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Special thanks to the many property owners, community groups, interested individuals, and City bureau and other agency staff who participated in the process, and whose comments have contributed to this document.
# RIVER PLAN / NORTH REACH VOLUMES

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| **Volume 1A: Policies, Objectives and Recommendations**  
This document describes the project background, policy context and recommendations to address Economic Prosperity, Watershed Health, Access, Riverfront Communities, and Working with our Partners. | |
| **Volume 1B: Code Amendments and Zoning Maps**  
This volume contains amendments to the comprehensive plan, zoning code, and other City titles, and zoning maps. | Available in print |

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<th>VOLUME 3: WATERSHED HEALTH BACKGROUND INFORMATION</th>
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| **Volume 3A:** Willamette River Natural Resources Inventory:  
Riparian Corridors and Wildlife Habitat  
*This volume contains natural resource information for 13 resource sites in the North Reach* | |
| **Volume 3B:** Willamette River Natural Resources Inventory:  
Riparian Corridors and Wildlife Habitat—Appendices  
*This volume contains five technical appendices to the Willamette River Natural Resource Inventory including a description of the methodology used to develop the inventory.* | Available on CD |
| **Volume 3C:** Economic, Social, Environmental and Energy Analysis and Recommendations for Riparian Corridors and Wildlife Habitat  
*This volume contains a State Land Use Planning Goal 5 required analysis of the tradeoffs associated with different levels of natural resource protection for the upland portions of the River Plan / North Reach planning area.* | Available on CD |

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May 7, 2007

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on May 15, 2007 5:00 pm – 7:00 pm
1900 SW 4th Avenue, Portland, OR
Fourth Floor, Room 4A
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1. **INTRODUCTION**

**PURPOSE OF THIS REPORT**

The purpose of this report is to describe and illustrate the River Plan/North Reach staff proposal regarding the Willamette greenway trail and viewpoints. The staff proposal includes trail and viewpoint policies and guiding principles, an updated greenway trail alignment and viewpoint locations, trail and viewpoint implementation strategies, and next steps. This report was developed by River Plan staff with the input of the Greenway Trail Alignment and Design Task Group and other stakeholders.

The River Plan Committee will discuss this proposal on May 15, 2007. The committee will not make a final recommendation on the greenway trail and viewpoints until all of the River Plan/North Reach task groups have completed their work and staff has prepared an integrated draft River Plan/North Reach recommendation.

The River Plan Committee's proposal will be forwarded to the Planning Commission for consideration. The Planning Commission's recommendation will be forwarded to City Council for consideration. The final version of the Greenway Trail and Viewpoints report will be included as an appendix to the River Plan/North Reach recommendation.

**WHAT IS THE RIVER PLAN?**

The River Plan is a comprehensive multi-objective plan for the land along the Willamette River. The River Plan will guide, inspire and facilitate action along the Willamette River and replace the 1987 Willamette Greenway Plan, the greenway zoning code and greenway design guidelines. The Willamette Greenway Plan serves as Portland's compliance with Statewide Planning Goal 15.

The first phase of the River Plan focuses on the North Reach of the Willamette River (roughly the Broadway Bridge to the Columbia River) and will include a working harbor reinvestment strategy component. Future planning will address the Central City and southern areas of the river.

The River Plan/North Reach will address a broad set of issues related to the Willamette River and its corridor in order to update the Willamette Greenway Plan and refine and streamline Portland's zoning code and design guidelines. These topics include:

- **Industry**—reinvestment in labor, land, and infrastructure; river-related/river-dependent definitions
- **Neighborhoods**—North Beach, St. Johns, Linnton, others.
- **Recreation**—trails, viewpoints, parks, boating.
- **Natural Resources**—habitat conservation and restoration, bank treatment, landscaping, stormwater management.

The Broadway Bridge marks the southern boundary of the North Reach.
OVERVIEW OF PLANNING PROCESS

A key part of the River Plan process is the use of stakeholder task groups. Task groups have been formed to review and comment on a particular issue area. The groups provide staff with various perspectives on issues related to planning along the Willamette River. The groups are not asked to reach consensus or forward recommendations, but rather to provide staff with information that will help with decision making. River Plan task groups have explored and discussed a variety of issues ranging from contaminated sites to river-dependent industrial land policies.

The Greenway Trail Alignment and Design Task Group met six times and went on two field trips between November 2005 and April 2007. (Brief summaries of each the task group meeting are included in Appendix C.) In addition to the discussions that took place during task group meetings, this staff proposal has been informed by meetings with a variety of groups with ties to the North Reach area including the Linnton Neighborhood Association, Linnton Action Agenda Team, a coalition of petroleum cluster business owners, np Greenway, and representatives of several City agencies.

Task group members studied the Baltimore Woods area during one field trip.
2. GREENWAY TRAIL POLICIES AND GUIDANCE

GREENWAY TRAIL POLICIES FROM THE RIVER CONCEPT

An early step in the River Plan process was to synthesize the policy guidance and aspiration gleaned from Willamette River-related planning over the last decade into a document called the River Concept. The River Concept was endorsed by the Portland City Council on April 26, 2006. Through the development and adoption of the River Plan, the policies and aspirations contained in the River Concept will be further discussed, refined and validated.

The following statements from the River Concept relate to greenway trail planning in the North Reach of the Willamette River.

- The North Reach will continue to provide Oregon with access to global markets and support the region’s economy as a West Coast distribution hub and a heavy industrial area. Environmental cleanup, recreational access, and watershed health actions will contribute to the harbor’s long-term vitality.

- Over time, using a variety of tools, a continuous trail will be developed along both sides of the Willamette River that complements the existing and planned riverfront uses and recognizes the vital contribution that river-proximate industrial uses make to Portland’s economy.

