



# RIVER PLAN/SOUTH REACH

## Volume 2: Scenic Resources Protection Plan

Intergovernmental Review Draft

August 2019

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## **EXECUTIVE SUMMARY**

*(forthcoming)*

## CHAPTER I. INTRODUCTION

### A. WHAT ARE SCENIC RESOURCES?

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

The *South Reach Scenic Resources Protection Plan* (SRSRPP) addresses scenic resources that are accessible to the general public. Generally, the resources are located on or viewed from public property, a public right-of-way, or a public trail. Scenic resources viewed from private property, such as a view from an office or apartment, are not part of the SRSRPP, with the exception of a few publicly accessible views from the privately-owned Garden at Elk Rock and Oaks Amusement Park.

The SRSRPP uses the following definitions for these key terms:

**View:** A view is an aesthetically pleasing landscape or scene comprised of one or more visual features. A view may be framed, wide angle, or panoramic and may include natural and/or manmade structures and activities. A view may be from a stationary viewpoint or be seen as one travels along a roadway, waterway or path. A view may be to a faraway object, such as a mountain, or of a nearby object, such as a bridge. Views are also referred to as **view corridors** in this plan and the 1991 *Scenic Resources Protection Plan*.



*View of downtown.*

**Viewpoint:** A viewpoint is a location from which one enjoys a view. A viewpoint may be a generalized location, such as a butte, and include several vantage points where the view may be seen to best advantage, or a single observation point. A viewpoint may have a developed viewing area with features such as benches, signs, and lighting or may simply be a publicly accessible point from which to take in a view.



*Viewpoint in the South Reach.*

**View street:** A view street is a linear scenic resource that is enclosed or bordered on both sides (for example, by buildings or trees) and leads to a visual focal feature that has an aesthetically pleasing, scenic quality and serves as the terminus of the view.



**River access ways** are a subset of view streets that terminate at or within the Willamette Greenway boundary and provide a visual and physical connection to the Willamette River. River access ways were called “view corridors” in the 1987 *Willamette Greenway Plan*. All of the view streets in the South Reach are river access ways.



*View street in the South Reach.*

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



*Mount Hood is a visual focal feature.*

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

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

## B. HISTORY OF SCENIC RESOURCES PROTECTION IN THE SOUTH REACH

This section provides a brief overview of previous scenic resource planning, protection and management efforts in and near the South Reach. Other plans and studies related to scenic resources located outside of the South Reach, such as the Central City, Rocky Butte and Terwilliger Boulevard, are not included in this summary.

### 1985 Macadam Corridor Study and Design Guidelines

This project addressed a public desire to increase physical and visual access from SW Macadam Avenue to the Willamette River. Implementing zoning code measures in the Macadam plan district (33.550) require the maintenance of eight view corridors (renamed river access ways in this plan) from SW Macadam to the river, between SW Richardson St and SW Miles St. The Macadam Corridor Design Guidelines provide approval criteria for public and private development and include a guideline that calls for creating “public views to the river, Greenway Trail and Willamette Park from Macadam Avenue and other public parks and rights-of-way west of Macadam as well as views from the river and the Greenway to the west.”

### 1987 Willamette Greenway Plan

With the adoption of Oregon statewide planning goal 15, Willamette Greenway, the state required local jurisdictions to plan for public access to the Willamette River and protect scenic resources associated with the river. In 1987, the City adopted the *Willamette Greenway Plan*, which went into effect in 1988. The plan required development of a public trail on properties with river frontage and identified numerous viewpoints along the river. The views are primarily of the river itself, the bridges, and the city skyline. The zoning code requires that identified public viewpoints be developed when trail improvements are triggered by new development. The *Willamette Greenway Plan* also designated greenway view corridors, renamed river access ways in this plan, where it is possible to see and/or reach the Willamette River from approaching streets and rights-of-way. The *River Plan / South Reach* updates the *Willamette Greenway Plan* for the portion of the greenway in the South Reach, including its scenic resources protection measures.

### 1991 Scenic Resources Protection Plan

Prior to 1989, several different plans and projects identified and protected scenic views, viewpoints, and drives throughout the city. In addition, public acquisitions of land set aside significant resources for their aesthetic qualities. The 1991 *Scenic Resources Protection Plan* consolidated many of these previous efforts and identified 131 scenic resources throughout Portland. Implementation of the plan included application of a Scenic Resource (s) overlay zone, amendments to the Scenic Resource chapter (33.480) of the zoning code and adjustment of building height restrictions to protect significant views.

### 2001 – 2004 River Renaissance Vision, Strategy and Atlas

This multi-part, high-level planning initiative includes a Vision calling for connecting “new and existing neighborhoods to and across the river, through rails, trails, bikeways, streets, view corridors, and water taxis.” A *Willamette River Atlas*, completed in 2001, mapped previously identified view corridors and viewpoints and categorized the viewpoints as developed or undeveloped.

### 2035 Comprehensive Plan (2018)

As described in section D, below, the recently adopted *2035 Comprehensive Plan* provides policy direction to identify, protect and manage scenic resources citywide. The *South Reach Scenic Resources Protection Plan* is one of many implementing measures for the City’s Comprehensive Plan.

## **C. REGULATORY CONTEXT FOR SCENIC RESOURCE PROTECTION**

### Oregon Statewide Planning Goals

Comprehensive land use planning was mandated by the 1973 Oregon Legislature, primarily in response to population growth pressures on valuable farm and forest lands. Since 1975, cities and counties in Oregon have been required to comply with Statewide Planning goals. Today there are 19 goals that Oregon cities and counties must comply with through adoption and maintenance of local comprehensive plans. Portland adopted its first comprehensive plan in 1980 to satisfy the requirements of the state planning program.

Only those goals most directly related to scenic resources — Goals 5 (Natural Resources, Scenic and Historic Areas, and Open Spaces), 15 (Willamette River Greenway) and 8 (Recreational Needs) — are addressed in this section.

Oregon State Land Use Goal 15, Willamette Greenway, is intended to protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of the land along the Willamette River. Goal 15 applies within the established Greenway Boundary.

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

The City of Portland has been in compliance with Goal 5 for scenic resources since 1991, with the adoption of the *Scenic Resources Protection Plan*. This inventory is an update for a portion of the scenic resources contained in the *Scenic Resources Protection Plan*; specifically, the scenic resources for the South Reach. Because this inventory will be an update to an approved Goal 5 program, this update must comply with OAR 660-023 instead of OAR 660-016

Goal 5 and Goal 15 apply to mutually exclusive geographies. Goal 5 does not apply within the Greenway Boundary and Goal 15 does not apply outside of the Greenway Boundary. The ESEE analysis that is required by Goal 5 is not a required step to comply with Goal 15. However, the city is not precluded from using an ESEE analysis to evaluate the tradeoffs of protecting scenic resources within the Greenway Boundary. The City is choosing to include the scenic resources located in the Goal 5 and Goal 15 areas in the ESEE analysis in the *South Reach Scenic Resources Protection Plan*. This is being done to establish a consistent approach to determining levels of protection and management for the scenic resources across Portland.

The purpose of the ESEE analysis is to update and refine previously adopted scenic resources protection plans applicable in the South Reach. The ESEE analysis will evaluate the economic, social, environmental, and energy trade-offs associated with different levels of protection for significant scenic resources in, of and across the South Reach. The results of the ESEE analysis will inform updates to the zoning code and other tools to protect and manage scenic resources. In addition to the zoning code, additional tools include supplemental zoning code provisions called “plan districts”, design guidelines, vegetation management plans and others. The results of the ESEE analysis will include decisions that provide the basis for an updated program for the South Reach.

The Goal 5 rule (OAR 660-015-0000(5)) requires that the ESEE analysis include the following steps:<sup>1</sup>

**1. Determine the impact area.** Local governments shall determine an impact area for each resource site. The impact area shall be drawn to include only the area in which allowed uses could adversely affect the identified

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

significant scenic resources. The impact area defines the geographic limits within which to perform ESEE analysis.

