of street trees and physical and visual connections to the river. All of these considerations address the pattern area, community identity shaped by the neighborhood’s location and context.

Additionally, a plan action to complete a Sellwood Bridgehead Development Concept will enhance this special place in the Sellwood neighborhood through evaluation of design considerations, as well as transportation and other improvements that will strengthen the identity of this neighborhood corridor. Sites in the Sellwood bridgehead area with the Design overlay zone will meet the Citywide Design Guidelines, when adopted and in effect in 2021.

These elements of the plan (and the Macadam Corridor Design Guidelines, if it remains in effect) respond to and equally meet or better support Policies 4.1, 4.2 and 4.3 above.

209. **Policy 4.4, Natural features and green infrastructure.** Integrate natural and green infrastructure such as trees, green spaces, ecoroofs, gardens, green walls, and vegetated stormwater management systems, into the urban environment. Encourage stormwater facilities that are designed to be a functional and attractive element of public spaces, especially in centers and corridors.

The application of the River overlay zones to the River Plan / South Reach study area is a key component that is consistent with Policy 4.4. The River General overlay zone ensures that non-river-dependent and river-related development is setback from the river to provide adequate space for riparian habitat and recreational resources. The River General overlay zone includes a landscape standard that requires native species to be planted to provide habitat to both riparian and upland species that utilize the river and exterior lighting standards that reduce the effects of lighting on South Reach species. The River Environmental overlay zone is applied to a minimum of all land within 100 feet of the top of bank, medium- and high-value riparian resources, all floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and expand habitat over time. Tree canopy will be increased and habitat connectivity between the South Reach and other citywide natural resources will be improved. Additionally, through meeting standards or conducting an alternatives analysis as a part of River Review, future development will be designed to minimize impacts on fish and wildlife, including by incorporating vegetated stormwater treatment facilities whenever possible.

210. **Policy 4.5, Pedestrian-oriented design.** Enhance the pedestrian experience throughout Portland through public and private development that creates accessible, safe, and attractive places for all those who walk and/or use wheelchairs or other mobility devices.

River Plan / South Reach amendments provide for new and enhanced accessible, safe and attractive places for pedestrians through public and private development. Public investment actions address trail and other pedestrian access improvements that are designed to accommodate all users (Objective 3, Action R3C). Other plan actions address wayfinding, signage and trailside parking (R3D and R3F). There are actions that seek to create and/or improve safe pedestrian access and experiences in the Brooklyn neighborhood to the riverfront (Riverfront Communities Objective 1 and Actions C1a-C1B), at the Sellwood Bridgehead, Tacoma main street and riverfront area (Actions C2A, C2B and C3A), and in the S. Portland Macadam Avenue civic corridor area (Action C5A).

Under the action to apply the new Citywide Design Guidelines in the Macadam area, new (public and private) development must design accessible, safe and attractive pedestrian connections onsite. Specifically, Guideline 07 requires that all development include pathways that are universally designed for all ages and abilities and the pathways should link the public realm, building entries, parking, and open areas. Additionally, these pathways should be safe, visible and well-lit and building entries and windows should orient towards them. Additional detail within the Macadam Character Statement identifies where onsite pathways should be placed to contribute to a well-established public realm and urban fabric.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect with existing applicable zoning code regulations. The Macadam Corridor Design Guidelines enhances pedestrian experiences through guidelines that promote pedestrian connections between the Willamette River, Greenway Trail and Macadam Avenue, provide safe and comfortable places where people can sit and relax, provide sidewalks and pathways through larger developments and walkways that link parking areas to district-wide pedestrian access systems and planting street trees. The Macadam Corridor Design Guidelines meet Policy 4.5, if these provisions remain in effect.

All in all, River Plan / South Reach amendments improve and enhance pedestrian experiences in the public realm and with new development and equally meets or better supports Policy 4.5.

211. **Policy 4.6, Street orientation.** Promote building and site designs that enhance the pedestrian experience with windows, entrances, pathways, and other features that provide connections to the street environment.
212. **Policy 4.7, Development and public spaces.** Guide development to help create high-quality public places and street environments while considering the role of adjacent development in framing, shaping, and activating the public space of streets and urban parks.

River Plan / South Reach amendments plan support this policy direction by proposing development standards that activate the public realm along the riverfront with a 50' river setback for new non-river dependent and river-related development adjacent to the river. The setback allows more public space for a riverfront trail and landscaping, which creates a high-quality public place. Design recommendations for the S. Macadam Avenue plan district area also positively influence the experience in the public realm.

As outlined in the response to Goal 4a, the Citywide Design Guidelines operate under a framework of core values, one being the creation of a strong public realm. Guidelines 04-06 specifically address issues within public realm by requiring development at the sidewalk level of buildings to be designed to enrich public life with active ground floors that are visible, attractive, inviting, and interesting at the human-scale. This includes providing large storefront windows, multiple entries, outdoor seating, and connections to adjacent right-of-way. Guidance also requires the inclusion of publicly accessible spaces which offer protection from the street, support safety and be well-integrated into the site, with active adjacent building programming to enhance the pedestrian experience. These elements of the plan are consistent with Policies 4.6 and 4.7 above.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect with existing applicable zoning code regulations. The Macadam Corridor Design Guidelines enhances high quality public places and street environments with development projects meeting guidelines that promote pedestrian connections between the Willamette River, Greenway Trail and Macadam Avenue, provide safe and comfortable places where people can sit and relax, provide sidewalks and pathways through larger developments and walkways that link parking areas to district-wide pedestrian access systems and planting street trees. There is a Macadam Avenue boulevard guideline that has development projects including weather protection, street furniture or other amenities, along with pedestrian pathways, street

trees and landscape screening of parking areas, which contribute to a positive public street experience. The Macadam Corridor Design Guidelines meets this policy, if these provisions remain in effect.

Additionally, Plan objectives and actions for public spaces address high quality public trails, parks natural areas and street environment for pedestrians, bicyclists and park users. See Public Parks and Natural Areas Objective 1, Riverfront Trails and Connections objectives 3 and 4, Private Recreation Objective 6 (supporting public-private partnerships for publicly accessible recreation), In-River Recreation objectives 6-9, Scenic Resources objectives 12 and 13, Parks, Recreation and Natural Areas Objective 5, Sellwood objectives 2 and 3, S Portland objectives 4-6.

Overall, the River Plan / South Reach amendments equally meet Policy 4.8.

213. **Policy 4.9, Transitional urbanism.** Encourage temporary activities and structures in places that are transitioning to urban areas to promote job creation, entrepreneurship, active streets, and human interaction.

Policy 4.9 provides direction on encouraging temporary activities and structures in places that are transitioning to urban areas. River Plan / South Reach amendments do not address an area that is transitioning into urban areas. Therefore, this policy does not apply.

## Health and safety

214. **Policy 4.10, Design for active living.** Encourage development and building and site design that promotes a healthy level of physical activity in daily life.

River Plan / South Reach amendments contain elements that promote active living and health. These include but are not limited to an expanded greenway setback that includes an expanded area for public trails, public investment projects that improve and expand active transportation to and through the South Reach and improved connections to the Willamette River for swimming and boating. Sites in the South Reach where the Design overlay zone is applied will need to meet Citywide Design Guideline 07, which requires that development support people's movement and activity throughout the site, including points of entry and open spaces for active and passive recreation.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect with existing applicable zoning code regulations. The Macadam Corridor Design Guidelines enhances active living through design of development projects with guidelines that promote physical connections for pedestrians (and bicyclists) to the Willamette River, Greenway Trail and Macadam Avenue, provide safe and comfortable places where people can sit and relax along sidewalks, walkways and the Greenway Trail and linking walkways to the district-wide access systems for pedestrians. These provisions when implemented, encourage walking and bicycling and active living. The Macadam Corridor Design Guidelines meet Policy 4.10 if these provisions remain in effect.

Overall, the River Plan / South Reach amendments or the existing Macadam Corridor Design Regulations equally meet Policy 4.10.

215. **Policy 4.11, Access to light and air.** Provide for public access to light and air by managing and shaping the height and mass of buildings while accommodating urban-scale development.

216. **Policy 4.12, Privacy and solar access.** Encourage building and site designs that consider privacy and solar access for residents and neighbors while accommodating urban-scale development.

In response to Policies 4.11 and 4.12, River Plan/South Reach amendments include elements which preserve access to light and air, while also encouraging opportunities for privacy and solar access within urban-scale development. New development on sites with the Design overlay will be required to meet Citywide Design Guideline 02 to create positive relationships with adjacent sites. This includes scaling and shifting building mass to respond to varied context. Buildings are encouraged to utilize shifts in massing to not only preserve access to light and air, but also create opportunities for private spaces within the development. The Macadam Character Statement provides further guidance for new development along the Willamette Riverfront by requiring the shifting of building mass along the riverfront and greenway using step downs and step backs to preserve access to light and air. In addition, Guideline 07 encourages thoughtfully shaping the massing of buildings to optimize solar access in open areas.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect with existing applicable zoning code regulations. The Macadam Corridor Design Guidelines address this policy with a sub-area context guideline that locates buildings to avoid excessive shadow on public spaces and provides sensitive transitions between new development and adjacent residential areas. One guideline is implemented by locating buildings to protect access and sunlight on the Greenway Trail. The Macadam Corridor Design Guidelines meets Policy 4.12, if these provisions remain in effect.

217. **Policy 4.13, Crime-preventive design.** Encourage building, site, and public infrastructure design approaches that help prevent crime.

Consistent with Policy 4.13, the River Plan / South Reach plan includes amendments to encourage crime preventative design. Sites in the South Reach with the Design Overlay Zone will be required to meet Citywide Design Guideline 07 which focuses on guiding development to support the comfort, safety and dignity of residents, workers and visitors through thoughtful site and building design. Development is encouraged to consider crime prevention measures, including designing sites to avoid visual barriers such as high fences or tall hedges.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect with existing applicable zoning code regulations. The Macadam Corridor Design Guidelines meets Policy 4.13, if these provisions remain in effect. See finding for Policy 4.12.

218. **Policy 4.14, Fire prevention and safety.** Encourage building and site design that improves fire prevention, safety, and reduces seismic risks.

Policy 4.14 encourages building and site design safety. River Plan / South Reach amendments do not alter existing codes that encourage building and site design that improves fire safety and reduces seismic risk. This policy does not apply.

## Residential areas

219. **Policy 4.15, Residential area continuity and adaptability.** Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

See findings for policies 4.17-4.19 below.

220. **Policy 4.16, Scale and patterns.** Encourage design and development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow for a range of architectural styles and expression.

In response to this policy direction, the River Plan / South Reach proposes an expanded river setback and scenic view corridors, which are intended to expand and celebrate the unique characteristics that exists where the riverfront environment interfaces with adjacent neighborhoods, the Willamette Greenway, public parks, and regionally significant landscape features. The River General overlay zone, which is applied to most properties in the study area, includes the requirement for development that is not river-dependent or river-related to be setback from the river by at least 50 feet and a new setback landscaping standard. The landscaping standard requires a mix of vegetation types and densities including trees, shrubs and ground cover. The purpose of the landscaping standard is to increase in the quality, quantity and destiny of vegetation within the greenway and improve the visual diversity along major public trails. Additionally, planting of trees within view corridors associated with established public viewpoints is prohibited and existing trees can be pruned or removed to preserve the views.

In the Sellwood Bridgehead and S. Macadam civic corridor riverfront areas, new development will be subject to Design Review and must meet the Citywide Design Guidelines. These guidelines work with the existing height and FAR assigned to each site to ensure that the quality and character of the architecture of new development is designed to complement the character and scale of the surrounding area and enhance the public realm.

Primarily, Guidelines 01-03 are intended to guide development on how to build on existing context in order to reflect the character, local identity and aspiration of a place. This includes creating positive relationships with adjacent sites by complementing the scale, character and natural landscape features of a neighborhood. Within the Macadam Plan District, the new Macadam Character Statement provides additional guidance by identifying ways to preserve, highlight and build off of desirable conditions within the district, especially along the Willamette Riverfront, Greenway Trail and S Macadam Avenue. Additional guidance within the Design Standards, which focus on the Willamette Riverfront, will directly benefit the Sellwood and Macadam neighborhoods by requiring new development to break up building facades, provide open spaces and additional landscaping for sites along the riverfront and Greenway trail.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted. The Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect with existing applicable zoning code regulations and River

Plan / South Reach amendments. The Macadam Corridor Design Guidelines promote compatibility of new development with the river, surrounding uses and the neighborhood. A guideline on Sub-Area Context, enhances a sites character through designs that are compatible with surrounding development including providing sensitive transitions between new development and adjacent residential areas. The Macadam Corridor Design Guidelines meets Policy 4.16, if these provisions remain in effect.

Overall, the River Plan / South Reach amendments equally meet Policy 4.16.

221. **Policy 4.17. Demolitions.** Encourage alternatives to the demolition of sound housing, such as rehabilitation and adaptive reuse, especially affordable housing, and when new development would provide no additional housing opportunities beyond replacement.
222. **Policy 4.18. Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.
223. **Policy 4.19, Resource efficient and healthy residential design and development.** Support resource efficient and healthy residential design and development.

The City Council interprets policies 4.15, and 4.17-4.19 to relate to development inside residential areas. The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and do not change development standards that apply to housing choices, demolition of sound housing, preservation of small affordable single-dwelling homes and resource efficient and healthy residential design and development.

Within the Sellwood Bridgehead and Macadam riverfront residential areas, sites where the Design overlay will be applied, development projects will be required to adhere to the Citywide Design Guidelines. Guidelines 07 and 09 require that new residential development not only be designed to benefit the health of its occupants, but to also consider the health of its environment, including resource efficiency. To meet Guideline 07, buildings should bolster social and physical health and emotional well-being by integrating natural features and enhancing the entire experience for building users. This includes providing universally accessible pedestrian circulation on site and integrating play areas, gardens and plenty of seating into the design of outdoor spaces. To meet Guideline 09, buildings must be designed for resilience, health and stewardship of the environment. This includes using reclaimed and recycled materials, fixtures and features to contribute to the conservation of valuable resources, ensuring adaptability to climate change and the evolving needs of the city.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines promote resource efficient and healthy residential design and development, particularly within a guideline on The Water's Edge. By encouraging the stepping back of buildings, additional landscaping and preservation of the natural qualities of the riverfront area, the guidelines encourage designs that have a minimal impact on the area's natural resources, but also use these same resources to a

enhance the experience of its residents. The Macadam Corridor Design Guidelines meet Policy 4.19, if these provisions remain in effect.

Overall, the River Plan / South Reach amendments equally meet Policy 4.19.

## Design and development of centers and corridors

- 224. **Policy 4.20, Walkable scale.** Focus services and higher-density housing in the core of centers to support a critical mass of demand for commercial services and more walkable access for customers.
- 225. **Policy 4.21, Street environment.** Encourage development in centers and corridors to include amenities that create a pedestrian-oriented environment and provide places for people to sit, spend time, and gather.
- 226. **Policy 4.22, Relationship between building height and street size.** Encourage development in centers and corridors that is responsive to street space width, thus allowing taller buildings on wider streets.

The River Plan / South Reach amendments are consistent with policies 4.20 – 4.22. Action C6D proposes a community planning process to update the Macadam Plan District, which includes the Macadam civic corridor. This effort will look at housing density, the street environment, and building height and scale that fits along the Macadam corridor area. In addition, the application of the new Citywide Design Guidelines along this corridor will encourage development, through Guideline 05, to improve the street environment by providing intermittent breaks in urban form as an expansion of the public realm. These breaks should create places for people to share space together, such as providing seating or points of interest for stopping, viewing, and gathering.

Action C2A calls for the development of a Sellwood Bridgehead Development Concept that implements the community’s vision while recognizing the area’s history and cultural significance for Native Americans and enhancing walking, running, rolling and bicycling through improved wayfinding and connectivity. This effort may also evaluate building/street relationships in the area.

- 227. **Policy 4.23, Design for pedestrian and bicycle access.** Provide accessible sidewalks, high-quality bicycle access, and frequent street connections and crossings in centers and corridors.

Consistent with Policies 4.20 and 4.21, River Plan / South Reach amendments address the riverfront sections of the Macadam civic corridor and the Tacoma neighborhood corridor. The River Plan / South Reach amendments are consistent with these policies with numerous plan actions that implement this policy. For the Macadam civic corridor, objective 5 seeks to improve the corridor area for safer and more convenient bicycle, pedestrian and transit access. Actions that implement this policy specifically are C5A and C5C, one has the city coordinating with the Oregon Department of Transportation and the other looks for an alternate north-south bicycle connection to the Willamette Greenway Trail in the Macadam area.

For the SE Tacoma neighborhood corridor section at the Sellwood Bridgehead, Action C2A calls for enhancing bicycling and walking in the bridgehead area and to the Springwater Corridor Trail and river. Action C2B seeks to implement the Tacoma main street study recommendations, which will help improve pedestrian and bicycle crossing of the corridor.



228. **Policy 4.24, Drive-through facilities.** Prohibit drive through facilities in the Central City, and limit new development of new ones in the Inner Ring Districts and centers to support a pedestrian-oriented environment.

Policy 4.24 prohibits driver through facilities in the Central City and limits development of new ones in Inner Ring Districts and centers. River Plan/South Reach amendments do not address drive-through facilities as only 11% of the project area (77 acres) is in commercial use. Action C6D involves conducting a community planning process to update the Macadam Plan District to be consistent with the 2035 Comprehensive Plan. At this time, the commercial zoning of this area will consider this policy consistent with the area's Inner Ring and civic corridor designations.

229. **Policy 4.25, Residential uses on busy streets.** Improve the livability of places and streets with high motor vehicle volumes. Encourage landscaped front setbacks, street trees, and other design approaches to buffer residents from street traffic.

River Plan / South Reach amendments are consistent with Policy 4.25 as it relates to residential development along S. Macadam Avenue. New development along this corridor will be required to meet Citywide Design Guidelines, which provides guidance on designing a pedestrian oriented public realm on busy streets. For example, Guidelines 04 requires that all ground floor residential contribute to the vibrant streetscape with graceful transitions from private to public space using stoops, porches, or buffered setbacks with layers of landscaping and semi-private spaces. Guideline 06 also requires that sites optimize spaces dedicated to people, mitigating the physical and visual impacts from cars and spaces dedicated to them. More specific guidance provided within the Macadam Character Statement speaks to past City policies which envisioned Macadam as a tree lined boulevard with spaces for both pedestrians and cars. Future development is encouraged to be responsive to this vision.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations. The Macadam Corridor Design Guidelines address this policy with a boulevard guideline that contributes to an attractive corridor along S Macadam Avenue, which is a high volume corridor. The Macadam Corridor Design Guidelines meet Policy 4.25, if these provisions remain in effect.

230. **Policy 4.26, Active gathering places.** Locate public squares, plazas, and other gathering places in centers and corridors to provide places for community activity and social connections. Encourage location of businesses, services, and arts adjacent to these spaces that relate to and promote the use of the space.

River Plan / South Reach amendments support this policy by identifying public space/park and open space improvements in the vicinity of the S. Macadam civic corridor and the SE Tacoma neighborhood corridor. Actions near the Macadam civic corridor call for completing implementation of the Willamette Park Redevelopment Plan (Action R1A), identifying funding to make recreational improvements to Powers Marine and the Multnomah County site near Sellwood Bridge. Near the SE Tacoma neighborhood corridor, there are actions to plan for the future of the Sellwood Riverfront Park (R1B), explore a public-private partnership with Oaks Amusement Park to create a publicly-accessible swimming beach (R6A), identify funding to study reconstruct a boat launch at the end of SE Spokane Street at the river's edge (R9A) and repair or replace the motorized

boating dock at Sellwood Riverfront Park (R9D). For both corridors, a new River Recreational overlay zone use allowance for a limited amount of retail development at Willamette Park, Multnomah County property near Sellwood Bridge and at Sellwood Riverfront Park, will activate these public gathering spaces by providing services like cafes, light watercraft and/or bicycle rentals (Action R5A).

**231. Policy 4.27, Protect defining features. Protect and enhance defining places and features of centers and corridors, including landmarks, natural features, and historic and cultural resources.**

City Council interprets the term “protect” here to mean defend or guard against loss, injury, or destruction, and “enhance” means to add to, complement, or improve.

Policy 4.27 provides direction on protecting and enhancing defining places in centers and corridors. River Plan / South Reach amendments are consistent with and support this policy with policies, actions and zoning code provisions that protect and enhance defining places and features including landmarks, natural features, and historical and cultural resources. Examples are: Sellwood Objective #2 and Action C2A to develop a Sellwood Bridgehead Development Concept that reflects the bridge(head’s) local character, history and relationship to the river as a significant place. Additionally, Tribal Engagement and Collaboration Objective #3 and actions T3A-T3C, identify, protect and conserve archaeological and historic resources, and include a zoning code provision to require archaeological surveys to be completed as part of development projects in high sensitivity areas.

Sites within the Macadam neighborhood center and along S Macadam Avenue, will be required to meet the Citywide Design Guidelines or Design Standards, which encourage the preservation of character defining places and features, and require new development to be designed complement them as well. Guidelines 01-03, address how development should respond to existing context within centers and corridors on multiple scales. Guideline 02 requires that new development adjacent to designated historic landmarks or historic districts should be designed thoughtfully and deferentially towards its neighbors. This could include, but is not limited to, stepping down toward the landmark height or allowing a wide berth through setbacks or a pocket plaza if the landmark is a standalone building, such as a church or theater. Additionally, Guideline 03, requires that new development be responsive to natural features on a specific site by integrating existing trees, vegetated slopes and topography into site design, respecting the natural landform.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines address this policy by protecting and enhancing defining features with visual and physical connection guidelines to the Willamette River and boulevard guideline that addresses the S Macadam Avenue corridor. The Macadam Corridor Design Guidelines generally meets Policy 4.27, if these provisions remain in effect. Additionally, the findings for Policies 4.46 through 4.58 further describe how River Plan / South Reach protects and enhances historic resources.

**232. Policy 4.28, Historic buildings in centers and corridors. Protect and encourage the restoration and improvement of historic resources in centers and corridors.**

Policy 4.28 protects and encourages the restoration and improvement of historic resources in centers and corridors. River Plan / South Reach amendments are consistent with Policy 4.28 as referenced in Finding 4.27 above. Indirectly, this policy is supported by design recommendations for the S. Macadam neighborhood center as it relates to development along S. Macadam Avenue. Sites within the design overlay zone, will be required to meet Citywide Design Guidelines which encourage new development to retain and complement existing historic resources. For example, Guideline 03, requires that new development that includes additions to older buildings be designed to enhance the existing building's use of scale, proportion, and construction materials and methods, where appropriate. New development is also encouraged to retain, or incorporate, historic features of the site where possible, to help augment the sense of place and its unique value.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not be applied. Instead, the existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines address this policy by requiring that buildings and open spaces establish complementary relationships in terms of color, texture, scale of architectural elements and proportions with neighboring developments, both along the Willamette River and S Macadam Avenue corridor. The Macadam Corridor Design Guidelines meet Policy 4.28, if these provisions remain in effect. The findings for Comprehensive Plan Policies 4.46 through 4.58 also demonstrate consistency with this policy.

233. **Policy 4.29, Public art.** Encourage new development and public places to include design elements and public art that contribute to the distinct identities of centers and corridors, and that highlight the history and diverse cultures of neighborhoods.

Policy 4.29 encourages new development and public places to include design elements and public art. River Plan/South Reach amendments address this, in part, through the application of the Citywide Design Guidelines within the Macadam neighborhood center, and along S Macadam Avenue, a major civic corridor. For example, Guideline 05 will require development within these areas to incorporate room for a diversity of publicly accessible spaces for sitting, resting, eating, socializing, or just experiencing city life. This includes the incorporation of public art or water features which can play a role within open spaces by providing a visual focal point to inspire conversation and contemplation or to reflect the identity of Portland, its communities, and its history. This guidance extends to the Willamette River Greenway, by encouraging development to also offer places to enjoy the wildlife, river, and trail. The Macadam Character Statement adds further context by providing examples within the community, that currently highlight the area's diverse history and culture, such as the communal space at the Heron Point Wetlands.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not go into effect. The existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines address this policy by encouraging new development to contribute to the attractiveness of spaces along S Macadam Avenue, and the Greenway trail, with the use of plazas and sculpture courts. The Macadam Corridor Design Guidelines generally meets Policy 4.28, if these provisions remain in effect.

## Transitions

234. **Policy 4.30, Scale transitions.** Create transitions in building scale in locations where higher-density and higher-intensity development is adjacent to smaller-scale single-dwelling zoning. Ensure that new high-density and large-scale infill development adjacent to single dwelling zones incorporates design elements that soften transitions in scale and limit light and privacy impacts on adjacent residents.
235. **Policy 4.31, Land use transitions.** Improve the interface between non-residential uses and residential uses in areas where commercial or employment uses are adjacent to residentially-zoned land.
236. **Policy 4.32, Industrial edge.** Protect non-industrially zoned parcels from the adverse impacts of facilities and uses on industrially zoned parcels using a variety of tools, including but not limited to vegetation, physical separation, land acquisition, and insulation to establish buffers between industrial sanctuaries and adjacent residential or mixed-use areas to protect both the viability of long-term industrial operations and the livability of adjacent areas.

River Plan / South Reach amendments do not alter the existing base zone development potential and established building scale transitions in the South Reach area. Application of the Citywide Design Guidelines and Macadam Character Statement will, however, require that industrial development within the Macadam Plan District be designed to mitigate the adverse impacts of these facilities on adjacent sites. Guideline 02, which addresses context at a neighborhood level, encourages development on larger sites to build positive relationships with neighboring properties by utilizing smaller contextual responses. These could include the use of site edge treatments such as buffering and landscaping, and/or architectural features, such as placement of openings and building details, to help protect the livability of adjacent areas.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not go into effect. The existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines address this policy by requiring that buildings and open spaces establish complementary relationships in terms of color, texture, scale of architectural elements and proportions with neighboring developments, both along the Willamette River and S Macadam Avenue corridor. The Macadam Corridor Design Guidelines meet Policy 4.32, if these provisions remain in effect.

The South Reach project area includes 136 acres of industrial uses, nearly all of this acreage is for Ross Island Sand and Gravel, which is not located near residential and mixed-use development. A major State highway, 99E, separates/serves as a buffer for this industrial use from the Brooklyn neighborhood to the east.

Overall, the River Plan / South Reach supports and/or is not inconsistent with policies 4.30-4.32.

## Off-site impacts

237. **Policy 4.33, Off-site impacts.** Limit and mitigate public health impacts, such as odor, noise, glare, light pollution, air pollutants, and vibration that public facilities, land uses, or development may have on adjacent residential or institutional uses, and on significant fish and wildlife habitat areas.

**Pay attention to limiting and mitigating impacts to under-served and under-represented communities.**

As an update to the *Willamette Greenway Plan*, River Plan / South Reach amendments are primarily focused on land uses and future development within the City's greenway. Land uses in the area are largely made up of parks, open spaces and natural areas surrounded by residential development. Exceptions to this are the collection of commercial and industrial uses located in the South Macadam civic corridor, commercial uses at the Sellwood bridgehead and Ross Island Sand and Gravel industrial activities on Ross Island and nearby headquarters building located along SE McLoughlin Blvd. The River General and River Recreational overlay zones require that native landscaping be provided in the river setback to improve riverbank habitat for riparian and upland species, as well as threatened and endangered salmonid species within the river. The River General overlay zone also includes new standards for new and existing residential docks. These standards are designed to minimize the impacts of predation on threatened and endangered species and to reduce sedimentation that can affect the natural hydrology of the river. Additionally, the River General includes bird-safe glazing and exterior lighting requirements, reducing development impacts throughout the study area. The application of the River Environmental overlay zone to important natural resources throughout the study area, including all land within 100 feet of the top of bank, high- and medium-ranked riparian resources, all floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas, ensures that development impacts are minimized. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Though the River Environmental overlay zones is generally focused on reducing environmental impacts, the overlay zone's requirement to avoid, minimize and then mitigate development impacts encourages reducing the building footprint to avoid natural resources, frequently resulting in a reduction in any potential impacts on adjacent development. Intensifications and changes of use or development trigger compliance through standards or land use review (River Review, Chapter 33.865, in the Zoning Code) to ensure site-sensitive development that minimizes disturbance and maintains existing vegetation.

Significant amounts of odor, air pollutants and vibration are not expected to be emitted from existing development within the study area and future development will be subject to other City of Portland regulations that limit these impacts on adjacent development. There are no concentrations of under-served or under-represented communities within the River Plan / South Reach study area. The River Plan / South Reach is consistent with the directives of Policy 4.33.

238. **Policy 4.34, Auto-oriented facilities, uses, and exterior displays.** Minimize the adverse impacts of highways, auto-oriented uses, vehicle areas, drive-through areas, signage, and exterior display and storage areas on adjacent residential uses.
239. **Policy 4.35, Noise impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative noise impacts to building users and residents, particularly in areas near freeways, regional truckways, major city traffic streets, and other sources of noise.
240. **Policy 4.36, Air quality impacts.** Encourage building and landscape design and land use patterns that limit and/or mitigate negative air quality impacts to building users and residents, particularly in areas near freeways, regional truckways, high traffic streets, and other sources of air pollution.

241. **Policy 4.37, Diesel emissions.** Encourage best practices to reduce diesel emissions and related impacts when considering land use and public facilities that will increase truck or train traffic.
242. **Policy 4.38, Light pollution.** Encourage lighting design and practices that reduce the negative impacts of light pollution, including sky glow, glare, energy waste, impacts to public health and safety, disruption of ecosystems, and hazards to wildlife.
243. **Policy 4.39, Airport noise.** Partner with the Port of Portland to require compatible land use designations and development within the noise-affected area of Portland International Airport, while providing disclosure of the level of aircraft noise and mitigating the potential impact of noise within the affected area.
244. **Policy 4.40, Telecommunication facility impacts.** Mitigate the visual impact of telecommunications and broadcast facilities near residentially-zoned areas through physical design solutions.

Policies 4.34-4.40 provide direction regarding transitions between different types of land uses. For the most part, River Plan / South Reach amendments do not change any of the development standards that regulate these types of uses; and therefore, the policies do not apply. The plan addresses Policy 4.38 and the potential impacts associated with noise, air quality and pollution, and light and glare on building occupants and natural areas through development standards that include, but are not limited to: wider setbacks for new development along the Willamette riverfront; exterior lighting standards for new development in the River General overlay zone; and new design guidelines will address ways to design new buildings to shield tenants from these potential impacts. The plan also includes measures to reduce the source of impacts where possible.

The River Plan / South Reach is consistent with the directives of policies 4.34-4.40.

## Scenic resources

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

The River Plan / South Reach Scenic Resources Protection Plan (SRSRPP) identifies key scenic resources in and adjacent to the River Plan / South Reach study area. The views addressed in the SRSRPP include views of mountains, hills, rivers, parks, bridges, and the Central City skyline. The plan includes an economic, social, environmental and energy analysis (ESEE) for all South Reach scenic resources, which includes public viewpoints (and associated view corridors), view streets, scenic corridors, scenic sites and visual focal points. The ESEE includes evaluation of the contribution that scenic resources make towards a sense of place and identity, history and cultures of Portland, and way-finding in the city. The SRSRPP includes recommendations for when and how to protect and maintain significant scenic resources.

The River Plan / South Reach is consistent with the directives of Policy 4.41.

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

The River Plan / South Reach Scenic Resources Protection Plan (SRSRPP) is an update of the 1991 Scenic Resources Protection Plan and includes three parts:

- Scenic Resources Inventory – Documents the scenic resources located within and adjacent to the River Plan / South Reach study area. Includes public viewpoints (and associated view corridors), view streets, scenic corridors, scenic sites and visual focal points.
- Economic, Social, Environmental and Energy Analysis – Provides an analysis and makes recommendations regarding which resources to protect and maintain.
- Implementation – Identifies necessary Zoning Code changes and updates to scenic resources protection plan maps.

The SRSRPP is implemented through the following Zoning Code sections:

1. 33.480, Scenic Resource Zone – Updated to require the addition of amenities, such as a bench, lighting or signage, at key public viewpoints in the River Plan / South Reach study area and Central City identified in a new Map 480-1, Designated Viewpoints.
2. 33.475, River Overlay Zones – Standards allow for removal of trees, with replacement, and removal of other vegetation from view corridors to maintain views. The existing requirement to provide amenities at designated public viewpoint on the Greenway Trail was deleted. This requirement has been moved to 33.480, Scenic Resource Zone, and the changes to that chapter are described above.

City Council finds that protecting scenic resources, including views, is important and supports the recommended protections for identified public scenic resources, as identified in the plan. The River Plan / South Reach does not call for the protection of views from privately-owned buildings but, rather, focuses on ensuring access to and maintenance of public viewpoints.

City Council finds that the River Plan / South Reach better supports the directives of Policy 4.32 than existing regulations.

Additionally, the Willamette River Greenway Inventory maps identified scenic resources adopted by various Scenic Resources Protection Plans.

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

The newly-applied River overlay zones chapter includes standards for public viewing areas (33.475.440.F) that allow for the removal of trees and other vegetation from view corridors, with replacement, to maintain view corridors. Pruning of trees and vegetation is also allowed as a part of maintaining designated views. These allowances apply to areas within the Scenic (s) overlay zone. Additionally, the river setback landscaping standards provide flexibility in tree and vegetation selection and siting to allow for maintenance of views outside of designated public viewpoints.

The River Plan / South Reach is consistent with the directives of Policy 4.43.

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

Policy 4.44 requires maintaining design tools and regulations to preserve significant scenic resources. New development on sites within the design overlay, specifically within the Macadam Plan District, will be required to consider access to views to meet the goals of the Citywide Design Guidelines and the Macadam Character Statement. Guideline 01 and 03 encourage development to provide opportunities for people to experience community assets through responsive site and building design. They require that consideration be given to how building programming and placement, including orientation, height and massing, can take advantage of topography, natural views, and sightlines to community or natural points of interest.

Additionally, the Macadam Character Statement encourages new development to strengthen visual access to the Willamette River from neighborhoods and businesses to the west. It specifically addresses the steep topography of the district and encourages the careful design of building roofs and rooftops to enhance views. Further guidance on where public viewpoints are referenced is provided by identifying the Macadam Plan District and South Reach Scenic Resource Protection Plan. Through this guidance the statement emphasizes that maintaining these connections ensures permeability within the district and improves air quality, health, and livability. These amendments are consistent with the directives of Policy 4.44.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not go into effect. The existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines address this policy by requiring that buildings and open spaces establish complementary relationships in terms of color, texture, scale of architectural elements and proportions with neighboring developments, both along the Willamette River and S Macadam Avenue corridor. The Macadam Corridor Design Guidelines meet Policy 4.44, if these provisions remain in effect.

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

The updates to 33.480, Scenic Resources Zone, described above in the Policy 4.42 findings, require the addition of amenities, such as a bench, lighting or signage, at key public viewpoints in the River Plan / South Reach study area and Central City. These public viewpoints, identified in a new Map 480-1, Designated Viewpoints, located at the end of 33.480, were selected based on the quality and character of the view, as well as their location and accessibility from the location. From these viewpoints, the public can view Portland’s rivers, bridges, mountain, hills, buttes, skyline and other landmarks. The addition of amenities will ensure that these viewpoints are easily identified by the public. The *River Plan / South Reach Scenic Resources Protection Plan* includes scenic resources management recommendations related to maintaining views, improving ADA accessibility and adding amenities, such as benches, informational signs or lighting, among others. A total of 24 public viewpoints are protected by the plan.

The River Plan / South Reach is consistent with the directives of Policy 4.45.



## Historic and cultural resources

250. **Policy 4.46, Historic and cultural resource protection.** Protect and encourage the restoration of historic buildings, places, and districts that contribute to the distinctive character and history of Portland’s evolving urban environment.

The City Council interprets terms as follows:

**“Protect”** means to defend or guard against loss, injury, or destruction. Policies calling for protection apply to multiple topic areas and can be accomplished or supported using various tools, such as regulations to prohibit or limit an action, investments such as land acquisition, agreements, and community partnerships.

**“Encourage”** means to promote or foster using some combination of voluntary approaches, regulations, or incentives.

**“Restore”** means to recreate elements that are missing; move something back to its original condition; rehabilitate.

**“Historic buildings, places, and districts”** means historic resource. A historic resource is a structure, place, or object that has a relationship to events or conditions of the human past. Historic resources may be significant for architectural, historical, and cultural reasons. Examples include historic landmarks, conservation landmarks, historic districts, conservation districts, and structures or objects that are identified as contributing to the historic significance of a district, including resources that are listed in the National Register of Historic Places. Rank I, II, and III structures, places, and objects that are included in historic inventories are historic resources.

**“Urban environment”** means characteristics of the existing and historic built environment of a district or place including, but not limited to, block pattern, arrangement and design of streets and pedestrian realm, street wall, street-level activity, building use, construction type, architectural style, exterior materials, design details, massing, and height.

The City Council interprets Policy 4.46 to require that provisions pertaining to demolition and alteration are applied to designated historic resources and that voluntary incentives are made available to support rehabilitation of those resources. The City Council further interprets this policy to mean that historic resources contribute to the city’s distinctive character, history, and urban fabric but that this contribution does not preclude the evolution and change of a living city’s urban fabric. Actions that implement Policy 4.46 are not limited to those that regulate new development; Protecting historic buildings, places, and districts from loss, injury, or destruction includes actions regulating alterations and additions to historic resources, as well as actions that provide economic incentives for historic resources to be preserved, rehabilitated, and reused.

The River Plan / South Reach maintains and supplements the City’s regulations for identifying, designating, and protecting historic resources within the River Plan / South Reach. These regulations codified primarily in Chapter 33.445, Historic Resource Overlay Zone, provide a citywide approach to protecting historic resources consistent with statewide land use Goal 5.

Chapter 33.445 regulations protect Historic Landmarks and Historic Districts (both those designated by the City and those listed on the National Register of Historic Places), Conservation Landmarks and Conservation Districts, and undesignated resources identified in the Historic Resources

Inventory as Rank I, II, or III. Existing provisions in Chapter 33.445 provide the following regulations that protect historic resources and encourage their restoration:

**Demolition Review.** Historic Landmarks that have been listed on the National Register of Historic Places and contributing resources in Historic Districts are subject to Demolition Review, a Type IV land use procedure that requires approval by the Portland City Council before a demolition permit can be issued. Other historic resources addressed by Chapter 33.445 are subject to 120-day demolition delay.

**Historic Resource Review.** Historic and Conservation Landmarks and properties within the boundaries of Historic and Conservation Districts are also subject to Historic Resource Review, a discretionary land use regulation that applies to most exterior alteration and new construction proposals. Historic Resource Review ensures the protection of designated historic resources by considering resource-specific factors such as the repair, alteration and replacement of historic materials; the compatibility of architectural features, massing, and height of additions and new structures; and the continuity of design patterns, cultural associations, and structural resilience. The approval criteria for Historic Resource Review is provided in Chapter 33.846, Historic Resource Reviews. Alterations, additions, and new construction are allowed within the boundaries of designated historic resources to allow for the evolution of the city's urban fabric, with development activities subject to the Historic Resource Review approval criteria. In general, alterations to Historic and Conservation Landmarks are subject to the approval criteria provided in the code; alterations and new construction in Historic and Conservation Districts are subject to approval criteria in the applicable guideline documents, as provided in the code. On a site-by-site basis, Historic Resource Review can limit allowed building height, massing, setback, materials, details, or other features to ensure the protection of historic resources. City Council recognizes the discretionary nature of Historic Resource Review as an integral part of ensuring the protection of Historic and Conservation Landmarks and Districts.

**Incentives.** Chapter 33.445 also includes special provisions that increase the potential for historic resources to be rehabilitated by increasing land use flexibility and redevelopment options. These include exceptions from minimum density requirements and a lower review type threshold for conditional use applications in certain zones.

City Council finds that these existing regulations, incentives, and programs serve to protect and encourage the restoration of historic resources.

City Council additionally finds that the following new provisions in the River Plan / South Reach protect and encourage the restoration of historic resources:

The River Plan / South Reach includes new archaeological resource protection regulations in the River Overlay Zone chapter (33.475) that apply to mapped sites considered to have a high probability of containing precontact Native American archaeological resources. The regulations provide a process to survey areas prior to ground disturbing activities and development and steps for protecting any identified archaeological resources during the development process. This process includes engagement with the Oregon State Historic Preservation Office and interested tribes and is based on similar regulations that are in place for the Columbia South Shore area. The regulations were informed by cultural and archaeological related research for the South Reach area conducted by Willamette Cultural Resources Associates. The consultant used archaeological,

historical and environmental data and the Portland Harbor Superfund archaeological model to develop a “sensitivity model” for the South Reach. The model predicts the relative likelihood of discovering precontact archaeological resources. See the Technical Memorandum from Willamette Cultural Resources in Volume 4.

