Council meeting agenda

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Thursday, March 5, 2026 **10:30 AM** **Metro Regional Center, Council chamber; https://zoom.us/j/615079992 (Webinar ID: 615079992) or 253-205-0468 (toll free); https://www.youtube.com/watch?v=LqU10DawfWg**

This meeting will be held electronically and in person at the Metro Regional Center Council Chamber. You can join the meeting on your computer or other device by using this link: https://zoom.us/j/615079992 (Webinar ID: 615 079 992)., https://www.youtube.com/watch?v=LqU10DawfWg

1. Call to Order and Roll Call

2. Public Communication

Public comment may be submitted in writing. It will also be heard in person and by electronic communication (video conference or telephone). Written comments should be submitted electronically by emailing legislativecoordinator@oregonmetro.gov. Written comments received by 4:00 p.m. the day before the meeting will be provided to the council prior to the meeting.

Those wishing to testify orally are encouraged to sign up in advance by either: (a) contacting the legislative coordinator by phone at 503-813-7591 and providing your name and the agenda item on which you wish to testify; or (b) registering by email by sending your name and the agenda item on which you wish to testify to legislativecoordinator@oregonmetro.gov. Those wishing to testify in person should fill out a blue card found in the back of the Council Chamber. Those requesting to comment virtually during the meeting can do so by using the "Raise Hand" feature in Zoom or emailing the legislative coordinator at legislativecoordinator@oregonmetro.gov. Individuals will have three minutes to testify unless otherwise stated at the meeting.

3. Consent Agenda

3.1 Resolution No. 26-5562 For The Purpose of Adding, Amending, or Canceling Seven Projects to the 2024-27 MTIP to Meet Federal Project Delivery Requirements — RES 26-5562

Attachments: Resolution 26-5562
Exhibit A: Project Detail Report
Exhibit B: MTIP FA Public Comment Period Summary
Staff Report

4. Resolutions

4.1 Resolution No. 26-5561 For the Purpose of Approving the Willamette Cove Nature Park Master Plan — RES 26-5561

Presenter(s): Jennifer D'Avanzo (she/her), Parks and Nature Senior Planner
Jon Blasher (he/him), Parks and Nature Director
Andrew Scott (he/him), Deputy Chief Operating Officer

Attachments: Resolution No. 26-5561
Staff Report
Attachment 1
Attachment 2
Attachment 3
Attachment 3a

4.1.1 Public Communication on Resolution no. 26-5561

5. Ordinances (First Reading and Public Hearing)

5.1 Ordinance No. 26-1536 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the 82nd Avenue Transit Project — ORD 26-1536

Presenter(s): Ally Holmqvist, Senior Planner
Melissa Ashbaugh, Senior Planner
Jesse Stemmler, Interim 82nd Avenue Transit Project Director, TriMet

Attachments: Ordinance No. 26-1536
Exhibit A
Staff Report
Attachment 1 - HCT Project Development Lifecycle
Attachment 2 - Transit Projects LPA RTP Amendments Process Timel
Attachment 3 - 82nd Ave RTP Amendment Request Memo
Attachment 4 - Public Comment Report (2025)

5.2 Ordinance No. 26-1537 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project — ORD 26-1537

Presenter(s): Ally Holmqvist, Senior Planner
Kate Hawkins, Senior Planner
Josh Brennan, Tualatin Valley Highway Transit and Safety

Project Director, TriMet

Attachments: Ordinance No. 26-1537
Exhibit A
Staff Report
Attachment 1 - HCT Project Development Lifecycle
Attachment 2 - Transit Projects LPA RTP Amendments Process Timel
Attachment 3 - TV Hwy LPA RTP Amendment Request Memo
Attachment 3.1 - Initial TV Hwy Purpose and Need Statement

5.3 Ordinance No. 26-1538 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Montgomery Park Streetcar Extension — ORD 26-1538

Presenter(s): Ally Holmqvist, Senior Transportation Planner
Alex Oreschak, Senior Planner
Shawn Canny, Senior Transportation Planner, Portland Bureau of Transportation

Attachments: Ordinance No. 26-1538
Exhibit A
Staff Report
Attachment 1 - HCT Project Development Lifecycle
Attachment 2 - Transit Projects LPA RTP Amendments Process Timel
Attachment 3 - Montgomery Park RTP Amendment Request Memo
Attachment 3.1 - Project Schedule
Attachment 3.2 - Metro Council Staff Report: LPA Endorsement
Attachment 3.3 - Proposed Preliminary Cross Sections

6. Chief Operating Officer Communication

7. Councilor Communication

8. Adjourn

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ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលពាក្យបណ្តឹងរើសអើងសូមចូលទស្សនាគេហទំព័រ www.oregonmetro.gov/civilrights។
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1700 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

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January 2021

600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Metro

Agenda #: 3.1

File #: RES 26-5562 **Agenda Date:**3/5/2026

Resolution No. 26-5562 For The Purpose of Adding, Amending, or Canceling Seven Projects to the 2024-27 MTIP to Meet Federal Project Delivery Requirements

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADDING, AMENDING, OR CANCELING SEVEN PROJECTS TO THE 2024-27 MTIP TO MEET FEDERAL PROJECT DELIVERY REQUIREMENTS	))))))	RESOLUTION NO. 26-5562 Introduced by: Chief Operating Officer Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, the Metropolitan Transportation Improvement Program (MTIP) prioritizes projects from the Regional Transportation Plan (RTP) to receive transportation-related funding; and

WHEREAS, the U.S. Department of Transportation (USDOT) requires federal funding for transportation projects located in a metropolitan area to be programmed in an MTIP; and

WHEREAS, in July 2023, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council approved Resolution No. 23-5335 to adopt the 2024-27 MTIP; and

WHEREAS, the 2024-27 MTIP includes Metro approved RTP and federal performance-based programming requirements and demonstrates compliance and further progress towards achieving the RTP and federal performance targets; and

WHEREAS, pursuant to the USDOT MTIP amendment submission rules, JPACT and the Metro Council must approve any subsequent amendments to the MTIP to add new projects or substantially modify existing projects; and

WHEREAS, the formal amendment programs the Regional Travel Options (RTO) program (FFY 2026) project with $3,699,713 of Surface Transportation Block Grant (STBG)-Urban funds and $423,448 of local match; and

WHEREAS, the formal amendment amends the Regional Travel Options (RTO) program (FFY 2025-27) project to decrease STBG-Urban federal funds to $3,195,768 and local match to $365,770; and

WHEREAS, the formal amendment amends the Safe Routes to School program (FFY 2025-27) project to decrease STBG-Urban federal funds to $614,937 and local match to $70,383; and

WHEREAS, the formal amendment amends the OR99E Clackamas River (McLoughlin) Bridge project to increase total project funding by $803,000 to address the latest estimate from the ODOT Bridge Program; and

WHEREAS, the project's preliminary engineering phase will be amended to add $361,612 of STBG – Flex federal funds and $4 1,388 of state match; and

WHEREAS, the project's right of way phase will be amended to add $358,920 of National Highway Performance Program (NHPP) federal funds and $41,080 of state match; and

WHEREAS, the formal amendment amends the Oregon City Quiet Zone project to add $50,000 of local funds to the preliminary engineering phase and $1,688,015 of local funds to construction phase; and

WHEREAS, the formal amendment amends the North Dakota Street: Fanno Creek Bridge project to increase total project funding by $19,959,715; and

WHEREAS, the project's preliminary engineering phase will be amended to add $1,209,063 of local funds and the right of way phase will be amended to add $1,181,843 of local funds; and

WHEREAS, the project's construction phase will be amended to move to FFY 2028, add $10,581,064 of local funds, and add $8,000,000 of STBG-Urban federal funds awarded through Metro's 2028-30 Regional Flexible Finding Allocation Step 2 competitive grant process with local match of $915,636; and

WHEREAS, the formal amendment cancels the Red Rock Creek Trail Railroad Crossing Bridge Oregon Community Paths (OCP) awarded project from the MTIP and STIP as requested by the City of Tigard; and

WHEREAS, the programming updates to the seven projects are stated in Exhibit A to this resolution; and

WHEREAS, on January 9, 2026, Metro's Transportation Policy and Alternatives Committee recommended that JPACT approve this resolution; and

WHEREAS, on February 5, 2026, Metro completed a 30-day public comment period, as summarized in Exhibit B to this resolution; and

WHEREAS, on February 19, 2026, JPACT approved and recommended the Metro Council adopt this resolution; now therefore

BE IT RESOLVED that the Metro Council adopts this resolution to add, amend, or cancel the seven projects, as stated within Exhibit A, to the 2024-27 Metropolitan Transportation Improvement Program to meet federal project delivery requirements.

ADOPTED by the Metro Council this 5th day of March 2026.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

Proposed project 71635 - Regional Travel Options (RTO) program (FFY 2026)

ODOT Key	RTP ID	RFFA ID	Lead Agency
-	11054	-	Metro

Project Type	System Investment Type	Total Cost
Other	Other	$4,123,161

Project Description

RTO implements strategies to help residents choose travel options that reduce pollution and improve mobility plus supports youth to safely access schools through walking, biking, and transit (SFY 2026 UPWP RFFA Step 1/FFY 2025 allocation year)

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Other	Local Match	$0	$0	$0	$423,448	$0	$0	$423,448
Other	STBG - Urban	$0	$0	$0	$3,699,713	$0	$0	$3,699,713
Total Other		$0	$0	$0	$4,123,161	$0	$0	$4,123,161
Total Programmed		**$0**	**$0**	**$0**	**$4,123,161**	**$0**	**$0**	**$4,123,161**

CURRENT CHANGE REASON	New Project
FEDERAL PROJECT COST	$3,699,713
TOTAL PROJECT COST	$4,123,161

Proposed Amendment to 71297 - Regional Travel Options (RTO) program (FFY 2025-27)

ODOT Key	RTP ID	RFFA ID	Lead Agency
23215	11054	50427	Metro

Project Type	System Investment Type	Total Cost
Other	Other	$3,561,538

Project Description
The Regional Travel Options (RTO) program implements strategies to help diversify trip choices reduce pollution and improve mobility.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Other	Local Match	$0	$0	$0	$0	$365,770	$0	$365,770
Other	STBG - Urban	$0	$0	$0	$0	$3,195,768	$0	$3,195,768
Total Other		$0	$0	$0	$0	$3,561,538	$0	$3,561,538
Total Programmed		**$0**	**$0**	**$0**	**$0**	**$3,561,538**	**$0**	**$3,561,538**

Previously Approved Amendment 71297 - Regional Travel Options (RTO) program (FFY 2025-27)

ODOT Key	RTP ID	RFFA ID	Lead Agency
23215	11054	50427	Metro

Project Type	System Investment Type	Total Cost
Other	-	$7,019,341

Project Description
The Regional Travel Options (RTO) program implements strategies to help diversify trip choices reduce pollution and improve mobility.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Other	Local Match	$0	$0	$0	$0	$720,886	$0	$720,886
Other	STBG - Urban	$0	$0	$0	$0	$6,298,455	$0	$6,298,455
Total Other		$0	$0	$0	$0	$7,019,341	$0	$7,019,341
Total Programmed		**$0**	**$0**	**$0**	**$0**	**$7,019,341**	**$0**	**$7,019,341**

CURRENT CHANGE REASON	Schedule / Funding / Scope- Update Cost Decrease - Major
PROJECT CHANGES	Plan Revision Name changed from "AM25-12-MAR1" to "FFY26-NO.4-MAR"
FUNDING CHANGES	**STBG - Urban** - Decrease funds in FY 2027 in OT from $6,298,455 to $3,195,768 (TRANSLATION NEEDED) **Local Match** - Decrease funds in FY 2027 in OT from $720,886 to $365,770
FEDERAL PROJECT COST	Decreased from $6,298,455 to $3,195,768 (-49.26%)
TOTAL PROJECT COST	Decreased from $7,019,341 to $3,561,538 (-49.26%)

Proposed Amendment to 71298 - Safe Routes to School program (FFY 2025-27)

ODOT Key	RTP ID	RFFA ID	Lead Agency
23218	12021	50428	Metro

Project Type	System Investment Type	Total Cost
Other	Planning	$685,320

Project Description
Promotes through planning funding and outreach activities the ability for youth to safely affordably and efficiently access school by walking biking and transit.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Other	Local Match	$0	$0	$0	$0	$70,383	$0	$70,383
Other	STBG - Urban	$0	$0	$0	$0	$614,937	$0	$614,937
Total Other		$0	$0	$0	$0	$685,320	$0	$685,320
Total Programmed		**$0**	**$0**	**$0**	**$0**	**$685,320**	**$0**	**$685,320**

Previously Approved Amendment 71298 - Safe Routes to School program (FFY 2025-27)

ODOT Key	RTP ID	RFFA ID	Lead Agency
23218	12021	50428	Metro

Project Type	System Investment Type	Total Cost
Other	-	$1,350,678

Project Description
Promotes through planning funding and outreach activities the ability for youth to safely affordably and efficiently access school by walking biking and transit.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Other	Local Match	$0	$0	$0	$0	$138,715	$0	$138,715
Other	STBG - Urban	$0	$0	$0	$0	$1,211,963	$0	$1,211,963
Total Other		$0	$0	$0	$0	$1,350,678	$0	$1,350,678
Total Programmed		**$0**	**$0**	**$0**	**$0**	**$1,350,678**	**$0**	**$1,350,678**

CURRENT CHANGE REASON	Schedule / Funding / Scope- Update Cost Decrease - Major
PROJECT CHANGES	Plan Revision Name changed from "AM25-12-MAR1" to "FFY26-NO.4-MAR"
FUNDING CHANGES	**STBG - Urban** - Decrease funds in FY 2027 in OT from $1,211,963 to $614,937 (TRANSLATION NEEDED) **Local Match** - Decrease funds in FY 2027 in OT from $138,715 to $70,383
FEDERAL PROJECT COST	Decreased from $1,211,963 to $614,937 (-49.26%)
TOTAL PROJECT COST	Decreased from $1,350,678 to $685,320 (-49.26%)

Proposed Amendment to 71000 - OR99E: Clackamas River (McLoughlin) Bridge

ODOT Key	RTP ID	RFFA ID	Lead Agency
20472	12092	-	Oregon DOT

Project Type	System Investment Type	Total Cost
Highway	Maintenance & Preservation	$2,052,000

Project Description

Design for a future project to repaint the bridge. The paint is required to protect this steel structure from corrosion.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Preliminary Engineering	Local Match	$122,932	$0	$0	$41,388	$0	$0	$164,320
Preliminary Engineering	NHPP	$1,074,068	$0	$0	$0	$0	$0	$1,074,068
Preliminary Engineering	STBG - Flex	$0	$0	$0	$361,612	$0	$0	$361,612
Total Preliminary Engineering		$1,197,000	$0	$0	$403,000	$0	$0	$1,600,000
Right of Way	Local Match	$0	$0	$0	$46,420	$0	$0	$46,420
Right of Way	NHPP	$0	$0	$0	$405,580	$0	$0	$405,580
Total Right of Way		$0	$0	$0	$452,000	$0	$0	$452,000
Total Prior Costs		**$1,197,000**	**$0**	**$0**	**$0**	**$0**	**$0**	**$1,197,000**
Total Programmed		**$1,197,000**	**$0**	**$0**	**$855,000**	**$0**	**$0**	**$2,052,000**

Previously Approved Amendment 71000 - OR99E: Clackamas River (McLoughlin) Bridge

ODOT Key	RTP ID	RFFA ID	Lead Agency
20472	12092	-	Oregon DOT

Project Type	System Investment Type	Total Cost
Highway	-	$1,248,999

Project Description

Design for a future project to repaint the bridge. The paint is required to protect this steel structure from corrosion.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Preliminary Engineering	Local Match	$122,932	$0	$0	$0	$0	$0	$122,932
Preliminary Engineering	NHPP	$1,074,068	$0	$0	$0	$0	$0	$1,074,068
Total Preliminary Engineering		$1,197,000	$0	$0	$0	$0	$0	$1,197,000
Right of Way	Local Match	$0	$0	$0	$5,340	$0	$0	$5,340
Right of Way	NHPP	$0	$0	$0	$46,659	$0	$0	$46,659
Total Right of Way		$0	$0	$0	$51,999	$0	$0	$51,999
Total Prior Costs		**$1,197,000**	**$0**	**$0**	**$0**	**$0**	**$0**	**$1,197,000**
Total Programmed		**$1,197,000**	**$0**	**$0**	**$51,999**	**$0**	**$0**	**$1,248,999**

CURRENT CHANGE REASON	Schedule / Funding / Scope- Update Cost and Funding Increase - Major
PROJECT CHANGES	Plan Revision Name changed from "AM25-10-FEB4" to "FFY26-NO.4-MAR"
FUNDING CHANGES	**NHPP** + Increase funds in FY 2026 in RW from $46,659 to $405,580 (TRANSLATION NEEDED) **Local Match** + Increase funds in FY 2026 in RW from $5,340 to $46,420 + Increase funds in FY 2026 in PE from $0 to $41,388 **STBG - Flex** + Increase funds in FY 2026 in PE from $0 to $361,612
FEDERAL PROJECT COST	Increased from $1,120,727 to $1,841,260 (64.29%)
TOTAL PROJECT COST	Increased from $1,248,999 to $2,052,000 (64.29%)
CUSTOM LOCATION INFORMATION CHANGES	Surrounding 2040 Land Use has changed from Corridors to Regional Centers

Proposed Amendment to 71399 - Oregon City Quiet Zone

ODOT Key	RTP ID	RFFA ID	Lead Agency
23491	11630	-	Oregon City

Project Type	System Investment Type	Total Cost
Roadway	System Management & ITS	$4,347,015

Project Description

Establish a railroad quiet zone in historic downtown Oregon City to foster prosperous economic transformation, support housing and business development, grow the Oregon City Regional Center, and advance the Willamette Falls legacy project.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Preliminary Engineering	CITY	$0	$154,050	$0	$0	$0	$0	$154,050
Preliminary Engineering	HIP community project - Congressionally directed (FFY 2022)	$0	$1,345,950	$0	$0	$0	$0	$1,345,950
Preliminary Engineering	Overmatch	$0	$0	$0	$50,000	$0	$0	$50,000
Total Preliminary Engineering		$0	$1,500,000	$0	$50,000	$0	$0	$1,550,000
Right of Way	CITY	$0	$0	$8,804	$0	$0	$0	$8,804
Right of Way	HIP community project - Congressionally directed (FFY 2022)	$0	$0	$76,923	$0	$0	$0	$76,923
Right of Way	Other	$0	$0	$23,273	$0	$0	$0	$23,273
Total Right of Way		$0	$0	$109,000	$0	$0	$0	$109,000
Construction	CITY	$0	$0	$66,055	$0	$0	$0	$66,055
Construction	HIP community project - Congressionally directed (FFY 2022)	$0	$0	$577,127	$0	$0	$0	$577,127
Construction	Other	$0	$0	$2,044,833	$0	$0	$0	$2,044,833
Total Construction		$0	$0	$2,688,015	$0	$0	$0	$2,688,015
Total Programmed		**$0**	**$1,500,000**	**$2,797,015**	**$50,000**	**$0**	**$0**	**$4,347,015**

Previously Approved Amendment 71399 - Oregon City Quiet Zone

ODOT Key	RTP ID	RFFA ID	Lead Agency
23491	11630	-	Oregon City

Project Type	System Investment Type	Total Cost
Roadway	-	$2,630,859

Project Description

Establish a railroad quiet zone in historic downtown Oregon City to foster prosperous economic transformation, support housing and business development, grow the Oregon City Regional Center, and advance the Willamette Falls legacy project.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Preliminary Engineering	CITY	$0	$154,050	$0	$0	$0	$0	$154,050
Preliminary Engineering	HIP community project - Congressionally directed (FFY 2022)	$0	$1,345,950	$0	$0	$0	$0	$1,345,950
Total Preliminary Engineering		$0	$1,500,000	$0	$0	$0	$0	$1,500,000
Right of Way	CITY	$0	$0	$8,804	$0	$0	$0	$8,804
Right of Way	HIP community project - Congressionally directed (FFY 2022)	$0	$0	$76,923	$0	$0	$0	$76,923
Right of Way	Other	$0	$0	$45,132	$0	$0	$0	$45,132
Total Right of Way		$0	$0	$130,859	$0	$0	$0	$130,859
Construction	CITY	$0	$0	$88,042	$0	$0	$0	$88,042
Construction	HIP community project - Congressionally directed (FFY 2022)	$0	$0	$769,231	$0	$0	$0	$769,231
Construction	Other	$0	$0	$142,727	$0	$0	$0	$142,727
Total Construction		$0	$0	$1,000,000	$0	$0	$0	$1,000,000
Total Programmed		**$0**	**$1,500,000**	**$1,130,859**	**$0**	**$0**	**$0**	**$2,630,859**

CURRENT CHANGE REASON	Schedule / Funding / Scope- Update Cost and Funding Increase - Major
PROJECT CHANGES	Plan Revision Name changed from "AM25-23-JUL2" to "FFY26-NO.4-MAR"
FUNDING CHANGES	**HIP community project - Congressionally directed (FFY 2022)** - Decrease funds in FY 2025 in CN from $769,231 to $577,127 **CITY** - Decrease funds in FY 2025 in CN from $88,042 to $66,055 **Other** - Decrease funds in FY 2025 in RW from $45,132 to $23,273 + Increase funds in FY 2025 in CN from $142,727 to $2,044,833 **Overmatch** + Increase funds in FY 2026 in PE from $0 to $50,000
FEDERAL PROJECT COST	Decreased from $2,192,104 to $2,000,000 (-8.76%)
TOTAL PROJECT COST	Increased from $2,630,859 to $4,347,015 (65.23%)

Proposed Amendment to 70979 - North Dakota Street: Fanno Creek Bridge

ODOT Key	RTP ID	RFFA ID	Lead Agency
20488	12170	50471	Tigard

Project Type	System Investment Type	Total Cost
Roadway	Capital Project	$26,336,556

Project Description

Construct a new single span bridge on the same alignment because the existing bridge is failing. Raise the vertical grade line to improve site distance approaching the railroad crossing.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Preliminary Engineering	CITY	$214,433	$0	$0	$0	$0	$0	$214,433
Preliminary Engineering	Other	$532,000	$0	$0	$1,209,063	$0	$0	$1,741,063
Preliminary Engineering	STBG - Flex	$1,873,518	$0	$0	$0	$0	$0	$1,873,518
Total Preliminary Engineering		$2,619,951	$0	$0	$1,209,063	$0	$0	$3,829,014
Right of Way	CITY	$0	$0	$0	$0	$44,161	$0	$44,161
Right of Way	Other	$0	$0	$0	$0	$1,181,843	$0	$1,181,843
Right of Way	STBG - Flex	$0	$0	$0	$0	$385,839	$0	$385,839
Total Right of Way		$0	$0	$0	$0	$1,611,843	$0	$1,611,843
Construction	CITY	$0	$0	$0	$0	$0	$1,059,313	$1,059,313
Construction	Other	$0	$0	$0	$0	$0	$10,581,064	$10,581,064
Construction	STBG - Flex	$0	$0	$0	$0	$0	$1,255,322	$1,255,322
Construction	STBG - Urban	$0	$0	$0	$0	$0	$8,000,000	$8,000,000
Total Construction		$0	$0	$0	$0	$0	$20,895,699	$20,895,699
Total Prior Costs		**$2,619,951**	**$0**	**$0**	**$0**	**$0**	**$0**	**$2,619,951**
Total Future Costs		**$0**	**$0**	**$0**	**$0**	**$0**	**$20,895,699**	**$20,895,699**
Total Programmed		**$2,619,951**	**$0**	**$0**	**$1,209,063**	**$1,611,843**	**$20,895,699**	**$26,336,556**

Previously Approved Amendment 70979 - North Dakota Street: Fanno Creek Bridge

ODOT Key	RTP ID	RFFA ID	Lead Agency
20488	12170	50471	Tigard

Project Type	System Investment Type	Total Cost
Roadway	-	$6,376,841

Project Description

Construct a new single span bridge on the same alignment because the existing bridge is failing. Raise the vertical grade line to improve site distance approaching the railroad crossing.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Preliminary Engineering	CITY	$214,433	$0	$0	$0	$0	$0	$214,433
Preliminary Engineering	Other	$532,000	$0	$0	$0	$0	$0	$532,000
Preliminary Engineering	STBG - Flex	$1,873,518	$0	$0	$0	$0	$0	$1,873,518
Total Preliminary Engineering		$2,619,951	$0	$0	$0	$0	$0	$2,619,951
Right of Way	CITY	$0	$0	$0	$44,161	$0	$0	$44,161
Right of Way	STBG - Flex	$0	$0	$0	$385,839	$0	$0	$385,839
Total Right of Way		$0	$0	$0	$430,000	$0	$0	$430,000
Construction	CITY	$0	$0	$0	$0	$143,677	$0	$143,677
Construction	Other	$0	$0	$0	$0	$1,927,891	$0	$1,927,891
Construction	STBG - Flex	$0	$0	$0	$0	$1,255,322	$0	$1,255,322
Total Construction		$0	$0	$0	$0	$3,326,890	$0	$3,326,890
Total Prior Costs		**$2,619,951**	**$0**	**$0**	**$0**	**$0**	**$0**	**$2,619,951**
Total Programmed		**$2,619,951**	**$0**	**$0**	**$430,000**	**$3,326,890**	**$0**	**$6,376,841**

CURRENT CHANGE REASON	Schedule / Funding / Scope- Update Cost and Funding Increase - Major
PROJECT CHANGES	Plan Revision Name changed from "AM25-27-AUG3" to "FFY26-NO.4-MAR" FTA Conversion Code changed from "None" to "N/A" Flex Transfer to FTA changed from "None" to "No"
FUNDING CHANGES	**CITY** + Increase funds in FY 2028 in CN from $0 to $915,636 **Other** + Increase funds in FY 2026 in PE from $0 to $1,209,063 - Decrease funds in FY 2026 in CN from $1,927,891 to $0 + Increase funds in FY 2027 in RW from $0 to $1,181,843 + Increase funds in FY 2028 in CN from $0 to $10,581,064 (TRANSLATION NEEDED) **STBG - Urban** + Increase funds in FY 2028 in CN from $0 to $8,000,000
FEDERAL PROJECT COST	Increased from $3,514,679 to $11,514,679 (227.62%)
TOTAL PROJECT COST	Increased from $6,376,841 to $26,336,556 (313.00%)

Proposed Amendment to 71630 - Red Rock Creek Trail Railroad Crossing Bridge

ODOT Key	RTP ID	RFFA ID	Lead Agency
23960	12175	-	Tigard

Project Type	System Investment Type	Total Cost
Active Transportation	Capital Project	$0

Project Description

Design a pedestrian and bicycle bridge over the Pacific & Western Railroad line and switching yard, TriMet WES line, and adjacent Wall Street as critical segment of the Red Rock Creek Trail and the Tigard/Lake Oswego Regional Trail only through design acceptance. Located at the mid-point of the one-mile distance between Hall Blvd and Bonita Road, completed project would provide equitable access to high need locations within Tigard Town Center.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Total Programmed		**$0**	**$0**	**$0**	**$0**	**$0**	**$0**	**$0**

Previously Approved Amendment 71630 - Red Rock Creek Trail Railroad Crossing Bridge

ODOT Key	RTP ID	RFFA ID	Lead Agency
23960	12175	-	Tigard

Project Type	System Investment Type	Total Cost
Active Transportation	-	$2,110,000

Project Description

Design a pedestrian and bicycle bridge over the Pacific & Western Railroad line and switching yard, TriMet WES line, and adjacent Wall Street as critical segment of the Red Rock Creek Trail and the Tigard/Lake Oswego Regional Trail only through design acceptance. Located at the mid-point of the one-mile distance between Hall Blvd and Bonita Road, completed project would provide equitable access to high need locations within Tigard Town Center.

PHASE	FUND SOURCE	PRIOR	FY2024	FY2025	FY2026	FY2027	FUTURE	TOTAL
Preliminary Engineering	CITY	$0	$0	$0	$216,697	$0	$0	$216,697
Preliminary Engineering	TA - General	$0	$0	$0	$1,893,303	$0	$0	$1,893,303
Total Preliminary Engineering		$0	$0	$0	$2,110,000	$0	$0	$2,110,000
Total Programmed		**$0**	**$0**	**$0**	**$2,110,000**	**$0**	**$0**	**$2,110,000**

CURRENT CHANGE REASON	Project Removed
PROJECT CHANGES	Plan Revision Name changed from "SP26-01-SEP" to "FFY26-NO.4-MAR"
FUNDING CHANGES	**TA - General** - Decrease funds in FY 2026 in PE from $1,893,303 to $0 **CITY** - Decrease funds in FY 2026 in PE from $216,697 to $0
FEDERAL PROJECT COST	Decreased from $1,893,303 to $0 (-100%)
TOTAL PROJECT COST	Decreased from $2,110,000 to $0 (-100%)

Exhibit B

Memo

Metro
600 NE Grand Ave.
Portland, OR 97232-2736

Date: February 6, 2026
To: JPACT, Metro Council, and Interested Parties
From: Gabriela Lopez, Senior Transportation Planner
Subject: Public Comment Period Summary
March FFY 2026 MTIP Formal Amendment (FFY26-NO.4-MAR)

The March FFY 2026 Metropolitan Transportation Improvement Program (MTIP) Formal Amendment proposes the following programming changes:

- Adds the Regional Travel Options (RTO) program (FFY 2026) project
- Amends the Regional Travel Options (RTO) program (FFY 2025-27) project
- Amends the Safe Routes to School program (FFY 2025-27) project
- Amends the OR99E Clackamas River (McLoughlin) Bridge project
- Amends the Oregon City Quiet Zone project
- Amends the North Dakota Street: Fanno Creek Bridge project
- Cancels the Red Rock Creek Trail Railroad Crossing Bridge project

Public Comment Period Notice and Invitation to Participate
Between January 6, 2026 and February 5, 2026, residents of the Portland metropolitan area were invited to provide comment on the proposed MTIP formal amendment. The notice and invitation to participate was distributed via the Metro News notification service and posted on the Metro website: https://www.oregonmetro.gov/opportunities/public-notice-opportunity-comment-pending-amendment-metropolitan-transportation

Comments were accepted via email to summer.blackhorse@oregonmetro.gov. During this comment period, Metro received one email comment. Table 1 includes a summary of the comment received and a copy of the email and attachment are included in the pages that follow.

Table 1: Summary of Comments received between January 6, 2026 and February 5, 2026

Comments received during the Public Comment Period				
Num	**Date**	**Name**	**Comment Type**	**Brief Summary of Comments**
1	02/01/2026	Tracy Farwell	Email with attachment included	Concerns about the existing conditions of transportation infrastructure in regions West of the Willamette and impacts to potential seismic activity.

Attachments:

1. Tracy Farwell Email 02/01/2026
    a. 'Inviting Metro' attachment

From: Tracy Farwell
To: Summer Blackhorse
Subject: Re: [External sender]Fwd: Oregon Metro - Transportation - Not Working
Date: Monday, February 2, 2026 4:25:55 PM
Attachments: Inviting Metro.pdf

CAUTION: This email originated from an **External source**. Do not open links or attachments unless you know the content is safe.

Ms. Summer,

The body of our commentary to Metro consists of this pdf file "Inviting Metro" that we noticed is not included in your acknowledgment. Please acknowledge its actual receipt and intended disposition. Thanks. T

On Feb 2, 2026, at 12:34 PM, Summer Blackhorse <Summer.Blackhorse@oregonmetro.gov> wrote:

Thank you, Tracy.

Best,

Summer Blackhorse, *(she/they)*
Program Assistant III

Support for Jean Senechal-Biggs, Manager, Resource Development

- *Metropolitan Transportation Improvement Program*
- *TransPort, Transportation System Management & Operations*
- *Regional Travel Options*
- *Get There, Portland Metro Regional Network Administrator*

From: Tracy Farwell <tracy@better-energy-LLC.com>
Sent: Monday, February 2, 2026 12:29 PM
To: Summer Blackhorse <Summer.Blackhorse@oregonmetro.gov>
Subject: [External sender]Fwd: Oregon Metro - Transportation - Not Working

CAUTION: This email originated from an **External source.** Do not open links or attachments unless you know the content is safe.

Hello Ms. Blackhorse,

Please acknowledge the attached public correspondence as public comment to the Metropolitan Transport Improvement plan, due in before 5 February 2026. Many thanks, T

Begin forwarded message:

From: Tracy Farwell <tracy@better-energy-llc.com>
Subject: Oregon Metro - Transportation - Not Working
Date: February 1, 2026 at 10:33:35 PM PST
To: Duncan Hwang <duncan.hwang@oregonmetro.gov>
Cc: Jennifer O'Connor <jennyzlinn@gmail.com>, Nancy Hiser <Nancyhiser@comcast.net>

TO Councilor Duncan Hwang, District 6

FROM Tracy Farwell, District 6, 97206. NOTE Not “Falwell," Hello?

RE Metro Council Priority Agenda, 20 Jan 2026

Have you noticed? The **Metro Engagement Committee** has not convened in 4 years. What can we expect, trying to contact your office to improve the poor performance that the MPO Council has committed to, already in 2026. The Council is already blaming the Governor’s Transportation Agency for doing nothing, so you can’t call it a Council priority.

Enclosed lease find our pleading to get serious about

Transportation insecurity for wide regions West of the Willamette, an area encompassed within 5 of your 6 Districts. Here's a challenge: **who among your 1,000 FTE's can disprove ANY fact finding reported to the Council here.**

When can we expect a responsive reply from your office?

Best regards,

Tracy Farwell, Sustainability Desk
Better Energy LLC

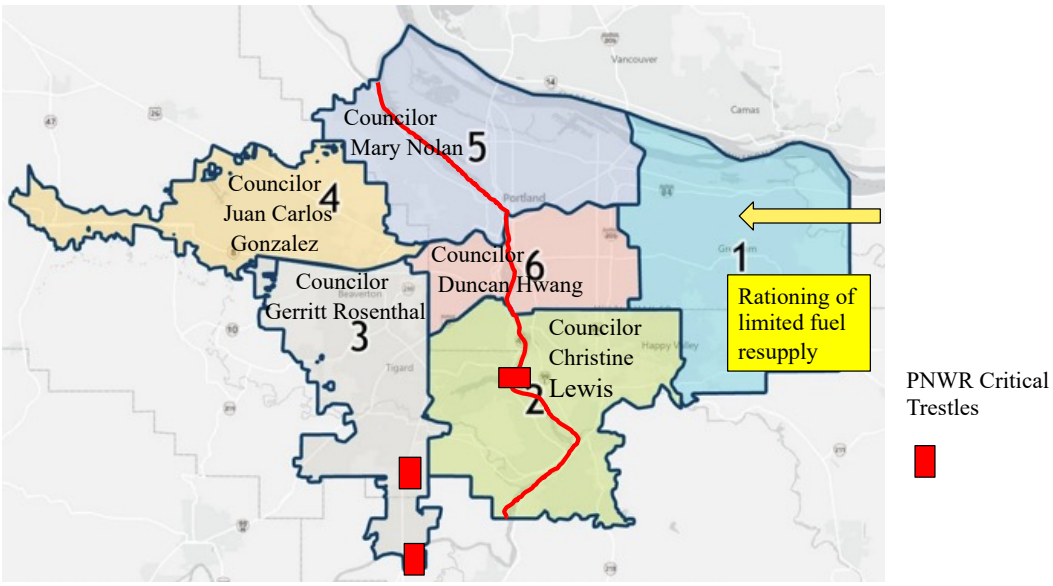
2 February 2026

Inviting Oregon Metro to Secure Safe Public Infrastructure in Time

Oregon Metro is chartered as a State MPO. All Metro electeds represent the West of the Willamette except one – District 1. Metro Charter: Sec 6(3) Assigned function: metropolitan aspects of natural disaster planning and response coordination.

With the return of the next 43rd Cascadia M8 megathrust catastrophe, there is no evidence that communities west of the Willamette are survivable for a 3-year recovery:

- Willamette River crossings fail: Portland and Western Rail trestles (3ea), all Portland road bridges fail except Tillicum and Sellwood, and the neglected Willamette Crossing Water Main fails
- No fuel for emergency infrastructure recovery for years – CEI Hub collapse, no resupply from failed BP pipeline from Puget Sound failed refineries, no refineries in Oregon



We think Metro knows about the MultCo CEI Hub Risk Report, February 2022.
https://multco.us/info/cei-hub-seismic-risk-analysis

We see no acknowledgment of this catastrophic risk impacting the transportation system anywhere on the Metro website.

What Portland is doing: Reduce toxic flammable volume stored
What DEQ is doing: assessing Hub Operator commitments for vulnerability reductions

What Metro does not know:
Washington County is served by three critical Portland and Western Rail (PNWR) trestles

- Seismically obsolete, no plans to replace
- PNWR rail trestles are failing today even with no seismic excuses

Which Councilor has taken the lead to save Washington County and Coast communities from inevitable economic collapse and public panic due to river crossing isolation? What is the plan to transition the

2 February 2026

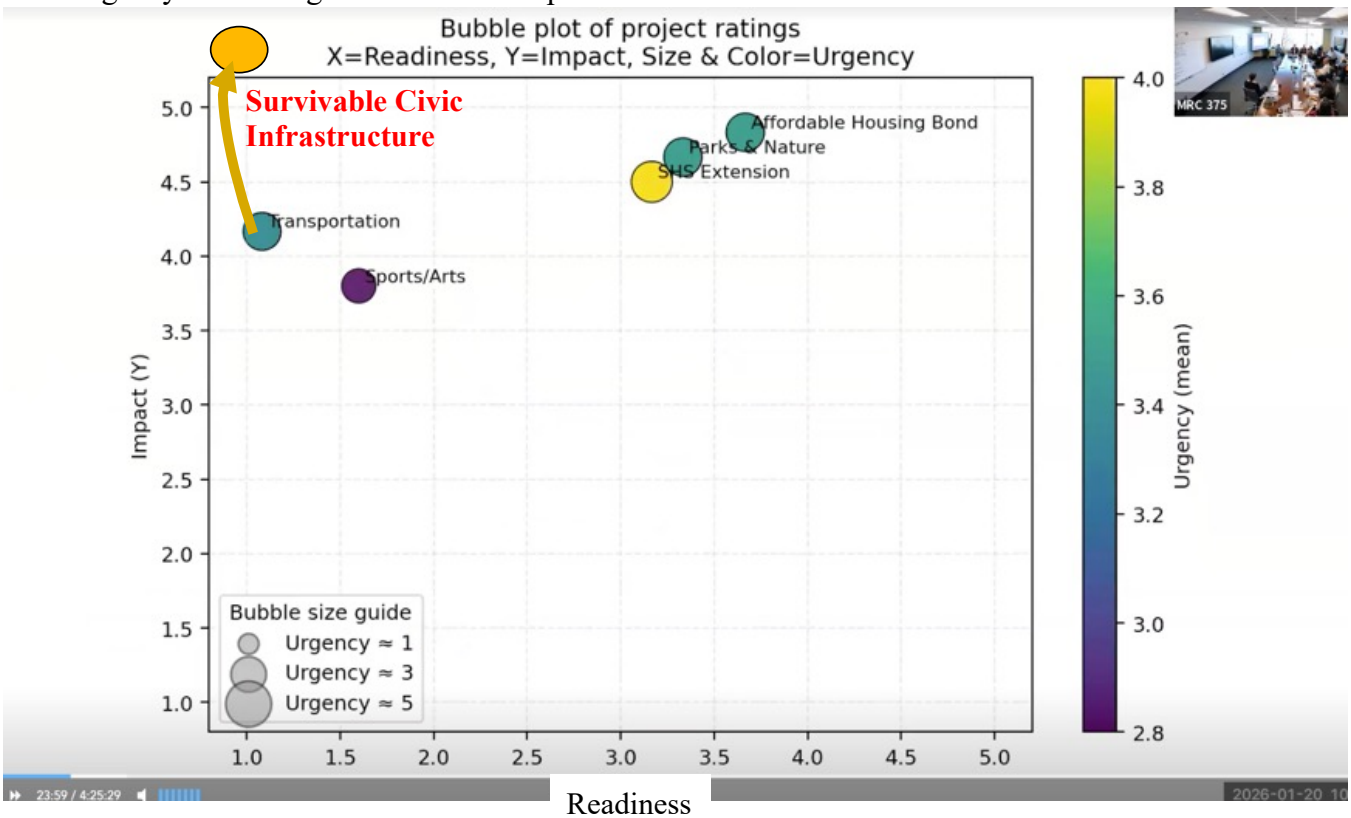
West Counties from commodity fuel dependency to durable electricity grid, in time? Who advises Metro on best geological science and actuarial math? The chance of Puget Sound petroleum infrastructure collapse is 89% next year, using USGS math.

Which Metro Commissions, Boards, and Committees have science-informed proven answers, including funded studies and infrastructure projects currently underway?

Our failed testimony defending West Counties, from 2025.
https://olis.oregonlegislature.gov/liz/2025R1/Downloads/PublicTestimonyDocument/144586

Metro needs to migrate the Transportation priority into a meaningful plan to establish durable transport infrastructure for Washington County and adjacent counties:

1. Rebuilt rail trestles
2. Near-term alternative fuel infrastructure limiting reliance on commodity fuel logistics: hydro, wind, solar, geothermal
3. Emergency restart of the Willamette Crossing Water Main Project
4. Emergency restart of the Burnside Bridge Replacement Project
5. Emergency fuel storage at Hillsboro Airport



Barriers needing Federal Priority with little chance of success

2021 DeFazio IIJA infrastructure appropriations illegally impounded (EO 14154)
2022 Wyden IRA infrastructure appropriations illegally impounded (EO 14154)
DHS CISA Infrastructure funding diverted to DHS ICE CBP immigration details

Multiple demands on ODOT funding, none related to Washington County Survivable Civic Infrastructure
No infrastructure funding for CEI Hub relocations
No infrastructure funding for replacement of the failing BP Olympic Pipeline to Oregon
No vulnerability assessment of any Puget Sound refinery
Current excess production capacity for Midwest refineries is only 5%
All Oregon and Washington emergency response planning is predicated on after-the-fact actions, nothing for durable infrastructure investments (except PDX runway and fuel tank projects)
Public due diligence investments intercepted by counter-democratic executive mandates that leave blue states double-parked

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ATTACHMENT
Obsolete Portland and Western Rail (PNWR) trestles serve all of Washington County. Failing trestles are guaranteed during any Cascadia seismic return. During the Cascadia megathrust scenario there is a prohibitive statewide shortage of fuel preventing the immediate repair of infrastructure. These PNWR rail collapses are happening today, without a seismic excuse:

January 2026, Olalla Slough
In Toledo, Oregon, 4 locomotives are stranded on a trestle that failed before or during a derailment. Early video with commentary, Jan 21 (7idea). Having fuel for reconstruction is a fortuitous luxury now, not happening on Cascadia Day 1.

https://www.youtube.com/watch?v=ulIOJkvQiwE

Oregonian video with a sound track (mutable)

https://www.youtube.com/watch?v=aBtkR44pULk

Update January 25, 2026

https://www.youtube.com/watch?v=1l7RDjwsdT0

Update January 30, 2026. Only takes a week if you have access to infinite fuel supply on demand, for a fleet of heavy equipment

https://www.youtube.com/watch?v=wPHh5yHxkfU

January 2025, Mary's River, Corvallis
https://www.youtube.com/watch?v=SuxcQOOnNbQ

IN CONSIDERATION OF RESOLUTION NO. 26-5562, FOR THE PURPOSE OF ADDING, AMENDING, OR CANCELING SEVEN PROJECTS TO THE 2024-27 MTIP TO MEET FEDERAL PROJECT DELIVERY REQUIREMENTS

Date: February 17, 2026
Department: Planning, Development and Research
Meeting Date: March 5, 2026

Prepared by: Gabriela Lopez, Planning, Development and Research
Presenter: N/A
Length: N/A (Consent Agenda)

ISSUE STATEMENT

The March FFY 2026 Metropolitan Transportation Improvement Program (MTIP) Formal Amendment proposes the following programming changes:

- Adds the Regional Travel Options (RTO) program (FFY 2026) project
- Amends the Regional Travel Options (RTO) program (FFY 2025-27) project
- Amends the Safe Routes to School program (FFY 2025-27) project
- Amends the OR99E Clackamas River (McLoughlin) Bridge project
- Amends the Oregon City Quiet Zone project
- Amends the North Dakota Street: Fanno Creek Bridge project
- Cancels the Red Rock Creek Trail Railroad Crossing Bridge project

Resolution No. 26-5562 authorizes the proposed MTIP Formal Amendment.