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

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

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

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

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

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

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

Oregon State Land Use Goal 8, Recreational Needs, requires jurisdictions to satisfy the recreational needs of citizens. Local jurisdictions are responsible for creating and maintaining recreational areas, facilities and opportunities to meet the current and future needs. Recreational areas, facilities and opportunities are defined



to include scenic landscapes, scenic roads and travel ways as well as passive activities, such as sightseeing. Goal 8 applies across Portland and is coincident with both Goal 5 and Goal 15 resources. There is no specified process for protecting Goal 8 resources; however, this scenic resource protection plan supports compliance with Goal 8.

#### City of Portland 2035 Comprehensive Plan

Local jurisdictions in Oregon are required to develop and update Comprehensive Plans to demonstrate compliance with the statewide land use planning goals. Portland adopted an updated *2035 Comprehensive Plan* in 2016. The following Comprehensive Plan goals and policies form the basis for the *South Reach Scenic Resources Protection Plan*, as well as future scenic resource inventory and protection measures.

#### **Goal 4.A: Context-sensitive design and development**

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

#### **Policies: Scenic resources**

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

- Policy 4.40*    *Scenic resources.* Enhance and celebrate Portland's scenic resources to reinforce local identity, histories, and cultures and contribute toward way-finding throughout the city. Consider views of mountains, hills, buttes, rivers, streams, wetlands, parks, bridges, the Central City skyline, buildings, roads, art, landmarks, or other elements valued for their aesthetic appearance or symbolism.
- Policy 4.41*    *Scenic resource protection.* Protect and manage designated significant scenic resources by maintaining scenic resource inventories, protection plans, regulations, and other tools.
- Policy 4.42*    *Vegetation management.* Maintain regulations and other tools for managing vegetation in a manner that preserves or enhances designated significant scenic resources.
- Policy 4.43*    *Building placement, height, and massing.* Maintain regulations and other tools related to building placement, height, and massing in order to preserve designated significant scenic resources.
- Policy 4.44*    *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.

## D. WHAT'S IN THE PLAN?

The SRSRPP includes four chapters:

**Chapter 1: Introduction** – This chapter describes context for the *South Reach Scenic Resources Protection Plan*, including providing information on past resource protection efforts in the South Reach, describing the regulatory context that provides direction on completing the scenic resources inventory and economic, social, environmental and energy (ESEE) analysis contained in chapters 2 and 3, and identifies the City's policy priorities for scenic resources.

**Chapter 2: Scenic Resources: Inventory** – This is an inventory of existing and potential scenic resources in and near the South Reach planning area. The inventory includes detailed descriptions, photos, maps, scores and rankings of variety of South Reach scenic resources. The information in the inventory serves as the basis for the ESEE analysis in Chapter 3.

**Chapter 3: Scenic Resources: Economic, Social, Environmental and Energy Analysis (ESEE)** – The ESEE evaluates the impacts of protecting (or not) the scenic resources identified in the inventory. A decision is made on whether each scenic resource should be protected and to what degree. Decisions can be to allow, limit or prohibit conflicting uses, such as vegetation or future structures, that may block or reduce the scenic qualities of the view.

**Chapter 4: Implementation Tools** – This chapter identifies updates to portions of the city-wide *Scenic Resources Protection Plan* (1991) and scenic overlay zones and zoning code that will be made to implement the decisions included in Chapter 3.

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

The SRSRPP maintain Portland's compliance with Statewide Goal 5 requirements and rules related to scenic resources.

## CHAPTER II. SCENIC RESOURCES: INVENTORY

### A. INTRODUCTION

The purpose of this inventory is to provide useful, current and accessible information on the location and quality of scenic resources in and around the Portland's South Reach of the Willamette River. The chapter includes descriptions, evaluations, photos and maps of views and viewpoints, view streets, scenic corridors, visual focal features and scenic sites.

This inventory is an update of scenic resource information for the South Reach. As discussed above, scenic resources have been protected through multiple plans over the last 30 years, including the 1987 *Willamette Greenway Plan* and the 1991 *Scenic Resources Protection Plan*. Those plans include scenic resources located in the South Reach as well as scenic resources located elsewhere in the city.

This chapter is organized into seven sections that provide the introduction and approach for the inventory, results and appendices. The following is a brief summary of the material contained in each section:

**Introduction.** A summary of the inventory purpose, inventory area, definitions, regulatory context and uses

**Overall Project Approach.** The project approach for how views and viewpoints, scenic corridors, view streets, visual focal features and scenic sites were inventoried is described. The methodology includes how the scenic resources were identified and evaluated for scenic qualities.

**Methodology and Results.** The project approach is followed by chapters for each type of scenic resource. The chapters begin with an explanation of the screen criteria and, in some cases, the evaluation criteria, followed by the inventory results. South Reach scenic resources include:

1. Scenic Views and Viewpoints
2. View Streets
3. Scenic Corridors
4. Visual Focal Features
5. Scenic Sites

When relevant, the discussion and results are divided by into east and west side resources.

The inventory is intended to inform and support a broad array of City and community activities related to the South Reach study area, such as long-range planning, implementing and updating city programs to protect scenic resources, and identifying priorities for the maintenance and enhancement of scenic resources.

## 1. Relationship to Previous Scenic Resources Inventories

As discussed in Chapter 1, scenic resources in the South Reach study area have been included in a number of previous related scenic resources plans. The inventory portion of the SRSRPP builds on those previous efforts while also updating approaches and terminology to reduce confusion and improve consistency in scenic resources protection moving forward. This section reviews previous inventory approaches and identifies key guidance for completing the inventory.

### Scenic Resources Protection Plans (1989-1991)

There are three major documents that relate to scenic resource protection across Portland:

- 1) *Scenic Views, Sites and Drives Inventory* (1989)
- 2) *Scenic Resource Inventory Map* (1989)
- 3) *Scenic Resources Protection Plan* (1991)

The *Scenic Views, Sites and Drives Inventory* report identified views, scenic sites and scenic drives. The *Scenic Resource Inventory (SRI) Map* identified views, viewpoints, scenic sites, scenic drives, view corridors, scenic waterways, and gateways and focal points. The *Scenic Resources Protection Plan (SRPP)*, adopted in 1991, was based on the *Scenic Views, Sites and Drives Inventory* report and *Scenic Resource Inventory Map*. The 1991 SRPP resulted in new policy language and zoning regulations to guide protection, maintenance and enhancement of scenic resources. The plan extended the new regulations to specific scenic resources identified on the City's official zoning map.

The nomenclature used in the 1989 *Scenic Views, Sites and Drives Inventory*, 1989 *Scenic Resource Inventory Map* and 1991 SRPP is not consistent across documents. For example, what the SRPP calls *view corridors* includes *scenic views* and *viewpoints* from the 1989 inventories. What the 1989 SRI map called *view corridors* were not identified in the 1989 *Scenic Views, Sites and Drives Inventory* report nor were they protected through the 1991 SRPP. *Focal points* and *gateways* identified in the 1989 map are not mentioned in the 1989 inventory report nor are they protected through the 1991 SRPP. In addition to the differences in nomenclature, there are often no corresponding definitions of the terms or consistent criteria for designating the resources. This has created some confusion.

To address this issue, a more standardized nomenclature, including definitions of terms and criteria for inclusion, was used for this inventory update. The terminology used is consistent with that used as a part of the *Central Reach Scenic Resource Protection Plan*, adopted in 2018. This approach will also be utilized in future scenic resources protection efforts within other parts of the city.

Table 1-1 provides a cross-walk between the different plans and naming of the scenic resources.



**Table 1-1: Scenic Resources Nomenclature in City Plans**

1987 Willamette Greenway Plan	1989 Scenic Views, Sites and Drives Inventory	1989 Scenic Resource Inventory Map	1991 Scenic Resources Protection Plan	2020 South Reach Scenic Resources Inventory
Views	Scenic Views	Views	View Corridors (w/ height restrictions)  Scenic Viewpoints (no special height restrictions)	Views or view corridors
Viewpoints	N/A	Viewpoints	Scenic Viewpoints	Viewpoints
View Corridors	N/A	View Corridors	N/A	View Streets (which includes River Access Ways)
N/A	N/A	Gateways	N/A	View Streets
N/A	Scenic Drives (includes Willamette River)	Scenic Drives and Scenic Waterways	Scenic Corridors	Scenic Corridors
N/A	N/A	Focal Points	N/A	Visual Focal features
N/A	Scenic Sites	Scenic Sites	Scenic Sites	Scenic Sites

This inventory updates the South Reach portions of the 1989 inventories and 1991 SRPP. Scenic resources that are designated in the SRPP but not included in this inventory update remain protected through the 1991 SRPP. This inventory does not remove views, viewpoints, view corridors, scenic corridors, visual focal features or scenic sites that are located outside of the South Reach Scenic Resources Inventory resource sites.