- A bikeway and pedestrian system will continue through the North Reach using off-street trails, on-street bicycle lanes and sidewalks. In addition, a new bike and pedestrian path will be constructed connecting the east and west sides of the river utilizing the existing St. Johns Bridge, the railroad bridge or a new bridge crossing the Willamette.

- Access from North Portland neighborhoods to McCarthy Park on Swan Island and the greenway trail will be improved with the development of the Waud Bluff Trail and other potential trail connections down the bluff.

- The riverfront between the University of Portland and Cathedral Park has the potential to develop into two continuous miles of greenway trail, campus activity, natural habitat, parks, viewpoints, and water recreation opportunities through public and private actions.

- The St. Johns waterfront, south of Cathedral Park, will become a dynamic, mixed-use district with new residential, employment and commercial development, open spaces, recreational opportunities, trail connections, and pedestrian friendly streets. This riverfront area will need to coexist with rail operations.

- New investment on the Linnton waterfront will add to activity, access to the waterfront, and the community’s economic base.

The Greenway Trail will offer views of Swan Island.

The St. John’s Bridge is the only option for bicyclist and pedestrians to cross the river north of the Broadway Bridge.
The following area specific statements from the *River Concept* weave the policies and aspirations together into a picture of what each area could look like in the future:

**Kelley Point Park to Cathedral Park**
Non-industrial activities will be managed to ensure the success of this heavy industrial district. A continuous trail will be developed that connects Cathedral Park with Kelley Point Park. Trails in all areas will be designed to ensure safety and security for both industry and trail users. On sites planned for river-dependent industry, public access to the river's edge may be largely limited to occasional trail spurs and viewpoints. Opportunities to view the working harbor will give the public a new understanding of their city's enduring relationship with the working harbor and Willamette River.

**St. Johns/North Beach**
The St. Johns riverfront will continue to evolve into a more thriving, dynamic place. Cathedral Park, with its history, music and cultural festivals, and stunning views, will grow as a neighborhood focal point. North of the park, industry and employment uses will flourish, including green technology and small manufacturing firms, cottage industries, and live-work spaces for a growing community of artisans. South of Cathedral Park will be a mix of activities, including housing, limited office and retail, and other community-serving uses. New development will be designed to be compatible with the surrounding neighborhood, and set back from the riverbank to allow for a continuous trail and habitat enhancement. New streets and rights-of-way will be designed to manage stormwater through landscaping and creative design. River taxi/ferry service connecting St. Johns destinations with the Central City and Vancouver may also be available.

The riverfront south of St. Johns to the University of Portland has the potential to undergo a major transition. Due to economic and access constraints for industrial land uses, eighty acres of vacant and contaminated riverfront land could be transformed into recreational and environmental learning opportunities for the University of Portland student body and the Portland community. Next door, Willamette Cove will be restored to provide valuable habitat. A new greenway trail segment will connect the University with Cathedral Park. Superfund cleanup of harbor sediments and sites will continue until complete.

The Greenway Trail will connect users to Kelley Point Park at the confluence of the Willamette and Columbia rivers.

The land below the University of Portland could provide riverfront trail access.
Swan Island/Lower Albina

Urban renewal resources will help stimulate new industrial and manufacturing investments that will produce jobs and encourage existing business to remain and expand. Transportation improvements to North Going Street and a secondary access route will enhance capacity to accommodate increased freight movement in the district. Other transportation investments to expand employee travel choices and reduce single occupancy vehicle trips to the area will help protect roadway capacity for freight movement.

Industry that is dependent on the river will be located nearest to the riverbank, while land uses that are not dependent on river access will be set back. Superfund cleanup of harbor sediments and upland sites in the district will continue until completed.

Non-industrial activities will be managed to ensure the success of this district. The greenway trail system, including either bike lanes and sidewalks or off-street trails, will pass through this area. However, on sites planned for river-dependent industry, public access to the river’s edge may be largely limited to occasional trail spurs and viewpoints. Bluff trails will connect Swan Island to the neighborhoods, provide river access for residents, and serve as a commuter route for workers. To reduce the risk of urban wildfires and to improve watershed health, significant upland resources at Waud Bluff and Mocks Crest will be protected and restored.

Northwest/Guilds Lake

Marine loading and mooring will remain an important feature of the riverfront landscape. While most of the riverbank remains intensively developed and used for maritime access, future riverbank treatment will add to the environmental quality of the river in ways that are cost effective. Industry that is dependent on the river will be located nearest to the riverbank, while land uses that are not dependent on river access will be set back. Superfund cleanup of harbor sediments and sites in the district will continue until completed.

Trail access to the river is limited along sites with river-dependent industry.
GREENWAY TRAIL AND VIEWPOINT GUIDING PRINCIPLES

The following greenway trail and viewpoint guiding principles build on the River Concept aspirations. The principles have helped guide the location of the proposed greenway trail and greenway viewpoints, and have informed the implementation recommendations that follow in section 3. Benefits and issues related to some of the principles are identified. It is important to note that these proposed principles were drafted with the North Reach of the Willamette River in mind. These principles will need to be revisited for the River Plan/South Reach and River Plan/Central Reach.

#1 The greenway trail can provide public access to the Willamette River, improve circulation within and between neighborhoods, reduce vehicle congestion, and provide a safe alternative transportation route that is attractive to a variety of users.

#2: Where the land is being preserved for river-dependent industrial uses, a greenway trail along the riverfront is generally not feasible at this time. While River Renaissance envisions the integration of trails with a variety of land-uses along the riverfront, current security issues, and the levels and types of river-dependent uses in much of the North Reach, preclude realizing that vision until a time when security and safety issues can be resolved in a way that benefits both property owners and potential trail users.

Benefits of this principle:
- Protects river-dependent industrial development and provides certainty for river-dependent industrial operations in these areas.
- Ensures public safety.
- Addresses security concerns related to the Maritime Transportation Security Act.