ACTION REQUESTED

Adopt Resolution 26-5562 to add, amend, or cancel seven projects, as stated within Exhibit A, to the 2024-27 MTIP to meet federal project delivery requirements.

IDENTIFIED POLICY OUTCOMES

Advancement of the 2023 Regional Transportation Plan (RTP) investment priorities of equitable transportation, climate action and resilience, safe system, mobility options, and thriving economy.

POLICY QUESTION(S)

- Should the Metro Council approve the resolution to move forward with proposed MTIP project amendments as recommended by JPACT?

POLICY OPTIONS FOR COUNCIL TO CONSIDER

The Joint Policy Advisory Committee on Transportation (JPACT) is scheduled to consider recommending approval of Resolution 26-5562 to the Metro Council on February 19, 2026.

Should JPACT recommend approval, the Metro Council will consider adopting Resolution 26-5562 at its meeting on March 5, 2026.

- If the Metro Council adopts the resolution, the required programming actions will be completed for the seven projects in the March FFY 2026 Formal Amendment.
- If the Metro Council does not adopt the resolution, the required programming actions will not be completed, the projects will not move forward with next steps, and the amendment will return to JPACT for further consideration.

STAFF RECOMMENDATIONS

Metro staff recommend approval of Resolution 26-5562.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

1. **Metro's Strategic Framework or Core Mission:** The 2024-2027 MTIP follows transportation policy established in the development of the 2023 RTP. Projects programmed in the MTIP must be consistent with the RTP to ensure federal requirements are met.

2. **Metro's racial equity and climate action goals:**

   While the package of investments in the adopted 2024-27 MTIP make very slight progress towards the 2023 RTP goals, which include Equitable Transportation and Climate Action, the individual projects and programs within the MTIP are likely to make better progress to the local communities in which they are located. The Regional Travel Options (RTO) program projects included in the proposed amendment, implement strategies to help diversify trip choices that reduce pollution and improve mobility.

3. **Known Opposition/Support/Community Feedback:** The agencies leading the projects included in this amendment support the proposed programming changes.

   Metro conducted a 30-day public comment period, which closed on February 5, 2026. During this comment period, Metro received one comment. Detailed information can be found in the Public Comment Period Summary, attached as Exhibit B.

4. **Legal Antecedents:**
   a. Amends the 2024-27 Metropolitan Transportation Improvement Program adopted by Metro Council Resolution 23-5335 on July 20, 2023 (FOR THE PURPOSE OF ADOPTING THE 2024-2027 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM FOR THE PORTLAND METROPOLITAN AREA)

b. Oregon Governor approval of the 2024-27 MTIP on September 13, 2023.

c. 2024-2027 Statewide Transportation Improvement Program (STIP) Approval and 2024 Federal Planning Finding on September 25, 2023.

5. **Anticipated Effects:** Enables the projects to be added or amended in the MTIP and STIP. Fund obligation and expenditure actions can then occur to meet federal delivery requirements.

6. **Financial Implications:** The proposed amendment includes three projects that are part of Metro's budget: Regional Travel Options (RTO) program (FFY 2026), Regional Travel Options (RTO) program (FFY 2025-27), and Safe Routes to School program (FFY 2025-27). The proposed amendment does not change the total available funds in the Metro budget. The amendment creates a new project to obligate funding identified for FFY 2026 made available through the transfer of the funds from the Federal Highway Administration (FHWA) to the Federal Transit Administration (FTA), by a process known as a 'flex transfer.'

BACKGROUND

The 2024-2027 MTIP is a program implementation tool. It includes an investment profile and performance analysis of the progress expected toward the 2023 RTP's regionally significant transportation investments. The MTIP must accurately maintain project information throughout the life of a project, from initial award/allocation to funding obligation and through all phases of project delivery. If a change emerges to a project's scope, schedule or budget, the MTIP may need to be amended to reflect the change. As new federally funded and regionally significant projects emerge and are funded, the MTIP is amended to include the projects.

Add New MTIP/STIP Projects:

Project Number: 1	**Key Number: TBD**	**Status: New Project**
Project Name:	**Regional Travel Options (RTO) program (FFY 2026)**	
Lead Agency:	Metro	
Description:	RTO implements strategies to help residents choose travel options that reduce pollution and improve mobility plus supports youth to safely access schools through walking, biking, and transit (SFY 2026 UPWP RFFA Step 1/FFY 2025 allocation year)	
Funding Summary:	The new project will be programmed with $3,699,713 of STBG-Urban federal funds with a local match of $423,448 in FFY 2026.	
Added Notes:	The formal amendment adds the project with existing programmed funds from Key 23215 - Regional Travel Options (RTO) program (FFY 2025-27) and Key 23218 - Safe Routes to School program (FFY 2025-27)	

Amend Existing MTIP/STIP Programmed Projects:

Project Number: 2	**Key Number: 23215**	**Status: Existing Project**
Project Name:	**Regional Travel Options (RTO) program (FFY 2025-27)**	
Lead Agency:	Metro	
Description:	The Regional Travel Options (RTO) program implements strategies to help diversify trip choices, reduce pollution and improve mobility.	
Funding Summary:	The project is currently programmed with $6,298,455 of STBG-Urban funds with a local match of $720,886 in FFY 2027.	
Added Notes:	The formal amendment reduces STBG-Urban federal funds to $3,195,768 with a local match of $365,770 in FFY 2027. Funding will be moved to the proposed Regional Travel Options (RTO) program (FFY 2026) project.	

Project Number: 3	**Key Number: 23218**	**Status: Existing Project**
Project Name:	**Safe Routes to School program (FFY 2025-27)**	
Lead Agency:	Metro	
Description:	Promotes through planning funding and outreach activities the ability for youth to safely affordably and efficiently access school by walking biking and transit.	
Funding Summary:	The project is currently programmed with $1,211,963 of STBG-Urban federal funds with a local match of $138,715 in FFY 2027.	
Added Notes:	The formal amendment reduces STBG-Urban federal funds to $614,937 with a local match of $70,383 in FFY 2027. Funding will be moved to the proposed Regional Travel Options (RTO) program (FFY 2026) project.	

Project Number: 4	**Key Number: 20472**	**Status: Existing Project**
Project Name:	**OR99E Clackamas River (McLoughlin) Bridge**	
Lead Agency:	Oregon DOT	
Description:	Design for a future project to repaint the bridge. The paint is required to protect this steel structure from corrosion.	
Funding Summary:	The project is currently programmed with $1,120,727 of National Highway Performance (NHPP) federal funds with a local match of $128,272.	
Added Notes:	The formal amendment adds $361,612 of STBG – Flex federal funds with $41,388 of state match to PE phase and adds $358,920 of NHPP federal funds with $41,080 of state match to ROW phase	

Project Number: 5	**Key Number: 23491**	**Status: Existing Project**
Project Name:	**Oregon City Quiet Zone**	
Lead Agency:	Oregon City	
Description:	Establish a railroad quiet zone in historic downtown Oregon City to foster prosperous economic transformation, support housing and business development, grow the Oregon City Regional Center, and advance the Willamette Falls legacy project.	
Funding Summary:	The project is currently programmed with $2,192,104 of Highway Improvement Program (HIP) FFY 2022 Congressionally directed funds with a local match of $250,896, and $187,859 of local overmatch funds.	
Added Notes:	The formal amendment includes the following programming changes: • Adds $50,000 of local overmatch funds to PE phase • Decreases local overmatch funds from RW phase from $45,132 to $23,273 • Decreases HIP FFY 2022 Congressionally directed funds from CN phase from $769,231 with local match of $88,042 to $577127 with local match of $66,055. This is a technical correction to ensure consistency with the STIP, the federal award for this project is not being reduced. • Adds $ 1,902,106 of local overmatch funds to construction phase	

Project Number: 6	**Key Number: 20488**	**Status: Existing Project**
Project Name:	**North Dakota Street: Fanno Creek Bridge**	
Lead Agency:	Tigard	
Description:	Construct a new single span bridge on the same alignment because the existing bridge is failing. Raise the vertical grade line to improve site distance approaching the railroad crossing.	
Funding Summary:	The project is currently programmed with $3,514,679 of STBG-Flex federal funds with a local match of $402,271, and $2,459,891 of local overmatch funds.	
Added Notes:	The formal amendment includes the following programming changes: • Adds $1,209,063 of local funds to PE phase • Adds $1,181,843 of local funds to RW phase • Moves CN phase to FFY 2028 and adds $10,581,064 of local funds, and $8,000,000 of STBG-Urban federal funds awarded through Metro's 2028-30 Regional Flexible Funding Allocation Step 2 competitive grant process with local match of $915,636	

Cancel Existing MTIP/STIP Programmed Projects:

Project Number: 7	**Key Number: 23960**	**Status: Existing Project**
Project Name:	**Red Rock Creek Trail Railroad Crossing Bridge**	
Lead Agency:	Tigard	
Description:	Design a pedestrian and bicycle bridge over the Portland & Western Railroad line and switching yard, TriMet WES line, and adjacent Wall Street as critical segment of the Red Rock Creek Trail and the Tigard/Lake Oswego Regional Trail only through design acceptance. Located at the mid-point of the one-mile distance between Hall Blvd and Bonita Road, completed project would provide equitable access to high need locations within Tigard Town Center.	
Funding Summary:	The project is currently programmed with $1,893,303 of TAP- Flex federal funds with a local match of $216,697 in FFY 2026. Funding was awarded by the Oregon Community Paths program	
Added Notes:	The September 2025 (FFY 2026) MTIP formal amendment added the OCP funding award to the MTIP. The proposed formal amendment cancels the project from the MTIP and STIP at the request of the City of Tigard due to lack of funding. Funds programmed will be returned to region 6 pooled fund project K23341.	

METRO REQUIRED PROJECT AMENDMENT REVIEWS

In accordance with 23 CFR 450.316-328, Metro is responsible for reviewing and ensuring MTIP amendments comply with all federal programming requirements. Metro staff evaluate each project and its requested changes against multiple MTIP programming review factors that originate from 23 CFR 450.316-328. The evaluation process is designed to ensure the MTIP is fiscally constrained, consistent with the approved RTP, and provides transparency in its updates, changes, and/or implementation.

PROPOSED PROCESSING AND APPROVAL ACTIONS:

Action	Target Date
• TPAC agenda mailing	January 1, 2026
• Initiate the required public notification/comment process	January 6, 2026
• TPAC action	January 9, 2026
• Completion of public notification/comment process	February 5, 2026
• JPACT action	February 19, 2026
• **Metro Council action**	**March 5, 2026**
• Final amendment package submission to ODOT & USDOT	Mid March 2026
• USDOT clarification and final amendment approval	Early May 2026

Notes: The above dates are anticipated and could change.

Agenda #: 4.1

File #: RES 26-5561 **Agenda Date:**3/5/2026

Resolution No. 26-5561 For the Purpose of Approving the Willamette Cove Nature Park Master Plan

Jennifer D'Avanzo (she/her), Parks and Nature Senior Planner
Jon Blasher (he/him), Parks and Nature Director
Andrew Scott (he/him), Deputy Chief Operating Officer

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE WILLAMETTE COVE NATURE PARK MASTER PLAN	)))	RESOLUTION NO. 26-5561 Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, in 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails and designated Willamette Cove as a greenspace of regional significance; and

WHEREAS, in 1995, Metro Area voters approved an Open Spaces, Parks and Streams Bond Measure ("1995 Bond Measure") with a stated goal of acquiring land in regional target areas, including regional trails and greenways identified in the Greenspaces Master Plan; and

WHEREAS, in 1996, Metro authorized the purchase of Willamette Cove (Resolution No. 96-2266) and approved objectives for the site, including natural resource restoration and passive recreation (Resolutions Nos. 96-2340 and 96-2350); and

WHEREAS, the North Portland Greenway and Willamette Cove nature park advance the goals and policies of the City of Portland 2035 Comprehensive Plan for a connected, safe, and accessible greenway corridor in North Portland that supports active transportation, ecological restoration, climate resilience, and equitable access to nature; and

WHEREAS, since its purchase, Willamette Cove has been the subject of an Oregon Department of Environmental Quality (DEQ) remedial action for hazardous waste clean-up on the Willamette Cove uplands (ECVC-NWR-00-26), extending from top of riverbank landward, east and away from the Willamette River; and

WHEREAS, Oregon DEQ intends to issue a remedial action clean-up remedy, consistent with the objectives of natural resource restoration and passive recreation at the site; and

WHEREAS, in 2019, voters in the Metro area approved a Parks and Nature Bond Measure ("2019 Bond Measure") with a stated goal to fund natural area and water quality protection and to connect people to nature close to home; and

WHEREAS, in 2020, by Resolution No. 20-5149, Metro authorized Willamette Cove to be included as a Metro Parks and Nature destination eligible for funding through the 2019 Bond Measure; and

WHEREAS, in 2020, by Resolution No. 20-5149, Metro affirmed its commitment to exploring future trail development, habitat restoration, and a range of passive recreational opportunities at Willamette Cove consistent with its use as a natural area; and

WHEREAS, in 2021, Council directed the COO to reserve a $10 million allocation for the Willamette Cove project, of which $1.1 =million was used for the Willamette Cove nature park master planning process and engagement; and

WHEREAS, Willamette Cove is the first comprehensive project where Metro established a clear plan for Tribal informal consultation from the outset, building on lessons learned from earlier efforts. It is also the first project where Tribes collaborated directly with Metro on the site conservation plan, helping set a precedent for future planning efforts; and

WHEREAS, to identify desired and appropriate visitor improvements, Metro conducted public outreach over 24 months with Tribes and community, including open houses, workshops, workshops, presentations, and surveys; and

WHEREAS, the Willamette Cove Nature Park Master Plan identifies improvements to balance and enhance natural, scenic, and cultural resources, while providing access for visitors to positively experience the natural area; and

WHEREAS, the Metro Council's approval of the Willamette Cove Nature Park Master Plan does not establish final design improvements, is not a final land use decision, and is not binding on local governments, but rather provides recommendations to guide Metro staff as they continue design work; NOW THEREFORE,

BE IT RESOLVED that the Metro Council:

1. Approves the Willamette Cove Nature Park Master Plan, attached hereto as Exhibit A; and
2. Authorizes the COO to take actions necessary to implement this Resolution.

ADOPTED by the Metro Council this 5th day of March 2026.

_____
Lynn Peterson, Council President

Approved as to Form:

_____
Carrie MacLaren, Metro Attorney

STAFF REPORT

CONSIDERATION OF RESOLUTION NO. 26-5561, FOR THE PURPOSE OF APPROVING THE WILLAMETTE COVE NATURE PARK MASTER PLAN

Date: February 16, 2026
Department: COO/Parks and Nature
Meeting Date: March 5, 2026

Presenters: Jennifer D'Avanzo, she/her, PN Senior Planner
Jon Blasher, he/him, PN Director
Andrew Scott, he/him, DCOO

Prepared by:
Jennifer D'Avanzo,
jennifer.davanzo@oregonmetro.gov

Length: 60 min

ISSUE STATEMENT

Staff presents the final master plan for the Willamette Cove Nature Park for Metro Council's consideration and approval.

The plan establishes a long-term framework for restoring, stewarding, and opening a public nature park at a historically industrial riverfront site along the Lower Willamette River. Located within the Portland Harbor Superfund area, Willamette Cove has been shaped by Indigenous stewardship, industrial use, environmental contamination, and ongoing remediation. This plan responds to the complex context by prioritizing ecological restoration alongside access to nature opportunities, while recognizing that restoration and use must proceed within the constraints of cleanup efforts.

The plan emphasizes the relationship between habitat and human use by designing habitat areas to maximize ecological value. The plan recognizes the importance of connecting people to a landscape and to the Willamette River. The plan establishes a framework shaped by input from Tribes, community, Metro Parks and Nature (PN) staff, and Council. It includes accessible trails, viewpoints, and gathering areas that are carefully located and scaled to protect sensitive habitats, respect remediation constraints, and align with long-term operations and maintenance capacity.

The plan was supported by a phased, iterative engagement process that included government-to-government coordination with Tribal governments , interviews, surveys, workshops, and accessibility-focused discussions. Internal coordination with Metro's science team, operations and maintenance staff, and planning staff ensured the plan is grounded in technical feasibility and stewardship capacity, with Metro Council engagement at key milestones.

A defining feature of the plan is its close coordination with ongoing remediation. The plan remains responsive to remediation sequencing and regulatory requirements and identifies

next steps for implementation, permitting coordination, and partnerships to advance the site toward a restored, publicly accessible nature park.

ACTION REQUESTED
Metro Council is asked to adopt Resolution no. 26-5661 and approve the Willamette Cove Nature Park Master Plan.

IDENTIFIED POLICY OUTCOMES
Through Resolution no. 20-5149, Metro Council instructed staff to develop a plan for meaningful public engagement regarding future passive recreation opportunities and trail development at Willamette Cove. Staff have been actively collaborating with Tribes and the community to shape the vision for the nature park at Willamette Cove while coordinating with in-water and upland cleanup groups and Metro's Parks and Nature departments.

Following adoption of the Willamette Cove Nature Park Master Plan, Metro will continue to coordinate with Metro Parks and Nature staff and in-water and upland remedial design teams to design and construct park improvements and plan for long term operations and management responsibilities.

Plan approval would further the Parks and Nature System Plan and mission by planning future connections and access to nature close to home.

POLICY QUESTION(S)
Is the Willamette Cove Nature Park Master Plan reflective of Tribal, community, and advocacy group involvement, and consistent with prior Council Resolutions and directives to support natural resource restoration and passive recreation at the site?

POLICY OPTIONS FOR COUNCIL TO CONSIDER
There are three options for Council to consider: adopt the plan as presented, reject the plan, or direct staff to evaluate additional considerations.

If Council approves the resolution and adopts the master plan, Metro will continue to coordinate with Metro PN staff and in-water and upland remedial design teams to identify long term operations and management responsibilities for the future nature park.

If Council directs staff to evaluate additional alternatives, staff would undergo that effort and bring back an amended master plan for future Council consideration.

If Council rejected the master plan, staff would take no additional actions to further develop this project.

STAFF RECOMMENDATIONS
Staff recommends that Metro Council adopt Resolution No. 26-5661 and the Willamette Cove Nature Park Master Plan.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION
This resolution reflects staff efforts to address the direction from Council and the input and feedback from Tribes and community.

- How is this related to Metro's Core Mission?
    - Upon completion of the cleanup, the Willamette Cove nature park will create an opportunity to enjoy nature close to home through a regional trail and protected natural area. This regionally important park supports our agency-wide mission to plan for the region's future and ensure that this region remains a great place to live.

- How does this advance Metro's racial equity goals?
    - Staff has collaborated with many partners and communities including: the Indigenous community, Black community, people of color, youth, people with disabilities and the houseless community, in addition to conservation advocacy groups. Advancement of Metro's racial and community equity goals includes hearing from all concerned and affected communities during the planning process and future design and permitting.
    - Willamette Cove master plan development is the first comprehensive project where Metro established a clear plan for Tribal informal consultation from the outset, building on lessons learned from earlier efforts. It is also the first project where Tribes collaborated directly with Metro on the site conservation plan for the site, helping set a precedent for future site conservation plans.

- How does this advance Metro's climate action goals?
    - Environmental cleanup of Willamette Cove will result in substantial disturbance, including removing of most vegetation. Following cleanup mitigation measures, nature park development will further restore trees and vegetation, eventually creating canopy, shade, and habitat, and minimizing erosion.
    - The project will include removing invasives and supporting riparian and shallow water habitat restoration.

- Known Opposition/Support/Community Feedback.
    - The plan before Council is the direct result of Tribal consultation, community engagement, partner, and staff feedback. They are supportive of the plan.
    - While there is no known opposition to the project, some community members have requested additional hydraulic studies in the cove to support efforts to evaluate harmful algal blooms in the Lower Willamette River. Metro, DEQ, and the City of Portland are coordinating with the community to determine how existing cleanup-related studies can inform these efforts.
    - Community feedback from the October 26, 2025 open house was overwhelmingly positive, emphasizing excitement about river access,

environmental restoration, accessibility, and the respectful, balanced approach. A few concerns were raised about the project timelines and the potential overuse of asphalt and concrete, with requests to avoid overdevelopment.

- Explicit list of stakeholder groups and individuals who have been involved in policy development.
    - Coordinated public engagement for master planning efforts has involved a broad range of stakeholders, including Confederated Tribes of the Grand Ronde Community of Oregon, Confederated Tribes of Siletz Indians, Confederated Tribes of the Umatilla Indian Reservation, Confederated Tribes of the Warm Springs Reservation of Oregon, Yakama Nation, Nez Perce Tribe, Portland Harbor Community Advisory Group, Portland Harbor Community Coalition, Oregon Health Authority, Environmental Protection Agency, Port of Portland, Oregon Department of Environmental Quality, npGreenway, Cathedral Park Neighborhood Association, St. Johns Neighborhood Association, City of Portland Parks and Recreation, Department of State Lands, Blueprint Foundation, Experience Life Science Outdoors (ELSO), Verde, Groundscore, Bird Alliance of Oregon, Human Access Project, Aim 4 Access, People of Color Outdoors, Loco Por la Aventura, Adventure Without Limits, Growing Gardens, and Disabled Hikers.

- Legal Antecedents.
  Resolution 20-5149 Willamette Cove as amended
  Councilor Stacy's Budget Note from 2021, that funded $1.1 for the nature park master plan
- Anticipated Effects.
  If the resolution is approved, staff will proceed with park design, engineering, permitting, and construction, along with continued engagement with Tribes, advocacy groups, and community.

- Financial Implications (current year and ongoing).
  Is this item in the current budget?
    - The nature park project is funded:
        - Master planning has been funded by the Parks and Nature Bond.
        - Design, engineering, and permitting will be funded through the Parks and Nature Bond and included in the FY27 budget
        - Construction costs for the nature park are currently estimated at $15.5 million. Funding will come from bond proceeds, Taking Care of Metro Parks, Protect and Restore Lands, Trails, and grant opportunities.
    - Development of a nature park will also include clarifying long-term operations and maintenance (O&M). Current revenues do not cover O&M

costs across the entire parks system, so additional O&M will strain the system.

BACKGROUND

Metro purchased the 27-acre Willamette Cove property in 1996 pursuant to the Open Spaces, Parks, and Streams Bond Measure 26-26 and has held the property for purposes of creating a green space and extending the multi-use North Portland Greenway trail. Habitat restoration plans support aquatic, riparian, bird and native vegetation species. The North Portland Greenway trail is shown on the City of Portland's comprehensive plan and is part of the regional trail plan.

In November 2000, Metro and the Port of Portland entered into a Voluntary Agreement with Oregon Department of Environmental Quality to perform a remedial investigation/feasibility study (RI/FS) and implement any needed source control measure to prevent releases to Portland Harbor. In December 2000, the US Environmental Protection Agency (USEPA) identified the Portland Harbor area of the lower Willamette River as a Superfund Site and placed it on the National Priorities List, primarily due to concerns of contamination in the Willamette River sediments and the potential risks to human health and the environment from consuming fish. Metro's agreement with the Port of Portland and DEQ has supported a significant investment in environmental studies and testing to ensure the site is eventually cleaned up to support our region's desires for healthy, sustainable natural areas.

In March 2021, DEQ issued its Record of Decision following six months of public input. In 2022, additional soil sampling supported development of the upland cleanup strategy, with the basis of design report completed in fall 2025. The upland cleanup is now at 30% remedial design, proceeding alongside the in-water cleanup, which is at 60% remedial design.

For decades, neighbors and nature advocates have seen Willamette Cove's potential as a rare natural refuge along the river in North Portland. This plan outlines a vision and recommendations for developing public access to the site, restoring wildlife habitat, and highlights connection to Willamette River. The plan includes recommendations for a new parking lot, trailhead and entry area with restroom and shelter. The park will have a regional trail, as well as additional nature trails and water access points. Other planned amenities include overlooks and viewing for wildlife, gathering spaces, and art and education opportunities.

The Willamette Cove Nature Park Master Plan represents a long-term investment in people, plants, and wildlife, opening access for communities who have had limited connection to this stretch of the Willamette River for many years.

ATTACHMENTS

1. Resolution 20-5149 Willamette Cove as amended
2. Councilor Stacey Budget Note

3. Willamette Cove Nature Park Master Plan and appendix

[For work session:]

- Is legislation required for Council action? Yes
- If yes, is draft legislation attached? Yes
- What other materials are you presenting today? Slide Presentation

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF DIRECTING THAT WILLAMETTE COVE BE INCLUDED IN THE LIST OF METRO PARKS AND NATURAL AREAS ELIGIBLE FOR 2019 BOND FUNDING AND DEVELOPMENT OF A PLAN FOR PUBLIC ENGAGEMENT	)))))	RESOLUTION NO. 20-5149 Introduced by Council President Lynn Peterson

WHEREAS, in July, 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails and designated Willamette Cove as a greenspace of regional significance; and

WHEREAS, in 1995 Metro Area voters approved an Open Spaces, Parks and Streams Bond Measure ("1995 Open Spaces Bond Measure") with a stated goal of acquiring land in 14 regional natural areas and six of the regional trails and greenways identified in the Greenspaces Master Plan; and

WHEREAS, in 1996, by Resolution No. 96-2266, Metro authorized the purchase of Willamette Cove with 1995 Open Spaces Bond Measure funding; and

WHEREAS, in 1996, by Resolutions No. 96-2340 and 96-2350, Metro approved a refinement plan and adoption of target area boundaries and objectives for Willamette Cove Target Area used to guide implementation of the 1995 Open Spaces Bond Measure, acknowledging community support for natural resource restoration and passive recreation at the site; and

WHEREAS, since its purchase, Willamette Cove has been the subject of an Oregon Department of Environmental Quality (DEQ) remedial action for hazardous waste clean-up on the Willamette Cove uplands (ECVC-NWR-00-26), extending from top of riverbank landward, east and away from the Willamette River; and

WHEREAS, Oregon DEQ intends to issue a remedial action clean-up remedy, following which Metro can begin engaging the community to establish objectives for passive recreation, equitable access, and natural area protection at the site; and

WHEREAS, the Willamette River provides a critical migratory corridor and rearing habitat for salmon and steelhead; and

WHEREAS, Willamette Cove has the potential to provide important fish and wildlife habitat; and

WHEREAS, the Willamette River holds great importance to several tribes as a natural and cultural resource; and

WHEREAS, Metro has heard from a diverse array of advocates, including the Portland Harbor Community Coalition, Portland African American Leadership Forum, American Indian Movement-Portland Chapter, Audubon Society of Portland, Portland Harbor Community Advisory Group, neighborhood representatives, Willamette Riverkeeper, and University of Portland, that there is community support for public access, natural resource restoration, and passive recreation at Willamette Cove, and desire to begin a broad community engagement process; and

WHEREAS, in 2019, by Resolution No. 19-4988, voters in the Metro area approved a Parks and Nature Bond Measure ("2019 Bond Measure") with a stated goal to fund natural area and water quality protection and to connect people to nature close to home; and

WHEREAS, the 2019 Bond Measure includes six program investment areas and program criteria to guide project prioritization and selection; and

WHEREAS, the 2019 Bond Measure "Taking Care of Metro Parks" investment area intends to use bond funds to provide safe, welcoming places to connect with nature, and includes a list of Metro parks and natural areas that are eligible for bond funding; and

WHEREAS, Willamette Cove is not included in the list of Metro parks and natural areas eligible for 2019 Bond Measure funding; however, Resolution No. 19-4988 provides that Metro Council may identify new locations that are eligible for capital investments using bond funding provided they meet the program requirements described in the 2019 Bond Measure; and

WHEREAS, Metro Council has determined that Willamette Cove meets the program requirements described in the 2019 Bond Measure and should be included in the list of Metro parks and natural areas that may be eligible for bond funds; and

WHEREAS, the 2019 Bond Measure was crafted to ensure that people of color are part of the decision-making and benefit from public investments in parks and nature, in accordance with Metro's Strategic Plan to Advance Racial Equity, Diversity, and Inclusion; and

WHEREAS, the 2019 Bond Measure centered racial equity, community engagement, and climate resiliency as necessary criteria for all bond projects; and

WHEREAS, Metro recognizes that Willamette Cove represents a unique and important opportunity to restore ecological health and reconnect the community to the Willamette River; and

WHEREAS, to further the goal and objective for which Willamette Cove was acquired, now therefore,

BE IT RESOLVED:

1. Metro Council authorizes and directs Metro Chief Operating Officer to include Willamette Cove as a Metro parks and nature destination listed in Exhibit E to Resolution No. 19-4988 eligible for 2019 Bond Measure funds; and

2. Metro Council affirms its support of and commitment to explore trail development, habitat restoration, and a broad range of passive recreational activities at Willamette Cove consistent with its use as a natural area, for example but not limited to, walking, hiking, bicycling, beach access, wildlife viewing, picnicking, and cultural interpretation; and

3. Metro Council shall convene a work session within 30 days of the issuance of the DEQ record of decision for Willamette Cove to discuss additional and voluntary actions that Metro could take at the site to further improve its environmental condition.

4. Metro staff shall prepare a plan for meaningful public engagement to identify community priorities for future passive recreational opportunities and trail development consistent with protection and restoration of natural resources at Willamette Cove, and submit this plan to Metro Council within four months of the date DEQ issues its record of decision on remedial action.

ADOPTED by the Metro Council this 10th day of December, 2020.

Lynn Peterson, Council President

Approved as to Form:

Carrie MacLaren, Metro Attorney

Attachment C

Councilor Stacey Budget Note #1: Willamette Cove Future Funding

Councilor	# 1
Stacey	

FY 2021-22 Council Proposals

For Budget Note Discussion

Budget Note Title:

Willamette Cove Future Funding

Budget Note Narrative:

The Willamette Cove property is made up of 27 acres and approximately 3000 feet of Willamette River shoreline. For anyone that has had a chance to visit this remarkable property it's clear that there are tremendous opportunities and challenges on this site. Metro has worked with partners over the years on several cleanup efforts however contamination remains throughout the site. As the landowner Metro has a responsibility to current residents and future generations to clean up the site and make it safe for a range of passive recreational activities. Metro also has a responsibility to engage with stakeholders at the site including tribes that have historical uses at the site, community groups and neighbors.

In December 2020, the Metro Council voted to include Willamette Cove in the list of projects that would be eligible for funding from the 2019 Parks and Nature bond measure. Since that time, the Department of Environmental Quality (DEQ) has selected a cleanup plan for the upland portion of Willamette Cove that would leave some contaminated soil on-site under a cap. While the selected environmental remedy does not have universal support from the community, Metro Council recognizes that a different cleanup may have serious drawbacks including prohibitive costs, and that there are other portions of work at Willamette Cove beyond the uplands cleanup for which the costs are still unknown.

Because the extent of the costs associated with a different cleanup of the upland portion of Willamette Cove are not known in May 2021, the Metro Council directs staff to return in November 2021 and provide a report on the project and receive further direction regarding the type of cleanup the Council will authorize. To ensure adequate funds are at the Council's disposal, the Council directs the COO to reserve $10 million of beginning fund balance in the Parks Bond Fund for potential allocation by the Metro Council to the Willamette Cove project in the future.

Metro

February 13, 2026

Willamette Cove Nature Park

Master Plan

oregonmetro.gov

About Metro

Metro is the regional government in greater Portland. Metro manages public services and regional systems that protect the environment, support the local economy and ensure every community can thrive.

Metro coordinates regional planning and funds new affordable homes and supportive housing services. It manages 19,000 acres of parks and natural areas and the region's garbage and recycling system. Metro also runs the Oregon Convention Center, Portland'5 Centers for the Arts, the Portland Expo Center and the Oregon Zoo.

Metro is led by a nonpartisan elected council. It serves 1.7 million people in 24 cities across Clackamas, Multnomah and Washington counties.

oregonmetro.gov

Metro Council President

Lynn Peterson

Metro Councilors

Ashton Simpson, District 1

Christine Lewis, District 2

Gerritt Rosenthal, District 3

Juan Carlos González, District 4

Mary Nolan, District 5

Duncan Hwang, District

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Commonly used terms

Term	Abbreviation
Articulated concrete block	ACB
Compensation and Liability Act	CERCLA
Burlington Northern railroad	BNFS
Department of State Lands	DSL
Endangered Species Act	ESA
Ordinary High Water	OHW
Oregon Department of Environmental Quality	DEQ
Oregon Health Authority	OHA
Polychlorinated Biphenyls	PCBs
Port of Portland	the Port
Record of Decision	ROD
Union Pacific Railroad	UP
Volatile organic compounds	VOCs

Executive summary

Situated along the Lower Willamette River, the Willamette Cove Nature Park offers a rare opportunity to restore critical riverfront habitat and reconnect people to a recovering urban waterway

The Willamette Cove Nature Park master plan establishes a long-term framework for restoring, stewarding and opening a historically industrial riverfront site along the Lower Willamette River as a public nature park. Located within the Portland Harbor Superfund Site and part of the Voluntary Cleanup Program, Willamette Cove has been shaped by Indigenous stewardship, industrial use, environmental contamination, and ongoing remediation. This plan responds to the complex context by prioritizing ecological restoration alongside access to nature opportunities, recognizing that restoration and public use must proceed within the constraints of the cleanup efforts.

The provision of habitat is the nature park's primary purpose. This plan prioritizes the restoration of three related habitat systems: shallow water habitat, riparian forest, and oak–madrone woodland. Unlike most nature parks, this place will require the development of thriving ecologies from a remediated but denuded site. The plan emphasizes the relationship of habitat and human use; designing habitat areas to maximize ecological value while acknowledging the importance of bringing people into relationship with a landscape that has a unique and dynamic connection to the Willamette River.

Public access is designed to be passive, inclusive and focused. Community and Tribal engagement consistently emphasized the desire for a quiet, nature-forward place that supports learning, reflection, and connection to the Willamette River rather than intensive recreation. The master plan establishes a framework which includes accessible trails, viewpoints, and gathering areas that are carefully located and scaled to protect sensitive habitats, respect remediation constraints, and align with long-term operations and maintenance capacity. Connection to the river is approached with restraint, prioritizing experiential access including; views, proximity, and interpretation. Physical access will require close coordination with the remedial teams and is proposed at the most essential locations.

The master plan was supported by a phased, iterative engagement process that included government-to-government coordination with Tribal governments, interviews, surveys, workshops, accessibility-focused discussions and on-going coordination with partners in the cleanup projects. Internal coordination with Metro's science team, operations and maintenance staff, and planning staff ensured the plan is grounded in technical feasibility and stewardship capacity, with Metro Council engagement at key milestones.

A defining feature of the master plan is its close coordination with ongoing remediation of contamination. The master plan remains responsive to remediation sequencing and regulatory requirements and identifies next steps for implementation, permitting coordination, and partnerships to advance the site toward a fully restored nature park.

01

Plan Overview

Willamette Cove Nature Park Vision

The Willamette Cove Nature Park master plan envisions a place of ecological restoration, cultural continuity, and connection to the Willamette River. Part of a landscape shaped by Indigenous stewardship since time immemorial, then built up and used by industry for decades,and now being reshaped by on going cleanup, the cove has a history of harm and is now an opportunity for healing. This master plan charts a path forward that centers restoration, honors cultural relationships to the river and welcomes people into the landscape with intention and care.

The future park prioritizes healthy habitat as its foundation. Shallow water habitat, riparian forests and oak-madrone woodlands will be restored and protected to support wildlife, improve habitat connectivity and strengthen the river's ecological function. Public access is designed to be compatible with these systems so that people can experience the river and upland habitat without diminishing the conditions that sustain it.

Willamette Cove Nature Park will be a place of learning and belonging. Indigenous connection to this place is recognized as ongoing and essential, with space for cultural expression and community gathering. Interpretation and art are proposed to be integrated into the landscape to share stories of the river's past, present, and future, with an emphasis on sustaining living cultural relationships with the river and land. Trails, viewpoints, and gathering areas are proposed to invite reflection, support accessibility, and foster a sense of stewardship for the land.

Ecological recovery will take time. The nature park will evolve as restoration progresses, healthy soils develop, tree canopies mature and wildlife re-establishes its connection to the site. This master plan embraces that long view, guiding the site's transformation into a resilient riverfront landscape that serves both the natural systems and the ecological communities of the Willamette River, who seek connection, healing and respite along its shores.

Project Purpose & Goals

The Willamette Cove Nature Park master plan provides a long-term framework for restoring and stewarding a historically industrial riverfront site while opening it to the public through carefully designed, low-impact access. The plan translates community and Tribal priorities, scientific guidance, operations and maintenance needs, Metro agency goals, and regulatory requirements into a clear and implementable vision for a future nature park that supports ecological health, cultural presence and equitable access to nature.

Create a Vision that Includes both Habitat and Passive Recreation

Balance ecology and human use through the creation of a plan which honors the needs of both functions. Support long-term ecological recovery by restoring and protecting oak–madrone woodland, riparian forest and shallow water habitat, with an emphasis on habitat connectivity, resilience and minimal fragmentation. Create inclusive opportunities for passive recreational experiences of the river and surrounding habitats by means of accessible regional trail and nature trails, viewpoints, water access points, parking, and gathering spaces that are carefully located to protect sensitive habitat areas.

Use the best available science and technical guidance to inform shoreline treatments, trail placement, and habitat restoration, ensuring that public access infrastructure supports ecological function.

Provide Universal Access to the Regional Trail, Nature Trails and Water

Focus on accessibility when laying out the regional trail, nature trails and water access points. The provision of universal access to nature is among the projects highest purposes. Engage and consult with the accessibility community to understand preferences and leverage lessons learned through lived experience.

Define Parking and Gathering Areas

Ensure that there is space set aside for vehicular parking and community gathering. Identify the optimal location for vehicular entrance and design parking to minimize impacts to habitat and nature park amenities. Identify a range of gathering areas throughout the site to accommodate community needs and desires.

Conduct Consultation and Engagement with Tribes and Community

Consult and engage with Tribes and community throughout the planning process, and carry forward cultural values into the design, interpretation, and management of the park, especially to support Indigenous presence, stewardship, and storytelling.

Create Cultural and Educational Opportunities

Use feedback from Tribes and community to define opportunities for cultural and educational elements throughout the site. The cultural history of the place holds meaning and interest and should be presented with respect and care. The transformation of the site from industry to habitat is an important educational story which should be interpreted clearly for visitors.

Coordinate with Remedial Teams

The nature park design must be advanced in alignment with ongoing upland and in-water remediation efforts, allowing the park implementation and long term operations to respond to cleanup schedules, regulatory oversight, operational constraints and long-term environmental protection needs.

Plan for Adaptation & Long-Term Care

Establish a framework for implementation, adaptive management, and partnerships that respond to changing environmental conditions, agency operational capacity, climate impacts, and community needs over time.

02
Context

Project Background

Willamette Cove is a 27-acre site located along the east bank of the Willamette River in North Portland, adjacent to established neighborhoods, regional transportation corridors, a heavily industrialized stretch of the river and large habitat anchors at Forest Park and Smith and Bybee Wetlands. For much of the past century, the site was shaped by rail infrastructure, fill placement, shipping and industrial activity, resulting in altered shorelines, fragmented habitat, and contamination of soils and river sediments. These conditions reflect broader patterns of industrial development along the Lower Willamette River and have long limited both ecological function and public access at the cove.

In recent decades, Willamette Cove has become the focus of sustained public, Tribal, and agency interest in environmental cleanup, habitat restoration, and future access to the river. The site lies within the 11-mile Portland Harbor Superfund Site where multiple public agencies have been working to address legacy contamination and restore environmental health. The efforts specific to Willamette Cove include upland remediation led by the Port of Portland (“the Port”) and Metro under oversight by the Oregon Department of Environmental Quality (DEQ), and in-water and riverbank remediation led by the City of Portland, the Port, and Department of State Lands (DSL) under oversight by the U.S. Environmental Protection Agency (EPA). Together, these projects are essential to making future ecological uplift and public use of the site safe and feasible.

In parallel with cleanup planning, Metro and Tribal partners developed a long-term vision for restoration at Willamette Cove. Tribal partners for this work include: Confederated Tribes and Bands of the Yakama Nation, Confederated Tribes of Grand Ronde, Confederated Tribes of Siletz Indians, Confederated Tribes of the Umatilla Indian Reservation, Confederated Tribes of the Warm Springs Reservation of Oregon and the Nez Perce Tribe This restoration vision is formalized in the Willamette Cove site conservation plan, which identifies priority habitats, conservation targets, and management principles for the site. The site conservation plan establishes ecological restoration as the foundation for future park planning and provides the structure within which public access must be carefully considered.

The Willamette Cove Nature Park master plan translates conservation priorities, Tribal and community values, and regulatory constraints into a coordinated framework for future design and implementation. The master plan is intended to guide how and where access, trails, gathering spaces, and water connections may occur, while remaining responsive to ongoing remediation, habitat recovery and long-term monitoring requirements.

The planning process for the master plan has been shaped by extensive coordination with Tribal governments, community members, technical experts, remedial design teams and agency partners. Engagement efforts emphasized listening to community priorities, understanding trade-offs, and ensuring that the future park reflects shared values around habitat protection, accessibility and cultural recognition. Rather than pursuing intensive programming or development, the master plan responds to strong public interest in a place where nature is prioritized that offers respite, learning, and connection to the river.

These efforts position Willamette Cove for a gradual transformation, from a closed, contaminated industrial site to a restored riverfront landscape that supports ecological health, honors cultural relationships and provides meaningful public access. This master plan serves as the guiding document for that transition, outlining a realistic and adaptive path forward as remediation progresses and the site continues to recover.

At the time of writing, the cleanup plans are still being developed. The final conditions of the site after remediation remain uncertain, and therefore the master plan will need to be applied flexibly in order to respond to these unknown conditions. There are details in this plan that may need to shift, and that reality is acknowledged here. This will not trigger revisions to the master plan later but will be incorporated in subsequent project design and documentation. .

Site History and Context

Pre-Colonization

The Willamette River and its shorelines are part of the ancestral homelands, usual and accustomed areas and travel routes of Indigenous Peoples from multiple Tribes and Bands. Tribes and Indigenous communities continue to use and value the Willamette River and its shorelines today for life ways, ceremony, and other practices (Metro, 2023).

These practices include harvesting First Foods and other resources. First Foods are traditional subsistence resources with special significance to Tribes. Examples include salmon, Pacific lamprey, and wapato, among others, although the significance of such resources is unique to each individual Tribe. These sacred resources are essential to feasts, ceremonies, and other cultural uses. These relationships did not end with colonization or industrialization; they continue today, despite profound disruption and loss of access over time. (Metro, 2023)

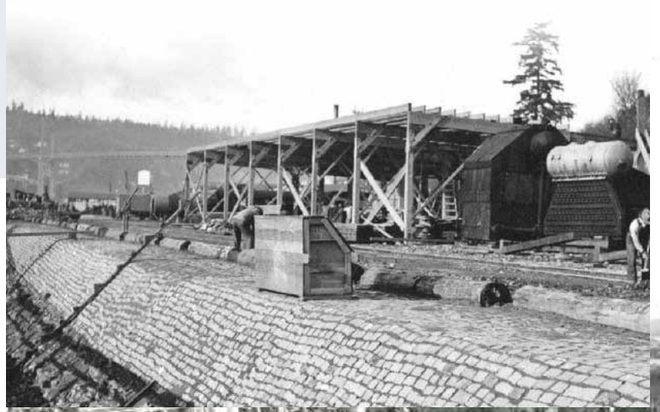
Colonial settlement and subsequent industrial development fundamentally altered both the physical landscape and the ability of Indigenous communities to maintain direct relationships with the river. Shoreline modification, contamination and restricted access displaced cultural practices tied to fishing, gathering, travel and ceremony. These changes were accompanied by broader patterns of dispossession and exclusion that severed many people from places that had long sustained them. Nonetheless, Tribal relationships to the Willamette River are enduring and ongoing. Despite displacement, environmental degradation and restricted access over time, the river remains a place of cultural significance, responsibility and care.