River Plan / South Reach also supports the protection of historic resources by allowing designated historic and conservation landmarks within river setback areas to contain non-river-dependent and non-river-related land uses. This increases land use and development flexibility for these resources, decreasing the likelihood of their demolition and increasing the likelihood of adaptive re-use.

River Plan / South Reach also includes a number of actions for City bureaus to work with tribal representatives and the urban native community on projects and programs to honor Native American customs, history, traditions and culture, and educate the public.

The Council finds that the existing regulations and the new provisions in the River Plan / South Reach protect and encourage the restoration of historic resources and are consistent with this policy. Council finds that the existing and new provisions require the protection of historic resources that contribute to the distinctive character and history of Portland’s evolving urban fabric.

251. **Policy 4.47, State and federal historic resource support.** Advocate for state and federal policies, programs, and legislation that would enable stronger historic resource designations, protections, and rehabilitation programs.

The River Plan / South Reach amendments do not address advocacy for changes to state and federal historic resource programs. This policy does not apply.

252. **Policy 4.48, Continuity with established patterns.** Encourage development that fills in vacant and underutilized gaps within the established urban fabric, while preserving and complementing historic resources.

The River Plan / South Reach does not alter existing base zone development entitlements, maintaining the overall development potential of the plan area and allowing for infill development on vacant and underutilized land. The existing historic resource protection regulations described in the findings for policy 4.48 will help ensure infill development preserves and complements historic resources.

In addition, the River Plan / South Reach repeals the Macadam Corridor Design Guidelines and applies the Citywide Design Guidelines and a Macadam Character Statement. This will address infill issues of site, context and community identity. The findings for Comprehensive Plan policies 4.3, 4.16, 4.22, and 4.27 also demonstrate consistency with this policy.

253. **Policy 4.49. Resolution of conflicts.** Adopt and periodically update design guidelines for unique historic districts. Refine base zoning in historic districts to consider the character of the historic resources in the district.

The River Plan / South Reach does not update historic district design guidelines or change the base zoning of historic districts. This policy does not apply.

254. **Policy 4.50, Demolition.** Protect historic resources from demolition. Provide opportunities for public comment, and encourage pursuit of alternatives to demolition or other actions that mitigate for the loss.

The City Council finds that demolition protections for historic resources are provided in Chapter 33.445, Historic Resources Overlay Zone, and Chapter 33.846, Historic Resource Reviews. National Register-listed Historic Landmarks and contributing resources in Historic Districts are subject to Demolition Review, with the Portland City Council assigned as the review body for such demolition proposals. These existing regulations protect historic resources, provide opportunities for public comment when a resource is proposed for demolition, and provides decision-maker that ability to require alternatives to demolition.

255. **Policy 4.51, City-owned historic resources.** Maintain City-owned historic resources with necessary upkeep and repair.

Policy 4.51 provides direction on maintaining City-owned historic resources. The River Plan / South Reach amendments do not address maintenance of these resources. This policy does not apply.

256. **Policy 4.52, Historic Resources Inventory.** Maintain and periodically update Portland's Historic Resources Inventory to inform historic and cultural resource preservation strategies.

The City Council finds that the Historic Resources Inventory was last updated in 1984. The City Council recognizes that 2007 changes in State Administrative Rule allow for the Inventory to be updated. The regulations included in Chapter 33.445, Historic Resources Overlay Zone, do not provide a viable land use procedure for updating the Historic Resources Inventory. The River Plan / South Reach does not address this, but a separate zoning code project, the Historic Resources Code Project, anticipates addressing this.

Additionally, the Willamette River Greenway Inventory identifies existing inventoried historic resources within the Willamette River Greenway boundary. Information about inventoried properties and designated local and National Register of Historic Places historic resources is provided in the draft Existing Conditions Report (May 2018).

257. **Policy 4.53, Preservation equity.** Expand historic preservation inventories, regulations, and programs to encourage historic preservation in areas and in communities that have not benefited from past historic preservation efforts, especially in areas with high concentrations of under-served and/or under-represented people.

258. **Policy 4.54, Cultural diversity.** Work with Portland's diverse communities to identify and preserve places of historic and cultural significance.

259. **Policy 4.55, Cultural and social significance.** Encourage awareness and appreciation of cultural diversity and the social significance of historic places and their roles in enhancing community identity and sense of place.

The City Council finds that policies 4.53 through 4.55 call for actions that expand equity in historic resource programs, encourage working with diverse communities and increase awareness of cultural diversity in historic preservation activities. The development of the River Plan / South Reach included extensive outreach and collaboration with diverse communities of stakeholders. Particular efforts were made to engage interested Native American tribes and the urban native community.

(see findings for Statewide Planning Goal 1 and Comprehensive Plan policies 2.2 and 2.33). While Native Americans were historically displaced from these lands, their cultural and traditional resources and practices, many related to the Willamette River, continue to be meaningful today and for future generations. River Plan / South Reach includes a policy framework and implementation actions that help protect Native American cultural resources and promote continued engagement and collaboration between the City and tribal nations and the urban native community on programs, projects and planning that are meaningful to their cultures and lifeways.

The plan includes new code provisions intended to identify and protect Native American archaeological resources in high probability areas (33.475.245) In addition, the plan includes the following actions: T2C, implement a first foods project; T3C, partner with tribal nations to complete archaeological surveys on public property that support Native American history and culture; T5A, work with under-represented and under-served communities to identify and plan for desired uses, activities and programming at South Reach parks and natural areas; and R2A direct City staff to work with interested Native Americans, immigrants and communities of color to determine and plan for uses, activities and programming at parks and natural areas.

260. **Policy 4.56, Community structures.** Encourage the adaptive reuse of historic community structures, such as former schools, meeting halls, and places of worship, for arts, cultural, and community uses that continue their role as anchors for community and culture.

The City Council finds that adaptive reuse is supported by the existing regulations and River Plan / South Reach provisions for historic resources in the river setback area, as described in the findings for Policy 4.46-4.48.

261. **Policy 4.57, Economic viability.** Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive reuse of historic resources.

The City Council finds that the existing Oregon Special Assessment of Historic Property Program, the existing incentives described, and the new River / Plan South Reach incentive for historic resources in the river set back area, described in the findings for policy 4.46 support the economic viability of historic resources.

262. **Policy 4.58, Archaeological resources.** Protect and preserve archaeological resources, especially those sites and objects associated with Native American cultures. Work in partnership with Sovereign tribes, Native American communities, and the state to protect against disturbance to Native American archaeological resources.

Willamette Cultural Resources Associates conducted cultural and archaeological related research for the South Reach area (Volume 4). This research provided the groundwork for River Plan South / Reach regulations that will help protect and preserve pre-contact artifacts and deposits that represent Native American history and culture of the area. The consultant used archaeological, historical and environmental data and the Portland Harbor Superfund archaeological model to develop a “sensitivity model” for the South Reach. The model predicts the relative likelihood of discovering precontact archaeological resources. See Volume 4 Technical Memorandum from Willamette Cultural Resources

The River Plan / South Reach includes archaeological resource protection regulations in the River Overlay Zone chapter (33.475) that apply to mapped sites considered to have a high probability of

containing precontact Native American archaeological resources. The regulations provide a process to survey areas prior to ground disturbing activities and development and steps for protecting any identified archaeological resources during the development process. This process includes engagement with the Oregon State Historic Preservation Office and interested tribes and is based on similar regulations that are in place for the Columbia South Shore area

Development of these provisions included discussions with Native American tribes and the State Historic Preservation Office. Additionally, River Plan / South Reach includes an amendment to this Policy 4.58 that replaces the term “Sovereign tribes” with “tribal nations” as the preferred terminology expressed by tribal governments.

## **Public art**

263. **Policy 4.59, Public art and development.** Create incentives for public art as part of public and private development projects.

Policy 4.59 provides direction on public art with private development projects. River Plan / South Reach amendments address this policy in the Macadam design recommendations, specifically, in the Macadam Character Statement. Within the language of Guidelines 02 and 06, private development projects are provided opportunities to meet guideline requirements by incorporating public art within site and building design. Guideline 02 encourages development to incorporate public art to integrate characteristics identified by the site history and the lived experience of communities. Guideline 05 also encourages the Designing spaces that can integrate opportunities for art, particularly in public outdoor areas and plazas. The Macadam Character Statement, also encourages development to recognize the recreational, social and cultural values of the riverfront through onsite features, including public art.

Additionally, though not directly stated, Action T2A has the City working with tribal representatives on projects and programs to honor Native American culture, history and educate the public. This could involve public art.

## **Resource-efficient design and development**

264. **Policy 4.60, Rehabilitation and adaptive reuse.** Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, to conserve natural resources, reduce waste, and demonstrate stewardship of the built environment.
265. **Policy 4.61, Compact housing.** Promote the development of compact, space- and energy-efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.
266. **Policy 4.62, Seismic and energy retrofits.** Promote seismic and energy-efficiency retrofits of historic buildings and other existing structures to reduce carbon emissions, save money, and improve public safety.
267. **Policy 4.63, Life cycle efficiency.** Encourage use of technologies, techniques, and materials in building design, construction, and removal that result in the least environmental impact over the life cycle of the structure.

- 268. **Policy 4.64, Deconstruction.** Encourage salvage and reuse of building elements when demolition is necessary or appropriate.
- 269. **Policy 4.65, Materials and practices.** Encourage use of natural, resource-efficient, recycled, recycled content, and non-toxic building materials and energy-efficient building practices.
- 270. **Policy 4.66, Water use efficiency.** Encourage site and building designs that use water efficiently and manage stormwater as a resource.
- 271. **Policy 4.67, Optimizing benefits.** Provide mechanisms to evaluate and optimize the range of benefits from solar and renewable resources, tree canopy, ecoroofs, and building design.
- 272. **Policy 4.68, Energy efficiency.** Encourage and promote energy efficiency significantly beyond the Statewide Building Code and the use of solar and other renewable resources in individual buildings and at a district scale.

Policies 4.60 and 4.65 encourage the adaptive reuse of buildings and the use of natural, resource-efficient and/or recycled material and energy-efficient building practices. New development on sites within the design overlay, as applied in the Macadam area, will be required to meet City Design Guideline 09, which encourages adaptive reuse of existing buildings, and designing buildings with flexible floor plates and taller ground floors will ensure that they last beyond today's users and needs. Development is also encouraged to utilize reclaimed and recycled materials, fixtures and features to help conserve valuable resources and integrate historic character. This guideline also provides guidance on how to implement energy-efficient building practices such as eco-roofs, roof-top solar panels and solar shades on windows. These amendments are consistent with the directives of policy 4.60 and 4.65.

If the Design Overlay Zone Amendments and the Citywide Design Guidelines are not adopted, the Macadam Character Statement would not go into effect. The existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines promote resource efficient and healthy design and development. By encouraging, for example, the stepping back of buildings, additional landscaping and preservation of the natural qualities of the riverfront area, the guidelines encourage designs that have a minimal impact on the area's natural resources. It also uses these same resources to enhance the experience of its residents, workers and visitors. Additionally, in the guideline on Sub-Context, new development is encouraged to enhance the existing character of the area by utilizing, as well as the use of complementary materials, textures, and sensitive transitions. Since this guidance encourages the preservation of existing character, it could include the reuse of existing buildings and recycled materials where possible. The Macadam Corridor Design Guidelines meet policies 4.60 and 4.65, if these provisions remain in effect.

The River Plan / South Reach does not include any changes to building requirements related to materials, deconstruction, energy efficiency, housing size or any other issues identified in policies 4.61-4.64 and 4.66-4.68. These policies do not apply.

- 273. **Policy 4.69, Reduce carbon emissions.** Encourage a development pattern that minimizes carbon emissions from building and transportation energy use.

The River Plan / South Reach includes many recommendations and actions that support expanding

multi-modal options in the study area to reduce the reliance on automobiles. Implementation actions include expansion of the greenway trail to Lake Oswego, bicycle and pedestrian access to the riverfront from the Brooklyn neighborhood, a new parallel bicycle route in the Macadam area to reduce congestion on the existing Greenway Trail and improved transit service to provide better access to the South Reach from both the east and west. These actions will reduce carbon emissions from transportation energy use in the area. There are no changes to building requirements included in the River Plan / South Reach. City Council finds that the plan is consistent with Policy 4.69.

- 274. **Policy 4.70, District energy systems.** Encourage and remove barriers to the development and expansion of low-carbon heating and cooling systems that serve multiple buildings or a broader district.
- 275. **Policy 4.71, Ecodistricts.** Encourage ecodistricts, where multiple partners work together to achieve sustainability and resource efficiency goals at a district scale.
- 276. **Policy 4.72, Energy-producing development.** Encourage and promote development that uses renewable resources, such as solar, wind, and water to generate power on-site and to contribute to the energy grid.

The River Plan / South Reach does not include any changes related to energy districts, ecodistricts or energy-producing development, as identified in policies 4.70-4.72. These policies do not apply.

## Designing with nature

- 277. **Policy 4.73, Design with nature.** Encourage design and site development practices that enhance, and avoid the degradation of, watershed health and ecosystem services and that incorporate trees and vegetation.
- 278. **Policy 4.74, Flexible development options.** Encouraging flexibility in the division of land, the siting and design of buildings, and other improvements to reduce the impact of development on environmentally-sensitive areas and to retain healthy native and beneficial vegetation and trees.

The River Plan / South Reach amendments are consistent with or better support policies 4.73 and 4.74 in the following ways:

- A. Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve the existing natural resources identified in the *River Plan / South Reach Natural Resources Protection Plan (SRNRPP)*, by avoiding impacts on natural resources, limiting development within natural resource areas, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve watershed health and ecosystem services. Requirements can be met either via standards or through River Review (33.865). The existing Greenway overlay zones generally require land use review for proposed development actions. The River overlay zones and River Review will allow for flexibility in meeting applicable requirements;
- B. The River setback is increased for roughly half of all South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback at least 50 feet from the top of bank of the Willamette River. There is a landscaping requirement



for the setback that requires native plants to be planted with development but allows flexibility in the size and location of trees to be compatible with adjacent development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because a wider setback is needed to meet the purpose of the river setback, which is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The setback will not apply to river-dependent or river-related uses and non-conforming development can continue in the river setback but cannot expand further in the river setback;

- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area;
- D. New regulations that clarify the requirements for removal and remediation of hazardous substances are implemented. The clarifications will ensure that clean-up of hazardous substances in the South Reach occurs in a way that meets City goals and policies, including goals related to the conservation of existing natural resources and the use of natural bank treatments in the final design of clean up actions. Existing zoning in the area does not provide substantial guidance on these issues; and
- E. New River Environmental overlay zone requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy in the study area. Trees replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. Only trees on the Nuisance Plants list in the *Portland Plant List* will be exempted from these requirements. However, replanting will still be required when nuisance species are removed.

**279. Policy 4.75, Low-impact development and best practices.** Encourage use of low-impact development, habitat-friendly development, bird-friendly design, and green infrastructure.

The River Plan / South Reach amendments are consistent with or better support this policy in the following ways:

- A. New standards for bird-friendly development requires that windows in the first 60 feet of new developments and major remodels be treated with a bird-safe glaze or pattern to reduce the risk of bird-to-building collisions;
- B. New standards for exterior lighting will require lighting to be located away from the natural resource areas except when associated with trails, docks and public roads. In all situations

lighting must be directed down, limiting impacts to birds, bats and other wildlife, and cannot shine directly into the water, limiting impacts on fish.

- C. The River Environmental overlay zone will be applied to all floodplains, whether they are currently developed or not. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen riparian habitat and connections to upland habitat corridors and preserve existing natural resources; and
- D. Existing regulations including the Stormwater Management Manual are applicable to future development. The regulations require that new impervious surfaces be treated for stormwater runoff quantity and/or quality. The manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques.

**280. Policy 4.76, Impervious surfaces.** Limit use of and strive to reduce impervious surfaces and associated impacts on hydrologic function, air and water quality, habitat connectivity, tree canopy, and urban heat island effects.

River Plan / South Reach amendments are consistent with this policy in the following ways:

- A. New River Environmental overlay zone requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy in the study area. Trees replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. Only trees on the Nuisance Plants list in the *Portland Plant List* will be exempted from these requirements. However, replanting will still be required when nuisance species are removed;
- B. Existing regulations including the Stormwater Management Manual are applicable to future development. The regulations encourage reduction of impervious surfaces and require that new impervious surfaces be treated for stormwater runoff quantity and/or quality. The manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques. This includes tree canopy, ecoroofs, bioswales and pervious paving. Green infrastructure that includes vegetation also improves air quality and reduce heat island effects.

**281. Policy 4.77, Hazards to wildlife.** Encourage building, lighting, site, and infrastructure design and practices that provide safe fish and wildlife passage, and reduce or mitigate hazards to birds, bats, and other wildlife.

River Plan / South Reach amendments better support this policy than existing regulations in the following ways:

- A. Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve the existing natural resources identified in the *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP), by avoiding impacts on natural resources, limiting development within natural resource areas, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve watershed health and ecosystem services. Requirements can

be met either via standards or through River Review (33.865). The existing Greenway overlay zones generally require land use review for proposed development action. The River overlay zones and River Review will allow for flexibility in meeting applicable requirements;

- B. The River setback is increased for most South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback at least 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be planted with development but allows flexibility in the size and location of trees to be compatible with adjacent development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because a wider setback is needed to meet the purpose of the river setback, which is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The setback will not apply to river-dependent or river-related uses and non-conforming development can continue in the river setback but cannot expand further in the river setback;
- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area;
- D. New regulations that clarify the requirements for removal and remediation of hazardous substances are implemented. The clarifications will ensure that clean-up of hazardous substances in the South Reach occurs in a way that meets City goals and policies, including goals related to the conservation of existing natural resources and the use of natural bank treatments in the final design of clean up actions. Existing zoning in the area does not provide substantial guidance on these issues; and
- E. New River Environmental overlay zone requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy in the study area. Trees replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. Only trees on the Nuisance Plants list in the Portland Plant List will be exempted from these requirements. However, replanting will still be required when nuisance species are removed.

282. **Policy 4.78, Access to nature.** Promote equitable, safe, and well-designed physical and visual access to nature for all Portlanders, while also maintaining the functions and values of significant natural resources, fish, and wildlife. Provide access to major natural features, including:

- Water bodies such as the Willamette and Columbia rivers, Smith and Bybee Lakes, creeks, streams, and sloughs.

- Major topographic features such as the West Hills, Mt. Tabor, and the East Buttes.
- Natural areas such as Forest Park and Oaks Bottom.

The River Plan / South Reach amendments are consistent with this policy in the following ways:

- A. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the setback maintains space for public access to the Willamette River, including a major public trail and viewpoints, and natural resource preservation and enhancement;
- B. The major trail alignment and completion of gaps in the Greenway Trail along the Willamette River will improve public access along and to the Willamette River; and
- C. The River Plan / South Reach Scenic Resources Protection Plan (SRSRPP) and Zoning Code requirements in 33.475, River Overlay Zones, protect view corridors from public viewpoints and maintain visual access to the Willamette River, major topographic features, including mountains and bluffs, and natural areas, including parks and open spaces (e.g., Oaks Bottom Natural Wildlife Refuge). Additionally, changes to Zoning Code chapter 33.480, Scenic Overlay Zone, will require the addition of amenities at select South Reach and Central Reach public viewpoints identified in Map 480-1 to better identify the viewpoints and celebrate the scenic resources they provide.

## Hazard-resilient design

283. **Policy 4.79, Natural hazards and climate change risks and impacts.** Limit development in or near areas prone to natural hazards, using the most current hazard and climate change-related information and maps.

Ensuring that risks and impacts from natural hazards and climate change are minimized and mitigated in the South Reach was a critical component of the River Plan / South Reach. The Watershed Health and Resilience section of Chapter III include a variety of policies and actions that provide for resilience to climate change impacts and natural hazards including flooding, landslides and others. Plan amendments better support Policy 4.79 than existing regulations in a number of ways, including:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) includes an updated inventory of natural resource features and functions throughout the study area. The SRNRPP identifies natural resource features and evaluates the functions they provide, including a variety of ecosystem services (e.g., natural hazard management, public health, climate resiliency, etc.). Chapter IV of the SRNRPP evaluates different protection options and Chapter V includes recommendations necessary protections for maintaining natural resource features and functions in five “inventory sites”, which comprise all of the study area;
- B. Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve the identified resource features and functions by limiting development within natural resource

areas, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. By applying new River Environmental overlay zoning for identified natural resource areas in the South Reach, including resources located in the water, in the floodplain, on steep slopes and other upland habitat, the plan reduces risks associated with flooding, landslides and wildfire;

- C. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback at least 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the river setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. In addition, there is a setback landscaping requirement to enhance the natural qualities of lands along the Willamette River in the South Reach and it will result in an increase in the quality, quantity and diversity of vegetation on the riverbank. The setback and its landscaping requirement will mitigate the risks associated with river flooding. Landscaping also sequesters carbon, reduces heat island effects and helps improve air quality;
- D. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area;
- E. Action W7A directs the City to work with FEMA and/or other organizations to conduct floodplain modeling and analyses to estimate future flood risk and update the City’s flood maps;
- F. Increasing the resiliency of the urban forest is another important component of the River Plan / South Reach. New River Environmental overlay zone requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy. Tree replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio; and
- G. Existing regulations though City Code Title 24, Building Regulations, are also applicable to future development. These regulations require review of impacts within the river and floodplain including a test of no net rise and balancing of fill placed in the floodplain with an equal cut.

284. **Policy 4.80, Geological hazards.** Evaluate slope and soil characteristics, including liquefaction potential, landslide hazards, and other geologic hazards.

The River Plan / South Reach is consistent with Policy 4.80 in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) includes an updated inventory of natural resource features and functions throughout the study area. The SRNRPP identifies natural resource features and evaluates the functions they provide, including a variety of ecosystem services (e.g., natural hazard management, public health, climate resiliency, etc.). Steep slopes and liquefaction areas are identified in each of the five “inventory sites” which comprise the study area. Chapter IV of the SRNRPP evaluates different protection options for the various resources and Chapter V includes recommendations necessary protections for maintaining natural resource features, including geological hazards, and functions; and
- B. Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve the identified resource features and functions by limiting development in areas defined as geological hazards, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. By applying new River Environmental overlay zoning for identified natural resource areas in the South Reach, including on steep slopes and upland habitat, the plan reduces future landslide risk.

285. **Policy 4.81, Disaster-resilient development.** Encourage development and site-management approaches that reduce the risks and impacts of natural disasters or other major disturbances and that improve the ability of people, wildlife, natural systems, and property to withstand and recover from such events.

Policies, objectives and actions within Volume 1 of the River Plan / South Reach provide direction related to a number of topics, including natural hazard resilience; climate change resilience; and flood-ready development. Findings provided for Goal 4.D, Urban resilience and policies 4.4, 4.79, and 4.80 provide additional detail on plan components that will make future development more disaster resilient.

286. **Policy 4.82. Portland Harbor facilities.** Reduce natural hazard risks to critical public and private energy and transportation facilities in the Portland Harbor.

River / Plan South Reach amendments are specific to the southern section of the Willamette riverfront in Portland and unincorporated Multnomah County (Riverdale/Dunthorpe) and does not pertain to the Portland Harbor. Therefore, this policy does not apply.

287. **Policy 4.83, Urban heat islands.** Encourage development, building, landscaping, and infrastructure design that reduce urban heat island effects.

The River Plan / South Reach is consistent with this policy in the following ways:

- A. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback at least 50 feet from the top of bank of the Willamette River. In the setback there is a landscaping requirement to enhance the natural qualities of lands along the Willamette River in the South Reach and it will result in an increase in the quality, quantity and diversity of vegetation on the riverbank. The setback and its landscaping requirement will minimize urban heat islands along the river;

- B. All new development in the River Environmental overlay zone must avoid, minimize, then mitigate impacts on natural resources. Additionally, the River Environmental requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy. Trees replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. This will significantly increase tree canopy which is effective at reducing urban heat island effects in the area; and
- C. All development in the River Plan / South Reach will continue to be required to meet the City's stringent stormwater management requirements, which ensures the incorporation of well-functioning, effective green infrastructure. The regulations require that new impervious surfaces be reduced and that impervious surfaces be treated for stormwater runoff quantity and/or quality. The Stormwater Management Manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques.

288. **Policy 4.84, Planning and disaster recovery.** Facilitate effective disaster recovery by providing recommended updates to land use designations and development codes, in preparation for natural disasters.

Policies, objectives and actions within Volume 1 of the River Plan / South Reach provide direction related to a number of topics, including natural hazard resilience; climate change resilience; and flood-ready development. Findings provided for Goal 4.D, Urban resilience and policies 4.4, 4.79, and 4.80 provide additional detail on plan components that will ensure future development is better prepared for natural disasters and recovery after them.

## Healthy food

289. **Policy 4.85, Grocery stores and markets in centers.** Facilitate the retention and development of grocery stores, neighborhood-based markets, and farmer's markets offering fresh produce in centers.
290. **Policy 4.86, Neighborhood food access.** Encourage small, neighborhood-based retail food opportunities, such as corner markets, food co-ops, food buying clubs, and community-supported agriculture pickup/drop-off sites, to fill in service gaps in food access across the city.
291. **Policy 4.87, Growing food.** Increase opportunities to grow food for personal consumption, donation, sales, and educational purposes.
292. **Policy 4.88, Access to community gardens.** Ensure that community gardens are allowed in areas close to or accessible via transit to people living in areas zoned for mixed-use or multi-dwelling development, where residents have few opportunities to grow food in yards.

For the most part, River Plan / South Reach amendments do not apply to policies 4.85-4.88. However, plan Action T2C calls for coordination with tribal nations and urban native communities to implement a first foods project in the South Reach. Action T4A follows T2C with collaborations to restore natural areas and projects to reestablish first foods species. Action T4B explores development of a citywide tribal cultural resources harvesting program. Therefore, the River Plan/ South Reach is consistent with these policies related to tribal engagement and collaboration.

## Housing: Goals

293. **Goal 5.A: Housing diversity.** Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capabilities in terms of different types, tenures, density, sizes, costs, and locations.
294. **Goal 5.B: Equitable access to housing.** Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people with disabilities, people of color, low-income households, diverse household types, and older adults.
295. **Goal 5.C: Healthy connected city.** Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs. This housing is connected to the rest of the city and region by safe, convenient, and affordable multimodal transportation.
296. **Goal 5.D: Affordable housing.** Portland has an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs.
297. **Goal 5.E: High-performance housing.** Portland residents have access to resource-efficient and high-performance housing for people of all abilities and income levels.

River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and very limitedly address housing. The plan does not address housing diversity, equitable access to housing, affordable housing and high-performance housing. It addresses Goal 5.C, Healthy Connected City, with the Willamette riverfront area as an amenity for riverfront communities with numerous affordable recreational opportunities and multi-modal improvements to bicycling, walking and transit.

## Housing: Policies

### Diverse and expanding housing supply

298. **Policy 5.1, Housing supply.** Maintain sufficient residential development capacity to accommodate Portland's projected share of regional household growth.
299. **Policy 5.2, Housing growth.** Strive to capture at least 25 percent of the seven-county region's residential growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).
300. **Policy 5.3, Housing potential.** Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.
301. **Policy 5.4. Housing types.** Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single-dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.



302. **Policy 5.5, Housing in centers.** Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing options.
303. **Policy 5.6. Middle housing.** Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.
304. **Policy 5.7. Adaptable housing.** Encourage adaption of existing housing and the development of new housing that can be adapted in the future to accommodate the changing variety of household types.
305. **Policy 5.8, Physically-accessible housing.** Allow and support a robust and diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers, station areas, and other places that are proximate to services and transit.
306. **Policy 5.9, Accessible design for all.** Encourage new construction and retrofitting to create physically-accessible housing, extending from the individual unit to the community, using Universal Design Principles.

Policies 5.1-5.9 provides direction on housing supply and growth. The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and do not address housing supply and growth in the South Reach area. Overall, the existing capacity and supply of housing is not changed.

Therefore, these amendments do not apply.

307. **Policy 5.10. Coordinate with fair housing programs.** Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.

Policy 5.10 provides direction on the coordination of fair housing programs. As stated in the finding above, the River Plan / South Reach are an update to the *Willamette Greenway Plan* and overall do not address housing including coordination with fair housing programs in the South Reach area. This policy does not apply.

## Housing access

308. **Policy 5.11, Remove barriers.** Remove potential regulatory barriers to housing choice for people in protected classes to ensure freedom of choice in housing type, tenure, and location.

River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* that addresses natural resources, recreation and the relationship of adjacent communities to the river. Plan amendments do not pertain to housing development as stated in policies 5.1-5.11. Therefore, these policies do not apply.

309. **Policy 5.12, Impact analysis.** Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

River Plan / South Reach amendments are an update to the Willamette Greenway Plan that addresses natural resources, recreation and the relationship of adjacent communities to the river. The River Plan / South Reach study area is predominantly characterized by higher incomes and lower poverty rates, when compared to the City of Portland as a whole. The River Plan / South Reach is not expected to affect the potential for development or redevelopment in the area due to the plan's general focus on recreation and natural resources. Housing prices in the area are relatively high, when compared to other parts of the city. The most significant update included in the plan is the replacement of existing Greenway overlay zones with the River overlay zones, which is not expected to significantly impact housing costs or result in displacement. Many of the updates included in the River overlay zones will reduce the cost of project approval, including the option to use standards to demonstrate compliance. Currently, the Greenway overlay zone requires basically all development actions to be approved through land use review.

310. **Policy 5.13, Housing stability.** Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.
311. **Policy 5.14, Preserve communities.** Encourage plans and investments to protect and/or restore the socioeconomic diversity and cultural stability of established communities.
312. **Policy 5.15, Gentrification/displacement risk.** Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.
313. **Policy 5.16, Involuntary displacement.** When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.
314. **Policy 5.17, Land banking.** Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.

River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* that addresses natural resources, recreation and the relationship of adjacent communities to the river. The project area is predominantly white and affluent, and the percentage of under-served and under-represented communities in the project area is below the city's average. Plan amendments will not impact housing stability, result in gentrification or involuntary displacement or affect the ability of communities to land bank, as identified in policies 5.13-5.17. Therefore, these policies do not apply.

315. **Policy 5.18. Rebuild communities.** Coordinate plans and investments with programs that enable communities impacted by involuntary displacement to maintain social and cultural connections, and re-establish a stable presence and participation in the impacted neighborhoods.

Native Americans were displaced from their traditional usual and customary places, including the South Reach area, with European American settlement. River Plan / South Reach amendments include five objectives and numerous policies specific to tribal engagement and collaboration that maintain and improve social and cultural connections to the area and re-establish an ongoing presence and participation of tribal nations and urban native communities. Action examples are: T2C, implement a first foods project, T3C, partner with tribal nations to complete archaeological surveys on public property that support Native American history and culture, and T5A, work with under-represented and under-served communities to identify and plan for desired uses, activities and programming at South Reach parks and natural areas.

316. **Policy 5.19. Aging in place.** Encourage a range of housing options and supportive environments to enable older adults to remain in their communities as their needs change.

Policy 5.19 provides direction on aging in place. As stated above in housing policy findings, the River Plan / South Reach amendments do not address housing options. However, plan amendments do provide supportive environments that enable older adults to remain in their communities and engage in a healthy connected community. See findings for Policy 5.9. River Plan / South Reach amendments seek physical environment improvements to parks, natural areas, trails and other bicycle and pedestrian facilities, that will enhance aging in place. A more specific example is Recreation objective 3 and Action R3C, which seek improvements to the Willamette River Greenway Trail network for all users. Therefore, these amendments are consistent with Policy 5.19.

## Housing location

317. **Policy 5.20. Coordinate housing needs in high-poverty areas.** Meet the housing needs of under-served and under-represented populations living in high-poverty areas by coordinating plans and investments with housing programs.
318. **Policy 5.21. Access to opportunities.** Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served and under-represented populations and an existing supply of affordable housing.
319. **Policy 5.22, New development in opportunity areas.** Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities.
320. **Policy 5.23, Higher-density housing.** Locate higher-density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.
321. **Policy 5.24, Impact of housing on schools.** Evaluate plans and investments for the effect of housing development on school enrollment, financial stability, and student mobility. Coordinate with school districts to ensure plans are aligned with school facility plans.

River Plan / South Reach amendments limitedly apply to policies 5.20-5.24 since this plan is an update to the *Willamette Greenway Plan* for a fairly narrow stretch of the Willamette riverfront in the southern part of Portland and unincorporated Multnomah County and is not a high poverty area. Plan actions that improve safe and affordable bicycling, walking and transit can enhance the attractiveness of South Reach for affordable housing and access to jobs in the Central City and other locations. A community planning project for the Macadam civic corridor area (Action C6D) will consider housing, including the potential for future affordable housing identified in Policy 5.22, in the Macadam Plan District area. Otherwise, these policies do not apply.

## **Housing affordability**

322. **Policy 5.25, Housing preservation.** Preserve and produce affordable housing to meet needs that are not met by the private market by coordinating plans and investments with housing providers and organizations.
323. **Policy 5.26, Regulated affordable housing target.** Strive to produce at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.
324. **Policy 5.27, Funding plan.** Encourage development or financial or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.
325. **Policy 5.28, Inventory of regulated affordable housing.** Coordinate periodic inventories of the supply of regulated affordable housing in the four-county (Clackamas, Clark, Multnomah and Washington) region with Metro.
326. **Policy 5.29, Permanently-affordable housing.** Increase the supply of permanently-affordable housing, including both rental and homeownership opportunities.
327. **Policy 5.30, Housing cost burden.** Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.
328. **Policy 5.31, Household prosperity.** Facilitate expanding the variety of types and sizes of affordable housing units, and do so in locations that provide low-income households with greater access to convenient transit and transportation, education and training opportunities, the Central City, industrial districts, and other employment areas.
329. **Policy 5.32, Affordable housing in centers.** Encourage income diversity in and around centers by allowing a mix of housing types and tenures.
330. **Policy 5.33, Central City affordable housing.** Encourage the preservation and production of affordable housing in the Central City to take advantage of the area's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.
331. **Policy 5.34, Affordable housing resources.** Pursue a variety of funding sources and mechanisms including new financial and regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.
332. **Policy 5.35, Inclusionary housing.** Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing.

333. **Policy 5.36, Impact of regulations on affordability.** Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.
334. **Policy 5.37. Mobile home parks.** Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low/moderate-income housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.
335. **Policy 5.38, Workforce housing.** Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.
336. **Policy 5.39. Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.
337. **Policy 5.40 Employer-assisted housing.** Encourage employer-assisted affordable housing in conjunction with major employment development.
338. **Policy 5.41 Affordable homeownership.** Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.
339. **Policy 5.42 Homeownership retention.** Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.
340. **Policy 5.43 Variety in homeownership opportunities.** Encourage a variety of ownership opportunities and choices by allowing and supporting including but not limited to condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.
341. **Policy 5.44 Regional cooperation.** Facilitate opportunities for greater regional cooperation in addressing housing needs in the Portland metropolitan area, especially for the homeless, low- and moderate-income households, and historically under-served and under-represented communities.
342. **Policy 5.45 Regional balance.** Encourage development of a “regional balance” strategy to secure greater regional participation to address the housing needs of homeless people and communities of color, low- and moderate-income households, and historically under-served and under-represented communities throughout the region.

Policies 5.25-5.45 relate to affordable housing options and programs for different communities. As stated previously, River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and addresses natural resources, recreation and the relationship of adjacent communities to the river. It does not address affordable housing options and programs. The project area is predominantly white and affluent, and the percentage of under-served and under-represented communities in the project area is below the city’s average. Plan amendments do not pertain to affordable housing programs as stated in policies 5.24-5.45. Therefore, these policies do not apply.

## Homelessness

343. **Policy 5.46, Housing continuum.** Prevent homelessness and reduce the time spent being homeless by ensuring that a continuum of safe and affordable housing opportunities and related supportive services are allowed, including but not limited to Permanent Supportive Housing, transitional housing, self-built micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds.

River Plan / South Reach amendments are consistent with Policy 5.46. Plan Objective 8 and action C8A (and similar action W3E) state that community members in the South Reach understand the seriousness of the houseless issue and contribute positively with others to address this humanitarian condition. This includes working with the Joint Office of Homeless Services to strengthen coordination with City bureaus and State agencies.

## Health, safety, and well-being

344. **Policy 5.47 Healthy housing.** Encourage development and maintenance of all housing, especially multi-dwelling housing, that protects the health and safety of residents and encourages healthy lifestyles and active living.

Policy 5.47 provides direction on healthy housing. See findings for policies 4.10-4.13, and 4.19, which discuss additional amendments encouraging the development and maintenance of housing which ensures the health and safety of all residents, including opportunities for active living.

345. **Policy 5.48 Housing safety.** Require safe and healthy housing free of hazardous materials such as lead, asbestos, and radon.

Policy 5.48 requires safe and healthy housing free of hazardous materials. River Plan / South Reach amendments do not alter existing codes that discourage or disallow the use of hazardous materials. This policy does not apply.

346. **Policy 5.49, Housing quality.** Encourage housing that provides high indoor air quality, access to sunlight and outdoor spaces, and is protected from excessive noise, pests, and hazardous environmental conditions.

347. **Policy 5.50, High-performance housing.** Encourage energy efficiency, green building practices, materials, and design to produce healthy, efficient, durable, and adaptable homes that are affordable or reasonably priced.

The River Plan / South Reach amendments are consistent with policies 5.49 and 5.50 in the following ways:

- A. Within the Design overlay zone, the newly applied Citywide Design Guidelines will encourage housing designs which promote human and environmental health and reduce energy costs. For example, within Guideline 09, this includes designing for the Pacific Northwest climate by integrating natural daylight and ventilation and improve indoor air quality to not only increase thermal comfort, but also the building's efficiency. Additional guidance encourages the adaptive reuse of existing buildings, which can not only lead to a broad range of energy savings, it also avoids environmental harm often caused by demolition pollutants, landfill waste and carbon emissions.

- B. Along with the Citywide Design Guidelines, sites within the Macadam Plan District will need to address the Macadam Character Statement which directs development on how to utilize the areas rich natural resources to create quality housing. For example, to enrich the experience of all residents, new development is encouraged to incorporate balconies, terraces and communal spaces along the Willamette Riverfront and throughout the district, reinforcing views to the greenway, wildlife and the river.
- C. For projects in the Design overlay zone that utilize the Design Standards, there are regulations which require buildings to address the quality and efficiency of building and site design. This includes standards which regulate development along the riverfront to include open spaces for residents, as well as standards requiring high performing, durable materials and the use of green building practices, such as ecoroofs.

If the Design Overlay Zone Amendments the Citywide Design Guidelines are not adopted the Macadam Character Statement would not go into effect. The existing Macadam Corridor Design Guidelines would remain in effect along with existing applicable zoning code regulations and River Plan / South Reach amendments. The Macadam Corridor Design Guidelines are consistent with policy 4.49 and 4.50, if these provisions remain in effect.

- 348. **Policy 5.51, Healthy and active living.** Encourage housing that provides features supportive of healthy eating and active living such as useable open areas, recreation areas, community gardens, crime-preventive design, and community kitchens in multifamily housing.
- 349. **Policy 5.52, Walkable surroundings.** Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities such as secure bicycle parking.
- 350. **Policy 5.53, Responding to social isolation.** Encourage site designs and relationship to adjacent developments that reduce social isolation for groups that often experience it, such as older adults, people with disabilities, communities of color, and immigrant communities.

River Plan / South Reach amendments are consistent with policies 5.51, 5.52 and 5.53. Plan actions improve active transportation and amenities for bicyclists and pedestrians with safe and convenient access to the riverfront, trail improvements, and site design in the Macadam design overlay zone area. One of the goals for these improvements is to provide more accessible pedestrian connections within the area for all users, which will help with reducing social isolation, particularly among older adults. See findings for policies 4.10-4.13 and 4.19, which discuss additional amendments to promote housing that addresses the health and safety of all residents.

- 351. **Policy 5.54 Renter protections.** Enhance renter health, safety, and stability through education, expansion of enhanced inspections, and support of regulations and incentives that protect tenants and prevent involuntary displacement.

River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* that addresses natural resources, recreation and the relationship of adjacent communities to the river. Plan amendments do not pertain to housing and specifically renter protections. Therefore, Policy 5.54 does not apply.

## Economic Development: Goals

352. **Goal 6.A: Prosperity.** Portland has vigorous economic growth and a healthy, diverse economy that supports prosperity and equitable access to employment opportunities for an increasingly diverse population. A strong economy that is keeping up with population growth and attracting resources and talent can:

- Create opportunity for people to achieve their full potential.
- Improve public health.
- Support a healthy environment.
- Support the fiscal well-being of the city.