Issues/concerns related to this principle:
- The public will not have access to the Willamette River in many sections of the North Reach.
- Does not allow for the possibility that trail design solutions could resolve safety issues on some river-dependent sites.
- Limits alternative transportation connections between neighborhoods in the North Reach and neighborhoods to the south.
- Limits the recreational opportunities in North and Northwest Portland.
#3: Where the land is not being preserved for river-dependent industrial uses, a greenway trail can be feasible.

Benefits of this principle:

- Provides for public use and enjoyment of the Willamette River waterfront.
- Provides the opportunity for the public to view an active industrial waterfront.
- Provides alternative transportation options between and within neighborhoods and districts.
- Provides opportunities for recreation and relaxation along the waterfront including views of the Willamette River.

Issues/concerns with this principle:

- Public access to the river in industrial areas could impact industrial operations.
- There is a perception that a trail along the waterfront in these locations will discourage river-dependent development in the future.
- There is concern that trails will result in conflicts between bicyclists and pedestrians, and truck and rail traffic.

#4 Where an industrial area is rail-dependent rather than river-dependent, a trail can be feasible.

Depending on the opportunities and constraints of an area or a site, a trail in this context can be appropriate either as a riverfront trail or a rail-with-trail. If the river bank is not being preserved for river-dependent uses, then a riverfront trail may be feasible. In other cases, a rail-with-trail through industrial development can be feasible where there is adequate space for a trail and user safety issues can been addressed.

Benefits of this principle:

- Provides for public use and enjoyment of the Willamette River waterfront.
- Provides the opportunity for the public to view and embrace an active industrial area.
- Provides alternative transportation options between and within neighborhoods and districts.

Issues/concerns with this principle:

- Public access to the river in rail-dependent industrial areas could impact industrial operations.
- There is a perception that a trail in these locations will discourage industrial uses in the future.
• There is concern that trails will result in conflicts between bicyclists and pedestrians, and truck and rail traffic.

#5: Viewpoints should be encouraged at various points within the North Reach. Viewpoints should be spaced appropriately along the trail route and should provide the public with views of the harbor, Willamette River and surrounding landscapes.

Benefits of this principle:

• Viewpoints allow the public to see and appreciate the working harbor, the Willamette River and the surrounding landscape.

Issues/concerns with this principle:

• Potential for personal safety concerns if a viewpoint is isolated or located far from the main greenway trail system.
• The design of the viewpoint and any trail spur to the viewpoint is important.
• Bringing people into an industrial area may create conflicts.

#6: If conditions in the North Reach change overtime and the City policies regarding preserving land for river-dependent activities change, then the possibility of a riverfront trail in the North Reach should be revisited.
3. IMPLEMENTATION TOOLS AND STRATEGIES

GREENWAY TRAIL AND VIEWPOINT IMPLEMENTATION RECOMMENDATIONS

The greenway trail and viewpoint implementation recommendations were developed by River Plan staff following the guidance provided in the River Concept, the proposed greenway trail and viewpoint guiding principles, and the advice provided by stakeholders including the Greenway Trail Alignment and Design Task Group.

Staff proposes that the River Plan Committee:

1. Recommend that the policies and guiding principles in this report be integrated into the River Plan/North Reach proposal;

2. Recommend that the proposed Willamette Greenway Trail alignment and viewpoint locations shown on Map 1 be taken forward into the integration phase of the River Plan/North Reach process;

3. Direct River Plan staff to continue to work with the Office of Transportation, Union Pacific Railroad, Ash Grove Cement Company, and others to refine the proposed alignment in the vicinity of Albina Yard. Staff should explore the possibility of extending the public right-of-way from N. River Street to N. Port Center Way. If development of a public right-of-way in this location is feasible in the future, the design of the right-of-way should include a safe, on-street bicycle and pedestrian connection;

4. Direct River Plan staff to continue to work with stakeholders in the Linnton area to refine the proposed alignment in and near the downtown Linnton area. An additional goal that should guide staff as they work to refine the location of the trail alignment in and around Linnton should include moving the trail off Highway 30 where possible as a way to increase user safety;

5. Direct River Plan staff to continue to work with staff in the Bureau of Development Services, Office of Transportation, Portland Parks and Recreation, and City Attorney’s Office to develop a comprehensive proposal that will address rough proportionality in the context of trail and viewpoint development (Dolan vs. the City of Tigard). The proposal should include amendments to the Portland Zoning Code and Willamette Greenway Design Guidelines, as well as recommendations for incentives and funding mechanisms to address situations when trail or viewpoint development is not deemed to be roughly proportional;

6. Direct River Plan staff to work with the Burlington Northern Santa Fe Railroad and others to explore the possibility of developing the greenway trail across the BNSF Railroad Bridge (similar to the bicycle and pedestrian connection across the Steel Bridge);

7. Direct River Plan staff to work with Union Pacific Railroad, Portland and Western Railroad and others to ensure that rail-with-trail options shown on Map 1 can be implemented;

8. Direct River Plan staff to continue to work with other City agencies to explore non-regulatory, incentive options for greenway trail development;

9. Recommend that the Office of Transportation include all segments of the updated Willamette Greenway Trail alignment in the Transportation System Plan, Bicycle Master Plan, and Pedestrian Master Plan during the next scheduled update of each plan;
10. Recommend that River Plan staff and staff in the Office of Transportation work with Metro to include the updated Willamette Greenway Trail alignment in the Regional Trail Plan;

11. Direct River Plan staff to identify or develop designs for trails that can be successfully integrated into river-dependent industrial areas. These trail design will be used to inspire development of safe trail in industrial areas;

12. Direct River Plan staff to continue to work with staff in the Office of Transportation and Portland Parks and Recreation to develop standards or guidelines for greenway trail and viewpoint design.
MAP 1: NORTH REACH GREENWAY TRAIL ALIGNMENT AND VIEWPOINT LOCATIONS

The proposed Willamette Greenway Trail alignment and the proposed greenway viewpoint locations in the North Reach are shown on Map 1.