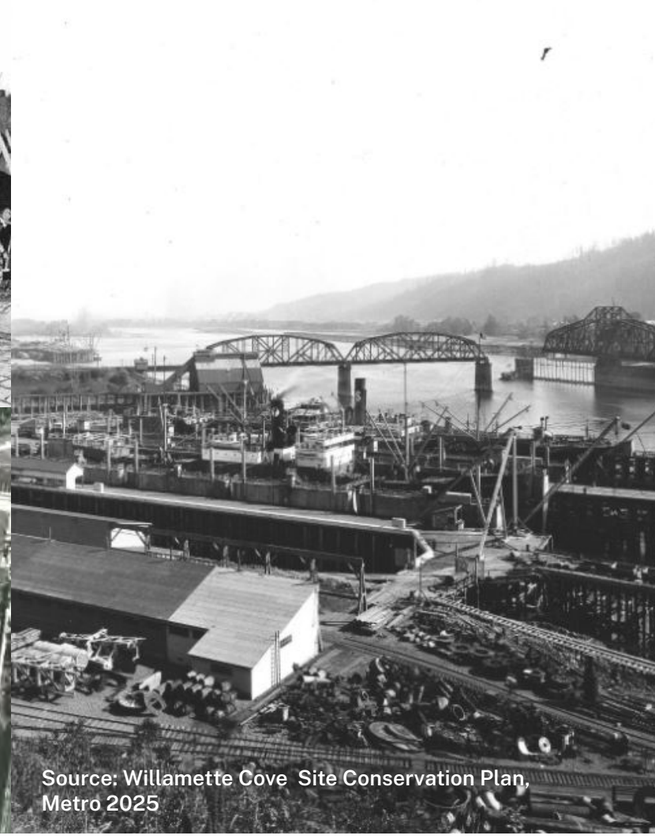
Industrial Era

Beginning in the late 19th and early 20th centuries, the Lower Willamette River was rapidly transformed by industrial development. Railroads, shipping infrastructure, and adjacent industrial uses reshaped the shoreline, filled floodplain areas, and altered natural hydrology. Bulkheads, riprap, and other engineered bank treatments replaced natural river edges, while upland areas were graded and filled to support rail operations and industrial facilities. During this time Willamette Cove hosted a variety of industrial uses including commercial dry dock, cooperage, lumber mills, and rail lines. The cove in the Willamette River at this property was created through excavation to extend the land spit for the foundation of the adjacent railroad bridge beginning in the late 1890s (Oregon DEQ, 2021).

These activities contributed to widespread environmental impacts, including habitat loss, disruption of ecological processes, and contamination of soils and sediments. The industrial facilities and activities that occupied Willamette Cove from 1900s through the 1970s contributed contaminants to the site including; heavy metals, diesel fuel, polychlorinated biphenyls (PCBs) and dioxins (Oregon DEQ, n.d.).

Over time, the combination of physical alteration and pollution rendered the site unsuitable for public access and diminished its ecological function. The significant changes that have occurred at Willamette Cove also occurred in other Pacific Northwest waterways and upland habitats, leading to species declines including the collapse of fisheries and listing of several species as threatened or endangered under the Endangered Species Act (ESA) (Portland Harbor Superfund Site Record of Decision, 2017). By the mid-20th century, Willamette Cove had become emblematic of the industrial legacy shared by much of the Portland Harbor reach of the river.





Source: Willamette Cove Site Conservation Plan, Metro 2025

Public Ownership & Clean-Up

Metro acquired the Willamette Cove property in 1996 through the region's 1995 Open Spaces, Parks and Streams Bond Measure 26-26, recognizing the site's ecological significance, including riparian cottonwood forest, Oregon white oak and madrone stands, and its role in shoreline habitat connectivity along the Lower Willamette River (Metro, 2025). While the site held strong conservation value, subsequent investigations revealed that historic industrial activities along the Lower Willamette River had resulted in significant contamination in both upland soils and river sediments. Environmental investigations identified elevated levels of contaminants associated with past industrial uses.

On December 1, 2000, Portland Harbor (including Willamette Cove) was listed on the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) National Priorities List (known as Superfund), triggering regulatory oversight and a long-term focus on environmental cleanup and risk reduction (EPA, 2017). Cleanup planning at Willamette Cove has involved multiple agencies operating under distinct regulatory frameworks, coordinated through the Portland Harbor Memorandum of Understanding. This agreement resulted in a remedial approach focused on two related but separate efforts: upland cleanup led by the Port and Metro under DEQ oversight, and in-water and riverbank cleanup led by the City of Portland, the Port of Portland and the State of Oregon, acting by and through the Department of State Lands under oversight by the EPA. Metro, the Port, and the DEQ entered into a Voluntary Cleanup Agreement to address contamination on the upland portion of the site. Together, these efforts address legacy contamination while establishing conditions necessary for ecological recovery and future public access.

Several interim and early remedial actions have already occurred at the site. In 2004, an articulated concrete block (ACB) armored cap was installed along a portion of the shoreline and into the river at the east end of the cove to address contamination migrating from

the adjacent McCormick & Baxter Superfund Site. McCormick & Baxter is a separate Superfund site overseen by DEQ and EPA, and includes extensive sediment capping and armored shoreline remedies that extend partially onto the Willamette Cove shoreline (Oregon DEQ, 2021).

In 2008, soils with elevated metal concentrations were removed from the central upland portion of Willamette Cove. In 2013, the Oregon Health Authority (OHA) recommended closure of the site for public health and safety due to contamination and physical hazards (Oregon Public Health Division Environmental Health Assessment Program, 2013). Additional remedial actions occurred in 2015 and 2016, when soils with the highest risks to human health of dioxins and furans were removed from the upland area. Excavated areas were subsequently replanted with native vegetation. Despite these actions, contamination remains throughout the site and within the river, continuing to pose risks to human health and the environment.

In 2021, DEQ issued its Record of Decison (ROD), the guidelines for a cleanup that will make Willamette Cove nature park safe for people, plants and wildlife. DEQ also incorporated a contingency remedy in the final cleanup plan to provide flexibility as Metro finalizes their vision in developing the property into a nature park.

Community Characteristics

Willamette Cove Nature Park is situated within North Portland, an area which is culturally, economically, and racially diverse. The site lies near established residential areas, regional transportation corridors, and employment centers, placing it within close proximity to people who live, work and travel through the area daily.

Demographic data for the surrounding neighborhoods within a 2-mile radius of the site indicate a higher-than-average presence of People of Color, specifically; Black, Native American, Hispanic/Latino, and Pacific Islander communities when compared to the Portland metropolitan region as a whole. Socio-economic factors represented at a higher proportion than the Metro region include; low income, cost burdened homeowners and cost burdened renters. People with ambulatory, hearing and vision disabilities are also represented at a higher percentage than the Metro region. Households with people living alone or in single-parent families are present at a higher rate than the region overall. These characteristics shape how residents experience public space and underscore the importance of equitable access to safe, welcoming natural areas.

Demographic Comparison of Willamette Cove Service Area* to the Metro Region

Category	Demographic Variable	% Population		% Difference
		Metro Region	*WC Service Area**	
Race	**Black**	**5.4%**	**12.7%**	**7.3%**
	Native American	**2.6%**	**4.0%**	**1.4%**
	Hispanic/Latino	**13.6%**	**14.9%**	**1.3%**
	Asian	11.5%	10.4%	-1.1%
	Pacific Islander	**1.2%**	**2.8%**	**1.5%**
	White	67.3%	59.2%	-8.1%
	People of Color	**32.7%**	**40.8%**	**8.1%**
Socio-Economics	**Low Income**	**22.4%**	**28.5%**	**6.1%**
	No Higher Education	38.5%	36.2%	-2.3%
	Cost Burdened Homeowners	**10.3%**	**14.7%**	**4.4%**
	Cost Burdened Renters	**17.4%**	**18.9%**	**1.5%**
	No Health Insurance	5.8%	5.4%	-0.3%
	In a Household Without a Vehicle	7.7%	7.4%	-0.2%
	Low Food Access	10.8%	0.8%	-10.0%
People with Disabilities	**Ambulatory Disability**	**5.4%**	**12.7%**	**7.3%**
	Hearing Disability	**2.6%**	**4.0%**	**1.4%**
	Vision Disability	**13.6%**	**14.9%**	**1.3%**
	Cognitive Disability	11.5%	10.4%	-1.1%
Household Characteristics	Youth	20.0%	19.1%	-0.9%
	Seniors	14.8%	9.4%	-5.4%
	Living Alone	**11.8%**	**13.5%**	**1.7%**
	In a Single-Parent Family	**11.4%**	**15.7%**	**4.3%**
	In a Limited English-Speaking Household	3.3%	1.8%	-1.5%

** Service area was calculated using a 2-mile radius from the site*

*** Data source: US Census Bureau American Community Survey (2022) and USDA Food Access Research Atlas (2019)*

Access to Nature

Access to nature and water is unevenly distributed across Portland, and disparities are particularly evident along industrialized sections of the Willamette River. In the urban core and especially in North Portland, residents have fewer opportunities to reach publicly accessible river fronts, natural shorelines, and large, contiguous green spaces compared to other parts of the Willamette Shoreline (Oregon Coast Visitors Association, 2025).

Access to the Willamette River itself is especially limited, with long stretches of shoreline occupied by industrial uses, rail lines, or contaminated lands. For many nearby residents, experiencing the river has been largely visual rather than physical, with few safe or welcoming places to approach the water.

These conditions are compounded by broader environmental factors. Areas surrounding Willamette Cove experience higher exposure to industrial land uses, reduced tree canopy, and increased vulnerability to heat and flooding (Fahy et al., 2019). Together, these factors contribute to cumulative environmental burdens that affect health, comfort, and quality of life, particularly for communities with fewer resources to seek nature elsewhere.

Environmental Justice

Willamette Cove is located within an area that has experienced a disproportionate share of environmental burdens over time (Goodling, 2021). Historical and ongoing industrial activity along the Lower Willamette River has resulted in elevated exposure to contamination, air and noise pollution (NOAA, 2017). These conditions have affected nearby communities for decades and have shaped present-day disparities in environmental health and access to natural resources. Communities in North and Northeast Portland live in closer proximity to brownfields and Superfund sites, legacy contamination from leaking underground storage tanks, reduced tree canopy coverage, and increased exposure to urban heat (Metro, Parks and Nature, 2021). Major transportation and rail corridors further compound these impacts by contributing to noise, air pollution, and physical separation between neighborhoods and the river. Limited access to high quality natural spaces, combined with environmental stressors, can affect physical health, mental well-being, and overall quality of life, particularly for lower-income households, communities of color, elders, and people with disabilities (Baur et al., 2013; Britton et al., 2020; Jimenez et al., 2021; Kondo et al., 2018; Rowland-Shea et al., 2020; White et al., 2019; Wong et al., 2023). These conditions underscore the importance of addressing both environmental harms and access inequities as part of the site's future.

The Willamette Cove Nature Park master plan is informed by this environmental justice context. While remediation efforts are addressing legacy contamination and reducing environmental risk, the master plan focuses on how the benefits of cleanup, restoration, and public investment are realized by surrounding communities. The plan prioritizes restoring ecological function, improving climate resilience through habitat and tree canopy, and creating equitable opportunities to experience nature and the river in ways that are safe, inclusive, and culturally respectful.By aligning habitat restoration, remediation coordination, and equitable access, the Willamette Cove Nature Park master plan seeks to contribute to a more just riverfront system: one that acknowledges historical inequities, reduces cumulative environmental burdens over time, and ensures that the benefits of a restored Willamette Cove are shared by the communities who have generational connections to the place.

Technical Considerations

Regulatory Framework

Nature park development at Willamette Cove will be a complex process. The site is subject to multiple, overlapping layers of regulatory jurisdiction that reflect its Willamette River location, City of Portland zoning, and Portland Harbor Superfund Site designation. Together, these regulatory conditions create special considerations that influence the planning, design, remediation, and implementation of future park improvements. Additional information can be found in the Early Assistance meeting notes in the appendix.

Zoning & Land Use

Development is subject to City of Portland zoning and development standards. Willamette Cove is zoned Open Space (OS) with Willamette River Greenway overlay regulations, including environmental conservation and protection zones. These designations protect river-related natural resources, scenic qualities, and water quality, while allowing for low-impact recreational and educational uses consistent with open space and natural area objectives. City regulations impact design through prescribed setbacks, design standards, and mitigation requirements. The Master Plan provides a framework to support future City review and project-level approvals.

City of Portland Titles 11 & 33

Portland regulates tree preservation, removal, and replacement through Title 11 (Trees) and Title 33 (Planning and Zoning). These regulations govern the removal of native and non-nuisance trees and establish requirements for mitigation or replacement when trees are removed. Due to the presence of contaminated soils, extensive tree removal is anticipated as part of environmental remediation activities. Tree removal associated with cleanup actions will still trigger replacement or mitigation requirements, consistent with applicable code provisions. Park improvements may require additional tree and vegetation mitigation plantings.

City of Portland Title 24

The City of Portland regulates buildings and structures under Portland City Code Title 24, which adopts the Oregon Structural Specialty Code and related specialty codes. While many park improvements—such as trails, habitat restoration, and at-grade site work—do not constitute structures subject to building code review, future park elements that qualify as structures would be required to comply with Title 24. These may include buildings, shelters, elevated boardwalks, viewing platforms, retaining walls above regulated heights, stairs, railings, and other structural features.

Floodplain and Floodway Regulations

Large portions of Willamette Cove lie within mapped floodplain and floodway areas of the Willamette River. Development within these areas is subject to regulations intended to maintain flood conveyance, reduce risk to people and property, and preserve floodplain function. Within the regulated areas, cut and fill must be carefully balanced, and most new structures are prohibited unless detailed engineering analysis demonstrates that there would be no increase in flood elevations. These requirements are a key consideration for riverbank modifications associated with site remediation and future park improvements.

Stormwater Management and NPDES

Stormwater at Willamette Cove is regulated by the City of Portland and must comply with local and state stormwater management standards intended to protect water quality in the Willamette River. Stormwater design will influence grading, surface treatments, and drainage approaches and must be coordinated with environmental remediation to avoid mobilizing contaminants. Park improvements must also comply with the City of Portland's Municipal Separate Storm Sewer System (MS4) requirements where stormwater discharges to the public system or directly to the river. Construction activities that disturb one acre or more require coverage under the National Pollutant Discharge Elimination System (NPDES) Construction Stormwater General Permit administered by the Oregon Department of Environmental Quality (DEQ). Clean Water Act

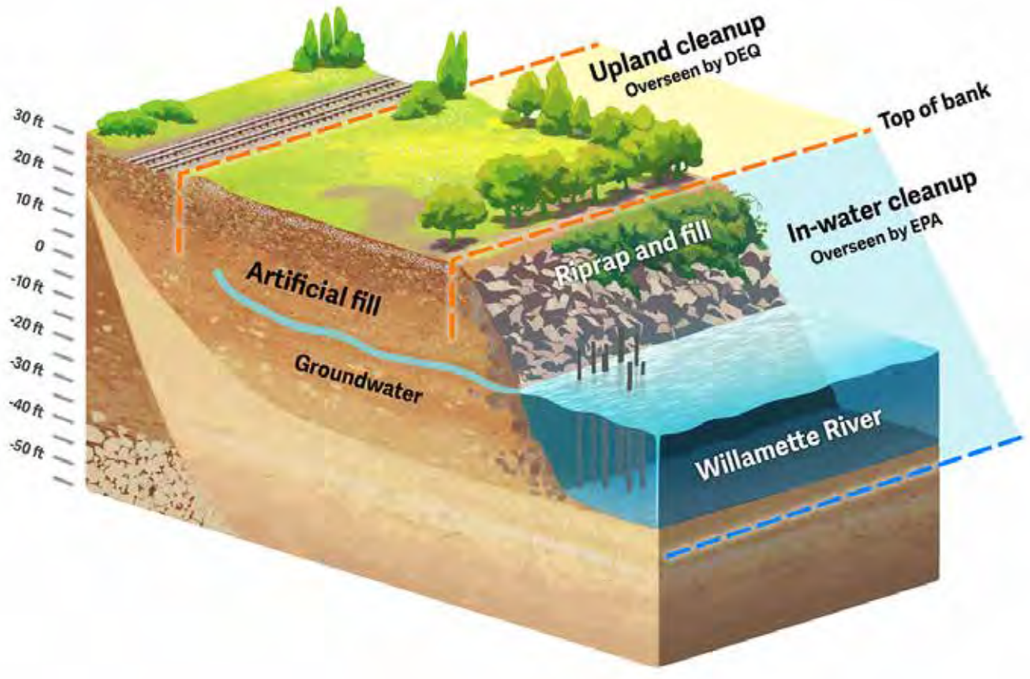
Project work below the Ordinary High Water line of the Willamette River requires federal authorization under the Clean Water Act, including Section 404 permits from the U.S. Army Corps of Engineers, removal/fill permit approval from Oregon Department of State Lands, and Section 401 water quality certification from DEQ. These permitting requirements influence the design, timing, and construction methods for shoreline stabilization, restoration, and in-water work.

Rail Infrastructure & Safety Requirements

Active freight rail corridors border the inland boundary of Willamette Cove, introducing additional regulatory and safety considerations. Public access and park improvements adjacent to rail lines must comply with applicable railroad safety standards, state transportation requirements, local and site-specific safety criteria related to separation distances, sight lines, and crossings (Oregon Department of Transportation, 2020). These requirements may influence trail alignment, fencing, access points, and long-term park operations

For code references mentioned in this section, refer to the references section as well as the Early Assistance meeting notes included in Appendix i.

View looking into the cove along the Willamette riverbank



Remediation Activities & Project Coordination

Effective clean-up of the industrial contaminants is a prerequisite to Metro opening Willamette Cove as a public nature park. The toxic chemicals currently found in soils and sediments prohibit the realization of the site's conservation and restoration goals, as well as the public's ability to enjoy nature here in a safe and healthy manner. A summary of the complex remediation projects currently under way is a key to understanding constraints and opportunities for nature park design.

Contaminants are present in both upland soils and river sediments and require coordinated remedial action under state and federal regulatory frameworks. Cleanup efforts are intended to eliminate or control exposure pathways, prevent contaminant migration, and establish stable site conditions that support long-term environmental protection and compatible land uses. The remedial actions will result in the removal of trees across the site.

Remediation at Willamette Cove is proceeding through two related but distinct projects: upland remediation, addressing contaminated soils landward of the riverbank under DEQ oversight, and in-water remediation, addressing contaminated sediments and riverbank conditions within the Willamette River under EPA.

Metro owns approximately 27 acres, extending to the ordinary low water line of the Willamette River, and including portions of both remediation projects. Ownership below the ordinary low water line lies with DSL, with no private ownership.

While each project is governed by separate regulatory processes and led by different agencies, coordination between the upland and in-water efforts is essential to ensure consistency in design assumptions, constructability, and long-term management.

In-Water & Riverbank Cleanup

Cleanup of contaminated sediments and riverbank areas at Willamette Cove is part of the broader Portland Harbor Superfund effort. The in-water project area includes approximately 46 acres of riverbed and riverbank within and downstream of Willamette Cove and addresses contamination resulting from historic industrial activity along the Lower Willamette River. Remedial actions are critical to improving aquatic habitat, reducing exposure risks, and establishing conditions that support long-term ecological recovery and future public use. These actions are governed by strict regulatory requirements related to water quality, floodplain function, and habitat protection, and they significantly influence what forms of shoreline restoration and access are feasible.

Remedial investigations identified contamination in river sediments and along the riverbank, with primary contaminants of concern including polychlorinated biphenyls (PCBs), dioxins, and furans. Based on the distribution, depth, and risk associated with these contaminants, the in-water remedy employs a combination of engineered sediment capping, targeted dredging, and riverbank stabilization. Sediment capping is used where contamination is widespread or occurs at depth, while precision dredging addresses more localized contamination, with excavated areas backfilled to maintain existing riverbed elevations and avoid changes to river hydraulics. Along the riverbank, contaminated soils are removed or isolated through excavation, engineered caps, and slope regrading, followed by stabilization and revegetation.

As remedial design advanced, supplemental sampling refined understanding of contamination along downstream bank segments, resulting in the need for additional riverbank treatments and armored revetments in select areas. These revetments are designed to isolate remaining contamination, resist erosion from river currents and boat wakes, and protect the integrity of the remedy over time while supporting habitat function where feasible. Long-term protection of the in-water remedy will rely on institutional controls and monitoring to prevent disturbance of capped sediments and stabilized banks. These cleanup actions will establish a stable foundation for ecological restoration and directly inform the planning, phasing, and design considerations for the future Willamette Cove Nature Park. These actions will also result in constraints that will effect the long term site management.

Upland Cleanup

Cleanup of contaminated upland soils at Willamette Cove is being led by the Port and Metro under oversight by the DEQ through the Voluntary Cleanup Program. This work addresses legacy contamination associated with historical industrial and rail-related uses of the site and is intended to reduce risks to human health and the environment. The upland cleanup is being implemented consistent with the March 2021 DEQ ROD and in coordination with Metro. The upland project area includes approximately 18.6 acres extending from the top of bank inland to the Union Pacific Railroad (UP) right-of-way and is divided into west, central, and east parcels based on site history and physical conditions.

Remedial investigations identified contaminants of concern across the uplands, including dioxins and furans, mercury, lead, PCBs, and other metals. While earlier interim actions reduced some of the highest human health risks, additional remediation is required to prevent exposure and limit migration of contaminants toward the river. The selected upland remedy combines targeted excavation and off-site disposal of contaminated soils with engineered soil caps in areas where residual contamination remains. Highly contaminated soils will be removed and disposed of at regulated facilities, while areas with lower-level contamination will be capped with clean soil at depths determined by residual risk and anticipated land use. In accordance with subsequent Metro Council direction, both highly and moderately contaminated excavated soils will be removed from the site rather than consolidated on-site, reducing long-term management requirements and increasing flexibility for future restoration. These remediation activities will result in the removal of all trees on site. Trees will be replanted during the development of the nature park but a fully mature canopy will take years to develop.

Following excavation and capping, upland areas will be restored with clean soil, with long-term protection provided through institutional controls, monitoring, and maintenance. Upland remediation activities will influence final grades, soil conditions, vegetation potential, and allowable disturbance across portions of the site, and therefore directly inform future restoration and access planning. The nature park master plan is structured to remain responsive to these conditions by avoiding assumptions about final grades or soil profiles in areas subject to remediation and emphasizing coordinated implementation once cleanup is complete and site conditions are confirmed. Together, the upland cleanup establishes safe and stable conditions that support ecological recovery and enable carefully managed public access consistent with the long-term vision for Willamette Cove.

03

The Site Today

Site Description

The Willamette Cove site is located in the city of Portland, bound by the lower Willamette River between river miles 6.2 and 6.8 to south, the Union Pacific (UP) railroad to the north, the Burlington Northern railroad (BNSF) bridge abutment to the east. Metro also owns a 3-acre property on the steep, upland northeastern side of the UP railroad, which is not considered part of the nature park.

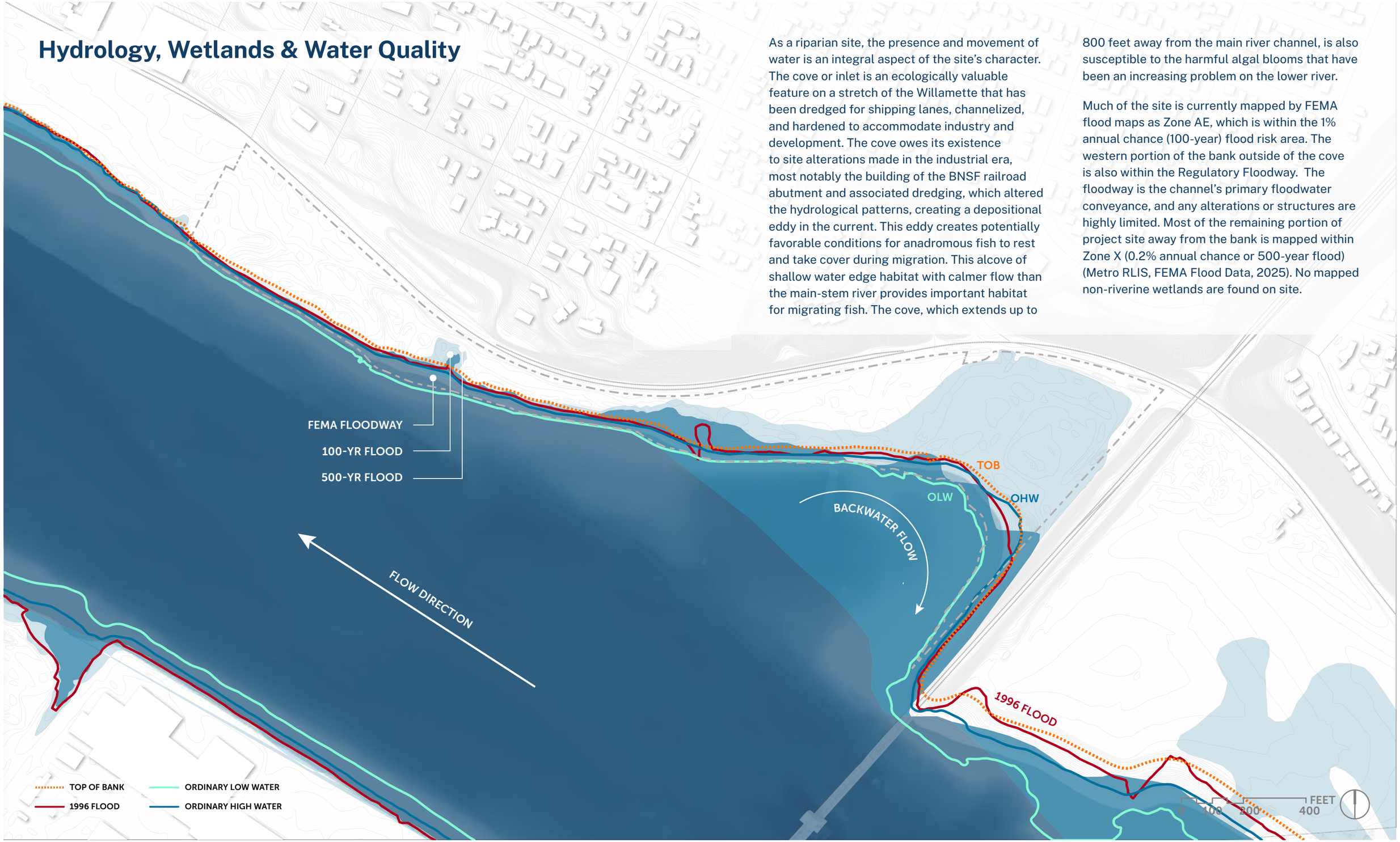
Its landscape position is a mostly flat terrace built on anthropogenic fill, and, on its inland side, borders an extension of the North Willamette Escarpment, a landform associated with the Pleistocene-era Missoula Floods. It includes 0.7 miles of river shoreline, and the cove itself is a constucted inlet adjacent to the main channel of the river created by the bridge abutment. The western half of its shoreline is open to the floodway of the river.

Most of the cove has a wider, gently sloping sandy shore below a steep wooded bank with concrete and other industrial debris found at and below the surface. Portions are covered in articulated concrete block (ACB) cap. The remainder of the riverbank is hardened with riprap except where erosion has exposed a mixed sandy and rubble bank. The site has a re-naturalized post-industrial land cover, hosting a variety of native and weedy vegetation and industrial remnants including concrete slabs, structures, wooden pilings, and a boat sunk to the bottom of the cove.

Hydrology, Wetlands & Water Quality

As a riparian site, the presence and movement of water is an integral aspect of the site's character. The cove or inlet is an ecologically valuable feature on a stretch of the Willamette that has been dredged for shipping lanes, channelized, and hardened to accommodate industry and development. The cove owes its existence to site alterations made in the industrial era, most notably the building of the BNSF railroad abutment and associated dredging, which altered the hydrological patterns, creating a depositional eddy in the current. This eddy creates potentially favorable conditions for anadromous fish to rest and take cover during migration. This alcove of shallow water edge habitat with calmer flow than the main-stem river provides important habitat for migrating fish. The cove, which extends up to 800 feet away from the main river channel, is also susceptible to the harmful algal blooms that have been an increasing problem on the lower river.

Much of the site is currently mapped by FEMA flood maps as Zone AE, which is within the 1% annual chance (100-year) flood risk area. The western portion of the bank outside of the cove is also within the Regulatory Floodway. The floodway is the channel's primary floodwater conveyance, and any alterations or structures are highly limited. Most of the remaining portion of project site away from the bank is mapped within Zone X (0.2% annual chance or 500-year flood) (Metro RLIS, FEMA Flood Data, 2025). No mapped non-riverine wetlands are found on site.



Existing Vegetation

The site is presently a mosaic of mixed deciduous riparian forest and open, ruderal grassland interspersed with shrubs and trees, with non-native vegetation generally dominating. Native trees include black cottonwood (Populus trichocarpa), Oregon white oak (Quercus garyana), Pacific madrone (Arbutus menziesii), Pacific willow (Salix lasiandra), Scouler's willow (Salix scouleriana), western red-cedar (Thuja plicata), Pacific yew (Taxus brevifolia) and big-leaf maple (Acer macrophyllum). The site hosts some particularly large specimens of Pacific madrone. The oak and madrone woodlands on site are part of a band of this priority habitat type in the contiguous upland parcels, extending up and down the bluffs along the Willamette River

Exotic trees include Lombardy poplars, European birch, pin oaks, and non-native true cedars.

Native shrubs such as Oregon grape (Mahonia aquifolium), snowberry (Symphoricarpos albus), and red-flowering currant (Ribes sanguineum) are present, while substantial populations of invasive shrubs such as scotch broom (Cytisus scoparius), English holly (Ilex aquifolium), English ivy (Hedera helix), and Himalayan/Armenian blackberry (Rubus armeniacus) are found throughout.

DENSE RIPARIAN GROVE OF COTTONWOODS AND WILLOWS

CLUSTER OF SMALL OREGON WHITE OAKS

NUMEROUS MADRONES CLOSER TO THE RAILROAD

INVASIVE TREES INCLUDE EUROPEAN BIRCH, EMPRESS TREE, AND ONE-SEED HAWTHORNE

LARGE NON-NATIVES, INCLUDING LOMBARDY POPLARS, PIN OAKS, DEODARA AND ATLAS CEDARS

LARGEST DIAMETER TREES ON SITE - MADRONES AND COTTONWOODS

BLACK COTTONWOOD
CONIFER
MADRONE
NEEDS IDENTIFICATION
OTHER NON NATIVE TREE
SNAGS
OAK
OTHER BROADLEAF
CITY OF PORTLAND NUISANCE TREE

1,682 TREES >1.5" DIAMETER ON SITE

80% OF THESE ARE NATIVE, INCLUDING:

804 COTTONWOODS
214 WILLOWS
178 MADRONES
53 WHITE OAKS
12 WESTERN RED-CEDARS

19% ARE NON-NATIVE, INCLUDING:

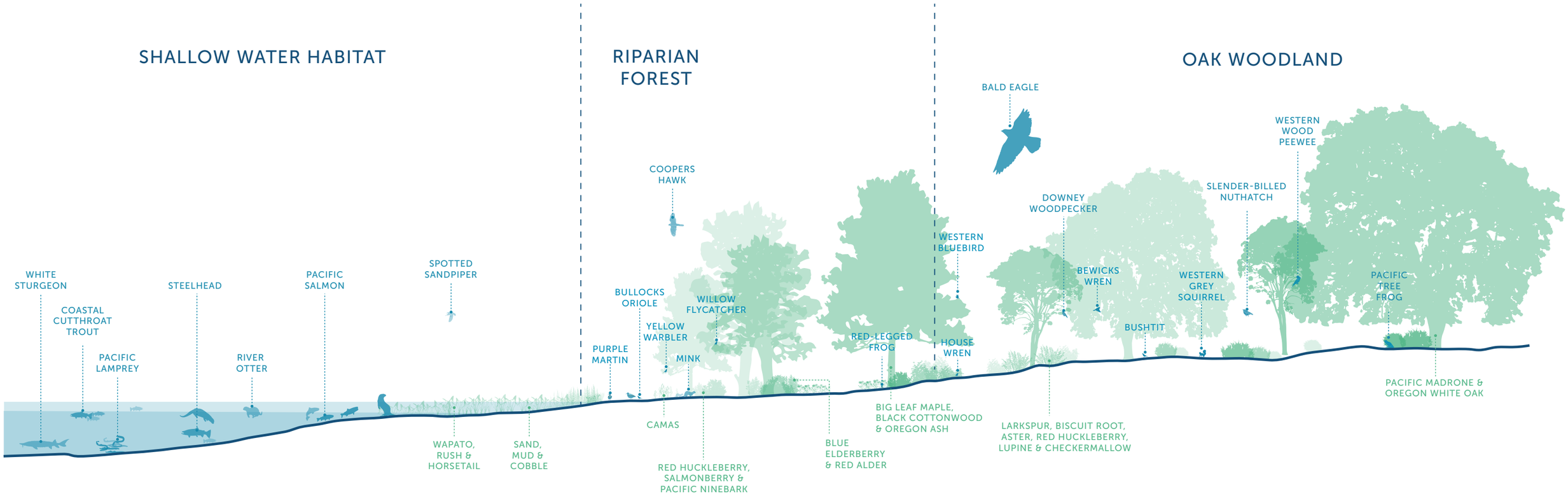
163 TREES ON THE CITY OF PORTLAND NUISANCE PLANT LIST
148 OTHER NON-NATIVE TREES

0 100 200 400 FEET

Wildlife

The Willamette River serves as habitat and a migratory corridor for numerous ESA-listed and tribally important fish species, such as Chinook salmon, coho salmon, steelhead, Pacific lamprey, and white sturgeon. The National Marine Fisheries Service has designated the lower Willamette River as critical habitat for two populations of Chinook salmon and two populations of steelhead, and is proposed critical habitat for Lower Columbia River coho salmon. Riparian areas are particularly important for neotropical migratory songbirds. In addition, bald eagle, osprey, and many native songbirds and wading birds are known to use the site. Migratory and resident birds can also be important resources for tribal communities including species such as geese, ducks and herons. These bird species are present at Willamette Cove and are also important indicators of healthy ecosystems. Other birds and animals associated with the riparian habitat are bald eagle, osprey, double-crested cormorant, great blue heron, belted kingfisher, mergansers, cliff swallow, spotted sandpiper, mink, river otter, northern red-legged frog, and Pacific tree frog.

The site hosts many focal bird species for oak-madrone habitat, including slender-billed nuthatch, downy woodpecker, bushtit, western wood-pewee, Bewick's wren, and house wren. All these species have been observed at Willamette Cove over the past 25 years.

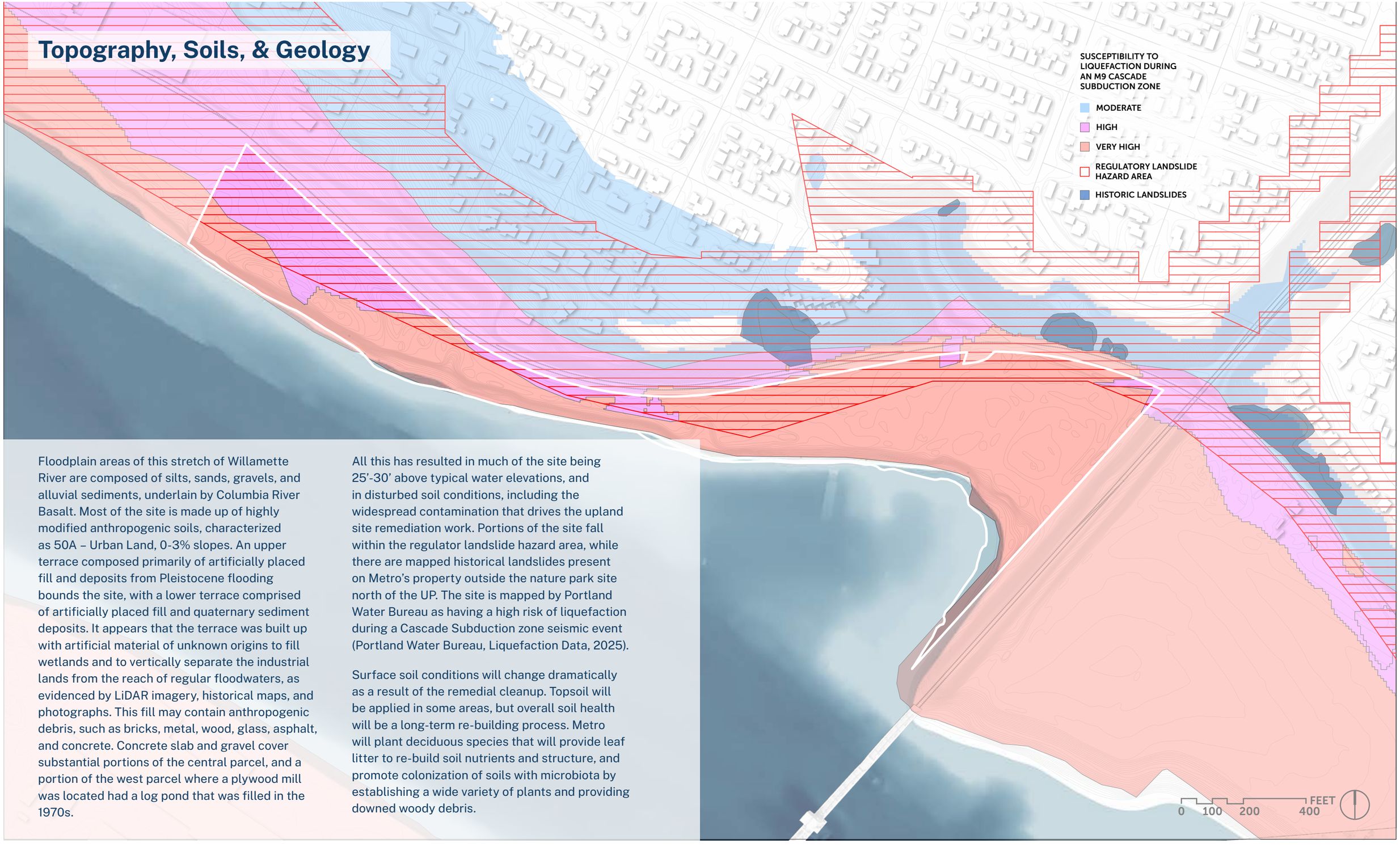


Habitat Connectivity

Willamette Cove lies between the Willamette Bluffs and the Willamette River. This section of the river is part of a river reach which extends from the Fremont Bridge to the Columbia River. Adjacent cottonwood gallery and riparian forests can be found to the north at Cathedral Park, Kelly Point, and the Columbia River beyond. Smith and Bybee Wetlands, an important area for migratory birds, is located nearby in the Columbia Slough watershed. The oak woodlands along the Willamette Bluffs are part of a long, patchy span of Oregon white oak habitat found along Willamette Bluffs, from Baltimore Woods in the north to the escarpment oak woodlands of Oregon City and beyond. Across the river, Forest Park comprises thousands of acres of upland forested habitats frequented by migratory and resident birds.

Remnant or restored patches of habitat in a matrix of urban land cover can be significant for regional biodiversity, especially when connected along linear features like rivers. They can be critical stopover sites during migration, and support breeding populations of native wildlife when adequate resources are present.

Topography, Soils, & Geology



Floodplain areas of this stretch of Willamette River are composed of silts, sands, gravels, and alluvial sediments, underlain by Columbia River Basalt. Most of the site is made up of highly modified anthropogenic soils, characterized as 50A – Urban Land, 0-3% slopes. An upper terrace composed primarily of artificially placed fill and deposits from Pleistocene flooding bounds the site, with a lower terrace comprised of artificially placed fill and quaternary sediment deposits. It appears that the terrace was built up with artificial material of unknown origins to fill wetlands and to vertically separate the industrial lands from the reach of regular floodwaters, as evidenced by LiDAR imagery, historical maps, and photographs. This fill may contain anthropogenic debris, such as bricks, metal, wood, glass, asphalt, and concrete. Concrete slab and gravel cover substantial portions of the central parcel, and a portion of the west parcel where a plywood mill was located had a log pond that was filled in the 1970s.

All this has resulted in much of the site being 25'-30' above typical water elevations, and in disturbed soil conditions, including the widespread contamination that drives the upland site remediation work. Portions of the site fall within the regulator landslide hazard area, while there are mapped historical landslides present on Metro's property outside the nature park site north of the UP. The site is mapped by Portland Water Bureau as having a high risk of liquefaction during a Cascade Subduction zone seismic event (Portland Water Bureau, Liquefaction Data, 2025).

Surface soil conditions will change dramatically as a result of the remedial cleanup. Topsoil will be applied in some areas, but overall soil health will be a long-term re-building process. Metro will plant deciduous species that will provide leaf litter to re-build soil nutrients and structure, and promote colonization of soils with microbiota by establishing a wide variety of plants and providing downed woody debris.

Transportation & Site Access

Before the site was closed to the public in 2013 in support of public safety, it would typically have been accessed from either N. Richmond Ave or N. Edgewater Ave. N. Richmond Ave has an informal parking area on the western edge of the parcel, while N. Edgewater Ave (which is closed and gated to the public one block south of N. Willamette Blvd) crosses the trail and continues east towards the McCormick & Baxter site. It was also frequently accessed from the Willamette River by boaters who would sometimes anchor within the cove.

Both streets are off of N. Willamette Blvd, along which Trimet runs bus service on Line 44 every 30 minutes between St. John's and PCC Sylvania via City Center and Rose Quarter. Currently, there are stops at the corner of N. Edgewater Ave., and several blocks west closer to N. Richmond Ave. Line 16 starts in downtown St. John's and crosses the St. John's Bridge into northwest Portland.

N. Willamette Blvd and N. Edgewater Ave are classified as city bikeways, without protected lanes in this area, although there are protected bike lanes several blocks further east, near the bridge over the BNSF railroad line.

As part of the master plan, the nature park vision includes a portion of the regional North Portland Greenway trail. There are developed portions of the trail nearby in Cathedral Park and across the University of Portland campus.

The Union Pacific railroad line that borders the site includes a 30-ft right-of-way on either side of the tracks.

04
Visioning

Visioning

The Willamette Cove nature park master plan is informed by and reflects the experiences, ideas and concerns of Tribes and community members and has been designed to reflect their input. The planning team centered the following community engagement goals:

- Develop a vision and design concept for the nature park that reflects tribal and community priorities and desires
- Build awareness about the master plan and its purpose; site conditions, constraints and opportunities; and design alternatives
- Provide the public with clear and transparent information about the site, the planning process, and decision-making
- Provide ample opportunities for public involvement, input, feedback and relationship building
- Address barriers to community participation, to the extent possible
- Understand cultural history and significance of the site, land, habitat and water
- Build relationships with existing and new partners for the engagement process and future implementation of the master plan
- Plan and implement engagement activities that are accessible for limited English-speaking populations and people with disabilities, and other marginalized communities in both a virtual and in-person environment
- Create outreach and communications materials that use plain language and meet accessibility standards

Engagement Approach

Metro and its partners conducted extensive community engagement for the Willamette Cove Nature Park master planning process, sharing information about site constraints related to contamination, remediation, habitat protection, and safety, while soliciting feedback for the development of the plan. Engagement included community members broadly, communities that have been systemically under-represented in the planning process, internal Metro teams and Metro Council, agency partners, conservation organizations, community-based organizations, advocacy groups, neighborhood associations, local schools, and trail advocacy groups. The resulting plan seeks to reflects both lived experience and technical expertise.