The City Council interprets this goal to apply to the city as whole and not to individual businesses or sectors of business. The City Council interprets this goal to mean that Portland has a strong economy with employment opportunities for a diverse population. The City Council finds that an important factor in a diverse economy is to provide access to job opportunities across a wide range of wage scales, especially middle wage jobs.

The River Plan / South Reach amendments maintain Portland’s employment land supply to create opportunities for a growing economy. Therefore, the amendments are consistent with Goal 6A.

353. **Goal 6.B: Development.** Portland supports an attractive environment for industrial, commercial, and institutional job growth and development by: 1) maintaining an adequate land supply; 2) a local development review system that is nimble, predictable, and fair; and 3) high-quality public facilities and services.

The verb “support”, which is defined in the 2035 Comprehensive Plan, means to aid the cause of. The City Council interprets this goal to apply to the city as whole and not to individual businesses or sectors of business. The City Council interprets this goal to mean that an attractive environment for economic development has three elements: 1) adequate land supply; 2) a predictable development review system; and 3) high-quality public services. The River Plan / South Reach amendments maintain the employment land supply. Plan amendments to apply the River overlay zones create development review standards that, if met by a development project, may curtail the need for a land use review (River Review). Additionally, public facilities and service improvements to recreation, active transportation and natural resources in the South Reach, support an attractive environment for employment growth and development. Therefore, River Plan / South Reach amendments are consistent with Goal 6B.

354. **Goal 6.C: Business district vitality.** Portland implements land use policy and investments to:

- Ensure that commercial, institutional, and industrial districts support business retention and expansion.
- Encourage the growth of districts that support productive and creative synergies among local businesses.
- Provide convenient access to goods, services, and markets.
- Take advantage of our location and quality of life advantages as a gateway to world-class natural landscapes in Northwest Oregon, Southwest Washington, and the Columbia River



Basin, and a robust interconnected system of natural landscapes within the region’s Urban Growth Boundary.

Overall, the City Council interprets this goal to apply to the city as whole and not to individual businesses or sectors of business. The verb “ensure”, which is defined in the 2035 Comprehensive Plan, means to make sure that something will happen or be available. The City Council interprets this goal to mean that the City will provide an adequate land base that is supported by public infrastructure investments that are needed to support businesses. The verb “encourage”, which is defined in the 2035 Comprehensive Plan, means to promote or foster using some combination of voluntary approaches, regulations, or incentives. The verb “provide”, which is defined in the 2035 Comprehensive Plan, means to supply, offer, or make available. The adjective “convenient”, which is not defined in the 2035 Comprehensive Plan, means to be situated to allow easy access. The City Council finds that the goal provides that the City will implement land use policies that will result in easy access to goods, services, and markets. Further, the City Council interprets the intent of this goal is to leverage location, access and quality of life as an advantage to attracting and retaining businesses and employees to Portland.

The River Plan / South Reach amendments are consistent with this goal because it does not propose changes that would alter business district vitality. In fact, recreation, natural resources and active transportation improvements will enhance opportunities to take advantage of the special natural landscape that is the South Reach area, with over 300 acres of open space zoning. Smaller business district synergies with river-related and recreation-supportive businesses may continue to grow on both sides of the river along the SE Tacoma main street/neighborhood corridor and S. Macadam civic corridor area. Also, the South Reach does not include institutional and industrial districts. Therefore, these changes do not conflict with the intent to support business retention and expansion in Portland’s commercial, institutional and industrial districts.

## **Economic Development: Policies**

### **Diverse, expanding city economy**

355. **Policy 6.1, Diverse and growing community.** Expand economic opportunity and improve economic equity for Portland’s diverse, growing population through sustained business growth.
356. **Policy 6.2, Diverse and expanding economy.** Align plans and investments to maintain the diversity of Portland’s economy and status as Oregon’s largest job center with growth across all sectors (commercial, industrial, creative, and institutional) and across all parts of the city.
357. **Policy 6.3, Employment growth.** Strive to capture at least 25 percent of the seven-county region’s employment growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).
358. **Policy 6.4, Fiscally-stable city.** Promote a high citywide jobs-to-households ratio that supports tax revenue growth at pace with residential demand for municipal services.
359. **Policy 6.5, Economic resilience.** Improve Portland’s economic resilience to impacts from climate change and natural disasters through a strong local economy and equitable opportunities for prosperity.

- 360. **Policy 6.6, Low-carbon and renewable energy economy.** Align plans and investments with efforts to improve energy efficiency and reduce lifecycle carbon emissions from business operations. Promote employment opportunities associated with energy efficiency projects, waste reduction, production of more durable goods, and recycling.
- 361. **Policy 6.7, Competitive advantages.** Maintain and strengthen the city’s comparative economic advantages including access to a high-quality workforce, business diversity, competitive business climate, and multimodal transportation infrastructure.
- 362. **Policy 6.8, Business environment.** Use plans and investments to help create a positive business environment in the city and provide strategic assistance to retain, expand, and attract businesses.
- 363. **Policy 6.9, Small business development.** Facilitate the success and growth of small businesses and coordinate plans and investments with programs that provide technical and financial assistance to promote sustainable operating practices.
- 364. **Policy 6.10, Business innovation.** Encourage innovation, research, development, and commercialization of new technologies, products, and services through responsive regulations and public sector approaches.
- 365. **Policy 6.11, Sharing economy.** Encourage mechanisms that enable individuals, corporations, non-profits, and government to market, distribute, share, and reuse excess capacity in goods and services. This includes peer-to-peer transactions, crowd funding platforms, and a variety of business models to facilitate borrowing and renting unused resources.
- 366. **Policy 6.12, Economic role of livability and ecosystem services.** Conserve and enhance Portland’s cultural, historic, recreational, educational, food-related, and ecosystem assets and services for their contribution to the local economy and their importance for retention and attraction of skilled workers and businesses.

Policies 6.1-6.12 provide direction regarding economic and employment growth. River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and focus on the southern section of the Willamette riverfront with an emphasis on recreation, natural resources and riverfront communities. Plan amendments do not adversely impact the economic development capacity of the study area or the city, more generally. For the most part, these policies are citywide and program-specific economic development directives that are not applicable to these amendments. However, River Plan / South Reach amendments are consistent with and support Policy 6.12 by conserving and enhancing cultural, historic, recreational and ecosystem assets and services in the South Reach through numerous plan actions and zoning map and text changes.

## Land development

- 367. **Policy 6.13, Land supply.** Provide supplies of employment land that are sufficient to meet the long-term and short-term employment growth forecasts, adequate in terms of amounts and types of sites, available and practical for development and intended uses. Types of sites are distinguished primarily by employment geographies identified in the Economic Opportunities Analysis, although capacity needs for building types with similar site characteristics can be met in other employment geographies.

Policy 6.13 provides direction on sufficient land supply to meet employment types and amounts of sites for development. The only employment-related Comprehensive Plan and zoning map change in the River Plan / South Reach amendments is for a constrained isolated site of 4.5 acres from Mixed Use-Civic Corridor/Commercial Employment to Open Space. This site is located in the Neighborhood Centers and Corridors geography of the Economic Opportunities Analysis (EOA), of which there is ample surplus capacity of neighborhood commercial land in Portland. The 2035 Comprehensive Plan provides a surplus capacity of 434 acres in this employment geography, meeting 185% of the forecast demand to 2035. Therefore, there is no negative impact to employment capacity needs.

368. **Policy 6.14. Brownfield redevelopment.** Overcome financial-feasibility gaps to cleanup and redevelop 60 percent of brownfield acreage by 2035.
369. **Policy 6.15, Regionally-competitive development sites.** Improve the competitiveness of vacant and underutilized sites located in Portland’s employment areas using incentives, and regional and state assistance for needed infrastructure and site readiness improvements.
370. **Policy 6.16, Regulatory climate.** Improve development review processes and regulations to encourage predictability and support local and equitable employment growth and encourage business retention, including:
- 6.16.a,** Assess and understand cumulative regulatory costs to promote Portland’s financial competitiveness with other comparable cities.
  - 6.16.b,** Promote certainty for new development through appropriate allowed uses and “clear and objective” standards to permit typical development types without a discretionary review.
  - 6.16.c,** Allow discretionary review to facilitate flexible and innovative approaches to meet requirements.
  - 6.16.d,** Design and monitor development review processes to avoid unnecessary delays.
  - 6.16.e,** Promote cost effective compliance with federal and state mandates, productive intergovernmental coordination, and efficient, well-coordinated development review and permitting procedures.
371. **Policy 6.17, Short-term land supply.** Provide for a competitive supply of development-ready sites with different site sizes and types, to meet five-year demand for employment growth in the Central City, industrial areas, campus institutions, and neighborhood business districts.
372. **Policy 6.18. Evaluate land needs.** Update the Economic Opportunities Analysis and short-term land supply strategies every five to seven years.
373. **Policy 6.19, Corporate headquarters.** Provide land opportunities for development of corporate headquarters campuses in locations with suitable transportation facilities.

Policies 6.14-6.19 provide direction on the supply and productivity of employment sites. River Plan/ South Reach amendments are an update to the Willamette Greenway Plan and focus on the southern section of the Willamette riverfront with an emphasis on recreation, natural resources and riverfront communities. Plan amendments do not adversely impact the supply and productivity

of employment sites. For the most part, these policies are citywide and program-specific economic development directives that are not applicable to these amendments.

Related to Policy 6.16, Regulatory Climate, a key improvement included in the River Plan / South Reach is the replacement of the Greenway overlay zones with the River overlay zones. The structure and requirements of the River Environmental overlay zone are consistent with other environmental overlay zones in the city. Specifically, the River Environmental overlay zone includes a two-track system for project approval, where either established development standards can be met or projects can be approved through land use review. If there is no standard for the proposed activity, or if a proposal is not able to meet the standards, the proposal must be approved through River Review. The new development standards will establish “clear and objective” standards to permit typical development types without a discretionary review, increasing certainty for applicants and reducing the costs of approval. Currently, the Greenway overlay zone requires basically all development actions to be approved through land use review.

### **Traded sector competitiveness**

- 374. **Policy 6.20, Traded sector competitiveness.** Align plans and investments with efforts to improve the city and regional business environment for traded sector and export growth. Participate in regional and statewide initiatives.
- 375. **Policy 6.21, Traded sector diversity.** Encourage partnerships to foster the growth, small business vitality, and diversity of traded sectors.
- 376. **Policy 6.22, Clusters.** Align plans and investments with efforts that direct strategic business development resources to enhance the competitiveness of businesses in traded sector clusters.
- 377. **Policy 6.23, Trade and freight hub.** Encourage investment in transportation systems and services that will retain and expand Portland’s competitive position as a West Coast trade gateway and freight distribution hub.
- 378. **Policy 6.24, Traded sector land supply.** Foster traded sector retention, growth, and competitive advantages in industrial districts and the Central City. Recognize the concentration of traded-sector businesses in these districts.
- 379. **Policy 6.25, Import substitution.** Encourage local goods production and service delivery that substitute for imports and help keep the money Portlanders earn in the local economy.
- 380. **Policy 6.26, Business opportunities in urban innovation.** Strive to have Portland’s built environment, businesses, and infrastructure systems showcase examples of best practices of innovation and sustainability.

Policies 6.20-6.26 address traded sector businesses at the city and regionwide scale. River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and do not adversely impact the city and regional business climate. Policies 6.20-6.26 do not apply.

### **Equitable household prosperity**

- 381. **Policy 6.27, Income self-sufficiency.** Expand access to self-sufficient wage levels and career ladders for low-income people by maintaining an adequate and viable supply of employment land

and public facilities to support and expand opportunities in Portland for middle- and high-wage jobs that do not require a 4-year college degree.

**6.27.a,** Support the role of industrial districts as a leading source of middle-wage jobs that do not require a 4-year college degree and as a major source of wage-disparity reduction for underserved and under-represented communities.

**6.27.b,** Evaluate and limit negative impacts of plans and investments on middle and high wage job creation and retention.

Policy 6.27 provides direction on ensuring income self-sufficiency by providing access to adequate wage levels and career ladders and ensure adequate employment land supply. The only employment-related Comprehensive Plan and zoning map change in the River Plan / South Reach amendments is for a constrained isolated site of 4.5 acres from Mixed Use-Civic Corridor/Commercial Employment to Open Space. This site is located in the Neighborhood Centers and Corridors geography of the Economic Opportunities Analysis (EOA), of which there is ample surplus capacity of neighborhood commercial land in Portland. The 2035 Comprehensive Plan provides a surplus capacity of 434 acres in this employment geography, meeting 185% of the forecast demand to 2035. There are no industrial districts in the River Plan / South Reach study area. Therefore, there is no negative impact to income self-sufficiency. The plan is consistent with Policy 6.27.

382. **Policy 6.28. East Portland job growth.** Improve opportunities for East Portland to grow as a business destination and source of living wage jobs.

The River Plan / South Reach amendments update the *Willamette Greenway Plan* along the Willamette River in south Portland and unincorporated Multnomah County. This geographic area is not near or inclusive of the East Portland. Policy 6.28 does not apply.

383. **Policy 6.29, Poverty reduction.** Encourage investment in, and alignment of, poverty-reduction efforts that address economic development, land use, transportation, housing, social services, public health, community development, and workforce development.

384. **Policy 6.30. Disparity reduction.** Encourage investment in, and alignment of, public efforts to reduce racial, ethnic, and disability-related disparities in income and employment opportunity.

385. **Policy 6.31. Minority-owned, woman-owned and emerging small business (MWESB) assistance.** Ensure that plans and investments improve access to contracting opportunities for minority-owned, woman-owned, and emerging small businesses.

For policies 6.29-6.31, the City Council interprets these policies to provide equity-related approaches to poverty reduction, employment and small business development through public programs. The River Plan / South Reach amendments are an update to the Willamette Greenway Plan and do not adversely impact poverty reduction, employment or business development. These policies do not apply.

386. **Policy 6.32. Urban renewal plans.** Encourage urban renewal plans to primarily benefit existing residents and businesses within the urban renewal area through:

- Revitalization of neighborhoods.

- Expansion of housing choices.
- Creation of business and job opportunities.
- Provision of transportation linkages.
- Protection of residents and businesses from the threats posed by gentrification and displacement.
- The creation and enhancement of those features which improve the quality of life within the urban renewal area.

River Plan / South Reach do not address or amend urban renewal plans. This policy does not apply.

## Central City

387. **Policy 6.33. Central City.** Improve the Central City's regional share of employment and continue its growth as the unique center of both the city and the region for innovation and exchange through commerce, employment, arts, culture, entertainment, tourism, education, and government.
388. **Policy 6.34. Central City industrial districts.** Protect and facilitate the long-term success of Central City industrial districts, while supporting their evolution into places with a broad mix of businesses with high employment densities.
389. **Policy 6.35. Innovation districts.** Provide for expanding campus institutions in the Central City and Marquam Hill, and encourage business development that builds on their research and development strengths.

Policies 6.33-6.35 provide direction regarding economic development in the Central City. River Plan/ South Reach amendments do not address employment growth, industrial and innovation districts in the Central City. Therefore, these policies do not apply.

## Industrial and employment districts

390. **Policy 6.36, Industrial land.** Provide industrial land that encourages industrial business retention, growth, and traded sector competitiveness as a West Coast trade and freight hub, a regional center of diverse manufacturing, and a widely accessible base of family-wage jobs, particularly for under-served and under-represented people.
391. **Policy 6.37, Industrial sanctuaries.** Protect industrial land as industrial sanctuaries identified on the Comprehensive Plan Map primarily for manufacturing and distribution uses and to encourage the growth of industrial activities in the city.
392. **Policy 6.38, Prime industrial land retention.** Protect the multimodal freight-hub industrial districts at the Portland Harbor, Columbia Corridor, and Brooklyn Yard as prime industrial land that is prioritized for long-term retention.

**6.38.a,** Protect prime industrial lands from quasi-judicial Comprehensive Plan Map amendments that convert prime industrial land to non-industrial uses, and consider the potential for other map amendments to otherwise diminish the economic competitiveness or viability of prime industrial land.

- 6.38.b,** Limit conversion of prime industrial land through land use plans, regulations, or public land acquisition for non-industrial uses, especially land that can be used by river-dependent and river-related industrial uses.
- 6.38.c,** Limit regulatory impacts on the capacity, affordability, and viability of industrial uses in the prime industrial area while ensuring environmental resources are also protected.
- 6.38.d,** Strive to offset the reduction of development capacity as needed, with additional prime industrial capacity that includes consideration of comparable site characteristics. Offsets may include but are not limited to additional brownfield remediation, industrial use intensification, strategic investments, and other innovative tools and partnerships that increase industrial utilization of industrial land.
- 6.38.e,** Protect prime industrial land for siting of parks, schools, large-format places of assembly, and large-format retail sales.
- 6.38.f,** Promote efficient use of freight hub infrastructure and prime industrial land by limiting non-industrial uses that do not need to be in the prime industrial area.
393. **Policy 6.39. Harbor access lands.** Limit use of harbor access lands to river- or rail-dependent or related industrial land uses due to the unique and necessary infrastructure and site characteristics of harbor access lands for river-dependent industrial uses.
394. **Policy 6.40. Portland Harbor Superfund Site.** Take a leadership role to facilitate a cleanup of the Portland Harbor that moves forward as quickly as possible and that allocates cleanup costs fairly and equitably. Encourage a science-based and cost-effective cleanup solution that facilitates re-use of land for river- or rail-dependent or related industrial uses.
395. **Policy 6.41, Multimodal freight corridors.** Encourage freight-oriented industrial development to locate where it can maximize the use of and support reinvestment in multimodal freight corridors.
396. **Policy 6.43, Dispersed employment areas.** Provide small, dispersed employment areas for a flexible and affordable mix of office, creative services, small-scale manufacturing, traded sector and distribution, and other small-format light industrial and commercial uses with access to nearby freeways or truck streets.
397. **Policy 6.44, Industrial land use intensification.** Encourage reinvestment in, and intensification of, industrial land use, as measured by output and throughput per acre.
398. **Policy 6.45. Industrial brownfield redevelopment.** Provide incentives, investments, technical assistance and other direct support to overcome financial-feasibility gaps to enable remediation and redevelopment of brownfields for industrial growth.
399. **Policy 6.46, Impact analysis.** Evaluate and monitor the impacts on industrial land capacity that may result from land use plans, regulations, public land acquisition, public facility development, and other public actions to protect and preserve existing industrial lands.
400. **Policy 6.47, Clean, safe, and green.** Encourage improvements to the cleanliness, safety, and ecological performance of industrial development and freight corridors by facilitating adoption of market feasible new technology and design.

- 401. **Policy 6.48. Fossil fuel distribution.** Limit fossil fuels distribution and storage facilities to those necessary to serve the regional market.
- 402. **Policy 6.49. Industrial growth and watershed health.** Facilitate concurrent strategies to protect and improve industrial capacity and watershed health in the Portland Harbor and Columbia Corridor areas.
- 403. **Policy 6.50. District expansion.** Provide opportunities for expansion of industrial areas based on evaluation of forecasted need and the ability to meet environmental, social, economic, and other goals.
- 404. **Policy 6.51. Golf course reuse and redevelopment.** Facilitate a mix of industrial, natural resource, and public open space uses on privately-owned golf course sites in the Columbia Corridor that property owners make available for reuse.
- 405. **Policy 6.52. Residential and commercial reuse.** Facilitate compatible industrial or employment redevelopment on residential or commercial sites that become available for reuse if the site is in or near prime industrial areas, and near a freeway or on a freight street.
- 406. **Policy 6.53. Mitigation banks.** Facilitate industrial site development by promoting and allowing environmental mitigation banks that serve industrial land uses on prime industrial land.
- 407. **Policy 6.54. Neighborhood buffers.** Maintain and enhance major natural areas, open spaces, and constructed features as boundaries and buffers for the Portland Harbor and Columbia Corridor industrial areas.
- 408. **Policy 6.55. Neighborhood park use.** Allow neighborhood park development within industrial zones where needed to provide adequate park service within one-half mile of every resident.

Policies 6.36-6.55 provide direction regarding industrial and employment districts. There is one dispersed employment area in the South Reach for Ross Island Sand and Gravel. The River Plan / South Reach amendments do not change comprehensive plan designations affecting lands in these districts, including the dispersed employment area. Therefore, there is no impact to the development capacity of the City's industrial and employment districts with these amendments. These policies either do not apply, or to the extent they apply, are equally supported by the plan.

## Campus institutions

- 409. **Policy 6.56. Campus institutions.** Provide for the stability and growth of Portland's major campus institutions as essential service providers, centers of innovation, workforce development resources, and major employers.
- 410. **Policy 6.57. Campus land use.** Provide for major campus institutions as a type of employment land, allowing uses typically associated with health care and higher education institutions. Coordinate with institutions in changing campus zoning to provide land supply that is practical for development and intended uses.
- 411. **Policy 6.58. Development impacts.** Protect the livability of surrounding neighborhoods through adequate infrastructure and campus development standards that foster suitable density and attractive campus design. Minimize off-site impacts in collaboration with institutions and neighbors, especially to reduce automobile traffic and parking impacts.



- 412. **Policy 6.59. Community amenities and services.** Encourage campus development that provides amenities and services to surrounding neighborhoods, emphasizing the role of campuses as centers of community activity.
- 413. **Policy 6.60. Campus edges.** Provide for context-sensitive, transitional uses, and development at the edges of campus institutions to enhance their integration into surrounding neighborhoods, including mixed-use and neighborhood-serving commercial uses where appropriate.
- 414. **Policy 6.61. Satellite facilities.** Encourage opportunities for expansion of uses, not integral to campus functions, to locate in centers and corridors to support their economic vitality.

Policies 6.56-6.61 provide direction regarding campus institutions. There are no campus institutions in the River Plan / South Reach project area. Therefore, these policies do not apply.

### **Neighborhood business districts**

- 415. **Policy 6.62, Neighborhood business districts.** Provide for the growth, economic equity, and vitality of neighborhood business districts.
- 416. **Policy 6.63, District function.** Enhance the function of neighborhood business districts as a foundation of neighborhood livability.
- 417. **Policy 6.64, Small, independent businesses.** Facilitate the retention and growth of small and locally-owned businesses.

River Plan / South Reach amendments include allowing a limited amount of retail development at three identified Open Space sites to support recreational users. This allowance will facilitate small business activities at these locations. Additionally, the Comprehensive Plan and zoning map designation is changed from Mixed Use-Civic Corridor/Commercial Employment to Open Space on a constrained, isolated westside 4.5-acre site just north of the Sellwood Bridge. This site is located in the Neighborhood Centers and Corridors geography of the Economic Opportunities Analysis (EOA), of which there is ample surplus capacity of neighborhood commercial land in Portland. The 2035 Comprehensive Plan provides a surplus capacity of 434 acres in this employment geography, meeting 185% of the forecast demand to 2035. Therefore, there is no negative impact to employment capacity needs. The amendments are consistent with Policy 6.64.

- 418. **Policy 6.65. Home-based businesses.** Encourage and expand allowances for small, low-impact home based businesses in residential areas, including office or personal service uses with infrequent or by-appointment customer or client visits to the site. Allow a limited number of employees, within the scale of activity typical in residential areas. Allow home-based businesses on sites with accessory dwelling units.
- 419. **Policy 6.66. Neighborhood-serving business.** Provide for neighborhood business districts and small commercial nodes in areas between centers to expand local access to goods and services. Allow nodes of small-scale neighborhood-serving commercial uses in large planned developments and as a ground floor use in high density residential areas.
- 420. **Policy 6.67, Retail development.** Provide for a competitive supply of retail sites that support the wide range of consumer needs for convenience, affordability, accessibility, and diversity of goods and services, especially in under-served areas of Portland.

421. **Policy 6.68. Investment priority.** Prioritize commercial revitalization investments in neighborhoods that serve communities with limited access to goods and services.
422. **Policy 6.69. Non-conforming neighborhood business uses.** Limit non-conforming uses to reduce adverse impacts on nearby residential uses while avoiding displacement of existing neighborhood businesses.
423. **Policy 6.70, Involuntary commercial displacement.** Evaluate plans and investments for their impact on existing businesses.
- 6.70.a,** Limit involuntary commercial displacement in areas at risk of gentrification, and incorporate tools to reduce the cost burden of rapid neighborhood change on small business owners vulnerable to displacement.
- 6.70.b,** Encourage the preservation and creation of affordable neighborhood commercial space to support a broad range of small business owners.
424. **Policy 6.71, Temporary and informal markets and structures.** Acknowledge and support the role that temporary markets (farmer’s markets, craft markets, flea markets, etc.) and other temporary or mobile-vending structures play in enabling startup business activity. Also, acknowledge that temporary uses may ultimately be replaced by more permanent development and uses.
425. **Policy 6.72 Community economic development.** Encourage collaborative approaches to align land use and neighborhood economic development for residents and business owners to better connect and compete in the regional economy.
426. **Policy 6.73 Centers.** Encourage concentrations of commercial services and employment opportunities in centers.
- 6.73.a,** Encourage a broad range of neighborhood commercial services in centers to help residents and others in the area meet daily needs and/or serve as neighborhood gathering places.
- 6.73.b,** Encourage the retention and further development of grocery stores and local markets as essential elements of centers.
- 6.73.c,** Enhance opportunities for services and activities in centers that are responsive to the needs of the populations and cultural groups of the surrounding area.
- 6.73.d,** Require ground-level building spaces in core areas of centers accommodate commercial or other street-activating uses and services.
- 6.73.e,** Encourage employment opportunities as a key function of centers, including connections between centers, institutions, and other major employers to reinforce their roles as vibrant centers of activity.

Policies 6.62-6.63 and 6.65-6.73 provide direction regarding neighborhood districts. The River Plan/ South Reach amendments are an update to the *Willamette Greenway Plan* and include a small section of the SE Tacoma neighborhood corridor and a section of the S. Macadam civic corridor and neighborhood center. These amendments do not change commercial revitalization plans and priorities, or affect the base land uses with the exception of one constrained site in the S. Macadam

area that is re-designated from Commercial Employment to Open Space. Plan action C6D calls for conducting a community planning process to update the Macadam Plan District to reflect community desires and be consistent with the 2035 Comprehensive Plan. In this planning effort, the neighborhood center commercial district will be considered and addressed. Therefore, these policies generally are equally supported by the plan.

## Environmental and Watershed Health: Goals

### 427. **Goal 7.A: Climate.** Carbon emissions are reduced to 50 percent below 1990 levels by 2035.

The amendments are consistent with this Goal in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) includes an updated inventory of natural resource features and functions throughout the study area. The SRNRPP identifies natural resource features and evaluates the functions they provide, including a variety of ecosystem services (e.g., natural hazard management, public health, climate resiliency, etc.). Chapter IV of the SRNRPP evaluates different protection options. The evaluation includes an assessment of how the natural resources improve the resiliency of the South Reach and help manage risks associated with climate change, such as flooding and urban heat island effects. The evaluation also describes the avoided impacts to climate by protecting existing natural resources, such as maintaining tree canopy which reduces heat island impacts and thus avoids additional air conditioning needs that result in additional carbon emissions. Chapter V includes recommendations necessary protections for maintaining natural resource features and functions in five “inventory sites”, which comprise all of the study area;
- B. Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve identified features and functions by limiting development within natural resource areas, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. By applying new River Environmental overlay zoning for identified natural resource areas in the South Reach, including resources located in the water, in the floodplain, on steep slopes and other upland habitat, the plan reduces risks associated with flooding, landslides and wildfire. Preservation of vegetation in these areas will contribute to carbon sequestration;
- C. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback at least 50 feet from the top of bank of the Willamette River. There is a setback landscaping requirement to enhance the natural qualities of lands along the Willamette River in the South Reach and it will result in an increase in the quality, quantity and diversity of vegetation on the riverbank. Landscaping sequesters carbon, reduces heat island effects and helps improve air quality;
- D. The City’s adopted Climate Action Plan (CAP) identifies objectives and actions for reducing carbon emissions and one of the objectives is to reduce emissions related to transportation. Several actions related to reducing emissions (including actions 4O and 4Q) call for reducing emissions by focusing on “concentrating growth and density in areas with access to transit services, bike and pedestrian infrastructure...to reduce transportation fuel use. Such development patterns have helped reduce total gasoline sales in Multnomah County by 29

percent per person below 1990.”<sup>1</sup> Reducing vehicle miles travelled as a way to reduce carbon emissions is also an objective of the CAP (Objective 4). Many recommendations and actions support expanding multi-modal options in the study area to reduce the reliance on automobiles and, consequently, vehicle miles traveled. Implementation actions include expansion of the greenway trail to Lake Oswego, bicycle and pedestrian access to the riverfront from the Brooklyn neighborhood, a new parallel bicycle route in the Macadam area to reduce congestion on the existing Greenway Trail and improved transit service to provide better access to the South Reach from both the east and west. These actions have the potential to reduce carbon emissions from transportation energy use in the area; and

- E. New development on sites within the design overlay, as applied in the Macadam area, will be required to meet City Design Guideline 09, which encourages adaptive reuse of existing buildings and the design of buildings with flexible floor plates and taller ground floors will ensure that they last beyond today’s users and needs. Development is also encouraged to utilize reclaimed and recycled materials, fixtures and features to help conserve valuable resources and integrate historic character. This guideline also provides guidance on how to implement energy-efficient building practices such as eco-roofs, roof-top solar panels and solar shades on windows.

**428. Goal 7.B: Healthy watersheds and environment.** Ecosystem services and ecosystem functions are maintained and watershed conditions have improved over time, supporting public health and safety, environmental quality, fish and wildlife, cultural values, economic prosperity, and the intrinsic value of nature.

The Comprehensive Plan defines ecosystem services as “the contribution of ecosystem conditions and processes to human wellbeing including the production of goods and processes that control variability, support life, health, and safety, enrich cultural life, and preserve options.” Ecosystem functions are the benefits provided by natural (and, in some cases, other) resources and may include physical, aesthetic, scenic, educational, or other nonphysical functions. City Council interprets this goal to require plan amendments to protect existing resources and functional values, and the primary tool in the Zoning Code to protect resources and functional values that have been identified by the City is environmental overlay zoning. River Plan / South Reach amendments protect existing natural resource and functional values and will improve watershed health over time in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) provides a comprehensive inventory of existing natural resources, including providing data specifically addressing five “inventory sites” within the study area. Natural resources inventoried include vegetation types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. The Willamette River is a key migratory corridor for fish and wildlife. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining existing natural resource features and functional values as well as enhancing the resources to improve quality, quantity and connectivity of habitats.

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<sup>1</sup> Climate Action Plan, City of Portland, Oregon and Multnomah County, pg. 77, June 30, 2015

- B. The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation with a mix of trees, shrubs and groundcover, which will maintain habitat quality, quantity and connectivity along the Willamette River. Mitigation for impacts within the floodplain also requires substantive improvement to one
- C. The river setback is increased for most River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be installed with development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the setback ensures that adverse impacts on river functions, including water quality, flooding and fish and wildlife habitat, will be minimized and habitat connectivity will be improved.
- D. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area;
- E. The River Plan / South Reach includes amendments to the Zoning Code – both in 33.475, River Overlay Zones and 33.865, River Review – that will ensure the preservation and expansion of tree canopy in the study area. Trees in the river setback that are 1.5 inches diameter or greater at breast height (dbh) must be replaced if removed. Landward of the river setback, trees three inches dbh or greater will be required to be replaced. These new tree requirements will increase tree canopy in both the riparian and upland areas, strengthening existing and creating new habitat corridors that allow wildlife to move across the urban landscape;
- F. A specific action in the Recreation section of Volume 1 calls for developing culturally-specific programming and activities at South Reach parks, natural areas and in-river waters, and promoting these programs and activities to a broader citywide demographic. Additionally, there are numerous actions for city collaboration with tribal representatives and urban native communities on the development and funding of programs and projects in the South Reach that are desired by Native Americans.
- G. The regulations for removal and remediation of hazardous substances require the use of biotechnical techniques for bank stabilization and the planting of native vegetation on the riverbank. This will enhance fish and wildlife habitat in the Willamette River and riparian areas; and

H. The major trail alignment and any future improvements to the Greenway Trail along the Willamette River will include landscaping that incorporates native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River.

Collectively, these plan components better support Goal 7.B than existing regulations.

**429. Goal 7.C: Resilience. Portland’s built and natural environments function in complementary ways and are resilient in the face of climate change and natural hazards.**

The Comprehensive Plan defines “resilience” as the capability to anticipate, prepare for, respond to, and recover from significant multi-hazard threats with minimum damage to social well-being, the economy, and the environment. The city’s adopted Climate Action Plan (CAP) also addresses resiliency and includes specific strategies and actions that can be taken to support and improve resiliency.

The CAP identifies reducing risks and impacts from flooding and landslides as an important component of a strategy to address climate change preparedness (CAP Objective 15). CAP actions also call for protecting floodplains, managing stormwater naturally and managing landslide risk (Actions 15A, 15B, 15F).

River Plan / South Reach amendments better support this Goal than existing regulations due to the following plan elements:

- A. The River Environmental overlay zone is applied to all land within 100 feet of top of bank, high- and medium-ranked riparian natural resources, both developed and undeveloped floodplains, and all areas designated as Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and expand South Reach habitat over time. Tree canopy will be increased, habitat connectivity between the South Reach and other citywide natural resources will be improved and development will be designed to minimize impacts on fish and wildlife;
- B. The river setback in the River General overlay zone requires all non-water-dependent and non-water-related development to be setback from the Willamette River. In roughly half of the study area, the setback is increasing to 50 feet from the top of bank of the river. (Properties within the River Water Quality (q) overlay zone already have a minimum a 50-foot river setback.) The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the river setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The expanded area within the river setback will provide for additional buffering of future flood waters, potentially reducing their impact on riverfront development;

- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. Improved floodplain function in the riparian buffer area will expand and improve riparian habitat, increasing floodplain management capacity in this critical area;
- D. Action W7A directs the City to work with FEMA and/or other organizations to conduct floodplain modeling and analyses to estimate future flood risk and update the City’s flood maps. This will enable the City to better plan for and minimize future flood risk in the South Reach;
- E. Plan actions call for completing restoration projects to expand shallow water habitat, replace invasive species with native species, reduce harmful algal blooms in the river and complete a coordinated management plan for the Ross Island Natural Area/Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area complex; and
- F. Existing regulations that require balanced cut and fill within areas subject to flooding continue to apply.

430. **Goal 7.D: Environmental equity.** All Portlanders have access to clean air and water, can experience nature in their daily lives, and benefit from development designed to lessen the impacts of natural hazards and environmental contamination.

The accessibility of natural resources is a defining feature of the River Plan / South Reach study area. The area serves both adjacent neighborhoods and the region as a whole, due to its role as a recreational hub. A primary focus of the River Plan / South Reach was to protect and expand natural resources in the area while ensuring access for pedestrians, bicyclists, recreationalists and outdoor enthusiasts. The plan is consistent with Goal 7.D. in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) evaluates the ecosystem services (e.g., water quality, flood management, public health, etc.) provided by South Reach natural resource features. The SRNRPP makes recommendations intended to optimize economic, social and environmental values in watershed health, human health and social well-being, and neighborhood livability; Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve the identified resource features and functions by limiting development within natural resource areas, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. The Willamette River is a regional natural resource that serves all of Portland. Ecological health is important to everyone who lives, works and recreates along and in the river. Protecting and enhancing the Willamette River and riparian areas contributes towards environmental equity in Portland;
- B. Plan actions improve active transportation and amenities for bicyclists and pedestrians to provide safe and convenient access to the riverfront, the Greenway trail, and the area’s many parks and open spaces. Specific actions focused on improvements to parks and/or their management are presented for Willamette Park, the Ross Island /Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area complex, and Sellwood Riverfront Park,

among others. Collectively, these improvements will make South Reach parks more accessible, provide more culturally-specific programs and expand amenities, while also protecting and improving riparian and upland habitats;

- C. The city's requirements regarding clean-up of hazardous substances in the South Reach study area have been clarified to ensure that cleanup occurs in a way that meets City goals and policies including goals related to the conservation of existing natural resources including water quality; and
- D. Existing regulations though City Code Title 24, Building Regulations, are applicable to future development. These regulations require review of impacts within the river and floodplain including a test of no net rise and balancing of fill placed in the floodplain with an equal cut. These regulations ensure that future development will not increase risk to people or property from flooding.

**431. Goal 7.E: Community stewardship. Portlanders actively participate in efforts to maintain and improve the environment, including watershed health.**

Given the variety of trails, parks and open spaces in the River Plan / South Reach study area, community stewardship is an important component of the plan. Community stewardship is supported in the plan and is more supportive of this goal than current regulations in a number of ways, including:

- A. Numerous actions support collaboration with community organizations and the public to maintain and improve the environment. Specific actions include:

- W4E calls for identifying options for public-private partnerships and other tools to improve riparian and upland habitat on private property;

- W4F supports the continuation of existing partnerships and the pursuit of funding to develop new partnerships with individuals, and conservation and community groups to support restoration and community science efforts;

- R1G continues the public engagement of seniors and people with disabilities in planning and development of recreation facilities in park and natural areas;

- R2A directs City staff to work with interested Native Americans, immigrants and communities of color to determine and plan for uses, activities and programming at parks and natural areas;

- T2A calls for working with tribal representatives to generate ideas for the development of projects and programs that honor Native American culture and history and educate the public;

- T4A supports working collaboratively with tribal nations and urban native communities to enhance South Reach natural areas to increase the viability of culturally and ecologically important fish, wildlife and native plants; and

- T5A directs City staff to work with underrepresented or underserved communities to identify and plan for desired uses, activities and programming at South Reach parks and natural areas.



- B. Public scenic viewpoints are identified along the Greenway Trail and the zoning code requires that when the trail is developed, formal viewpoints also be constructed. Public scenic viewpoints offer places for people to see and admire the Willamette River and its riverbanks, important South Reach natural resources, such as Oaks Bottom, and the city skyline. This will foster community stewardship.

## Environmental and Watershed Health: Policies

### Improving environmental quality and resilience

432. **Policy 7.1, Environmental quality.** Protect or support efforts to protect air, water, and soil quality, and associated benefits to public and ecological health and safety, through plans and investments.

The amendments are consistent with this policy because they support the protection of air, water and soil quality in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) provides a comprehensive inventory of natural resources, including providing data specifically addressing five “inventory sites” within the study area. Natural resources inventoried include vegetation types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. The Willamette River is a key migratory corridor for fish and wildlife. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions and enhancing the resources to improve quality, quantity and connectivity of habitats;
- B. The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will maintain habitat quality, quantity and connectivity along the Willamette River;
- C. The river setback is increased for most River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River, minimizing water quality impacts on the Willamette River resulting from adjacent development by capturing runoff and reducing the potential for riverbank erosion. Additionally, setback landscaping standards for the river setback require native plants to be planted, which will improve habitat quality, quantity and connectivity along the Willamette River;
- D. Development that is not river-dependent or river-related within the new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement will expand and improve riparian habitat, support ecological health and safety along the river, and increase floodplain management capacity in this critical area;

- E. Updated regulations for removal and remediation of hazardous substances ensure that the cleanup actions will occur in a way that improve environmental quality; and
- F. Existing regulations including City Zoning Title 10, Erosion Control, and the Stormwater Management Manual are applicable to future development. These regulations will reduce and improve stormwater runoff.

**433. Policy 7.2, Environmental equity.** Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities relating to air and water quality, natural hazards, contamination, climate change, and access to nature.