In addition to its recreation purpose and link to the Willamette River, the proposed greenway trail should be part of Portland’s transportation system. The proposed alignment is designed to improve circulation within and between neighborhoods and reduce vehicle congestion. An important goal is to create a safe route that is attractive to a variety of users with a variety of purposes, including recreation and commuting.

The existing greenway trail alignment is also shown on Map 1. Where the existing trail does not coincide with the proposed trail, staff will likely recommend deleting the existing segment from the trail alignment. Some of the existing segments are no longer the best alternative for the greenway trail, however they will continue to be important bicycle and pedestrian connections and should be included in other City plans as relevant (e.g. the Transportation System Plan). Several proposed trail connections are also identified on the map. The connections are shown for illustrative purposes.

In addition to the greenway trail, existing and proposed greenway viewpoints are shown on Map 1. The existing greenway viewpoints were established when the Willamette Greenway Plan was adopted in 1987. Staff recommends that five additional viewpoints be added.

On-street bike lanes along Hwy. 30/St. Helens Road are part of the existing transportation system.

An existing off-street trail on Swan Island provides a riverfront path for pedestrians and bicyclists.
This off street trail will significantly improve the user experience. Implementation is challenging and will require substantial coordination with numerous property owners.

This off street trail alignment was developed through a Metro process.

This rail with trail route will significantly improve conditions for commuters and other users. Implementation is challenging and will require substantial coordination with property owners.

INFORMATION SOURCES:
- Street Centerlines: U.S. Census Bureau TIGER data, registered to taxlots under contract to Metro. Updated by Metro through February 2007.

All data compiled from source materials at different scales. For more detail, please refer to the source materials or City of Portland, Bureau of Planning.
This rail with trail route will significantly improve conditions for commuters and other users. Implementation is challenging and will require substantial coordination with property owners.
4. **NEXT STEPS**

The River Plan Committee will review and discuss this proposal at the May 15, 2007 meeting. Once staff has developed draft concepts for the various topics, staff will begin the process of integrating the recommendations into one comprehensive River Plan/North Reach proposal. Once the River Plan Committee has endorsed the trail and viewpoint implementation recommendations, the next steps for the trail and viewpoint work include:

- River Plan staff will work with the Office of Transportation, Union Pacific Railroad, Ash Grove Cement, and others to explore the possibility of extending N. River Street to N. Port Center Way.

- River Plan staff will continue to work with stakeholders in the Linnton community to refine the location of the greenway trail in and around downtown Linnton.

- The proposed trail alignment includes several segments of rail-with-trail including a segment across the Burlington Northern Santa Fe railroad bridge and between downtown Linnton and the City boundary to the north. River Plan staff will continue to pursue development of the these rail-with-trail segments and will work with the offices of Mayor Tom Potter, Commissioner Sam Adams, United States Representative Earl Blumenauer, and others to ensure that rail-with-trail remains a possibility for the future.

- Development of a comprehensive proposal to ensure that a requirement to dedicate land for a public trail is roughly proportional to the development's anticipated impacts. This proportionality threshold, often referred to as the 'Dolan test,' after the landmark Supreme Court decision Dolan v. the City of Tigard, is designed to ensure that any exactions required by government are reasonable, given the proposed development. The Bureau of Planning is currently working with several other City agencies to develop such a proposal. The results of this group's effort will influence River Plan staff recommendations to amend existing greenway code and design guidelines in a way that addresses rough proportionality when trail dedication and development is required and encourages trail dedication and development when they can't be required.

- River Plan staff will continue to work with other City agencies to develop non-regulatory programs to provide incentives to property owners to dedicate and develop the trail.

- River Plan staff will continue to work on developing trail designs that can be successfully integrated into river-dependent industrial areas. In addition, staff will work with the Office of Transportation and Portland Parks and Recreation to develop greenway trail development standards or guidelines to be used during the development review process.

- The policies proposed in this document include a number of references to river-dependent uses or development; however the definition of river-dependent is subject to debate. The River Industrial Task Group will be examining the existing definition and once that work is complete, staff will make recommendations to revise the definition or create new definition.
APPENDICES

APPENDIX A: CONCEPTUAL ILLUSTRATION OF TRAIL DESIGNS
APPENDIX B: DESCRIPTIONS OF PROPOSED VIEWPOINTS
APPENDIX C: SUMMARIES OF TASK GROUP MEETINGS
APPENDIX A

CONCEPTUAL ILLUSTRATIONS OF TRAIL DESIGNS

The following conceptual layouts focus on four of the proposed greenway trail segments. Each layout shows the proposed greenway trail alignment more closely, provides photos of the site conditions and shows comparable trail designs that could work for the segment. The layouts that include the Linnton neighborhood show more than one alignment alternative because at the time of publication of this report, the alignment in and around Linnton had not been solidified. The layouts also includes a brief analysis of trail implementation issues within each segment. All of this information has been used to further refine the proposed greenway trail alignment and implementation recommendations.

There are four segments:
Segment 1: Pier Park to N. Decatur (2 pages)
Segment 2: Cathedral Park to N. Basin Ave—through Willamette Cove, McCormick/Baxter, Triangle Park (6 pages)
Segment 3: Railroad Bridge to St. Johns Bridge—west side of Willamette River (4 pages)
Segment 4: St. Johns Bridge to City Limits—through Linnton (7 pages)
Site Conditions

Comparative

A bike/ped crossing of North Lombard will be required to Pier Park.

Marine terminal access at N Lombard.

12-foot tread with shoulders. Where fences are necessary, they should be at least 12” from edge of tread (Springwater-OMSI Trail).

St Johns Bridge view from top of unused rail grade.