Equitable engagement principles were foundational throughout the planning process, prioritizing inclusion of historically under-represented communities, including communities of color, people with disabilities, youth, elders, and communities affected by industrial land use adjacencies. Activities were designed to reduce barriers to participation through multiple formats, languages, locations, and times.

Tribal governments were engaged as essential partners through direct coordination, with extended review periods supporting meaningful consultation and internal Tribal deliberation, informing subsequent engagement.

Phase 1 of the engagement process included interviews, an online survey, and in-person and virtual workshops to establish shared values and priorities before any concepts were introduced. Phase 2 tested these priorities and values through alternatives, targeted outreach at community events, surveys, and open houses, allowing participants to evaluate trade-offs related to access, habitat preservation, water interaction, feasibility, and cost. Phase 3 shared and solicited feedback on a draft preferred alternative, informing master plan refinement.

This integrated approach helped ensure that engagement outcomes were inclusive, informed, and actionable, and producing a master plan that reflects both community and Tribal priorities while remaining grounded in regulatory, ecological, and operational realities.

Engagement Methods

Metro Internal Engagement

The project team coordinated regularly with Metro's Parks and Nature science team, operations and maintenance staff, land management team, planning team, and community and stewardship staff members to review site analysis, evaluate alternatives, and test assumptions related to habitat restoration, access, safety, constructability, and cost. Input from operations and maintenance staff helped inform decisions about materials, trail configurations, and site features that can be sustainably managed over time. Metro Council was engaged at key milestones to review progress, confirm direction, and provide policy-level guidance, ensuring alignment between the evolving master plan and Metro's broader conservation, equity, and regional access goals.

Tribal Informal Consultation

The Willamette River is of significant historic and ongoing importance to multiple Tribes who have maintained strong ties to and relied upon the river for traditional and cultural practices, sustenance and subsistence, and trade and travel since time immemorial. In October 2021, Metro initiated consultation with the six Tribes involved in the Portland Harbor Superfund Site regarding near and long-term activities for the Willamette Cove uplands, and have continued consultation with the Confederated Tribes and Bands of the Yakama Nation, Confederated Tribes of Grand Ronde, Confederated Tribes of Siletz Indians, Confederated Tribes of the Umatilla Indian Reservation, Confederated Tribes of the Warm Springs Reservation of Oregon and the Nez Perce Tribe.

Metro's consultation with the Tribes in the Willamette Cove project is distinct from ongoing formal federal consultation that is part of the broader Portland Harbor Superfund Site. Coordination for Willamette Cove has focused on evaluation of the contingency remedy option, tribal priorities for future habitat restoration at the site, priorities for future passive recreational opportunities, and future implementation planning.

Tribes and tribal members have made it clear that renewed access and ability to safely gather and consume fish at Willamette Cove is important. Priorities include pursuing actions that will lead to clean, healthy water, riparian and upland habitat for salmon and lamprey, habitat that can adapt to climate change impacts, and desire for a gradual sloping transition between terrestrial and aquatic habitat.

Tribal consultation was throughout the master planning process, and will continue through design and construction documentation, and future restoration planning for Willamette Cove. During this process, if there are substantive changes or suggestions to planned habitat restoration actions, Metro will coordinate with the Tribes.

Interviews

Interviews were conducted at the beginning of the planning process to gather detailed, qualitative input from community leaders, agency partners, and Tribal representatives with long-standing knowledge of Willamette Cove and the surrounding area. Metro interviewed community-based organizations including Latino Outdoors, Bird Alliance of Oregon, Verde, Nesika Wilamut, Portland All Nations Canoe Family, ELSO, Ground Score Association, Aim 4 Access, Blueprint Foundation. These conversations provided important context on historic conditions, community priorities, and ongoing concerns related to the direction of the master plan, site-related environmental health concerns, access to the river, safety, and stewardship. Interviews were structured to allow participants to speak openly about values, lived experience, and perceived trade-offs. Insights from interviews helped ground the master plan process in positional knowledge, informed development of engagement processes and materials, and plan alternatives, and ensured that perspectives from community-based organizations were integrated early and consistently.

Surveys

Two surveys were implemented during the master planning process. Surveys broaden participation and provide accessible opportunities for input from a wider audience. Online surveys allow participants to engage on their own schedule and in a format that supported clarity and transparency. Questions for the surveys elicited feedback on values, priorities, and reactions to planning concepts, with an emphasis on understanding trade-offs related to habitat protection, access, and water interaction rather than selecting preferred features. Results from the surveys helped confirm themes emerging from workshops and interviews, identify areas of agreement and concern, and support data-informed refinement of the preferred alternative over time.

Workshops

Workshops were a primary opportunity for in-depth dialogue and collaborative learning. Conducted across multiple phases, workshops were intentionally structured to support listening, exploration of values, and evaluation of trade-offs rather than rapid decision-making.

Workshops included listening-focused sessions intended to establish shared values and priorities for Willamette Cove before any concepts were developed. They emphasized understanding how participants relate to the site and the Willamette River, what they value in a future nature park, and what concerns or constraints should guide future decision-making. Workshops also focused on testing initial planning directions and exploring trade-offs through a set of site plan alternatives. Lastly, an interactive and immersive open house presented the draft preferred alternative that created space for dialogue and gauged community support for the proposed vision.

Throughout the phases, workshop materials emphasized clarity and transparency about site constraints, allowing participants to engage meaningfully with realistic options. Input gathered during workshops complemented interview and survey findings and played a central role in shaping the vision, planning priorities, and key decisions reflected in the master plan.

Focus Groups

Focus groups with people with disabilities discussed inclusive design and water access, with particular emphasis on a floodable pathway as the site's most accessible route to the river. Participants included manual and power wheelchair users, adaptive paddlers, and advocates with expertise in mobility, vision, and sensory access. The discussion paired lived experience with transparent explanation of site constraints related to remediation, flooding, and constructability, allowing participants to respond to real design limitations rather than hypothetical conditions.

Feedback focused on pathway width, resting and passing areas, transfer opportunities, materials that provide tactile and visual cues, and alternatives to traditional handrails that would remain durable under frequent inundation. Participants also emphasized the importance of enabling meaningful contact with the river, such as placing feet or hands in the water or transferring to small watercraft while respecting ecological and safety constraints. Input from the focus group directly informed refinement of pathway dimensions, landing design, and water access concepts within the draft preferred alternative, ensuring that accessibility considerations were integrated as a core design driver rather than an afterthought.

Engagement reports are available in Appendix ii.

How Did Engagement Inform the Master Plan?

Phase 1 Engagement

Phase 1 of the project focused on the community's relationship to the site, as well as the values and vision they hold for it. Input from surveys and workshops during this phase helped define the foundational vision and criteria that later guided the development and evaluation of design alternatives. Phase 1 engagement results established a clear set of shared values and guiding priorities for the future of Willamette Cove.

Across workshops, interviews, and surveys, participants consistently emphasized that the site should function first and foremost as a nature-forward place, with ecological restoration and habitat protection as the primary drivers of decision-making. There was strong support for passive recreation, opportunities to experience seasonal change and wildlife, and a desire to reconnect with the Willamette River in ways that feel respectful and safe. Participants also expressed clear expectations for transparency about contamination and remediation, recognition of Indigenous presence and cultural history, and equitable access for people with disabilities and communities historically excluded from riverfront spaces. These themes established the criteria used to evaluate design options in later phases and framed access as something to be carefully integrated rather than assumed.

Phase 2 Engagement

Building on the values and priorities identified in Phase 1, the project team developed three plan alternatives that varied in circulation, shoreline treatment, and distribution of amenities. During engagement Phase 2, these alternatives were shared with the community through online and in-person workshops, tabling outreach at local events, an online survey, and an open house. These alternatives are available in the Appendix. Engagement during this phase emphasized comparison and evaluation of project elements, asking participants to reflect on how different approaches supported or conflicted with ecological protection, safety, accessibility, cultural presence, and long-term stewardship.

Feedback across workshops, surveys, and tabling events showed strong alignment around protecting contiguous habitat areas and limiting shoreline disturbance, with concern about over-programming or introducing too many access points. Participants generally supported having a single primary access area with amenities clustered near the entry, rather than dispersing activity throughout the site. The alternatives process also surfaced important trade-offs: while participants valued water access, they favored approaches that emphasized proximity, views, and limited contact over extensive in-water infrastructure. Accessibility, an easily navigable trail network, and separation of faster and slower modes emerged as key considerations. Engagement during this phase did not ask community to select one alternative over others because the evolving approach to remediation design would continue to have a strong influence on possible configurations of site planning. Still, engagement results pointed toward combining preferred elements from each option while avoiding features perceived as incompatible with the site's ecological sensitivity.

Phase 3 Engagement

Phase 3 engagement focused on presenting the draft preferred alternative and confirming that it reflected the values, priorities, and trade-offs identified in earlier phases. Engagement activities included a public open house, and targeted outreach, accessible information about the refined plan and the decisions that shaped it. Materials emphasized how community, Tribal, and technical feedback from Phases 1 and 2 informed changes to site organization, access, habitat protection, and water interaction. Participants were invited to provide input on specific elements of the draft preferred alternative, such as circulation, gathering spaces, accessibility features, and water access, rather than revisiting broad conceptual questions. This phase also prioritized clarity around remediation constraints, phasing, and long-term stewardship to ensure feedback was grounded in realistic implementation conditions. Phase 3 engagement results largely confirmed that the draft preferred alternative reflected the priorities expressed earlier in the process, while helping refine specific program elements.

Feedback indicated broad support for the overall site organization, including the concentration of amenities near the entry, the emphasis on habitat restoration, and the restrained approach to shoreline access. Participants provided more detailed input on circulation, accessibility features, gathering spaces, and water access, reinforcing the importance of clarity, safety, and inclusive design. Phase 3 engagement also helped identify areas where additional explanation or refinement was needed, particularly related to remediation constraints, long-term phasing, and how accessibility would be maintained over time. Overall, the results demonstrated alignment between community values and the draft preferred alternative and helped fine-tune the plan to be both implementable and responsive.

05

Future Nature Park Master Plan

Future Nature Park Master Plan Vision

Restoration Goals

Ecological restoration and protection are the primary objectives for Willamette Cove. Consistent with the site conservation plan and guidance from Metro's Science Team, the master plan adopts a habitat-based conservation approach that prioritizes ecological function, connectivity, and resilience within a highly altered urban river corridor. Site conservation targets are defined as habitat systems that collectively support water quality, fish and wildlife habitat, and regional biodiversity. These include shallow water habitat associated with the Willamette River migratory corridor, riparian forest along the river and interior drainage areas, and oak-madrone woodland within upland portions of the site. These habitats are understood as interconnected systems whose long-term viability depends on maintaining key ecological attributes such as continuity, patch size, structural diversity, hydrologic connection, and natural disturbance processes.

Community and Tribal engagement consistently emphasized that conservation should remain the site's primary purpose, with public access integrated in a thoughtful manner to minimize impacts to conservation targets. Metro operations staff further reinforced the importance of restoration strategies that are resilient, manageable and compatible with long-term stewardship capacity. These considerations establish conservation targets as the foundational lens through which all subsequent planning decisions are evaluated.

Access Goals

The master plan establishes clear objectives for public access that reflect community priorities, environmental justice considerations, remediation constraints, and operational feasibility. Engagement across all phases emphasized the desire for a peaceful, nature-forward place that supports learning, reflection, and connection to the river. Access objectives focus on providing opportunities for people to experience the site in ways that are safe, inclusive, and compatible with ecological recovery. Decisions about access are informed by habitat sensitivity, floodplain dynamics, upland and in-water remediation requirements, safety considerations, and long-term operations and maintenance capacity. Access is understood broadly to include physical access, visual and sensory connection, cultural presence, and opportunities for education and stewardship.

Connect to Nature

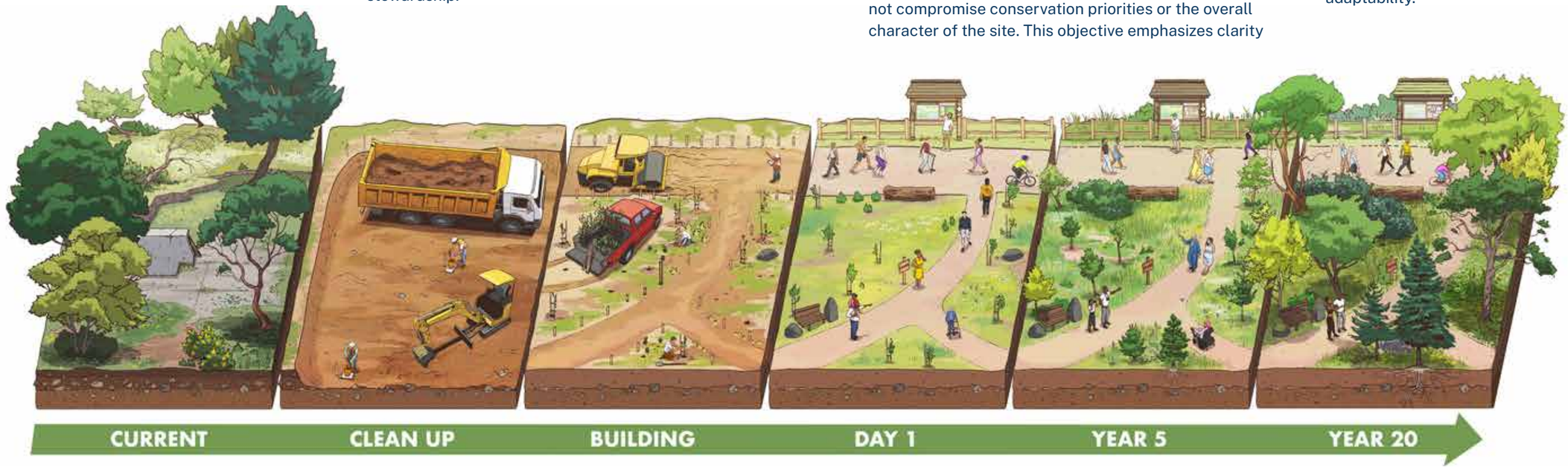
A central objective of the master plan is to support meaningful, everyday connections to nature within an urban and historically industrial riverfront setting. Engagement outcomes illustrated that connection to nature encompasses more than physical access and includes visual, sensory, emotional and cultural engagement with the landscape. This objective emphasizes experiences that allow people to slow down, observe ecological processes, and develop an understanding of the site's natural systems over time. It also reinforces the importance of protecting large, contiguous habitat areas and minimizing disturbance so that visitor presence remains compatible with long-term ecological health. Equity and accessibility are integral to this objective. The planning process recognizes that access to restorative natural spaces has not been equitably distributed across the region and therefore prioritizes objectives that support inclusive access, clear wayfinding and a range of experiences that accommodate different abilities and ways of engaging with the landscape.

Extend the Regional Trail

The regional trail through Willamette Cove is recognized as an important component of the North Portland Greenway and Intertwine regional trail network. The objective is to accommodate it as a continuous, multi-modal corridor while ensuring that its presence does not compromise conservation priorities or the overall character of the site. This objective emphasizes clarity of movement, safety, and compatibility with surrounding site features and habitats. It also establishes the need to distinguish and separate the faster-paced, multi-modal regional travel functions from nature-based experiences elsewhere on the site to minimize conflicts and support long-term stewardship.

Access the River

Access to the Willamette River is a defining goal for Willamette Cove. Tribal engagement, community feedback, and technical review consistently emphasized that the river's edge should be approached as habitat first, with access shaped by opportunities presented around these conditions. This objective must be carefully balanced with ecological sensitivity, regulatory requirements, accessibility standards and guidelines, and ongoing remediation. Water access is envisioned as primarily experiential rather than intensive. The master plan focuses on opportunities for proximity, views, sound, and interpretation of river processes through accessible overlooks, shoreline trails and limited access points. Where physical access to the shoreline is provided, it is carefully sited based on proposed bank laybacks and remedial design, and compatible with shallow water habitat objectives. Given the complexity of the remediation and the fluctuating riverine environment, water access at Willamette Cove will not include docks or continuous over-water infrastructure, supporting both ecological recovery and long-term adaptability.



A New Nature Park Along the Willamette

The Willamette Cove Nature Park is envisioned as a restored riverfront landscape that balances ecological recovery with carefully managed public access. The plan concentrates amenities near the main park entrance while preserving the majority of the site as contiguous restored habitat and natural space. This approach reflects the site's ecological goals, regulatory constraints, and strong community direction to prioritize nature-forward experiences over more intensive park amenity development.

The overall concept organizes the park around a clear hierarchy of spaces and movement. A primary entry zone accommodates arrival, orientation, gathering, and essential amenities. From this hub, visitors transition into a landscape of restored woodland, riparian habitat, and shoreline environments through a simple network of nature trails and viewpoints that visitors to have an experience that is embedded in nature. The river is a primary focus and is experienced through views, proximity, and selective access. The regional trail traverses through the upland of the site and connects to adjacent alignments on both the east and west ends.

KEY

1 RAILROAD CROSSING
2 GATE
3 PARKING LOT (26 STANDARD, 2 ADA)
4 BUS PARKING (2 SPACES)
5 DROP OFF - LOADING/UNLOADING
6 RESTROOM/SHELTER
7 CHILDREN'S TRAIL
8 INUNDATED ACCESSIBLE PATH
9 STAIRCASE WITH KAYAK RAIL
10 PLAZA OVERLOOK/ SEATING AREA
11 TRAIL OVERLOOK/ SEATING AREA
12 12' REGIONAL TRAIL (ASPHALT)
13 4'-6' NATURE TRAIL (CONCRETE)
14 GATHERING AREA
15 BEACH
16 ART OPPORTUNITY
17 WATER SAFETY STATION
18 BIKE RACKS, KIOSK, AND TRAILHEAD
19 FENCE/BARRIER AT RAILROAD

Site Features

Site features within the Willamette Cove Nature Park are focused, consolidated, and strategically located to support public access while maintaining the site's ecological function. The proposed master plan reflects extensive community and Tribal engagement, which emphasized habitat protection, nature-based experiences, clarity of circulation, and inclusive access. Collectively, site amenities concentrate activity where it can be operationally supported, minimizing intrusion into sensitive habitats to support sustainable public access over time.

Entry

The N. Richmond Street entry functions as the primary vehicular entrance to the park. This entrance will function as the gateway into the park and will be the first park experience for many visitors. Engagement feedback consistently supported clustering amenities near the entry to reduce disturbance elsewhere on the site, improve wayfinding, and create a clear transition from urban context to natural landscape. The entry zone is sited outside of sensitive habitat cores and coordinated with upland remediation caps and institutional controls to avoid future conflicts with long-term maintenance or monitoring.

Parking Lot

A parking area is located adjacent to the site's vehicular entrance to limit vehicle circulation within the park and reduce impacts to restored habitats. Parking capacity is informed by the site capacity assessment (found in the appendix) and community feedback favoring a more nature-based experience at the park. The capacity assessment and parking study determined that providing parking for 26 vehicles at one time would support the desired usage levels without over stressing the designed infrastructure. The current layout accommodates 26 standard spaces and two accessible parking spaces, space for a school bus and a drop-off area. The parking lot is proposed to minimize impervious surface area and visual prominence. Grading and drainage will be closely coordinated with upland remedial design to avoid interference with the caps and ensure long-term integrity of the upland remedy.

Stormwater management systems will be required to perform to meet city standards. Vegetated stormwater facilities will utilize native plants in alignment with adjacent habitats.

Restroom

Restroom facilities located near the primary vehicular entrance would provide an essential visitor service while minimizing the need for utilities and maintenance infrastructure deeper within the site. Its location near the entry responds to both operational considerations and community feedback emphasizing accessibility and wayfinding clarity. Facilities would be designed for durability, flood resilience, and compatibility with remediation requirements, including limitations on subsurface disturbance. It is understood that if a flush facility is constructed that a new water connection and pump station would be required to serve this structure, and since there is no sanitary sewer line available, a connection would be made to the closest main, at the N Crawford St right-of-way. The closest combined main is located within the railroad ROW at N Richmond. If a vault option is determined to be most suitable, design considerations will focus on ensuring the vault is accessible for maintenance requirements and the subsurface requirements do not interfere with the upland remedial cap. Restroom facility options will be evaluated and determined during the design development phase.

Staging Area

The staging or unloading area serves as a flexible arrival and orientation space supporting drop-offs and smooth entry transitions for small groups, school visits, and community gatherings. It can accommodate boaters preparing their gear, bikers entering the regional trail and other groups needing space to assemble prior to experiencing the site, and is intentionally separated from the shelter and children's trail to reduce conflicts. Benches are indicated in this location in the master plan to support visitor needs and to provide an opportunity for viewing the river. It also offers an important opportunity for wayfinding, interpretive and possibly public art.

Children's Trail

A children's trail near the entry offers a nature-based learning experience grounded in exploration and sensory engagement such as; flowering plants, smells and textures. Locating this feature near restrooms and gathering spaces reflects accessibility, supervision, and maintenance considerations raised during engagement. Its proximity to the entry limits impacts on interior habitats while supporting family-friendly use. This feature will provide visitors with a moment of discovery and curiosity as they build a personal connection to the place.

N. Edgewater Entrance

N. Edgewater Ave provides an important secondary point of connectivity to the neighborhood, public transit, and bike route network. This entrance into the park will primarily function as a bike and pedestrian access, with vehicular traffic restricted to emergency and maintenance vehicles. This entrance will increase park connectivity to the regional trail network and provide an additional point of entry for multi-modal transit users. This access point is familiar to those in the community and has been historically used as a neighborhood connection to the water.

Union Pacific Crossing Improvements

Upgrading the public railroad crossing at N Edgewater will be an important life safety improvement for the nature park. On-going coordination with the railroad, ODOT and the City of Portland will be required to determine the extent of the improvements. At a minimum, upgrades to this crossing will include the addition of panels, cross bucks, signage and adjacent paving. This crossing remains an open public crossing, identified as 2B-002.24 in the ODOT crossing database. The crossing is intended be upgraded to handle bike and pedestrian traffic in addition to emergency and maintenance vehicular access.

Rendering of the entry as an access point for visitors on their way to the shoreline, nature trails, or regional trail

Gathering Spaces

Opportunities for groups to gather within the nature park are an essential component of desired public access needs. These spaces support rest, reflection, outdoor education,and cultural practices without encouraging prolonged or concentrated use in sensitive habitats. Their placement reflects engagement feedback favoring dispersed, low-key use alongside an interest in accessibility.

Shelter

A shelter structure provides covered space for nature-based education, cultural activities, family gatherings and small events. The consolidation of functions into a single structure responds to community direction to limit built features while still supporting meaningful use. The shelter also serves as a spatial buffer between more active entry functions and the more isolated interior areas of the park. The shelter is anticipated to accommodate between 6-8 picnic tables, with a size optimized for a smaller school group. The shelter will have utility connections available for use through special use permits

Other Gathering Areas

Additional informal gathering areas are limited in number and located near the parking lot and in the upland area adjacent to the Cove. These places are anticipated to accommodate a myriad of small functions and educational needs. Gathering areas may be temporarily closed for special events to allow for private use for Indigenous community cultural events. These spaces will be refined with Tribal partners during the future design phase.

Rendering of covered shelter area looking east from the parking area provide a gathering space for groups

Water Access

Providing opportunities for accessing the Willamette River is a central goal of the master plan. Given the dynamics of the river, prioritization of habitat, and the requirements of the in-water cleanup and associated proposed bank layback, water access opportunities in the nature park master plan are deliberate, strategic and intentional. Overall, there are three points of access throughout the site that will be further explored in the design phase; an accessible floodable pathway, a stair and boat rail, and an access trail at the cove. These three proposed features provide opportunities to connect with the river and experience the water while preserving the overall habitat function of the shoreline and respecting the requirements of the remediation.

Floodable Accessible Path

An accessible pathway down the riverbank near the main entrance is the primary water access opportunity for the site. This pathway is envisioned as fully accessible, supporting visitors of all abilities and modes of travel. This pathway is intended to support launching small, human powered watercraft such as kayaks, stand up paddle boards and canoes, which will be hand carried to the water elevation and launched from the end of the path. Engagement, particularly from accessibility-focused conversations, emphasized the importance of inclusive, dignified access to the water. This project element is continuing to be coordinated with the in-water remedial team. Due to the necessity of this coordination, this element will be further refined during future phases of design work. This pathway is intended to be accessible, seasonally adaptable, and compatible with shoreline remediation, with no assumptions of permanent structures that could compromise caps or habitat function.

Staircase with Boat Slide

In addition to the floodable accessible path, the plan envisions a stairway leading directly to the river's edge; affording access to the river for visitors entering at the parks main entrance. This stair is the most direct route to the water from the parking lot and will help to mitigate unwanted habitat impacts that are likely to occur through user developed desire lines in the absence of such a feature. Both the stair and the floodable pathway connect to the Plaza overlook, which functions as an extension of the staging area for boaters, swimmers and other visitors focused on water access. The development of this stair will be done in tight coordination with the in-water remedial design team. Details of the rail system, and ability to integrate a kayak rail, will be further developed in the design phase and will consider functionality, resiliency and life safety concerns (minimizing entrapment risks in a flood condition).

Cove Beach

The Cove Beach is an important feature to the community as many recognize it as the primary identifying feature of the existing Willamette Cove site. This area of the riverbank is outside of the floodway and offers opportunities for experiencing the water in a setting that is protected from the currents of the main channel. It is envisioned that the beach area in the cove will be restored to a river sand condition and accessible pathway will be developed along the bank to provide a route to the beach for those with mobility restrictions. The beach itself falls within the in-water work and the beginning of the bank layback, offering a unique opportunity for river sand materials and gentler grades which will be explored during the inwater and upland remedial action.

Rendering of a path sloping down from the site entry area towards the floodable shoreline path

Rendering of several flights of stairs navigating the slope down from the entry area towards a put-in spot for boaters.

Overlooks

Overlooks are strategically located to provide opportunities to view the river and surrounding landscape while avoiding intrusion into riparian or shallow water habitats. Community feedback consistently favored overlooks as a means of experiencing the river without impacting the riverbank. These features are designed to emphasize priority viewpoints and are coordinated with bank stabilization and revetment design to avoid conflicts with in-water remedies.

Plaza Overlook

The Plaza Overlook is an at-grade feature riverside of the regional trail adjacent to the main entrance of the site. This feature offers territorial views of the river, Forest Park and the nearby bridges. This feature integrates seating opportunities, distinct pavements to distinguish the plaza and safety features to keep visitors from migrating down the slope of the bank. The overlook location will be a point of interest in the park, providing a passive, nature-based experience in an easily accessible location, and could be a meeting point or place to stage boats.

Regional Trail Overlook

The Regional Trail overlook is an opportunity to provide exceptional views of the Willamette River while offering a resting opportunity both for users of the regional trail as well as those navigating the park through the nature trail system. This feature will be designed to respond to the inwater/upland remedial action and spatial constraints which occur at the narrowest portion of the site. This overlook sits above a section of the riverbank which will be steep and hardened without trees allowing for sustainable long-term views in this location.

Rendering of a plaza space adjacent to the entry area provides an overlook opportunity

Trails

The trail system at Willamette Cove Nature Park is designed to accommodate both nature-based experiences and regionally connected multi-modal mobility while minimizing impacts on site's ecological functions. There is a clear distinction between the nature trail network, which support slow movement, reflection, and immersion in restored habitats, and the regional trail, which functions as part of the broader multi-modal network and accommodates higher volumes and faster travel, including bicycling and dog walking. This separation of trail functions reduces conflicts and provides for the range of experiences that were voiced as community priorities. All trails are designed to be as accessible as possible for all visitors. The trail alignments will carefully consider impacts on wildlife and habitat connectivity, minimizing looped networks and positioning alignments in the least disruptive locations where possible.

Regional Trail

The regional trail is a part of the North Portland Greenway and the Intertwine. This segment will connect to yet to be constructed adjacent alignments to both the east and west of our site. The alignment within Willamette Cove will respect remediation and greenway zoning constraints and minimize habitat impacts. For the majority of the site the regional trail aligns along the northern property boundary adjacent to the railroad tracks. A fence or edge barrier will separate the trail from the railroad, prioritizing visitor safety. Within the park, the regional trail is intended to accommodate higher-speed through traffic, while more quiet experiences are encouraged along the nature trail system. The regional trail is a 12' wide asphalt surface with 2' gravel shoulders. There is an opportunity to use striping to enhance wayfinding and clarify the intended separation of uses. At the main entrance the regional trail surfacing may shift to concrete or other surface material with traffic control measures to encourage slower through traffic at a potential point of conflict where visitors are crossing the regional trail to access the river and park trail system.

Nature Trails

The upland nature trail network offers opportunities for slower-paced experiences through restored woodland and upland habitats. These paths are envisioned as 6' wide hard surface walkways to ensure reliably accessible surface conditions and minimize operational and maintenance demands. Engagement feedback emphasized the importance of trail wayfinding clarity, limited redundancy, and avoidance of habitat fragmentation. The system consists of a single walking trail that trans-navigates the site and connects to spur trails which reach down the bank to connect to the water.

Rendering of the regional trail and adjacent overlook in an established mature landscape.

Rendering of a nature trail in an established mature landscape.

Public Art

Metro's Parks and Nature department has a 1% for the Art program. Art and interpretation is envisioned to be integrated throughout the site to support understanding of ecology, culture and history without concentrating activity in sensitive areas. Art may be in the form of sculpture, etchings or interactive pieces. There is opportunity to partner with Tribes and Indigenous community members on cultural storytelling elements to reinforce Indigenous presence as ongoing rather than historical.

Interpretive & Wayfinding

Interpretive themes identified during engagement centered on the site history, including its industrial legacy, and were desired to educate the public on the Portland Harbor contamination, cleanup, and ecological restoration. There are granite blocks on site from the swing bridge that may be used to tell site history and re-used as seating. Wayfinding and regulatory signage provides orientation, safety information, and habitat protection messaging with a visual presence consistent with Metro standards for a nature park. Messaging related to swimming, safe fish consumption and ecological restoration will be a focus. Wayfinding on the regional trail will follow Intertwine wayfinding guidelines. Wayfinding will be implemented at transitions between the parking lot, nature trails and regional trail.

Site Furnishings

Site furnishings will be strategically placed to support comfort and accessibility without cluttering the landscape. Furnishing elements may include benches, trash and recycling receptacles, water fountains, bike racks, a kiosk, trailhead elements, and a water safety station. All furnishings are selected for durability, accessibility, and based on Metro standards, floodplain conditions and long-term maintenance requirements.

Rendering of trail overlook area at the narrowest part of the site

Estimate of Probable Cost for Construction

	Description	*Cost*
1	**Site Preparation and Demolition**	
	Construction Setup and Preparations	*$167,700*
	Demolition and Relocations	*$9,500*
	Earthwork	*$828,450*
2	**Site Improvements**	
	Edgewater Roadway and Railroad Crossing	*$200,700*
	Parking Lot	*$230,428*
	Pedestrian Paving	*$1,607,992*
	Site Features and Amenities	*$1,587,080*
	Site Furnishings	*$497,418*
	Landscape and Irrigation	*$849,548*
3	**Site Utilities**	
	Water Distribution	*$275,000*
	Sanitary Sewer	*$250,000*
	Stormwater Management	*$550,000*
	Site Lighting and Power Distribution	*$500,000*
4	**Site Development Total**	**$7,553,816**

	Site Construction	**Rate**	
5	Contingency	30.00%	$2,266,145
6	General Conditions and Requirements	12.50%	$1,227,495
7	Office Overhead and Profit	5.50%	$607,610
8	Subcontractor Default Insurance (OR)	1.75%	$203,964
9	Corporate Tax (OR)	0.40%	$47,436
10	Bonds and Insurance	2.00%	$238,129
	Metro policies	**Rate**	
	Testing and Inspections	2.50%	$303,615
	Green Building Sites Requirements	2.50%	$303,615
	BOLI	0.10%	$12,145
	Warranty Period Problem Solving	1.00%	$121,446
	Site Construction Total		**$5,331,595**
	Construction Cost before Escalation		**$12,885,416**
	Escalation to Start Date 2030		$2,596,411
	Recommended Budget		**$15,481,827**

A master plan level cost estimate was prepared alongside the development of this report. This cost estimate reflects a planning level understanding of the plan, program and structures envisioned and relies on the completion of remedial team activities for both the riverbank and the uplands. Certain items will require on-going close coordination with the remedial teams, including; water access paths, riverbank and beach areas, upland planting and irrigation, excavation of the concrete pad area, construction access roads and project timing.

Willamette Cove Habitat Improvements

Ecological restoration is the foundation of the future nature park and is guided by input from Tribal partners, as well as the conservation targets and key ecological attributes identified in the Willamette Cove site conservation plan. Habitat improvements are intended to restore the site's most important ecological systems while accommodating compatible public access. Planning decisions related to park program, trail alignment, and access were evaluated against their effects on habitat continuity, human activity and disturbance, patch size, edge conditions, and long-term resilience.

Small trees will be planted during the construction of the nature park. While the maturation of the canopy will take time, once it's fully matured the restored habitat will provide essential ecosystem services including shade and cooling opportunities during heat events. The provision of other ecosystem services will begin early in the restoration process such as stormwater and floodwater filtration, and nutrient cycling. These services will provide benefits to human and animal residents and visitors.

Habitat Improvements

Oak-Madrone Woodland

Oak-madrone woodland is a primary upland conservation target. A mosaic of closed-canopy woodland with periodic openings responding to disturbance regimes, site soils, and microtopography. Restoration strategies prioritize maintaining canopy cover generally within a 40%–60% range, minimizing encroachment by conifers and mesic broadleaf species to support wildlife and structural diversity. Design emphasizes maximizing interior habitat area and maintaining functional patch sizes to support representative species such as western wood pewee, slender-billed nuthatch, and western gray squirrel.

Trails and other built elements within oak-madrone areas are intentionally limited to avoid fragmenting habitat and increasing edge effects. Where trails are necessary, they are aligned along habitat transitions or edges rather than bisecting interior woodland to minimize disturbance associated with trail zones of influence. In areas near the park entry with more visitor amenities, patch sizes are more constrained, but focus on reinforcing ecological connections to adjacent habitat areas.

Riparian Forest

Riparian forest is a critical conservation target supporting both terrestrial and aquatic ecological functions. Restoration efforts focus on maintaining a structurally diverse forest dominated by native cottonwood, willow, and Oregon ash, with a target of 40%–60% canopy cover and minimal gaps in continuity. Where feasible, the design seeks to maintain a continuous riparian forest band along the floodplain to support habitat connectivity, shading, and wildlife movement.

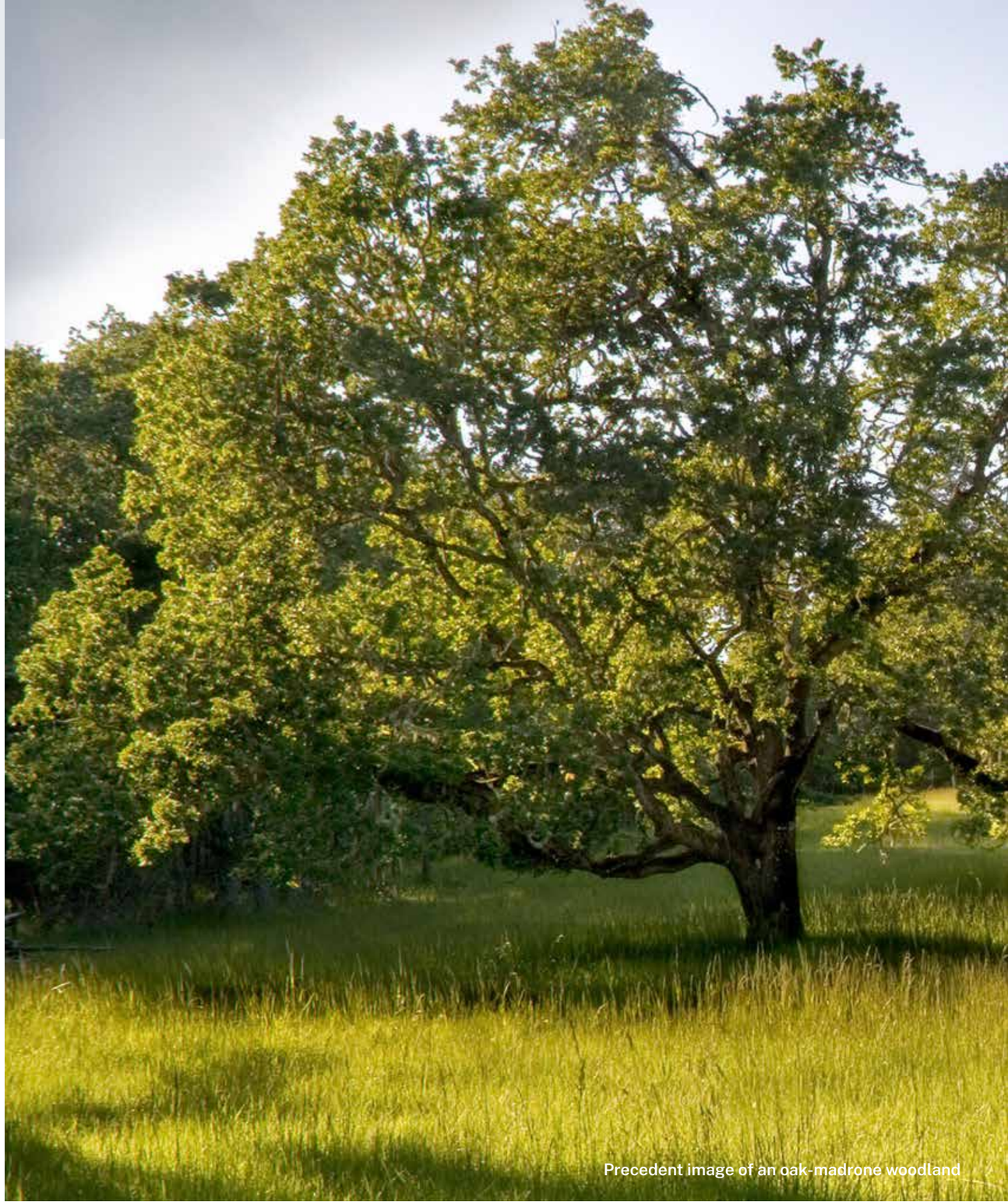
Design parameters recognize that riparian habitat continuity will be constrained in some locations by remediation features, revetments, and the regional trail. In these areas, riparian forest continuity is prioritized over introducing multiple habitat types or redundant trail alignments. Planting is integrated into and adjacent to engineered bank treatments to achieve minimum canopy cover targets across revetments and trail corridors, while limiting gaps to sizes consistent with target thresholds. Select inclusions of riparian shrubland, forested wetland pockets, and open shoreline features are incorporated where they can be achieved without compromising overall forest continuity.

Shallow Water Habitat

Shallow water habitat along the Willamette Cove shoreline is a priority for Tribal and community partners, and is a key aquatic conservation target, particularly for juvenile salmonids and other aquatic species. Design intent focuses on maintaining low-velocity nearshore conditions with appropriate river substrates, shallow water depths (generally less than one meter), and structural complexity provided by large wood and bioengineered bank features. The extent and configuration of shallow water habitat are closely coordinated with in-water remediation design, grading elevations, and long-term river dynamics.

The design emphasizes creating functional shallow water habitat in areas along the bank that offer natural benches between 10’ and 12’ (NAVD88) in the final remedial design, and through the incorporation of large wood, boulders, and native emergent planting within the bioengineered stabilization where possible. Shoreline access for people in these locations is limited to preserve the integrity of restored habitat areas while still allowing experiential connection to the river at carefully designed locations.

Juvenile salmon in shallow water habitat



Precedent image of an oak-madrone woodland

Future Action & Recommendations

The development of this master plan is the first step in realizing the Willamette Cove Nature Park. The following section provides recommendations and key next steps to move the project from the planning phase through design, construction and the long term operations and maintenance of the nature park.

Future Studies & Assessments

Geotechnical analysis

Additional geotechnical analysis will be required to support the design of any project element which requires a structural interaction with the landscape and upland remedial action, including; the restroom, overlooks, the picnic shelter, kiosks, and paving profiles. Completing this work at the onset of the design and engineering phase is recommended.

Topographic survey

A detailed topographic survey will be conducted after upland and in-water remediation is complete to confirm final grades, bank conditions, and cap elevations. This survey will provide the base information necessary for design development, permitting, and construction documentation.

Harmful Algae Blooms

While this plan focuses on the development of a nature park, its proximity to water may prompt additional studies or research with local agency partners on a variety of issues that may include harmful algae blooms.

Design Phase

Sites Certification and other Metro Policies

In order to meet Metro site development standards, the nature park will be designed to meet Sites Gold certification standards alongside other operational and policy requirements including; clean air construction standards, bird friendly construction standards, low carbon materials and construction career pathways program.

Engineering

Civil, structural, and water resource engineering will be required to advance trail alignments, water access features, utilities, stormwater management, and structural elements in coordination with remediation constraints and floodplain requirements.

Irrigation & Utilities

Design will include irrigation and utility systems to support establishment of restored habitats, park amenities, and operations while minimizing subsurface disturbance in accordance with remedial constraints and long-term maintenance demands. Metro irrigation standards will provide a basis of design.

Public Art

Metro's Parks and Nature department has a 1% for Art program that requires one percent of capitol construction funding to be dedicated to the design, fabrication and installation of public art. As part of the percent for art program, art should be considered at this site. There is an opportunity to work with Tribes and Indigenous community members to create art for the site. These opportunities should be explored further during design refinement.

Implementation

Coordination with Remedial Activities

Implementation of park improvements will be closely coordinated with upland and in-water remediation schedules, institutional controls, and post-cleanup monitoring requirements to ensure compatibility with long-term remedial requirements.

Permitting

Future implementation will require coordination with multiple regulatory agencies to acquire permits related to land use, floodplain development, shoreline and water quality protections, and railroad safety requirements. Please see the regulatory framework section on page 14 for more detailed information.

Right-of-way Improvements

Improvements within public rights-of-way along N. Edgewater Ave. adjacent to the public rail crossing will be coordinated with the City of Portland to support safe access, utilities, and regional trail connections.

Railroad Crossing Improvements

Upgrades to railroad crossings will be required to support safe pedestrian, bicycle, emergency, and maintenance access. On-going coordination with Oregon Department of Transportation, the City of Portland, and Union Pacific Railroad will be necessary to define design standards and approval pathways. Preliminary diagrams of potential crossing approaches are included in the appendix.

Historic and Cultural Resources Protection

All future ground-disturbing activities will comply with applicable state and federal requirements for cultural resource protection.

Inadvertent Discovery Plan

An Inadvertent Discovery Plan will be implemented during design and construction to guide response procedures if archaeological or cultural resources are encountered, including notification of Tribes and the State Historic Preservation Office.

Budget Constraints

Implementation will be informed by estimates of probable cost, capital improvement plan priorities and funding, and operational resources and constraints. Design changes may be required to align improvements with funding capacity.

Funding Sources

Potential funding sources may include Metro capital funds, grants, partnerships, and other public funding opportunities aligned with habitat restoration, access, and environmental justice goals.

Constructability

Design and engineering will consider site access, sequencing, remediation constraints, floodplain conditions, and railroad adjacencies to ensure that improvements can be permitted, safely and effectively constructed with standard means and methods achievable within the project budget.

Operations & Maintenance

Park Regulations

Park rules at Willamette Cove Nature Park will be consistent with Metro's Title 10 Parks and Nature Regulations, which govern the use of Metro's parks, cemeteries and natural areas by members of the public.

Pet policy

Metro's pets policy will be enforced consistent with Metro's Title 10 Parks and Nature Regulations. Dogs will be allowed on the regional trail only. Dogs will not be permitted on nature trails, restoration areas or water access points.

Signs

For public security and safety, hours of operation and regulatory signs will be installed at each access point, North Richmond Ave parking lot and North Edgewater Ave trailhead. An orientation map of the natural park will be installed at the parking area and at North Edgewater Ave to assist visitors and emergency and police response teams with wayfinding. Regulatory signs will include public use restrictions on pets, fires, camping, motorized vehicles, hunting, smoking, intrusive noise, plant collecting and other uses outlined in Metro's Title 10 rules. See the site features wayfinding section for additional information related to signage.