The population in the River Plan / South Reach study area is predominantly comprised of white individuals who speak English as their first language. These communities are also characterized by higher incomes and lower poverty rates, when compared to the City of Portland as a whole. Therefore, adverse environment-related disparities on underserved communities are not expected to result in adjacent neighborhoods. However, the study area serves as a regional hub for recreation and access to nature. Plan elements are equally or more supportive of this policy than current regulations and support environmental equity in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) provides a comprehensive inventory of natural resources, including providing data specifically addressing five “inventory sites” within the study area. Natural resources inventoried include vegetation types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. The Willamette River is a key migratory corridor for fish and wildlife. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions and enhancing the resources to improve quality, quantity and connectivity of habitats. The Willamette River is a regional natural resource that serves all of Portland. Ecological health is important to everyone who lives, works and recreates along and in the river. Protecting and enhancing the Willamette River and riparian areas contributes towards environmental equity in Portland.
- B. The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River;
- C. The river setback is increased for roughly half of River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River, minimizing impacts on the Willamette River and adjacent natural resources resulting from adjacent development. The increased river setback width allows more space for the regional trail system, which connects people to the Willamette River and riparian area and the public health benefits provide, thus improving

equity, The setback also includes landscaping standards that require native plants to be planted, improving the quality of the resources around the regional trail;

- D. A number of actions support collaboration with under-served and under-represented communities. Specific actions include:
  - R1G continues public engagement of seniors and people with disabilities in planning and development of recreation facilities in park and natural areas;
  - R2A directs City staff to work with interested Native Americans, immigrants and communities of color to determine and plan for uses, activities and programming at parks and natural areas;
  - T2A calls for working with tribal representatives to generate ideas for the development of projects and programs that honor Native American culture and history and educate the public;
  - T4A supports working collaboratively with tribal nations and urban native communities to enhance South Reach natural areas to increase the viability of culturally and ecologically important fish, wildlife and native plants; and
  - T5A directs City staff to work with underrepresented or underserved communities to identify and plan for desired uses, activities and programming at South Reach parks and natural areas.
- E. The plan contains numerous actions to improve bicycle and pedestrian access and safety, including improvements to the greenway trails and connections to them such as from the Brooklyn neighborhood to the river, a parallel bicycle route to the Willamette Greenway Trail on the west side of the river, an extension of the trail to Lake Oswego, and filling in remaining gaps in the greenway trail system. These improvements will improve access to the South Reach for all Portlanders, including under-served and under-represented communities outside the study area;
- F. The city's requirements regarding clean-up of hazardous substances in the South Reach have been clarified to ensure that cleanup occurs in a way that meets City goals and policies including goals related to the conservation of existing natural resources including water quality.
- G. Existing regulations though City Code Title 24, Building Regulations, are applicable to future development. These regulations require review of impacts within the river and floodplain including a test of no net rise and balancing of fill placed in the floodplain with an equal cut. These regulations ensure that future development will not increase risk to people or property from flooding.

**434. Policy 7.3, Ecosystem services.** Consider the benefits provided by healthy ecosystems that contribute to the livability and economic health of the city.

Plan elements are more supportive of this policy than current regulations and improve and expand ecosystem services in a variety of ways, including:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) provides a comprehensive inventory of natural resources, including providing data specifically addressing five "inventory sites" within the study area. Natural resources inventoried include vegetation

types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions and enhancing the resources to improve quality, quantity and connectivity of habitats. Protection recommendations were made using an analysis that identified the economic, environmental and social ecosystem benefits provided by South Reach natural resources;

- B. The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River;
- C. The river setback is increased for most River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River, minimizing water quality impacts on the Willamette River resulting from adjacent development by capturing runoff and reducing the potential for riverbank erosion. Additionally, setback landscaping standards for the river setback require native plants to be planted;
- D. Development that is not river-dependent or river-related within the new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement will expand and improve riparian habitat, support ecological health and safety along the river, and increase floodplain management capacity in this critical area;
- E. The River Environmental overlay zone limits tree and other vegetation removal to maintain healthy riparian and upland ecosystems. Native vegetation must be preserved or replaced. Trees replacement is required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio; and
- F. The regulations for removal and remediation of hazardous substances ensure that the cleanup actions will occur in a way that meets the City’s policies, including protecting and enhancing natural resources and ecosystem services.

435. **Policy 7.4, Climate change.** Update and implement strategies to reduce carbon emissions and impacts, and increase resilience through plans and investments and public education.

**7.4.a, Carbon sequestration.** Enhance the capacity of Portland’s urban forest, soils, wetlands, and other water bodies to serve as carbon reserves.

**7.4.b, Climate adaptation and resilience.** Enhance the ability of rivers, streams, wetlands,

floodplains, urban forest, habitats, and wildlife to limit and adapt to climate-exacerbated flooding, landslides, wildfire, and urban heat island effects.

The 2035 Comprehensive Plan describes resilience as “reducing the vulnerability of our neighborhoods, businesses, and built and natural infrastructure to withstand challenges – environmental, economic and social – that may result from major hazardous events.” River Plan / South Reach responds to these objectives as follows:

The amendments are more supportive of this policy than current regulations in the following ways:

- A. The plan includes new policies, standards, and actions intended to minimize impacts from climate change and natural disasters, including future flooding, landslides and wildfires. Climate resilience objectives with associated policies include: Floodplain Management and Climate Resilience objectives #6 and #8, Riverfront Trails and Connections Objective #3 and In-River Recreation Objective #7;
- B. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) includes an updated inventory of natural resource features and functions throughout the study area. The SRNRPP identifies natural resource features and evaluates the functions they provide, including a variety of ecosystem services (e.g., natural hazard management, public health, climate resiliency, etc.). Chapter IV of the SRNRPP evaluates different protection options and Chapter V includes recommendations necessary protections for maintaining natural resource features and functions in five “inventory sites”, which comprise all of the study area;
- C. Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve the identified resource features and functions by limiting development within natural resource areas, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. By applying new River Environmental overlay zoning for identified natural resource areas in the South Reach, including resources located in the water, in the floodplain, on steep slopes and other upland habitat, the plan reduces risks associated with flooding, landslides and wildfire;
- D. The River Environmental overlay zone requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy. Trees replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. This will expand tree canopy and strengthen the area’s role as a carbon reserve;
- E. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback at least 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the river setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The setback landscaping

requirement to enhance the natural qualities of lands along the Willamette River in the South Reach and it will result in an increase in the quality, quantity and diversity of vegetation on the riverbank. The setback and its require landscaping requirement will mitigate the risks associated with river flooding. Council also finds that landscaping sequesters carbon, reduces the heat island effect and helps improve air quality;

- F. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area
- G. The major trail alignment and completion of the Greenway Trail along the Willamette River will reduce carbon emissions by establishing a public trail that serves as a transportation corridor for pedestrians and cyclists and connecting people to adjacent neighborhoods. Increasing the number of trips conducted by bike or walking will reduce vehicle miles traveled and reduce air pollution;
- H. The plan includes an action to remap the FEMA 100-year floodplain to better account for the risks resulting from climate change. This will allow the City to identify additional areas where updates to development regulations are warranted to reduce future floodplain risk; and
- I. A variety of proposals in the River Plan / South Reach support transportation options, including walking, biking and transit. A key action is to increase the frequency of buses serving the area so that it can be more easily accessed by transit, reducing the need for an automobile to take advantage of the multitude of activities available in the study area. The plan also includes a variety of actions focused on expanding non-motorized boating options within the South Reach, reducing the demand for fossil fuels from recreational activities.

436. **Policy 7.5, Air quality.** Improve, or support efforts to improve, air quality through plans and investments, including reducing exposure to air toxics, criteria pollutants, and urban heat island effects. Consider the impacts of air quality on the health of all Portlanders.

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The major trail alignment and completion of the Greenway Trail along the Willamette River will reduce carbon emissions by establishing a public trail that serves as a transportation corridor for pedestrians and cyclists and connecting people to adjacent neighborhoods. Increasing the number of trips conducted by bike or walking will reduce vehicle miles traveled and reduce air pollution;
- B. The new River Environmental overlay zone will protect and maintain the Willamette River and vegetated riparian areas. Open water bodies and vegetated riparian corridors cool the air and reduce heat island impacts;

- C. A variety of proposals in the River Plan / South Reach support a range of transportation options, including walking, biking and transit. A key action is to increase the frequency of buses serving the area so that it can be more easily accessed by transit, reducing the need for an automobile to take advantage of the multitude of activities available in the study area. The plan also includes a variety of actions focused on expanding non-motorized boating options within the South Reach, reducing the demand for fossil fuels from recreational activities; and
- D. Future development will be subject to existing City of Portland regulations that limit air toxics and criteria pollutants and reduce the air quality impacts.

437. **Policy 7.6, Hydrology.** Through plans and investments, improve or support efforts to improve watershed hydrology to achieve more natural flow and enhance conveyance and storage capacity in rivers, streams, floodplains, wetlands, and aquifers. Minimize impacts from development and associated impervious surfaces, especially in areas with poorly-infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions.

The amendments are more supportive of this policy than current regulations in the following ways:

- A. The River Environmental overlay zone is applied to all land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources (which include other tributary streams and waterways), and both developed and undeveloped floodplains. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and expand South Reach habitat over time. Additionally, standards for the design of stormwater outfalls minimize the impact of this needed infrastructure. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review. These River Environmental overlay zone requirements will ensure a more natural hydrologic cycle in these critical waterways and their associated riparian corridors;
- B. The river setback in the River General overlay zone requires all non-water-dependent and non-water-related development to be setback from the Willamette River. In a large portion of the study area, the setback is increasing to 50 feet from the top of bank of the river. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the river setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The expanded area within the river setback will provide for additional area for conveyance when the water table is high water and during future flood events;
- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. Improved

floodplain function in the riparian buffer area will expand and improve riparian habitat, increasing floodplain management capacity in this critical area;

- D. Plan actions call for completing restoration projects to expand shallow water habitat, replace invasive species with native species, and reduce harmful algal blooms in the river;
- E. All development in the River Plan / South Reach will continue to be required to meet the City's stringent stormwater management requirements, which ensures the incorporation of well-functioning, effective green infrastructure. The regulations require that new impervious surfaces be reduced and that impervious surfaces be treated for stormwater runoff quantity and/or quality. The Stormwater Management Manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques. Title 10, Erosion Control, of the City Code will also be applied applicable to future development. Title 10 requirements will minimize development-related erosion in the River Plan / South Reach study area, reducing the potential impact of these activities on the Willamette River and its tributaries; and
- F. Existing regulations though City Code Title 24, Building Regulations, are also applicable to future development. These regulations require review of impacts within the river and floodplain, including a test of no net rise and balancing of fill placed in the floodplain with an equal cut.

438. **Policy 7.7, Water quality.** Improve, or support efforts to improve, water quality in rivers, streams, floodplains, groundwater, and wetlands through land use plans and investments, to address water quality issues including toxics, bacteria, temperature, metals, and sediment pollution. Consider the impacts of water quality on the health of all Portlanders.

The amendments are equally or more supportive of this policy than current regulations in a number of ways, including:

- A. By applying new River Environmental overlay zoning for identified natural resource areas, including resources located on the land and in the water, water quality of the Willamette River will be maintained and improved. The plan includes a natural resource inventory that identifies riparian resources and functional values. Through its requirement to first avoid, then minimize and, finally, when necessary, mitigate development impacts, the River Environmental overlay zone will limit development in natural resource areas, encourage environmentally sensitive development, and require mitigation when development has a detrimental impact on the functions and values of the identified resource. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review;
- B. The river setback in the River General overlay zone requires all non-water-dependent and non-water-related development to be setback from the Willamette River. In a large portion of the study area, the setback is increasing to 50 feet from the top of bank of the river. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the river setback is to



protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose and will ensure the establishment of riverbank vegetation that will provide additional treatment of runoff entering South Reach rivers and streams, improving water quality in the Willamette River;

- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. Improved floodplain function in the riparian buffer area will expand and improve riparian habitat, providing even greater natural stormwater treatment within this critical portion of the floodplain;
- D. Plan actions call for completing restoration projects to expand shallow water habitat, replace invasive species with native species, and reduce harmful algal blooms in the river;
- E. The city’s requirements regarding clean-up of hazardous substances have been clarified to ensure that cleanup occurs in a way that meets City goals and policies including goals related to the conservation of existing natural resources including water quality; and
- F. All development in the River Plan / South Reach will continue to be required to meet the City’s stringent stormwater management requirements, which ensures the incorporation of well-functioning, effective green infrastructure. The regulations require that new impervious surfaces be reduced and that impervious surfaces be treated for stormwater runoff quantity and/or quality. The Stormwater Management Manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques. Title 10, Erosion Control, of the City Code will also be applied applicable to future development. Title 10 requirements will minimize development-related erosion in the River Plan / South Reach study area, reducing the potential impact of these activities on the Willamette River and its tributaries.

439. **Policy 7.8, Biodiversity.** Strive to achieve and maintain self-sustaining populations of native species, including native plants, native resident and migratory fish and wildlife species, at-risk species, and beneficial insects (such as pollinators) through plans and investments.

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) provides a comprehensive inventory of natural resources, including providing data specifically addressing five “inventory sites” within the study area. Natural resources inventoried include vegetation types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. The Willamette River is a key migratory corridor for fish and wildlife and sustains a diversity of plant and animal species in the River Plan / South Reach study area. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions;
- B. The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural

resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity, and connectivity and maintain species diversity along the Willamette River;

- C. The river setback is increased for most River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the setback ensures that adverse impacts on river functions, including water quality, flooding and fish and wildlife habitat, will be minimized and habitat connectivity will be improved;
- D. The River General overlay zone also includes landscaping standards that apply within the river setback. The landscaping standard requires a mix of vegetation types and densities including trees, shrubs and ground cover. The purpose of the landscaping standard is to enhance the quality, quantity and diversity of vegetation in the riparian area. Diverse vegetation within the riparian area will support a diversity of fish and wildlife; and
- E. The regulations that apply to the removal and remediation of hazardous substances encourage the use of biotechnical techniques for bank stabilization and the planting of native vegetation on the river bank, improving habitat for threatened and endangered salmon and steelhead that utilize this stretch of the river during key parts of their lifecycle.

440. **Policy 7.9, Habitat and biological communities.** Ensure that plans and investments are consistent with and advance efforts to improve, or support efforts to improve fish and wildlife habitat and biological communities. Use plans and investments to enhance the diversity, quantity, and quality of habitats habitat corridors, and especially habitats that:

- Are rare or declining.
- Support at-risk plant and animal species and communities.
- Support recovery of species under the Endangered Species Act, and prevent new listings.
- Provide culturally important food sources, including those associated with Native American fishing rights.

The amendments are equally or more supportive of this policy than current regulations in a number of ways, including:

- A. The *Willamette River South Reach Natural Resources Protection Plan* (SRNRPP) identifies features and functions provided by the existing natural resources in the South Reach. The SRNRPP recommends protection of habitats that support rare, declining or at-risk species and identifies strategies to improve conditions for recovery of species that are listed under the Endangered Species Act. In 2005, the National Oceanographic and Atmospheric Administration (NOAA) designated the Willamette River within the South Reach as Critical Habitat for seven

species, including three species of Chinook salmon, one species of coho and sockeye salmon, and two species of steelhead trout. Additionally, Pacific lamprey, which utilizes the Willamette River during portions of its lifecycle, have been designated as an at-risk species. Upland, the River Plan / South Reach study area supports a number of stands of Oregon white oak, which is designated as one of Metro's Habitats of Concern and a City of Portland Special Habitat Area, as well as 25 plant species on Elk Rock Cliff that have been determined to be rare within the region and the state.

- B. The SRNRPP recognizes the cultural importance of the Willamette River and its riparian areas for Native American people, including fishing rights and hunting and gathering, and the recommended protections support the continuation of these activities moving forward;
- C. The River overlay zone chapter (33.475) includes specific updates to floodplain regulations in response to the National Marine Fisheries Service's (NMFS) 2016 biological opinion on FEMA's National Flood Insurance Program, titled *Endangered Species Act (ESA) Section 7(a)(2) Jeopardy and Destruction or Adverse Modification of Critical Habitat Biological Opinion and Section 7(a)(2) "Not Likely to Adversely Affect" Determination for the Implementation of the National Flood Insurance Program in the State of Oregon*. In the biological opinion, a number of strategies to minimize the impact of floodplain development on Oregon's endangered and threatened salmon steelhead species were identified. River Plan / South Reach floodplain development updates draw on the guidance provided in an effort to minimize future floodplain development impacts on endangered and threatened species in the South Reach. These new floodplain development requirements increase tree replacement standards and require unavoidable natural resource impacts in the floodplain to be mitigated in the floodplain;
- D. The river setback is increased for roughly half of River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be installed with development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The expanded river setback will preserve shallow water habitat, riverbanks (flood area, soils and vegetation) and riparian area (flood area, soils and vegetation) to protect rare and declining species and support recovery of species listed under the Endangered Species Act;
- E. The application of the River Environmental overlay zone to the Willamette River and its riparian corridors, stands of Oregon white oaks and rare plant species provides protection to important fish and wildlife habitat throughout the South Reach. The River Environmental overlay zone limits development in areas with identified natural resources, encourages environmentally sensitive development and requires mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the

Willamette River. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review. These requirements are implemented through standards and River Review (33.865) and aim to avoid future Endangered Species listings for these important resources;

- F. River Plan / South Reach includes an amendment to the last bullet in 2035 Comprehensive Plan Policy 7.9 that adds “as well as traditional foods including plants and wildlife” at the end of the bullet statement. Traditional foods are essential to the cultural ways of tribes and urban native people and need to be restored in habitat and biological communities.
- G. Plan actions support working collaboratively with tribal governments and the Native American community to develop more culturally relevant programming at parks and open spaces and expand culturally-important foods in the South Reach, including:
  - R2A directs City staff to work with interested Native Americans, immigrants and communities of color to determine and plan for uses, activities and programming at parks and natural areas;
  - T2A calls for working with tribal representatives to generate ideas for the development of projects and programs that honor Native American culture and history and educate the public;
  - T4A supports working collaboratively with tribal nations and urban native communities to enhance South Reach natural areas to increase the viability of culturally and ecologically important fish, wildlife and native plants; and
- H. The regulations for removal and remediation of hazardous substances ensure that the cleanup actions will occur in a way that improve environmental quality and create habitat that supports rare and declining species and recovery of species listed under the Endangered Species Act.

441. **Policy 7.10, Habitat connectivity.** Improve or support efforts to improve terrestrial and aquatic habitat connectivity for fish and wildlife by using plans and investments, to:

- Prevent and repair habitat fragmentation.
- Improve habitat quality.
- Weave habitat into sites as new development occurs.
- Enhance or create habitat corridors that allow fish and wildlife to safely access and move through and between habitat areas.
- Promote restoration and protection of floodplains.

The plan is more supportive of this policy than current regulations in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) includes an updated inventory of natural resource features and functions throughout the study area. The SRNRPP identifies natural resource features and evaluates the functions they provide, including a variety of ecosystem services (e.g., natural hazard management, public health, climate

resiliency, etc.). Chapter IV of the SRNRPP evaluates different protection options and Chapter V includes recommendations necessary protections for maintaining natural resource features and functions in five “inventory sites”, which comprise all of the study area;

- B. The River Environmental overlay zone is applied to a minimum of all land within 100 feet of the top of bank, medium- and high-value riparian resources, all floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Application of the River Environmental overlay zone to Special Habitat Areas will ensure protection of unique and valuable upland habitats and their connections to the riparian corridor and minimize habitat fragmentation as new development occurs. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will connect and strengthen both riparian and upland habitat corridors, preserve natural resources and maintain habitat over time. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review;
- C. The river setback is increased for roughly half of River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The expanded river setback will ensure that adverse impacts on river and riparian functions, including water quality, flooding and fish and wildlife habitat, will be minimized.
- D. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area; and
- E. Existing regulations in City Code Title 24, Building Regulations, are also applicable to future development. These regulations require review of impacts within the river and floodplain including a test of no net rise and balancing of fill placed in the floodplain with an equal cut.

442. **Policy 7.11, Urban forest.** Improve, or support efforts to improve the quantity, quality, and equitable distribution of Portland’s urban forest through plans and investments.

443. **7.11.a, Tree preservation.** Require or encourage preservation of large healthy trees, native trees and vegetation, tree groves, and forested areas.

444. **7.11.b, Urban forest diversity.** Coordinate plans and investments with efforts to improve tree species diversity and age diversity.

445. **7.11.c, Tree canopy.** Support progress toward meeting City tree canopy targets.

The plan is more supportive of these policies than current regulations in the following ways:

- A. The River Environmental overlay zone is applied to land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. All new development in the River Environmental must avoid, minimize, then mitigate impacts on natural resources. Projects subject to River Review must demonstrate that the selected alternative will have the least impact on identified resources and functional values. The application of the River Environmental overlay zone to all of the floodplain is expected to increase tree canopy in already-developed properties in the floodplain, many of which lack trees;
- B. The River Environmental overlay zone generally requires that existing trees be protected and its requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy. In the river setback, trees are not allowed to be removed via an exemption in the river setback and replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh). Native trees cannot be removed via an exemption landward of the river setback and tree replacement starts at three inches dbh in this area. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. Even in cases where trees can be removed via an exemption, replanting is still required; and
- C. The River General overlay zone includes updates to landscaping standards that apply within the river setback. The landscaping standards require a mix of vegetation types and densities including trees, shrubs and ground cover. The purpose of the landscaping standard is to enhance the quality, quantity and diversity of vegetation in the riparian area.

Collectively, these requirements are expected to increase tree canopy throughout the River Plan / South Reach study area and continue the City's efforts to meet established tree canopy targets for the area.

446. **7.11.d, Tree planting.** Invest in tree planting and maintenance, especially in low-canopy areas, neighborhoods with under-served or under-represented communities, and within and near urban habitat corridors.

The plan does not include any changes to the City's tree planting and maintenance investments. The Bureau of Environmental Services (BES) manages and implements tree planting programs throughout the city. The Parks and Recreation Urban Forestry division maintains a tree planting and preservation fund and determines where these funds should be allocated based on the City's tree planting strategy, which prioritizes tree planting and preservation in under-served and under-represented communities. These programs are expected to continue and BES and Parks-Urban Forestry efforts may include the River Plan / South Reach area.

Two plan actions support collaboration with community organizations and the public to maintain and restore South Reach natural resources, likely including tree planting and maintenance:

W4E calls for identifying options for public-private partnerships and other tools to improve riparian and upland habitat on private property; and

W4F supports the continuation of existing partnerships and the pursuit of funding to develop new partnerships with individuals, and conservation and community groups to support restoration and community science efforts.

447. **7.11.e, Vegetation in natural resource areas.** Require native trees and vegetation in significant natural resource areas.

448. **7.11.f, Resilient urban forest.** Encourage planting of Pacific Northwest hardy and climate change resilient native trees and vegetation generally, and especially in urban habitat corridors.

Protecting and expanding native and Pacific Northwest hardy vegetation is a key component of the River Plan / South Reach. The River Environmental overlay zone will be applied to all land within 100 feet of the top of bank, high- and medium-ranked riparian resources, all floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. The River Environmental overlay zone generally requires that existing trees be protected and its requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy. In the river setback, trees are not allowed to be removed via an exemption and replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh). Native trees cannot be removed via an exemption landward of the river setback and tree replacement starts at three inches dbh in this area. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. Even in cases where trees can be removed via an exemption, replanting is still required.

The River General overlay zone also includes updates to the landscaping standards that apply within the river setback. The landscaping standard requires a mix of vegetation types and densities including trees, shrubs and ground cover. Native plants are required to be planted riverward of the river setback and encouraged elsewhere in the overlay zone. Planting of nuisance plants is prohibited and existing nuisance plants must be removed as a part of proposed development actions.

449. **7.11.g, Trees in land use planning.** Identify priority areas for tree preservation and planting in land use plans.

The River Plan / South Reach prioritizes tree preservation and planting of trees, especially in the River Environmental overlay zone. The River Environmental overlay zone is applied to land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. All new development in the River Environmental must avoid, minimize, then mitigate impacts on natural resources. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and

no trees can be removed. Trees in the river setback that are 1.5 inches diameter or greater at breast height (dbh) must be replaced if removed. Landward of the river setback, trees three inches dbh or greater will be required to be replaced. Projects subject to River Review must demonstrate that the selected alternative will have the least impact on identified resources and functional values.

450. **7.11.h, Managing wildfire risk.** Address wildfire hazard risks and management priorities through plans and investments.

The River overlay zones apply to areas of natural vegetation on steep slopes; these areas are susceptible to wildfire risk. The River Environmental overlay zone regulates removal of native plants along the Willamette River and requires replanting disturbance areas with native vegetation. The River General overlay zone require landscaping that includes removal of non-native and invasive species along with planting of native vegetation. Native vegetation is less susceptible to wildlife risk than non-native and invasive species.

Additionally, Action W8A addresses potential future wildfire risk by directing the City to “determine the current and potential future risk of wildfire originating from development near and unauthorized campfires within River View Natural Area, Powers Marine Park and on Ross Island and implement strategies to reduce the likelihood of wildfires and their potential impacts on natural resources and nearby structures.”

These amendments are consistent with Policies 7.11h.

451. **Policy 7.12, Invasive species.** Prevent the spread of invasive plants, and support efforts to reduce the impacts of invasive plants, animals, and insects, through plans, investments, and education.

River Plan / South Reach amendments are consistent with Policy 7.12. Planting or propagation of any plant on the Nuisance Plants List in the *Portland Plant List* is prohibited in the River Environmental overlay zone. Additionally, the regulations of both the River Environmental and River General overlay zones require removal of invasive species and planting of native vegetation on the riverbank and riparian area of the Willamette River. The *Portland Plant List* also includes a Required Eradication List of invasive plant species that must be removed. Title 29 of the City Code mandates removal of these species if identified anywhere in the city.

452. **Policy 7.13, Soils.** Coordinate plans and investments with programs that address human-induced soil loss, erosion, contamination, or other impairments to soil quality and function.

The amendments are equally or more supportive of these policies than current regulations in the following ways:

- A. The River Environmental overlay zone applies to riverbanks and riparian areas along the Willamette River. The regulations maintain soil by limiting development, including ground disturbance, and requiring mitigation for unavoidable impacts, including application of top soil before planting. The River Environmental overlay zone also includes regulations for removal and remediation of hazardous substances ensure that the cleanup actions will occur in a way that improve soil structure and soil quality;
- B. The River General overlay zone requires that non-river-dependent or river-related development be setback 50 feet from the top of bank of the Willamette River. This will reduce impacts of



development on the soil and reduce erosion. The regulations require landscaping within 50 feet of the top of bank and only native plants to be planted in the setback. Landscaping of the riparian corridor will retain soil structure and improve soil quality over time; and

- C. Existing regulations including City Zoning Title 10, Erosion Control, and the Stormwater Management Manual are applicable to future development. These regulations require erosion control during development activities and maintain and improve stormwater runoff.

**453. Policy 7.14, Natural hazards. Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.**

The amendments are more supportive of these policies than current regulations in the following ways:

- A. By applying new River Environmental overlay zoning to identified natural resource areas, including resources located in the water, in the floodplain and on land, the plan reduces risks associated with flooding, landslides and wildfire. The River Environmental overlay zone will be applied to all land within 100 feet of top of bank, at minimum, and to both undeveloped and developed floodplains. River Environmental zoning protects and conserves natural resource functions by limiting development within natural resource areas, encourages environmentally sensitive development, and requires mitigation when development has a detrimental impact on the functions and values. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review;
- B. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback at least 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the river setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. There is a setback landscaping requirement to enhance the natural qualities of lands along the Willamette River in the South Reach and it will result in an increase in the quality, quantity and diversity of vegetation on the riverbank. The setback and its landscaping requirement will mitigate the risks associated with river flooding;
- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area;

- D. Action W7A directs the City to work with FEMA and/or other organizations to conduct floodplain modeling and analyses to estimate future flood risk and update the City's flood maps. This will enable the City to better plan for and minimize future flood risk in the South Reach; and
- E. Existing regulations through City Code Title 24, Building Regulations, are also applicable to future development. These regulations require review of impacts within the river and floodplain including a test of no net rise and balancing of fill placed in the floodplain with an equal cut.

454. **Policy 7.15, Brownfield remediation.** Improve environmental quality and watershed health by promoting and facilitating brownfield remediation and redevelopment that incorporates ecological site design and resource enhancement.

The River Environmental overlay zone regulations for removal and remediation of hazardous substances ensure that the cleanup actions will occur in a way that improves environmental quality and public health and create habitat. The amendments are consistent with Policy 7.15.

455. **Policy 7.16, Adaptive management.** Evaluate trends in watershed and environmental health using current monitoring data and information to guide and support improvements in the effectiveness of City plans and investments.

The *River Plan / South Reach Natural Resources Protection Plan (SRNRPP)* evaluates trends in watershed and environmental health by using the best available science, current data from existing monitors and information and new technological advances to produce the inventory of natural resources and assess the tradeoffs associated with protecting those natural resources. The SRNRPP compiles information from many other sources and background documents. The outcome is recommended protections for natural resources. The SRNRPP supports City plans, including the 2035 Comprehensive Plan, and investments, such as environmental restoration projects. Therefore, the River Plan / South Reach is consistent with Policy 7.16.

456. **Policy 7.17, Restoration partnerships.** Coordinate plans and investments with other jurisdictions, air and water quality regulators, watershed councils, soil and water conservation districts, Sovereign nations, and community organizations and groups including under-served and under-represented communities, to optimize the benefits, distribution, and cost-effectiveness of watershed restoration and enhancement efforts.

The amendments are consistent with this policy in the following ways:

- A. At a number of points in the process, the project team met with and gathered input from a variety of stakeholders, including other jurisdictions, soil and water conservation districts, tribal nations, and other community organizations. There was a concerted effort to gather input from both tribal governments and the urban Native American population, given the cultural importance of the area to these groups. In addition to these on-going discussions, a specific event to gather perspectives from the urban Native community, called Integrating Native American Voices into Planning, was held on November 21, 2019. See Comprehensive Plan Chapter 2 findings above for more information;

- B. The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) and urban design concepts in Chapter II of Volume 1, Part 1, identified opportunities for natural resource enhancement and restoration actions.
- C. Actions call for partnerships between local, regional, state and federal regulatory, Sovereign nations, non-profit organization, neighborhoods and property owners. Examples of those actions include:
  - W4E calls for identifying options for public-private partnerships and other tools to improve riparian and upland habitat on private property;
  - W4F supports the continuation of existing partnerships and the pursuit of funding to develop new partnerships with individuals, and conservation and community groups to support restoration and community science efforts;
  - R2A directs City staff to work with interested Native Americans, immigrants and communities of color to determine and plan for uses, activities and programming at parks and natural areas;
  - T4A supports working collaboratively with tribal nations and urban native communities to enhance South Reach natural areas to increase the viability of culturally and ecologically important fish, wildlife and native plants; and
  - T5A directs City staff to work with underrepresented or underserved communities to identify and plan for desired uses, activities and programming at South Reach parks and natural areas.

457. **Policy 7.18, Community stewardship.** Encourage voluntary cooperation between property owners, community organizations, and public agencies to restore or re-create habitat on their property, including removing invasive plants and planting native species.

Community stewardship is supported in the plan and is equally or more supportive of this goal than current regulations in a number of ways, including:

- A. Numerous actions support collaboration with community organizations and the public to maintain and improve the environment. Specific actions include:
  - W4E calls for identifying options for public-private partnerships and other tools to improve riparian and upland habitat on private property;
  - W4F supports the continuation of existing partnerships and the pursuit of funding to develop new partnerships with individuals, and conservation and community groups to support restoration and community science efforts;
  - R2A directs City staff to work with interested Native Americans, immigrants and communities of color to determine and plan for uses, activities and programming at parks and natural areas;
  - T2A calls for working with tribal representatives to generate ideas for the development of projects and programs that honor Native American culture and history and educate the public;

T4A supports working collaboratively with tribal nations and urban native communities to enhance South Reach natural areas to increase the viability of culturally and ecologically important fish, wildlife and native plants; and

T5A directs City staff to work with underrepresented or underserved communities to identify and plan for desired uses, activities and programming at South Reach parks and natural areas.

- B. Public scenic viewpoints are identified along the Greenway Trail and the zoning code requires that when the trail is developed, formal viewpoints also be constructed. Public scenic viewpoints offer places for people to see and admire the Willamette River and its riverbanks, important South Reach natural resources, such as Oaks Bottom, and the city skyline. This will foster community stewardship.

## Planning for natural resource protection

458. **Policy 7.19, Natural resource protection.** Protect the quantity, quality, and function of significant natural resources identified in the City’s natural resource inventory, including:

- Rivers, streams, sloughs, and drainageways.
- Floodplains.
- Riparian corridors.
- Wetlands.
- Groundwater.
- Native and other beneficial vegetation species and communities.
- Aquatic and terrestrial habitats, including special habitats or habitats of concern, large anchor habitats, habitat complexes and corridors, rare and declining habitats such as wetlands, native oak, bottomland hardwood forest, grassland habitat, shallow water habitat, and habitats that support special-status or at-risk plant and wildlife species.
- Other resources identified in natural resource inventories.

Plan elements are equally or more supportive of this policy than current regulations and improve natural resource protection in a variety of ways, including:

- A. The *River Plan / South Reach Natural Resources Protection Plan (SRNRPP)* provides a comprehensive inventory of natural resources, including providing data specifically addressing five “inventory sites” within the study area. The SRNRPP documents the quantity and quality of the following features: river, streams, drainageways, wetlands, flood areas, riverbank treatments, forests, woodlands, shrublands, herbaceous vegetation, steep slopes and special habitat areas, which are unique, rare or declining habitats and habitats that support special status or at-risk fish, wildlife and plant species. The functions evaluated in the inventory include: microclimate and shade; stream flow moderation and water storage; bank function, and sediment, pollution and nutrient control; large wood and channel dynamics; organic inputs, food web and nutrient cycling; riparian wildlife movement corridor; habitat patch size and interior area; connectivity between habitat patches; and proximity to water. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting

and maintaining natural resource features and functions and enhancing the resources to improve quality, quantity and connectivity of habitats;

- B. The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River;
- C. The river setback is increased for most River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River, minimizing water quality impacts on the Willamette River resulting from adjacent development by capturing runoff and reducing the potential for riverbank erosion. Additionally, setback landscaping standards for the river setback require native plants to be planted;
- D. Development that is not river-dependent or river-related within the new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement will expand and improve riparian habitat, support ecological health and safety along the river, and increase floodplain management capacity in this critical area; and
- E. The regulations for removal and remediation of hazardous substances ensure that the cleanup actions will occur in a way that meets the City’s policies, including protecting and enhancing natural resources and ecosystem services.

459. **Policy 7.20, Natural resource inventory.** Maintain an up-to-date inventory by identifying the location and evaluating the relative quantity and quality of natural resources.

The *Willamette River South Reach Natural Resources Protection Plan* (NRPP) includes an up-to-date inventory, based on best available science, of relative quantity and quality of natural resource features and functions in the South Reach.

Additionally, the Willamette River Greenway Inventory includes updated information from the South Reach natural resources protection plan.

460. **Policy 7.21, Environmental plans and regulations.** Maintain up-to-date environmental protection plans and regulations that specify the significant natural resources to be protected and the types of protections to be applied, based on the best data and science available and on an evaluation of cumulative environmental, social, and economic impacts and tradeoffs. *See Figure 7-2 — Adopted Environmental Plans.*

**7.21.a,** Improve the effectiveness of environmental protection plans and regulations to protect and encourage enhancement of ecological functions and ecosystem services.

The *River Plan / South Reach Natural Resources Protection Plan* (SRNRPP) provides a comprehensive inventory of natural resources, including providing data specifically addressing

five “inventory sites” within the study area. Natural resources inventoried include vegetation types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions and enhancing the resources to improve quality, quantity and connectivity of habitats. Protection recommendations were made using an analysis that identified the economic, environmental and social ecosystem benefits provided by South Reach natural resources.

The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River.

These amendments better support the directives of Policy 7.16 than existing regulations.

461. **Policy 7.22, Land acquisition priorities and coordination.** Maintain a land acquisition program as a tool to protect and support natural resources and their functions. Coordinate land acquisition with the programs of City bureaus and other agencies and organizations.

Plan Action W6D calls for evaluating the development of a program similar to the BES Johnson Creek Willing Seller Program for Willamette River properties. This program would be focused on acquisition of properties in the floodplain that would add flood management capacity and contribute to reducing flood risk in the area.

## Protecting natural resources in development situations

462. **Policy 7.23, Impact evaluation.** Evaluate the potential adverse impacts of proposed development on significant natural resources, their functions, and the ecosystem services they provide to inform and guide development design and mitigation consistent with policies 7.24-7.26, and other relevant Comprehensive Plan policies.

The *River Plan / South Reach Natural Resources Protection Plan (SRNRPP)* evaluates relative impacts of different development (called conflicting uses) on natural resource features and functions. The River Environmental overlay zone includes exemptions for some necessary development, such as maintenance, repair and replacement of existing structures, standards for environmentally-sensitive development and River Review for more impactful development. Mitigation for unavoidable negative impacts on natural resource features and functions is required.

Zoning code 33.865, River Review, regulations require the following information:

- Existing conditions site plan that documents the existing natural resource features; and
- Proposed site development plan that depicts the natural resource feature impacted including temporary and permanent disturbance areas.

Council finds that the impact evaluation conducted as a part of the SRNRPP and applied through regulatory updates is consistent with Policy 7.23.

463. **Policy 7.24, Regulatory hierarchy: avoid, minimize, mitigate.** Maintain regulations requiring that the potential adverse impacts of new development on significant natural resources and their functions first be avoided where practicable, then minimized, then lastly, mitigated.

The River Environmental overlay zone includes standards that avoid and minimize impacts of development on natural resource features and function. The standards also include a requirement for unavoidable impacts on natural resource features and functions to be mitigated. Development that cannot meet the standards must go through River Review. Zoning code 33.865, River Review includes the following approval criteria:

- Proposed development minimizes the loss of identified natural or scenic resources and functional values consistent with the uses that are generally permitted or allowed in the base zone without a land use review, or permitted or allowed by an approved conditional use review;
- Proposed development locations, designs, and construction methods are less detrimental to identified natural and scenic resources and functional values than practicable and significantly different alternatives, including alternatives on the same site, but outside of the River Environmental overlay zone;
- There will be no significant detrimental impact on areas of the site reserved for mitigation, areas within the River Environmental overlay zone not proposed for development, on downstream river habitat, or other sites where environmental restoration is in progress or complete; and
- The mitigation plan demonstrates that there will be compensation for all significant detrimental impacts on identified scenic and natural resources and functional values.

Council finds that the regulatory hierarchy of the Zoning Code changes made in the River Plan / South Reach is consistent with Policy 7.24.

464. **Policy 7.25, Mitigation effectiveness.** Require that mitigation approaches compensate fully for adverse impacts on locally and regionally significant natural resources and functions. Require mitigation to be located as close to the impact as possible. Mitigation must also take place within the same watershed or portion of the watershed that is within the Portland Urban Services Boundary, unless mitigating outside of these areas will provide a greater local ecological benefit. Mitigation will be subject to the following preference hierarchy:

- On the site of the resource subject to impact with the same kind of resource; if that is not possible, then
- Off-site with the same kind of resource; if that is not possible, then
- On-site with a different kind of resource; if that is not possible, then
- Off-site with a different kind of resource.

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The River Environmental overlay zone in Zoning Code 33.475 includes a mandate in its purpose statement that “mitigation is required for unavoidable impacts and is intended to compensate

for impacts and improve natural resource features and functions over time.” The River Environmental overlay zone includes standards for mitigation that require a minimum 1.5:1 ratio (mitigation area to disturbance area) for on-site mitigation or the purchase of mitigation bank credits from a City-approved mitigation bank. The 1.5:1 ratio accounts for the time it takes for vegetation to mature and replace natural resources that were impacted by the development. Credits purchased from an approved mitigation bank must be located as close to the disturbance area as possible. The ratio for off-site mitigation is 3:1 to account for the added uncertainty in management and operation of the mitigation site when it is off site. For off-site mitigation the applicant must own the site or possess a legal instrument, such as an easement or deed restriction, that ensures the ability to monitor and maintain the mitigation area. In many cases, applicants utilizing other standards in the River Environmental overlay zone must also demonstrate compliance with the mitigation standards. When the mitigation standards cannot be met, mitigation must be approved through River Review.

B. Zoning code 33.865, River Review, includes the following approval criteria:

- To the extent practicable, the natural and scenic resources and functional values restored or enhanced as mitigation must be the same kind of resource, performing the same functions as the lost resource;
- The amount of natural resource mitigation due as compensation must be based on the amount and relative condition of the resources and functional values impacted by the proposal. The amount of natural resource mitigation required will be at a ratio of no less than 1.5:1 of mitigation area to project impact area;
- Mitigation in the riparian buffer area must result in a significant improvement of at least one floodplain-related functions: channel complexity, floodplain connectivity or floodplain complexity;
- Mitigation must occur on-site when practicable, and ecologically beneficial; and
- If on-site mitigation is not practicable or ecologically beneficial, the applicant may perform mitigation off-site. The off-site mitigation must meet all other approval criteria in this Subparagraph and the following:
  - Mitigation must occur at a minimum 3:1 FAR ratio of mitigation area to protect the impact area; and,
  - The mitigation area must be located within the River Environmental overlay zone.

465. **Policy 7.26, Improving environmental conditions through development.** Encourage ecological site design, site enhancement, or other tools to improve ecological functions and ecosystem services in conjunction with new development and alterations to existing development.

Zoning code 33.475, River General overlay zone, regulations require that at the time of development the river setback, which includes the riverbank and land within 50 feet of the top of bank, be landscaped with a mix of native vegetation. The landscaping standard allows for flexibility in the mix of tree sizes and requires that a diversity of trees, shrubs and ground cover be planted. This will maintain ecological functions and ecosystem services over time.