#### Willamette Greenway Plan (1987)

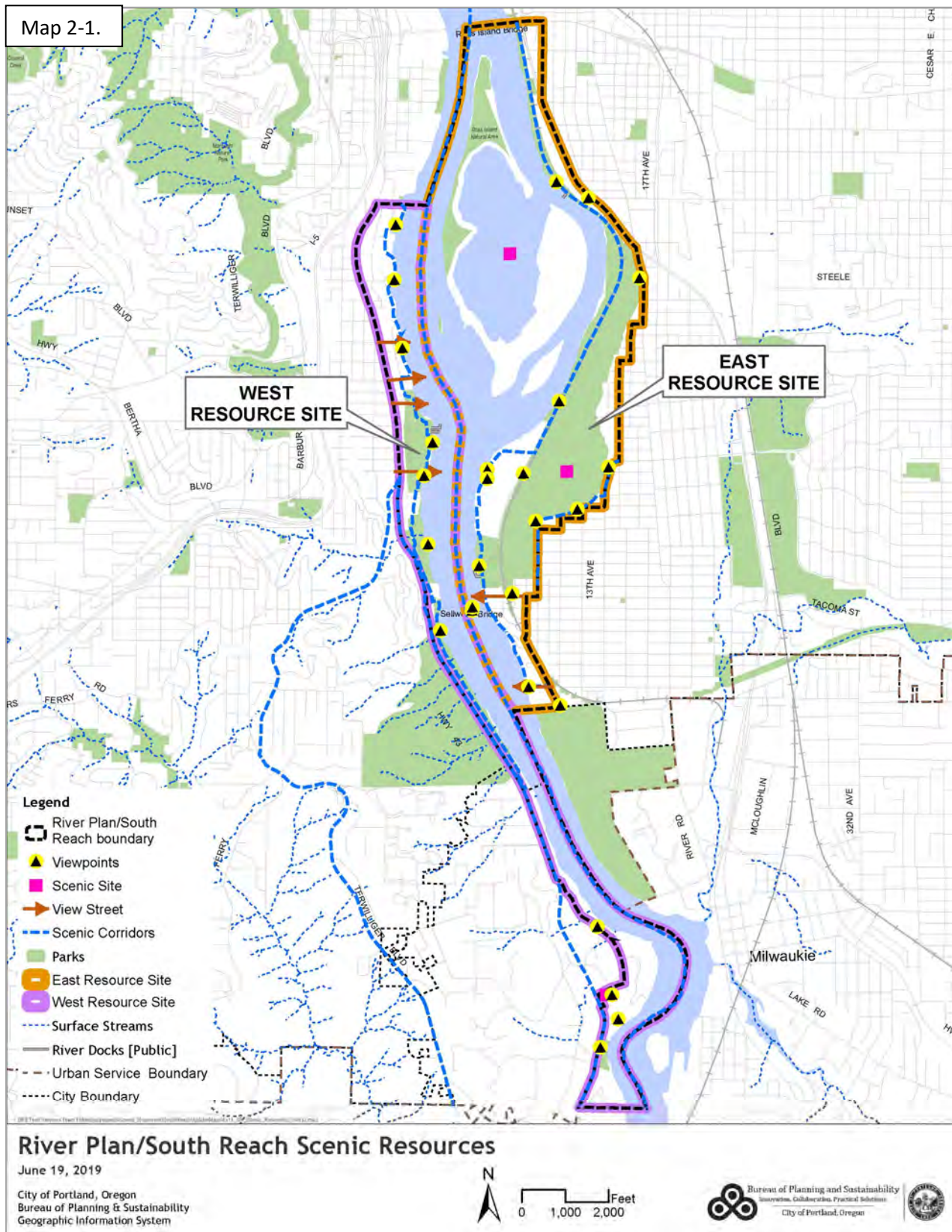
The *Willamette Greenway Plan* resulted in the designation of numerous viewpoints along the Willamette River where views of the river and river-related resources are possible. The Portland zoning code requires that public viewpoints be developed at these locations when greenway improvements are triggered by new development. These viewpoints were included and updated through adoption of the 1991 *Scenic Resources Protection Plan*. The *Willamette Greenway Plan* also designated greenway view corridors where it is possible to see the Willamette River or associated parks from approaching streets and rights-of-way. Some, but not all, of the Willamette Greenway view corridors are also included in the *Scenic Resources Protection Plan*.

Scenic resources that are designated in other protection plans but not included in this inventory update remain protected through previous plans. This inventory does not remove views, viewpoints, view streets, view corridors, scenic corridors, visual focal features, or scenic sites from the other protection plans. This inventory only updates the information for views, viewpoints, view streets, scenic corridors, visual focal features and scenic sites located in or adjacent to the South Reach study area.

## 2. Resource Sites

There are two resource sites that are part of the SRSRPP inventory: West South Reach and East South Reach (see Map 2-1). A resource site, as defined by OAR 660-023-0010(10), is “a particular area where resources are located” and “may include areas consisting of two or more contiguous lots or parcels.” A resource site is the boundary within which the scenic resource features are inventoried. The scenic resources features are the views, viewpoints, view streets, scenic corridors, visual focal features and scenic sites.

This inventory includes the River Plan / South Reach study area as well as one view and four river access ways located outside the South Reach planning area where the visual focal features are located within the South Reach and provided the best vantage point for observing South Reach focal features. Specifically, a few of the existing and proposed river access ways originated outside of the South Reach planning area. The origination point of these river access ways provided perspective to view the relevant visual focal feature(s), which may include a public park, river, building or other objects. A proposed viewpoint at SE 9<sup>th</sup> Avenue and SE Ochoco Street is located just outside the River Plan / South Reach boundary but the Willamette River is its primary focal feature so it has been included in the inventory.



## B. SCENIC RESOURCES INVENTORY APPROACH

Below is a summary of the general steps the Bureau of Planning and Sustainability utilized to produce inventory component of the *South Reach Scenic Resources Inventory* (SRSRI). The following chapters provide the detailed inventory methodology for views and viewpoints, view streets, scenic corridors, visual focal features and scenic sites.

The general inventory steps were:

1. Define the resource sites (described above)
2. Map existing inventoried scenic resources
3. Determine eligibility
3. Identify new scenic resources
4. Document scenic resources
5. Evaluate scenic resources
6. Produce a report

**Map existing inventoried scenic resources.** Staff began by mapping the scenic resources that were inventoried in the 1987 *Willamette Greenway Plan* and 1991 *Scenic Resources Protection Plan*. All existing scenic resources within the River Plan / South Reach study area were included.

**Determine eligibility.** The inventory includes public views and other public scenic resources located within the resource sites. Public views and scenic resources means the resource is in public ownership or is generally accessible to the general public during most of the week. Views from private buildings or structures are typically not included because access to the building or structure may be restricted and limited to just residents, employees or clientele. Private buildings or structures, in and of themselves, generally were removed from this inventory, with the following possible exceptions:

- Buildings or structures that are part of the skyline as a whole and are prominent focal features of the view are identified but not designated as a scenic resource.
- Buildings or structures that are protected as a historic or other landmark may be included as a visual focal feature or scenic site. Additional designations, historic or landmark, provide some assurances that the resource is permanent. No such structures were included in the SRSRI.

**Identify new scenic resources.** There were three mechanisms by which new scenic resources were added to the inventory:

1. River Plan / South Reach staff received recommendations for new scenic resources from community members during a number of public events and tabling sessions held between June and December of 2018. Scenic resources were specifically discussed as a part of number of workshops focused on recreation in the area. Additionally, staff received recommendations directly via the project email account.