Safety and Security

Access Control

Vehicle access to the parking area will be controlled with automatic gates which will lock after hours. Open hours are sunrise to sunset. Automatic locks will be included on restrooms which will be locked at night. In areas where the site is adjacent to private property, boundary markers will be installed to clearly delineate the public/private edge. If social or demand trails develop that are not part of the adopted trail network will be decommissioned.

Emergency management

Emergency management at the site will be coordinated with local emergency response services. Additionally, an Incident Action Plan will be developed in coordination with local agencies, to assist cooperating agencies responding to a fire or an emergency at the site.

Monitoring & Maintenance

Park Facilities

Maintenance of the park should include cleaning the restrooms, litter pick-up, walking the regional trail, nature trails, water access points and general monitoring. Maintenance of the park should include upkeep of the restroom facilities, shelter, benches, picnic tables and signs, and maintaining or periodically mowing gathering spaces and stormwater facilities.

Trail Maintenance

Trail maintenance will improve trail safety and prolong the longevity of the trails. The trails should be monitored on a regular schedule to identify trail problems early, and to catch and decommission “social” or “demand” trails. The trails will be patrolled and inspected routinely to remove litter and identify potential areas of erosion and/or trail surface failure or pavement decline such as cracks and tree roots.

During the first year following construction of the trails, more frequent inspections should be completed to review the trail, drainage features and the potential for erosion. Ongoing trail maintenance activities will typically include clearing the trail surface and trailside vegetation to keep passages and selected views open, maintaining drainage features, overlook and culvert clearing and upkeep, litter and illegal dumping clean up, sign replacement, and closing “social trails” through the use of natural barriers and vegetation.

Habitat and Natural Area Management

After initial site restoration, ongoing natural area management is expected to include invasive plant control, especially near trails and along the perimeter of the property, monitoring for hazard trees and hazard tree removal, monitoring for and removing illegal trails and illegal camping, and trail network maintenance.

Adaptive Management Framework

Once the project is built, nature park and trail use should be monitored for appropriate use, and make sure that they function as intended. The trails and site features should be modified in the future to adapt to new information, new site conditions and a better understanding of how people and wildlife use the site. If issues are identified, they may require adjustments to managing the site and trail uses. Possible responses could include removing unauthorized trails, implementing seasonal trail closures or adapting allowed uses.

Harmful Algae Blooms

The Oregon Health Authority closely monitors the lower Willamette River and is responsible for notifying the public of harmful algae blooms. Metro’s Willamette Cove team closely monitors the Oregon Health Authority’s notices about harmful algae blooms in the lower Willamette. When an advisory is posted, Metro posts warning signs on Willamette Cove’s beach. These signs are usually placed within a day of the advisory being posted.

Annual operation and maintenance cost

The addition of this nature park to Metro’s portfolio is expected to require additional budget and staff time for the annual operation and maintenance of facilities and ongoing natural resource management.

These costs may be on par with other nature parks in Metro’s portfolio and ongoing operation and maintenance needs will be monitored and adapted to changes in visitor use as needed.

Long term Monitoring and O&M

For the upland cleanup, a cap inspection and maintenance plan, a contaminated media management plan, and a community and outreach plan will be developed. In addition to regular inspection, the cleanup action will be subject to periodic reviews, which provide an opportunity to evaluate the implementation and performance of the remedy to determine if it remains protective of human health and the environment.

For the in-water cleanup, long-term monitoring and maintenance of isolation caps placed on riverbanks and in-water areas will be conducted in perpetuity and monitoring for natural recovery will be conducted.

Partnership Opportunities

From education and research to restoration, there are many opportunities for partnerships to enhance the public benefit and community relationship with Willamette Cove nature park. Metro regularly works with community groups and organizations to do service and team building activities and with scouts and school groups to do hands-on service learning. We often work with service clubs, faith-based organizations, school clubs or classes, youth groups, community-based organizations, book clubs, hiking or walking groups and singles or other Meetup groups. Potential partnerships could be centered on culture and history of the site, habitat improvement and connectivity protection. Partnerships like the following could also be centered on site restoration or experiencing nature.

Tribal governments

Tribal consultation and engagement should be an ongoing part of this project in coordination with Metro’s Tribal Affairs program and Tribal Policy guidelines. Tribes should be consulted with respect to historic and cultural resource work and informed of project next steps before they begin to assess where they see opportunities for collaboration. For example, during the design phase Metro will collaborate with Tribes to best deliver the “gathering spaces”

Partner agencies

Metro operates as a regional government and regularly evaluates its program and operations in relationship to the surrounding park and natural resource providers. We will continue to work with local governments and other partners to understand how this property addresses regional recreation and ecological uplift needs.

Indigenous communities

Partnerships with local Indigenous community organizations should be explored. Coordination on developing art and interpretation could both be explored as well as stewardship opportunities

Community-based organizations

Willamette Cove is located in North Portland, where several community organizations are based. Once the nature park has been developed, there will be opportunities for these organizations to host outdoor programs and nature walks. Additionally, there are opportunities to explore partnerships to work together on parts of implementation, ongoing restoration and nature exploration.

Site Stewardship

Metro is committed to furthering people’s relationships with nature through hands-on experiences. Site-based opportunities strive to build appreciation and understanding of people’s relationships with nature by offering hands-on habitat restoration activities, guided tours, leadership programs, and support to community gatherings. Site stewardship and volunteers are important means of enhancing Metro’s operations capacity at its parks and natural areas. There is an opportunity to continue working with community organizations and leaders to be liaisons, tour guides and nature park ambassadors to welcome members of their community. These are opportunities to foster a reciprocal relationship in taking care of the land, trails and habitat areas. Metro works with volunteers to assist in restoration efforts in its parks and natural areas. Volunteers may perform ongoing monitoring to help assess and evaluate the success of restoration and other management activities. Other volunteer activities may include planting native trees and shrubs, invasive plant removal, creating habitat for wildlife and native seed collection. The nature park will be a great asset for North Portland community members, including students and teachers.

Nature Education

Metro has a well established nature education program in place to deliver site-based learning experiences that seek to increase individual and collective knowledge. Metro also partners and contracts with content and experience specialists to lead nature walks, forest bathing, plant or animal identification and other activities for the public and civic groups, and to deliver outdoor education programs such as school field trips.

Relationships with existing nature education providers should continue to be fostered as a means of leveraging existing resources thereby expanding opportunities for all. In some cases, established groups need natural places in which to conduct their own education programs. Metro should continue to work with partners to meet their needs. Community groups can help Metro activate Willamette Cove.

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Metro brings people together to shape the future of greater Portland and provides places, services and tools that work best at a regional scale. Led by an elected council, this unique government gives Oregonians a voice in their community.

Metro Council
600 NE Grand Ave.
Portland, OR 97232
503-797-1540
metro.council@oregonmetro.gov

Arts and events
Garbage and recycling
Housing and supportive services
Land and transportation
Parks and nature
Oregon Zoo

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Metro

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Appendix
Technical Studies and Reports

A) Capacity Assessment

B) N Edgewater Railroad Crossing Improvements

C) Early Assistance Meeting Notes

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Technical Studies and Reports

A) Capacity Assessment

knot studio

Bridging nature, culture, art, and sciences
Setting change in motion with information, story, and design

Memo

To	Jennifer D'Avanzo, Metro
From	Michael Yun, Knot Studio
Date	6/30/2025
Subject	Willamette Cove Capacity Analysis

Message

In order to support the master planning process, Knot Studio completed a capacity analysis for the Draft Preferred Alternative design. This analysis assessed the proposed nature trails and site amenities to determine an estimated maximum number of persons at one time. The estimated maximum persons at one time was then distributed across various travel modes to estimate the number of people arriving by car. A standard coefficient of persons per vehicle has then applied to estimate the maximum number of vehicles at one time. The following memo summarizes this effort.

DRAFT

350 SE MILL STREET SUITE 02 PORTLAND OR 97214 503 243 2060 WWW.KNOTSTUDIO.COM

ENVIRONMENTAL GRAPHIC DESIGN | LANDSCAPE ARCHITECTURE | LANDSCAPE ECOLOGY | ENVIRONMENTAL JUSTICE

Technical Studies and Reports

Trail Capacity

Trail capacity was determined for all nature trails proposed in the draft preferred alternative design. The regional trail was excluded in the capacity analysis because it functions more as a travel corridor as opposed to a site-specific amenity. The nature trails at Willamette Cove were divided by segment reach and given a reference ID number. The length of each segment was measured in feet.

Trail Length by Segment

Segment	*Length (ft)*
1	845'
2	114'
3	19'
4	1237'
5	1380'
6	174'
7	273'
8	45'
9	322'

The average number of persons per view (PPV) was determined based on the trail setting and experience needs of Willamette Cove Nature Park. The following tables describe trail encounters per hour based on the number of persons per view. These calculations assume that visitors travel at an average speed of 3 miles per hour on trails and that there are equal numbers of people traveling in both directions. Depending on the setting and experience goals, a wide range of encounters per hour may be appropriate. The first table describes a range of visitor density appropriate for experiences in wilderness and natural settings. The second table describes a range of visitor density appropriate for front country experiences including urban parks.

Back Country Trail Encounters and Persons Per View

Walk Speed (MPH)	*People Per Mile*	*Encounters Per Hour*	*PPV (150ft)*
3	0.08	0.25	0.0024
3	0.17	0.5	0.0047
3	0.33	1	0.0095
3	1.67	5	0.0473
3	3.33	10	0.0947
3	5	15	0.142
3	6.67	20	0.1894
3	8.33	25	0.2367
3	16.67	50	0.4735

DRAFT

Front Country Trail Encounters and Persons Per View

Walk Speed (MPH)	*People Per Mile*	*Encounters Per Hour*	*PPV (150ft)*
3	35.2	105.6	1
3	70.4	211.2	2
3	176	528	5
3	246.4	739.2	7
3	352	1056	10
3	528	1584	15
3	704	2112	20
3	1056	3168	30
3	1408	4224	40

Based on the site setting (a nature park within an urban area), and the experience goals (we heard widely from tribes and community that more natural experiences were desired), we determined that assuming a maximum number of 2 persons per 150' trail length would be appropriate. This would result in 211 encounters per hour or about 3.5 encounters per minute. On one hand, this number of encounters seems quite high, but on the other it is realistic maximum given the setting and context. It is also one of the lowest density standard coefficients used for front country experiences.

Each segment was divided by 150' and multiplied by this a coefficient of 2, resulting in a maximum number of persons at one time per trail segment. These were summed to determine a maximum capacity of nature trails for the proposed draft alternative design.

Trail Capacity by Segment

Segment	*Length (ft)*	*Capacity*
1	845'	11.27
2	114'	1.52
3	19'	0.25
4	1237'	16.49
5	1380'	18.40
6	174'	2.32
7	273'	3.64
8	45'	0.60
9	322'	4.29
Total Trail PAOT:		58.79

Amenities Capacity

Each proposed amenity was then identified and assigned a maximum PAOT number. This was determined by evaluating the intent of the design feature and allocating a reasonable estimate for desired capacity. Due to the early phase of amenity design, this allocation was approached.

Amenity Capacity by Feature

Feature	*Capacity*
Staging Area	4
Shelter	40
Children's Trail	10
Event Space 1	30
Nature Trail Interpretive Area	10
Dock	10
Overlook	20
East Entrance Trailhead	5
Event Space 2	20
Cove Beach	20
Total Amenity PAOT	169

Total Capacity

The capacity from the trails and amenities was then summed to produce an estimate of total site capacity in Persons At One Time units.

Total Site Capacity

Element	*Capacity (PAOT)*
Amenities	169
Trails	59
Total	228

Transportation Modes

The total site capacity was then distributed across a set of modes of travel. This step takes into account the range of travel modes that visitors are anticipate to utilize to arrive at the site.

Visitor Arrivals by Travel Mode

Travel Mode	*Driving*	*Biking*	*Walking*	*Transit*	*Water*	*School Bus*
Proportion of Visitors	35%	30%	10%	10%	5%	10%
PAOT per Mode	79.8	68.4	22.8	22.8	11.4	22.8

Total Vehicles

After distributing total visitors across modes of travel, it was determined that a maximum of 80 people would be arriving by car to the site at one time. This maximum was than multiplied by a standard coefficient of 3.13 persons per vehicle to result in a **maximum total vehicles at one time of 26**.

DRAFT

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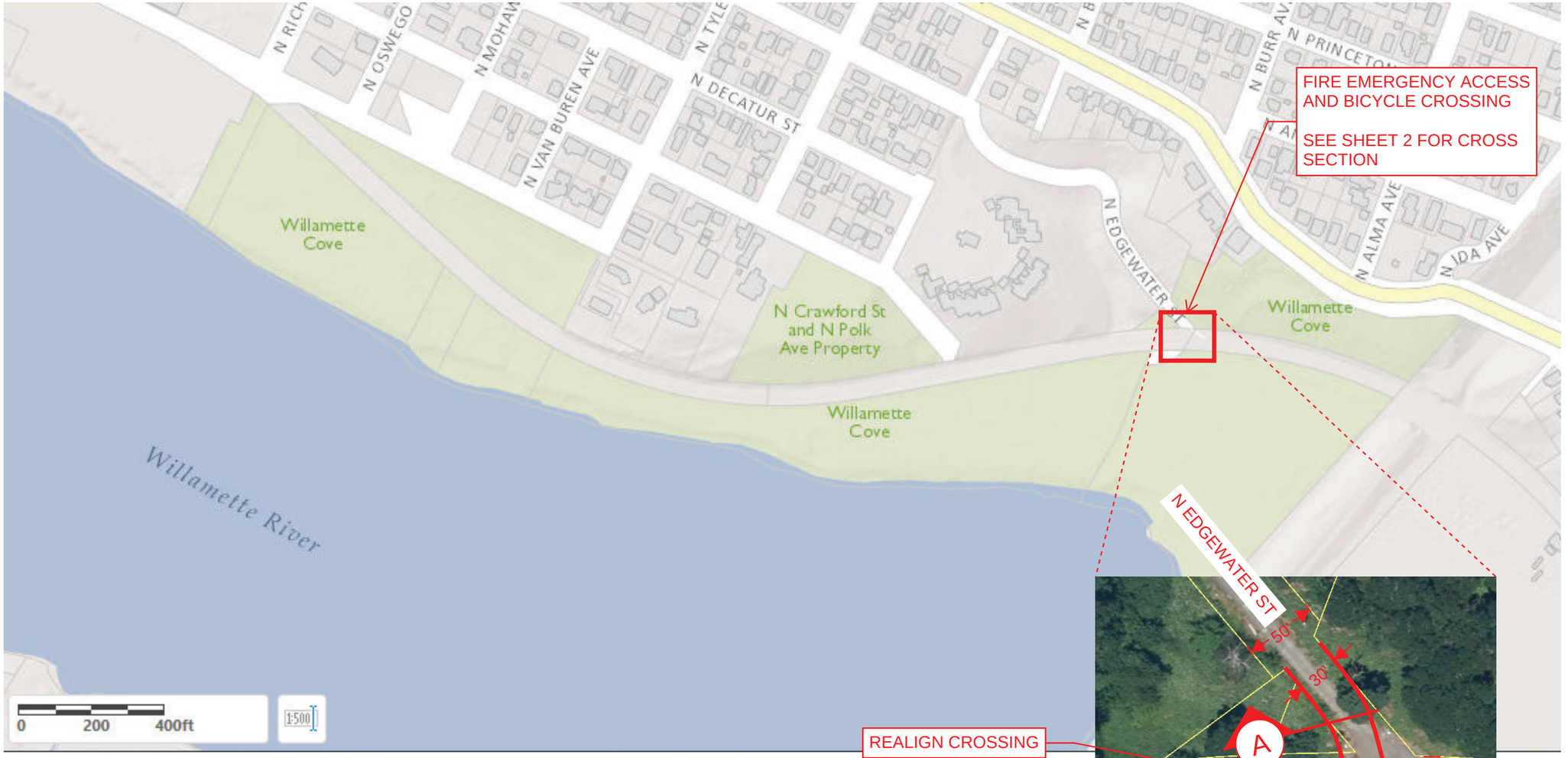
Technical Studies and Reports

B) N Edgewater Railroad Crossing

Technical Studies and Reports



kpff

Willamette Cove Railway Crossing Exhibit Map

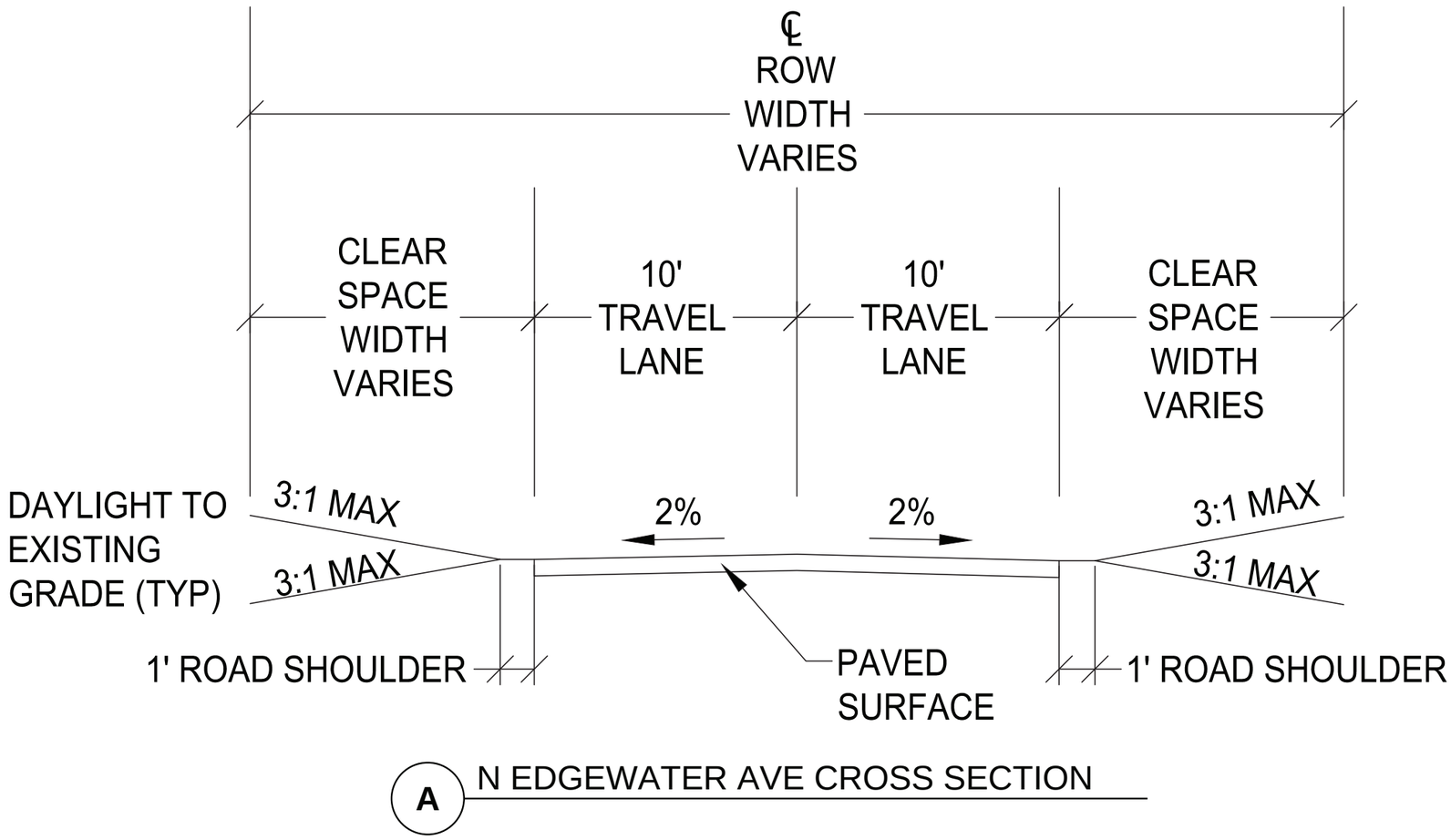
#2300330

EXHIBIT 01/02

10/08/2025

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix i** 13

Technical Studies and Reports



A N EDGEWATER AVE CROSS SECTION

kpff

Willamette Cove Railway Crossing
Edgewater Avenue Section

#2300330

EXHIBIT 02/02

10/08/2025

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix i** 15

Oregon Department of Transportation

RAILROAD-HIGHWAY PUBLIC CROSSINGSAFETY APPLICATION

STATUS ○ Draft ○ Final* ** Includes signature*

RAIL DIV. USE ONLY
APP. NO.

INSTRUCTIONS

If you need assistance in completing this form, please call the Commerce and Compliance Division in Salem at (503) 378-5849.

Check one of the following items. Complete Section 1, plus the section listed for that item. Only sections for checked items will appear on the following pages.

- ☐ 1. Closure of an existing railroad-highway public at-grade crossing.
- ☑ 2. Alteration or relocation of an existing public highway at an existing railroad-highway at-grade crossing.
- ☐ 3. Alteration or relocation of existing railroad track(s) at an existing public highway at-grade crossing.
- ☐ 4. Alteration of an existing separated railroad-highway public crossing.
- ☐ 5. Alteration of an existing railroad-highway public at-grade crossing by adding warning devices, including installation of automatic signals at a crossing.
- ☐ 6. Construction of a new public highway/pathway across an existing railroad track at grade. (Includes converting a private crossing to a public crossing.)
- ☐ 7. Construction of a new railroad track or tracks across an existing public highway at grade.
- ☐ 8. Construction of a new public highway above or below the grade of an existing railroad track. (Includes converting a private crossing to a public crossing.)
- ☐ 9. Construction of a new railroad track or tracks above or below the grade of an existing public highway.

Definitions:

- "Agency" means any state board, commission, department, or division thereof, or officer authorized by law to make rules or to issue orders, except those in the legislative and judicial branches.
- "APPLICANT" means a Public Authority in Interest or Railroad entitled under ORS 824.204, ORS 824.206 and ORS 824.210 to file an application for a crossing Order, seeking authority to construct, relocate, alter or close a railroad highway crossing. An APPLICANT is a PARTY.
- "Draft application": A completed, but unsigned, application for a crossing Order submitted by an Applicant seeking advance review of the application by "staff."
- "Highway" includes all roads, streets, alleys, avenues, boulevards, parkways and other places in this state actually open and in use, or to be opened and used for travel by the public. [ORS 824.200 (2)]
- "Party" means:
  - a. Any person or agency entitled as a right to a hearing before the agency.
  - b. Any person or agency named by the agency to be a party; or
  - c. Any person petitioning to participate before the agency as a party or in a limited party status whom the agency determines either has an interest in the outcome of the agency's proceeding or represents a public interest in such result.
- "Person," except as provided in ORS 823.037, means any individual, partnership, corporation, association, governmental subdivision or public or private organization of any character other than an agency.
- "Protective device" means a sign, signal, gate or other device to warn or protect the public, installed at or in advance of a railroad-highway crossing [ORS 824.200 (5)].
- "Public authority in interest", except in proceedings under ORS 824.236, means the state, county, municipal or other governmental body with jurisdiction over the highway crossing the railroad track. In proceedings under ORS 824.236, "public authority in interest" means the county, municipal or other governmental body that has primary zoning authority over the lands served by the crossing. [ORS 824.200 (6)].
- "Railroad" is defined in ORS 824.020, and includes logging and other private railroads.
- "Railroad Company" is defined in ORS 824.200 (8).
- "Staff" means any employee of the Department of Transportation's Commerce and Compliance Division.
- "Interested agency/person" is an individual, agency, or organization that is copied on docket information but does not have party status.

Click here to see a list of railroads in Oregon

Save

Oregon Department of Transportation

ILROAD-HIGHWAY PUBLIC CROSSINGSAFETY APPLICATION

DOCKET NO.
ODOT CROSSING NO.
US DOT NO.

Commerce and Compliance Division
3930 Fairview Industrial Drive SE, Salem, OR 97302-1166
Phone: (503) 378-5849 Fax: (503) 378-6880

SECTION 1: APPLICATION INFORMATION

This section must be filled out completely by applicant.

1.1 Applicant contact information

APPLICANT NAME			PHONE
Metro			
ADDRESS			FAX
600 NE Grand Ave			
CITY	STATE	ZIP	E-MAIL
Portland	*OR*	*97232*	*jennifer.davanzo@oregonmetro.gov*
CONTACT PERSON			PHONE
Jennifer D'Avanzo			*971.442.7515*

1.2 Construction contract status

☐ This project is to be constructed under a contract let by ODOT Highway Division.

1.3 Crossing information

This information can be found at

STREET OR HIGHWAY NAME	RAILROAD NAME
N Edgewater Ave	*Union Pacific - UP*
CITY	NAME OF TRACK
Portland	*Railroad Crossing Grade: Edgewater Ave*
COUNTY	RAILROAD MILEPOST
Multnomah	
ROAD AUTHORITY	PHONE
PBOT	

1.4 Railroad and public authority information

List contact information for the railroad and road authority directly affected by the project. (See definitions of "party," "public authority," "railroad" and "interested agency/person.") *Note: Pursuant to ORS Chapter 824, only a railroad or a public authority may file an application seeking authority to construct, relocate, alter, or close a railroad-highway crossing.*
To add another public authority, interested agency, or interested agency/person, click the "Add Another" button.

Railroad

NAME			CONTACT PERSON NAME	TITLE
ADDRESS			E-MAIL	
CITY	STATE	ZIP	PHONE	

Public Authority

NAME			CONTACT PERSON NAME	TITLE
ADDRESS			E-MAIL	
CITY	STATE	ZIP	PHONE	

ADD ANOTHER RAILROAD, PUBLIC AUTHORITY OR OTHER INTERESTED AGENCY/PERSON

1.5 Describe or attach the scope of the proposed project in detail:

The project will improve the at-grade crossing approaches and install cross bucks and signs.

1.6 Provide plans, profiles, and cross-section drawings of the proposed construction.

Engineered plans must be signed and sealed by a professional engineer (P.E.).

Number of plans attached

Save

1.7 Will a separated crossing be constructed? ☐ Yes ☒ No

IF NO, STATE REASONS WHY A SEPARATED CROSSING WILL NOT BE CONSTRUCTED:
The elevations for the park do not work and it is cost prohibitive.

1.8 Is there an alternate access route to the area to be served by the crossing? ☒ Yes ☐ No

IF YES, DESCRIBE THE ALTERNATE ACCESS ROUTE OR ATTACH A MAP IN THE MAP FIELD BELOW
The alternative access is about a mile away at the main entrance. People use this Edgewater crossing and to be safe we would like to have an safe railroad crossing for peds and bikes.

MAP

1.9 What is the purpose and need for the project?

Metro is creating a new nature park. The crossing will be for pedestrian, cyclists, railroad, and emergency access.

1.10 Upon completion of the project, will it be possible to close any existing grade crossings in the area? ☐ Yes ☒ No

EXPLAIN
The existing grade crossings in North Portland are used by residents, schools and businesses.

If yes, check Question 1 on Page 1 and complete Section 4.

SECTION 2: AT-GRADE PUBLIC CROSSING

2.1 Physical description of crossing

2.1.1 The Highway

Alignment: Describe the highway alignment for 500 feet on each approach

◉ North *or* ○ East of the track	DESCRIPTION: *N Edgewater Ave, a city road, is gated. It is comprised of concrete and asphalt. Used as M*
○ South *or* ◉ West of the track	DESCRIPTION: *This is a vacated road.*

Width: Describe the roadway cross-section configuration (must agree with plans):

From: ○ North *or* ○ East / **To:** ○ South *or* ○ West	NUMBER	**Present configuration** (width in feet)	**After construction** (width in feet)	**Surface type** (after construction)
Sidewalk		0	0	
Buffer (grass) strip		0	0	
Curb (include gutter)		0	0	
Shoulder		1	1	gravel
Bikeway		0	0	
Lanes	1	9	10	asphalt
Lanes		0	0	
Median		0	0	
Lanes	1	9	10	asphalt
Lanes		0	0	
Bikeway		0	0	
Shoulder		1	1	gravel
Curb		0	0	
Buffer (grass) strip		0	0	
Sidewalk		0	0	
		20	22	

Technical Studies and Reports

Save

Profile

states that the roadway approach at a distance of 30 feet minimum from the outside rail cannot be more than 3 inches lower or 3 inches higher than the top of the rail.

Will the roadway approaches comply with OAR-741-120-0020? ☒ Yes ☐ No

Sidewalks

Sidewalks must comply with the Americans with Disabilities Act (ADA) by providing safe, fully accessible facilities.

Will the sidewalks comply with the ADA? ☒ Yes ☐ No

Adjacent Roadways Within 500 feet (List public authority(ies) in interest in Section 1.4)

– Public roadway intersecting ○ South *or* ○ West of the track

NAME OF ROADWAY	DISTANCE FROM TRACKS
N/A	
PUBLIC AUTHORITY IN INTEREST	TRAFFIC VOLUME AADT

– Public roadway intersecting ◉ North *or* ○ East of the track

NAME OF ROADWAY	DISTANCE FROM TRACKS
North Edgewater Ave	
PUBLIC AUTHORITY IN INTEREST	TRAFFIC VOLUME AADT
City of Portland - PBOT	

Describe private driveways within 100 feet of the nearest rails and show on plans:

DESCRIPTION
NA

Are traffic signals (to be) installed at either of the the above intersections? ☐ Yes ☐ No

Vehicular Use of the Crossing

	PRESENT	ANTICIPATED
Average daily vehicle traffic count	<5	<5
Vehicle speed for each approach.	○ One-way ◉ Two-way ○	
	MILES PER HOUR: 15	○ South *or* ○ West of the track: MILES PER HOUR: 15

2.1.2 The Railroad

List track from North or East to South or West:

	NAME OF TRACK	ANGLE OF INTERSECTION	ELEVATION RELATIVE TO ADJACENT TRACK (MULTIPLE TRACK CROSSING)	DISTANCE FROM ADJACENT TRACK (MULTIPLE TRACK CROSSING)	ALIGNMENT TO CROSSING	NEAREST SWITCH CLOSER THAN 3000 FEET
1.	*At Grade Crossing: N Edgewater*					

Train use of crossing

Daily train movements over the crossing, average per day:

NAME OF TRACK	NUMBER OF MOVEMENTS	MAXIMUM SPEED AUTHORIZED	TYPICAL TRAIN SPEED OBSERVED	AVERAGE MAKEUP OF TRAIN (NO. OF CARS)
Freight train	5	10	5-10	120
Passenger train	0			
Switching movement	2	10	5-10	120

Devices to be installed at crossing

	MUTCD/ODOT REFERENCE	WHO WILL FURNISH THE DEVICE? (LIST QUANTITY		WHO WILL INSTALL THE DEVICE? (LIST QUANTITY)		WHO WILL MAINTAIN THE DEVICE AND PAY FOR MAINTENANCE? (LIST QUANTITY)		RESPONSIBILITY FOR COST OF FURNISHING AND INSTALLING THE DEVICE (INDICATE SOURCE OF FUNDS AND PERCENTAGE OF RESPONSIBILITY; MUST EQUAL 100%)			
	DEVICE CODE | DEVICE DESCRIPTION	RR	PA	RR	PA	RR	PA	RR	PA	OTHER	DESCRIBE OTHER
1.	*Concrete Barrier | Circular Concrete*										

Save

Click here to see an example illustration of crossing signs and markings

Applicant hereby requests an Order authorizing construction according to this application.

This application must be signed by an official of the public authority or railroad making application for an order. The signer must have contract signing authority for expenditure of funds to construct and maintain the proposed project.

PRINT NAME	TITLE	
SIGNATURE	SIGNED AT (CITY AND STATE)	SIGNATURE DATE

If you choose to submit this application electronically by clicking the Submit button, you agree that typing your name in the signature field and submitting from a password-protected e-mail account is the equivalent of a manual signature for the purposes of this application.

Print Form Save Submit by Email

735-9202 (2/2021) Railroad-Highway Public Crossing Safety Application Page of

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Technical Studies and Reports

C) Early Assistance Meeting Notes

City of Portland, Oregon - Portland Permitting & Development

1900 SW Fourth Avenue • Portland, Oregon 97201 | 503-823-7300 | www.portland.gov/ppd

PP&D – Early Assistance Summary Memo

Date: February 3, 2026

To: GARY SHEPHERD,
600 NE GRAND AVE
PORTLAND, OR 97232

METRO
600 NE GRAND AVE
PORTLAND, OR 97232

From: Bryan K. Tierney Office Support Specialist Portland Permitting & Development

Case File: **EA 25-101014**
Early Assistance Application for Project Site Located at N EDGEWATER ST, R263873, R324110, R324112, R324114, R324140, R324152, R324166, R502442

Please find attached project specific comments related to your Early Assistance application for the property identified above.

This Early Assistance Summary is neither a land use review nor a final decision regarding the proposed project. The information has not been supplemented or independently verified. Additionally, no site visit was conducted, notice was not provided to neighbors, and a full plan check of applicable development standards was not completed.

If you have questions about comments included in the attached memo(s), please contact the representative identified in the memo. Please note that these comments are based on the information submitted at the time of application. If you have questions regarding the proposal beyond those covered in this summary report, or if your proposal changes in scope or configuration and you have additional questions, an additional early assistance application and review must be requested in order to get responses.

Upcoming Legislative Changes

Following is a list of upcoming legislative Bureau of Planning and Sustainability projects that propose to amend the Zoning Code, Tree Code, and/or Zoning Maps. Your project will be reviewed under the code in effect at the time of submittal of building permit or land use review. The notes are addressing the code in effect at the time of your early assistance application, and that code may change between the time of your early assistance application and submittal of a permit or land use review. It is recommended that you review these code projects to determine impacts on your proposal.

- The **Columbia Corridor and Industrial Lands (CCIL) Environmental Overlay Zone Project** will adjust the location of environmental overlay zones in the Columbia Corridor and other industrial areas to match the locations of streams, wetlands, sloughs, vegetation and wildlife habitat. The CCIL Ezone Project is coordinating with a citywide Economic Opportunity Analysis (EOA), which will ensure that Portland has adequate industrial and employment lands to accommodate future job growth. More information, including updated draft Ezone maps, are available on the project website: About the Columbia-Industrial Ezone Project | Portland.gov

- **Regulatory Improvement Code Amendment Package 11 (RICAP 11)** is the most recent installment of an ongoing series of updates and improvements to Portland's land use regulations.

The purpose of this series is to remove barriers to development across the city. The RICAP 11 workplan contains over 50 items for possible regulatory improvement, with an emphasis on three themes: parking, exterior areas, and general regulatory improvement. Hearings on draft code amendments are expected in Fall/Winter 2025, with an anticipated effective date of March 1, 2026. More information is available on the project website: Regulatory Improvement Code Amendment Package 11 (RICAP 11) | Portland.gov

- The **Public Infrastructure Environmental Code Project** will incorporate refinements to the Environmental Zones, River Overlay Zones, and the Pleasant Valley Resources Overlay Zone chapters of the Zoning Code to facilitate needed improvements to public infrastructure and to allow for management of trees, vegetation, and other natural resources in publicly owned and maintained natural areas. Hearings on the draft amendments are expected in Winter 2025/2026. More information is available on the project webpage: Public Infrastructure Environmental Code Project | Portland.gov

- The **Central City Code Amendments Project** will address key issues by exploring ways to foster more housing and support business activity in the city core. This project will make strategic updates to the Central City 2035 Plan. The vision is to lay the foundations for a vibrant Central City where people want to live, work and play. The project will facilitate housing production by removing barriers to development and redevelopment; expand opportunities for business access, creation, and expansion; and prioritize equitable development approaches to support our most underserved communities. More information is available on the project webpage: Central City Code Amendments Project | Portland.gov.

- The **Critical Energy Infrastructure (CEI) Hub Policy Project** will update Comprehensive Plan policies and development rules to address issues related to bulk liquid fuel facilities in the CEI Hub. These changes aim to regulate bulk liquid fuel facilities and make the existing facilities safer. More information is available on the project webpage: About the Critical Energy Infrastructure (CEI) Hub Policy Project | Portland.gov.

Building Codes

Please note that the comments provided herein do not address building and mechanical code related issues per the Oregon Residential, Structural, and Mechanical Specialty Codes. These codes may have an impact on your proposed design, especially with regard to exterior openings or projections that are close to property lines not along a public right of way. For early assistance with building code related items, you may request a separate Life Safety Preliminary Meeting. Additional information is included in the request packet located online at https://www.portland.gov/ppd/early-assistance/life-safety-preliminary-meetings. Please be aware of which Oregon Residential, Structural and Mechanical Specialty Codes will be in effect at the time of your building permit submittal. More information about current and future code adoption can be found here: https://www.oregon.gov/bcd/codes-stand/Pages/index.aspx

Portland Housing Bureau Financial Incentives

The Portland Housing Bureau provides financial assistance for various development phases to both nonprofit and for-profit affordable housing developers (typically multi-dwelling rental housing). For more information, go to the following link: portland.gov/phb/inclusionary-housing.

Tree Requirements

For more information on Urban Forestry Tree Requirements please use the following link: www.portlandoregon.gov/trees/earlyassistance. These requirements refer to any early assistance meetings or land use reviews that will involve street trees, heritage trees, and trees on City-owned or City-managed sites.

City of Portland, Oregon - Portland Permitting & Development

1900 SW Fourth Avenue • Portland, Oregon 97201 | 503-823-7300 | www.portland.gov/ppd

PP&D – Early Assistance Land Use Planner Response

Date:	January 26, 2026
To:	Gary Shepherd 600 NE Grand Avenue Portland, OR 97232
From:	Morgan Steele | City Planner 503-865-6437 | Morgan.Steele@portlandoregon.gov Amanda Rhoads | City Planner 503-865.6514 | Amanda.Rhoads@portlandoregon.gov
Case File:	EA 25-101014
Location:	Willamette Cove Park
Property ID:	R263873, R324110, R324112, R324114, R324140, R324152, R324166, R502442
Zoning:	*Base Zone*: Open Space (OS) *Overlay Zones:* Environmental Conservation (c), Greenway River General (g), Greenway River Water Quality (q)
Proposal:	Metro is proposing to develop Willamette Cove Nature Park, located along the east bank of the Willamette River after it has been remediated. The 24-acre project area will create a public park that provides river access, trails, habitat restoration, and supporting site amenities.

Please contact me with questions regarding this memo, or if I can be of further assistance as you move forward with your proposal.

Limitation:
This letter serves as a summary of the information we discussed at the Early Assistance appointment on January 14, 2026, and is intended to highlight preliminary requirements and next steps. This summary is advisory and preliminary in nature and is neither a complete land use review nor a final decision regarding the project. This summary is based on the preliminary information you provided Portland Permitting & Development staff. I have not supplemented or independently verified this information. Additionally, no site visit was conducted, notice was not provided to neighbors, and a full plan check of applicable development standards was not completed. Any future land use review application for your proposed project must include the necessary plans, elevations, detail drawings, a narrative addressing the approval criteria, and fees.

The information provided at your appointment was based on the current Zoning Code. It is possible that the code could change before you apply, and those changes could affect your proposal. Your land use review application will be reviewed based on the Zoning Code in effect when you submit your application.

Technical Studies and Reports

Relevant Land Use Review History. City records indicate the following land use history for the subject site. It is the applicant's responsibility to demonstrate compliance with past applicable conditions of approval.

- **LU 78-001726 (CU 039-78):** Approval of a Conditional Use Review.
- **LU 89-005364 (GP 008-89):** Approval of a Greenway Review for a film park.
- **LU 93-010484 (LU 93-00485):** Approval of a Greenway Review for the environmental clean-up of the site which includes the placement of three-foot-deep fill cap and an armored cap (riprap) on the river.
- **PR 15-207133:** Approval of a Remedial Action Exempt Review for a Phase 1 Removal Remedial Action for excavation and removal of approximately 2.55 acres of contaminated surface soils to a depth of 0.5 to 3 feet at river mile (RM) 6.0-6.5 of the Willamette River (Willamette Cove). Removal is proposed in 5 target excavation areas.

A. Key Issues Applicable to this Project/Site:

Conditional Use Review:

- **Type III Conditional Use Review required.** Per Zoning Code section 33.100.100.B.2, Parks and Open Areas uses are allowed by right in the Open Space (OS) zone. However, certain accessory uses and facilities which are part of a Parks and Open Areas use require Conditional Use Review. This list includes parking areas. To establish a new Parks and Open Areas use with a conditional parking area, a Type III Conditional Use Review is required (33.815.040.A.1). The current fee for a Type III Conditional Use Review for a new use is $30,914. Fees change annually, usually on July 1.

  Due to a new sentence in the code, the scope of the review and the future thresholds for Conditional Use Review are limited to that conditional element, the parking area. Zoning Code Section 33.815.040.B.1 states:

  > *In cases where the use on the site is allowed but a particular development or facility requires a conditional use review, a conditional use review is not required for alterations to allowed development unless the development was specifically conditioned or required to support the development or facility that requires the conditional use review.*

  This means that, unlike in the past, the rest of the park will not in the future be encumbered by conditional use thresholds for future review. Only future alterations to the parking area, or an addition of a new conditional facility, would trigger review. Further, since this is the case, we will be focusing only on the conditional facility in the land use review, not the entire park.
- **Mandatory Pre-Application Conference**. **A Pre-Application Conference is required before submitting a Type III Conditional Use Review application (33.730.030.A).** The January 14, 2026 Early Assistance meeting does not satisfy the Pre-Application Conference requirement. The current fee for a Pre-Application Conference is $8,391. Fees change annually, usually on July 1.
- **Approval Criteria**. The approval criteria for a Conditional Use Review are in 33.815.100.A-D, and the Type III land use review process is summarized here: https://www.portland.gov/bds/documents/type-iii-land-use-procedure/download.

Overlay Zone Requirements:

- **Greenway Overlay Regulations:**
  Found at https://www.portland.gov/sites/default/files/code/440-greenway_0.pdf
  - **Greenway Review:** This project site is in the Greenway River Water Quality and River General overlay zones. New development, within these zones, must be approved through a Type II Greenway Review (33.440.310.A).
  - **Greenway Review Approval Criteria:** Your written narrative, submitted for Greenway Review, must include detailed, project specific findings for each of the applicable Greenway Approval Criteria. Per 33.440.350.A, findings must be included for each of the Willamette Greenway Plan Design Guidelines. **Please note a mitigation plan is required demonstrating that all impacts to resources will be adequately compensated for.**
  - **Resource Inventory and Site:** Natural resources which have been identified by the City for protection in the Greenway overlay zones are listed in the Resources which have been identified by the City for protection in the Greenway Zones are listed in the *Lower Willamette River Wildlife Habitat Inventory* (1986) within Resource Sites 7.1A). You should include this information in your application for Greenway Review, in the description of resources which might be impacted by the proposed development.
  - **Greenway Development Standards:** Applicable standards in Zoning Code Section 33.440.210 - 260 must be addressed and met at the time of land use or permit review. Per 33.440.230 the landscaping requirements will be triggered for the new development. Therefore, you will need to provide a landscaping plan showing how the site is currently meeting or will be brought into conformance with the landscaping standards of 33.440.230.
- **Environmental Overlay Regulations:**
  Found at https://www.portland.gov/sites/default/files/code/430-envir.pdf

  There is a portion of the subject site located in an Environmental Conservation overlay zone (north of the railroad tracks and near N Edgewater Street). Please see the attached Zoning Map. Be sure to copy these zoning lines and designations precisely onto all site plans.
  - **Environmental Development Standards:** Based on information from Transportation, there may be a re-rerouting of N Edgewater Street. Development Standards in Zoning Code Section 33.430.175, *Right-of-Way Improvements* may apply to right-of-way work in the Environmental Zones. It is unclear at this time if development standards can be met. Any standards that cannot be met will be subject to Environmental Review.
  - **Approval Criteria:** Based on the information presented for the Early Assistance appointment, it is unclear if the improvements will require Environmental Review. If Environmental Review is required, you will need to demonstrate how the improvements will meet the Approval Criteria listed in Zoning Code Section 33.430.250.A. Please provide findings for each of the criteria in the narrative portion of your Environmental Review application.
    - In the narrative description of the proposal, list each of the Environmental Development Standards that are not met by your proposal, to identify the focus of the Environmental Review.
    - An application for Environmental Review must include an alternatives analysis. This analysis should consider alternative right-of-way alignments and construction methods and evaluate each alternative on the basis of its impact on the resources and functional values at the site—especially trees.