Zoning code 33.475, River Environmental overlay zone, and Zoning code 33.865, River Review, regulations require that site development be designed to avoid impacts on protected natural resources and mitigate for unavoidable negative impacts. There are also clear and objective standards for site enhancement and for remediation and cleanup of hazardous substances. These regulations will improve ecological functions and ecosystem services as a part of development.

466. **Policy 7.27 Aggregate resources protection.** Protect aggregate resource sites for current and future use where there are no major conflicts with urban needs, or where these conflicts may be resolved.

467. **Policy 7.28 Aggregate resource development.** When aggregate resources are developed, ensure that development minimizes adverse environmental impacts and impacts on adjacent land uses.

There are no aggregate resource sites in the River Plan / South Reach study area. Dredging in Ross Island lagoon ceased in 2001. These policies do not apply.

468. **Policy 7.29 Mining site reclamation.** Ensure that the reclamation of mining sites protects public health and safety, protects fish and wildlife (including at-risk species), enhances or restores habitat (including rare and declining habitat types), restores adequate watershed conditions and functions on the site, and is compatible with the surrounding land uses and conditions of nearby land.

Though active dredging was terminated in 2001, reclamation of the banks of Ross Island and its lagoon has been ongoing since the early 1980s to address the impacts of dredging throughout most of the 20th Century. Reclamation is still in process and the property owner continues to implement the applicable reclamation plan, originally established by the Oregon Department of State Lands in 1979 and most recently updated in 2002.

The River Plan / South Reach is equally or more supportive of this policy than current regulations because the amendments do not carry forward in the River overlay zones chapter a Greenway overlay (Zoning Code 33.440) exception that stated that the “interior of Ross and Hardtack islands will not be subject” to the chapter’s regulations. Because this exception is not carried over, River overlay zones regulations will apply to any future development actions on Ross or Hardtack islands.

## Columbia River Watershed

469. **Policy 7.30. In-water habitat.** Enhance in-water habitat for native fish and wildlife, particularly in the Oregon Slough and near-shore environments along the Columbia River.

470. **Policy 7.31. Sensitive habitats.** Enhance grassland, beach, riverbanks, wetlands, bottomland forests, shallow water habitats, and other key habitats for wildlife traveling along the Columbia River migratory corridor, while continuing to manage the levees and floodplain for flood control.

471. **Policy 7.32. River-dependent and river-related uses.** Maintain plans and regulations that recognize the needs of river-dependent and river-related uses while also supporting ecologically-sensitive site design and practices.

Policies 7.30-7.32 address the Columbia River watershed. River Plan / South Reach amendments are an update to the Willamette (River) Greenway Plan for the south Portland and unincorporated Multnomah County riverfront. These policies do not apply.

## Willamette River Watershed

The findings under Statewide Goal 15, Willamette Greenway, also demonstrate that the amendments are consistent with these policies and goals

472. **Policy 7.33, Fish habitat.** Provide adequate intervals of ecologically-functional shallow-water habitat for native fish along the entire length of the Willamette River within the city, and at the confluences of its tributaries.

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The River Environmental overlay zone is applied to the Willamette River, all land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources (which include other tributary streams and waterways), and both developed and undeveloped floodplains. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will protect existing shallow water habitats in the South Reach by limited development and requiring mitigation for negative impacts to natural resource features and functions. The regulations will result in no net loss of fish habitat over time and support recovery of species listed under the Endangered Species Act;
- B. The River overlay zones (33.475 of the Zoning Code) establish standards for new and existing residential docks. The River General overlay zone requires residential docks to be no larger than 200 square feet and not placed in shallow water habitat. The River Environmental overlay zone includes standards for existing docks that requires the dock area to be reduced by at least 25 percent when over 50 percent of the dock's constituent parts are to be replaced. Both of these standards will reduce the impact of new and existing docks on shallow water habitat and improve conditions for endangered and threatened species;
- C. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The expanded river setback will preserve the shallow water habitat, riverbanks (flood area, soils and vegetation) and riparian area (flood area, soils and vegetation) to protect fish habitat and support recovery of species listed under the Endangered Species Act.

473. **Policy 7.34, Stream connectivity.** Improve stream connectivity between the Willamette River and its tributaries.

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The River Environmental overlay zone is applied to the Willamette River, all land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources

(which include other tributary streams and waterways), and both developed and undeveloped floodplains. Tributary streams are designated high- and medium-ranked riparian natural resources and the River Environmental overlay zone requires that development be set back at least 50 feet from any streams and wetlands within the River Plan / South Reach study area. Replacement is required for any tree and vegetation removal in the River Environmental overlay zone, ensuring, at minimum, a no-net loss in habitat conditions near these streams, wetlands and other waterways; and

- B. Plan Action W4B calls for the restoration of the natural connection and functions of seven perennial and intermittent streams that flow from River View Natural Area into Powers Marine park. These connections will improve stream connectivity and improve conditions for endangered and threatened salmon and steelhead species by increasing cold water refugia, an identified need for these species.

**474. Policy 7.35, River bank conditions. Preserve existing river bank habitat and encourage the rehabilitation of river bank sections that have been significantly altered due to development with more fish and wildlife friendly riverbank conditions.**

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The River setback is increased. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the setback is intended to preserve the shallow water habitat, riverbanks (flood area, soils and vegetation) and riparian area (flood area, soils and vegetation) to protect fish habitat and support recovery of species listed under the Endangered Species Act; and
- B. The River Environmental overlay zone is applied to the Willamette River, all land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources (which include other tributary streams and waterways), and both developed and undeveloped floodplains. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will protect existing shallow water habitats in the South Reach by limited development and requiring mitigation for negative impacts to natural resource features and functions. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review. The River Environmental overlay zone requirements will preserve existing riverbank habitat and will rehabilitate sections of the riverbank through mitigation requirements associated with development impacts.

**475. Policy 7.36 South Reach ecological complex. Enhance habitat quality and connections between Ross Island, Oaks Bottom, and riverfront parks and natural areas south of the Central City, to enhance the area as a functioning ecological complex.**

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The River Environmental overlay zone is applied to the Willamette River, all land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources (which include other tributary streams and waterways), and both developed and undeveloped floodplains. The River Environmental is applied to the majority of Ross Island, Oaks Bottom Wildlife Refuge and adjacent riverfront parks. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will enhance habitat quality and connections in this area by limiting development and requiring mitigation for negative impacts to natural resource features and functions. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review.
- B. A number of actions aim to enhance habitat quality and connections within this ecological complex including:
  - W3A supports the preparation of a coordinated management plan for Ross Island Natural Area/Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area complex
  - W4A calls for the implementation of restoration projects to expand shallow water habitat along the shorelines of Ross Island and in the Holgate Slough.
  - W5A directs City staff to investigate potential strategies to address the summertime harmful algal blooms in Ross Island lagoon and identify partners and funding for implementation.

476. **Policy 7.37, Contaminated sites.** Promote and support programs that facilitate the cleanup, reuse, and restoration of the Portland Harbor Superfund site and other contaminated upland sites.

The Portland Harbor Superfund site is not within the South Reach. The River Environmental overlay zone regulations for removal and remediation of hazardous substances ensure that the cleanup actions will occur in a way that improves environmental quality and public health and creates habitat. The application of the River Environmental overlay zone is consistent with Policy 7.37.

477. **Policy 7.38, Sensitive habitats.** Protect and enhance grasslands, beaches, floodplains, wetlands, remnant native oak, bottomland hardwood forest, and other key habitats for native wildlife including shorebirds, waterfowl, and species that migrate along the Pacific Flyway and the Willamette River corridor.

The *River Plan / South Reach Natural Resources Protection Plan (SRNRPP)* includes an updated inventory of natural resources features and functions. The SRNRPP documents the quantity and quality of special habitat areas. Special habitat areas include: areas containing sensitive or unique plant populations, wetlands and associated seeps, spring and streams that are part of the wetland complex; native oaks; bottomland hardwood forests; riverine islands; river deltas; migratory stopover habitat; habitat corridors between patches or habitats; areas that support at-risk fish and wildlife species; elk migratory corridors; upland habitats or landscape features important to

grassland-associated species; and unique resources or structures that provide critical or unique habitat functions (such as bridges).

Zoning code 33.475, River Overlay Zones, and 33.865, River Review, will protect and conserve the identified resource features and functions by limiting development within natural resource areas, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on the resources. The mitigation requirement will ensure that there is no net loss of natural resource functions in the South Reach.

**478. Policy 7.39, Riparian corridors.** Increase the width and quality of vegetated riparian buffers along the Willamette River.

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The River Environmental overlay zone is applied to the Willamette River, land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. The application of the River Environmental overlay zone to all land within 100 feet of top of bank represents an expansion of protections within the riparian corridor that aims to increase the width and quality of the riparian buffer. All new development in the River Environmental must avoid, minimize, then mitigate impacts on natural resources. Project impacts must be mitigated via standards or a River Review process. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review. Projects subject to River Review must demonstrate that the selected alternative will have the least impact on identified resources and functional values; and
- B. The river setback is increased for roughly half of River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be installed with development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose.

**479. Policy 7.40, Connected upland and river habitats.** Enhance habitat quality and connectivity between the Willamette riverfront, the Willamette's floodplain, and upland natural resource areas.

The River Environmental overlay zone is applied to the Willamette River, land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-

year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. The River Environmental overlay zone will improve connectivity between the in-water and floodplain habitats by limiting development and requiring mitigation for unavoidable negative impacts on natural resource features and functions, which includes habitat connectivity. Projects subject to River Review must demonstrate that the selected alternative will have the least impact on identified resources and functional values.

The amendment is equally or more supportive of this policy than current regulations.

480. **Policy 7.41, River-dependent and river-related uses.** Develop and maintain plans and regulations that recognize the needs of river-dependent and river-related uses, while also supporting ecologically-sensitive site design and practices.

The amendments are consistent with this policy in the following ways:

- A. The River overlay zones (Zoning Code 33.475) continue the allowance of river-dependent and river-related development along the Willamette River. River-dependent and river-related activities are allowed in the river setback and riparian buffer area.
- B. Zoning code 33.910.030, Definitions, maintains the definition of river-related and includes uses that while not directly dependent on river access are uses that provide goods or services directly associated with river-dependent uses or development. There is a list of uses that are not river-related, such as residences, parking areas, restaurants, and businesses. There is a list of uses that are considered river-related, such as trails and public viewpoints adjacent to the river, bridge exist and entrance ramps and removal or remediation of hazardous substances.

## Columbia Slough Watershed

481. **Policy 7.43. Fish passage.** Restore in-stream habitat and improve fish passage within the Columbia Slough, including for salmonids in the lower slough.
482. **Policy 7.44. Flow constriction removal.** Reduce constriction, such as culverts, in the slough channels, to improve the flow of water and water quality.
483. **Policy 7.45. Riparian corridors.** Increase the width, quality, and native plant diversity of vegetated riparian buffers along Columbia Slough channels and other drainageways within the watershed, while also managing the slough for flood control.
484. **Policy 7.46. Sensitive habitats.** Enhance grasslands and wetland habitats in the Columbia Slough, such as those found in the Smith and Bybee Lakes and at the St. Johns Landfill site, to provide habitat for sensitive species, and for wildlife traveling along the Columbia and Willamette river migratory corridors.
485. **Policy 7.47. Connected rivers habitats.** Enhance upland habitat connections to the Willamette and Columbia rivers.
486. **Policy 7.48. Contaminated sites.** Ensure that plans and investments are consistent with and advance programs that facilitate the cleanup, reuse, and restoration of contaminated sites that are adjacent, or that discharge stormwater, to the Columbia Slough.

487. **Policy 7.49. Portland International Airport.** Protect, restore, and enhance natural resources and functions in the Portland International Airport plan district, as identified in Portland International Airport/Middle Columbia Slough Natural Resources Inventory. Accomplish this through regulations, voluntary strategies, and the implementation of special development standards.

Policies 7.43-7.49 address the Columbia River watershed. River Plan / South Reach amendments are an update to the Willamette (River) Greenway Plan. These policies do not apply.

### **Fanno and Tryon Creek Watersheds**

488. **Policy 7.50 Stream connectivity.** Encourage the daylighting of piped portions of Tryon and Fanno creeks and their tributaries.
489. **Policy 7.51 Riparian and habitat corridors.** Protect and enhance riparian habitat quality and connectivity along Tryon and Fanno creeks and their tributaries. Enhance connections between riparian areas, parks, anchor habitats, and areas with significant tree canopy. Enhance in-stream and upland habitat connections between Tryon Creek State Natural Area and the Willamette River.
490. **Policy 7.52 Reduced hazard risks.** Reduce the risks of landslides and streambank erosion by protecting trees and vegetation that absorb stormwater, especially in areas with steep slopes or limited access to stormwater infrastructure.

Policies 7.50-7.52 address the Fanno and Tryon Creek watersheds. River Plan / South Reach amendments are an update to the Willamette (River) Greenway Plan. These policies do not apply.

### **Johnson Creek Watershed**

491. **Policy 7.53 In-stream and riparian habitat.** Enhance in-stream and riparian habitat and improve fish passage for salmonids along Johnson Creek and its tributaries.
492. **Policy 7.54 Floodplain restoration.** Enhance Johnson Creek floodplain functions to increase flood-storage capacity, improve water quality, and enhance fish and wildlife habitat.
493. **Policy 7.55 Connected floodplains, springs, and wetlands.** Enhance hydrologic and habitat connectivity between the Johnson Creek floodplain and its springs and wetlands.
494. **Policy 7.56 Reduced natural hazards.** Reduce the risks of landslides, streambank erosion and downstream flooding by protecting seeps, springs, trees, vegetation, and soils that absorb stormwater in the East Buttes.
495. **Policy 7.57 Greenspace network.** Enhance the network of parks, trails, and natural areas near the Springwater Corridor Trail and the East Buttes to enhance habitat connectivity and nature-based recreation in East Portland.

Policies 7.53-7.47 address the Johnson Creek watershed. River Plan / South Reach amendments are an update to the Willamette (River) Greenway Plan. These policies do not apply.

## Public Facilities and Services: Goals

496. **Goal 8.A: Quality public facilities and services.** High-quality public facilities and services provide Portlanders with optimal levels of service throughout the city, based on system needs and community goals, and in compliance with regulatory mandates.
497. **Goal 8.B: Multiple benefits.** Public facility and service investments improve equitable service provision, support economic prosperity, and enhance human and environmental health.
498. **Goal 8.C: Reliability and resiliency.** Public facilities and services are reliable, able to withstand or recover from catastrophic natural and manmade events, and are adaptable and resilient in the face of long-term changes in the climate, economy, and technology.
499. **Goal 8.D: Public rights-of-way.** Public rights-of-way enhance the public realm and provide a multi-purpose, connected, safe, and healthy physical space for movement and travel, public and private utilities, and other appropriate public functions and uses.
500. **Goal 8.E: Sanitary and stormwater systems.** Wastewater and stormwater are managed, conveyed, and/or treated to protect public health, safety, and the environment, and to meet the needs of the community on an equitable, efficient, and sustainable basis.
501. **Goal 8.F: Flood management.** Flood management systems and facilities support watershed health and manage flooding to reduce adverse impacts on Portlanders' health, safety, and property.
502. **Goal 8.G: Water.** Reliable and adequate water supply and delivery systems provide sufficient quantities of high-quality water at adequate pressures to meet the needs of the community on an equitable, efficient, and sustainable basis.
503. **Goal 8.H: Parks, natural areas, and recreation.** All Portlanders have safe, convenient, and equitable access to high-quality parks, natural areas, trails, and recreational opportunities in their daily lives, which contribute to their health and well-being. The City manages its natural areas and urban forest to protect unique urban habitats and offer Portlanders an opportunity to connect with nature.
504. **Goal 8.I: Public safety and emergency response.** Portland is a safe, resilient, and peaceful community where public safety, emergency response, and emergency management facilities and services are coordinated and able to effectively and efficiently meet community needs.
505. **Goal 8.J: Solid waste management.** Residents and businesses have access to waste management services and are encouraged to be thoughtful consumers to minimize upstream impacts and avoid generating waste destined for the landfill. Solid waste — including food, yard debris, recyclables, electronics, and construction and demolition debris — is managed, recycled, and composted to ensure the highest and best use of materials.
506. **Goal 8.K: School facilities.** Public schools are honored places of learning as well as multifunctional neighborhood anchors serving Portlanders of all ages, abilities, and cultures.
507. **Goal 8.L: Technology and communications.** All Portland residences, businesses, and institutions have access to universal, affordable, and reliable state-of-the-art communication and technology services.



508. **Goal 8.M: Energy infrastructure and services.** Residents, businesses, and institutions are served by reliable energy infrastructure that provides efficient, low-carbon, affordable energy through decision-making based on integrated resource planning.

The City Council interprets the Chapter 8 goals to provide general guidance to public agencies in how to provide basic services to Portlanders. The adopted 2035 Comprehensive Plan includes a Citywide Systems Plan (CSP), which was adopted (Ordinance 185657) and acknowledged by LCDC on April 25, 2017. The CSP includes a Public Facilities Plan with information on current and future transportation, water, sanitary sewer, and stormwater infrastructure needs and projects, consistent with Statewide Planning Goal 11.

The River Plan / South Reach amendments include a limited number and acreage of comprehensive plan map amendments (totaling 4.8 acres out of a project area of 720 acres) and do not amend the CSP. See finding for Policy 10.A for more information on the comprehensive plan map amendments. River Plan / South Reach amendments specifically address goals: 8.B, 8.C, 8.D, 8E, 8F, and 8H. The River Plan / South Reach plan does not directly affect Goals 8.A, 8.C, 8.G and 8 I – M and therefore, these Goals are equally supported by the plan.

Goal 8.B describes multiple benefits of public facility and service investments that improve equitable service provision, support economic prosperity and enhance human and environmental health. River Plan / South Reach amendments include public investments in parks and natural areas, active transportation and transit, stormwater management and floodplains. These investments yield multiple benefits such as equitable/affordable bicycle and pedestrian facilities and expanded public transit services that provide equitable/affordable activities and enhance human and environmental health.

Goal 8.C describes the reliability and resiliency of public facilities and services in the face of long-term changes in the climate, economy and technology.

Goal 8.D states that public rights-of-way enhance the public realm and provide multi-purpose safe, connected and healthy physical space. Plan actions such as coordination with the Oregon Department of Transportation on safe pedestrian crossings of S. Macadam Avenue, and studying multi-modal safety improvements at SE Spokane St./Oaks Pkwy/Springwater Corridor Trail.

Goal 8.E aims to ensure that wastewater and stormwater are managed, conveyed, and/or treated to protect public health, safety, and the environment. The River Plan / South Reach amendments will not affect the management of these facilities. The River Environmental overlay zone requires that impervious surfaces be minimized to reduce impacts on natural resources and to reduce stormwater entering the Willamette River and other waterway. Additionally, existing regulations that address stormwater conveyance, including the Stormwater Management Manual, are applicable to future development. The regulations encourage reduction of impervious surfaces and require that new impervious surfaces be treated for stormwater runoff quantity and/or quality. The manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques. These techniques include tree canopy, ecoroofs, bioswales and pervious paving.

Goal 8.F addresses flood management systems and facilities that support watershed health and manage flooding to reduce adverse impacts. The River Environmental overlay zone is applied to all

land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources (which include other tributary streams and waterways), and both developed and undeveloped floodplains. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and expand South Reach habitat over time. Additionally, standards for the design of stormwater outfalls minimize the impact of this needed infrastructure. These River Environmental overlay zone requirements will ensure a more natural hydrologic cycle in these critical waterways and their associated riparian corridors.

The river setback in the River General overlay zone requires all non-water-dependent and non-water-related development to be setback from the Willamette River. In a large portion of the study area, the setback is increasing to 50 feet from the top of bank of the river. The majority of testimony received was in support of an expanded setback, though a few individuals opposed it. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan* (Volume 3) and public input, the expansion is appropriate because the purpose of the river setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The expanded area within the river setback will provide for additional area for conveyance when the water table is high water and during future flood events.

Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. Improved floodplain function in the riparian buffer area will expand and improve riparian habitat, increasing floodplain management capacity in this critical area.

Goal 8.H calls for safe, convenient and equitable access to high-quality parks, natural areas and recreation, and the management of natural areas to protect unique habitats and connect people with nature. Plan amendments include actions to plan for and/or implement trail access and safety improvements from adjacent neighborhoods and along existing trails, parks and recreation improvements to provide and/or expand on-land and in-river recreation, and natural area restoration projects that protect unique habitats, such as the Oaks Bottom Wildlife Refuge, while providing opportunities for public access and passive recreation (e.g. birding) that connect people with nature.

Based on the above findings, River Plan / South Reach amendments are consistent with and support public facilities goals 8.A-8.M.

## **Service provision and urbanization**

509. **Policy 8.1. Urban services boundary.** Maintain an Urban Services Boundary for the City of Portland that is consistent with the regional urban growth policy, in cooperation with neighboring jurisdictions. The Urban Services Boundary is shown on the Comprehensive Plan Map.
510. **Policy 8.2. Rural, urbanizable, and urban public facility needs.** Recognize the different public facility needs in rural, urbanizable and urban land as defined by the Regional Urban Growth

Boundary, the City Urban Services Boundary, and the City Boundaries of Municipal Incorporation. See Figure 8-1 — Urban, Urbanizable, and Rural Lands.

511. **Policy 8.3 Urban service delivery.** Provide the following public facilities and services at urban levels of service to urban lands within the City’s boundaries of incorporation:
- Public rights-of-way, streets, and public trails
  - Sanitary sewers and wastewater treatment
  - Stormwater management and conveyance
  - Flood management
  - Protection of the waterways of the state
  - Water supply
  - Police, fire, and emergency response
  - Parks, natural areas, and recreation
  - Solid waste regulation
512. **Policy 8.4. Supporting facilities and systems.** Maintain supporting facilities and systems, including public buildings, technology, fleet, and internal service infrastructure, to enable the provision of public facilities and services.
513. **Policy 8.5 Planning service delivery.** Provide planning, zoning, building, and subdivision control services within the boundaries of incorporation, and as otherwise provided by intergovernmental agreement within the City’s Urban Services Boundary.

The City Council interprets policies 8.1-8.5 to provide direction on the provision of public facilities and services in urban service areas. The River Plan / South Reach amendments are consistent with these policies and implements Policy 8.5. Part of the River Plan / South Reach project area includes the Riverdale/Dunthorpe area of Multnomah County. Per an intergovernmental agreement between the City and County, the City has planned and applied updated zoning regulations to this area within the City’s urban services boundary as part of an update to the *Willamette Greenway Plan*. Multnomah County will have to consider and adopt the River Plan/ South Reach plan in order for the plan to apply to these unincorporated areas outside City limits and subject to County jurisdiction.

## Service coordination

514. **Policy 8.6. Interagency coordination.** Maintain interagency coordination agreements with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary to ensure effective and efficient service delivery. See Policy 8.3 for the list of services included. Such jurisdictions and agencies include, but may not be limited to:
- Multnomah County for transportation facilities and public safety.
  - State of Oregon for transportation and parks facilities and services.
  - TriMet for public transit facilities and services.
  - Port of Portland for air and marine facilities and services.
  - Metro for regional parks and natural areas, and for solid waste, composting, and recycling

facilities and transfer stations.

- Gresham, Milwaukie, Clackamas County Service District #1, and Clean Water Services for sanitary sewer conveyance and treatment.
- Multnomah County Drainage District No. 1, Peninsula Drainage District No 1, and Peninsula Drainage District No. 2 for stormwater management and conveyance, and for flood mitigation, protection, and control.
- Rockwood People’s Utility District; Sunrise Water Authority; and the Burlington, Tualatin Valley, Valley View, West Slope, Palatine Hill, Alto Park, and Clackamas River Water Districts for water distribution.
- Portland Public Schools and the David Douglas, Parkrose, Reynolds, Centennial, and Riverdale school districts for public education, park, trail, and recreational facilities.

515. **Policy 8.7 Outside contracts.** Coordinate with jurisdictions and agencies outside of Portland where the City provides services under agreement.
516. **Policy 8.8 Public service coordination.** Coordinate with the planning efforts of agencies providing public education, public health services, community centers, urban forest management, library services, justice services, energy, and technology and communications services.
517. **Policy 8.9 Internal Coordination.** Coordinate planning and provision of public facilities and services, including land acquisition, among City agencies, including internal service bureaus.
518. **Policy 8.10. Co-location.** Encourage co-location of public facilities and services across providers where co-location improves service delivery efficiency and access for historically under-represented and under-served communities.

The City Council finds interprets policies 8.6-8.10 to provide direction on coordination with neighboring jurisdictions and partner agencies that provide urban public facilities and services within the City of Portland’s Urban Services Boundary. The River Plan / South Reach amendments do not include amendments to public service coordination agreements. Inherent in the planning and implementation of a number of public facility and service improvements is City coordination with agencies like the Oregon Department of Transportation, Metro, and local jurisdictions. Additionally, the River Plan / South Reach was developed in collaboration with an internal team that included the bureaus of Development Services, Environmental Services, Transportation and Parks. Because the unincorporated Multnomah County neighborhood of Dunthorpe/Riverdale was in the study area, a representative from Multnomah County was also a part of that team. Therefore, these amendments are consistent with policies 8.6-8.10.

### **Service extension**

519. **Policy 8.11. Annexation.** Require annexation of unincorporated urbanizable areas within the City’s Urban Services Boundary as a prerequisite to receive urban services.
520. **Policy 8.12. Feasibility of service.** Evaluate the physical feasibility and cost-effectiveness of extending urban public services to candidate annexation areas to ensure sensible investment and to set reasonable expectations.

- 521. **Policy 8.13. Orderly service extension.** Establish or improve urban public services in newly-annexed areas to serve designated land uses at established levels of service, as funds are available and as responsible engineering practice allows.
- 522. **Policy 8.14. Coordination of service extension.** Coordinate provision of urban public services to newly-annexed areas so that provision of any given service does not stimulate development that significantly hinders the City's ability to provide other urban services at uniform levels.
- 523. **Policy 8.15. Services to unincorporated urban pockets.** Plan for future delivery of urban services to urbanizable areas that are within the Urban Services Boundary but outside the city limits.
- 524. **Policy 8.16. Orderly urbanization.** Coordinate with counties, neighboring jurisdictions, and other special districts to ensure consistent management of annexation requests, and to establish rational and orderly process of urbanization that maximize efficient use of public funds.
- 525. **Policy 8.17. Services outside the city limits.** Prohibit City provision of new urban services, or expansion of the capacity of existing services, in areas outside city limits, except in cases where the City has agreements or contracts in place.
- 526. **Policy 8.18. Service district expansion.** Prohibit service district expansion or creation within the City's Urban Services Boundary without the City's expressed consent.
- 527. **Policy 8.19. Rural service delivery.** Provide the public facilities and services identified in Policy 8.3 in rural areas only at levels necessary to support designated rural residential land uses and protect public health and safety. Prohibit sanitary sewer extensions into rural land and limit other urban services.

The City Council interprets Policies 8.11-8.19 to provide direction on extending public services and orderly urbanization. These policies generally do not apply to the River Plan / South Reach amendments since the project area includes the City of Portland and the unincorporated Multnomah County neighborhood of Dunthorpe/Riverdale, where urban services are provided. There are no expansions of urban services in the plan. There is an action R5C that investigates and pursues possible approaches and/or incentives for annexation of the Waverley Country Club into the City of Portland. The site is adjacent to the City's jurisdictional boundary and in unincorporated Clackamas County. The City will investigate the possibility of annexation in the future. The amendments are consistent will policies 8.11-8.19.

## Public investment

- 528. **Policy 8.20. Regulatory compliance.** Ensure public facilities and services remain in compliance with state and federal regulations. Work toward cost-effective compliance with federal and state mandates through intergovernmental coordination and problem solving.
- 529. **Policy 8.21. System capacity.** Establish, improve, and maintain public facilities and services at levels appropriate to support land use patterns, densities, and anticipated residential and employment growth, as physically feasible and as sufficient funds are available.
- 530. **Policy 8.22. Equitable service.** Provide public facilities and services to alleviate service deficiencies and meet level-of-service standards for all Portlanders, including individuals, businesses, and property owners.

- 8.22.a.** In places that are not expected to grow significantly but have existing deficiencies, invest to reduce disparity and improve livability.
  - 8.22.b.** In places that lack basic public facilities or services and also have significant growth potential, invest to enhance neighborhoods, fill gaps, maintain affordability, and accommodate growth.
  - 8.22.c.** In places that are not expected to grow significantly and already have access to complete public facilities and services, invest primarily to maintain existing facilities and retain livability.
  - 8.22.d.** In places that already have access to complete public facilities and services, but also have significant growth potential, invest to fill remaining gaps, maintain affordability, and accommodate growth.
531. **Policy 8.23. Asset management.** Improve and maintain public facility systems using asset management principles to optimize preventative maintenance, reduce unplanned reactive maintenance, achieve scheduled service delivery, and protect the quality, reliability, and adequacy of City services.
532. **Policy 8.24, Risk management.** Maintain and improve Portland’s public facilities to minimize or eliminate economic, social, public health and safety, and environmental risks.
533. **Policy 8.25. Critical infrastructure.** Increase the resilience of high-risk and critical infrastructure through monitoring, planning, maintenance, investment, adaptive technology, and continuity planning.
534. **Policy 8.26. Capital programming.** Maintain long-term capital improvement programs that balance acquisition and construction of new public facilities with maintenance and operations of existing facilities.

The City Council interprets policies 8.20 through 8.26 provide direction on investment priorities for public facilities. The River Plan / South Reach does not include new public facility or infrastructure projects. These policies do not apply.

## Funding

535. **Policy 8.27. Cost-effectiveness.** Establish, improve, and maintain the public facilities necessary to serve designated land uses in ways that cost-effectively provide desired levels of service, consider facilities’ lifecycle costs, and maintain the City’s long-term financial sustainability.
536. **Policy 8.28. Shared costs.** Ensure the costs of constructing and providing public facilities and services are equitably shared by those who benefit from the provision of those facilities and services.
537. **Policy 8.29. System development.** Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility improvements, extensions, or construction to bear a proportional share of the costs.
538. **Policy 8.30. Partnerships.** Maintain or establish public and private partnerships for the development, management, or stewardship of public facilities necessary to serve designated land uses, as appropriate.

The City Council interprets policies 8.27 through 8.30 provide direction on funding public facilities and services within the City of Portland’s Urban Services Boundary. The River Plan / South Reach amendments do not include new public facility or infrastructure projects.

Since Portland’s founding, improvement of local streets has been the responsibility of the adjacent property owners. This has historically been achieved either by a single property owner through a public works permit or through a Local Improvement District (LID), which involves funding from multiple property owners. Improvements to other public facilities occur in conjunction with development or redevelopment through either payment of Systems Development Charges, or requirements to construct the actual improvement. Within the context of the River Plan / South Reach amendments, these policies apply to the degree that private development is required to upgrade and extend services when needed, dedicate requisite right of way to meet street design standards based on the roadway classification, and construct or install other improvements as necessary and proportionate to the level of impact from the development.

The River Plan / South Reach amendments are consistent with these policies since new private development will be reviewed against water (Title 21), sanitary sewer and stormwater management (Title 17) standards to ensure those utility requirements are met prior to construction commencing. Recently Portland Bureau of Transportation (PBOT) adopted changes to the Local Transportation Improvement Charge (LTIC) which allows funds to be collected as development occurs on un- and under-improved local streets. Collection of these funds allows improvements to occur in a holistic, efficient, and comprehensive project based on criteria that equitably provides infrastructure services throughout the city. The River Plan / South Reach amendments do not include changes to these other city titles and are therefore consistent with these policies.

## Public benefits

539. **Policy 8.31, Application of Guiding Principles.** Plan and invest in public facilities in ways that promote and balance the Guiding Principles established in The Vision and Guiding Principles of this Comprehensive Plan.

River Plan / South Reach amendments that identify proposed investments in public facilities and how they promote and balance the Guiding Principles are summarized as follows:

- **Economic Prosperity.** Support a low-carbon economy and foster employment growth, competitiveness and equitably distributed household prosperity.

The plan does not specifically address this role of employment lands and their growth opportunities. No amendments affect achieving this directive.

- **Human Health.** Avoid or minimize negative health impacts and improve opportunities for Portlanders to lead healthy, active lives.

The plan proposes new recreational facilities, bike and pedestrian trails, and access to the Willamette River for swimming and boating, which may be a part of healthy, active lives.

- **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.

The plan proposes an expansion of the urban tree canopy, a wider and more vegetated river setback, the use of green infrastructure, and additional landscaped setbacks and open space areas, to expand the urban forest and the many benefits it provides to the South Reach. See findings for Comprehensive Plan Chapter 7, Environment and Watershed Health, for more information on how the plan weaves nature into the South Reach and protects it for people, fish and wildlife.

- **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 under-represented populations in decisions that affect them. Specifically recognize, address and prevent repetition of the injustices suffered by communities of color throughout Portland’s history.

The plan includes actions that improve and expand transit and active transportation facilities to provide non-auto transportation providing greater access to jobs, affordable housing and other services found in the Central City and other locations in the city. The plan included special outreach to interested NW tribes and the urban Native American community. Project planners offered tribal nations the opportunity to learn about the project and provide input through a presentation at a Native conference, meetings, a boat tour, a special Intergovernmental Review Draft of the plan, prior to public review of a subsequent draft. An event for the Native community was planned with and hosted by urban Native community members to review the plan’s proposals and receive community member input. As a result of this engagement and others throughout the process the plan includes a variety of actions calling for coordination with Native Americans, communities of color and immigrants on culturally-specific programming and activities at public parks and natural areas and working with these communities to address barriers to the use of parks and recreation facilities in the South Reach. Finally, the River General overlay zone contains new archaeological resource protection regulations that apply to mapped sites considered to have a high probability of containing precontact Native American archaeological resources. These regulations will ensure that when Native American artifacts are discovered they will be handled appropriately and coordination with Northwest tribes will occur, if needed.

- **Resilience.** Reduce risk and improve the ability of individuals, communities, economic systems, and the natural and build environments to withstand, recover from, and adapt to changes from natural hazards, human-made disasters, climate change, and economic shifts.

The River Plan / South Reach applies the River Environmental overlay zone to all floodplains and steep slopes, updates floodplain development regulations to reduce future flood risk, and includes action items for better prepare for increased wildfire risk expected as a result of climate change. The amendments are consistent with this directive. Additional information on how the plan is consistent with this directive can be found in the findings for goal 3.B. and 4.D and policies 4.79 and 4.80.



540. **Policy 8.32, Community benefit agreements.** Encourage the use of negotiated community benefit agreements for large public facility projects as appropriate to address environmental justice policies in Chapter 2: Community Involvement.
541. **Policy 8.33, Community knowledge and experience.** Encourage public engagement processes and strategies for larger public facility projects to include community members in identifying potential impacts, mitigation measures and community benefits.

The environmental justice policies of Chapter 2 of the Comprehensive Plan call for plans and investments to “promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.” These policies also call for the elimination of associated disproportionate burdens for communities of color, low-income populations, and other under-served or under-represented groups impacted by decisions; the minimization or mitigation of disproportionate burdens in cases where they cannot be eliminated; and, the use of plans and investments to address disproportionate burdens of previous decisions.

Projects and plans implementing these policies and actions, will including public engagement elements that address the community benefits that are desired and appropriate because of public facility projects, consistent with Policies 8.32 and 8.33, as well as the environmental justice policies of the Comprehensive Plan.

542. **Policy 8.34, Resource efficiency.** Reduce the energy and resource use, waste, and carbon emissions from facilities necessary to serve designated land uses to meet adopted City goals and targets.
543. **Policy 8.35, Natural systems.** Protect, enhance, and restore natural systems and features for their infrastructure service and other values.
544. **Policy 8.36, Context-sensitive infrastructure.** Design, improve, and maintain public rights-of-way and facilities in ways that are compatible with, and that minimize negative impacts on, their physical, environmental, and community context.

The River Plan / South Reach replaces the existing Greenway overlay zones with River overlay zones throughout the study area. These three River overlay zones ensure that new development minimizes its impact along the river and in adjacent habitat corridors by requiring development to meet established standards or demonstrate compliance through a land use review. The River General and River Recreational overlay zones establish a 50-foot river setback for all riverfront properties and include an updated river setback landscaping requirement to guide plant selection in three riverbank subareas. Landscaping requirements in the river setback include mandated tree planting and in all three subareas to increase riverbank tree canopy, which provides habitat and reduces river temperatures. Exterior lighting, bird-safe glazing and residential dock requirements minimize the impact of development on fish and wildlife in the South Reach.

The River Environmental overlay zone has been applied to both the developed and undeveloped floodplain (FEMA 100-year floodplain and 1996 Flood Inundation Area), which will ensure floodplain habitat is preserved and expanded over time. The River Environmental has also been

applied to steep slopes and landslide areas to reduce future climate change-related landslide risk. The River Environmental overlay zone requirements must be met for new development and any infrastructure that serves it.

545. **Policy 8.37. Site- and area-specific needs.** Allow for site- and area-specific public facility standards, requirements, tools, and policies as needed to address distinct topographical, geologic, environmental, and other conditions.
546. **Policy 8.38. Age-friendly public facilities.** Promote public facility designs that make Portland more age-friendly.

Policy 8.38 promotes public facility designs that are age-friendly. River Plan / South Reach amendments address improving the safety and comfort of trails for all users (Objective #3, Action R3C), studying public swimming opportunities with amenities for families (Objective #7, Action R7B), and including seniors and people with disabilities in public engagement around planning for recreation facilities in park and natural areas (Action R1G). These amendments are consistent with policies 8.37 and 8.38.

## Public rights-of-way

547. **Policy 8.39, Interconnected network.** Establish a safe and connected rights-of-way system that equitably provides infrastructure services throughout the city.
548. **Policy 8.40, Transportation function.** Improve and maintain the right-of-way to support multimodal transportation mobility and access to goods and services as is consistent with the designated street classification.
549. **Policy 8.41, Utility function.** Improve and maintain the right-of-way to support equitable distribution of utilities, including water, sanitary sewer, stormwater management, energy, and communications, as appropriate.
550. **Policy 8.42, Stormwater management function.** Improve rights-of-way to integrate green infrastructure and other stormwater management facilities to meet desired levels-of-service and economic, social, and environmental objectives.
551. **Policy 8.43, Trees in rights-of-way.** Integrate trees into public rights-of-way to support City canopy goals, transportation functions, and economic, social, and environmental objectives.
552. **Policy 8.44, Community uses.** Allow community use of rights-of-way for purposes such as public gathering space, events, or temporary festivals, if the community uses are integrated in ways that balance and minimize conflict with the designated through movement and access roles of rights-of-ways.
553. **Policy 8.45, Pedestrian amenities.** Encourage facilities that enhance pedestrian enjoyment, such as transit shelters, garbage containers, benches, etc. in the right-of-way.
554. **Policy 8.46, Commercial uses.** Accommodate allowable commercial uses of the rights-of-way for enhancing commercial vitality, if the commercial uses can be integrated in ways that balance and minimize conflict with the other functions of the right-of-way.

555. **Policy 8.47, Flexible design.** Allow flexibility in right-of-way design and development standards to appropriately reflect the pattern area and other relevant physical, community, and environmental contexts and local needs.

Policies 8.39-8.47 describes desired right-of-way interconnectivity, function, design and use features. River Plan / South Reach amendments address some aspects of these policies, though details of right-of-way design and use features are usually determined during specific right-of-way project implementation activities. There is a Recreation objective (#3) and plan actions that complete remaining gaps in the trail system and seek interconnectivity of/and improvements to rights-of-way (trail accessways) in Action R3G.

Other Riverfront Communities' objectives (#4 and #5) and actions enhance multimodal transportation along/near rights-of way such as bus service improvements in SE and S Portland (C5B), pedestrian and bicycle safety along S. Macadam (C5A), and extending the streetcar to Lake Oswego in the S. Macadam corridor area (C4B). Additionally, specific actions identify design and function improvements to public trails, such as trail-related amenities, and signage and wayfinding (R3C and R3D). There is also a scenic resources objective (#13) and an action R13C that add amenities like benches and signage at designated public viewpoints along trails and at other locations. For these reasons, River Plan / South Reach amendments are consistent with and support these policies.

556. **Policy 8.48, Corridors and City Greenways.** Ensure public facilities located along Civic Corridors, Neighborhood Corridors, and City Greenways support the multiple objectives established for these corridors.

Policy 8.48 ensures that multiple objectives are met along Civic Corridors, Neighborhood Corridors and City Greenways. River Plan / South Reach amendments include public facility improvement projects along the Macadam Civic Corridor, the SE Tacoma Neighborhood Corridor and along City Greenways, which include the Willamette Greenway and Springwater Corridor trails. Plan actions address safe, active transportation and recreation on the trails and along the corridors, and enhanced transit services along the civic and neighborhood corridors. Additional plan actions look to extend the Portland Streetcar through the Macadam area from South Waterfront and consider an alternate bicycle trail to the Willamette Greenway Trail along the Macadam corridor to reduce conflicts on the existing trail. The River Plan / South Reach amendments are consistent with and support this policy.