2. The project's collaborative inter-bureau project team identified planned scenic resources to be constructed as a part of other projects and recommended potential new resources, based on their work in and knowledge of the area.
3. Staff documented potential new scenic resources during field visits, inspecting all existing and potential scenic resources. During the course of these site visits, staff identified additional scenic resources that were not already included in the study.

**Document scenic resources.** Field visits were conducted at all existing and proposed scenic resources. Staff recorded a standard set of feature information and took a standard set of photographs for every existing and proposed scenic resource. Chapters 3 through 7 include additional details about the information documented for each scenic resource.

**Evaluate scenic resources.** All existing and potential scenic resources were evaluated using established approaches and criteria. A slightly different methodology was used to evaluate each type of scenic resource. Below is a brief summary of each methodology. Sections C. through G. below provide detailed explanations of the methodologies and the results for each type of scenic resource.

Scenic Views and Viewpoints – A South Reach scenic resources review team was assembled to evaluate existing and proposed views and viewpoints. Members of the team have experience in landscape architecture, urban design, and natural resources. The team was asked to score all existing and proposed views based on a number of factors, such as universal scenic quality, existence of identifiable landmarks and primary focal elements. Staff then compiled and evaluated team members' rankings and input for each of the views. Quantitative and qualitative characterizations were then prepared for each view. Staff also compiled information related to the existing characteristics, obstructions and amenities of each viewpoint during site visits.

View Streets – Staff reviewed existing and proposed view streets using a standard set of screening criteria. The criteria require that the view street be at least two blocks in length and end in a prominent focal terminus such as a river, bridge, landmark or art/sculpture. All view streets that met the criteria are included in this inventory. Staff documented a number of streets that did not meet the criteria for inclusion; those streets are included in Appendix C, Retired and Retired Viewpoints.

Scenic Corridors – Staff reviewed existing and potential scenic corridors using a standard set of criteria. Scenic corridors must be at least a half mile in length and have a combination of scenic resources, such as views or focal features, located along the corridor. After scenic corridors were screened for inclusion in the inventory, staff evaluated the corridors for scenic qualities, uniqueness and focal feature predominance. Scenic corridors that met all three evaluation criteria are included in the inventory. No potential scenic corridors met the evaluation criteria.

Visual Focal Features– During the review team's evaluation of views and viewpoints, members identified the primary and secondary visual features of the view. Staff used a standard set of criteria to evaluate the identified visual features and existing visual focal features for inclusion in the inventory. The visual focal feature must be publicly owned or on public land and can be seen from another scenic resource, such as a

viewpoint or view street, and from a distance of at least two blocks. All visual focal features that met the criteria are included in the inventory.

Scenic Sites – Scenic sites are single, geographic destinations that are valued for their aesthetic qualities. Staff used a standard set of criteria to determine if a site should be included in the inventory. The site must contain an assortment of dominant visual elements that relate to the surrounding scenery or provide a mix of visual focal features, vegetation, unique architecture or art and sculptures.

**Produce the inventory.** Finally, all of the results were compiled into this inventory that includes location maps, photos, and descriptions of all scenic resources as well as scores/ranks for views and viewpoints that were rated.

## C. VIEWS, VIEW CORRIDORS AND VIEWPOINTS

### 1. Methodology

A view is an aesthetically pleasing landscape or scene comprised of one or more focal features; the focal feature(s) may be natural or built. A viewpoint is a distinct point or platform from which a view can be observed; the point or platform may be developed with benches, signs, lighting, etc. or simply be a publicly-accessible point from which one can take in a view. A view corridor is the specific view shed that extends from the viewer at a viewpoint to one or more identified focal features within the view. A view corridor is frequently more narrowly defined than the full view. For example, the view may be of a skyline with a mountain and foothills in the background and the view corridor is defined as the view shed that extends from the viewpoint to the mountain. The view corridor may be partially block by vegetation, structures or other discordant features, either at the viewpoint or between the viewpoint and the focal feature(s).

In order to inventory scenic views, view corridors and viewpoints, the following approach was followed:

1. Map existing inventoried views, view corridors and viewpoints
2. Identify new views, view corridors and viewpoints
3. Document information about views, view corridors and viewpoints
4. Evaluate views, view corridors and viewpoints
5. Score, rank and group views, view corridors and viewpoints

#### Map Existing Inventoried Views, View Corridors and Viewpoints

Viewpoints and their associated views and view corridors were identified through past planning efforts including the *Willamette Greenway Plan* (1987) and *Scenic Resources Protection Plan* (1991). Each plan of these plans has a different methodology for identifying and documenting scenic resources.

Existing viewpoints were digitized and arrayed using GIS. Because of the varying methodologies and technologies used as a part of the original mapping efforts of the *Willamette Greenway Plan* and *Scenic Resources Protection Plan*, some assumptions were made during the viewpoint digitizing process. To account for the lack of precision in earlier efforts, the exact locations of some viewpoints were adjusted to reflect on-the-ground conditions. Staff used the guidance and viewpoint descriptions from the original plans (when included)

to help adjust the viewpoints. An existing viewpoint was not moved to obtain a “better view.” If a better view was available at a location with no previous viewpoint, a new viewpoint was added.

#### Identify New Views, View Corridors and Viewpoints

Potential new views, view corridors and viewpoints were identified in three primary ways.

- a. River Plan / South Reach staff received recommendations for new scenic resources from community members at a variety of public events and tabling sessions held during the summer and fall of 2018. Scenic resources were specifically discussed as a part of number of workshops focused on recreation in the area. Public workshops or events where scenic resources were addressed include the following:
  - Public “strolls” held on the east and west sides of the river (summer of 2018)
  - River Plan / South Reach Visioning Event (June 9 2018)
  - Fall workshops: River Recreation (Sep 13 2018), Westside Discussion (Oct 25 2018), Eastside Discussion (Nov 8 2018)
  - River Plan / South Reach Open House (Dec 1 2018)

Additionally, staff received recommendations directly via the project’s email account.

- b. The project’s collaborative inter-bureau project team identified planned viewpoints to be constructed as a part of their bureau’s work and recommended potential new scenic resources based on their previous work in and/or knowledge of the area. The project team included staff from Bureau of Planning and Sustainability, Portland Parks and Recreation, Bureau of Environmental Services, Bureau of Development Services and Bureau of Transportation. A representative of Multnomah County’s Land Use Planning department was also on the project team.
- c. During the field visits to existing viewpoints, staff occasionally identified a nearby point that could provide a better view of the same visual focal features or a new view of a different visual focal feature. In this situation, a new viewpoint was documented in addition to the existing viewpoint. The most common reason for adding a new viewpoint near an existing viewpoint was a change in vegetation resulting in partial obstruction of the original view.

To determine if a proposed new viewpoint and view should be included in this inventory the follow criteria were used:

- The viewpoint must be located within one of the two resource sites. If a new viewpoint was nominated that was immediately outside of the resource site boundary and the view met the criteria below for inclusion, then the resource site boundary was adjusted.
- A view corridor from the viewpoint must cross the River Plan/South Reach study area and land use decisions within the River Plan/South Reach project area could have an impact on the view corridor.
- One or more of the primary focal features of the view must be a natural feature (e.g., Willamette River, Mount Hood, a park), the skyline or portion of the skyline in general, or a built feature that is in public ownership (e.g., Sellwood Bridge, Ross Island Bridge).

- Views of wholly privately-owned features (e.g., buildings, statues) are not eligible for inclusion as a scenic resource; however, these features may be included as a primary focal feature of a view when in combination with other focal features such as mountains, hills or bridges.
- Public access and safety are key considerations. The viewpoint should be safely accessible from a public sidewalk, bike lane, trail, path or other defined and visible access way. If the viewpoint is accessed by automobile, the driver of the vehicle should be able to safely pull out of traffic at a minimum of one location to enjoy the view.
- Viewpoints must be located on public property, within a right-of-way or on property that is accessible to the general public. Viewpoints located on private property that are not accessible to the general public are not eligible for the Scenic Resources Inventory. Examples of eligible viewpoints are those located in a publicly-owned park or natural area, on a trail or street, in a publicly-held easement or on land owned by a park or natural area trust or non-profit organization.