  - A narrative (and graphic) construction management plan is required that identifies measures that will be taken during construction to protect the remaining resources and functional values at and near the construction site. Plans must clearly show where construction access will be for the development, as well as where materials will be stockpiled during construction. Plans must show a temporary construction fence surrounding these construction areas. Plans must show all proposed grading and areas of cut and fill.
  - Mitigation must be provided, proportional to the area of impacts, and to replace similar types of resources impacted by the proposal. A narrative (and graphic) Mitigation Plan is required, comparing mitigation proposed to impacts.
- **Resource Inventory and Site:** Natural resources which have been identified by the City for protection in the Environmental Zones are listed in the *East Buttes and Terrace Natural Resource Inventory* (2022) within Resource Site EB2, Willamette Cove Bluffs. You should include this information in your application for Environmental Review, in the description of resources which might be impacted and/or enhanced by the proposal– specifically trees.
- **Required Site Plans (Greenway and Environmental Reviews):** You will need to prepare an Existing Conditions Plan, a Proposed Development Plan, a Construction Management Plan, and a Mitigation/Planting Plan for your Environmental Review & Greenway Review application. **The plans should clearly show the ordinary high-water line, mapped top of bank, and the Greenway Setback** (see 33.440.210.B.2 for delineating the Greenway Setback in the River Water Quality overlay zone) within the vicinity of the work area. The top of bank can be determined by referencing either the top of bank definition found in Section 33.910, *Top of Bank* or the measurement protocol found in Section 33.930.150, *Measuring Top of Bank*. Please use the Greenway Review Submittal Checklist and Environmental Review Submittal Checklist as a guide in preparing site plans for your application.

Process: This is a proposal for a public park, trail, and associated development in the Greenway and Environmental overlay zones. According to Zoning Code Section 33.430.230, Environmental Reviews for rights-of-ways require approval through a Type II review procedure. A Type II Greenway Review will also be required (33.440.330) for new development in the Greenway overlay zone. The two reviews will be processed concurrently through one Type II review procedure.

As noted above, the Conditional Use Review will be a Type III review procedure. You may elect to run all three reviews (as applicable) under the Type III review, or you may run them separately but at the same time.

Major Public Trail Requirement:

Major Public Trail Regulations: found at https://www.portland.gov/sites/default/files/code/272-rec-trails.pdf

The subject site contains a Major Public Trail designation in the northern portion of the site, running east to west, adjacent to the railroad tracks. According to Zoning Code Section 33.272.030, dedication and subsequent construction of a Major Public Trail is determined by calculating the Rough Proportionality for the site. This is done by utilizing the Rough Proportionality Administrative Rule in conjunction with the Rough Proportionality Worksheet (links below). Major Public Trails are also addressed in 33.440.240.
Administrative Rule: https://www.portland.gov/sites/default/files/2021/permanent-rule-determination-of-rough-proportionality-for-major-public-trail-requirements_final_signed_071018.pdf

Worksheet:https://www.portland.gov/ppd/documents/zoning-code-information-guide-rough-proportionality-major-public-trails/download

B. Development Standards

The development standards that will apply to the potential project include, but are not necessarily limited to, those from the following chapters:

- 33.100. Open Space Zone
- 33.248. Landscaping and Screening
- 33.266. Parking and Loading
- 33.430. Environmental Zones
- 33.440. Greenway Overlay Zone
- 11.50. Trees in Development Situations
- Zoning code chapters are available online at: https://www.portland.gov/code/33.
- Tree Code chapters are available online at: https://www.portland.gov/code/11.

C. Responses to Additional Questions You Asked:

1. The site will be cleared of trees and vegetation from the in-water and upland cleanup actions. Mitigation plantings will be associated with the in-water and upland approved remedies. How will that future "to be" existing condition impact implementation of Greenway permitting and Title 11 standards?

   Staff Response: Based on conversations at the Early Assistance appointment, the site will be cleared as part of the remedial action activities to manage contamination at the site and the planting/habitat regimes presented as part of this EA will be used to meet substantive requirements of the Remedial Action Exempt Review. In other words, staff does not see approvability issues based on the proposed development presented for this EA.

2. Metro is improving the railroad crossing at N Edgewater. The plan is to have a perpendicular crossing. Metro owns two small parcels, (Property IDs R324140 and R324114) to accommodate the maneuvering of the road if additional right of way is needed. Metro is currently coordinating with Union Pacific. How is the City involved – through regulation or otherwise – in that railroad right of way matter?

   Staff Response: See Transportation response. As noted above, these properties and a portion of the right-of-way have Environmental Overlay zoning. See comments above.

3. How is the City's section 33.272 Major Public Trails code implicated or otherwise not applicable? Metro is a municipal government and regional park provider and would not be ceding regulation or dedicating property to the City (as contemplated by 33.272), as this is part of a trail project.

   Staff Response: See Major Public Trail section above.

To submit land use reviews and other LUS applications:

When you are ready to submit a land use review application, please see the Portland Permitting & Development Website for current submittal requirements:https://www.portland.gov/ppd/land-use-review-fees-and-types/land-use-reviews-and-final-plat-applications.

Land use review applications can be submitted via email to LandUseIntake@portlandoregon.gov. A Land Use Services technician will contact you with instructions for providing payment.

To submit permits (after any required land use review decision is final):

When you are ready to submit a permit, please see our website for updated information on how to apply for permits: https://www.portland.gov/ppd/permit-review-process/apply-permits.

Handouts and Additional Information:

- Zone Map
- Zoning Code: https://www.portland.gov/code/33
- Additional information and application forms are available online at https://www.portland.gov/ppd/zoning-land-use
- Fee Schedule: https://www.portland.gov/ppd/current-fee-schedules#toc-city-of-portland-fee-schedules
- Electric Service Requirements. Information on electric service requirements for properties served by PGE, can be found at the following link: https://www.portlandgeneral.com/construction/electric-service-requirements; and information on electric service requirements for properties served by Pacific Power can be found at the following link: https://www.pacificpower.net/content/dam/pcorp/documents/en/pacificpower/working-with-us/PP_Developer_and_New_Service_Checklist.pdf.

  Please note that the service requirements included in these links may not cover all requirements associated with your project. Applicants should contact the PGE Service Coordinator at 503-736-5450 or the Pacific Power Business Center at 888-221-7070 to identify issues that are specific to your project and to coordinate electric service requirements.

  PGE requires minimum clearances from electric wires, conductors and cables. Please be aware of these clearances by calling PGE at 503-736-5450.

  More information on PGE Minimum Clearance Requirements: https://www.portland.gov/ppd/documents/why-you-should-respect-portland-general-electrics-power-line-clearances.

City of Portland, Oregon - Portland Permitting & Development

1900 SW Fourth Avenue • Portland, Oregon 97201 | 503-823-7300 | www.portland.gov/ppd

Transportation Early Assistance Response

Date: January 21, 2026
To: Gary Shepherd, Oregon Metro
503-797-1600, gary.shepherd@oregonmetro.gov
From: Tammy Boren-King, PP&D, Public Works- Transportation
503-823-2948, tammy.boren-king@portlandoregon.gov
Case File: EA 25-101014
Location: N EDGEWATER ST
R#: R263873, R324110, R324112, R324114, R324140, R324152, R324166, R502442, R324110
Proposal: Metro is proposing to develop Willamette Cove Nature Park, located along the east bank of the Willamette River after it has been remediated. The 24-acre project area will create a public park that provides river access, trails, habitat restoration, and supporting site amenities. Please see the attached narrative for additional project information.

Transportation staff have reviewed the application materials to identify potential issues and requirements. The response is presented in the following order:

A. Key Issues and Submittal Requirements
B. Responses to Applicant Questions
C. Approval Criteria
D. Required Public Improvements, Dedication, and Driveways
E. Public Works Permit Process
F. Building Permit Information
G. Appeals (Public Works Alternative Review Information)

A. Key Issues and Requirements

1. This response is broken into two main topic areas- Land Use Approval Criteria and Public Improvement Requirements.

Land Use Approval Criteria

2. The use is allowed by right in the Open Space zone. 33.100.100.B.2 states

2. Parks And Open Areas. This regulation applies to all parts of Table 100-1 that have note [2]. Uses in the Park And Open Areas category are allowed by right. However, certain accessory uses and facilities which are part of a Park And Open Areas use require a conditional use review. These facilities are listed below.
   a. Swimming pools.
   b. Cemeteries, including mausoleums, chapels, and similar accessory structures associated with funerals or burial.
   c. Golf courses including club houses, restaurants and driving ranges.
   d. Boat ramps.
   e. Parking areas.
   f. Recreational fields for organized sports. Recreational fields used for organized sports are subject to the regulations of Chapter 33.279, Recreational Fields for Organized Sports.

The proposal includes a parking area, which triggers the conditional use review. Staff note the entire park is not subject to review, only the parking area.

There are no transportation related approval criteria for Greenway Review or Environmental Review.

3. The transportation related conditional use review criteria are found in 33.815.100.B. A transportation impact study (TIS) prepared by an Oregon licensed traffic engineer is required to address these criteria. Please see the attachment at the end of this document for additional information about the TIS scoping process. Please have the project's traffic engineer submit the scope for approval by PBOT prior to conducting any data collection. What data will need to be collected will be determined during the scoping process. In this situation, it may be more appropriate to use data from existing publicly owned natural areas than to rely on industry standard data like the Institute of Transportation Engineers (ITE) Trip Generation Manual. What data to use will be addressed through the approval of the TIS scope by a PBOT traffic engineer. Should the traffic consultant have questions, please have them reach out to PBOTDevRevTrafficScopes@portlandoregon.gov.

Staff emphasize the TIS is limited to the parking area, not the use as a whole.

4. Staff further note the on-street parking impacts evaluation factor has been removed from the zoning code. This evaluation factor was removed when the City Council removed parking mandates for all by right allowed uses from the zoning code. The CU approval criteria still require the applicant team to document the transportation system is capable of supporting the parking area. They no longer require the park to document the parking area provides sufficient on-site parking to handle anticiapted demand generated by the park, which is allowed by right. If the applicant team would like to discuss parking or the transportation related approval criteria, feel free to call or email me. 503-823-2948, tammy.boren-king@portlandoregon.gov.

5. The TIS document should be submitted no later than the time of land use application. Please note the TIS will be reviewed by PBOT, not by PP&D staff, which can take additional time and coordination.

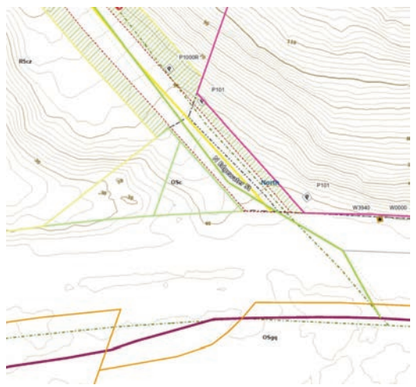
6. The N Richmond St. ROW stub is partially within this site's frontage and partially within the frontage of 8524 N Crawford St. Access must be maintained to both properties. The site plan has a number 2 showing a gate. Given the scale of the plan, it is difficult to determine specifics. This gate should be designed to allow the neighboring property continued access, which staff understands is the applicant team's intent.

7. Transportation staff note that the submitted materials show a realignment of the N. Edgewater St. rail crossing through the "c" zone approximately 50-ft west of the current location. Transportation staff support realigning the crossing to increase safety as needed. Staff assume the realignment will include removal of the existing roadway. Projects that create new right-of-way or realign a roadway may require approval through environmental review. Staff defer to Land Use Services for approval criteria and process details. If new right-of-way dedication is needed to accommodate the realignment, that is a simple process. Vacation of existing right-of-way is very time and labor intensive. If the applicant team wants to discuss anything about dedication or vacation, please feel free to reach out.

Proposed

Existing

LIDAR Derived contours



8. METRO representative Jennifer D'Avanzo is listed as the owner's agent for this EA request. Based on emails forwarded by PBOT Rail Coordinator Kaitlin Littleford, Jennfier D'Avanzo is coordinating with Union Pacific on the railroad permit process. Correspondence included Union Pacific, ODOT Rail, and METRO staff discussing the status of the crossing.

   At the time of this writing, staff believe N. Edgewater St. is a public crossing. Decisions regarding the crossing are made by the railroad and communicated to ODOT Rail and the applicant, with ODOT Rail issuing an updated rail crossing order to document the decision. Permitting and construction within the rail right-of-way are outside City authority, while construction of abutting improvements within public right-of-way is under City jurisdiction.

   Staff assume the railroad will require the crossing to be realigned to some degree. This may necessitate partial realignment of N. Edgewater St. and dedication of new right-of-way as well as removal of the existing pavement. Staff anticipate the realignment will be completed under a public works permit within newly dedicated right-of-way and will not meet a standard roadway cross section. A public works alternative review will therefore be required prior to permit submittal. Once railroad requirements are clarified, staff recommend METRO apply for an alternative review addressing the realigned street design. Questions may be directed to Tammy Boren-King (tammy.boren-king@portlandoregon.gov) during project development. If the realignment triggers environmental review, the alternative review must be completed prior to land use submittal.

Public Improvement Requirements

9. Per 17.88.020 and TRN-1.30, Thresholds for Frontage Improvements and Dedication, non-exempt alterations to a site are required to provide a standard full width improvement, including sidewalks, and may require dedication to allow the full width improvement to be constructed. The anticipated trip generation from a proposal is determined using Appendix A of TRN-1.30. Standard improvements are based on the requirements of *PBOT Development Review Manual to Creating Public Streets and Connections* and the *Portland Pedestrian Design Guide*.

   In this case, the land is vacant and has been for more than 3 years. Creating any new use on the site will result in an increase in trips. As such, a full width standard improvement is required to the satisfaction of the City Engineer, including dedication to accommodate that improvement.

   Any work that is needed in the City of Portland ROW has to either be built through an LID, CIP, or public works permit. Staff is aware of the N. Richmond and Crawford LID which will upgrade the rail crossing at N. Richmond Ave, but is not aware of a City CIP or LID to do work to N Edgewater St. As such, staff assumes the right-of-way work needed at the Edgewater crossing will be through a public works permit.

10. **Rail Crossings:** The site has access on the stub ends of N Richmond Ave. and N Edgewater St. Access to the site from either requires crossing rail road tracks owned by Union Pacific Rail Road (UPRR). All rail crossings require approval by the rail road.

N Richmond Ave:
The N Richmond Ave. crossing is part of the N Richmond Avenue & Crawford Street Local Improvement District | Portland.gov. Improvements to the rail crossing will be built by this Local Improvement District (LID). The project is currently at the early design phase, but will include work within the tracks themselves. The development will not be required to make improvements to the N. Richmond Ave. crossing beyond the LID.

N Edgewater St.
Secondary fire access and pedestrian/bicycle access is planned from N Edgewater St. Based on the submitted information, METRO is already working with UPRR on potential upgrades to the rail crossing at this location that may include realignment of the roadway. Please continue to cc pbotrailcoordinator@portlandoregon.gov on those efforts.

Staff assume a large portion of the work to realign N Edgewater St. will be through a public works permit in newly dedicated right-of-way. Staff also assume the roadway will not be built to a standard cross section with on street parking and sidewalks on both sides of the roadway. As such, a public works alternative review will be needed prior to submittal of the public works permit. Once the permit review process with the rail road has progressed sufficiently to understand what changes will be required by the railroad, then staff recommend METRO submit for a public works alternative review process regarding the specific design of realigned N Edgewater St. Please feel free to reach out to Tammy Boren-King (tammy.boren-king@portlandoregon.gov) through out project development with any permitting or cross section questions. Since the realignment will trigger an environmental review, the public works alternative review step needs to be completed prior to land use submittal for the environmental review.

11. Street Improvements:

N Richmond Ave: The development will not be required to make improvements to the N. Richmond Ave. beyond the LID.

N Edgewater St: N Edgewater St. is not currently open to vehicle traffic past N Edgewater Ave. There is a gate over the roadway. Based on City GIS, there is an uncurbed paved street approximately 22-ft in width within a 50-ft right-of-way. It is unlikely that full width street or sidewalk improvements will be required at this location, though it is highly likely at least some improvements will be required as a result of the conditional use review. There is not sufficient information at this time to make a determination regarding what the improvements will be; that requires review of the land use application including the TIS. With that said, the types of improvements that may be triggered in these types of situations include (but might not be limited to) the following:

-If the roadway is not sufficiently wide to serve as fire access, then widening maybe necessary. If the Fire Bureau accepts the roadway as sufficiently wide, no parking signs may need to be installed.
-Signage at the closest intersecting street (N. Willamette Blvd) may be needed to clarify there is no vehicle access to the park at this location and there is no vehicle turn around available.

-Lighting improvements may be needed to ensure safe pedestrian and bicycle access. The following comments were provided by Valency Astris, PBOT Street Lighting Design:

Lighting recommendations if Edgewater is pedestrian/bicycle access and fire access only?
Lighting to multi-use path guidelines

Lighting recommendations if Edgewater is rebuilt as a full public street open to the public?
Lighting to woonerf guidelines (multi-use path horizontal + vertical)

Lighting may be needed at the rail crossings depending on the outcome of the review with the railroad. Some decision making is likely to be driven by the City's application for a quiet zone associated with the Richmond and Crawford LID. Quiet zone applications can trigger upgraded rail crossings involving lighting.

B. Responses to Questions Submitted by the Applicant

1. **Metro is improving the railroad crossing a N Edgewater. The plan is to have perpendicular crossing. Metro owns two small parcels (Property IDs R324140 and R324114) to accommodate the maneuvering of the road if additional right-of-way is needed. Metro is currently coordinating with Union Pacific. How is the City involved – through regulation or otherwise – in that railroad right-of-way matter?**
The railroad will determine what improvements are needed for the crossing. Staff's understanding is the railroad does all work within their right-of-way. Since the existing roadway is uncurbed, any work within City of Portland public right-of-way will require a public works permit. As the design development progresses, please feel free to continue to coordinate with tammy.boren-king@portlandoregon.gov.

C. Approval Criteria and Land Use Submittal Requirements

The applicant shall submit a written narrative adequately addressing the applicable zoning code approval criteria listed below for the required reviews:

Title 33 Approval Criteria	Code Citation and Link	Staff Notes
Conditional Use-	33.815.100.B	Transportation Impact Study required. See Attachment A
33.266 Parking, Loading, And Transportation And Parking Demand Management	33.266	Includes bicycle parking, loading, and transportation demand management standards. Provides standards if vehicle parking is proposed.
Loading	33.266.310	Loading Demand Study is required. See Attachment C

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Title 33 Approval Criteria	Code Citation and Link	Staff Notes
Transportation and Parking Demand Management for Land Use Reviews	33.815.100.B	Transportation Impact Study required. See Attachment A

Additional City Code Requirements	Code Citation and Link	Staff Notes
Improvement Thresholds	17.88.020 and TRN-1.30 - Thresholds for Frontage Improvement and Dedication Requirements | Portland.gov	Thresholds for when public improvements are required.
Creating Public Streets and Pedestrian Connections through the Land Use and Building Permit Process.	TRN-1.09 - Design Standards for Public Streets | Portland.gov	Street width and sidewalk configuration standards
Traffic Capacity Analysis	TRN 10.27	Describes requirements related to Transportation Impact Studies and required mitigation measures
Driveway Standards	17.28.110 and TRN 10.40	Standards are applied at the time of building permit
Street Lighting	https://www.portlandoregon.gov/transportation/article/714407	PBOT Lighting Level Guidelines- See Appendix K at the bottom of the webpage.
Central Location for PBOT Design Standards	https://www.portland.gov/transportation/development/commonly-referenced-transportation-code-and-administrative-rules	Links to multiple PBOT design guidelines here.
Central Location for PBOT Construction standards	Capital Project Delivery |	The construction standards on this page are relevant to all construction in the right-of-way, not just capital projects. Please note that plan

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Additional City Code Requirements	Code Citation and Link	Staff Notes
	Portland.gov	preparation should follow the public works permit standard not use the PBOT CIP CAD files.
Plan Preparation Guide for Public Works Permits	Plan Preparation for Public Works Permitting Projects | Portland.gov	Contains information regarding public works plan preparation including title blocks, standard notes, and public works plan examples.

D. Required Public Improvements, Dedication, and Driveways

TSP Classifications: At this location, the City's Transportation System Plan (TSP) classifies the abutting street(s) as follows:

The site IS NOT within a Pedestrian District.

Street Name	Pedestrian	Bicycle	Transit	Freight	Traffic	Design
N Richmond Ave.	City Walkway	Local Service	Local Service	Local Service	Local Service	Local Street
N Edgewater St.	Neighborhood Walkway	City Bikeway	Local Service	Local Service	Local Service	Local Street

Existing Improvements: At this location, according to the City's GIS data, the site's abutting rights-of-way are improved as follows:

Street Name	ROW Width*	Roadway Width*/Condition	Pedestrian Corridor Width*/Configuration			
			Curb	Furnishing	Sidewalk	Frontage
N Richmond Ave.	75-ft	51-ft paved	0.5-ft	3.5-ft	6-ft	2-ft
N Edgewater St.	50-ft	22-ft paved	Unimproved			

** The applicant is advised the information contained herein is derived from City GIS and other databases typically used by city staff, as well as information from the applicant. It has not been confirmed via a survey. It is the applicant's responsibility to provide a current survey to document the location of the abutting rights-of-way and to confirm or challenge any anticipated dedication amount.*

Standard ROW Improvements: The site is at the stub end of both rights-of-way. Standard linear improvements are not needed, but rail crossing improvements are.

Street Lighting: The following comments were provided by Valency Astris, PBOT Street Lighting Design:

Lighting recommendations if Edgewater is pedestrian/bicycle access and fire access only? Lighting to multi-use path guidelines

Lighting recommendations if Edgewater is rebuilt as a full public street open to the public? Lighting to woonerf guidelines (multi-use path horizontal + vertical)

Lighting may be needed at the rail crossings depending on the outcome of the review with the railroad. Some decision making is likely to be driven by the City's application for a quiet zone associated with the Richmond and Crawford LID. Quiet zone applications can trigger upgraded rail crossings involving lighting.

Driveways: The development is conceptual in nature at this stage. The driveway code is available in TRN 10.40. PP&D staff review public works permits but do not review Local Improvement Districts or PBOT led Capital Improvement Projects. Depending on how the vehicle access is built, the applicant team may or may not be seeking a public works permit. If the right-of-way improvements will be built through a public works permit, staff are happy to work with the applicant team as the two vehicular access points to this site require at grade rail crossings. As the rail crossing designs become finalized, feel free to reach back out to staff regarding any driveway access that will be built through a public works permit. Standard commercial driveways are 20-ft to 24-ft in width per TRN 10.40.E.1.a.4.

E. Public Works Permit Process

The Right-of-Way improvements will need to be designed by an Oregon licensed civil engineer and constructed under a Public Works Permit, which is separate from the Building Permit that will be necessary for construction of the proposed project.

Concept Development Phase plans must be submitted to Public Works Permitting in order to verify the type of PW Permit that is required and to determine the required performance guarantee amount.

PW Design Review will determine specific design elements including stormwater management, bus stop, curb-cuts, landscaping, location of signage, location of utility poles and street lights, as well as other design requirements.

The applicant is encouraged to contact Public Works at (503) 823-1987 or at pwp@portlandoregon.gov to become familiar with the process and initiate the appropriate meetings/process. Additional information on the City's Public Works Permitting process can be found at https://www.portland.gov/publicworks/public-works. It is important for the applicant to understand the Public Works process and timeline to avoid any conflicts with the Land Use Review and Building Permit process. Please visit Plan Preparation for Public Works Permitting Projects | Portland.gov for guidance on plan preparation. Construction standards for right-of-way improvements such as the Civil Design Guide can be found at Capital Project Delivery | Portland.gov.

Concept Development approval (30% design) including plans, fees, signed application for permit, and a performance guarantee for the estimated value of the improvement must be submitted prior to Building Permit approval. The performance guarantee may be in the form of a surety bond, irrevocable letter of credit, set-aside account, or cash deposit. Applicant should contact Public Works at (503) 823-1987 for appropriate forms and additional information.

F. Building Permit Information

At the time of building permit review you should be aware of the following:

1. When proposed development will prohibit use of an area of within the public right-of-way, a separate Temporary Street Closure permit will be required. Additionally, closures that do not allow safe passage and unobstructed flow of normal public use in a partially open area or lane, will also require a City approved Traffic Control Plan. For information on obtaining a separate Temporary Street Closure permit, please contact: https://www.portland.gov/transportation/permitting/temporary-street-use-permitting-tsup (503-823-7611).
2. System Development Charges (SDCs) may be assessed for this development. To receive an estimate of the SDC amount, the applicant is advised to leave a voicemail message to include the case file number, at (503) 823-7002, Option 2. Additional information about PBOT SDCs can be found at https://www.portland.gov/transportation/permitting/tsdc. Some SDC's have been waived for new housing units until Sept. 30, 2028. Visit https://www.portland.gov/ppd/current-fee-schedules/housing-sdc-exemption for additional information.

G. Appeals (Public Works Alternative Review)

Per TRN 1.27, an applicant may request the Public Works Alternative Review Committee (ARC) consider alternatives to the requirements identified in this document. The applicant is encouraged to provide sufficient detail in the request to enable the Committee to make a qualified decision. The Committee may seek additional information from the applicant, provide advice to the applicant, seek additional information from other City Bureaus, or complete additional reviews before a final decision is rendered. Any proposed alternative frontage improvements must be approved through the alternative review process prior to transportation staff making a recommendation on an associated land use review or building permit.

PWA decisions are valid for one year from the date of approval and are the first step in the Public Works Appeal Process. Additional information on the Public Works Alternative Review Process, fees, and application materials can be found at https://www.portlandoregon.gov/article/481371.

Transportation Impact Study
Early Assistance Attachment A

A Transportation Impact Study (TIS) is required to demonstrate the applicable land use review approval criteria are met. A TIS may also be needed to address operational or safety issues. Please note that many intersections in the City have limited capacity and may not be able to accommodate area growth plus the proposed land use without mitigation. Under some circumstances, lack of adequate capacity (level-of-service) at an intersection can result in denial of a land use proposal. Intersections of higher classified streets are most likely to have capacity constraints but other intersections may as well. The applicant's traffic engineer should investigate this issue well in advance of application for the land use review. Please see TRN 10.27- Traffic Capacity Analysis for Land Use Review Cases, available at https://www.portlandoregon.gov/citycode/article/41049.

The TIS must be prepared by an Oregon licensed traffic engineer. TIS's are complex and almost always require multiple engineering reviews to ensure that all issues are fully addressed in a technically acceptable manner. Please allow for adequate time in your project timeline. The more complex the situation, the longer the review is likely to take.

The scope of work for the required TIS must be approved by PBOT prior to preparation of the study. The applicant's traffic engineer must propose a draft scope of work via the scope approval forms available athttps://www.portland.gov/transportation/development/traffic-impact-studies. The "Traffic Scope Approval Form" should always be completed as well the other appropriate scoping form or forms based on the project. The additional forms currently include separate scope forms for:

Traffic Impact Study Parameters
Parking Impact Study,
Loading Demand Study
Transportation and Demand Management Plan
Accessory Short Term Rental Traffic and Parking Study

Completed Scope Approval forms and any supporting documentation are to be emailed to PBOT at PBOTDevRevTrafficScopes@portlandoregon.gov. Review of scoping documents generally takes 3 weeks, though this can vary. Please direct additional questions regarding the required TIS or the Scope Approval Forms to PBOTDevRevTrafficScopes@portlandoregon.gov.

Timeline for land use or building permit reviews:

PBOT recommends the TIS be submitted at the time of land use application. The completed TIS must be submitted prior to PBOT considering the land use application complete. The TIS must be reviewed and accepted by PBOT prior to PBOT supporting approval of the land use review. If there is no land use decision

required, then PBOT recommends submittal of the completed TIS with the initial building permit submittal. TIS are complex technical documents that take time to review and often require ongoing coordination between PBOT and the applicant's traffic engineer. Plan on a minimum of 4 weeks for the initial review. Additional time may be needed for revisions or additional data collection. The more complex the situation, the longer the review is likely to take.

Oregon
Tina Kotek, Governor

Department of Transportation
Transportation Region 1
123 NW Flanders St.
Portland, OR 97209-4012
(503) 731-8200
Fax: (503) 731-8259

Month Day, 2025

ODOT # 13910

ODOT Response

Project Name: Willamette Cove Park	**Applicant:** Jennifer D'Avanzo
Jurisdiction: City of Portland	**Jurisdiction Case #:** EA25-101014
Site Location: Willamette Cover Park, Portland	

The land use action proposes to utilize two public railroad crossing on Edgewater St. ODOT has regulatory authority for public rail crossings and an interest in ensuring that this proposed land use is compatible with its safe and efficient operation.

LAND USE PROPOSAL

Metro is proposing to develop Willamette Cove Nature Park, located along the east bank of the Willamette River after it has been remediated. The 24-acre project area will create a public park that provides river access, trails, habitat restoration, and supporting site amenities.

COMMENTS/FINDINGS

The site is currently being cleaned up and may take some time before the park development has moved forward. As stated above, the applicant is proposing to utilize two public rails crossings on Edgewater St. The rail crossings will require Crossing Orders through the ODOT Rail Safety Section. The applicant has already initiated discussion with ODOT and UPRR early in their development process.

Please contact the ODOT Rail representative below for more information.

ODOT RECOMMENDED CONDITIONS OF APPROVAL FOR LOCAL

Property Location Within Safe Stopping Distance of a Public Railroad Crossing

☒ A Crossing Order is required for any alterations within the safe stopping distance of the public rail crossing. To alter means any change to the roadway or tracks at a crossing that materially affects the use of the crossing by railroad equipment, vehicles, bicyclists, or pedestrians. Alterations include but are not limited to changing the width of the roadways; installing or removing protective devices; creating an additional travel lane; installing curbs, sidewalks, or bicycle facilities. Contact the ODOT Rail Crossing Unit at ccdrailcrossing@odot.oregon.gov for assistance in determining if a Crossing Order is required and, if required, for guidance through the application process.

Contact the ODOT Development Review Planner identified below for further coordination or questions regarding ODOT comments and requirements during the land use process.

Please send a copy of the Notice of Decision/Staff Report with conditions of approval to:
ODOT_R1_DevRev@odot.oregon.gov

Development Review Planner: Marah Danielson	Marah.B.Danielson@odot.oregon.gov
ODOT Rail Crossing Specialist: Prescott Mann	prescott.e.mann@odot.oregon.gov

Technical Studies and Reports

City of Portland, Oregon - Portland Permitting & Development
1900 SW Fourth Avenue • Portland, Oregon 97201 | 503-823-7300 | www.portland.gov/ppd

Environmental Services – Early Assistance Comments

Date: January 14, 2026
To: GARY SHEPHERD, Applicant
From: Abigail Cermak, PP&D Public Works – Environmental Services
503-823-7577, Abigail.Cermak@portlandoregon.gov
Case File: EA 25-101014
Location: N EDGEWATER ST

The PP&D Public Works Development Planning – Environmental Services (BES) staff have reviewed the submitted materials to identify potential issues and requirements and provide the following comments. Some references to Portland City Code (PCC) are included below; the applicant may refer to the Auditor's Office Online Charter and Code.

A. Key Issues and Requirements

Following is a brief summary of issues and requirements that may impact your proposed project or are submittal requirements that will require time to prepare prior to submittal of the application.

1. The applicant must submit a site plan showing all proposed sanitary connections and stormwater systems.
2. The applicant must submit a stormwater report with the land use and building permit applications.
3. This property is a known contaminated site (DEQ ECSI Site #2066). Please note that infiltration on contaminated sites is only allowed under specific conditions.
   a. If infiltration is proposed, written approval from DEQ to infiltrate stormwater will be required. Please note that DEQ may require additional soil and groundwater testing.
   b. BES may require stormwater and/or groundwater analytical data if dewatering or permanent stormwater discharges from a contaminated site are proposed to a City sewer system or surface waters.
4. Required public right-of-way improvements appear to trigger stormwater improvements, which must be reviewed through a Public Works permit.
5. A sewer extension may be required, which must be reviewed through a Public Works permit, or other permit as approved by BES.
   a. For questions related specifically to the public improvements described throughout this memo, please contact Andre Duval at (503) 823-7214 or andre.duval@portlandoregon.gov or the BES Development Engineering hotline at (503) 823-7761, option 3.

B. Sanitary Service

1. *Sanitary Infrastructure*: According to available GIS data, the following sewer infrastructure is located in the vicinity of the project site:
   a. There are no public sanitary sewers available to serve the subject site.
2. *Public Sanitary Improvements Required*: To provide sanitary sewer service to the proposed development, the applicant ***may*** be required to construct a public sanitary sewer, which must be reviewed by the City under a Public Works Permit (PWP) or other permit as determined by BES, in accordance with PCC 17.32.100. Information on the City's public works permit (PWP) process, including submittal requirements and review timelines, is available at

www.portlandoregon.gov/publicworks. Contact Public Works Permitting at (503) 823-1987 or pwp@portlandoregon.gov with questions related to the general public works permit process.

a. *Timing:* The applicant should note that requirements related to the PWP could impact desired development timelines if they are not adequately addressed in a timely manner. Therefore, prior to approval of the land use review, BES must approve the applicant's PWP Concept Development (30% engineering design) plans.

b. *Technical Guidance:* To provide sanitary service to the site, the applicant may need to consider a combination of a gravity sewer extension (such as from the sanitary sewer at N Crawford St and N Richmond Ave) and a pressure sewer line on private property and/or in the right-of-way. If it is not feasible to serve this site with a public sanitary system, the applicant will need to work with Multnomah County to determine if an onsite septic system or alternative sanitary waste system can be permitted.

3. *Private Sanitary Pumping*: Given the topography of the site and the location of the public sewer main, it may not be feasible to construct a gravity-only private sewer from the proposed development. If pumping sanitary flows will be proposed, the applicant should note that it must be approved by both BES and PP&D Plumbing during review of building permit plans, and the sewer must transition to gravity flow prior to entering the right-of-way.

4. *Connection Requirements*: Connections to the City sewer system must meet the standards of the City of Portland's Sewer and Drainage Facilities Design Manual, PCC 17.32.090, administrative rules ENB-4.07 and ENB-4.17, and all other relevant City codes and rules. Sanitary sewage from private property must be separately conveyed to the property line and connected through individual laterals for discharge to the City separate sanitary or combined sewer. Per ENB-4.07, sewer connection permits are required to make new connections to City mains and laterals, relocate or upsize existing laterals, and repair sewers in City right-of-way. The permittee is responsible for verifying the location, depth and size of an existing sewer lateral and for ensuring the lateral is clear of obstructions prior to connection.

C. Stormwater Management

1. *Stormwater Infrastructure*: According to available GIS data, the following stormwater infrastructure is located in the vicinity of the project site:

   a. Public 18-inch concrete (CSP) storm sewer crossing through the subject site and discharging stormwater to the Willamette River at outfall ID# OF49 (BES as-built #1590). This sewer is located within an easement granted to the City (Tracking #1118 in PortlandMaps).

      1) A new connection to this sewer for stormwater discharges from the development may be feasible. As it currently serves as a discharge pipe for a public stormwater treatment facility, BES modeling will need to assess the sewer to determine if there is capacity to accept additional stormwater flows.

   b. The Willamette River that may provide a stormwater disposal location for the proposed development. Additional information provided below.

   c. Currently, stormwater from the N Edgewater public right-of-way discharges to the edge of pavement.

2. *Sewer Easements and Encroachments*: A sewer easement granted to the City of Portland exists over the public storm sewer that runs across this site. The sewer easement grants certain rights to the City of Portland related to constructing, maintaining, and/or accessing public sewer infrastructure. Features or activities that would interfere with the City's granted rights are considered unauthorized encroachments. In evaluating a proposed encroachment, administrative rule ENB-4.07 establishes that BES "will balance the need for the encroachment against the repair and maintenance needs of that sewer." Examples of features or activities that may be limited or prohibited, depending on the easement, include building construction, utility installation or maintenance, material storage, grading, fence

installation, and tree planting. BES staff review for possible easement encroachments as authorized by PCC 17.32.040.B during land use and/or building permit review. BES may deny a request to encroach, approve the request, or approve the request with conditions. If the encroachment is approved, the City will obtain an executed and recorded encroachment agreement with the property owner to satisfy the authorization requirement in PCC 17.32.030.A.2. Additional information is available here.

3. *General Stormwater Management Requirements*: Development and redevelopment sites that include any of the triggers listed in PCC 17.38.040 are subject to the policies and standards of PCC 17.38.035, Portland's 2025 Stormwater Management Manual (SWMM) and Source Control Manual (SCM). Projects must comply with the current adopted version of the SWMM as of the permit application date. Note that BES prioritizes the use of vegetated and infiltration facilities due to environmental, storm system, and urban design benefits (Section 1.3.3). A fundamental evaluation factor in the SWMM is the Stormwater Infiltration and Discharge Hierarchy (Section 1.3.4), which sets the framework that will be used to determine when a project's stormwater runoff must be infiltrated onsite and when offsite discharge will be permitted, and the parameters that must be met for either scenario. If tested infiltration rates on a property are greater than or equal to 2 inches per hour, onsite infiltration will be required unless the site qualifies for the ecoroof exception per Sections 3.2.5 and 5.2.1, or infiltration is determined infeasible due to site conditions described in Chapter 2 of the SWMM. Maximum building coverage allowed by the zoning code, including below grade development, does not exempt the applicant from stormwater requirements.

4. *Public Right-of-Way Stormwater Management:* Stormwater runoff from the public right-of-way must comply with all applicable standards of the SWMM and Sewer and Drainage Facilities Design Manual and be conveyed to a discharge point along a route of service approved by the BES Director or the Director's designee. Under the 2025 SWMM, public improvements that create or replace 1000 SF or more of impervious area trigger stormwater management requirements unless they fall under a specific exemption described in Section 1.2.1.2 of the SWMM.

   a. *N Edgewater St - Public Works Permit May Be Required*: Based on the scope of required public improvements, it appears that the new and/or redeveloped impervious area on N Edgewater St may trigger SWMM requirements for stormwater management. Public stormwater management must be reviewed by the City through a Public Works Permit (PWP) in accordance with PCC 17.32.100. Information on the City's public works permit (PWP) process, including submittal requirements and review timelines, is available at www.portlandoregon.gov/publicworks. Contact Public Works Permitting at (503) 823-1987 or pwp@portlandoregon.gov with questions related to the general public works permit process.

      1) *Timing:* Prior to approval of the land use application, BES must approve the applicant's PWP Concept Development (30% engineering design) plans.

      2) *Stormwater Management Facilities:* In order to meet SWMM requirements for the public right-of-way, the applicant must determine the appropriate stormwater system meeting the SWMM Stormwater Infiltration and Discharge Hierarchy (refer to Section 1.3.4). Public facilities may include vegetated stormwater facilities, or other facilities as approved by BES. In this location, BES does not anticipate infiltration of stormwater to be feasible within the right-of-way; therefore, applicable pollution reduction and flow control requirements must be met prior to discharge to the receiving system.

      3) *Tree Credits:* The applicant should consider whether it is feasible to use street tree credits (see Section 6.2.5 of the SWMM) to reduce the amount of impervious area which must be managed by either a stormwater management facility or payment of an Offsite Stormwater Management Fee. Note that unless existing and/or new street trees can be used to manage stormwater for the entire impervious area that

is triggered, the applicant must still provide stormwater management for the remaining triggered area.

4) *Public Stormwater Report:* A Presumptive or Performance Approach stormwater report must be submitted with the PWP application. Refer to Section 6.3 of the SWMM for additional submittal requirements. Key elements of the PWP stormwater report include:

   (1) For public vegetative stormwater facilities in the right-of-way, the stormwater report must include sizing calculations based on a clearly delineated drainage basin area. If the vegetated facility will be an infiltration facility, then site-specific infiltration testing in or near the right-of-way at the approximate depth of the proposed public facility is required.

5) *Hazardous Substances Code:* The City's Hazardous Substances Code (PCC 17.24.067) requires the excavation and removal of disturbed contaminated soils from right-of-way access areas and utility corridors. The soils must be replaced with clean fill at a minimum depth of 5 feet. A demarcation/contaminant barrier is also required when it has been determined the soils are contaminated at depth. Erosion control measures for contaminated soils (Section 8.2.1 of the SCM) must be met. Soil stockpiles must be covered and contained with a barrier on all four sides, with an impervious layer underneath the stockpile to inhibit contaminants from leaching back into the soil.

6) *Technical Guidance:* At this time the scope of the redesign for N Edgewater St is unclear. Please note that if the SWMM requirements for the right-of-way are triggered, the applicant will have to determine an appropriate discharge point for managed public stormwater.

5. *Private Property Stormwater Management*: Stormwater runoff from this project must comply with all applicable standards of the SWMM and SCM and be conveyed to a discharge point along a route of service approved by the BES Director or the Director's designee.

   a. *Stormwater Report*: The applicant must submit a stormwater report and preliminary utility plan showing stormwater management facilities sized according to SWMM standards. The applicant should refer to Section 2.3.1 of the SWMM and/or coordinate with BES staff to determine the appropriate design approach for this project. Unless onsite infiltration is deemed infeasible due to conditions described in Section 2.2.2 of the SWMM, infiltration testing results must be included with the submitted stormwater report. Refer to Section 2.4 to determine the appropriate infiltration testing method for the proposed project. Infiltration test pits must be as close as possible to proposed infiltration facilities; include on a plan the approximate location of the test pit(s). This property is listed in DEQ's Online Public Records platform as a known contaminated Environmental Cleanup Site Information (ECSI) site. Due to site contamination and because there is an offsite stormwater discharge location available to this site, no infiltration testing will be required. If the applicant proposes onsite infiltration, please reach out to PP&D Public Works Development Planning BES staff early in the planning process to discuss the review procedure and required documentation needed to demonstrate that infiltration is feasible and will not cause adverse impacts.

6. *Outfalls*: If the applicant proposes a new outfall to the Willamette River, the applicant should use either an open channel outfall or piped outfall, depending on the slope, to deliver stormwater as near as possible to the Willamette River to minimize erosion and protect stream stability. The outfall should be constructed using handheld equipment to minimize disturbance, should be designed so as to not endanger slope stability or cause erosion, and should not endanger any nearby sanitary sewer pipes. Appendix B of the SWMM provides technical design guidance, including when open channel and piped outfalls are appropriate. At the time of land use review, BES will review the outfall for feasibility, and may request more detailed information.

D. Natural Resource Protection Recommendations

1. *Nesting Birds:* BES recommends that the applicant avoid disturbance (i.e. tree removal) between the primary nesting season: April 15 – July 31. If tree removal is necessary during this time, it is recommended that the applicant have the trees slated for removal surveyed for signs of nests. If an active nest is found (one with eggs or young), it is recommended that the applicant avoid removal until the young have fledged. Information on avoiding impacts on nesting birds can be found in BES's Terrestrial Ecology Enhancement Strategy guidance document. Additional information can be found in the City's Resource Guide for Bird-friendly Building Design.

E. Submittal Requirements for Land Use

1. Full land use plan set, including preliminary utility plan showing all proposed sanitary and storm facilities and connections. All BES assets and easements must also be shown and labeled on plans.

2. A stormwater report as described in this memo.

   a. If onsite infiltration is proposed, then the applicant will need to submit written approval from DEQ demonstrating the proposed infiltration will not result in adverse impacts as described in this memo.