Greenway Trail Implementation Issues:

- Proposed alignment is not currently in the Transportation System Plan.
- Proposed alignment does not match Metro Regional Trail alignment.
- Proposed alignment crosses Port of Portland and other private property.
Greenway Trail Implementation Issues:

- Proposed alignment is not currently in the Transportation System Plan.
- Proposed alignment does not match Metro Regional Trail alignment.
- Proposed alignment crosses Port of Portland and other private property.
Willamette Greenway Trail
Cathedral Park to North Basin Avenue

Greenway Trail Implementation Issues:

- Transportation System Plan and Bicycle Master Plan designations do not coincide in some places along this proposed alignment and should to be reconciled with the Greenway Route alignment.
- Proposed alignment crosses privately owned property.
- Proposed alignment matches Metro Regional Trail alignment.

Site Conditions
Comparable

Map 2.1

The existing riverside trail at the BES Water Lab, looking north.

The existing riverside trail at the BES Water Lab, looking south.
Willamette Greenway Trail
Cathedral Park to North Basin Avenue

Site Conditions

Willamette Cove property north of the railroad mainline.

Comparable

Multi-user trail with divided wheel and walking paths. (Dual Pathway – Forest Park, St Louis)

Rail-with-trail typical cross-section. (Minimum distance center of track to fixed objects is 8.5’, increases with curvature of rail alignment).

Greenway Trail Implementation Issues:

- Transportation System Plan and Bicycle Master Plan designations do not coincide in some places along this proposed alignment and should to be reconciled with the greenway trail alignment.
- Proposed alignment crosses Metro owned property or lies within railroad right-of-way.
- Proposed alignment matches Metro Regional Trail alignment.
Willamette Greenway Trail
Cathedral Park to North Basin Avenue

Site Conditions

A long embankment between McCormick-Baxter and Willamette Cove carries the rail mainline from the St Johns Cut to the railroad bridge.

Separated pedestrian and wheels pathways provide increased recreation and commuter capacities. (Dual Pathway – Forest Park, St Louis)

Comparable

Greenway Trail Implementation Issues:

- Transportation System Plan and Bicycle Master Plan designations do not coincide in some places along this proposed alignment and should be reconciled with the greenway trail alignment.
- Proposed alignment crosses Metro owned property or lies within railroad right-of-way.
- Proposed alignment matches Metro Regional Trail alignment.
- Potential parking area for long trains that will block the N. Edgewater access at times.
**Site Conditions**

- Approach to Railroad Bridge.
- Underpass between McCormick-Baxter and Willamette Cove.
- Rail alignment through McCormick-Baxter.
- An adaptive trail use of an existing active rail bridge (Appalachian Trail, Harpers Ferry, WV).

**Comparative**

- Trail climbs side of rail embankment
- Rail alignment through McCormick-Baxter
- Use existing underpass
- Coordinate with UP campus plan
- Trail added to side of existing rail lift bridge

**Willamette Greenway Trail**

**Cathedral Park to North Basin Avenue**

**Greenway Trail Implementation Issues:**

- Proposed alignment is not in the Transportation System Plan as an off-street path. TSP and Bicycle Master Plan designations should be reconciled with the greenway trail alignment.
- Proposed alignment matches Metro Regional Trail alignment.
- Proposed alignment crosses privately owned property.
Willamette Greenway Trail
Cathedral Park to North Basin Avenue

Site Conditions

Narrow right-of-way between railroad and the Willamette River below the University of Portland.

Comparable

A boardwalk structure could be built to traverse the narrow right-of-way overlooking the Willamette River.

Greenway Trail Implementation Issues:

- Proposed alignment is not in the Transportation System Plan as an off-street path. TSP and Bicycle Master Plan designations should be reconciled with the greenway trail alignment.
- Proposed alignment matches Metro Regional Trail alignment.
- Proposed alignment crosses privately owned property or lies within railroad right-of-way.
- Area between the rail line and the slope to the river is very narrow.
Willamette Greenway Trail
Cathedral Park to North Basin Avenue

Site Conditions

Map 2.6

Comparable

Greenway Trail Implementation Issues:

- Proposed alignment is not in the Transportation System Plan as an off-street path. TSP and Bicycle Master Plan designations should be reconciled with the greenway trail alignment.
- Proposed alignment matches Metro Regional Trail alignment.
- Proposed alignment is within railroad right-of-way.
- Area between rail line and slope to river is very narrow.
Willamette Greenway Trail
Railroad Bridge to St. Johns Bridge—west side of Willamette River

Site Conditions

Comparable

The existing rail lift bridge.

The Steel Bridge in Portland, combination rail-roadway-light rail lift bridge carries a multi-use trail adjacent to the lower lift deck.

Viewpoint opportunity.

Greenway Trail Implementation Issues:

- Proposed alignment is not in the Transportation System Plan as an off-street path.
  TSP and Bicycle Master Plan designations should to be reconciled with the greenway trail alignment.
- Proposed alignment does not match Metro Regional Trail alignment.
- Proposed alignment is within railroad right-of-way.
Willamette Greenway Trail
Railroad Bridge to St. Johns Bridge—west side of Willamette River

Site Conditions

Comparable

Very narrow right-of-way at St Helens Road intersection.

Typical cross-sections for a barrier-protected multi-use trail between travel lanes and rail line.

Greenway Trail Implementation Issues:

• Proposed alignment is not in the Transportation System Plan as an off-street path. TSP and Bicycle Master Plan designations should to be reconciled with the greenway trail alignment.
• Proposed alignment does not match Metro Regional Trail alignment.
• Proposed alignment potentially crosses private property or lies within railroad right-of-way.
Greenway Trail Implementation Issues:

- Proposed alignment is not in the Transportation System Plan as an off-street path. TSP and Bicycle Master Plan designations should to be reconciled with the greenway trail alignment.
- Proposed alignment does not match Metro Regional Trail alignment.
- Proposed alignment potentially crosses private property or lies within railroad right-of-way.
Willamette Greenway Trail
Railroad Bridge to St. Johns Bridge—west side of Willamette River

Site Conditions

St Helens Road north of the St Johns Bridge access roadway.