If these criteria were met, proposed views, view corridors and viewpoints are documented in this inventory.

#### Document Information about Views View Corridors and Viewpoints

All existing and potential new views, view corridors and viewpoints that met the scenic resources inventory criteria for inclusion received one or more field visits. The first round of field visits occurred between July and October 2018, during the “leaf-on” season. Staff performed additional site visits to locations where vegetation was substantially blocking the view in the first round of visits during the “leaf-off” season, when perennial trees have lost their leaves during the winter. Leaf-off site visits were conducted in March 2019.

#### **Data Collection**

In order to systematically document views, view corridors and viewpoints, a field assessment guide was developed. The guide included a list of elements to be documented for each existing and potential new view, view corridor and viewpoint, as well as requirements for photographing the view. A geodatabase was created to allow for documenting and comparing a wide range of resources and consistently recording similar information for each resource. Staff used ArcGIS Collector as the platform for gathering data in the field.

The elements included in the field assessment drew on the *Scenic Resources Protection Plan* (1991) and the methodology used in the *Central City Scenic Resources Inventory* (2018). The *Central City Scenic Resources Inventory* included an extensive range of elements that were compiled as a part of field visits. Based on lessons learned from that process, the SRSRI includes a narrower list of elements. The elements included in the SRSRI are those determined to be most effective in evaluating the character of a view, while also minimizing potential bias in the review team evaluations.

Field assessment elements that were documented as a part of the SRSRI included:

1. Background information
  - **Date:** The date the field visit was performed.



- **Type of Viewpoint:** Whether the viewpoint is existing or new. In cases where existing viewpoints were relocated for greater accuracy based on the description in previous plans, the relocation was noted as well.

## 2. Characteristics of the Viewpoint

- **Developed Viewpoint:** A developed viewpoint is one that was specifically developed as a point from which to enjoy the view. Many viewpoints do not have a specific spot designated/developed to enjoy the view. This is an important criterion for understanding the amount of public investment in the view from that location.
- **Viewpoint Accessibility:** The level of accessibility to the viewpoint, characterized as high, moderate or low accessibility. A viewpoint may be accessed by automobile, bicycle, walking, or a combination of the three. If a viewpoint could be accessed by all three modes, it was characterized as having high accessibility. Viewpoints accessible by two of the three modes were categorized as moderate. When a viewpoint was not easily accessible by any of the three modes it was categorized as having low accessibility. When a viewpoint was completely inaccessible due to high traffic volumes, lack of sidewalks, etc., it was categorized as having low accessibility and a note was entered into the database.
- **Amount of Use of the Viewpoint as a Viewpoint:** How much use does the viewpoint get *as a viewpoint*? In other words, how many people are there to specifically take in the view, rather than other nearby activities or sites? Amount of use as a viewpoint was estimated based on staff experience during field visits and general knowledge of the likelihood of use of the viewpoint. Amount of use as a viewpoint was recorded as high, medium, or low. High usage was determined when the majority of visitors (i.e., approximately more than 60 percent) came to the viewpoint for the view. When most of the visitors came for the view (i.e., approximately between 30 and 60 percent) it was categorized as medium usage. When only some of the visitors (i.e., less than 30 percent) visited for the view, it was categorized as low usage.

## 3. Characteristics of the View

- **Viewing Direction:** The general direction of the view was documented in the field as N, NNE, NE, ENE, E, ESE, SE, etc. If the view includes a wide horizontal angle, the centroid direction of the view was recorded.
- **Viewing Angle (horizontal):** The width of the view was recorded in the field using a digital angle finder. A single viewpoint may have one or more viewing angles.
- **Scenic Category of View:** The scenic category is the type of view and may include more than one of these categories:
  - Panorama – an expansive view; typically at least 90° of unobstructed view
  - Overlook – an overview from a viewpoint where the viewer is in a superior position
  - Distant View – a view of a focal element in the far background; may be a peripherally framed view (e.g., a framed view of Mt Hood)
  - Enclosed View – a close-in, framed view (e.g., a framed view of a building or a bridge)
  - Feature – a specific feature, landmark or structure

- **Visual Focal Features of the View:** The focal features are the components that form the landscape or setting and are foci of the view. Options that could be included were: river, stream, wetland, vegetation, mountain, hills, bridge, building, trail, road, sculpture/art, historic site, culturally significant site, and/or other. Both primary and secondary focal features were documented.
- **Discordant Elements in the View:** Discordant elements are things that interfere with the enjoyment of the view. Power-lines, street lights, overgrown vegetation, buildings, structures, fencing, disrepair, and other physical changes that negatively affect the perception of the view were documented.
- **Field Observations:** Any important notes about the viewpoint and/or view were documented.

### Photographs

At each view, view corridor and viewpoint staff took photographs with a Nikon D7000 camera with a Nikon AF-S DX NIKKOR 18-105mm f/3.5-5.6G ED VR lens using the raw NEF format. The camera was set to the landscape scene function. A standard setting of 35mm was used. For all viewpoints, one or more pictures of the view or view corridor were taken on a tripod set with the center of the lens at 5 feet 6 inches from the ground, the average human's eye level. For panoramas, multiple photographs were taken to capture the full horizontal scope of the view; these photos were then stitched together in Photoshop using Photomerge set to Auto layout to blend images together, with geometric distortion correction boxes checked. As much as was possible, views looking to the west were photographed in the morning and views looking to the east were photographed in the afternoon in order to minimize glare from the sun.

A minimum of two pictures were taken of each view. Pictures included:

1. The focal features of the view. This picture was as true to how the view is experienced by the viewer as possible. One picture was taken from the viewpoint centroid and centered on the primary focal features. For panoramic views, multiple pictures were taken to capture the entire view and then stitched together in Photoshop.
2. The viewpoint itself. At least one picture of the viewpoint was taken from the vantage of approaching the viewpoint from the primary access route. Any structures that were part of a developed viewpoint (e.g., benches, tables, platform, etc.) were included in the picture.
3. Discordant elements (optional). Anything that interferes with the view (e.g., vegetation, power-lines, etc.) was photographed. If there were no discordant elements or if the discordant elements were adequately captured in the photos of the view and/or viewpoint, no additional picture was required.

### Retiring Viewpoints

As part of this process, several viewpoints are recommended for retirement. A list of retired viewpoints, along with a detailed explanation of why the viewpoint was retired, can be found in Appendix C. Viewpoints were retired if they met any of the following criteria:

1. There is no identifiable view from the viewpoint. If development has mostly obscured a view from a specific viewpoint, that viewpoint was retired. When existing information on the focal feature of the viewpoint was limited and the specific focal feature was unclear, the viewpoint was retired. Views that are partially or fully blocked by overgrown vegetation were not retired because, through removal and maintenance of the vegetation, the view could be re-established.

2. There is no safe way to access the viewpoint. For example, if the viewpoint was located along a street and there was no safe place to pull a car over out of traffic and no sidewalk to walk to the viewpoint, then the viewpoint was retired.
3. The viewpoint is on inaccessible private property. If the viewpoint was on private property not open to the general public, or if the only way to access a viewpoint was via private property, the viewpoint was retired with the following exception: any Willamette Greenway Plan (1987)-designated viewpoints located on private property and not currently publicly-accessible were not retired. The Willamette Greenway Zoning Code requires that the viewpoint be developed when the Greenway Trail is built. These viewpoints were kept in the inventory and should be re-evaluated as part of a future update to the Willamette Greenway Plan. No viewpoints on inaccessible private property were present in the South Reach.

When a viewpoint was retired, staff made every effort to find a similar viewpoint with a similar view — either existing or that could be added to the inventory — to take the place of the retired viewpoint.

#### Evaluate Views, View Corridors and Viewpoints

The evaluation of views to determine the quality and importance of focal features of the view was primarily performed by a scenic resources review team. The evaluation of viewpoints to determine their degree of development, accessibility and use was performed by staff. This methodology generally followed the methodology used as a part of the *Central City Scenic Resources Protection Plan*, though some modifications were made. Below is a summary of the methodology.