3. If a public sewer extension and/or public right-of-way stormwater improvements are required, the improvements must be reviewed by the City under a Public Works Permit (PWP). Prior to approval of the land use application BES must approve the Concept Development (i.e. 30% design) PWP plans. Refer to the City of Portland Public Works Permitting website or contact Public Works Permitting (503-823-1987 or pwp@portlandoregon.gov) to learn how to begin the permit submittal process. There are established minimum review times for the PWP process; the applicant should take this into account with project scheduling.

F. Building Permit Information

At the time of permit review the applicant should be aware of the following:

1. *Connection Fees*: Sewage system connection fees and system development charges are assessed at the time of building plan review and change every fiscal year on July 1st. For additional information on these fees, navigate here or call the BES Development Review Team at 503-823-7761.

2. *Connection Requirements*: Connection to public sewers must meet the standards of the City of Portland's Sewer and Drainage Facilities Design Manual.

3. *Source Control Requirements*: Source control requirements from the Source Control Manual (SCM), Portland City Code (PCC) Title 17, and BES Administrative Rules that may be applicable to this project are listed below with the corresponding chapter, section, code, or rule. For specific questions on the following, please contact BES Source Control at 503-823-7122. BES recommends that requirements related to site contamination be addressed prior to building permit reviews to help avoid potentially long delays.

   a. *Site Use and Activity-Based Source Control Requirements (SCM Chapter 6):* BES recommends the applicant review the following SCM sections to understand the structural, treatment, and operational BMP requirements that may impact the project design.

      1) *Waste and Recycling Storage (SCM Section 6.1)*

   b. *Contaminated Site Requirements* (*SCM Chapter 8*): This property is listed in DEQ's Online Public Records platform as a known contaminated Leaking Underground Storage Tank (LUST) site/Environmental Cleanup Site Information (ECSI) site.

      1) *DEQ Site Status:* This site has been evaluated by DEQ and has been issued a Record of Decision (ROD). If onsite infiltration is proposed, refer to the detailed

information under the Stormwater Management section above regarding additional requirements.

2) *Contaminated Soils (SCM Section 8.2.1)*: Please be advised that DEQ's issuance of a ROD does not preclude the applicant from complying with BES requirements related to soil contamination. Additional erosion control measures are required. Stockpiles of soil must have a barrier on all four sides and be covered to protect the soils from stormwater contact. Contaminated soil piles must also have an impervious layer underneath the stockpile to inhibit contaminants from leaching back into the soil. A DEQ approved Contaminated Media Management Plan (CMMP) or Soil Management Plan (SMP) may also be required prior to building permit approval.

c. *Site Dewatering Requirements (SCM Chapter 9, PCC 17.34, PCC 17.36, PCC 17.38, PCC 17.39, ENB 4.32)* BES evaluates requests for temporary and long-term stormwater and groundwater dewatering discharges into the city sewer system for approval or denial. See Appendix 1 of the SCM for the Construction Dewatering Discharge Application Form. If approved, a Discharge Permit for the storm or combined sewer may be required.

1) Fees are assessed for temporary construction discharges to the public sewer system – navigate HERE for current rates and information about dewatering as it relates to construction projects.

2) Construction discharges to City UICs are prohibited.

3) Construction discharges to private UICs (e.g., drywells or soakage trenches) must be authorized by DEQ's UIC Program.

d. *Portland Harbor Superfund Area*: The proposed development is within the Portland Harbor Superfund area; therefore, BES will review the proposal to ensure it meets the City's and DEQ's objectives and requirements for work being conducted in the Portland Harbor pipe watershed area. All in-water work must be approved by the EPA and all upland work must be approved by Oregon DEQ. Other regulatory agencies (e.g. Oregon Department of Fish and Wildlife, Oregon Department of State Lands, Army Corp of Engineers) may have specific requirements and/or permits that apply to this project.

Technical Studies and Reports

City of Portland, Oregon - Portland Permitting & Development
1900 SW Fourth Avenue • Portland, Oregon 97201 | 503-823-7300 | www.portland.gov/ppd

Site Development

Early Assistance Conference Response

Date:	January 27, 2026
To:	Conference Facilitator
From:	Kevin Wells, 503-823-5618 Kevin.Wells@portlandoregon.gov
Case File:	EA 25-101014
Location:	N EDGEWATER ST
R#:	R263873, R324110, R324112, R324114, R324140, R324152, R324166, R502442, R324110
Proposal:	Metro is proposing to develop Willamette Cove Nature Park, located along the east bank of the Willamette River after it has been remediated. The 24-acre project area will create a public park that provides river access, trails, habitat restoration, and supporting site amenities. Please see the attached narrative for additional project information.

The Site Development section of Portland Permitting & Development (PP&D) has reviewed the conference materials provided by the applicant. The following comments identify conditions that may impact the project, or submittal requirements for land use or building permit review.

Site Conditions

Setting/Topography: The site resides along the northwest bank of the WIllamette River.

Flood Hazards: The site is within a FEMA or City of Portland regulated flood hazard area. Improvements within the flood hazard area will be subject to FEMA Pre-Implementation Compliance Measures (PICMs)

Liquefaction Hazard: The site is mapped in a Liquefaction Hazard Area.

Flood Hazard Areas

The site is mapped within the FEMA Special (100-year) Flood Hazard Area and is subject to the applicable requirements of Title 24.50 Flood Hazard Areas. FEMA Flood Hazard Areas are limited to land within a mapped floodplain that is subject to a one percent or greater chance of flooding in any given year. The FEMA Flood Hazard Area is categorized as Zone AE as shown on FEMA Flood Insurance Rate Maps 4101830060 and 4101830080 F with an effective date of October 19, 2004. The FEMA base flood elevation (BFE) varies from approximately 31.3 Feet NAVD 88 datum (29.2 feet COP datum) at the southeast end of the project to approximately 31.1 Feet NAVD 88 datum (29.0 feet COP datum) at the northwest end near N Richmond Ave.

The site is also mapped within the Composite February 1996 Flood Inundation Area. Based on the *March 2024 Composite February 1996 Flood Inundation Area Mapping Report*, the elevation of the February 1996 flood varies from approximately 32.1 feet NAVD 1988 (30.0 feet COP datum) on the southeast end of the project to approximately 32.2 feet NAVD 88 (30.1 feet COP datum) at the northwest end. *The flood hazard areas are shown below.*

Note: Please be aware that the FEMA Special (100-year) Flood Hazard Area may be incorrectly mapped at the floodplain fringe (due to loss of resolution in the mapped terrain at small scale). Regardless of mapping errors, the regulated floodplain is the larger of the mapped boundary provided by FEMA and the horizonal projection of the topographic contour line corresponding the FEMA BFE.

Building Permits

A building permit or development permit must be obtained from PP&D for any development within the flood hazard area. All permit applications will be reviewed to determine whether proposed development and building sites comply with the provisions of Title 24.50 and will be reasonably safe from flooding. A development or building permit must be obtained before construction or development begins within any flood hazard area. The development or building permit is required for all structures, including manufactured homes, and for all other development, as defined in this Chapter, including fill. Such applications for permits must include the following information:

1. Boundary of flood hazard areas.
2. Boundaries of the high hazard area, top of bank, 50-foot setback from top of bank, Ordinary High Water Mark, and the PICM Riparian Buffer Zone, as applicable.
3. The base flood elevation and design flood elevation.
4. Elevation of lowest floor, including basement, for all structures and floodproofed elevations for nonresidential structures.

5. When required by the Floodplain Administrator, documentation necessary to verify substantial improvement or substantial damage.
6. Elevation of lowest point of bridge structures.
7. Existing and proposed topography of the site taken at a contour interval (normally 1 foot) sufficiently detailed to define the topography over the entire site and adjacent watercourses subject to flooding. Ninety percent of the contours must be plotted within 1 contour interval of the true location.
8. All necessary permits obtained from the federal and state governmental agencies from which prior approval is required.
9. When required by the Floodplain Administrator, documentation prepared by a registered design professional that demonstrates compliance with the regulations of this Chapter.
10. When required by the Floodplain Administrator and where elevation data are not available either through the Flood Insurance Study or from another authoritative source (see Subsection 24.50.050 I.), documentation prepared by a registered design professional that demonstrates the proposed construction will be reasonably safe from flooding. The test of reasonableness is a local judgment and includes use of any available hydrological data, drainage basin hydrology, historical data, high water marks, photographs of past flooding, etc., where available. Failure to elevate at least 2 feet above grade in these zones may result in higher insurance rates.

Nonresidential Construction

New construction and substantial improvement of any commercial, industrial, or other nonresidential structure must either have the lowest floor, including basement, elevated to the level of the flood protection elevation, or, together with attendant utility and sanitary facilities, must:

a) Be floodproofed so that below the flood protection elevation the structure is watertight with walls substantially impermeable to the passage of water;

b) Have structural components capable of resisting hydrostatic and hydrodynamic loads and effects of buoyancy; and

c) Be certified by a registered professional engineer or architect that the design and methods of construction are in accordance with accepted standards of practice for meeting provisions of this Subsection based on the professional engineer's or architect's development or review of the structural design, specifications, and plans. Such certifications must be provided to Portland Permitting & Development.

d) Nonresidential structures that are elevated, but not floodproofed, must meet the same standards for space below the lowest floor as described for residential structures.

e) Applicants floodproofing nonresidential buildings will be notified that flood insurance premiums will be based on rates as if the building is 1 foot below the floodproofed level (i.e., a building constructed to the base flood level will be rated as 1 foot below that level).

Construction Materials and Methods

All new construction and substantial improvements must be constructed with materials and utility equipment resistant to flood damage, using methods and practices that minimize flood damage. Electrical, heating, ventilation, plumbing, and air-conditioning equipment and other service facilities must be protected to or above the flood protection elevation.

Compensatory Excavation

Development within the flood hazard area must provide for a compensatory volume, consisting of either the excavation of soil or rock or the removal of permanent structures that displace

floodwater, or both, to compensate for the loss of flood storage volume as described in the Title 24.50.060.G.

Title 24.50.060.G – Compensatory Excavation or Removal Required

1. The following compensatory excavation or removal regulations apply at the time of a building or development permit application. The provisions of this Subsection apply exclusively to the compensatory excavation and removal requirements of Subsection 24.50.060 G.

    a. Applications for building or development permits will be processed based on the compensatory excavation or removal regulations in effect on the date a complete permit application is filed with the City. For the purposes of this Section, a complete building or development permit application contains the information necessary to determine whether the proposal conforms with all applicable regulations and development standards.

    b. Exceptions to the application of Subsection 24.50.060 G.1.a.:

        (1) An application for a building or development permit for development approved by an Environmental Review, Greenway Review, South Waterfront Greenway Review, Land Division, Conditional Use Master Plan, Planned Development Review, or River Review land use decision that has not expired may be processed based on the compensatory excavation or removal regulations in effect on the date the land use application was filed with the City, as specified in Chapter 33.700, provided a building or development permit is issued before expiration of the final land use decision.

        (2) An application for a building or development permit for development approved by a Central City Master Plan land use decision may be processed based on the compensatory excavation or removal regulations in effect on the date the complete land use application was filed with the City, as specified in Chapter 33.700, provided the building or development permit is issued no later than 10 years after the date of the final land use decision.

    c. A revision to a building or development permit application will be processed based on the compensatory excavation or removal regulations in effect when the original complete permit application was filed if the volume of floodwater displaced by fill or structure placed within the special flood hazard area at or below the base flood elevation is not increased by more than 10 percent relative to the volume indicated on the original approved permit application.

    d. For the purposes of Subsection 24.50.060 G., structure means anything that is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner.

2. In flood hazard areas regulated by the City: The application must provide for a compensatory volume, consisting of either the excavation of soil or rock or the removal of permanent structures that displace floodwater, or both, to compensate for the loss of flood storage volume as described in the Subsections below. The compensatory volume must be located within the same flood hazard area, identified in Subsections 24.50.050 A. through J., as the one in which the fill or structure will cause the loss of flood storage.

    a. Columbia River Flood Zones, Willamette River Central and South Reach Flood Zones, and Fanno Creek Flood Zones: The volume of floodwater displaced by fill or structures placed within the special flood hazard area at or below the base flood

elevation requires a compensatory volume below the base flood elevation as follows:

(1) For fill or structure placed within the high hazard area, the compensatory volume must be equal to or greater than twice the displaced volume (a ratio of at least 2 to 1) and must be located within the high hazard area.

(2) For fill or structure placed landward of the high hazard area and within a 50-foot setback measured landward from top of bank, the compensatory volume must be equal to or greater than one and a half times the displaced volume (a ratio of at least 1.5 to 1) and must be located within the high hazard area, landward of the high hazard area and within the 50-foot setback, or both.

(3) For fill or structure placed landward of the 50-foot setback from top of bank, the compensatory volume must be equal to or greater than the displaced volume (a ratio of at least 1 to 1).

(4) Exceptions to the application of Subsections 24.50.060 G.2.a.(1) – (3):

(a) Subsections 24.50.060 G.2.a.(1) – (3) do not apply to areas with Heavy Industrial (IH), General Industrial 2 (IG2), or General Employment 2 (EG2) zoning.

(b) Subsections 24.50.060 G.2.a.(1) – (3) do not apply to the portion of the South Waterfront Subdistrict of the Central City Plan District north of Willamette River mile 14.6 as described in the Flood Insurance Study.

(c) Subsections 24.50.060 G.2.a.(1) – (3) do not apply to the portion of the University District/South Downtown Subdistrict of the Central City Plan District south of Willamette River mile 13.4 as described in the Flood Insurance Study.

b. Multnomah Drainage District No. 1, Peninsula Drainage District No. 1 and Peninsula Drainage District No. 2 Flood Zones, and Unidentified Watercourse Flood Zones: The volume of floodwater displaced by fill placed within the special flood hazard area at or below the base flood elevation requires a compensatory volume below the base flood elevation equal to or greater than the displaced volume (a ratio of at least 1 to 1).

c. February 1996 Flood Inundation Areas: The volume of floodwater displaced by fill placed within the February 1996 Flood Inundation Area requires a compensatory volume below the February 1996 Flood Inundation Elevation as follows:

(1) In areas outside of the special flood hazard area, the compensatory volume must be equal to or greater than the displaced volume (a ratio of at least 1 to 1).

(2) In areas within both the special flood hazard area and the February 1996 Flood Inundation Area, where the February 1996 Flood Inundation Elevation is greater than the base flood elevation, the compensatory volume must be equal to or greater than the displaced volume between the February 1996 Flood Inundation Elevation and the base flood elevation (a ratio of at least 1 to 1). Compensatory excavation requirements at and below the base flood elevation are described in Subsections 24.50.060 G.2.a. and b.

3. Excavation of soil or rock or the removal of permanent structures from an area may not be counted as compensatory volume if the area will be filled with water in non-storm winter or spring conditions.
4. Compensatory excavation and removal areas must be designed to freely drain to the source of flooding to the extent practicable to avoid stranding fish.
5. Temporary fills permitted during construction must be removed prior to final inspection approval of the permit.
6. Mitigation bank credits may be substituted for compensatory excavation or removal of permanent structures, provided the mitigation bank has been approved by the City and the mitigation bank is located within the same flood hazard area, identified in Subsections 24.50.060 A. through J., as the development and satisfies the requirements of Subsections 24.50.060 G.2.a. through c.

FEMA Pre-Implementation Compliance Measures (PICM)

Title 24.50.060.H. FEMA Pre-Implementation Compliance Measures (PICM) required. These regulations prohibit a net loss in three proxies for natural floodplain function: flood storage, water quality through stormwater management, and vegetated habitat through tree replacement requirements.

1. The following PICM regulations apply at the time of a building or development permit application. The provisions of this Subsection apply exclusively to the PICM regulations of Subsection 24.50.060 H.

a. Applications for building or development permits will be processed based on the PICM regulations in effect on the date a complete permit application is filed with the City. For the purposes of this Subsection, a complete building or development permit application contains the information necessary for the City to determine whether the proposal conforms with all applicable regulations and development standards.

b. Exceptions to the application of Subsection 24.50.060 H.1.a.:

(1) An application for a building or development permit for development approved by an Environmental Review, Greenway Review, Land Division, Conditional Use Master Plan, Planned Development Review, or River Review land use decision that has not expired may be processed based on the PICM regulations in effect on the date the land use application was filed with the City, as specified in Chapter 33.700, provided a building or development permit is issued before expiration of the final land use decision.

(2) An application for a building or development permit for development approved by a Central City Master Plan land use decision may be processed based on the PICM regulations in effect on the date the complete land use application was filed with the City, as specified in Chapter 33.700, provided the building or development permit is issued no later than 10 years after the date of the final land use decision.

c. A revision to a building or development permit application will be processed based on the PICM regulations in effect when the original complete permit application was filed if the volume of floodwater displaced by fill or structure placed within the special flood hazard area at or below the base flood elevation is not increased by more than 10 percent relative to the volume indicated on the original approved permit application.

d. For the purposes of Subsection 24.50.060 H., structure means anything that is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner.

2. Within the Crystal Springs Creek Flood Zones; Johnson Creek Flood Zones; Tryon Creek Flood Zones; Willamette River North Reach Flood Zones; and areas with Heavy Industrial (IH), General Industrial 2 (IG2), or General Employment 2 (EG2) zoning within the Columbia River, Willamette River Central and South Reach, and Fanno Creek Flood Zones: The application must demonstrate compliance with the PICM requirements described below.

a. Compensatory excavation or removal required.

(1) The application must provide for a compensatory volume, consisting of either the excavation of soil or rock or the removal of permanent structures that displace floodwater, or both, to compensate for the loss of flood storage volume as described in the Subsections below. The compensatory volume must be located within the same flood hazard area, identified in Subsections 24.50.050 A. through J., as the one in which the fill or structure will cause the loss of flood storage. In the Johnson Creek flood zones, the compensatory volume must be on the same site. The volume of floodwater displaced due to the placement of fill or structure within the special flood hazard area at or below the base flood elevation requires a compensatory volume below the base flood elevation that is hydrologically connected to the source of flooding as follows:

(a) The volume of floodwater displaced within the Floodway or PICM Riparian Buffer Zone requires a compensatory volume equal to or greater than twice the displaced volume (a ratio of at least 2 to 1) located within the floodway or the PICM Riparian Buffer Zone.

(b) The volume of floodwater displaced landward of the PICM Riparian Buffer Zone, requires a compensatory volume equal to or greater than one and a half times the displaced volume (a ratio of at least 1.5 to 1).

(2) Excavation of soil or rock or the removal of permanent structures from an area may not be counted as compensatory volume if the area will be filled with water in non-storm winter or spring conditions.

(3) Compensatory excavation and removal areas must be designed to freely drain to the source of flooding to the extent practicable to avoid stranding fish.

(4) Temporary fills permitted during construction must be removed within one year of placement and prior to final inspection approval of the permit.

(5) Mitigation bank credits may be substituted for compensatory excavation or removal of permanent structures, provided the mitigation bank has been approved by the City and the mitigation bank is located within the same flood hazard area, identified in Subsections 24.50.060 A. through J., as the development and satisfies the requirements of Subsections 24.50.060 H.2.a.

b. The application must provide for stormwater management in accordance with the requirements of the City of Portland Stormwater Management Manual.

c. The application must provide for tree replacement within the special flood hazard area. Removal of trees 6 inches in diameter at breast height (dbh) or larger must be replaced by trees planted within the special flood hazard area at the ratios described below:

(1) Within the Floodway and PICM Riparian Buffer Zone,

(a) Trees that are 6 inches dbh up to 20 inches dbh must be replaced at a ratio of three trees for each tree removed (a ratio of 3 to 1);

(b) Trees that are larger than 20 inches dbh and less than or equal to 39 inches dbh must be replaced at a ratio of five trees for each tree removed (a ratio of 5 to 1);

(c) Trees larger than 39 inches dbh must be replaced at a ratio of six trees for each tree removed (a ratio of 6 to 1).

(2) Landward of the PICM Riparian Buffer Zone,

(a) Trees that are 6 inches dbh up to 20 inches dbh must be replaced at a ratio of two trees for each tree removed (a ratio of 2 to 1);

(b) Trees that are larger than 20 inches dbh and less than or equal to 39 inches dbh must be replaced at a ratio of four trees for each tree removed (a ratio of 4 to 1);

(c) Trees larger than 39 inches dbh must be replaced at a ratio of five trees for each tree removed (a ratio of 5 to 1).

(3) Replacement trees must be no smaller than 1.5-inch caliper, identified as native in the Portland Plant List, and planted within the same flood hazard area, identified in Subsections 24.50.050 A. through J., as the one from which the trees are removed.

(4) Trees removed from the PICM Riparian Buffer Zone must be replaced with trees planted within the PICM Riparian Buffer Zone.

(5) Replacement trees required by this Subsection may also count towards satisfying tree replacement required by Title 11 or Title 33 provided the tree replacement meet the requirements therein.

i. d. The application must provide for beneficial gain within the PICM Riparian Buffer Zone as described below.

(1) An area equal to or greater than five percent of the new development area within the PICM Riparian Buffer Zone must be planted with native herbaceous, shrub, or tree vegetation at the following minimum planting density: 10 plants per 50 square feet at a ratio of one tree, two shrubs, and seven groundcover plants. Trees must be at least one-half inch in diameter, shrubs must be at least one gallon, and groundcover plants must be a minimum pot size of four inches. The remaining area must be seeded with native grass seed.

(2) The planted area must be within the same flood hazard area, identified in Subsections 24.50.050 A. through J., as the development within the PICM Riparian Buffer Zone.

(3) An agreement approved by the Floodplain Administrator to preserve the planted area must be recorded against the property.

(4) Plantings required by this Subsection may also count towards satisfying plantings required by Title 11 and Title 33 provided the plantings meet the requirements therein. Plantings required as mitigation for an approved environmental land use review cannot count toward meeting this beneficial gain requirement.

(5) The requirements of Subsection 24.50.060 H.2.d. do not apply to functionally-dependent uses.

3. Mitigation required to meet the no-net-loss requirements of Subsection 24.50.060 H.2. must be implemented within one year of any loss in the proxies for natural floodplain function to retain the mitigation ratios described in Subsection 24.50.060 H.2. The mitigation required must be increased 25 percent for each additional year the corresponding mitigation is delayed and a permit revision will be required to document the additional mitigation measures.

4. Prior to the issuance of any building or development permit, the applicant must:

a. Demonstrate a legal right to implement proposed mitigation.

b. Demonstrate financial assurances are in place for the long-term maintenance and monitoring of required mitigation.

c. Submit a mitigation management plan that identifies the responsible site manager, stipulates activities allowed on site, and requires the posting of signage identifying the site as a mitigation area.

5. Exemptions to Subsection 24.50.060 H.

a. Projects approved under separate consultations under Section 4(d), 7, or 10 of the Endangered Species Act provided the consultation addresses project impacts within the special flood hazard area.

b. Routine agricultural practices such as tilling, plowing, harvesting, soil amendments, and ditch cleaning that do not alter the ditch configuration, provided the spoils are removed from the flood hazard area or tilled into fields as a soil amendment.

c. Routine silviculture practices that do not meet the definition of development, including harvesting of trees, provided root balls are left in place.

d. Routine maintenance of landscaping that does not involve grading, excavation, or filling.

e. Removal of dead, dying, or dangerous trees as allowed under Title 11.

f. Pre-emptive removal of documented susceptible trees to manage the spread of invasive species.

g. Replacement of non-native vegetation with native vegetation.

h. Normal maintenance or repair of structures, such as re-roofing or replacement of siding, provided there is no expansion of the structure footprint or the horizontal projection of the roof area.

i. Alteration of building interiors, provided there is no expansion of the building footprint or the horizontal projection of the roof area.

j. Normal street, sidewalk, below-ground utilities, and road maintenance, including filling potholes, repaving, and installing signs and traffic signals. The work may not alter the use, elevation contours more than six inches above existing grade, or culverts. The work may not expand the footprint of existing improvements.

k. Normal maintenance of above-ground utilities and facilities, such as replacing downed power lines and utility poles, provided there is no net change in the footprint of existing improvements.

l. Normal maintenance of a levee or other flood control facility prescribed in the operations and maintenance plan for the levee or flood control facility. Normal maintenance does not include repair from flood damage, expansion of the prism, expansion of the face or toe, or addition of protection on the face or toe with rock or other armor.

Geotechnical Engineering Requirements

If new structures are proposed, the applicant must submit a geotechnical report with a building permit application. The report must be prepared by a professional engineer with experience in geotechnical engineering. The report must provide a summary of subsurface conditions and provide recommendations for site preparation, seismic design, and foundation support. The report must also present the engineer's evaluation of liquefaction and provide recommendations for mitigation should liquefaction impact the site.

Erosion Control

If ground disturbing activities are proposed, an erosion control plan must be submitted with the building permit application. Erosion prevention and sediment control requirements found in **Title 10** apply to both site preparation work and development. Compliance with the erosion control requirements of Title 10, as well as maintenance of the erosion control elements, such as silt fences on private property, storm drain inlet protection and bio bags in the public right-of-way, is the responsibility of the property owner, the developer, and the builders. Please refer to the City of Portland **Erosion and Sediment Control Manual** for additional information regarding erosion and sediment control requirements.

City of Portland, Oregon - Portland Permitting & Development

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Water Bureau

Early Assistance Appointment Response

Date: December 31, 2025

To: Morgan Steele
503-865-6437, Morgan.Steele@portlandoregon.gov

From: Bryan Vittori, 971-917-5458, Bryan.Vittori@portlandoregon.gov

Case File: EA 25-101014

Location: N EDGEWATER ST

Property ID: R263873, R324110, R324112, R324114, R324140, R324152, R324166, R502442, R324110

Proposal: Metro is proposing to develop Willamette Cove Nature Park, located along the east bank of the Willamette River after it has been remediated. The 24-acre project area will create a public park that provides river access, trails, habitat restoration, and supporting site amenities. Please see the attached narrative for additional project information.

Water Engineering Review has reviewed the Early Assistance materials on behalf of the Portland Water Bureau (PWB) to identify potential issues and requirements.

A. Water Availability

1. Water is available to this site from the 6" CI water main in the Rail Road Right of Way to the north of the site. This water main extends east of N Richmond Ave approximately 2200 ft The static water pressure is estimated as 70- 88 psi at 68 feet in elevation.
2. The site is currently served through a 5/8" meter on a 3/4" service.

   Service lines and meters for commercial usage are determined by the total fixture units being served.

   If the services are found to be inadequate, they will be resized at the expense of the development. If an existing service is not used for the new development, it must be removed. All fees to remove services are the responsibility of the development. SDC credit will only be offered for any domestic or irrigation meters that are permanently removed.

   Submission of the fixture count is required at permit application. Please refer to the Commercial Meter Sizing Form on our website for more information.
3. It is the responsibility of the developer to verify the location of Water infrastructure within the right-of-way through a utility locate request, City records, or potholing. Locations shown in this meeting or on any City mapping are for reference only.

Please contact us for translation or interpretation, or for accommodations for people with disabilities.
More information · Más información · Thêm thông tin · 欲了解更多信 · Дополнительная информация
Mai multe informații · Подробиці · Macluumaad dheeri ah · अधिक सूचना · Tichikin Poraus
www.portlandoregon.gov/water/access · 503-823-7432 (TTY: 503-823-6868, Relay: 711)

B. Key Issues

1. To install a new sanitary lateral to the property may need to cross the existing 6” water main. PWB will require a Utility Protection Plan prior to construction. Refer to the Portland Guidelines for Utility Protection for more information.
2. Any new connection to the site will require work within the rail road right of way and crossing of an active rail line. This work will fall outside of Water Bureau Rate Ordinance, requiring a Site Specific estimate.

C. Other Category

1. Backflow prevention assemblies are required for all dedicated irrigation services, dedicated fire lines, mixed-use/multi-tenant developments, certain occupancies, and meters larger than 1.5”. A backflow assembly may be required on smaller services based on the use of the property. Dedicated fire sprinkler water services are to be equipped with a state-approved detector style backflow prevention assembly.

   Backflow prevention assemblies can significantly impact property frontage development. Water Bureau required backflow assembly installations are required on private property, at the public right of way line, centered on the city’s water service. Some installations are required to be installed above finished grade in an approved insulated outdoor enclosure. Assemblies installed inside of buildings must be approved prior to installation. Water services to high rise buildings (measured 75-feet from lowest finished floor to top of structure) are required to be equipped with Reduced Pressure type backflow assemblies.

   Please reference possible backflow assembly requirements for your project at https://www.portland.gov/water/backflow-prevention/backflow-assembly-installation-requirements or contact Water Quality Inspection at 503-823-7479 for more information.
2. Please note that unused sanitary sewer laterals are most often capped at the curb, not at the main. Any new water line must maintain 5 feet separation from sanitary sewer laterals that have been capped at the curb.
3. To obtain fire flow information fill out a “Fire Flow Request Form” found at our website, https://www.portland.gov/water/water-development-services/request-fire-flow-information or by calling 503-823-1408.
4. **NOTE: Fire line sizes are now required by Water reviewers at the time of permit review**. Although fire sprinklers are still allowed to be a Deferred Submittal, Water does not review Deferred Submittals. The requested fire line size must be declared during permit review so that correct fees can be calculated and added to the permit.

   The Water Bureau does not determine fire line size. Appropriate sizing of the fire service is the sole responsibility of the developer. Please consult with a fire sprinkler professional to determine your required fire line size.
5. If there is contamination in or near the ROW at the location of proposed water mains or services, PWB requires:
   a. Verification of clean soils at the location of the installations; or
   b. Identification of the extent and degree of contamination such that appropriate remediation plans can be generated prior to any PWB construction. The remediation, disposal fees, and charges are the responsibility of the developer.

D. Water Code Requirements

Separate Water Service Requirements and Availability for Residential and Commercial Development

- N**ew commercial development with no residential use, and having permanent irrigated areas of 1,000 square feet or more,** are required to have a separate water meter for irrigation use. The requirement only applies to permanent irrigation services intended to remain longer than 24 months.
- **Water services may not cross property lines unless service through an easement has been approved by the Water Bureau.** Separate services and meters are required for **development on an individual lot, regardless of lot ownership**. An exception is when a single structure crosses a property line, in which case a single meter may serve the structure.

Topic	Code and Comments	Code Citation & Link
Title 21	City Water Code	Title 21 Water
Engineering and Technical Standards	Administrative Rule	Administrative Rule
Water Main Extension – Entire job performed by PWB Crews	Fees for any required main extension must be paid in full. To request a fee statement for a main extension, please contact Portland Water Bureau at waterservice@portlandoregon.gov or 503-823-7368, option 5. Fees for new mains are required prior to building permit approval but not before Public Works Design plan approval if there is a Public Works permit.	21.30.010 Service to Property Adjacent to Water Main. 21.30.020 Main Extensions Inside City and Cost Sharing
Water Main Extension – work performed by Developer	Water plans must be submitted and approved by the Water Bureau with all fees paid for the plan review, inspection, and connection of the water main. Mains constructed by a contractor are required to be completed prior to building permit issuance.	21.30.020 Main Extensions Inside City and Cost Sharing

E. Permit Information

At the time of permit review (following the land use review if applicable) you should be aware of the following:

Plan submittal

1. When the Water group is reviewing a building permit, the site utility plan should follow guidelines in Appendix A of the Water Bureau Engineering and Technical Standards Admin Rule.
2. For residential projects, please see Drawing a Site Plan for additional guidance.
3. For Public Works permits, please follow guidelines provided in Plan Preparation for Public Works Permitting Projects.

Meter Sizing

1. Commercial Meters will be sized during the building permit review process. Sizing is based on total count of all fixtures supplied by the identified service. Developer will provide a Commercial Meter Sizing Form for each meter as part of the building permit submittal. There will be no reduction in meter size based on grey water usage or the installation of low-flow fixtures.
2. The developer can consider the use of a combination domestic and fire service for services of 2” or less.

Fees

1. All new or upsized domestic and irrigation meters will be assessed a System Development Charge (SDC). Fee is based on meter size except when a header service is installed with meters serving multiple dwellings on a shared lot, in which case the fee is based on the shared meter equivalent. See PWB Code Guide for more information: https://www.portland.gov/water/water-development-services/separate-meter/.
2. SDC credit will be given for meters that are permanently removed. SDC credit is applied only towards services within the same lot per the Water Annual Rate Ordinance Section 10.G.
3. Fire lines are excluded from Systems Development Charges.
4. Ordinance rates for service installations and water main extensions can be found in Exhibit A of the current Water Fee Schedule: https://www.portland.gov/water/water-development-services/water-development-fees/.

Technical Studies and Reports

City of Portland, Oregon - Portland Permitting & Development

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Urban Forestry
Early Assistance Response

Date: January 13, 2026
From: Casey Collyer
Casey.Collyer@portlandoregon.gov
Case File: EA 25-101014
Location: N EDGEWATER ST
Proposal: Metro is proposing to develop Willamette Cove Nature Park, located along the east bank of the Willamette River after it has been remediated. The 24-acre project area will create a public park that provides river access, trails, habitat restoration, and supporting site amenities. Please see the attached narrative for additional project information.

Portland Permitting & Development (PP&D) Urban Forestry staff reviewed the Early Assistance materials to identify potential concerns and requirements related to street and heritage trees, including planting requirements under Title 11.
See the Planning and Zoning response for information on Title 11 private property tree regulations and other applicable Title 33 requirements.

Response Summary
The development will be subject to Urban Forestry standards and requirements, per Title 11, during the permit review process as detailed in the following sections.

A. Tree Plan (Title 11.50.070)
A tree plan must be submitted with each phase of review including land use reviews, building permit applications, and public works permits. The plan must include the following information for street trees:
   a. The size and location of street trees adjacent to the subject property.
   b. Trees proposed to be preserved including tree protection specifications in accordance with 11.60.030.
   c. Tree(s) proposed for removal.
   d. Tree planting, including tree species and location(s).

The tree plan information may be combined with other relevant plan sheets, such as the site plan.

B. Street Trees
1. *Street Tree Preservation* (11.50.040)
   Based on the proposed development it appears existing street trees may be impacted. Development proposals must be configured to avoid street trees.

   Street trees can be approved for removal if necessary to facilitate development. Tree replacement for trees removed shall occur on the site, in the street planter strip, elsewhere on City property or in the street, or as a payment into the Tree Planting and Preservation Fund for each tree not planted.

2. *Street Tree Protection Specifications* (11.60.030)
   For existing street trees required to be preserved, both the tree(s) and required protection method(s) – either Prescriptive or Performance path – must be shown on the Tree Plan (11.50.070).
   - Prescriptive Path tree protection can follow Standard Drawing P-582 protection specifications.
   - Performance Path tree protection plans must be prepared by an ISA Certified Arborist who has recently performed a site inspection. The arborist report must be provided at time of permit application.

3. *Street Tree Planting* (11.50.060.C)
   One street tree must be planted or retained for each full increment of 25 linear feet (11.50.060.C.1) and shown on the Tree Plan(s).
   - New street trees must be labeled on the plans with location, species, and planting (caliper) size.
   - The tree species must be selected from the appropriate Urban Forestry Approved Street Tree Planting lists.
   - Street tree planting must follow Urban Forestry Street Tree Planting Standards (See Standard Drawing P-581).
     - The location of new utilities must be designated to avoid conflicts with new tree planting locations.
   - Street tree species diversity requirements (no more than 40 percent of a single species) must be applied to all projects requiring eight or more new street trees to be planted (11.60.020.D).

   Street trees will be required to be planted through the building permit, public works permit, final plat.

   Street tree planting may be exempt under 11.50.060.B when existing above or below grade utilities prevent street tree planting, or when the existing planting strip is less than 3-feet wide.

   Due to the existing condition of the right-of-way, street trees may not be required unless PBOT requires frontage improvements.

C. Heritage Trees (11.20.060)
There is not a heritage tree located on/adjacent to the development site that is on the City of Portland's Heritage Tree list.

City of Portland, Oregon - Portland Permitting & Development
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URBAN FORESTRY TREE REQUIREMENTS
Early Assistance and Land Use Review

Portland Parks & Recreation Urban Forestry staff review Early Assistance and Land Use Review materials to identify potential issues and requirements in accordance with Title 11, Trees and Title 33, Zoning Code. The purpose of these reviews is to identify potential issues and/or impacts on existing street trees, heritage trees, and trees on City-owned or managed sites (if applicable), as well as to provide adequate areas for future street tree planting on existing and proposed public streets. Trees on private property are subject to development standards from Portland Permitting & Development. See planning requirements for private property trees or call the Zoning Hotline at 503-823-7300.

Tree Plan Submittal Requirements (11.50.070)

A tree plan must be submitted with each phase of review including land use reviews, building permit applications, and public works permits. The tree plan information may be combined with other relevant plan sheets. The tree plan submittal shall include the following information:

- existing improvements;
- proposed alterations;
- existing street trees ≥ 3" DBH including size and location;
- existing on-site trees ≥ 6" DBH within 15' of the limits of disturbance;
- trees proposed for removal;
- tree planting proposal, including tree size, species and location; and
- trees to be retained and proposed tree protection measures meeting the specification in Chapter 11.60.

Any changes to an approved Tree Plan, including amending tree species must be approved by the City Forester. Please note that the City Forester may not approve revised tree planting plans based on the lack of species availability. To facilitate species availability, it is recommended that tree procurement occur approximately 6 months prior to installation.

Tree Mitigation (11.50.040.C.2)

Healthy street trees ≥ 6" DBH that are approved for removal shall be replanted with two trees in addition to trees required to be planted to meet Street Tree Planting Standards, below. When street improvements are to partially or fully unimproved streets, healthy street trees ≥12" DBH approved for removal shall be replanted with two trees, with trees planted to meet Street Tree Planting Standards credited towards meeting this requirement. Tree replacement for trees removed shall occur in the street planter strip, on site, or in the same watershed either by planting or by paying a fee in lieu of planting in accordance with table 60-1, below.

On City-owned or managed sites, healthy, non-nuisance trees ≥ 6" DBH that are approved for removal shall be replanted per the Administrative Rule for tree replacement standards, below:

Tree Replacement for Development on City Owned or Managed Sites

Size of tree to be removed (inches in diameter)	Number of trees to be planted
6 and up to 12	Up to 2
More than 12 and up to 20	Up to 3
More than 20 and up to 25	Up to 5
More than 25	Up to 6

Street Tree Planting Standards (11.50.050)

One street tree shall be planted or retained for each full increment of 25 linear feet per side of street frontage. Planting is exempt when existing above or below grade utilities prevent planting of street trees, or if the existing design of the street will not accommodate street tree planting because the planting strip is less than 3 feet wide, there is not a planting strip, or there is insufficient space to add tree wells. Trees planted to meet street tree planting standards are credited toward mitigation requirements when street improvements are to partially or fully unimproved streets. When the required number of trees cannot be planted, a fee in lieu of planting will be required, in accordance with Table 60-1, below.

Table 60-1 Broadleaf Tree Size Requirements

Development Type	Tree Size	
	On Site	Street
One and Two Family Residential	1.5”	1.5”
Multi Dwelling Residential	1.5”	2”
All others	1.5”	2.5”

Tree Planting Specifications

If there are fewer than 8 required trees, they may all be the same species. If there are between 8 and 24 required trees, no more than 40 percent can be of one species. If there are more than 24 required trees, no more than 24 percent can be of one species. Street tree species shall conform to the appropriate “City of Portland Approved Street Tree Planting List.” The City Forester may approve or require an alternate or unlisted species.

All required street trees shall be planted in-ground following Standard Drawing Number P-581 “Typical Street Tree installation,” except when in raised planters that are used to meet Bureau of Environmental Services storm water management requirements. Please include the Standard Drawing Number P-581 as part of the Public Works permit application. Plant materials shall be installed to current nursery industry standards and proper arboricultural practices [American National Standards Institute, *ANSI A300 Part 6: Tree, Shrub, and Other Woody Plant Maintenance-Standard*

Practices (Planting and Transplanting) 2012, Tree Care Industry Association, Inc. Londonderry, NH]. Plant materials shall be properly supported to ensure survival.

All trees required or approved to be planted by Title 11 shall be planted or payment in lieu of planting made prior to the expiration of the permit or City’s final acceptance of the project, as applicable. However, it is encouraged that planting occur during the wet months or as per City Forester recommendations. Street tree planting may be deferred between May 1 and September 30 upon filing a performance guarantee as provided in Section 11.10.060 or other assurance deemed acceptable by the City Forester or Portland Permitting & Development Director as applicable.

Tree Protection Specifications (11.60.030)

Trees to be retained shall be protected in accordance with Title 11 Trees, Protection Specifications (11.60.030.C). Tree protection shall be shown on the tree plan and include the distance from the trunk of the tree to the fence. A standard root protection zone is established as follows; a minimum of 1 foot radius (measured horizontally away from the face of the tree trunk) for each inch of tree diameter. Protection fencing shall be a minimum 6-foot high metal chain link construction fence, secured with 8-foot metal posts established at the edge of the root protection zone and permissible encroachment area.

Appendix

Community Engagement Reports

A) Phase 1 Summary Report

B) Phase 2 Summary Report

C) Phase 3 Summary Report

D) Accessibility Engagement Summary Report

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Community Engagement Summaries

A) Phase 1 Summary Report

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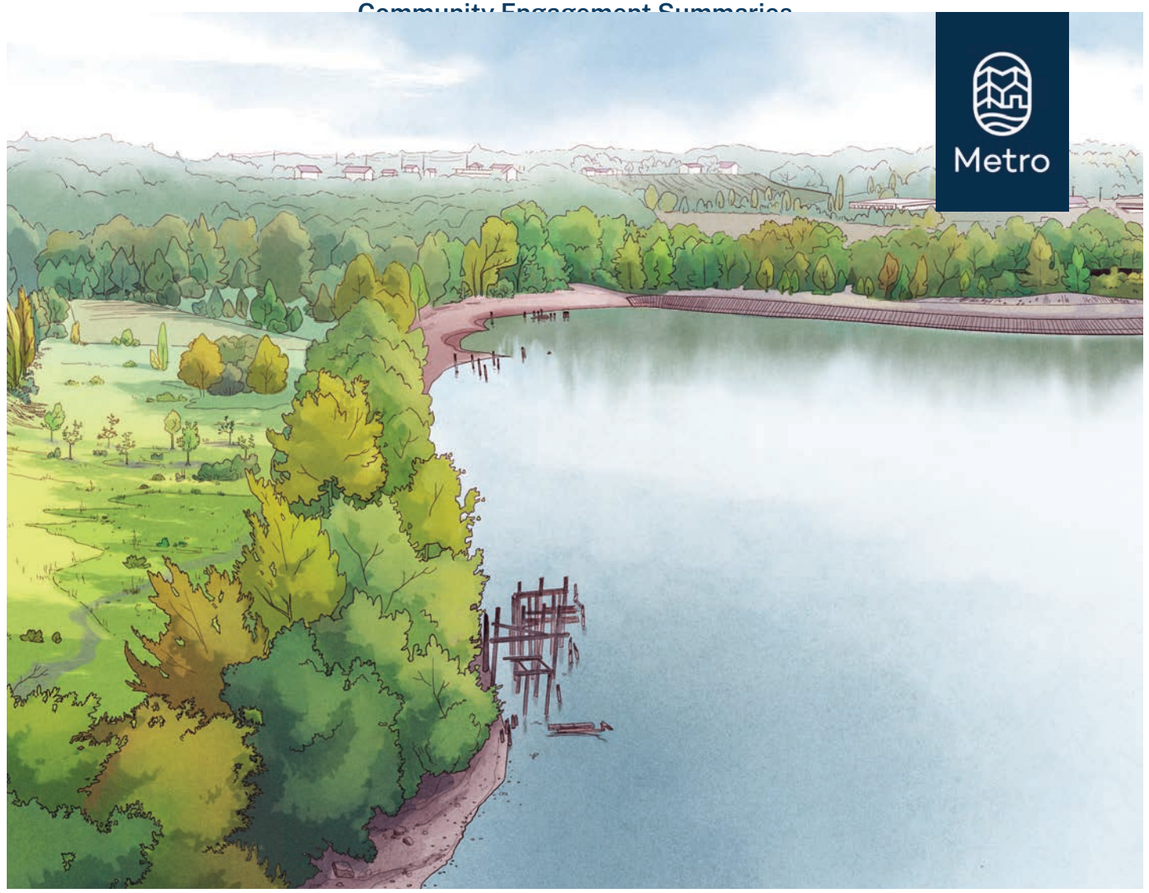

PHASE 1 ENGAGEMENT REPORT

Willamette Cove Master Plan

July 2024

oregonmetro.gov/cove

Metro

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

So, hello. We're Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

Stay in touch with news, stories and things to do.

oregonmetro.gov/parksandnaturenews

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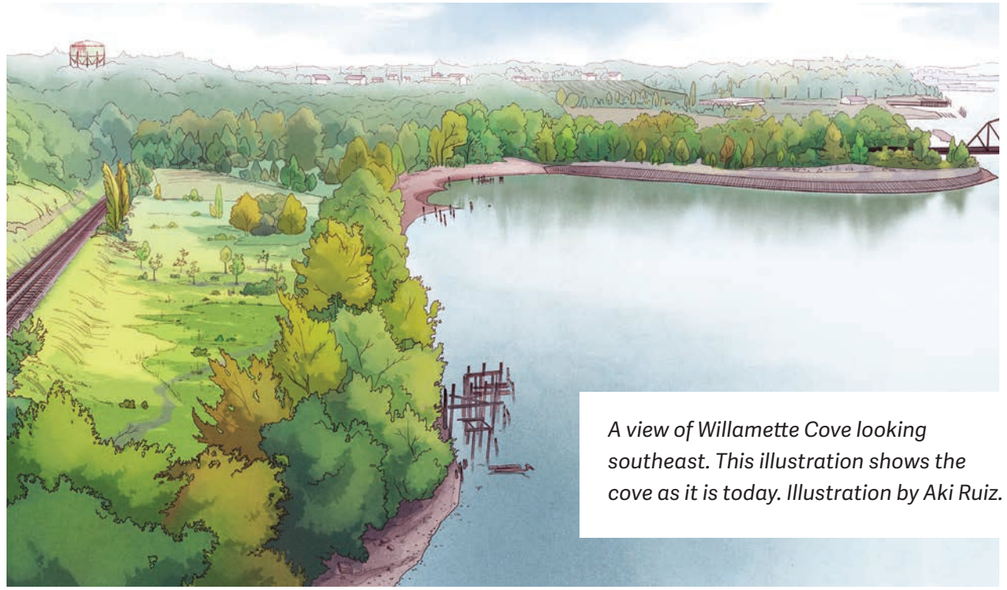


A view of Willamette Cove looking southeast. This illustration shows the cove as it is today. Illustration by Aki Ruiz.