Comparable

Typical cross-section at rail-with-trail. Setback varies with track curvature.

Greenway Trail Implementation Issues:

- Proposed alignment is not in the Transportation System Plan as an off-street path. TSP and Bicycle Master Plan designations should be reconciled with the greenway trail alignment.
- Proposed alignment does not match Metro Regional Trail alignment.
- Proposed alignment potentially crosses private property or lies within railroad right-of-way.
Willamette Greenway Trail
St. Johns Bridge to City Limits—through Linnton

Site Conditions

Drop-off adjacent to right-of-way on St Helens Road north of the St Johns Bridge.

Comparable

A barrier protected multi-use trail can be on-grade with the roadway, or supported by a retaining wall where the ground slopes away from the shoulder.

Greenway Trail Implementation Issues:

- Proposed alignment is not in the Transportation System Plan as an off-street path. TSP and Bicycle Master Plan designations should be reconciled with the greenway trail alignment.
- Proposed alignment does not match Metro Regional Trail alignment.
- Proposed alignment potentially crosses private property or lies within railroad right-of-way.
Willamette Greenway Trail
St. Johns Bridge to City Limits—through Linnton

Site Conditions

The existing ground falls away steeply. Some places include retaining walls very close to the guardrail and industrial facilities adjacent to the right-of-way.

Existing steep slopes and narrow building setbacks make construction of a separate trail difficult.

Comparables

A barrier-protected multi-use trail will require modification of the roadway and could require retaining walls and/or changes to other improvements in and adjacent to the St Helens Road right-of-way.

Greenway Trail Implementation Issues:

- Hwy. 30 alignment is currently in the Transportation System Plan.
- Proposed alignment does not match Metro Regional Trail alignment.
- Trail design ideas and improvements within Hwy. 30 corridor need to be coordinated with Oregon Department of Transportation in addition to Portland Office of Transportation.
- Proposed alignment potentially crosses private property or lies within railroad right-of-way.
Greenway Trail Implementation Issues:

- Hwy. 30 alignment is currently in the Transportation System Plan. The possible route alternatives shown off of Hwy. 30 are not currently in the Transportation System Plan as an off-street path.
- Proposed alignment does not match Metro Regional Trail alignment.
- Trail design ideas and improvements within Hwy. 30 corridor need to be coordinated with Oregon Department of Transportation in addition to Portland Office of Transportation.
- Portions of proposed alignment potentially cross private property or lie with railroad right-of-way.
**Site Conditions**

**Rail right-of-way at NW 107th Avenue in Linnton.**

**Pedestrian and bicycle accommodations in Linnton.**

**Comparable**

**Signalized trail crossing on the Peninsula Crossing Trail, Portland.**

**Greenway Trail Implementation Issues:**

- The possible alignment alternatives that are shown off of Hwy. 30 are not currently in the Transportation System Plan.
- Possible alignments do not match Metro Regional Trail alignment.
- Portions of possible alignment alternatives potentially cross private property or lie with railroad right-of-way.
Willamette Greenway Trail
St. Johns Bridge to City Limits—through Linnton

Greenway Trail Implementation Issues:
- Possible alignment alternatives are not currently in the Transportation System Plan.
- Possible alignments do not match Metro Regional Trail alignment.
- Portions of possible alignment alternatives potentially cross private property or lie with railroad right-of-way.

Site Conditions

Traffic speeds increase on St Helens Road northwest of downtown Linnton. Heavy truck traffic makes this an unpleasant route.

Unconstrained right-of-way on the east side of the mainline would provide access with minimum crossings.

Comparable

Trail alignment in wider right-of-way may not need fencing. (Cedar Lake Regional Trail, Minneapolis, MN)

Trail crossings of sidings and not located at roadways may not require signalization, but should have safety signing and smooth construction. (Cedar Lake Regional Trail, Minneapolis, MN)

The Springwater-OMSI rail-with-trail accommodates active rail traffic and trail users.
Willamette Greenway Trail  
St. Johns Bridge to City Limits—through Linnton

Site Conditions

Industrial settings north of Linnton alternate on both sides of mainline.

Rail-with-trail typical cross-section where trail is above rail. (Minimum distance center of track to fixed objects is 8.5', increases with curvature of rail alignment).

St Helens Road viewing north. Two lanes each direction at 50mph.

Comparable

Greenway Trail Implementation Issues:
- Possible alignment alternatives are not currently in the Transportation System Plan.
- Possible alignments do not match Metro Regional Trail alignment.
- Portions of possible alignment alternatives cross private property and lie with railroad right-of-way.
- A segment of the possible trail alignment crosses close to wetlands/waterbodies.
Willamette Greenway Trail
St. Johns Bridge to City Limits—through Linnton

Site Conditions
- Trail intersects Marina Way, crosses rail on grade at existing roadway and continues as a Share Lane route toward Sauvie Island. Bicycle lanes connect the trail with the Marina Way/St Helens Road intersection.
- Marina Way viewing northwest.
- Marina Way viewing south from St Helens Road.
- St Helens Road viewing south from Marina Way.

Comparable

Greenway Trail Implementation Issues:
- Possible alignment alternatives are not currently in the Transportation System Plan.
- Possible alignments do not match Metro Regional Trail alignment.
- Portions of possible alignment alternatives cross private property and lie within railroad right-of-way.
- A segment of the possible trail alignment crosses close to wetlands/waterbodies.
APPENDIX B

DESCRIPTION OF PROPOSED GREENWAY VIEWPOINTS

Viewpoints provide greenway trail users with an opportunity to connect with the scenic, economic and historic resources along the trail. Viewpoints may be available directly alongside the trail, or by traveling a short distance along a trail spur. Designated viewpoints should provide space off of the trail path for trail users to pull off and rest while taking in the view. Viewpoints also provide an opportunity to learn about the surrounding area through interpretive signs highlighting the natural habitat, history, culture and economic resources viewed from the site. In the North Reach, viewpoints offer a unique chance to observe Portland’s working harbor.