557. **Policy 8.49. Coordination.** Coordinate the planning, design, development, improvement, and maintenance of public rights-of-way among appropriate public agencies, private providers, and adjacent landowners.

**8.49.a.** Coordination efforts should include the public facilities necessary to support the uses and functions of rights-of-way, as established in policies 8.40 to 8.46.

**8.49.b.** Coordinate transportation and stormwater system plans and investments, especially in unimproved or substandard rights-of-way, to improve water quality, public safety, including for pedestrians and bicyclists, and neighborhood livability.

Policy 8.49 seeks coordination with public agencies, landowners and others on the planning, development, improvement and maintenance of public rights-of-way. Plan actions mentioned

above in the findings for policies 8.39-8.47 include coordination with appropriate public agencies, providers, adjacent landowners and others in the planning, development and implementation of public rights-of-way projects. Therefore, the amendments are consistent with and support this policy.

- 558. **Policy 8.50. Undergrounding.** Encourage undergrounding of electrical and telecommunications facilities within public rights-of-way, especially in centers and along Civic Corridors.
- 559. **Policy 8.51. Right-of-way vacations.** Maintain rights-of-way if there is an established existing or future need for them, such as for transportation facilities or for other public functions established in policies 8.40 to 8.46.

Policies 8.50-8.51 provide direction for undergrounding utilities and right-of-way vacations. River Plan / South Reach amendments do not relate to these policies and therefore they do not apply.

- 560. **Policy 8.52, Rail rights-of-way.** Preserve existing and abandoned rail rights-of-way for future rail or public trail uses.

Policy 8.52 provides direction on preserving existing and abandoned rail rights-of-way for future rail or public uses. River Plan / South Reach amendments are consistent with and support this policy with objectives and actions to complete the Willamette Greenway trail system, extend the Willamette Greenway Trail to Lake Oswego and extend the streetcar to Lake Oswego. All of these involve preserved and abandoned rail rights-of-way.

## Trails

- 561. **Policy 8.53, Public trails.** Establish, improve, and maintain a citywide system of public trails that provide transportation and/or recreation options and are a component of larger network of facilities for bicyclists, pedestrians, and recreational users.

Policy 8.53 provides direction about a citywide system of public trails. The 2035 Comprehensive Plan maps a citywide system of major public trails. The River Plan / South Reach amendments are consistent with and support the maintenance, improvement and expansion of public trails through numerous objectives and actions that safely connect bicyclists and pedestrians to public trails and support improvements that enhance safety and convenient passage along public trails in the South Reach.

- 562. **Policy 8.54, Trail system connectivity.** Plan, improve, and maintain the citywide trail system so that it connects and improves access to Portland's neighborhoods, commercial areas, employment centers, schools, parks, natural areas, recreational facilities, regional destinations, the regional trail system, and other key places that Portlanders access in their daily lives.
- 563. **Policy 8.55, Trail coordination.** Coordinate planning, design, improvement, and maintenance of the trail system among City agencies, other public agencies, non-governmental partners, and adjacent landowners.
- 564. **Policy 8.56, Trail diversity.** Allow a variety of trail types to reflect a trail's transportation and recreation roles, requirements, and physical context.
- 565. **Policy 8.57, Public access requirements.** Require public access and improvement of public trails along the future public trail alignments shown in Figure 8-2 — Future Public Trail Alignments.

566. **Policy 8.58, Trail and City Greenway coordination.** Coordinate the planning and improvement of trails as part of the City Greenways system.

Policies 8.54-8.58 address trail system connectivity, coordination, diversity, public access requirements and trail and greenway coordination. River Plan / South Reach amendments are consistent with and support these policies. A future design concept, vision statement for recreation, objectives and actions address trail system connectivity, coordination with agencies and others, and diversity of trail types. See Recreation section, Riverfront Trails and Connections' objectives (#3 and #4) and associated actions. All actions include partner agencies, groups and others for coordination on trail specifics. One example of trail system coordination with a City Greenway is Recreation objective #4 and action R4A that seeks Brooklyn neighborhood access to the Springwater Corridor Trail and would involve a City Greenway connection from the neighborhood to the riverfront. Brooklyn Objective #1 and actions C1A and C1B also address this neighborhood bicycle and pedestrian connectivity from a transportation perspective. Action R3B realigns the "stars" on the zoning map where a public trail connection is required, shifting a small section of the Springwater Corridor Trail riverside loop alignment to Oaks Amusement Park property. Plan amendments do not change the citywide requirements for public access and improvements of public trail alignments. The amendments are consistent with policies 8.54-8.54.

567. **Policy 8.59, Trail and Habitat Corridor coordination.** Coordinate the planning and improvement of trails with the establishment, enhancement, preservation, and access to habitat corridors.

A variety of elements of River Plan / South Reach will preserve and enhance habitat in conjunction with trail planning and improvements. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River, providing additional area for new and improved trails. There is a landscaping requirement for the setback that requires native plants to be installed during trail development.

The River Environmental overlay zone is applied to land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. In the South Reach, Special Habitat Areas include the Willamette River and adjacent riparian lands, migratory stopover habitat, key habitat corridors and all upland oak habitat. The River Environmental overlay zone ensures that development avoids or minimizes impacts to natural resources, to the extent possible, and requires mitigation for any impacts that are expected. This includes required tree and vegetation planting to mitigate development impact areas and locating mitigation areas to specifically offset any loss in habitat or floodplain functions. These amendments better support Policy 8.59 than existing regulations.

568. **Policy 8.60, Intertwine coordination.** Coordinate with the Intertwine Alliance and its partners, including local and regional parks providers, to integrate Portland's trail and active transportation network with the bi-state regional trail system.

Policy 8.60 provides direction on City coordination with Intertwine. The City of Portland is a member of the Intertwine Alliance. Future projects identified in plan actions that would complete and connect unfinished public trail segments and would have the opportunity to connect with the bi-state regional trail system will be coordinated with the Intertwine Alliance and its partners during design and construction, consistent with Policy 8.60.

## Stormwater Systems

569. **Policy 8.61. Sewer connections.** Require all developments within the city limits to be connected to sanitary sewers unless the public sanitary system is not physically or legally available per City Code and state requirements; or the existing onsite septic system is functioning properly without failure or complaints per City Code and state requirements; and the system has all necessary state and county permits.
570. **Policy 8.62. Combined sewer overflows.** Provide adequate public facilities to limit combined sewer overflows to frequencies established by regulatory permits.
571. **Policy 8.63. Sanitary sewer overflows.** Provide adequate public facilities to prevent sewage releases to surface waters as consistent with regulatory permits.
572. **Policy 8.64. Private sewage treatment systems.** Adopt land use regulations that require any proposed private sewage treatment system to demonstrate that all necessary state and county permits are obtained.
573. **Policy 8.65. Sewer extensions.** Prioritize sewer system extensions to areas that are already developed at urban densities and where health hazards exist.
574. **Policy 8.66. Pollution prevention.** Reduce the need for wastewater treatment capacity through land use programs and public facility investments that manage pollution as close to its source as practical and that reduce the amount of pollution entering the sanitary system.
575. **Policy 8.67. Treatment.** Provide adequate wastewater treatment facilities to ensure compliance with effluent standards established in regulatory permits.

These policies apply to Capital Improvement Project prioritization and planning. The River Plan/South Reach amendments do not affect current capital project priorities. Therefore, these policies do not apply.

576. **Policy 8.68, Stormwater facilities.** Provide adequate stormwater facilities for conveyance, flow control, and pollution reduction.
577. **Policy 8.69, Stormwater as a resource.** Manage stormwater as a resource for watershed health and public use in ways that protect and restore the natural hydrology, water quality, and habitat of Portland's watersheds.
578. **Policy 8.70, Natural systems.** Protect and enhance the stormwater management capacity of natural resources such as rivers, streams, creeks, drainageways, wetlands, and floodplains.
579. **Policy 8.71, Green infrastructure.** Promote the use of green infrastructure, such as natural areas, the urban forest, and landscaped stormwater facilities, to manage stormwater.

The River Environmental overlay zone requires that impervious surfaces be minimized to reduce impacts on natural resources and to reduce stormwater entering the Willamette River and other waterways. Additionally, existing regulations that address stormwater conveyance, including the Stormwater Management Manual, are applicable to future development. The regulations encourage reduction of impervious surfaces and require that new impervious surfaces be treated for stormwater runoff quantity and/or quality. The manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques. These techniques include tree

canopy, ecoroofs, bioswales and pervious paving. The River Plan / South Reach is consistent with policies 8.68-8.71.

- 580. **Policy 8.72. Stormwater discharge.** Avoid or minimize the impact of stormwater discharges on the water and habitat quality of rivers and streams.
- 581. **Policy 8.73. On-site stormwater management.** Encourage on-site stormwater management, or management as close to the source as practical, through land use decisions and public facility investments.
- 582. **Policy 8.74. Pollution prevention.** Coordinate policies, programs, and investments with partners to prevent pollutants from entering the stormwater system by managing point and non-point pollution sources through public and private facilities, local regulations, and education.
- 583. **Policy 8.75. Stormwater partnerships.** Provide stormwater management through coordinated public and private facilities, public-private partnerships, and community stewardship.

These policies are ensured through application of the City’s Stormwater Management Manual. Stormwater management is critical to maintaining and enhancing the City’s livability and improving watershed health. The Stormwater Management Manual (SWMM) allows the City of Portland to protect both watershed resources and infrastructure investments with every development or improvement. Implementing the requirements in this manual helps protect Portland’s water resources, which in turn will provide great benefit to human health, fish and wildlife habitat, recreational resources, and drinking water. The River Plan / South Reach amendments do not change the applicability of the SWMM and projects built under the new zoning rules continue to be subject to those standards. As each project meets the requirements of this manual, it will contribute to achieving these important citywide goals. City Council further incorporates the findings of Chapter 7 relating to watershed health and stormwater as relevant findings here.

## Flood management

- 584. **Policy 8.76, Flood management.** Improve and maintain the functions of natural and managed drainageways, wetlands, and floodplains to protect health, safety, and property, provide water conveyance and storage, improve water quality, and maintain and enhance fish and wildlife habitat.
- 585. **Policy 8.77, Floodplain management.** Manage floodplains to protect and restore associated natural resources and functions and to minimize the risks to life and property from flooding.
- 586. **Policy 8.78, Flood management facilities.** Establish, improve, and maintain flood management facilities to serve designated land uses through planning, investment and regulatory requirements.

The amendments are equally or more supportive of this policy than current regulations in the following ways:

- A. The *River Plan / South Reach Natural Resources Protection Plan (SRNRPP)* provides a comprehensive inventory of natural resources, including providing data specifically addressing five “inventory sites” within the study area. The SRNRPP documents the quantity and quality of the following features: river, streams, drainageways, wetlands, flood areas, riverbank treatments, forests, woodlands, shrublands, herbaceous vegetation, steep slopes and special

habitat areas, which are unique, rare or declining habitats and habitats that support special status or at-risk fish, wildlife and plant species. The functions evaluated in the inventory include: microclimate and shade; stream flow moderation and water storage; bank function, and sediment, pollution and nutrient control; large wood and channel dynamics; organic inputs, food web and nutrient cycling; riparian wildlife movement corridor; habitat patch size and interior area; connectivity between habitat patches; and proximity to water. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions and enhancing the resources to improve quality, quantity and connectivity of habitats.

- B. The River Environmental overlay zone is applied to the Willamette River, land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. The application of the River Environmental overlay zone to all land within 100 feet of top of bank represents an expansion of protections within the riparian corridor that aims to increase the width and quality of the riparian buffer. All new development in the River Environmental must avoid, minimize, then mitigate impacts on natural resources. Tree removal must be mitigated through replanting in the disturbance area. Additionally, project impacts must be mitigated via standards or the River Review process. Projects subject to River Review must demonstrate that the selected alternative will have the least impact on identified resources and functional values;
- C. The river setback is increased for roughly half of River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be installed with development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that the expansion is appropriate because the purpose of the setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. The expanded setback will ensure that adverse impacts on river functions, including water quality, flooding and fish and wildlife habitat, will be minimized and habitat connectivity improved;
- D. Development that is not river-dependent or river-related within the new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement draws on guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP) and will expand and improve riparian habitat along the river, increasing floodplain management capacity in the area;
- E. Action W7A directs the City to work with FEMA and/or other organizations to conduct floodplain modeling and analyses to estimate future flood risk and update the City’s flood



maps. This will enable the City to better plan for and minimize future flood risk in the South Reach; and

- F. Existing regulations through City Code Title 24, Building Regulations, are also applicable to future development. These regulations require review of impacts within the river and floodplain including a test of no net rise and balancing of fill placed in the floodplain with an equal cut.

587. **Policy 8.79. Drainage district coordination.** Coordinate with drainage districts that provide stormwater management, conveyance, and flood mitigation, protection, and control services within the City's Urban Services Boundary.

Policy 8.79 calls for coordination with drainage districts for a variety of different considerations in the urban services boundary. The River Plan / South Reach amendments do not change existing requirements for coordination with drainage districts. This policy does not apply.

588. **Policy 8.80. Levee coordination.** Coordinate plans and investments with special districts and agencies responsible for managing and maintaining certification of levees along the Columbia River.

Policy 8.80 describes levee coordination of levees along the Columbia River. River Plan / South Reach amendments address a section of the Willamette river/riverfront. This policy does not apply.

## Water Systems

589. **Policy 8.81. Primary supply source.** Protect the Bull Run watershed as the primary water supply source for Portland.
590. **Policy 8.82. Bull Run protection.** Maintain a source-protection program and practices to safeguard the Bull Run watershed as a drinking water supply.
591. **Policy 8.83. Secondary supply sources.** Protect, improve, and maintain the Columbia South Shore wellfield groundwater system, the Powell Valley wellfield groundwater system, and any other alternative water sources designated as secondary water supplies.
592. **Policy 8.84. Groundwater wellfield protection.** Maintain a groundwater protection program and practices to safeguard the Columbia South Shore wellfield and the Powell Valley wellfield as drinking water supplies.
593. **Policy 8.85. Water quality.** Maintain compliance with state and federal drinking water quality regulations.
594. **Policy 8.86. Storage.** Provide sufficient in-city water storage capacity to serve designated land uses, meet demand fluctuations, maintain system pressure, and ensure supply reliability.
595. **Policy 8.87. Fire protection.** Provide adequate water facilities to serve the fire protection needs of all Portlanders and businesses.
596. **Policy 8.88. Water pressure.** Provide adequate water facilities to maintain water pressure in order to protect water quality and provide for the needs of customers.

- 597. **Policy 8.89. Water efficiency.** Reduce the need for additional water facility capacity and maintain compliance with state water resource regulations by encouraging efficient use of water by customers within the city.
- 598. **Policy 8.90. Service interruptions.** Maintain and improve water facilities to limit interruptions in water service to customers.
- 599. **Policy 8.91. Outside user contracts.** Coordinate long-term water supply planning and delivery with outside-city water purveyors through long-term wholesale contracts.

The City Council interprets policies 8.81-8.91 to apply to the provision of water service. The River Plan / South Reach amendments do not include comprehensive map amendments that would affect water service and amend the Citywide Systems Plan. Therefore, these changes will not adversely impact the City's water system. These policies do not apply.

## **Parks and recreation**

- 600. **Policy 8.92, Acquisition, development, and maintenance.** Provide and maintain an adequate supply and variety of parkland and recreational facilities to serve the city's current and future population based on identified level-of-service standards and community needs.
- 601. **Policy 8.93, Service equity.** Invest in acquisition and development of parks and recreation facilities in areas where service-level deficiencies exist.
- 602. **Policy 8.94. Capital programming.** Maintain a long-range park capital improvement program, with criteria that considers acquisition, development, and operations; provides opportunities for public input; and emphasizes creative and flexible financing strategies.
- 603. **Policy 8.95, Park planning.** Improve parks, recreational facilities, natural areas, and the urban forest in accordance with current master plans, management plans, or adopted strategies that reflect user group needs, development priorities, development and maintenance costs, program opportunities, financing strategies, and community input.

Policies 8.92-8.95 provide direction on the acquisition, development, capital programming and planning for parks and recreation facilities. River Plan / South Reach amendments are consistent with and support these policies. The City's Vision 2020 plan identified the how to achieve an adequate supply of parks and recreation facilities citywide. The 2035 Citywide Systems Plan lays out capital programming for parks and recreation. River Plan / South Reach amendments address a geographic area along the Willamette River that includes over 300 acres of open space zoning. Numerous plan objectives and actions relate to parks, recreation and natural areas. Examples are: Action W3A – prepare a coordinated management plan for the Ross Island Natural Area/Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area complex, Recreation Objective #1 – Complete plans and implement physical and programmatic improvements for South Reach parks, natural areas and trails, and Recreation action R1A – identify funding to complete implementation of the Willamette Park Redevelopment and Phasing Plan. Additionally, Recreation Objective #2 and actions R2A-R2C develop culturally-specific programming and activities at parks, natural areas and in-river waters, promoting these programs and activities to a broader demographic citywide to achieve service equity.

604. **Policy 8.96, Recreational trails.** Establish, improve, and maintain a complete and connected system of public recreational trails, consistent with Portland Parks & Recreation’s trail strategy.

Policy 8.96 provides direction on a connected system of recreational trails. River Plan / South Reach amendments are consistent with and support this policy with objectives and actions that improve, maintain and complete a connected system of recreational trails consistent with the city’s trail strategy. Recreation objectives #3 and #4 and associated actions look to identify funding and complete gaps in the trail system, improve existing trail facilities, and identify new connections to the trail system such as from the Brooklyn neighborhood to the riverfront and Springwater Corridor Trail.

A new map in the Scenic Overlay Zone chapter of the Zoning Code (33.480) identifies a number of designated public viewpoints along the Greenway trail where the addition of amenities will be required as a part of future development. These amenities will identify public scenic viewpoints more clearly and serve as future gathering spaces along the Greenway trail system.

Additionally, the Willamette River Greenway Inventory identifies recreational trails within the Willamette River Greenway boundary, along with the amount of completed trail sections consistent with this policy.

605. **Policy 8.97, Natural resources.** Preserve, enhance, and manage City-owned natural areas and resources to protect and improve their ecological health, in accordance with both the natural area acquisition and restoration strategies, and to provide compatible public access.

The River Environmental overlay zone will be applied to City -owned natural areas and resources. The River Environmental overlay zone requires tree preservation and replacement within and landward of the river setback will increase tree canopy in the study area. Trees replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. Only trees on the Nuisance Plants list in the *Portland Plant List* will be exempted from these requirements. However, replanting will still be required when nuisance species are removed. These tree preservation and planting requirements will apply within City-owned natural areas.

Additionally, the River Environmental overlay zone allows for the thinning of tree saplings planted as a part of resource enhancement projects. This allowance will enable City staff undertaking restoration projects to effectively manage trees and their relationships with surrounding vegetation without requiring land use review.

606. **Policy 8.98, Urban forest management.** Manage urban trees as green infrastructure with associated ecological, community, and economic functions, through planning, planting, and maintenance activities, education, and regulation.

The River Plan / South Reach includes amendments to the Zoning Code – both in 33.475, River Overlay Zones and 33.865, River Review – that will ensure the preservation and expansion of tree canopy in the study area. Trees in the river setback that are 1.5 inches diameter or greater at breast height (dbh) must be replaced if removed. Landward of the river setback, trees three inches dbh or greater will be required to be replaced. These new tree requirements will increase tree canopy in

both the riparian and upland areas, strengthening existing and creating new habitat corridors and ensuring a more contiguous forest canopy for wildlife species.

607. **Policy 8.99, Recreational facilities.** Provide a variety of recreational facilities and services that contribute to the health and well-being of Portlanders of all ages and abilities.

Policy 8.99 provides direction on the provision of a variety of recreational facilities and services that contribute to the health and well-being of all Portlanders. River Plan / South Reach amendments are consistent with and support this policy. A future design concept and vision for recreation, plan objectives and actions, and a zoning code provision to allow a limited amount of commercial development at 3 parks sites illustrate and contribute to diverse recreational facilities and services for all Portlanders. Plan objectives and actions address on-land and in-river parks and recreation facilities and services that include active and passive recreation. Recreation facilities and services' planning and improvements are identified for trails, parks activities and programming, birding and hiking in natural areas, motorized and nonmotorized boating, fishing, swimming and viewing scenic resources. Specific objectives and actions relate to culturally-specific parks and natural areas programming, and trail improvements such as adding benches and other amenities, will benefit people of all ages and abilities. See Recreation objectives and actions.

608. **Policy 8.100. Self-sustaining Portland International Raceway (PIR).** Provide for financially self-sustaining operations of PIR, and broaden its programs and activities to appeal to families, diverse communities, and non-motorized sports such as biking and running.

609. **Policy 8.101. Self-sustaining and inclusive golf facilities.** Provide financially self-sustaining public golf course operations. Diversify these assets to attract new users, grow the game, provide more introductory-level programming, and expand into other related recreational opportunities such as foot golf and disk golf.

Policies 8.100-8.101 address Portland International Raceway and golf facilities. Neither of these recreational facilities are located in River Plan / South Reach project area. These policies do not apply.

610. **Policy 8.102 Specialized recreational facilities.** Establish and manage specialized facilities within the park system that take advantage of land assets and that respond to diverse, basic, and emerging recreational needs.

Policy 8.102 provides direction on specialized recreation facilities like golf courses, tennis facilities and Portland International Raceway. There are no such facilities in the South Reach. Therefore, this policy does not apply.

611. **Policy 8.103, Public-private partnerships.** Encourage public-private partnerships to develop and operate publicly-accessible recreational facilities that meet identified public needs.

Policy 8.103 provides direction on public-private partnerships related to publicly-accessible recreational facilities. River Plan / South Reach amendments are consistent with and support this policy. Recreation Objective #6 and actions R6A and R6B support public-private partnerships in developing and/or expanding publicly-accessible recreation experiences. Specifically identified is public-private coordination between the City and Oaks Amusement Park to explore the creation of a publicly-accessible swimming beach.

## Public safety and emergency response

612. **Policy 8.104. Emergency preparedness, response, and recovery coordination.** Coordinate land use plans and public facility investments between City bureaus, other public and jurisdictional agencies, businesses, community partners, and other emergency response providers, to ensure coordinated and comprehensive emergency and disaster risk reduction, preparedness, response, and recovery.
613. **Policy 8.105. Emergency management facilities.** Provide adequate public facilities – such as emergency coordination centers, communications infrastructure, and dispatch systems – to support emergency management, response, and recovery.
614. **Policy 8.106. Police facilities.** Improve and maintain police facilities to allow police personnel to efficiently and effectively respond to public safety needs and serve designated land uses.
615. **Policy 8.107. Community safety centers.** Establish, coordinate, and co-locate public safety and other community services in centers.
616. **Policy 8.108. Fire facilities.** Improve and maintain fire facilities to serve designated land uses, ensure equitable and reliable response, and provide fire and life safety protection that meets or exceeds minimum established service levels.
617. **Policy 8.109. Mutual aid.** Maintain mutual aid coordination with regional emergency response providers as appropriate to protect life and ensure safety.
618. **Policy 8.110. Community preparedness.** Enhance community preparedness and capacity to prevent, withstand, and recover from emergencies and natural disasters through land use decisions and public facility investments.
619. **Policy 8.111. Continuity of operations.** Maintain and enhance the City's ability to withstand and recover from natural disasters and human-made disruptions in order to minimize disruptions to public services.

The City Council interprets policies 8.104 through 8.111 to address the provision of public safety and emergency response services and facilities and are addressed in Chapter 10 of the Citywide Systems Plan (CSP). Under day-to-day circumstances, emergency response infrastructure is utilized by bureaus in the City's four-legged stool of emergency response – the Portland Police Bureau (PPB), Portland Fire and Rescue (PF&R), the Bureau of Emergency Communications (BOEC), and the Portland Bureau of Emergency Management (PBEM). This emergency response system places BOEC as the first point of contact for emergency calls, with dispatchers then directing incidents to PPB or PF&R depending on the situation. When incidents or events require the involvement of additional City bureaus, PBEM steps in to coordinate emergency response on a broader scale.

Disaster response and preparedness, including community preparedness, an assessment and planning for adequate emergency management facilities and continuity of operations for City services, is primarily handled through the coordination efforts of PBEM and are not affected by River Plan / South Reach amendments.

The Police Bureau is primarily responsible for Police and community safety center facilities. Police response is handled through BOEC dispatch to patrols which already service the River Plan / South Reach study area and are thus not affected by these amendments.

The Fire Bureau is responsible for fire facilities planning and maintenance. The 2007 Portland Fire Code, which is based on the 2007 Oregon Fire Code and the International Fire Code (IFC), is implemented by the City of Portland Fire Marshall and provides development and design guidelines to reduce loss of life and property due to fire. The Fire Bureau reviews land use legislative changes to ensure that facilities planning and needs are adequately accounted for to ensure equitable and reliable response.

River Plan / South Reach amendments do not impact these policies.

## **Solid waste management**

620. **Policy 8.112, Waste management.** Ensure land use programs, rights-of-way regulations, and public facility investments allow the City to manage waste effectively and prioritize waste management in the following order: waste reduction, recycling, anaerobic digestion, composting, energy recovery, and then landfill.

The City Council interprets this policy to address the provision of waste management services and not related to the River Plan / South Reach's update to the Willamette Greenway Plan. This policy does not apply.

## **School facilities**

621. **Policy 8.113, School district capacity.** Consider the overall enrollment capacity of a school district – as defined in an adopted school facility plan that meets the requirements of Oregon Revised Statute 195 – as a factor in land use decisions that increase capacity for residential development.
622. **Policy 8.114, Facilities Planning.** Facilitate coordinated planning among school districts and City bureaus, including Portland Parks and Recreation, to accommodate school site/facility needs in response to most up-to-date growth forecasts.
623. **Policy 8.115, Co-location.** Encourage public school districts, Multnomah County, the City of Portland, and other providers to co-locate facilities and programs in ways that optimize service provision and intergenerational and intercultural use.
624. **Policy 8.116, Community use.** Encourage public use of public school grounds for community purposes while meeting educational and student safety needs and balancing impacts on surrounding neighborhoods.
625. **Policy 8.117, Recreational use.** Encourage publicly-available recreational amenities (e.g. athletic fields, green spaces, community gardens, and playgrounds) on public school grounds for public recreational use, particularly in neighborhoods with limited access to parks.
626. **Policy 8.118, Schools as emergency aid centers.** Encourage the use of seismically-safe school facilities as gathering and aid-distribution locations during natural disasters and other emergencies.

- 627. **Policy 8.119, Facility adaptability.** Ensure that public schools may be upgraded to flexibly accommodate multiple community-serving uses and adapt to changes in educational approaches, technology, and student needs over time.
- 628. **Policy 8.120, Leverage public investment.** Encourage City public facility investments that complement and leverage local public school districts' major capital investments.
- 629. **Policy 8.122, Private institutions.** Encourage collaboration with private schools and educational institutions to support community and recreational use of their facilities.

The City Council interprets policies 8.115-8.122 to address school facilities and not development on private land. The amendments do not change existing school-related programs or regulations. These policies do not apply.

## Technology and communications

- 630. **Policy 8.123. Technology and communication systems.** Maintain and enhance the City's technology and communication facilities to ensure public safety, facilitate access to information, and maintain City operations.
- 631. **Policy 8.124. Equity, capacity, and reliability.** Encourage plans and investments in technology and communication infrastructure to ensure access in all areas of the city, reduce disparities in capacity, and affordability, and to provide innovative high-performance, reliable service for Portland's residents and businesses.

The City Council interprets policies 8.123 and 8.124 to address the provision technology and communication services and not development on private land. These policies do not apply.

## Energy infrastructure

- 632. **Policy 8.125, Energy efficiency.** Promote efficient and sustainable production and use of energy resources by residents and businesses, including low-carbon renewable energy sources, district energy systems, and distributed generation, through land use plans, zoning, and other legislative land use decisions.
- 633. **Policy 8.126. Coordination.** Coordinate with energy providers to encourage investments that ensure reliable, equitable, efficient, and affordable energy for Portland residents and businesses.

The River Plan / South Reach amendments do not address production or use of energy resources by residents and businesses. These policies do not apply.

## Transportation: Goals

- 634. **Goal 9.A: Safety.** Transportation safety impacts the livability of a city and the comfort and security of those using City streets. Comprehensive efforts to improve transportation safety through engineering, education, enforcement and evaluation will be used to eliminate traffic-related fatalities and serious injuries from Portland's transportation system.

Goal 9.A provides direction on a safe transportation system. PBOT is the bureau primarily charged with ensuring the improved safety of the City's transportation network. PBOT works in conjunction with community partners and the Police Bureau to strengthen education efforts and enforce Title 16. PBOT has recently launched a new campaign, Vision Zero to eliminate traffic related fatalities.

Vision Zero is a strategy to eliminate all traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all. The River Plan / South Reach amendments do not affect these efforts or programs. Therefore, Goal 9.A continues to be met.

635. **Goal 9.B: Multiple goals.** Portland’s transportation system is funded and maintained to achieve multiple goals and measurable outcomes for people and the environment. The transportation system is safe, complete, interconnected, multimodal, and fulfills daily needs for people and businesses.

Goal 9.B is about Portland’s transportation that achieves multiple goals for people and the environment. The Transportation System Plan (TSP) establishes the framework for identifying and funding transportation system projects that achieve multiple goals and outcomes that meet Goal 9.B. The River Plan / South Reach amendments are consistent with Goal 9.B with actions that identify improvements for bicyclists, pedestrians and transit users in particular, consistent with projects already in the TSP.

636. **Goal 9.C: Great places.** Portland’s transportation system enhances quality of life for all Portlanders, reinforces existing neighborhoods and great places, and helps make new great places in town centers, neighborhood centers and corridors, and civic corridors.

Goal 9.C provides direction on the transportation system creating great places such as in neighborhood centers and corridors and civic corridors. The design classifications for different streets are embedded in the TSP and remain unchanged by the River Plan / South Reach amendments. There is an opportunity with implementation of plan action C6D, which is about conducting a community planning process to update the Macadam Plan District to reinforce S. Macadam Avenue as a great civic corridor. There is also an opportunity to enhance SE Tacoma neighborhood corridor as a great place through actions C2A, develop a Sellwood Bridgehead Development Concept, and C2B, implement the Tacoma Main Street Improvements project.

637. **Goal 9.D: Environmentally sustainable.** The transportation system increasingly uses active transportation, renewable energy, or electricity from renewable sources, achieves adopted carbon reduction targets, and reduces air pollution, water pollution, noise, and Portlanders’ reliance on private vehicles.

Goal 9.D provides direction on a transportation system that increasingly uses active transportation and renewable sources to achieve carbon reduction targets, reduce pollution and reliance on private vehicles. This goal is primarily implemented through the TSP and Climate Action Plan. However, River Plan / South Reach amendments include objectives and actions that promote active transportation including walking, bicycling and transit use to reduce reliance on private vehicles. The amendments are consistent with Goal 9.D.

638. **Goal 9.E: Equitable transportation.** The transportation system provides all Portlanders options to move about the city and meet their daily needs by using a variety of safe, efficient, convenient, and affordable modes of transportation. Transportation investments are responsive to the distinct needs of each community.

Goal 9.E provides direction on equitable transportation options for all Portlanders. The River Plan / South Reach meets this goal with the plan’s emphasis on a safe affordable, efficient and accessible transportation system that prioritizes walking, bicycling and transit. River Plan / South Reach



amendments do not significantly alter the TSP's implementation of equitable transportation options. The amendments are consistent with this policy with active transportation facility and service improvements that provide affordable options for active transportation. One example is action C5B, that works with TriMet to add more bus services on lines that serve the South Reach area pursuant to the recommendations from TriMet's service enhancement plans.

639. **Goal 9.F: Positive health outcomes.** The transportation system promotes positive health outcomes and minimizes negative impacts for all Portlanders by supporting active transportation, physical activity, and community and individual health.

Goal 9.F provides direction on a transportation system that promotes positive health outcomes. River Plan / South Reach amendments include objectives and actions that improve and enhance opportunities for walking, bicycle and transit use, which promotes positive health outcomes through physical activity. The amendments are consistent with Goal 9.F.

640. **Goal 9.G: Opportunities for prosperity.** The transportation system supports a strong and diverse economy, enhances the competitiveness of the city and region, and maintains Portland's role as a West Coast trade gateway and freight hub by providing efficient and reliable goods movement, multimodal access to employment areas and educational institutions, as well as enhanced freight access to industrial areas and intermodal freight facilities. The transportation system helps people and businesses reduce spending and keep money in the local economy by providing affordable alternatives to driving.

Goal 9.G provides direction on a transportation system that supports economic prosperity. The River Plan / South Reach amendments are an update to the Willamette Greenway Plan for a section of the Willamette riverfront that is outside of Central City and Portland's industrial and employment districts. Therefore, the amendments do not affect or alter Portland's role as a West Coast trade gateway and freight hub.

641. **Goal 9.H: Cost effectiveness.** The City analyzes and prioritizes capital and operating investments to cost effectively achieve the above goals while responsibly managing and protecting our past investments in existing assets.

Goal 9.H addresses the cost effectiveness of transportation investments to achieve citywide goals responsibly. The Transportation System Plan includes a financing program and establishes a financial framework for making investment choices in the transportation system. The River Plan / South Reach amendments do not alter or affect the TSP financial plan or scenarios. Therefore, Goal 9.H continues to be met through the TSP.

642. **Goal 9.I: Airport Futures.** Promote a sustainable airport (Portland International Airport [PDX]) by meeting the region's air transportation needs without compromising livability and quality of life for future generations.

Goal 9.I applies to Portland International Airport. River Plan / South Reach amendments do not address the airport. This goal is not applicable.

## Transportation: Policies

### Designing and planning

643. **Policy 9.1, Street design classifications.** Maintain and implement street design classifications consistent with land use plans, environmental context, urban design pattern areas, and the Neighborhood Corridor and Civic Corridor Urban Design Framework designations.

Policy 9.1 provides direction on maintaining and implementing a street classification system. River Plan / South Reach amendments are consistent with this policy as TSP Street Design Classification descriptions were adopted in the Comprehensive Plan Task 5 (December 2016) and are consistent with land use plans, environmental context, urban design pattern areas, and were not changed as part of River Plan / South Reach.

644. **Policy 9.2, Street policy classifications.** Maintain and implement street policy classifications for pedestrian, bicycle, transit, freight, emergency vehicle, and automotive movement, while considering access for all modes, connectivity, adjacent planned land uses, and state and regional requirements.

Policy 9.2 provides direction on maintaining and implementing street policy classifications for transportation modes. River Plan / South Reach amendments are consistent with this policy because TSP Classification descriptions were updated in Comp Plan Task 5 (December 2016) and TSP Stage 3 and are consistent with land use plans, environmental context, urban design pattern areas, and were not changed as part of River Plan / South Reach.

**9.2.a,** Designate district classifications that emphasize freight mobility and access in industrial and employment areas serving high levels of truck traffic and to accommodate the needs of intermodal freight movement.

Policy 9.2.a does not apply to the River Plan / South Reach amendments because there are no amendments that affect industrial and employment areas that require high levels of truck traffic.

**9.2.b,** Designate district classifications that give priority to pedestrian access in areas where high levels of pedestrian activity exist or are planned, including the Central City, Gateway regional center, town centers, neighborhood centers, and transit station areas.

The River Plan / South Reach amendments did not alter the district classifications that give priority to pedestrians. Therefore, this policy does not apply.

**9.2.c,** Designate district classifications that give priority to bicycle access and mobility in areas where high levels of bicycle activity exist or are planned, including Downtown, the River District, Lloyd District, Gateway Regional Center, town centers, neighborhood centers, and transit station areas.

The River Plan / South Reach amendments did not alter district classifications that give priority to bicycle access. Therefore, this policy does not apply.

645. **Policy 9.3, Transportation System Plan.** Maintain and implement the Transportation System Plan (TSP) as the decision-making tool for transportation-related projects, policies, programs, and street design.

Policy 9.3 provides direction on maintaining and implementing a Transportation System Plan (TSP) as a decision-making tool. River Plan / South Reach amendments are consistent with this policy because plan actions include TSP projects such as for extending the streetcar to Lake Oswego. Additionally, there are plan actions that are not in the TSP and that will need to be included in the next update of the TSP to maintain it. These actions include: C3A and C3B for improving multimodal safety and addressing parking management around the SE Spokane Street/Oaks Park Way and Springwater Corridor Trail area, and C5C, studying an alternative north-south bicycle connection within the Macadam Corridor area.

646. **Policy 9.4, Use of classifications.** Plan, develop, implement, and manage the transportation system in accordance with street design and policy classifications outlined in the Transportation System Plan.

Policy 9.4 provides direction on the use of street design and policy classifications in the TSP. River Plan / South Reach amendments are consistent with this policy because the amendments are consistent with the updated TSP classifications from Comp Plan Task 5 and the 2016 updated TSP classification descriptions.

647. **Policy 9.5, Mode share goals and Vehicle Miles Travelled (VMT) reduction.** Increase the share of trips made using active and low-carbon transportation modes. Reduce VMT to achieve targets set in the most current Climate Action Plan and Transportation System Plan, and meet or exceed Metro's mode share and VMT targets.

Policy 9.5 provides direction on increasing the share of trips made using active transportation. The River Plan / South Reach amendments are consistent with and implement this policy with numerous actions that seek improvements to existing and planning and development of future bicycle and pedestrian facilities including trails to enhance the bicycle and pedestrian network within and to and from the South Reach area. Additional plan actions seek improvements to existing transit services and the extension of the streetcar to Lake Oswego. All of these actions will facilitate and encourage the use of active transportation for purposeful and recreation trips and will help reduce vehicle miles traveled in the South Reach area.

648. **Policy 9.6, Transportation strategy for people movement.** Design the system to accommodate the most vulnerable users, including those that need special accommodation under the Americans with Disabilities Act (ADA). Implement a prioritization of modes for people movement by making transportation system decisions per the following ordered list:

- Walking
- Bicycling
- Transit
- Taxi / commercial transit / shared vehicles
- Zero emission vehicles
- Other single-occupancy vehicles
- When implementing this prioritization ensure that:
- The needs and safety of each group of users are considered, and changes do not make existing conditions worse for the most vulnerable users.

- All users' needs are balanced with the intent of optimizing the right of way for multiple modes on the same street.
- When necessary to ensure safety, accommodate some users on parallel streets as part of multi-street corridors.
- Land use and system plans, network functionality for all modes, other street functions, and complete street policies, are maintained.
- Policy-based rationale is provided if modes lower in the ordered list are prioritized.

Policy 9.6 provides direction on the transportation movement of all people including vulnerable populations. River Plan / South Reach amendments are consistent with and implement this policy through an objective (Riverfront Trails and Connection Objective 3) and actions such as R3C, which seek trail improvements for trail users of all abilities, and C2A enhancing active transportation around the Sellwood bridgehead.

649. **Policy 9.7, Moving goods and delivering services.** In tandem with people movement, maintain efficient and reliable movement of goods and services as a critical transportation system function. Prioritize freight system reliability improvements over single-occupancy vehicle mobility where there are solutions that distinctly address those different needs.

Policy 9.7 provides direction on the movement of goods and services. The River Plan / South Reach amendments are consistent with this policy as there are no plan objectives or actions that relate to the delivery of goods and services. However, there are plan objectives and actions that promote active transportation, reducing vehicle use and congestion and facilitating the movement of goods and services. See finding for Policy 9.5.

650. **Policy 9.8, Affordability.** Improve and maintain the transportation system to increase access to convenient and affordable transportation options for all Portlanders, especially those who have traditionally been under-served or under-represented or have historically borne unequal burdens.

Policy 9.8 provides direction on improving and maintaining an affordable transportation system to increase access for all Portlanders. The River Plan / South Reach amendments contain numerous objectives and actions for active transportation facility and service improvements that provide safe, convenient and affordable bicycling, walking and transit options for all Portlanders, to, through and from the South Reach area.

651. **Policy 9.9, Accessible and age-friendly transportation system.** Ensure that transportation facilities are accessible to people of all ages and abilities, and that all improvements to the transportation system (traffic, transit, bicycle, and pedestrian) in the public right-of-way comply with the Americans with Disabilities Act of 1990. Improve and adapt the transportation system to better meet the needs of the most vulnerable users, including the young, older adults, and people with different abilities.

Policy 9.9 provides direction on ensuring an accessible transportation for all. The River Plan / South Reach amendments are consistent with and implement this policy. See finding for Policy 9.6.