#### **View Evaluation Methodology**

The evaluation methodology is intended to help:

1. Portland prioritize views of greater scenic quality for potential protection.
2. Identify specific attributes of certain views that are important to retain.
3. Define view corridors within the full extent of the view.

To evaluate the views, a scenic resources review team was convened. The team was comprised of five people with training in landscape architecture or urban design and/or familiar with Portland and Portland culture. The review team included external specialists and City staff. Review team members included:

- **Ethan Seltzer** (external specialist) – Ethan is an Emeritus Professor in the Toulon School of Urban Studies and Planning at Portland State University. In addition to his career at Portland State, he served as the Land Use Supervisor for Metro, an assistant to Portland City Commissioner Mike Lindberg, as the Assistant Coordinator for the Southeast Uplift Neighborhood Program and was the director of the drinking water program for the Oregon Environmental Council. He also served as the President of the City of Portland Planning Commission and Board Chair for the Portland Institute of Contemporary Art. He has been a resident of the Portland region since 1980.
- **Dean Apostol** (external specialist) – Dean Apostol has over 40 years experience with broad expertise in ecological restoration, natural resource planning, urban wildfire planning, forest management, scenic

resource conservation, and environmental impact assessment. His experience includes 11 years as landscape architect for Mt Hood National Forest, 3 years for the Army Corps of Engineers and Bureau of Reclamation, and over 25 years in private practice, including 10 with MIG. Mr. Apostol's career has focused on applying landscape ecology and design to multiple landscape and environmental issues at many scales.

- **Emily Meharg** (external specialist) – Emily is currently an associate planner for the City of Sandy and worked on the *Central City 2035 Scenic Resources Protection Plan*, adopted in 2018. Emily holds a Master's degree in landscape architecture from the University of Oregon and a Master's degree in community and regional development from University of California, Davis.
- **Mindy Brooks** (City staff) – Mindy has worked for the City of Portland for 20 years on natural resource policy and management. With the Bureau of Planning and Sustainability, she has managed environmental components of large comprehensive plans, including Airport Futures and *Central City 2035 Plan*. As part of *Central City 2035 Plan*, she developed a new approach to inventorying and evaluating scenic resources in Portland.
- **Troy Doss** (City staff) – [INSERT BIO]

The review team received a packet of photos that included all photos for viewpoints with river and upland views. The upland view photos contain scenes where the Willamette River is not a primary focal feature. River view photos contain scenes where the Willamette River is a primary focal feature. A total of 24 viewpoints were included in the packet. Of those, three were upland views with the remainder being river views. In the packet, photographs were presented for rating in a random order, with each view assigned a numerical code. Some views were left out due to field factors, such as temporary blocking of a view (e.g., temporary fencing) and/or lack of access (e.g., photos from the existing viewpoint at SE McLoughlin Boulevard and SE Holgate Boulevard were not accessible due to high traffic volumes and no sidewalk in the location). Any views that were not evaluated by the review team – or required a “leaf-off” evaluation – were assigned a rank by City staff by extrapolating the review team evaluation results for similar views (see “Extrapolating Rankings” section below).

Before starting to evaluate the views, the review team was asked to quickly flip through all the photos to gain a sense of the diversity of views and to help frame their intuitive standards for rating all the criteria. They were then asked to go back through and provide ratings based on the criteria below. The review team was asked to provide feedback on the quality and characteristics of each image. The components of the review team input are described below.

### Overall Criteria

The review team ranked each view according to four overall criteria. In these responses, the review team was asked to rank the view on a five-step scale of Low to High for each criterion. The rating options included “Low”, “Moderately Low”, “Moderate”, “Moderately High”, and “High”. During the compilation of review team responses, a numerical value of 1 (Low) to 5 (High) was assigned for each response related to the criteria identified below. This translation of responses to numerical values allowed for the overall ranking and comparison of the value of all South Reach views. Clear definitions of what was to be captured by each of these

criteria were provided to each review team member to avoid confusion and improve consistency in responses all of the review team members. Overall criteria included the following:

1. Overall Scenic Quality – This criterion refers to the scenic beauty of the view in an urban context. This is the instantaneous basic visual appeal. How much does the view draw one’s attention and enjoyment, invite one to pause or rest a bit and look, to stop thinking or worrying about other matters, to remember the view, or to come back again.
2. Iconic to Portland – This criterion refers to the extent to which the reviewer knew or believed that the scene, or similar ones, are regularly employed in media about Portland, such as in websites, magazines, advertisements, television shows, movies, post cards, posters, etc. There was an “I don’t know” option for rating this quality.
3. Distinctive Essence of Portland – This criterion refers to the degree to which a scene captures or expresses a unique attribute specific to Portland and how it sits in its regional landscape setting. This expression may be simple and intuitively noticed just from visual cues in the scene so that it will likely be appreciated by outside visitors. This criterion could also require some general and easily learned and appreciated knowledge about the city’s history, culture or character to identify its distinctiveness.
4. Historical Importance – This criterion referred to whether a particular view contains elements that express or represent events or places that are historically significant or important, either for the City of Portland or within the broader context.

### **Additional Characteristics**

Feedback on a number of other characteristics of the view in each photo were asked of the review team. These questions helped staff to delve deeper into the specific attributes that make a view unique and valuable. The following view characteristics were also investigated:

1. Focal Features – Elements of the view that draw the eye by virtue of scale, distinction, iconic attraction, and/or how the composition of the view leads the eye to them. Respondents were asked if the scene includes one or more strong single landmarks or features, which could be natural or human-made. Focal features could include the river, streams, wetlands, vegetation, mountains, hills, bridges, buildings/skyline, culturally significant sites, and/or others.
2. Scenic Depth – The extent to which a view is enhanced by the clear presence of, and interesting relationships among, two or three different distance zones, i.e. foreground and middle-ground and/or background; and/or because linear perspective or scenic composition effectively draws the eye into the view.
3. Presence of Water – The extent to which evident water features enhance a view’s quality.
4. Discordance Features – Identification of elements that detract from the view’s scenic appeal. Discordance may be created by vegetation, power lines, existing structures, or others. Some reviewers may view certain elements as discordant while others may see them as contributing to the scenic quality of the view.
5. Clear Pathways – Identification of elements, such as streets, railroads, rivers or trails, that “lead” into the view. These elements draw the viewer in and invite vicarious travel or exploration into the landscape.



Reviewers were also given the chance to write in any other important features of each view that were not covered by the previous criteria. Reviewers were not asked to identify specific view corridors within the extent of the view. Rather the identification of primary focal features of the view was documented to aide staff in defining the view corridors.

To further investigate these items, it was requested that the review team place color-coded dots on the photographs to identify specific high-value areas components, including the following:

- Primary and, if applicable, secondary focal features of the view.
- Contributing elements, including skyline, water, vegetation or horizon/ridge tops. In some cases, additional elements were identified in the view.
- Highly discordant elements.

### Viewpoint Evaluation

Along with the view itself, it is important to evaluate the point from which the view is observed. City staff performed an evaluation of each viewpoint using the following criteria:

1. Developed viewpoint – This was documented during field visits. A location may be developed in general, but if it is not developed specifically as a viewpoint it did not receive points under this criterion. A developed viewpoint would include at least one of the following improvements: pedestrian refuge or bump-out, automobile pull-out, bench, viewing telescopes, informative signs. A developed viewpoint indicates public investment in that location as a viewpoint.
  - Developed as a viewpoint = 5 points
  - Not developed as a viewpoint = 0 points
2. Viewpoint accessibility – This was documented during field visits and was based on the staff experience accessing the viewpoint. Access that is possible by car, bike and foot was documented along with whether the viewpoint had adjacent parking and if there was a transit stop within a quarter-mile of the viewpoint.
  - Low accessibility = 0 points; the viewpoint is difficult to find and can only be accessed well by one mode of transportation.
  - Moderate accessibility = 2.5 points; the viewpoint is either difficult to find but can be accessed well by multiple modes of transportation or the viewpoint is easy to find but can only be accessed well by one mode of transportation.
  - High accessibility = 5 points; the viewpoint is easy to find and can be accessed well by multiple modes of transportation.
3. Amount of use as a viewpoint – This was documented during field visits and was based on observations during the field visits as well as professional knowledge regarding the use of different destinations in Portland. It is important to note that a viewpoint may have high use, but not as a viewpoint. For example, the Greenway Trail has very high usage, however not all of the viewpoints along the trail are frequently used *as a viewpoint*. To receive a score of 5, the viewpoint must be a destination for taking in a view. For example, people travel to the viewpoints along SE Sellwood Boulevard for the view of the city and Oaks Bottom Wildlife Refuge. However, people using the Springwater Corridor Trail may stop

anywhere along it to enjoy views of the river, bridges and downtown skyline, but the entire Eastbank Esplanade is not a destination viewpoint.