The following five proposed viewpoints are shown on Map 1 and have been identified to connect with the proposed greenway trail. In addition to a brief description and photograph of the view from that site, some historic information suitable for an interpretative sign is provided.
1. Confluence

The proposed viewpoint is located on a stretch of beach along the PGE–owned natural area. This viewpoint offers views of industrial ships and activity across the river and Sauvie Island to the north between the Willamette River and the Multnomah Channel.

Interpretive Signage Information
This viewpoint offers an opportunity to learn about the history of Sauvie Island. The Island served as a regional trading center and was home to Native American Chinookan residents. On their journey in 1805 - 06, Lewis and Clark named the Island “Wappato”, after the tuber harvested by the Native residents. In 1834, Nathaniel Wyeth briefly established a trading post for wheat and salmon on the Island. Known as Ft. William, Wyeth’s operation was bought out by the Hudson’s Bay Company which established a dairy on the Island in 1846, later renamed after a French-Canadian employee of the company, “Sauvie.”

2. Railroad Bridge

The proposed viewpoint directly south of the Burlington Northern Santa Fe Railroad Bridge offers views across the river to the Triangle Park Property and McCormick & Baxter site.

Interpretive Signage Information
This view overlooks the Willamette River and the site of the former McCormick & Baxter Creosoting Company. Between 1944 and 1991 the company produced a number of chemically treated wood products. Historically, process wastes were discharged directly into the river and dumped on site which resulted in high levels of toxic contamination.

In 1994, the site was listed as a Superfund Site by the U.S. EPA. Cleanup activities thus far include the removal of over 33,000 tons of contaminated soil, the construction of an 80 foot underground containment wall to prevent groundwater from entering the river, and the erection of a 35 acre sediment cap. In 2006, the City of Portland’s Bureau of Environmental Services led a team of volunteers in a revegetation effort which resulted in the planting of over 10,000 trees and shrubs at the site.
The proposed viewpoint provides wide river views of the Railroad Bridge and Forest Park beyond.

**Interpretive Signage Information**

This viewpoint shows the Union Pacific’s Railroad Bridge (1888), the first steel bridge on the Pacific Coast. In 1896 the Union Pacific opened Union Station on the City’s West Side and several other railroads connected to it including the Southern Pacific and James J. Hill’s Spokane, Portland and Seattle Railroad. The rail connections led to the construction of additional bridges spanning the Willamette and this increased physical bond subsequently led voters in Albina and East Portland to vote to consolidate with Portland into a single city in 1891.

Railroads played an important role in the economic development of 19th century Portland as a center for processing and distribution. In the 1880’s rail lines to San Francisco were built and Portland was connected to the new national rail network. Emerging technologies allowed for the development of structural steel which changed the physical landscape of the City as several new steel bridges spanned the Willamette River connecting Portland’s east and west sides...
4. Lampros Steel

The proposed viewpoint is directly south of the St. John’s bridge, adjacent to the BES Water Lab facility and current Lampros Steel yard. A trail spur leading to the river beach would provide wide views up and down the river.

Interpretive Signage Information

This view of the Willamette shoreline beneath the St. Johns Bridge is the site of the former town of Springville.

Founded in 1852, as “Cassino”, in honor of a local Chinookan leader, the town served as a flag-stop for steamers and a loading dock for Tualatin Valley wheat brought across the hills along an old wagon road. The town was eclipsed in 1871 by rival Portland with the completion of a railroad connecting the city to the Tualatin Valley farmers. In 1872 the warehouse burned and the town began a rapid decline. Today the town is remembered only in the name of NW Springville Road.

5. Terminal 4

The viewpoint overlooks the Port of Portland’s marine Terminal 4.

Interpretive Signage Information

During Lewis and Clark’s 1805-1806 epic journey, Clark visited the “Ne-mal-quiner Tribe” village on their return voyage, which he mapped downriver of St. Johns in the vicinity of historic Gatton’s Slough, possibly on or near the site of Terminal 4.

Built in 1927, the terminal is the largest handler of Asian automobiles on the Pacific Coast. Specialized container ships deliver the cars to Portland where longshoremen and teamsters load them onto railcars for distribution across the country.
APPENDIX C

SUMMARIES OF TASK GROUP MEETINGS


Meeting #1: November 7, 2005
An introduction to the River Plan was presented as well as an overview of the purpose and operation of the task group. The group reviewed definitions for key terms, and discussed that it was confusing to have a greenway trail that occurs in places only as an on-street bike lane, with no sidewalks. The group agreed that when possible, the Greenway Trail should be a multi-use path that provides bicycle and pedestrian paths separated from the street, or outside of the right-of-way. The group also discussed criteria for aligning the trail, and added several criteria to the issue paper: security for industrial interests; safety for trail users; safe crossings; educational purposes of the trail; additional functions of the trail; and ensuring that it is continuous and well connected to neighborhoods.

Meeting #2: November 14, 2005
The second meeting focused on discussions of the Greenway Trail in industrial areas, and of the potential alignments in each district on the east side of the river. Planning Bureau staff explained their proposal that off-street trails should not be required in the Zoning Code for industrial areas, but rather trails would be required should the zoning be changed from industrial. Trail opportunities could also be pursued through cooperative agreements with landowners. The group discussed concerns over requirements and lack of requirements for trails in industrial zones.