652. **Policy 9.10, Geographic policies.** Adopt geographically-specific policies in the Transportation System Plan to ensure that transportation infrastructure reflects the unique topography, historic

character, natural features, system gaps, economic needs, demographics, and land uses of each area. Use the Pattern Areas identified in Chapter 3: Urban Form as the basis for area policies.

Policy 9.10 provides direction on adopting geographic-specific policies in the TSP. The River Plan / South Reach amendments do not alter geographic-specific policies in the TSP. This policy does not apply.

## Land use, development, and placemaking

653. **Policy 9.11, Land use and transportation coordination.** Implement the Comprehensive Plan Map and the Urban Design Framework through coordinated long-range transportation and land use planning. Ensure that street policy and design classifications and land uses complement one another.

Policy 9.11 provides direction and land use and transportation coordination. Portland Bureau of Transportation staff worked cooperatively with Bureau of Planning and Sustainability staff on the development of the River Plan / South Reach amendment to ensure street policy and design classification and land uses complement one another.

654. **Policy 9.12, Growth strategy.** Use street design and policy classifications to support Goals 3A-3G in Chapter 3: Urban Form. Consider the different design contexts and transportation functions in Town Centers, Neighborhood Centers, Neighborhood Corridors, Employment Areas, Freight Corridors, Civic Corridors, Transit Station Areas, and Greenways.

Policy 9.13 provides direction on the City's growth strategy. River Plan / South Reach amendments meet this policy by including street classification policy descriptions and maps that were adopted in 2007 and as part of the Comp Plan in 2016.

655. **Policy 9.13, Development and street design.** Evaluate adjacent land uses to help inform street classifications in framing, shaping, and activating the public space of streets. Guide development and land use to create the kinds of places and street environments intended for different types of streets.

Policy 9.13 provides direction on adjacent land uses informing street classifications and activating public space of streets. River Plan / South Reach amendments do not change land uses along public streets. Therefore, this policy does not apply.

## Streets as public spaces

656. **Policy 9.14, Streets for transportation and public spaces.** Integrate both placemaking and transportation functions when designing and managing streets by encouraging design, development, and operation of streets to enhance opportunities for them to serve as places for community interaction, environmental function, open space, tree canopy, recreation, and other community purposes.
657. **Policy 9.15, Repurposing street space.** Encourage repurposing street segments that are not critical for transportation connectivity to other community purposes.
658. **Policy 9.16, Design with nature.** Promote street alignments and designs that respond to topography and natural features, when feasible, and protect streams, wildlife habitat, and native trees.

Policies 9.14-9.16 provide direction on streets as public spaces for community interaction and community purposes, and designing streets with nature in mind. The requirements of the River overlay zones, in combination with the application of the *Citywide Design Guidelines* and a Macadam Character Statement and plan objectives and relevant actions related to active transportation system improvements, will ensure that future development along and near the river effectively responds to the riverfront and that impacts on natural resources and hazard areas (e.g., steep slopes and landslide hazard areas) will be minimized. Tree replacement requirements will increase tree canopy over time, improving stormwater management and reducing heat island effects in the area. Additionally, updated floodplain development regulations will reduce future flood risk and increase resilience in the area. The amendments are consistent with policies 9.14-9.16.

## Modal policies

- 659. **Policy 9.17, Pedestrian transportation.** Encourage walking as the most attractive mode of transportation for most short trips, within and to centers, corridors, and major destinations, and as a means for accessing transit.
- 660. **Policy 9.18, Pedestrian networks.** Create more complete networks of pedestrian facilities, and improve the quality of the pedestrian environment.
- 661. **Policy 9.19, Pedestrian safety and accessibility.** Improve pedestrian safety, accessibility, and convenience for people of all ages and abilities.

Policies 9.17-9.19 provide direction on pedestrian transportation network, safety and accessibility. The River Plan / South Reach amendments are consistent with and implement these policies through objectives and actions that improve the pedestrian network and pedestrian safety and access through additional connections and other improvements to trails, accessways to the riverfront and crossings of SE Tacoma Street and S Macadam Avenue and by the Sellwood bridgehead.

- 662. **Policy 9.20, Bicycle transportation.** Create conditions that make bicycling more attractive than driving for most trips of approximately three miles or less.
- 663. **Policy 9.21, Accessible bicycle system.** Create a bicycle transportation system that is safe, comfortable, and accessible to people of all ages and abilities.

Policies 9.20-9.21 provide direction on bicycle transportation network, safety and accessibility. The River Plan / South Reach amendments are consistent with and implement these policies through objectives and actions that improve the bicycle network and bicycle safety and access through additional connections/facilities and other improvements such as to trails including to/from the Brooklyn neighborhood, and accessways to the riverfront. Additional actions seek new bicycle network facilities, parallel the Willamette Greenway Trail in the Macadam area, and extension of the Willamette Greenway Trail to Lake Oswego.

- 664. **Policy 9.22, Public transportation.** Coordinate with public transit agencies to create conditions that make transit the preferred mode of travel for trips that are not made by walking or bicycling.
- 665. **Policy 9.23, Transportation to job centers.** Promote and enhance transit to be more convenient and economical than the automobile for people travelling more than three miles to and from the

Central City and Gateway. Enhance regional access to the Central City and access from Portland to other regional job centers.

- 666. **Policy 9.24, Transit service.** In partnership with TriMet, develop a public transportation system that conveniently, safely, comfortably, and equitably serves residents and workers 24 hours a day, 7 days a week.
- 667. **Policy 9.25, Transit equity.** In partnership with TriMet, maintain and expand high-quality frequent transit service to all Town Centers, Civic Corridors, Neighborhood Centers, Neighborhood Corridors, and other major concentrations of employment, and improve service to areas with high concentrations of poverty and historically under-served and under-represented communities.
- 668. **Policy 9.26, Transit funding.** Consider funding strategies and partnership opportunities that improve access to and equity in transit service, such as raising metro-wide funding to improve service and decrease user fees/fares.
- 669. **Policy 9.27, Transit service to centers and corridors.** Use transit investments to shape the city's growth and increase transit use. In partnership with TriMet and Metro, maintain, expand, and enhance Portland Streetcar, frequent service bus, and high-capacity transit, to better serve centers and corridors with the highest intensity of potential employment and household growth.

Policies 9.22-9.27 provide direction on public transportation services. The River Plan / South Reach amendments are consistent with these policies with two objectives, South Portland Objective 5 and Sellwood Objective 3, and actions C5B and C3C, which call for working with TriMet to provide safer more convenient and improved transit services that serve the South Reach's neighborhood center and corridors (Macadam and Tacoma) and provide access to the Central City. This action is consistent with TriMet's service enhancement plan recommendations for bus lines 19, 35 and 99. Also, action C4A calls for working with government entities and others to seek funding to implement the Johns Landing Streetcar Extension project listed in the TSP.

- 670. **Policy 9.28, Intercity passenger service.** Coordinate planning and project development to expand intercity passenger transportation services in the Willamette Valley, and from Portland to Seattle and Vancouver, BC.
- 671. **Policy 9.29, Regional trafficways and transitways.** Maintain capacity of regional transitways and existing regional trafficways to accommodate through-traffic.
- 672. **Policy 9.30, Multimodal goods movement.** Develop, maintain, and enhance a multimodal freight transportation system for the safe, reliable, sustainable, and efficient movement of goods within and through the city.

Policies 9.28-9.29 provide direction on intercity passenger services and regional traffic and transitways. The River Plan / South Reach amendments address local transportation. Therefore, these policies do not apply.

- 673. **Policy 9.31, Economic development and industrial lands.** Ensure that the transportation system supports traded sector economic development plans and full utilization of prime industrial land, including brownfield redevelopment.

674. **Policy 9.32, Multimodal system and hub.** Maintain Portland’s role as a multimodal hub for global and regional movement of goods. Enhance Portland’s network of multimodal freight corridors.
675. **Policy 9.33, Freight network.** Develop, manage, and maintain a safe, efficient, and reliable freight street network to provide freight access to and from intermodal freight facilities, industrial and commercial districts, and the regional transportation system. Invest to accommodate forecasted growth of interregional freight volumes and provide access to truck, marine, rail, and air transportation systems. Ensure designated routes and facilities are adequate for over-dimensional trucks and emergency equipment.
676. **Policy 9.34, Sustainable freight system.** Support the efficient delivery of goods and services to businesses and neighborhoods, while also reducing environmental and neighborhood impacts. Encourage the use of energy efficient and clean delivery vehicles, and manage on- and off-street loading spaces to ensure adequate access for deliveries to businesses, while maintaining access to homes and businesses.
677. **Policy 9.35, Freight rail network.** Coordinate with stakeholders and regional partners to support continued reinvestment in, and modernization of, the freight rail network.

Policies 9.31-9.35 related to freight transportation system networks. The River Plan / South Reach amendments do not relate to industrial and employment districts and the movement of freight. Therefore, these policies do not apply.

678. **Policy 9.36, Portland Harbor.** Coordinate with the Port of Portland, private stakeholders, and regional partners to improve and maintain access to marine terminals and related river-dependent uses in Portland Harbor.
679. **Policy 9.37, Portland Heliport.** Maintain Portland’s Heliport functionality in the Central City.

River Plan/South Reach amendments do not apply to the Portland Heliport facility or Portland Harbor. Therefore, policies 9.36-9.37 do not apply.

680. **Policy 9.38, Automobile transportation.** Maintain acceptable levels of mobility and access for private automobiles while reducing overall vehicle miles traveled (VMT) and negative impacts of private automobiles on the environment and human health.

Many River Plan / South Reach recommendations and actions support expanding multi-modal options in the study area to reduce the reliance on automobiles and, consequently, vehicle miles traveled. Implementation actions include expansion of the greenway trail to Lake Oswego, bicycle and pedestrian access to the riverfront from the Brooklyn neighborhood, a new parallel bicycle route in the Macadam area to reduce congestion on the existing Greenway Trail and improved transit service to provide better access to the South Reach from both the east and west. These actions have the potential to reduce carbon emissions from transportation energy use in the area. The amendments are consistent with Policy 9.38.

681. **Policy 9.39, Automobile efficiency.** Coordinate land use and transportation plans and programs with other public and private stakeholders to encourage vehicle technology innovation, shifts toward electric and other cleaner, more energy-efficient vehicles and fuels, integration of smart vehicle technology with intelligent transportation systems, and greater use of options such as car-share, carpool, and taxi.



682. **Policy 9.40, Emergency response.** Maintain a network of accessible emergency response streets to facilitate safe and expedient emergency response and evacuation. Ensure that police, fire, ambulance, and other emergency providers can reach their destinations in a timely fashion, without negatively impacting traffic calming and other measures intended to reduce crashes and improve safety.

Policies 9.39-9.40 address programs and activities related to the use of public streets. The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and do not address these programs and activities.

## Airport Futures

683. **Policy 9.41. Portland International Airport.** Maintain the Portland International Airport as an important regional, national, and international transportation hub serving the bi-state economy.
684. **Policy 9.42. Airport regulations.** Implement the Airport Futures Plan through the implementation of the Portland International Airport Plan District.
685. **Policy 9.43. Airport partnerships.** Partner with the Port of Portland and the regional community to address the critical interconnection between economic development, environmental stewardship, and social responsibility. Support an ongoing public advisory committee for PDX to:
- 9.43.a. Support meaningful and collaborative public dialogue and engagement on airport related planning and development.
  - 9.43.b. Provide an opportunity for the community to inform the decision-making related to the airport of the Port, the City of Portland, and other jurisdictions/organizations in the region.
  - 9.43.c. Raise public knowledge about PDX and impacted communities.
686. **Policy 9.44. Airport investments.** Ensure that new development and redevelopment of airport facilities supports the City's and the Port's sustainability goals and policies, and is in accordance with Figure 9-3 — Portland International Airport. Allow the Port flexibility in configuring airport facilities to preserve future development options, minimize environmental impacts, use land resources efficiently, maximize operational efficiency, ensure development can be effectively phased, and address Federal Aviation Administration's airport design criteria.

Policies 9.41-9.44 provide direction on airport-related regulations, partnerships and investments. River Plan / South Reach amendments do not apply to this geography. These policies do not apply.

## System management

687. **Policy 9.45, System management.** Give preference to transportation improvements that use existing roadway capacity efficiently and that improve the safety of the system for all users.
688. **Policy 9.46, Traffic management.** Evaluate and encourage traffic speed and volume to be consistent with street classifications and desired land uses to improve safety, preserve and enhance neighborhood livability, and meet system goals of calming vehicle traffic through a combination of enforcement, engineering, and education efforts.

689. **Policy 9.47, Connectivity.** Establish an interconnected, multimodal transportation system to serve centers and other significant locations. Promote a logical, direct, and connected street system through street spacing guidelines and district-specific street plans found in the Transportation System Plan, and prioritize access to specific places by certain modes in accordance with policies 9.6 and 9.7.

Policy 9.47 addresses the establishment of an interconnected multimodal transportation system to serve centers and other locations. The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and do not address transportation systems management and connectivity. This policy does not apply.

690. **Policy 9.48 Technology.** Encourage the use of emerging vehicle and parking technology to improve real-time management of the transportation network and to manage and allocate parking supply and demand.
691. **Policy 9.49 Performance measures.** Establish multimodal performance measures and measures of system completeness to evaluate and monitor the adequacy of transportation services based on performance measures in goals 9.A. through 9.I. Use these measures to evaluate overall system performance, inform corridor and area-specific plans and investments, identify project and program needs, evaluate and prioritize investments, and regulate development, institutional campus growth, zone changes, Comprehensive Plan Map amendments, and conditional uses.
692. **Policy 9.50 Regional congestion management.** Coordinate with Metro to establish new regional multimodal mobility standards that prioritize transit, freight, and system completeness.
693. **Policy 9.51, Multimodal Mixed-Use Area.** Designate a Central City Multimodal Mixed-Use Area (MMA) in the geography indicated in Figure 9-2, which will render state congestion / mobility standards inapplicable to proposed plan amendments under OAR 660-0012-0060(10), subject to ODOT concurrence and execution of an agreement between ODOT and the City of Portland. The agreement should emphasize potential safety and operational impacts.

Policies 9.45-9.46 and 9.48-9.51 address the management of the City's transportation system. The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan*. These policies do not apply.

## Transportation Demand Management

694. **Policy 9.52, Outreach.** Create and maintain TDM outreach programs that work with Transportation Management Associations (TMA), residents, employers, and employees that increase the modal share of walking, bicycling, and shared vehicle trips while reducing private vehicle ownership, parking demand, and drive-alone trips, especially during peak periods.
695. **Policy 9.53, New development.** Create and maintain TDM regulations and services that prevent and reduce traffic and parking impacts from new development and redevelopment. Encourage coordinated area-wide delivery of TDM programs. Monitor and improve the performance of private-sector TDM programs.
696. **Policy 9.54, Projects and programs.** Integrate TDM information into transportation project and program development and implementation to increase use of new multimodal transportation projects and services.

Policies 9.52-9.54 provide direction on Transportation Demand Management (TDM) programs. River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* and do not increase the land use capacity of the area. Additionally, the plan includes no amendments to the existing City TDM program. Therefore, the plan is equally supportive of these policies.

## Parking management

697. **Policy 9.55, Parking management.** Reduce parking demand and manage supply to improve pedestrian, bicycle and transit mode share, neighborhood livability, safety, business district vitality, vehicle miles traveled (VMT) reduction, and air quality. Implement strategies that reduce demand for new parking and private vehicle ownership, and that help maintain optimal parking occupancy and availability.
698. **Policy 9.56, Curb Zone.** Recognize that the Curb Zone is a public space, a physical and spatial asset that has value and cost. Evaluate whether, when, and where parking is the highest and best use of this public space in support of broad City policy goals and local land use context. Establish thresholds to utilize parking management and pricing tools in areas with high parking demand to ensure adequate on-street parking supply during peak periods.
699. **Policy 9.57, On-street parking.** Manage parking and loading demand, supply, and operations in the public right of way to achieve mode share objectives, and to encourage safety, economic vitality, and livability. Use transportation demand management and pricing of parking in areas with high parking demand.
700. **Policy 9.58, Off-street parking.** Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand.
701. **Policy 9.59, Share space and resources.** Encourage the shared use of parking and vehicles to maximize the efficient use of limited urban space.
702. **Policy 9.60, Cost and price.** Recognize the high public and private cost of parking by encouraging prices that reflect the cost of providing parking and balance demand and supply. Discourage employee and resident parking subsidies.
703. **Policy 9.61, Bicycle parking.** Promote the development of new bicycle parking facilities including dedicated bike parking in the public right-of-way. Provide sufficient bicycle parking at high-capacity transit stations to enhance bicycle connection opportunities. Require provision of adequate off-street bicycle parking for new development and redevelopment. Encourage the provision of parking for different types of bicycles. In establishing the standards for long-term bicycle parking, consider the needs of persons with different levels of ability.

Policies 9.55-9.61 address parking. The River Plan / South Reach amendments do not change parking requirements or development standards affecting parking or the use of right-of-way for parking. These policies do not apply.

## Finance, programs, and coordination

704. **Policy 9.62, Coordination.** Coordinate with state and federal agencies, local and regional governments, special districts, other City bureaus, and providers of transportation services when planning for, developing, and funding transportation facilities and services.
705. **Policy 9.63, New development impacts.** Prevent, reduce, and mitigate the impacts of new development and redevelopment on the transportation system. Utilize strategies including transportation and parking demand management, transportation system analysis, and system and local impact mitigation improvements and fees.
706. **Policy 9.64, Education and encouragement.** Create, maintain, and coordinate educational and encouragement programs that support multimodal transportation and that emphasize safety for all modes of transportation. Ensure that these programs are accessible to historically underserved and under-represented populations.
707. **Policy 9.65, Telecommuting.** Promote telecommuting and the use of communications technology to reduce travel demand.
708. **Policy 9.66, Project and program selection criteria.** Establish transportation project and program selection criteria consistent with goals 9A through 9I, to cost-effectively achieve access, placemaking, sustainability, equity, health, prosperity, and safety goals.
709. **Policy 9.67, Funding.** Encourage the development of a range of stable transportation funding sources that provide adequate resources to build and maintain an equitable and sustainable transportation system.

Policies 9.62-9.67 address the funding and management of the City's transportation system. The River Plan / South Reach amendments cover a section of the Willamette riverfront area and most of the transportation funding and management policies do not apply. The amendments are consistent with and support Policy 9.62 with governmental and other entity coordination on the planning for, funding and implementation of transportation projects like the extension of the Portland Streetcar to Lake Oswego, trail extension to Lake Oswego (actions C4A and C4B).

## Connected and Automated Vehicles

710. **Policy 9.68 Connected and Automated Vehicles Priorities and Outcomes.** Prioritize connected and automated vehicles that are fleet/shared ownership, fully automated, electric and, for passenger vehicles, shared by multiple passengers (known by the acronym FAVES). Develop and implement strategies for each following topic.

**9.68.a.** Ensure that all levels of automated vehicles advance Vision Zero by operating safely for all users, especially for vulnerable road users. Require adequate insurance coverage for operators, customers, and the public-at-large by providers of commercial connected and autonomous vehicle services.

**9.68.b.** Ensure that connected and automated vehicles improve travel time reliability and system efficiency by:

1. maintaining or reducing the number of vehicle trips during peak congestion periods;
2. reducing low occupancy vehicle trips during peak congestion periods;

3. paying for use of, and impact on, Portland’s transportation system including factors such as congestion level, vehicle miles traveled, vehicle occupancy, and vehicle energy efficiency; and
4. supporting and encouraging use of public transportation.

**9.68.c.** Cut vehicle carbon pollution by reducing low occupancy “empty miles” traveled by passenger vehicles with zero or one passengers. Prioritize electric and other zero direct emission vehicles operated by fleets and carrying multiple passengers.

**9.68.d.** Make the benefits of automated mobility available on an equitable basis to all segments of the community while ensuring traditionally disadvantaged communities are not disproportionately hurt by connected and autonomous vehicle use. This includes people with disabilities, as well as communities of color, women, and geographically underserved communities.

**9.68.e** Identify, prevent, and mitigate potential adverse impacts from connected and automated vehicles.

711. **Policy 9.69 Connected and Automated Vehicles Tools.** Use a full range of tools to ensure that connected and automated vehicles and private data communications devices installed in the City right of way contribute to achieving Comprehensive Plan and Transportation System Plan goals and policies.

Policies 9.68-9.69 address the provisions for and management of connected and automated vehicles. River Plan / South Reach amendments do not relate to such vehicles. These policies do not apply.

## Land Use Designations and Zoning: Goals

712. **Goal 10.A: Land use designations and zoning.** Effectively and efficiently carry out the goals and policies of the Comprehensive Plan through the land use designations, Zoning Map, and the Zoning Code.

Goal 10.A provides direction on carrying out the goals and policies of the Comprehensive Plan through land use designations, the Zoning Map and the Zoning Code. The River Plan / South Reach amendments are consistent with and support this goal as the plan use land used designations, development standards, use allowances and prohibitions, development incentives, and application of the Citywide Design Guidelines to maintain and guide the development of the River Pattern Area and other relevant urban form types, and in doing so, furthers the goals and policies of the different applicable chapters of the Comprehensive Plan, as detailed by the findings of this ordinance.

## Land Use Designations and Zoning: Policies

### Land use designations

713. **Policy 10.1, Land use designations.** Apply a land use designation to all land and water within the City’s Urban Services Boundary. Apply the designation that best advances the Comprehensive Plan

goals and policies. The land use designations are shown on the adopted Land Use Map and on official Zoning Maps.

Policy 10.1 provides direction on applying land use designations to all land and water within the City’s Urban Services boundary in a manner that best advances the Comprehensive Plan goals and policies. The River Plan / South Reach amendments include a limited number and acreage of land designation changes that best advance the Comprehensive Plan goals and policies. Of note are the Goal 3 applicable urban form design framework typologies, especially the River Pattern Area; and of particular importance, Policy 3.81 Willamette River South Reach, which states:

“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.”

Most of the existing land use designations in the South Reach best advance Comprehensive Plan goals and policies. River Plan / South Reach amendments include four land use designation changes totaling 4.8 acres that reflect existing or future anticipated land uses. Of these changes, two rectify split land use designations on lots where previous street vacations occurred. The other land use designation changes address an existing floating home community, and two publicly-owned sites where riverside recreation and natural areas exist/are planned.

<u>Existing Comprehensive Plan</u>	<u>River Plan / South Reach Comprehensive Plan</u>	<u>Acreage</u>
MU-C	OS	4.6
OS	MU-C	.1
RH	MU-D	.04

1. **Open Space.** This designation is intended for lands that serve a recreational, public open space, or ecological function, or provide visual relief. Lands in this designation are primarily publicly-owned but can be in private ownership. Lands intended for the Open Space designation include parks, public plazas, natural areas, scenic lands, golf courses, cemeteries, open space buffers along freeway margins, railroads or abutting industrial areas, and large water bodies. The corresponding zone is OS.

River Plan / South Reach land use designation amendments to Open Space total 4.6 acres in two locations. One location is .1 acres of City owned land at the north tip of Ross Island, surrounded by City-owned Open Space designated land. The publicly owned area of Ross Island is considered to have ecological value and function and is intended as a natural area. The second location is 4.5 acres of publicly-owned property that is mostly owned by Multnomah County. This location is known as the former Staff Jennings Boating Center. The County purchased this property as part of the Sellwood Bridge rebuild that was completed in 2016. Part of their site was used for the on-ramp to the bridge and a public trail. The remaining area contains a stormwater management facility and mitigation plantings that are part of the bridge project. The site is difficult for motor vehicles to access due to the major public trail and a green wall that is also part of the bridge project. Parking is extremely limited in the area and the site is in the floodplain. All of these factors severely limit redevelopment opportunities.

Portland Parks and Recreation (PPR) and Multnomah County have discussed entering into an agreement in the future that would have PPR maintain and operate the available portion of the County site for river recreation: a boating launch, picnic area, etc. Open Space designated parcels surround this property. For the above reasons, River Plan /South Reach amendments re-designate the property to Open Space. The surrounding area is designated Open Space.

- 2. Mixed Use-Dispersed.** This designation allows mixed use, multi-dwelling, or commercial development that is small in scale, has little impact, and provides services for the nearby residential areas. Development will be similar in scale to nearby residential development to promote compatibility with the surrounding area. This designation is intended for areas where urban public services are available or planned. Areas within this designation are generally small nodes rather than large areas or corridors. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Employment (CE), and Commercial Residential (CR).

Two SE Portland riverfront properties, the Portland Rowing Club floating home moorage and marina and Waverly Condominiums had split land use designations due to the past vacation of street rights-of-way into their ownerships. Together, the two sites total .2 acres of land use designation that is changing from High Density Residential (RH) to Mixed Use-Dispersed to be consistent with the land use designation (MU-D) for the bulk of these properties. The primary zoning for these properties is Commercial Mixed Use 1 (CM1), as adopted as was the land use designation with the Better Housing By Design project, effective March 2020.

- 3. Mixed-Use Civic Corridor.** This designation allows for transit-supportive densities of commercial, residential, and employment uses, including a full range of housing, retail, and service businesses with a local or regional market. This designation is intended for areas along major corridors where urban public services are available or planned including access to high-capacity transit, frequent bus service, or streetcar service. The Civic Corridor designation is applied along some of the City's busiest, widest, and most prominent streets. As the city grows, these corridors also need to become places that can succeed as attractive locations for more intense, mixed-use development. They need to become places that are attractive and safe for pedestrians while continuing to play a major role in the City's transportation system. Civic Corridors, as redevelopment occurs, are also expected to achieve a high level of environmental performance and design. The corresponding zones are Commercial Mixed Use 1 (CM1), Commercial Mixed Use 2 (CM2), Commercial Mixed Use 3 (CM3), and Commercial Employment (CE).

The Macadam Bay floating home community and associated upland parcels are owned by the City of Portland. The property is located in the S. Macadam civic corridor area. River Plan / South Reach amendments amend a small area of land use designation from Open Space to Mixed-Use Civic Corridor to be consistent with the primary designation of this area. The Macadam Bay floating home community and upland area is also rezoned from Commercial Employment and Open Space to Commercial Mixed Use 2, a corresponding zone in this land use designation that is appropriate for residentially used land.

## The Zoning Map and the Zoning Code

714. **Policy 10.2, Relationship of land use designations to base zones.** Apply a base zone to all land and water within the City's urban services boundary. The base zone applied must either be a zone that corresponds to the land use designation or be a zone that does not correspond but is allowed per Figure 10-1 — Corresponding and Less-Intense Zones for Each Plan Map Designation. In some situations, there are long-term or short-term obstacles to achieving the level of development intended by the land use designation (e.g., an infrastructure improvement to serve the higher level of development is planned but not yet funded). In these situations, a less intense zone (listed in Figure 10-1) may be applied. When a land use designation is amended, the zone may also have to be changed to a corresponding zone or a zone that does not correspond but is allowed.

All of the existing zoning designations in the South Reach area appropriately correspond to land use designations. However, River Plan / South Reach amendments include changes to land use and zoning designations for 20 lots totaling approximately 11 acres in the 720 acre South Reach area. Some of these base zone changes are made to correspond with new land use designations per Policy 10.1 above. See table of zoning map changes in Policy 10.3 below. Other base zone changes correspond to existing land uses, and land use designations that were adopted and recently put in effect from the Better Housing By Design project. Therefore, the River Plan / South Reach amendments are consistent with Policy 10.2.

715. **Policy 10.3, Amending the Zoning Map.**

**10.3.a,** Amending a base zone may be done legislatively or quasi-judicially.

**10.3.b,** When amending a base zone quasi-judicially, the amendment must be to a corresponding zone (*see Figure 10-1 — Corresponding and Allowed Zones for Each Land Use Designation*). When a designation has more than one corresponding zone, the most appropriate zone, based on the purpose of the zone and the zoning and general land uses of surrounding lands, will be applied.

**10.3.c,** When amending a base zone legislatively, the amendment may be to a corresponding zone or to a zone that does not correspond but is allowed (*see Figure 10-1 — Corresponding and Allowed Zones for each Land Use Designation for zones that are allowed*). A legislative Zoning Map amendment may not be to a zone that is not allowed.

**10.3.d,** An amendment to a base zone consistent with the land use designation must be approved when it is found that current public services can support the uses allowed by the zone, or that public services can be made capable by the time the development is complete. The adequacy of services is based on the proposed use and development. If a specific use and development proposal is not submitted, services must be able to support the range of uses and development allowed by the zone. For the purposes of this requirement, services include water supply, sanitary sewage disposal, stormwater management, transportation, school district capacity (where a school facility plan exists), and police and fire protection.

**10.3.e,** An amendment to apply or remove an overlay zone or plan district may be done legislatively or quasi-judicially, and must be based on a study or plan document that identifies a specific characteristic, situation, or problem that is not adequately addressed by the base zone or other regulations.



Policy 10.3 provides direction on amending the zoning map through quasi-judicial and legislative processes and application of corresponding zone to land use designations along with the provision of adequate services, with rationale for addressing particular situations or problems. The River Plan/South Reach amendments include a limited number and acreage of base zone map changes, along with overlay zone changes to update River and Scenic overlay zones in the South Reach through a legislative process.

The table below identifies base zone map designation changes from one zone to another and the total acreage of rezoning:

Existing Base Zone	New Base Zone	Acreage Affected
CE	CM2	6.0
CE	OS	4.5
CM2	OS	.1
RH	CM1	.14
OS	CM2	.1
TOTAL ACREAGE		10.84

The zoning map amendments, as with the land use map amendments are consistent with and implement the 2035 Comprehensive Plan, and specifically the River Pattern Area and Policy 3.81 for the South Reach. The base zone map amendments do not affect the provision of urban services. The 6-acre rezoning to CM2 applies to property where an existing floating home moorage exists and cannot expand in the number of residential moorages per State regulations. The 4.6-acre rezoning to OS is for a publicly owned constrained site that no longer is viable for a commercial employment use. Instead, Multnomah County (primary property owner) and the City of Portland have begun conversations on this property becoming riverside recreation that would be best approached by light watercraft, bicycling and walking. The property is adjacent to the Willamette Greenway Trail. The impacts on the transportation system will not be significant. The other zoning map changes are small in acreage and, for example, the RH to CM1 rezonings remove split zoning on two existing developments in SE Portland.

Volumes 1, 2 and 3 of River Plan / South Reach provide the basis for overlay zone map amendments that have corresponding development standards applied, as part of this update the Willamette Greenway Plan for the South Reach. See the commentary sections for overlay zone development standards in Part 2.B. of Volume 1. Therefore, for the reasons above, River Plan / South Reach zoning map amendments are consistent with Comprehensive Plan Policy 10.3.

716. **Policy 10.4, Amending the Zoning Code.** Amendments to the zoning regulations must be done legislatively and should be clear, concise, and applicable to a broad range of development situations faced by a growing city. Amendments should:

**10.4.a,** Promote good planning:

Effectively and efficiently implement the Comprehensive Plan.

Address existing and potential land use problems.

Balance the benefits of regulations against the costs of implementation and compliance.

Maintain Portland's competitiveness with other jurisdictions as a location in which to live, invest, and do business.

**10.4.b, Ensure good administration of land use regulations:**

Keep regulations as simple as possible.

Use clear and objective standards wherever possible.

Maintain consistent procedures and limit their number.

Establish specific approval criteria for land use reviews.

Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.

Emphasize administrative procedures for land use reviews.

Avoid overlapping reviews.

**10.4.c, Strive to improve the code document:**

- Use clear language.
- Maintain a clear and logical organization.
- Use a format and layout that enables use of the document by lay people as well as professionals.
- Use tables and drawings to clarify and shorten the document.
- Identify and act on regulatory improvement suggestions.

Part 2B.1 of Volume 1 of River Plan / South Reach presents legislative amendments to the Zoning Code proposed to implement the future vision, objectives and policies for the South Reach. These amendments have been made as an update from Greenway Overlay Zones to River Overlay Zones. These regulations effectively and efficiently implement such overlay zone regulations in the format established with recently adopted River Overlay Zone regulations for the Central Reach, as part of Central City 2035. The River Overlay Zones and other related zoning code amendments have been tailored to apply to the unique South Reach area. These development regulations provide more clear and objective development standards with tables and illustrative drawings that could lead to less land use reviews required for development projects with such overlay zones applied. In all cases, the Zoning Code amendments are presented in as clear and objective of a way possible to ensure the intended uses will be able understand and utilize the Zoning Code as it applies to their development proposals, land use, and properties, consistent with Comprehensive Plan Policy 10.4.

## **Findings on Zoning Code Amendment Criteria**

### **33.835.040 Approval Criteria**

717. **A. Amendments to the zoning code.** Text amendments to the zoning code must be found to be consistent with the Comprehensive Plan, Urban Growth Management Functional Plan, and the Statewide Planning Goals. In addition, the amendments must be consistent with the intent or purpose statement for the base zone, overlay zone, plan district, use and development, or land division regulation where the amendment is proposed, and any plan associated with the

regulations. The creation of a new plan district is subject to the approval criteria stated in 33.500.050.

The findings demonstrate how the River Plan / South Reach is consistent with the 2035 Comprehensive Plan, the Urban Growth Management Functional Plan, and the Statewide Planning Goals.

The Council interprets this criterion to require the ordinance is consistent with the Comprehensive Plan. Council finds that the dictionary defines “consistent” to mean “marked by harmony.” Council notes that Comprehensive Plan also defines the phrase “consistent with” to mean “the subject meets the requirements of, satisfies, or adheres to the regulations, mandate, or plan listed in the goal or policy.” Council finds that the Comprehensive Plan’s definition applies to the term as used in the Comprehensive Plan, not the Zoning Code. However, Council interprets that for the purposes of considering consistency with the Comprehensive Plan, “consistent with” requires that an ordinance adheres to the Comprehensive Plan.

Council finds that PCC 33.835.040(A) requires Council to demonstrate that the River Plan / South Reach is consistent with, or adheres to, the entire Comprehensive Plan. Council finds that PCC 33.835.040(A) does not require Council to demonstrate that the River Plan / South Reach is consistent with, or adheres to, individual goals and policies but rather the entire plan. Regardless, here, Council finds that as demonstrated in this exhibit, Council has considered all applicable goals and policies and finds that River Plan / South Reach is consistent with all the individual goals and policies. Council finds that there is no applicable goal or policy that is not consistent with the River Plan / South Reach.

Council further finds this criterion operates in conjunction with Comprehensive Plan Policy 1.10 which requires that amendments to the comprehensive Plan’s supporting documents, such as the Zoning Code, must “comply” with the Comprehensive Plan. “Comply” means “that amendments must be evaluated against the Comprehensive Plan’s applicable goals and policies and on balance be equally or more supportive of the Comprehensive Plan as a whole than the existing language or designation.”

Council finds that a proposed amendment is equally supportive when it is on its face directly supported by goals and policies in the Plan. The City Council finds that an amendment is more supportive of the Comprehensive Plan when the amendment will further advance goals and policies, particularly those that are aspirational in nature. The City Council finds that the policy requires consideration as to whether amendments are equally or more supportive of the Plan as a whole. The City Council finds that amendments do not need to be equally or more supportive of individual goals and policies, but rather amendments must be equally or more supportive of the entire Comprehensive Plan. Therefore, the Council finds that there may be instances where specific goals and policies are not supported by the amendments but still the amendment is equally or more supportive of the entire Comprehensive Plan when considered cumulatively. The Council finds that there is no precise mathematical equation for determining when the Plan as a whole is supported but rather such consideration requires Council discretion in evaluating the competing interests and objectives of the plan.

Council finds that River Plan / South Reach equally advances most of the Comprehensive Plan policies. Council further finds that the River Plan / South Reach is more supportive of the Comprehensive Plan with regard to the goals and policies as discussed below.

Comprehensive plan goals and policies are advanced with the adoption of the River Plan / South Reach Scenic Resource Protection Plan, including policies 4.42 Scenic resource protection.

Applying both the Zoning Code criterion and Policy 1.10 together, as discussed above, Council finds that the ordinance is consistent and complies with the Comprehensive Plan.

Council also finds that this criterion requires Council to consider whether the River Plan / South Reach is consistent with Urban Growth Management Functional Plan and Statewide Planning Goals. As discussed fully above, Council finds that the River Plan / South Reach is consistent with both the Urban Growth Management Functional Plan and the Statewide Planning goals.

Finally, as discussed below, the Council finds that this ordinance is consistent with the intent or purpose statement for the base zones, overlay zones, plan district, use and development where the amendments have been proposed.

The River Plan / South Reach applies a new chapter of the Zoning Code, River Overlay zones 33.475, to the area. Application of the River Overlay zones establishes the development regulations for sites within the Willamette Greenway boundary in the South Reach. In order to have the new chapter applied to the South Reach, 33.440 Greenway Overlays chapter had to be updated to remove the South Reach.

The purpose statement for 33.475 is:

The River Overlay zones generally promote the protection, conservation, restoration, enhancement and maintenance of the economic, natural, scenic, and recreational qualities of lands along the central reach of the Willamette River. This purpose is achieved by applying regulations that control development of land, change of use and intensification of use. The regulations reflect the desired character of the central reach of the Willamette River—a character that includes:

- A healthy river and watershed;
- A thriving riverfront with regional gathering spaces, active and passive recreational uses, maritime and commercial activities, and a welcoming mixed-use community; and
- Access to, along and in the river.

The River Overlay Zones also implement the City's responsibilities under ORS 390.310 to 390.368.

As described in more detail in the findings of consistency and compliance with the comprehensive plan goals and policies (particularly 3.69, Historic and multi-cultural significance, 3.70, River transportation, 3.71, Recreation, 3.73, Habitat, 3.74, Commercial activities, 3.75, River neighborhoods, 3.80, Willamette River Central Reach , 4.43, Vegetation management, Environmental and Watershed Health Goals 7A, B, and D; policies 7.19 Natural Resource protection,, 7.21 Environmental plans and regulations, 7.33 Fish habitat, 7.35 River bank conditions, 7.37 Contaminated sites, 7.41 River-dependent and river-related uses), the River Plan / South Reach zoning code amendments promote the protection, conservation, restoration,

enhancement and maintenance of the economic, natural, scenic, and recreational qualities of lands along the South Reach of the Willamette River.

The River Plan / South Reach applies a new land use review, River Review 33.865. This chapter replaces Greenway Review in the South Reach. It contains the review process, application requirements and approval criteria for River Review. River Review is intended to:

- Protect, conserve and enhance identified resources and functional values in the River Environmental overlay zone, compensate for unavoidable significant detrimental impact to those resources and functional values, and ensure the success of mitigation and enhancement activities;
- Help the City meet existing and future requirements pursuant to federal and state laws including the Clean Water Act, the Safe Drinking Water Act, the Endangered Species Act, the Migratory Bird Treaty Act, and the National Flood Insurance Act;
- Provide flexibility for unusual situations. River Review allows for evaluation of alternative development scenarios that may have less detrimental impact on protected resources, and allows for the evaluation of off-site mitigation proposals;
- Provide a mechanism for the evaluation of detailed, site-specific information on the location or quality of resources and functional values;
- Provide a mechanism for modifying the location of the River Environmental overlay zone to reflect permitted changes in the location or quality of resources and functional values.
- Provide for the replacement of resources and functional values that are lost through violations of the River Environmental overlay zone standards;
- Provide a mechanism to modify the River Environmental overlay zone standards of Chapter 33.475, River Overlay Zones; and
- Allow for modifications to site-related development standards when modification will result in greater resource protection.

As described in more detail in the findings of consistency and compliance with the comprehensive plan goals and policies related to Planning for natural resource protection including Policy 7.23, Impact evaluation; Policy 7.24, Regulatory hierarchy: avoid, minimize, mitigate; Policy 7.25, Mitigation effectiveness; and Policy 7.26, Improving environmental conditions through development, the River Plan / South Reach zoning code amendments protect, conserve and enhance resources and functional values in the River Environmental overlay zone; help the city meet federal and state laws; provide flexibility through the review of alternative development scenarios, provide for replacement of resources lost and allow for modifications if they result in greater resource protection.

Changes to 33.480, Scenic Resource Zone, 33.910, Definitions, and 33.930, Measurements were substantive changes that support the purpose statements of 33.475 and 33.865. As described in more detail in the findings of consistency and compliance with the comprehensive plan goals and policies related to Planning for natural resource protection including Goal 7.B: Healthy watersheds and environment; Policy 7.33, Fish habitat; Policy 7.35, River bank conditions; Policy 7.37,

Contaminated sites; Policy 7.41, River-dependent and river-related uses; Policy 3.71, Recreation; and Policy 3.73, Habitat.

Changes to Chapters 33.10, 33.296, 33.420, 33.430, 33.440, 33.610, 33.611, 33.630, 33.809, and 33.825 were not substantive and were necessary for consistency with the plan amendments. The Council has considered the purpose statements relevant to each of these amendments and finds the changes are consistent with the purpose statements for those chapters.