- Low use as a viewpoint = 0 points (e.g., Peter Kerr Property)
- Moderate use as a viewpoint = 2.5 points (e.g., Powers Marine Park)
- High use as a viewpoint = 5 points (e.g., Sellwood Boulevard)

#### Score, Rank and Group Views, View Corridors and Viewpoints

Prior case study research and evaluation of the *Central City Scenic Resources Inventory* expert panel responses demonstrated that, in general, views where the Willamette River was the primary focal feature, river views, tend to receive higher scores than upland views. This is because river views contain water, and research shows that people favor views with water over those without. In the *Central City Scenic Resources Inventory* distinct methodologies were used to rank views depending on whether it was a river view or upland view.

In the South Reach the river views were not determined to result in substantively different evaluations than upland views. This was likely due to the small number of upland views (only four views were upland) and the distinctive characteristics of those upland views. Additionally, two of the upland views were evaluated by staff rather than the review team because one required a leaf-off evaluation and a second view was added after the review team evaluations had been completed. This further minimized the difference in evaluation between the two view types.

As a result of this limited difference between the two view types, one methodology was used for all SRSRI views. The methodology is described below. Note – Individual view corridors within the fuller extent of the view were not scored or ranked. The full extent of the view was ranked as one scenic resource.

#### **Scoring Methodology**

In the *Central City Scenic Resources Inventory*, it was determined that “universal scenic quality” (addressed as “overall scenic quality” in the South Reach) represented the most accurate criterion for evaluating a view’s quality. Therefore, this criterion was viewed as key indicator for evaluating South Reach views. Evaluation of the South Reach review team responses related to a view’s iconic or “essence of Portland” character also demonstrated trends that were determined to assist in the overall evaluation of each view. Responses to these two questions (iconic and Portland essence), however, did not substantially vary and were generally consistent. Therefore, the average responses of these two criteria were used in conjunction with *overall scenic quality* to rank each view. Based on review team responses, the review team did not feel comfortable making determinations related to the historic significance or importance of a view. Therefore, that criterion was not used in the ranking.

The total score (using the 1 to 5 scoring described above) for *overall scenic quality* plus the average score for the *iconic* and *Portland essence* criteria were added to the three viewpoint evaluation scores (developed viewpoint, viewpoint accessibility and amount of use as a viewpoint) to determine a final score for each viewpoint. Each viewpoint could receive a maximum total score of 65 points; up to 25 points each for overall scenic quality and the average of the *iconic* and *Portland essence* criteria, as well as up to 15 points viewpoint characteristics.

The additional criteria were not used to provide an overall score for the upland views but did inform the assessment of the views and definition of view corridors. Though not directly incorporated into the view scoring, this information is still included on the result page for each view to provide further documentation of why a view received a higher or lower score.

### Ranking Assignments

Overall, the ranking of views is a way to organize the data to identify views/viewpoints that are higher quality, are more diverse and are well used as compared to views/viewpoints that are lower quality with less diversity and not well used. To assign each view a rank, the total scores were divided into three tiers based on percentiles, with the following:

- High-ranked: scores at or above the 50<sup>th</sup> percentile, includes scores between 36.0 to the maximum received score of 53.5. (n = 12)
- Medium-ranked: scores between the 33<sup>rd</sup> and 50<sup>th</sup> percentiles, includes scores between 33.8 to the 36.0. (n = 6)
- Low-ranked: below the 33<sup>rd</sup> percentile, includes scores less than 33.8. (n = 6)

Although a separate methodology was not used for the different view types, the assigning of ranks did differentiate between upland and river views to be consistent with the ranking used in the Central City. Upland and river view rankings are as follows.

View Type	Rank Category	High	Medium	Low
River	Group	A	B	C
Upland	Tier	I	II	III

### Extrapolating Rankings

There were certain situations where it was necessary to extrapolate view rankings to address issues with documenting South Reach viewpoints. Some views from specific viewpoints were not sent to the review team for evaluation due to challenges to obtaining the necessary documentation. This included two new viewpoints to be built as a part of the Oaks Bottom Habitat Restoration Project. Construction of one of these viewpoints was completed in late 2018 and a second will be completed in late 2019. Staff completed documentation of the first viewpoint in early 2019. Based on location input received from City of Portland Parks, the general characteristics of the second view and expected viewpoint characteristics were documented. Photos were taken at the proposed site and expected viewpoint details were obtained from Parks. Additionally, the leaf-on documentation of a small number of viewpoints did not adequately represent the view. Staff prepared leaf-off documentation to fully evaluate the characteristics of the view and determine its significance. In these cases, the leaf-off documentation was paired with the initial review team evaluations to best characterize the view at different times of the year.

Staff utilized a process to extrapolate ranking based on review team responses on other South Reach viewpoints and the process used as a part of the *Central City Scenic Resources Inventory*. In the *Central City Scenic Resources Inventory*, the highest and lowest ranked/grouped views for both upland and river views were evaluated to find common focal features as well as features or characteristics that likely caused the review team to score the view

high or low. Strong commonalities among high and low scored views for both river and upland were determined to be a good predictive framework for ranking/grouping additional views. These conclusions were consistent with the review team results received in the South Reach. Therefore, these criteria were utilized to extrapolate a small number of South Reach views.

The conclusions of the *Central City Scenic Resources Inventory* evaluation are summarized below.

Commonalities of higher ranked upland views included:

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

Commonalities of higher grouped river views included:

- Depth of field at least to middle ground distances (5 miles).
- Presence of upland terrain features, such as the West Hills or Cascades as a backdrop or a focal feature.
- Presence of one or more strong focal features, such as urban skyline, bridges, Mt Hood, and/or the West Hills.
- Presence of natural or semi-natural vegetation.
- Wide angle or panoramic views.
- Higher elevation viewpoints.

Common characteristics of low-rated views, both upland and river views, were the absence of the above commonalities. Nearly every low ranked/grouped view:

- Lacked depth of field.
- Was from a low vantage point.
- Did not have a clear focal feature (or if it had one it was well off to the side).
- Had little or no natural vegetation.
- Had discordant features in the foreground, such as fencing, roads, utility lines, plain looking concrete piers, or construction debris.

When performing the extrapolation, staff referred to the original instructions sent to the review team. The review team was asked to:

- 'Complete' the vertical extent of the images in their mind's eye when scoring each view.
- Ignore construction fencing in the picture and focus on the elements of the view beyond the fencing.
- Rate the views accounting for the extent to which the average viewer would focus beyond discordant features in the immediate foreground (e.g., overgrown vegetation, roads/rail lines) but might still be aesthetically affected by it.