The group then reviewed the Trail Workbook, which included two sets of aerial maps of the North Reach showing information about existing street and trail improvements, bus stop locations, and the existing bicycle and pedestrian systems. The workbook also included proposed trail alignments for the North Reach. Discussions focused on trail safety due to truck traffic and railroad access challenges in the Lower Albina district; the Landfill and Waud Bluff trails as connectors to Swan Island; considerations for setbacks, flooding and habitat protection along the bottom of the University of Portland Bluff; and the potential for a trail if the University of Portland purchases the Triangle Park property in the North Beach area.

Meeting #3: November 21, 2005
The third meeting continued discussions of the east side trail alignment in response to the Task Group field trip the previous weekend. The group further discussed the Bureau of Planning proposal presented at Meeting #2, and mentioned ideas for “land banking” and floating easements; trail use for Swan Island bike and pedestrian commuters; the necessity to have flexibility in requirements; security concerns; and examples of other industrial areas in Portland where trails have been successful. District-specific discussions included the pros and cons of bike lanes/sidewalks on N. River Street and a multi-use path on the concrete road through the Albina Yard; challenges of the narrow sidewalk under the Broadway Bridge; connector trails, a bluff promenade and inland alternative alignments for Swan Island; and trail options for habitat protection at Willamette Cove.

Meeting #4: December 5, 2005
The fourth meeting included a review of additional comments on the east side trail alignment, and a discussion of west side trail alignment in response to the Task Group field trip the previous weekend. Discussion of the west side alignment focused on the challenges of finding an appropriate route due to street width (Front Avenue), and incompatible levels of traffic (Highway 30), as well as topography and railroad land ownership. General comments included recommendations to: evaluate each alignment with a set of measurable criteria, to review trail alignments in industrial areas on a case by case basis, and to create both short-term and long-term alignment proposals. Additional discussion surrounded planning for long term solutions that may currently seem unfeasible, and ensuring consideration of the proposal’s effect on business reinvestment.
Meeting #5: July 12, 2006
The fifth task group meeting was convened to discuss the Staff Proposed Greenway Trail Alignment document (July 3, 2006). Staff provided overviews of the five proposed Greenway Trail policy statements, and of the proposed trail alignment. Policy discussion among the task group and other attendees included questions on financial responsibility for trails, the definition of river-related and river-dependent, site definition and site constraints, trail connectivity, and approaches to the policies that will allow flexibility to meet changing land uses and situations over the life of the policies.

The task group then turned to a discussion of the trail alignment, focusing on four sections of the alignment: Willamette Cove, St. John's, Front Avenue/St. Helens & Nicolai, and Lower Albina. Discussion included comments on environmental considerations for Willamette Cove, possible constraints along the N. Bradford alignment and a potential alternative alignment along the Crown Cork property, and space constraints along St. Helens & Nicolai, particularly along the Gunderson property. The task group also discussed the Ash Grove Cement/N. Greeley alignment alternatives for North Albina. Comments included concerns for safety and security, space constraints, rider experience and connectivity to Swan Island.

Meeting #6: February 21, 2007
The purpose of the sixth meeting was to review the greenway trail illustrations and cross-sections produced by the river plan consultant Steve Durrant (Altak Planning + Design), and update the group on the staff proposed greenway trail alignment including changes that have been made since August, 2006. The trail alignment changed in Willamette Cove, on Swan Island, along NW Front Avenue, and in the vicinity of Linnton. The changes to the alignment were made in response to comments and/or concerns raised between the August 2006 meeting and February 2007.

Steve Durrant walked the group through the six trail design posters that he produced and there was some discussion of issues regarding trail development in several area including the segment between Pier Park and N. Decatur, the segment between Cathedral Park and Swan Island, and adjacent to the railroad bridge.

After review of the trail design posters the discussion moved on to feasibility and the cost of trail development and finally to the greenway trail in the Albina Yard/Ash Grove Cement area.
RIVER PLAN / NORTH REACH ORGANIZATION

The River Plan / North Reach is organized into seven documents, as listed below. Volume 1 is available in printed form. The other volumes are available on CD or in print by special request.

VOLUME 1: PROPOSED RIVER PLAN / NORTH REACH
VOLUME 1A: Policies, objectives, and recommendations
VOLUME 1B: Code Amendments and Zoning Maps

VOLUME 2: ECONOMIC PROSPERITY BACKGROUND INFORMATION

VOLUME 3: WATERSHED HEALTH BACKGROUND INFORMATION
VOLUME 3A: Willamette River Natural Resources Inventory: Riparian Corridors and Wildlife Habitat
VOLUME 3B: Willamette River Natural Resources Inventory: Riparian Corridors and Wildlife Habitat - Appendices
VOLUME 3C: Economic, Social, Environmental and Energy Analysis and Recommendations for Riparian Corridors and Wildlife Habitat

VOLUME 4: ACCESS BACKGROUND INFORMATION

Written Comments are due December 9, 2008 to:
Portland Planning Commission c/o Bureau of Planning
1900 SW 4th Avenue, Suite 7100
Portland, OR 97201
planningcommission@ci.portland.or.us
Fax: 503-823-7800

RIVER PLAN / NORTH REACH EVENT SCHEDULE (All dates subject to change)

November 3, 2008  5:30 - 7:30 pm  Open House
                     BES Water Lab
                     6543 N Burlington Avenue
December 3, 2008  Noon - 1:30, 5:30 - 7:30 pm  Open House
                     Bureau of Planning
                     1900 SW 4th Avenue, Room 2500 B
December 9, 2008  6:00 - 10:00 pm  Planning Commission Public Hearing
                     Planning Commission Public Hearing (if needed)
                     and Work Session
January 13, 2008  Planning Commission Work Session
                     City Council (meetings to be scheduled)
February 10, 2009
Spring 2009

All Planning Commission Meetings will be held at 1900 SW 4th Ave., Room 2500 A.

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