For all of these reasons, Council finds that River Plan / South Reach is consistent and complies with the Comprehensive Plan, Urban Growth Management Functional Plan, the Statewide Planning Goals, and relevant purpose statements.

## Part IV. Adopted Area Plans

The following adopted area plans include policies related to River Plan / South Reach:

Brooklyn Neighborhood Plan (Ordinances 163982, effective 1992)

Sellwood-Moreland Neighborhood Plan (Ordinance 171849, effective 1997)

Southwest Community Plan Vision, Policies and Objectives (Ordinance 174667, effective 2000)

### **SOUTHWEST COMMUNITY PLAN (2000)**

#### **718. Land Use and Urban Form**

Enhance Southwest Portland's sense of place as a community and a collection of distinct neighborhoods. Accommodate Southwest Portland's share of regional growth while protecting the environment in all areas. Encourage the realization of compact, transit and pedestrian-friendly, mixed-use centers while responding to the need for a range of housing types and prices. Outside of the mixed-use areas, allow infill housing opportunities which increase neighborhood diversity, stability and home ownership while limiting redevelopment.

The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan*, maintain South Portland's development potential, and enhance South(west) Portland's sense of place while protecting the environment for the South Portland riverfront neighborhood. (It is noted that the City of Portland recently updated the addresses of many properties in the Southwest Community Plan from Southwest (SW) to South.) Action C6D is about conducting a community planning process to update the Macadam Plan District consistent with the 2035 Comprehensive Plan, River Plan / South Reach and Citywide Design Guidelines. Under this planning project, further realization of a compact mixed-use area with infill development opportunities and housing options will be addressed.

South Portland plan objectives #4 and #5 and associated actions look to improve active transportation facilities and services. Objective #5 specifically seeks improvements to S Macadam corridor area for pedestrian, bicyclist, pedestrian and transit user access to and from the riverfront and along the corridor. Under that objective, action C5A calls for collaborating with ODOT on S Macadam Avenue to transform it into a more pedestrian and bicycle- friendly street.

## ***I. Community-wide Objectives***

719. **Objective 1.** Ensure compatibility of new development with Southwest Portland’s positive qualities.

720. **Objective 2.** Encourage innovative designs in public and private development that are in harmony with the natural character of Southwest Portland.

The River Plan / South Reach amendments ensure compatibility of new development with South(west) Portland’s positive qualities and encourages innovative designs that are in harmony with the natural character of this riverfront neighborhood. See findings for Goal 4.A, which discuss amendments within the plan encouraging new development to be compatible with Southwest Portland’s positive qualities (specifically within Macadam Plan District), while also utilizing innovative design techniques to preserve its natural character.

721. **Objective 3.(b)** Encourage redevelopment that has clear public benefit, fewer adverse consequences, minimal environmental limitations and adequate infrastructure.

The River Plan / South Reach amendments encourage innovative designs in development that are in harmony with the natural riverfront character and minimize environmental impacts. The River Environmental overlay zone is applied to land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. All new development, including redevelopment, in the River Environmental must avoid, minimize, then mitigate impacts on natural resources. For additional information on how redevelopment will respond to its surrounding and minimize impacts, see findings for policies 4.1-4.9 in the Context section of Design and Development. The River Plan / South Reach does not change existing regulations for infrastructure provision.

722. **Objective 5.** Support protection of historic and scenic resources in Southwest Portland.

Council incorporates by reference findings for policies 4.46-4.58, under Design and Development, Historic and Culture Resources.

723. **Objective 6.** Develop zoning, subdivision and design tools to promote infill development that is compatible with the desired character of established residential areas.

City Council finds that the application of the River Overlay zones (33.475), the new Citywide Design Guidelines with the Macadam Character Statement (as a part of the Design Overlay Zone Amendment project) and the existing Design overlay zone (33.420) will ensure that infill development responds to the existing character of nearby established residential areas. South Portland residential uses in the River Plan / South Reach are predominantly characterized by multi-dwelling buildings with some single-dwelling buildings in the Miles Place neighborhood. Compatibility with these uses will be achieved through the review processes of the Design overlay zone and the new Citywide Design Guidelines. The supporting Macadam Character Statement was developed in collaboration with South Portland community members and addresses the desired

character for residential areas. Council also incorporates by reference its findings for Objectives 1 and 2 above.

724. **Objective 8.** Support efficient utilization of public lands for achieving compatible multiple objectives, where appropriate.

The River Plan / South Reach amendments support Objective 8 with plan actions that look toward implementation of the Willamette Park Redevelopment Plan and the allowance for a limited amount of commercial development to serve park users. This will achieve multiple objectives of natural resources restoration, the provision of additional recreation opportunities (e.g. swimming beach) and small business opportunity(ies). Similarly, recreation opportunities coupled with small business development opportunities also exist for actions that relate to riverside recreation at the Multnomah County site formerly known as the Staff Jennings Marine Center.

725. **Objective 9.** Land use patterns near existing parks in Southwest should consider the desired neighborhood character, service level of the park, and accessibility as well as the potential impact on sensitive environmental areas.

Overall, the River Plan / South Reach amendments did not alter the land use patterns near existing parks. One base zone change from Commercial Employment to Mixed Commercial 2 for 6 acres south of Willamette Park will not alter the existing land use pattern in the area or service level of the park, which is approximately ¼-mile south of Willamette Park and is separated by the single-dwelling residential Miles Place neighborhood. This property is owned by the City of Portland and is an existing floating home moorage development known as Macadam Bay. No additional development is allowed, and the CM2 zoning is consistent with the zoning in the area and there will be no additional impacts on sensitive environmental areas. The River Environmental overlay zone is applied to all important natural resources, including land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas.

## ***II. Additional Objectives for Mixed-Use Areas***

726. **Objective 4.** Encourage employment and housing growth in Southwest Portland's town centers, main streets, and at designated areas along corridors, while effectively managing stormwater runoff and protecting creeks and waterways.

The River Plan / South Reach amendments do not alter housing and employment capacity for development in South Portland. See finding for Land Use and Urban Form and specifically, Action 6CD, where a community planning process to update the Macadam Plan District would also consider the impacts of employment and housing growth on managing stormwater and protecting waterways.

727. **Objective 7.** Enhance the natural resource, recreational and aesthetic values of streams, stream corridors and open spaces within town centers and main streets.

Southwest Macadam Avenue is designated as a Town Center/Main Street in the Southwest Community Plan Comprehensive Plan, Zoning Map (2001). The River Plan / South Reach amendments are consistent with Objective 7, in part, through the application of the new Citywide Design Guidelines along S. Macadam Avenue, a civic corridor and main street within the Macadam



Plan District. The Citywide Design Guidelines, specifically Guideline 02 and 03, encourages new development to enhance and integrate, adjacent and onsite natural resources and features. Natural features include topography, streams and stream corridors. These features add value and should be woven into the site and building design. Further guidance in Guideline 05, encourages the creation and preservation of open spaces within the public realm to enhance conditions along main streets. This includes utilizing trees, landscaping, native planting, and stormwater features to enhance open spaces, as well as create visual and auditory buffering while mitigating the urban heat island effect and weaving beauty and nature into the city.

East of S Macadam Avenue valuable natural resources, including streams, stream corridors and open spaces, will be protected and maintained by the application of the River Environmental overlay zone. The River Environmental overlay zone is applied to all important natural resources, including land within 100 feet of top of bank, all high- and medium-ranked riparian natural resources, floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas.

728. **Objective 8.** Enhance the environment for pedestrians in Southwest Portland’s town centers, main streets, and transit corridors.

Southwest Macadam Avenue is designated as a Town Center/Main Street in the Southwest Community Plan Comprehensive Plan, Zoning Map (2001). Numerous River Plan / South Reach amendments are consistent with Objective 8. For the Macadam civic corridor, objective 5 seeks to improve the corridor area for safer and more convenient bicycle, pedestrian and transit access. Actions that implement this objective specifically are C5A and C5C, one has the city coordinating with the Oregon Department of Transportation and the other looks for an alternate north-south bicycle connection to the Willamette Greenway Trail in the Macadam area. This will reduce conflicts on the existing westside Greenway trail. Council also incorporates by reference its finding under Land Use and Urban Form above.

729. **Objective 9.** Link mixed-use areas with an interconnected transportation network and transit services.

The River Plan / South Reach amendments are consistent with Objective 9. In addition to the finding under Land Use and Urban Form above, there are plan actions C4A and C4B respectively, that call for coordination on the extension of the Portland Streetcar from South Waterfront through South Portland to Lake Oswego, as well as the extension of the Willamette Greenway Trail from South Portland to Lake Oswego.

### ***III.A. Special Areas – Willamette River Greenway***

730. **Objective 1.** Protect the Willamette River and the Willamette River Greenway by supporting Statewide Goal 15 (Willamette River Greenway), the Willamette Greenway Plan, its regulations, resolutions and vision.

The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan* supporting and implementing Statewide Planning Goal 15. City Council incorporates by reference the findings for Statewide Goal 15 included in this document.

731. **Objective 2.** Foster the completion of the Willamette Greenway trail through the Southwest Community Plan area and its connection to other Southwest bicycle and pedestrian routes.

The River Plan / South Reach amendments support Objective 2 with Riverfront Trails and Connections Objective #3 that seeks to complete gaps in the Willamette River Greenway trail network and associated Action R3A. Also, Action R3G seeks funding for planning, design, construction and maintenance of accessways and walkways from neighborhoods to local public viewpoints and other public assets on the primary trail systems on both sides of the river.

732. **Citizen Involvement**

Ensure that the policies and objectives of the Southwest Community Plan are used to guide the collaborative actions of the city and Southwest citizens for the next 20 years. Involve citizens integrally in the Southwest Community Plan from concept through evaluation and revision.

The River Plan / South Reach amendments are based on extensive citizen involvement that include South Portland residents, businesspeople, and others. The findings below and evidence in the record demonstrate that the policies and objectives of the SW Community plan were incorporated in the planning process. City Council also incorporates by reference findings for Statewide Planning Goal 1.

733. **Objective 1.** Create partnerships based on a collaborative, consensus-seeking, community-based approach between community organizations, neighborhood and business associations, city bureaus and officials, all implementing bodies, and individual citizens when creating, developing, or implementing policies and programs for the Southwest Community Plan or Southwest area.

The River Plan / South Reach planning process and plan development included ongoing collaboration and community involvement with the South Portland Neighborhood Association, Collins view Neighborhood, Southwest Neighborhoods Inc., with outreach to the South Portland Business Association and business and resident property owners in the South Portland area. Other community organizations in the area, including but not limited to recreation-based groups participated in development of the plan. Numerous public meetings and events and reports to the South Portland neighborhood association were made during the planning process. The River Plan / South Reach is consistent with Objective 1.

734. **Objective 9.** Obtain active participation from Southwest neighborhood associations, business associations, and other community-based organizations by soliciting recommendations from their leadership for participation on any citizen advisory committee to engage in any phase or facet of the Southwest Community Plan or plan area. Seek balance and variety on all citizen advisory committees.

The River Plan / South Reach planning process did not include a community advisory committee but welcomed community participation at numerous public meetings and events, as well as multiple opportunities for review and comment on plan documents. City Council also incorporates by reference the finding for Objective 1 above.

735. **Parks, Recreation and Open Space**

Enrich neighborhoods and the Southwest community as a whole with ample, accessible, and well-maintained parks and open space. Preserve and enhance the natural habitat features of

Southwest Portland's parks and open spaces. Ensure a wide range of recreational opportunities for Southwest citizens.

The River Plan / South Reach amendments support this policy with plan objectives and actions that maintain, improve and expand upon parks, open spaces and natural areas in South Portland. The plan includes actions that enhance on-land and in-river recreation. Two plan actions are noteworthy. Action R1A looks to identify funding to complete implementation of the Willamette Park Redevelopment Plan, which will improve recreation and enhance natural riparian features in the park. Action R1F looks to identify funding to make public access and site improvements to Powers Marine Park and Multnomah County's former Staff Jennings Marine Center sites for bicycling, walking and human powered boating.

736. **Objective 1.** Create new parks and open spaces in Southwest Portland to meet current and future needs for parks, recreation and open space at levels that meet or exceed standards adopted by the City.

The River Plan / South Reach does not propose the creation of any new parks or open spaces in Southwest Portland. This objective does not apply.

737. **Objective 2.** Preserve natural areas for wildlife habitat, environmental and scenic values.

The River Plan / South Reach amendments are consistent with this objective. The amendments address this objective, in part by requiring new development on sites within the Design overlay, within the Macadam Plan District, to meet Citywide Design Guidelines, encouraging the preservation of natural features, and areas, through careful building and site design. Guidelines 02 and 03 encourage development to integrate adjacent and onsite natural features within site and building designs, to minimize negative impacts. Additionally, Guideline 09, encourages the use of green building and site design, to minimize a development's carbon footprint. Further guidance within the Macadam Character Statement encourages integration of steep topography, and careful design of rooftops to enhance views within the area. For additional detail, see findings for Design and Development, specifically policies under Resource-Efficient Design and Development, and Designing with Nature.

The river setback is increased for roughly half of River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be installed with development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that the expansion is appropriate because the purpose of the setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose.

All new development in the River Environmental overlay zone must avoid, minimize, then mitigate impacts on natural resources. Additionally, the River Environmental requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy. Tree replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a

higher tree replacement ratio. This will significantly increase tree canopy which is effective at reducing urban heat island effects in the area. Additionally, through meeting standards or conducting an alternatives analysis, future development will be designed to minimize impacts on fish and wildlife, including by incorporating vegetated stormwater treatment facilities whenever possible.

The River Plan / South Reach Scenic Resources Protection Plan (SRSRPP) and Zoning Code requirements in 33.475, River Overlay Zones, protect view corridors from public viewpoints and maintain visual access to the Willamette River, major topographic features, including mountains and bluffs, and natural areas, including parks and open spaces (e.g., Oaks Bottom Natural Wildlife Refuge). Additionally, changes to Zoning Code chapter 33.480, Scenic Overlay Zone, will require the addition of amenities at select South Reach and Central Reach viewpoints identified in Map 480-1 to better identify the viewpoints and celebrate the scenic resources they provide.

**738. Objective 3. Promote the voluntary acquisition of environmentally-sensitive areas by public and nonprofit agencies.**

The River Plan / South Reach supports the voluntary acquisition of environmentally-sensitive areas along the Willamette River. Plan Action W6D calls for evaluating the development of a program similar to the BES Johnson Creek Willing Seller Program for Willamette River properties. This program would be focused on acquisition of properties in the floodplain that would add flood management capacity and contribute to reducing flood risk in the area.

**739. Objective 4. Maintain and enhance existing parks, recreational programs, and community centers in Southwest Portland to serve current and future residents.**

The River Plan / South Reach amendments support Objective 4 through plan actions that maintain and enhance existing parks and recreation in South Portland for current and future residents. In addition to the finding for the Parks, Recreation and Open Space policy above, In-River Recreation Objective #7 and associated actions R7A and R7B look for funding to study and, if feasible, construct a public swimming beach, which could locate in South Portland. Parks, Recreation and Natural Area Objective #5 and associated actions look to develop culturally-specific programming and activities in South Reach parks, natural areas and in-river waters. Action R1G supports the continuation of public engagement efforts for seniors and people with disabilities in planning and development of recreation facilities in park and natural areas.

**740. Objective 5. Encourage removal of invasive species in parks and natural areas.**

The River overlay zones (33.475) require that invasive species are removed as a part of development actions. Additionally, plan actions call for completing restoration projects to expand shallow water habitat, replacing invasive species with native species and reducing harmful algal blooms in the river.

**741. Objective 6. Encourage and support community stewardship programs for Southwest Portland's parks and natural areas.**

Plan actions support collaboration with community organizations and the public to maintain and improve the environment. Specific actions include:

W4E calls for identifying options for public-private partnerships and other tools to improve riparian and upland habitat on private property;

W4F supports the continuation of existing partnerships and the pursuit of funding to develop new partnerships with individuals, and conservation and community groups to support restoration and community science efforts;

R1G continues the public engagement of seniors and people with disabilities in planning and development of recreation facilities in park and natural areas;

R2A directs City staff to work with interested Native Americans, immigrants and communities of color to determine and plan for uses, activities and programming at parks and natural areas;

T2A calls for working with tribal representatives to generate ideas for the development of projects and programs that honor Native American culture and history and educate the public;

T4A supports working collaboratively with tribal nations and urban native communities to enhance South Reach natural areas to increase the viability of culturally and ecologically important fish, wildlife and native plants.

Additionally, public scenic viewpoints are identified along the Greenway Trail and the zoning code requires that when the trail is developed, formal viewpoints also be constructed. Public scenic viewpoints offer places for people to see and admire the Willamette River and its riverbanks, important South Reach natural resources, such as Oaks Bottom, and the city skyline. This will also foster community stewardship.

742. **Objective 11. Encourage the development of well-designated, well-maintained trails and bicycle paths in Southwest Portland as recreational opportunities.**

The River Plan / South Reach amendments are consistent with this objective. See findings for Policies 4.5 and 4.23 under Design and Development.

743. **Objective 12. Encourage biological diversification by restoring, enhancing, and managing parkland for a variety of specific landscape and habitat types, with preference for native species where appropriate.**

The River Plan / South Reach includes a number of actions that will restore, enhance and manage parks for a variety of landscape and habitat types. The River Environmental overlay zone is applied to the Willamette River, all land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources (which include other tributary streams and waterways), and both developed and undeveloped floodplains. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will enhance habitat quality and connections in this area by limiting development and requiring mitigation for negative impacts to natural resource features and functions. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review.

The River General overlay zone, which is applied to most properties in the study area, includes the requirement for development that is not river-dependent or river-related to be setback from the river by at least 50 feet and a new setback landscaping standard. The landscaping standard requires a mix of vegetation types and densities including trees, shrubs and ground cover. The purpose of the landscaping standard is to increase in the quality, quantity and destiny of vegetation.

Additionally, Action W4B calls for the restoration of the natural connection and functions of seven perennial and intermittent streams that flow from River View Natural Area into Powers Marine park. These connections will improve stream connectivity and improve conditions for endangered and threatened salmon and steelhead species by increasing cold water refugia, an identified need for these species.

**744. Objective 13. Promote and provide safe and convenient trails and bicycle paths from Southwest neighborhoods to the Willamette River.**

The River Plan / South Reach amendments promote and seek to provide safe and convenient trails and pedestrian and bicycling connections to and from and along the Willamette River. Riverfront Trails and Connections Objective #3 and associated actions R3A and R3C-R3G all address this objective.

Action C5C calls for the evaluation of an alternative north-south bicycle connection on the west side of the river to reduce conflicts on the existing Greenway trail. Additionally, the plan identifies a number of areas where connections to surrounding neighborhoods can be improved so that access to the area is improved for both South Reach neighborhoods and others elsewhere in the City.

These plan components are consistent with Objective 13.

**745. Transportation**

**Provide a balanced, multimodal transportation system in Southwest Portland that encourages increases in transit use and pedestrian accessibility and connectivity, discourages non-local traffic in residential areas, manages congestion, and focuses on improving and maintaining arterial and local streets.**

The River Plan / South Reach amendments are an update to the *Willamette Greenway Plan*. The amendments do not alter the development capacity of the area. Only 10 acres out of a total of 730 acres on both sides of the river is re-designated by land use and/or base zone designations. And with that, the plan did not look extensively at the multimodal transportation for a large area of South Portland. Plan amendments do look toward increased transit services in South Portland, and safety and access improvements for pedestrians and bicyclists. South Portland Objectives #4 and #5 and associated actions look to improve conditions for pedestrians, bicyclist and transit users. An action example is C5B to work with TriMet to add more bus services on lines 35 and 99, which serve South Portland. Action C5C seeks to address bicycle and pedestrian conflicts on the Willamette Greenway Trail by looking for an alternative north-south bicycle connection within the Macadam corridor area.

**746. Objective 4. Improve intradistrict and interdistrict transit service in the peak and offpeak periods to serve residential areas, town centers, main streets, and activity centers, particularly those in the Southwest district, and add transit facilities and pedestrian ways to enhance access to transit.**

Southwest Macadam Avenue is designated as a Town Center/Main Street in the Southwest Community Plan Comprehensive Plan, Zoning Map (2001). Plan amendments address transit services in South Portland as well as safety and access improvements for pedestrians and bicyclists. South Portland Objectives #4 and #5 and associated actions aim to improve conditions for pedestrians, bicyclist and transit users. Action C5B to calls for coordination with TriMet to add more bus services on lines 35 and 99, which serve South Portland. Action C5C seeks to address bicycle and pedestrian conflicts on the Willamette Greenway Trail by looking for an alternative north-south bicycle connection within the Macadam corridor area. The River Plan / South Reach amendments are consistent with the objective.

**747. Objective 7. Develop additional pedestrian facilities within the Hillsdale, Multnomah and Johns Landing Pedestrian Districts.**

The River Plan / South Reach amendments support Objective 7 with actions like C5A to transform S Macadam Avenue into a more pedestrian-friendly street and R3G to seek funding and community support to plan, construct, repair and replace walkways from neighborhoods to local public viewpoints and the trail system on both sides of the river. Additionally, Action R3E looks at trail extensions and connections in South Portland such as to George Himes Park, S Terwilliger Blvd and the Red Electric Trail from the Willamette Greenway. See findings on policy 4.5, which speak to requirements for new development within the Macadam Plan District, including within the Johns Landing Pedestrian District, to design accessible, safe and attractive pedestrian connections onsite.

**748. Watershed**

Protect and enhance Southwest Portland’s environment and natural resources on a watershed by watershed basis. Integrate stormwater management into land use planning and development in a way that prevents net degradation of water quality, aquatic, streamside and riparian habitats and ecosystems, and plant and animal habitats throughout the stream corridor.

All new development in the River Environmental overlay zone must avoid, minimize, then mitigate impacts on natural resources. Additionally, the River Environmental requirements for tree preservation and replacement within and landward of the river setback will increase tree canopy. Trees replacement will be required for all trees 1.5 inches and larger diameter-at-breast-height (dbh) in the river setback and three inches and larger dbh landward of the setback. The number of trees required to be planted is based on the size of tree(s) removed, with larger trees having a higher tree replacement ratio. This will significantly increase tree canopy which is effective at reducing urban heat island effects in the area. Additionally, through meeting standards or conducting an alternatives analysis, future development will be designed to minimize impacts on fish and wildlife, including by incorporating vegetated stormwater treatment facilities whenever possible.

All development in the River Plan / South Reach will continue to be required to meet the City’s stringent stormwater management requirements, which ensures the incorporation of well-functioning, effective green infrastructure. The regulations require that new impervious surfaces be reduced and that impervious surfaces be treated for stormwater runoff quantity and/or quality. The Stormwater Management Manual requires onsite infiltration to the maximum extent possible through green infrastructure techniques.

749. **Objective 4.** Promote the maintenance and restoration of the urban forest canopy and use of native vegetation in headwater areas, within upland forests, and along riparian and wildlife corridors.
750. **Objective 5.** Protect the structural stability and riparian conditions of stream corridors, water quality and the needs of aquatic and riparian wildlife and vegetation.
751. **Objective 6.** Create conditions which support the recovery of threatened, endangered, and other sensitive species and remove streams from water quality limited listings.

The *River Plan / South Reach Natural Resources Protection Plan (SRNRPP)* provides a comprehensive inventory of natural resources, including providing data specifically addressing five “inventory sites” within the study area. Natural resources inventoried include vegetation types, likely wildlife and fish species, bathymetry and riverbank character, water and soil contamination, and others. The Willamette River is a key migratory corridor for fish and wildlife. Chapter V, Results, provides the inventory for each inventory site and includes recommendations for protecting and maintaining natural resource features and functions.

The application of the River overlay zones (Zoning Code 33.475) and the associated 33.865, River Review, will ensure the protection and conservation of the Willamette River and its floodplains and riparian areas by limiting development in areas with identified natural resources, encouraging environmentally sensitive development and requiring mitigation when development has a detrimental impact on resources. The mitigation requirements include planting of native vegetation and a mix of trees, shrubs and groundcover, which will improve habitat quality, quantity and connectivity along the Willamette River.

The river setback is increased for most River Plan / South Reach riverfront properties. The setback requires that development that is not river-dependent or river-related be setback 50 feet from the top of bank of the Willamette River. There is a landscaping requirement for the setback that requires native plants to be installed with development. The majority of testimony received was in support of an expanded river setback, though a few individuals opposed the expansion. City Council finds that, based on the inventory and evaluation contained in the *River Plan / South Reach Natural Resources Protection Plan (Volume 3)* and public input, the expansion is appropriate because the purpose of the setback is to protect, maintain, preserve and enhance the natural, scenic, historic and recreational qualities of the Greenway. The expanded river setback achieves that purpose. An expanded setback ensures that adverse impacts on river functions, including water quality, flooding and fish and wildlife habitat, will be minimized and contribute to recovery efforts for threatened and endangered salmon and steelhead species.

752. **Objective 9.** Integrate floodplain values of the Willamette River with developments and uses along the Willamette Greenway.

In addition to these actions, the River Plan / South Reach includes a number of steps to reduce future flood risk and improve floodplain habitat in the study area. These requirements draw on the guidance provided in the NOAA Fisheries Biological Opinion on the FEMA National Flood Insurance Program (NFIP). Updates to development regulations in the plan include the following:

- A. The River Environmental overlay zone will be applied to all land within 100 feet of top of bank, at minimum, and to both undeveloped and developed floodplains;



- B. In the River Environmental overlay zone, tree replacement ratios are consistent with recommendations in the Biological Opinion and impacts in the floodplain must be mitigated in the floodplain; and
- C. Development that is not river-dependent or river-related within a new “riparian buffer area”, defined as all land within 170 feet of the ordinary high water mark, must demonstrate significant improvement in at least one of three City-defined floodplain functions while also ensuring no net loss of other natural resource functions in this key riparian area. This requirement will expand and improve riparian habitat along the river, increasing floodplain management capacity in this critical area.

The River Plan / South Reach amendments are consistent with Objective 9.

753. **Objective 10. Promote the restoration and protection of vegetated riparian corridors as a means to restore and preserve water quality and aquatic streamside plant and animal habitats and ecosystems.**

The River Plan / South Reach includes a number of actions that will protect and restore riparian corridors. The River Environmental overlay zone is applied to the Willamette River, all land within 100 feet of the top of bank of the Willamette River, high- and medium-ranked riparian natural resources (which include other tributary streams and waterways), and both developed and undeveloped floodplains. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will enhance habitat quality and connections in this area by limiting development and requiring mitigation for negative impacts to natural resource features and functions. Vegetation removal allowed through exemptions in the River Environmental is limited, especially in the river setback where only non-native vegetation and no trees can be removed. In all other cases, vegetation and tree removal in the setback must be approved through standards or River Review.

The River General overlay zone, which is applied to most properties in the study area, includes the requirement for development that is not river-dependent or river-related to be setback from the river by at least 50 feet and a new setback landscaping standard. The landscaping standard requires a mix of vegetation types and densities including trees, shrubs and ground cover. The purpose of the landscaping standard is to increase in the quality, quantity and destiny of vegetation.

Additionally, Action W4B calls for the restoration of the natural connection and functions of seven perennial and intermittent streams that flow from River View Natural Area into Powers Marine park. These connections will improve stream connectivity and improve conditions for endangered and threatened salmon and steelhead species by increasing cold water refugia, an identified need for these species.

River Plan / South Reach amendments are consistent with Objective 10.

754. **Objective 11. Protect and restore Southwest watersheds as described in Objectives 1 through 10 above by adopting and enforcing new land use regulations. These new regulations may require the amendment of existing base or overlay zone requirements, or adoption of new development standards or plan districts.**

See findings for objectives 4-10 above.

## **BROOKLYN NEIGHBORHOOD PLAN (1991)**

### **755. Policy 1: Neighborhood Identity**

**Objective 1.1, Strategy 8: Provide access to the Willamette River and to Ross Island.**

The River Plan / South Reach amendments support this objective with Riverfront Trails and Connections Objective #4 and associated actions that seek partnerships to plan, secure funds and develop safe and convenient riverfront access for the Brooklyn neighborhood. This includes neighborhood access to the Willamette River and a riverfront park, which could provide access to nonmotorized boating and swimming access to Ross Island.

### **756. Policy 6A: Gathering Places**

**Parks, Recreation and Waterfront Activities. Develop new and maintain existing parks, recreational facilities, and public open spaces in order to improve the livability of the neighborhood.**

The River Plan / South Reach amendments address Policy 6A with Recreation actions R1E creation of a riverfront park in the Brooklyn neighborhood

### **757. Objective 6A.1 Re-establish Brooklyn’s access and historic link to the Willamette River.**

The River Plan / South Reach includes Action R4A that directs the City to work with community partners to seek funds and resources for the study of Brooklyn neighborhood riverfront access. Therefore, the plan supports Objective 6A.1.

### **758. Objective 6A.2 Advocate the redevelopment of Ross Island as a natural area with limited public access through the creation of a master plan.**

The River Plan / South Reach amendments are supportive of Objective 6A.2 with policies like R1I to pursue funding to acquire, operate and maintain additional city-owned land on Ross Island and R1C to master plan for the future of less impactful recreation in the natural areas on the eastside including the Ross Island natural area.

Therefore, the plan supports Objective 6A.2.

### **759. Objective 6A.3 Advocate development of pedestrian and bike routes between parks and other gathering places. Strategy 1, Create paths which accommodate both pedestrian and bicyclists and include benches at viewpoints along access route to the Willamette River.**

A number of active transportation actions are included in the River Plan / South Reach amendments. Action items call for improvements to existing transit services that run through and to the South Reach from the Central City. They also call for new and improvements to existing pedestrian, bike and trail facilities that will provide safe access to and through the South Reach and to the Central City, especially via the greenway trail system on both sides of the river. Additionally, the Citywide Design Guidelines and Macadam Character Statement inform new development on how and where it should create new pedestrian and bicycle connections, as a way to enhance the existing street grid and strengthen connections between S Macadam Avenue and the Willamette Riverfront, within the Macadam Plan District. The plan supports Objective 6A.3.

### **760. Objective 6A.4 Explore opportunities for the development of “Haig Park” located at the foot of Haig Street on the east bank of the Willamette River.**

The River Plan / South Reach amendments address Objective 6A.4, see finding for Policy 6A above.

761. **Objective 6A.7** Support public and private actions that will contribute to the construction and improvement of the Greenway Trail as a link between OMSI and Oaks Bottom as required by the Greenway Trail.

The River Plan / South Reach amendments support Objective 6A.7 with plan action R3C that seeks funding to make improvements to enhance safety and comfort on the Springwater Corridor Trail (the eastside's Greenway Trail).

762. **Transportation Policy 7B: Promote Brooklyn as a pedestrian and bicycle-friendly neighborhood. Objective 7B.1** Encourage transportation improvements, which promote pedestrian and bicycle movement, especially at high-volume intersections, and which provide access to the riverfront.

See findings for Objective 6A.3 above.

## **SELLWOOD-MORELAND NEIGHBORHOOD PLAN (1998)**

763. **Goal - Retain and enhance Sellwood-Moreland's neighborhood character as an urban village, with a rich mixture of land uses, a variety of housing types with a range of affordable housing, recreational opportunities, and transportation alternatives.**

The River Plan / South Reach is an update to the *Willamette Greenway Plan* (1987) and includes a portion of the Sellwood-Moreland neighborhood, which extends south from SE Holgate Blvd to the city limits south of the Sellwood Bridge. This 20-year plan includes a future vision, policies, objectives and recommendations, including: Comprehensive Plan policy and map amendments, Zoning Map and Zoning Code changes, and an action plan. The plan also contains Scenic Resources and Natural Resources protection plans to support plan direction. Recreational opportunities throughout the South Reach, including along the Sellwood-Moreland neighborhoods waterfront, are a primary focus of the plan. Both land-based and water-based recreational activities are addressed in the plan. Specific actions for parks and/or their management include to develop a plan for the future of the Sellwood Riverfront Park and address issues related to the off-leash dog areas and user conflicts (R1B), explore a public-private partnership with Oaks Amusement Park to create a publicly-accessible swimming beach (R6A), prepare a coordinated management plan for Ross Island Natural Area/Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area complex (R1C), identify funding to study construct a boat launch at the end of SE Spokane Street at the river's edge (R9A) and repair or replace the motorized boating dock at Sellwood Riverfront Park (R9D).

Additionally, the *River Plan / South Reach Scenic Resources Protection Plan* inventoried and evaluated a variety of scenic resources to ensure public enjoyment and appreciation of the Willamette River and other unique scenic resources of the area. A total of 24 public viewpoints, eight view streets, five scenic corridors and a number of focal features, including many in the Sellwood-Moreland neighborhood, are protected by the plan. The application of the Scenic overlay zone to designated public viewpoints allows for maintenance of vegetation to preserve views over time.

A number of active transportation actions are included in the River Plan / South Reach amendments. Action items call for improvements to existing transit services that run through and to the South Reach from the Central City. They also call for new and improvements to existing pedestrian, bike and trail facilities that will provide safe access to and through the South Reach and to the Central City, especially via the greenway trail system on both sides of the river.

Lastly, the plan calls for the development of a Sellwood Bridgehead Development Concept that implements the community's vision, as well as the identity and history of the area (Action C2A).. This concept would develop a new framework for future development in the area and strengthen this gateway into the neighborhood.

These amendments, along with others in the plan, better support achievement of this goal than existing regulations.

764. **Policy II: Sense of Place.** Reinforce a distinctive sense of place by emphasizing neighborhood boundaries, connections, business districts, public open spaces, and focal points.

**Objective 1.** Make neighborhood edges an integral part of the community.

**Objective 2.** Identify and strengthen neighborhood gateways.

**Objective 3.** Promote development at key nodes that reinforces the Sellwood-Moreland neighborhood as a pedestrian-oriented, self-sufficient "village".

**Objective 5.** Enhance the neighborhood's established character as a mixed-use village, emphasizing residential areas surrounding a number of business districts, orientation to public transit and a healthy pedestrian environment.

See findings for the Sellwood-Moreland Neighborhood Plan Goal above.

765. **Policy III: Community Livability. Strengthen the sense of community and neighborhood identity.**  
**Objective 3.** Build on the potential of parks, open spaces and streets as shared public spaces to strengthen the coherence and unity of the neighborhood.

The River Plan / South Reach amendments are consistent with Policy III. Plan actions include the development a plan for the future of the Sellwood Riverfront Park and addressing issues related to the off-leash dog areas and user conflicts (R1B), exploring a public-private partnership with Oaks Amusement Park to create a publicly-accessible swimming beach (R6A), and identifying funding to study construct a boat launch at the end of SE Spokane Street at the river's edge (R9A). Additionally, the River Plan / South Reach includes a Scenic Resources Protection Plan that supports the protection of 24 public viewpoints, eight view streets, five scenic corridors and a number of focal features, many of which are in the Sellwood-Moreland neighborhood. These viewpoints and other scenic resources are public spaces for gathering and celebrate unique locations within the neighborhood.

766. **Policy V: The River's Edge.** Make the river's edges integral to the community.

**Objective 1.** Strengthen and create connections between the neighborhood and the river.

**Objective 2.** Protect Oaks Bottom Wildlife Refuge from any development which threatens to diminish its capacity to support a variety of native species.

**Objective 3.** Preserve views from the Sellwood Bridge to the river, the hills to the west, and downtown Portland in any Sellwood Bridge renovation or replacement.

**Objective 4.** Strengthen the role of the Sellwood Bridge as a neighborhood gateway.

**Objective 5.** Use the public areas near the river's edge to help unify and create an identity for the neighborhood.

**Objective 6.** Pursue and support commercial activity at the bridgehead that is compatible with river edge resources, and will link commercial and residential areas on Tacoma with the residential and recreational areas below at the water's edge.

The River Plan / South Reach amendments are more supportive of Policy III than existing regulations. Plan actions include the development a plan for the future of the Sellwood Riverfront Park and addressing issues related to the off-leash dog areas and user conflicts (R1B), exploring a public-private partnership with Oaks Amusement Park to create a publicly-accessible swimming beach (R6A), preparing a coordinated management plan for Ross Island Natural Area/Holgate Channel/Oaks Bottom Wildlife Refuge/Oaks Crossing Natural Area complex (R1C), and identifying funding to study construct a boat launch at the end of SE Spokane Street at the river's edge (R9A).

The River Environmental overlay zone is applied to the Oaks Bottom Wildlife Refuge and nearby important natural resources. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and expand South Reach habitat over time. Tree canopy will be increased, habitat connectivity between the South Reach and other citywide natural resources will be improved and development will be designed to minimize impacts on fish and wildlife. Additionally, portions of the area within the River's Edge subarea will also be subject to the requirements of the new riparian buffer area, where improvement to at least one of three City-defined floodplain functions must be demonstrated.

The River Plan / South Reach includes a Scenic Resources Protection Plan that will protect 24 public viewpoints, eight view streets and five scenic corridors, many of which are in the Sellwood-Moreland neighborhood. The application of the Scenic overlay zone will protect views from the Sellwood Bridge and elsewhere to the river, the hills to the west, and downtown Portland.

The plan also calls for the development of a Sellwood Bridgehead Development Concept that implements the community's vision, as well as the identity and history of the area (Action C2A). This concept would develop a new framework for future development in the area and strengthen this gateway into the neighborhood.

767. **Policy VI: Tacoma Street.** Improve access to and from the neighborhood across the Willamette River for transit, bicycles and pedestrians.

**Objective 1.** Create gateways to the neighborhood at the Sellwood Bridge and at the McLaughlin overpass.

**Objective 5.** Improve the safety and character of pedestrian crossings across Tacoma Street.

The River Plan / South Reach is consistent with Policy VI. Plan action C2A calls for the development of a Sellwood Bridgehead Development Concept that implements the community's vision, as well as the identity and history of the area (Action C2A). A part of this concept would include addressing

local and regional traffic using SE Tacoma St with improved transit service and the implementation of Transportation Demand Management (TDM) solutions. This concept would update the framework for future development in the area and strengthen this gateway into the neighborhood.

768. **Policy XII: Environment and Greenspaces.** Foster community care and respect for the environment.

**Objective 1.** Create more opportunities for interaction with the natural environment.

**Objective 2.** Protect neighborhood greenspaces and preserve wildlife habitat.

**Objective 3.** Promote the "urban forest" in Sellwood-Moreland.

**Objective 4.** Strengthen the neighborhood's natural environment by creating linkages between existing greenspaces and natural resource areas with corridors of natural plantings.

**Objective 6.** Connect the Greenway Trail with the Springwater Corridor through the Sellwood-Moreland neighborhood.

The River Plan / South Reach is more supportive of Policy XII than existing regulations. The plan includes a broad spectrum of updates to environmental regulations that will better protect and improve natural resources in the Sellwood-Moreland neighborhood. Specifically, the River overlay zones, which include the River General, River Recreational and River Environmental overlay zones, replace the existing Greenway overlay zones in the area. The River General overlay zone ensures that non-river-dependent and river-related development is setback from the river to provide adequate space for riparian habitat and recreational resources. The River General overlay zone includes a landscape standard that requires native species to be planted to provide habitat to both riparian and upland species that utilize the river and exterior lighting standards that reduce the effects of lighting on South Reach species. The River Environmental overlay zone is applied to a minimum of all land within 100 feet of the top of bank, medium- and high-value riparian resources, all floodplains (both the FEMA 100-year floodplain and the 1996 Flood Inundation Area) and Special Habitat Areas. Special Habitat Areas are designated areas that contain or support special status fish or wildlife species, sensitive/unique plant populations, wetlands, native oak, and a number of other unique natural features. Through its requirement to avoid, minimize and mitigate development impacts, the River Environmental overlay zone will strengthen both riparian and upland habitat corridors, preserve natural resources and expand habitat over time. Tree canopy will be increased and habitat connectivity between the South Reach and other citywide natural resources will be improved. Additionally, through meeting standards or conducting an alternatives analysis as a part of River Review, future development will be designed to minimize impacts on fish and wildlife.

769. **Policy XIII: Transportation.** Provide for the safe movement of people and goods, while preserving, enhancing or reclaiming the neighborhood's livability.

**Objective 2.** Enhance or expand accessibility across the Willamette River for pedestrians, bicyclists and transit.

**Objective 4.** Enhance the neighborhood's pedestrian environment along Tacoma.

The River Plan / South Reach is consistent with Policy XIII. The plan contains numerous actions to improve bicycle and pedestrian access and safety, including improvements to the greenway trails and connections to them such as from the Sellwood neighborhood to the river, filling in remaining gaps in the greenway trail system and implementing a Transportation System Plan project for

Tacoma Main Street improvements and design and make improvements to multi-modal conflicts by the Springwater Corridor Trail at SE Spokane Street/Oaks Park Way.