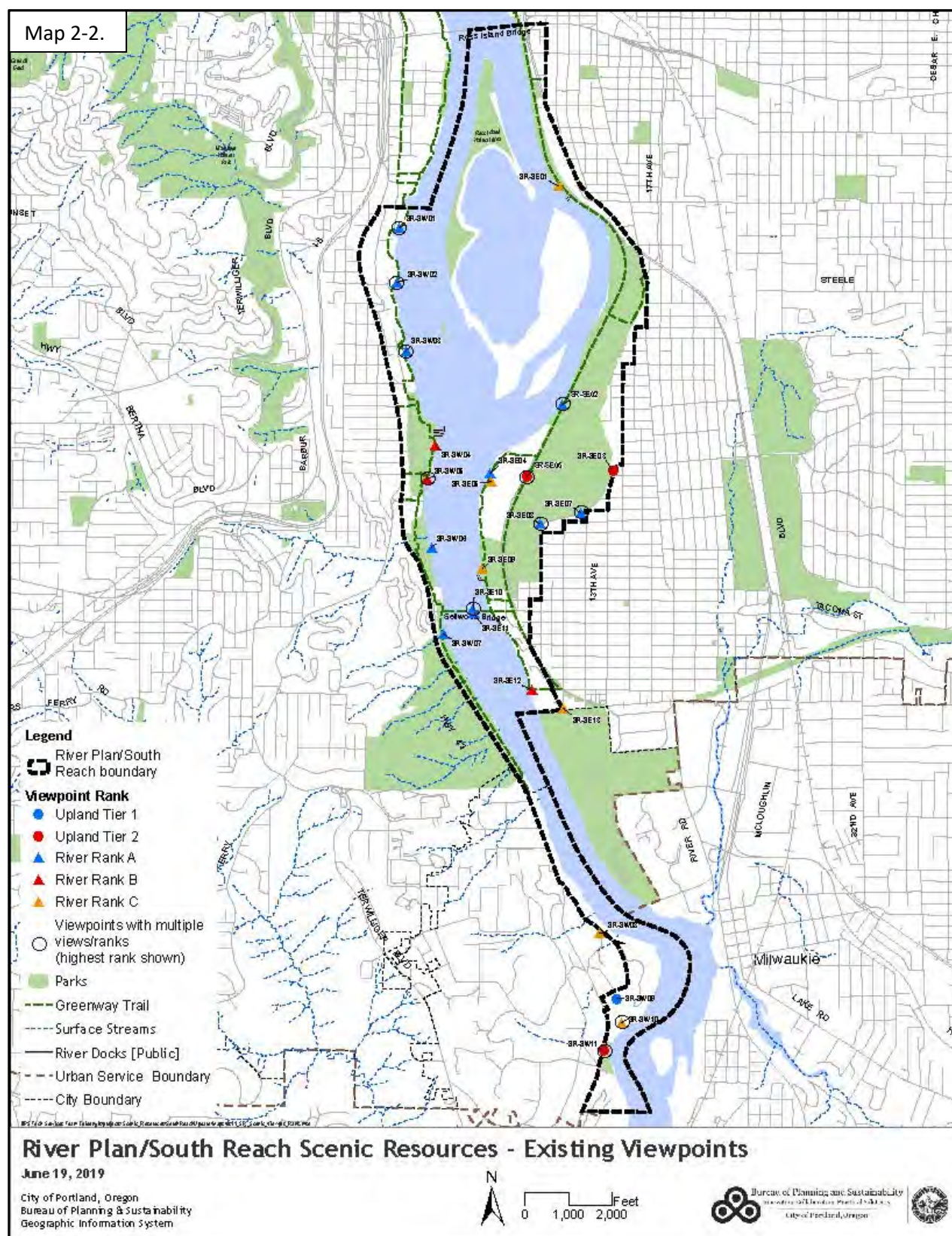
When the view had many commonalities with the higher ranked/grouped views it was assigned to Tier I for upland or Group A for river views. When the view had very few or no commonalities with the higher ranked/grouped views it was assigned to Tier III for upland or Group C for river views. The remaining views were assigned a default rank of Tier II for upland or Group B for river views.

## **2. Views, View Corridors and Viewpoints Results**

There are a total of 24 viewpoints included in the South Reach Scenic Resources Inventory. As depicted in Map 2-2 below, the viewpoints are spread throughout the River Plan / South Reach study area and provide neighbors and visitors ample opportunity to experience the scenic beauty of the South Reach. As stated above, the majority of these viewpoints include river views but there are a few upland views that highlight Mount Hood, Oaks Bottom Wildlife Refuge and other unique regional assets.

For clarity and to differentiate the viewpoints based on their numbering, the descriptions address westside and eastside viewpoints separately.





## **Results for West South Reach Resource Sites**

There are 11 viewpoints on the west side of the river. None of these views are extrapolated. The viewpoints are numbered from north to south and from west to east when viewpoints are in similar locations north to south.

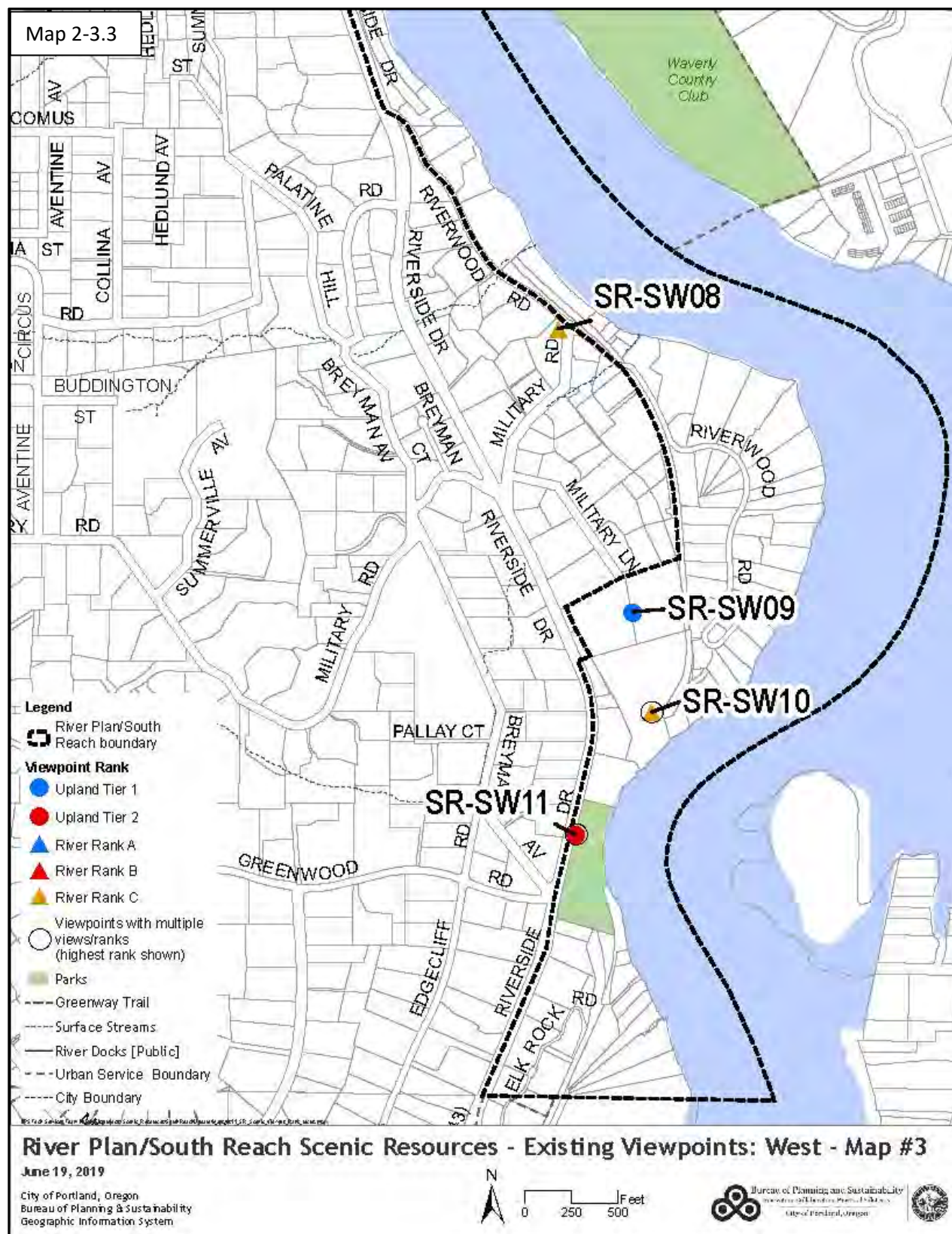
Maps 2-3.1, 2-3.2 and 2-3.3 show the ranking for each of the west side viewpoints.













## WESTSIDE RESOURCE SITE INVENTORY PAGES