Executive Summary

This report outlines Metro's process of community engagement and summarizes key outcomes from the first of the four phases of planning and engagement for the Willamette Cove nature park master plan.

Phase 1 ran from February to May 2024 and included:

- Interviews with community-based organizations
- Online community survey
- Two community workshops

Each activity was designed to gather valuable input from community members that Metro staff will use to design the future nature park.

Learn more about the nature park at: oregonmetro.gov/cove.

Community engagement goals for Willamette Cove

The Willamette Cove master plan will be informed by and reflect the experiences, ideas and concerns of community members and will be designed to reflect their input. In order to do this, the Metro team working on the project have set the these community engagement goals:

- Develop a vision and design concept for the nature park that reflects community priorities and desires.
- Build awareness about the master plan and its purpose; site conditions, constraints and opportunities; and design alternatives.
- Provide the public with clear and transparent information about the site, the planning process, and decision-making.
- Provide ample opportunities for public involvement, input, feedback and relationship building.
- Address barriers to community participation, to the extent possible.
- Understand cultural history and significance of the site, land, habitat and water.
- Build relationships with existing and new partners for the engagement process and future implementation of the master plan.

First in-person community workshop at Cathedral Park Apartments.

What we did: Overview of engagement activities

Interviews with community-based organizations

In February, Metro and the consultant team interviewed community-based organizations representing Indigenous communities, communities of color, youth of color, people with disabilities, LGBTQIA+ communities, and environmental advocates to inform the project's engagement approach, understand community priorities and concerns, and establish relationships and partnerships for outreach and engagement. Metro interviewed Latino Outdoors, Bird Alliance of Oregon, Verde, Nesika Wilamut, Portland All Nations Canoe Family, ELSO, Ground Score Association, Aim 4 Access, Blueprint Foundation

Online survey

In April and May 2024, an online survey was available for three weeks to gather input from community members across greater Portland. Metro notified 36,000 residents via postcard mailings to promote the online survey, and the survey received 2,200 responses.

In-person and Virtual Workshop Activities

Metro and the consultant team hosted two identical workshops for either in-person and virtual participation. The in-person workshop was held on May 4, and the virtual workshop was held on May 7. A total of 62 community members participated in the workshops. All participants were compensated for their time and contributions to the project.

Project staff provided background information about the history of the site, the master planning and clean up process, and the opportunities and constraints on the site. Project staff also facilitated two group exercises to gather feedback on project values and initial programming ideas and priorities.

Small group mapping activity at the community workshop.

What we heard: Project values

To ensure the future Willamette Cove's nature park reflects the needs and priorities of the community, it was important to start with an understanding of what restoration and healing means to community members and the values that the project should adhere to moving forward. Community members and leaders of community-based organizations consistently said the planning process and the nature park should:

- Acknowledge and demonstrate accountability for past harms to the land, water, animals and communities dispossessed by colonization
- Be transparent about the decision-making process, timelines, funding, and uncertainties
- Incorporate Indigenous perspectives and knowledge, and center their experience and expertise
- Create access to nature for everyone, particularly for Indigenous communities, Black communities, people of color and people with disabilities
- Center resilient infrastructure, and wildlife and habitat restoration and preservation

Other notable comments we heard from community members that further emphasized these project values include:

- Center habitat and wildlife
- Incorporate traditional Indigenous practices of environmental stewardship, education and culture
- Reconnect the community to the water and land
- Safety information and accessible trails and features for people with disabilities to the water and land
- Foster a sense of belonging and inclusivity
- Understand and mitigate gentrification and displacement risks to residents in the area as the nature park develops
- Be transparent about the development process and clean up of Willamette Cove
- Understanding the environmental impacts of removing and disposing of contaminated soil to another location

> *"It would be nice to be fully present in a quiet park. For me, nature is one of the few places where I can feel connected to the earth without all the social constructs that I normally find oppressive.*

> *"I want to feel that I belong to this community and this area.*

> *"Not only doing the cleanup, but also that each of us contribute with something.*

Map of Willamette Cove existing conditions

What We Heard: Initial Ideas for Site Design

The following summarizes key takeaways for initial site design ideas gathered during the engagement activities.

This feedback will inform nature park designs in Phase 2.

Habitat Features

- "Watching birds, fishing, and other wildlife in the water" is the most important type of water access for participants.
- A a majority agree that the nature park should largely be for plants and animals to thrive as opposed to allowing more access for people.

Willamette Cove looking West

Nature-based Experiences and Education

- There is strong interest in educational and reflective uses of the park, supported by interpretive signs, storytelling elements, wayfinding, and art by local artists to enhance their understanding and appreciation of both cultural and natural aspects of Willamette Cove.
- Educational and interpretive signs, particularly related to Indigenous history, language, and general ecological information are desired.

Gathering Spaces

- Nearly half of survey respondents imagine using the park for social gatherings and relaxation. Spaces for rest and meditation are important activities for participants as well.
- Many expressed the desire to have traditional, Indigenous healing practices at the site, including a place for ceremony before and after the park opens.

Access and Trails

- 94% of respondents use nature parks for walking or rolling, indicating that paved trails and accessible paths are crucial amenities.
- A small, but significant number of respondents live with a disability that limits their ability to access nature parks and enjoy parks for longer periods of time.
- There is a strong desire for accommodations beyond standard ADA requirements, such as charging stations for power wheelchairs.

Water Access

- Top priorities for water access at Willamette Cove are wildlife observation and connecting with water, followed by recreational activities such as paddling and swimming

Phase 1: Imagining the Park

Phase 1 engagement goals

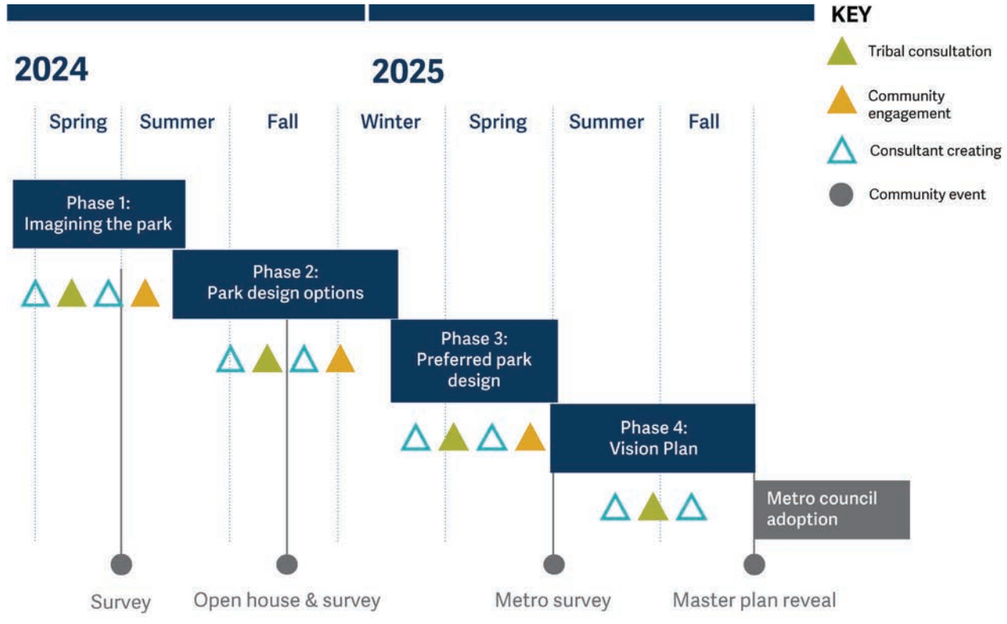
- Build awareness about the master plan, the planning process, and what may or may not be possible on the site.
- Gather feedback about project values and initial programming ideas and priorities for the future nature park.
- Gather community concerns, ideas and priorities for habitat, amenities, and design features to help drive the direction of alternative designs in the next phase.
- Provide in-person and virtual participation options to invite more diverse community members and people with disabilities to share their feedback.

How feedback will influence the next phase of Willamette Cove master planning?

Feedback will be evaluated by Metro, the consultant team and Tribal governments to incorporate into the nature park alternatives.

In late Fall, the project team will present these results for community feedback and further refine the preferred design concept.

Willamette Cove Master Plan Project Timeline



What We Did: Overview of Engagement Activities

Interviews with community-based organizations

In March, Metro and the consultant team reached out interviewed community-based organizations to inform the project's engagement approach before connecting with the broader public. These organizations represent Indigenous communities, communities of color, youth of color, people with disabilities, LGBTQIA+ communities, and environmental advocates and conservationists. The goal for the interviews was to:

- Build awareness and excitement about the project and future opportunities on the site.
- Understand cultural values, significance, and histories of the site and river.
- Listen to values, priorities, concerns, and equity considerations for site programming and design early in the engagement process.
- Establish relationships early with potential partners for future master plan implementation. Identify partners interested in upcoming engagement events, outreach and education.

The project team interviewed nine community organizations that represent different populations in Portland. They include:

Aim 4 Access: A passionate disability-led organization, dedicated to providing education and training that ensures accessibility and inclusion through interdependence.

Bird Alliance of Oregon: Oregon's passionate and growing community advocating for conservation of Oregon's wildlife and wild places.

Blueprint Foundation: Empowering Black and Brown youth through culturally responsive mentoring and experiential learning opportunities so they can build their futures and careers focusing on workforce development challenges that disproportionately impact Black community members.

ELSO: Seeking to reduce the achievement gap in STEAMED education and professions while creating a sense of belonging for Black and Brown communities in the natural and built environment.

Ground Score Association: Informal recyclers, waste pickers, canners, dumpster divers, and other environmental workers who create and fill low-barrier waste management jobs for a more inclusive circular economy.

Latino Outdoors: Inspiring, connecting, and engaging Latino communities in the outdoors and embrace cultura y familia as part of the outdoor narrative, ensuring our history, heritage, and leadership are valued and represented.

Nesika Wilamut: An indigenous-led network that focuses on the health of the Willamette River through a social justice lens.

Portland All Nations Canoe Family: Seeking to strengthen Native urban families, build connection to culture, enable healing and protect our waters.

Verde: Serving communities by building environmental wealth through social enterprise, outreach, and advocacy.

Online Survey

The online survey was the primary opportunity for the community to give input.

The survey had background information about the history of the site, the master planning and clean up process and the opportunities and constraints on the site.

The survey questions aimed to understand respondents values, priorities, and ideas for the future nature park concept.

Postcard mailings notified 36,000 Portland residents in and around Willamette Cove about the project and online survey. The survey was open for 3 weeks from April 22 - May 10.

It received 2,200 responses.

In-person and Virtual Workshops

Metro and the consultant team hosted two workshops for in-person on May 4 from 11:00 AM-1:30 PM and one virtual on May 7 from 6:00 PM - 8:30 PM. A total of 62 community members participated in the workshops. All participants were compensated for their time and contributions to the project.

The workshops included the same presentations and activities. Project staff provided background information about the history of the site, the master planning and clean up process, and the opportunities and constraints on the site.

Project staff facilitated two group exercises to gather feedback on project values and initial programming ideas and priorities.

#1 Project Values

Participants reflected on their relationship to Willamette Cove and river including ways to ensure the site is restorative and healing, and important values to keep in mind as Willamette Cove develops into a nature park.

#2 Programming Ideas and Priorities

Groups discussed different amenities and features they would like to see on the site. Each group placed dot stickers on a large map of representing 20 different potential ideas categorized under five major themes:

- Habitat features
- Nature-based experiences and education
- Water access
- Access and trails
- Gathering places

Some example ideas provided were bird watching, outdoor classroom, boat launch area, and quiet areas. There were also blank stickers and sticky notes to write in comments.

Each group was asked to discuss the following questions and mark up their maps with their ideas and comments:

- Which features are most important to include at the Nature Park? Why?
- What types of uses and features would spark joy for you and your community?
- How could these features be more inclusive and equitable and meet project values?
- Are there accessibility considerations to be mindful of?

Community members work on a participatory mapping activity at the in-person workshop.

It would be nice to be fully present in a quiet park. For me, nature is one of the few places where I can feel connected to the earth without all the social constructs that I normally find oppressive.

- Workshop participant

What We Heard: Project Values

There is a long history of harms done to Willamette Cove and the larger ecosystem of the Willamette River, including contamination of the land and water and the harm of separating people from nature. The development of a nature park at Willamette Cove is an opportunity to be part of the healing process for the land, water, animals, and people for generations to come. To ensure the future development of a nature park at Willamette Cove reflects the needs and priorities of the greater Portland community, it was important to start with an understanding of what restoration and healing means to community members and the values that the project should adhere to moving forward.

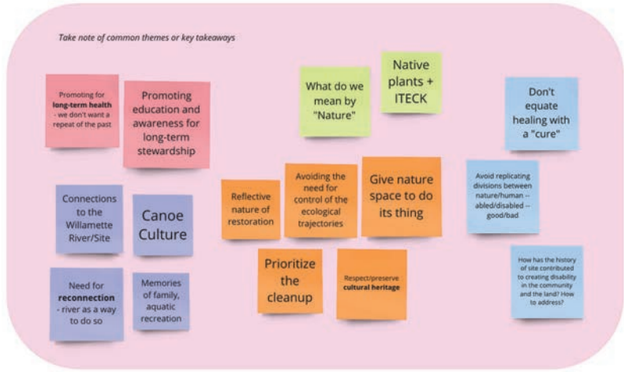
In interviews with community-based organizations, we heard the following values were important to uphold in the development of Willamette Cove.

- Acknowledge and demonstrate accountability for past harms to the land, water, animals and communities dispossessed by colonization
- Be transparent about the decision-making process, timelines, funding, and uncertainties
- Incorporate Indigenous perspectives and knowledge, and center their experience and expertise
- Create access to nature for everyone, particularly for Indigenous communities, Black communities, people of color and people with disabilities
- Center resilient infrastructure, and wildlife and habitat restoration and preservation

Industrial activity at Willamette Cove in 1948

These values were shared in the survey and respondents strongly resonated and agreed with them. Survey respondents emphasized the importance of centering habitat and wildlife, Indigenous knowledge and culture, safety and accessibility to the water and land, and maintaining transparency about the development process and clean up of Willamette Cove.

Workshop participants shared similar values and emphasized the importance of reconnecting with the water and land, incorporating traditional Indigenous practices of environmental stewardship and education, feeling a sense of belonging and inclusivity, considering gentrification and displacement risks to residents in the area as the nature park develops, and understanding the environmental impacts of removing and disposing of contaminated soil to another location.



Feedback about values for Willamette Cove during small group discussions at the virtual workshop.

I want to feel that I belong to this community and this area.

- Survey participant

Not only doing the cleanup, but also that each of us contribute with something.

- Survey participant

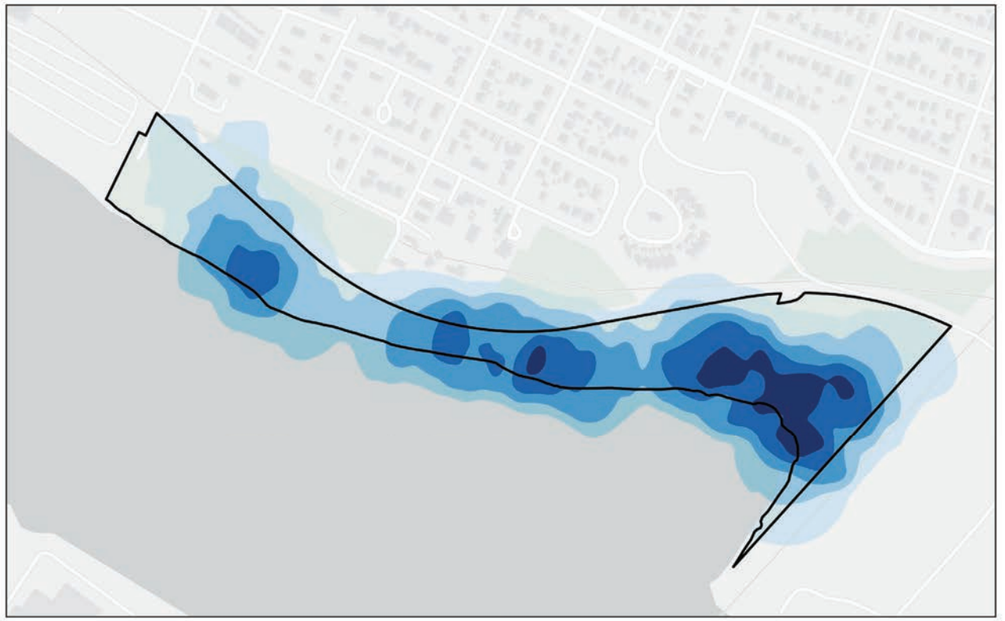
What We Heard: Initial Ideas for Site Design

In this first phase of the project, it was important to set expectations with community members about the opportunities and constraints on the site and gather informed feedback about the types of programs, design features, and amenities desired at Willamette Cove.

The key takeaways are organized under five themes that were presented during the workshops: habitat features, nature-based experiences and education, water access, access and trails, and gathering spaces. This feedback will inform nature park designs in Phase 2.

Participatory mapping activity with the community at in person workshop.

Dot Stickers for Habitat Features

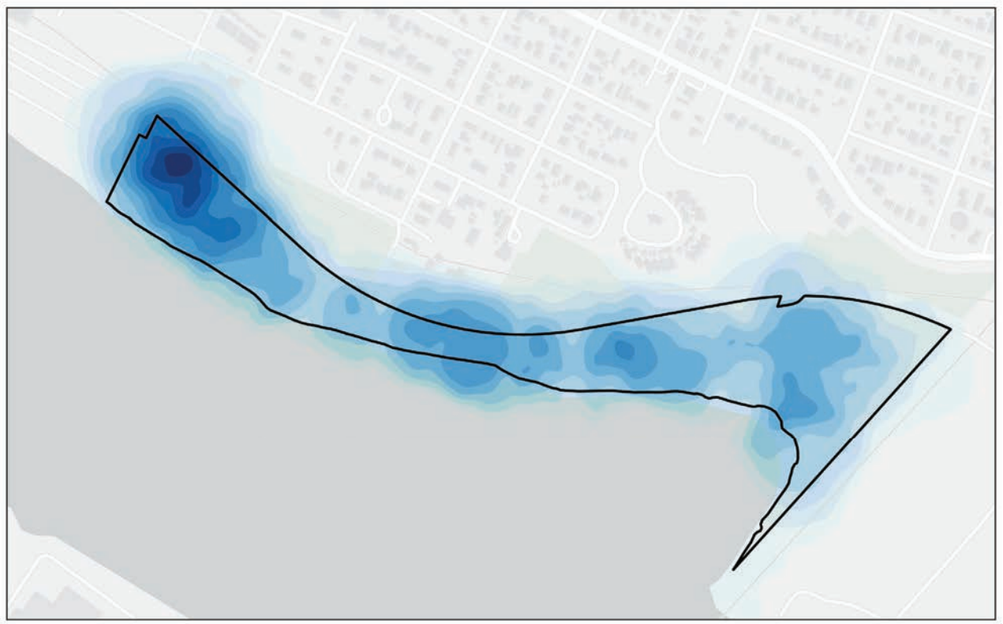


The map above shows the density of stickers for habitat features that workshop participants would like to see on the site.

Habitat Features

- "Watching birds, fishing, and other wildlife in the water" is the most important types of water access for participants.
- Participants want to see plants and animals thriving over allowing more access for people.
- Aquatic and riparian habitats, with the river and stream-side habitats are at the top choices for conservation efforts at Willamette Cove.
- Woodlands are a high priority as well, while meadow habitats are less prioritized by the respondents.

Dot Stickers for Nature-based Experiences and Education

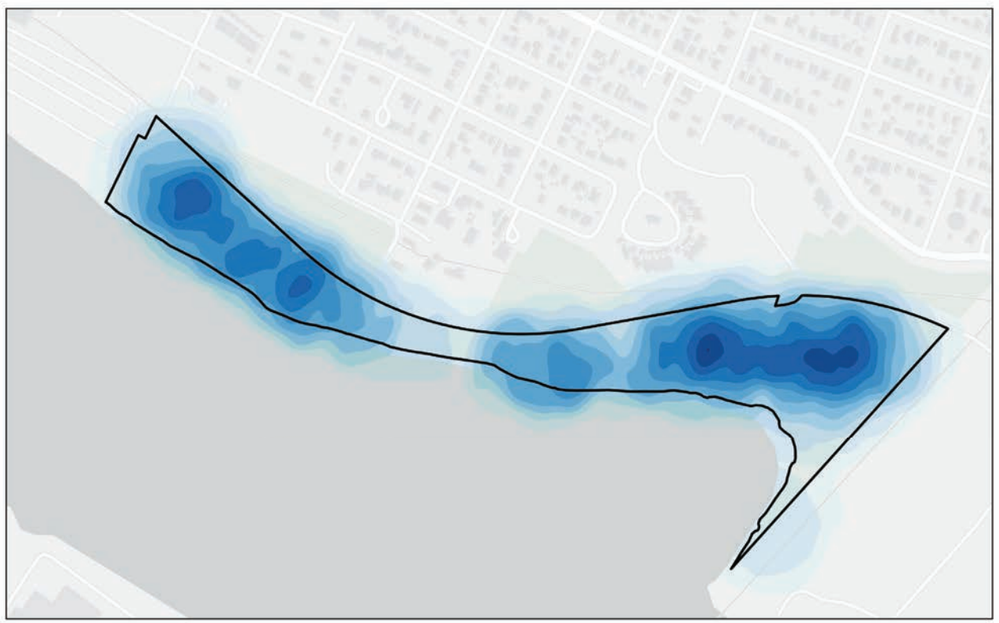


The map above shows the density of stickers for nature-based experiences and education features that workshop participants would like to see on the site.

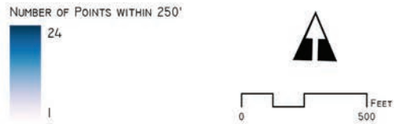
Nature-based Experiences & Education

- Immersive educational experiences are highly desired throughout the park supported by interpretive signs, storytelling elements, wayfinding and art.
- Integrating local art into the park is key to enhance the public's understanding and appreciation of both cultural and natural aspects of Willamette Cove.
- Signage related to Indigenous history, language, and general ecological information.
- Wayfinding and interpretive displays were also important, particularly about the site's industrial history and its harmful impacts to the land, water, and habitat, and environmental conservation.
- A small percentage of respondents prefer minimal signage to preserve the natural landscape.
- Incorporating educational and interpretation features that accommodate different disabilities, learning styles, and languages such as audio storytelling and tactile experiences.

Dot Stickers for Gathering Spaces



The map above shows the density of gathering spaces that workshop participants would like to see on the site.

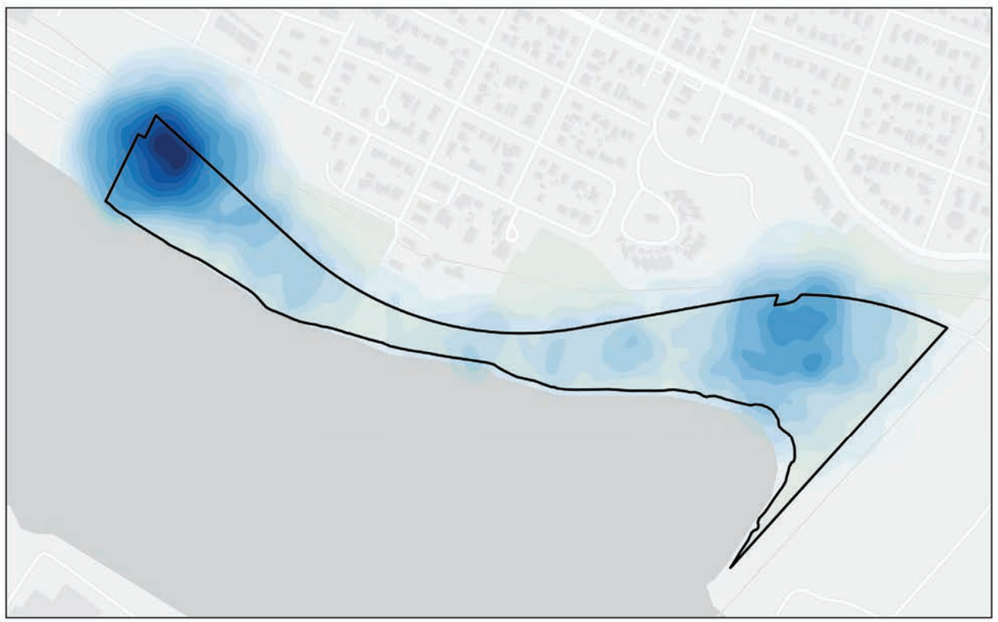


Gathering Spaces

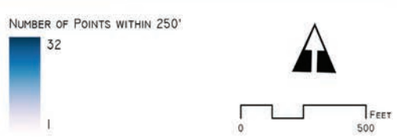
- 60% of survey respondents use parks to spend time with family and friends. 50% imagine using this park for social gatherings, relaxation, and reflection.
- 50% of surveys emphasized that quiet areas for rest and reflection are essential. This calls for amenities that enhance comfort and convenience, such as picnic tables and restrooms.
- It is very important to make space for traditional, Indigenous healing practices at the site, including a place for ceremony before and after the park opens.

> *"I believe in having a ceremony to unveil the Willamette Cove and its new transition will be an important marker. [...] to honor and reclaim its new transition of health and care.*
>
> - Survey participant

Dot Stickers for Access and Trails



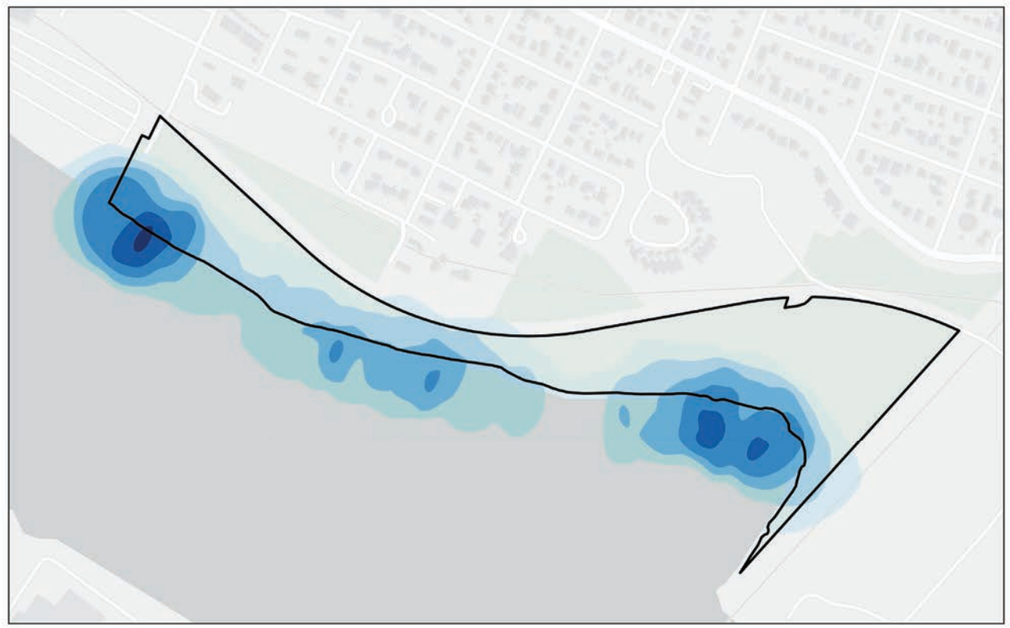
The map above shows the density of access and trails that workshop participants would like to see on the site.



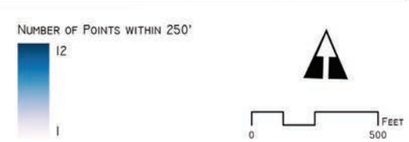
Access and Trails

- Most respondents (94%) use nature parks for walking or rolling on bikes. Trails, accessible walking paths, and strong cycling infrastructure are crucial to support these activities.
- 61% of respondents expect to drive to the nature park, and would like parking for their cars. A small share mentioned using ride share services.
- 20% of respondents may use public transit to get to the park, indicating a need for convenient public transportation options and connections to the park.
- Bikes are the majority of rollers but a small share mentioned that they use roller skates, skateboards, scooters or other electric mobility devices.
- A small, but significant number of respondents reported living with a disability that limits their ability to access nature parks, and enjoy parks for longer periods of time.
- Accommodations beyond standard ADA requirements such as charging stations for power wheelchairs are also strongly desired.

Dot Stickers for Water Access



The map above shows the density of water access activities that workshop participants would like to see on the site.



Water Access

- Top priorities for water access are focused on wildlife observation and sensory experiences near the water, and recreational activities like boating and swimming.
- There is some interest in more specialized recreational activities like fishing, canoing, kayaking and paddle boarding.
- Some participants expressed the desire to focus on restoration of the River waterfront, hoping that there would be mainly passive activities rather than recreational ones.
- Participants communicated the importance of water access as a climate resilience measure during heat waves.

Other Amenities and Notable Comments

- **Parking**: Parking near hubs is important, and participants are interested in priority parking for ADA and elders only. Parking desires also include infrastructure for bikes, and other vehicles.
- **Access:** Accessible entry points.
- **Comfort amenities:** 67% of participants want comfort amenities like benches and restrooms. Play areas for children, resting areas along trails and dog parks and dog's waste stations were also mentioned.
- **Safety**: Respondents wish to experience peace of mind during their visits and called for various safety measures.
  - **Signs:** People emphasized the need for signs to address various issues, like swimming safety, potential cyclist-pedestrian accidents and natural hazards like flood risks.
  - **Families and women:** Ensuring safety for women and families at the nature park was a specific concern for workshop participants. One person suggested emergency call boxes.
  - **Culture:** There is a call for signs that reaffirm the park as a welcoming place for everyone, regardless of race or background.

Who Participated?

This section provides an overview of the demographics of the survey and workshop participants. It includes information about those who took part in the English and Spanish surveys, as well as the attendees of the workshops.

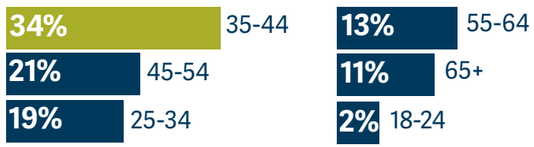
Survey Demographics

About 60% of survey participants shared their demographic information. This data helps us understand the diversity of the population interested in the Willamette Cove Master Plan development. Below is a breakdown of the respondents' gender, race/ethnicity, age, disability status, and migration status.

Gender

Race/ethnicity

Age



Disability status

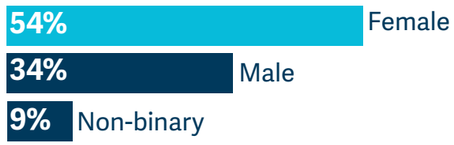
Immigration status

**Asian or Asian American, American Indian or Alaska Native, Slavic, Black or African American, Middle Eastern or North African, Native Hawaiian or other Pacific Islander*

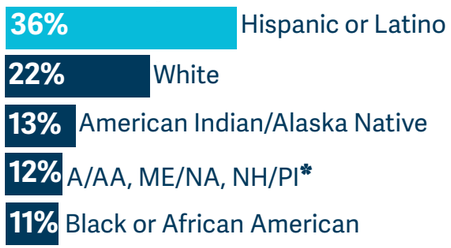
In-Person and Online Workshop Demographics

The in-person and online workshop had 62 attendees, with 40 people (65%) providing their demographic information in the post-workshop evaluation form. Below you'll find a breakdown of respondent's gender, race/ethnicity, age, disability status, and migration status.

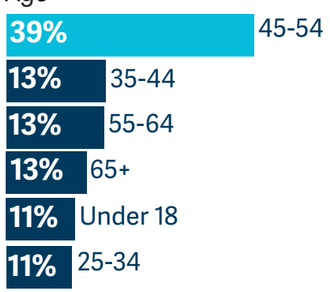
Gender



Race/ethnicity

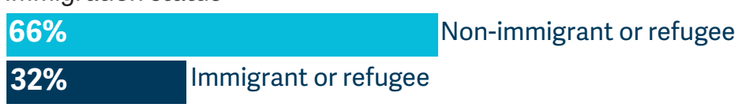


Age



Disability status

Immigration status



**Asian or Asian American, Middle Eastern or North African, Native Hawaiian or other Pacific Islander*

Appendix

a. CBO Interview Summaries

Interest and significance of the Willamette River and/or Willamette Cove.

- Indigenous cultural significance of the area, and canoing on the river. Right now the Willamette isn't safe for elders and children.
- Accessible connectivity to nature and recreation for community especially for BIPOC communities and surrounding residents, like Historic Albina.
- Climate resilience. As extreme heat events become more frequent WC provides an opportunity to access cooling via tree canopy and water. Pools in the area have closed recently.
- People that live in and around WC. We need to be aware of historic and ongoing displacement of the area and build an inclusive nature park for BIPOC and marginalized communities.
- Wildlife and habitat restoration. Preservation of urban forest and connected canopy.

Bringing Indigenous peoples back to Willamette River is a dream of our Native community.

-- Renea Perry, Executive Director of Portland All Nations Canoe Family (PANCF)

Potential concerns and questions about previous cleanup and engagement efforts, as well as the future of the site.

- Community involvement and communication with priority communities, such as BIPOC communities, Historic Albina and surrounding residents. Casting a wider net beyond existing partners.
- Safety and education about the reality of the site, consuming plants, fishing, and how to use the river.
- Where is the contaminated soil going? We don't want it to have further negative environmental justice impacts.
- Worried about the urgency, efficiency, and quality of clean-up.
- Accessibility of the site for disability groups, general inclusivity.
- Displacement of houseless individuals.
- Balancing industrial uses with the site like shipping containers.
- Meaningful interactions and stewardship, not just checking boxes.

Displacing houseless folks, without offering long term solutions.

-- Taylor Cass-Talbott and Barbie Weber, co directors and founders of Groundscore

How can Metro advocate for community hopes for this nature park while being clear about the limitations of the project?

- Accountability for past mistakes with Indigenous communities and previous divestment in the area.
- Transparency about funding availability and the decision making process. Being transparent about the project timeline, and any uncertainties.
- Regular and thorough communication with the community about what the public can and cannot do with the site.
- There should be many community engagement methods utilized with a specific focus on reaching out to priority populations.
- Incorporating Indigenous perspectives and centering their experience and expertise (like ITEK).
- Involvement and employment opportunities in the clean up process.
- Activities like storytelling and art

Actively engage with and listen to communities with lived experiences, while also acknowledging limitations in accessibility. [Provide] alternative means of information dissemination.

-- Erin Taylor, Aim 4 Access

What a healing process could look like for different communities.

- Ceremony for Indigenous communities, to lay prayers down and bless the land. Letting Indigenous communities lead and inform.
- Community-led efforts, and involvement through activities like planting and stewardship.
- Creating opportunities for joy and gathering, especially for Black and Brown people.
- Supporting connectivity with the surrounding area, and building on existing trail networks.
- Recognizing and representing different communities with different needs.
- Nearby affordable housing options for displaced populations.
- Balancing human activity with wildlife spaces and protecting restoration efforts.

Healing ceremony for river that is open to public.

-- Sprinavasa Brown, ELSO

Prevent further degradation by human activity and to allow the area to heal.

-- Maritza Oropeza, Latino Outdoors

Initial high-level ideas about desired activities and amenities on the site.

- Accessibility and inclusive design like a sensory garden and clean open spaces with mobile device accessibility.
- Signage and storytelling in several languages including Indigenous languages, and educating the public on historic and cultural context of the site.
- Water recreation amenities, boating access.
- Amenities that connect the community to nature like trails that connect to surrounding areas, play areas, and urban forests.
- Environmental education programs and outdoor classrooms. Low impact activities like scavenger hunt.
- Culturally significant spaces for Indigenous communities to gather like a longhouse, in partnership with Tribes.

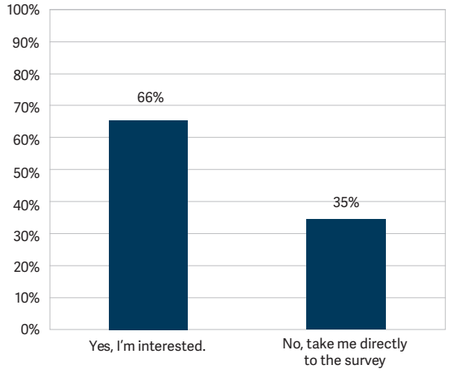
Is calling it a "park" appropriate? You are entering that space knowing that it's been harmed so know that it needs healing and care; it's like visiting a sick relative - [we] need to create boundaries but also show that we care about it.

-- Tana Atchley Culbertson, Nesika Wilamut

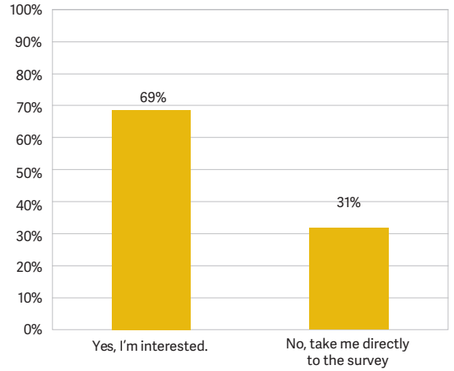
b. Willamette Cove Site Master Plan Community Survey Results

1. Would you like to learn more about the Willamette Cove site and project background before starting the survey?

Survey in English
n=3,055
skipped=5

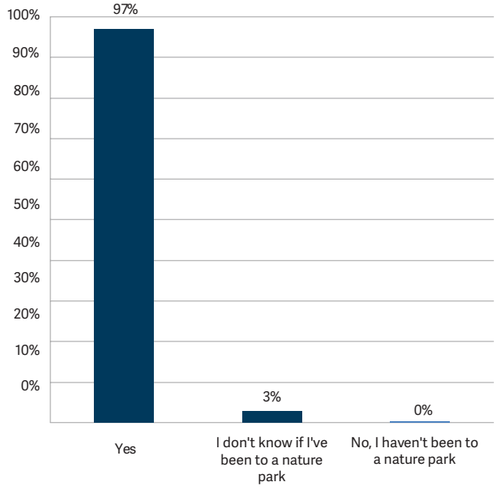


Survey in Spanish
n=13
skipped=0

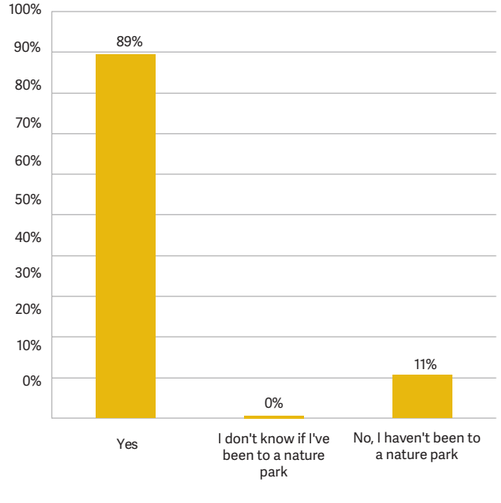


3. Do you ever visit nature parks?

Survey in English
n=2,249
skipped=611



Survey in Spanish
n=9
skipped=4



4. How do you currently use nature parks? What do you typically do? (Select all that apply).

Survey in English
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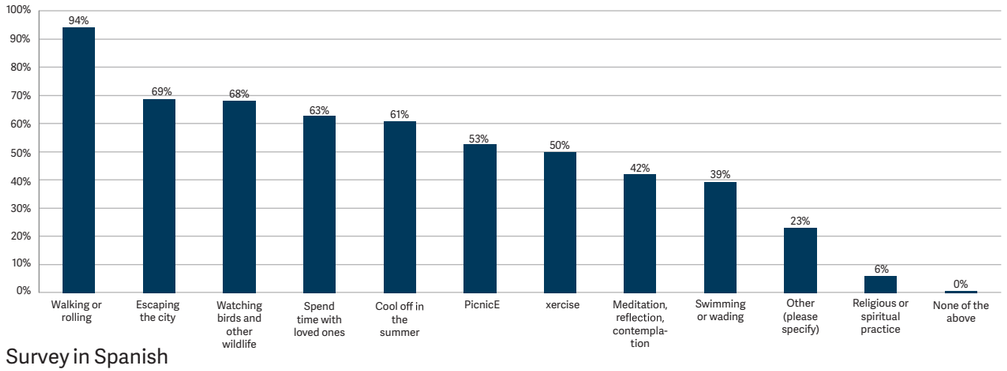
skipped=703



Survey in Spanish
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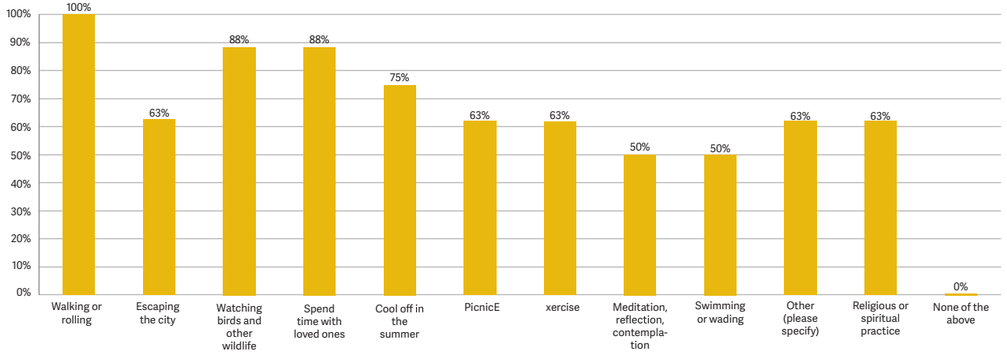
skipped=5



5. If you don't use nature parks? Why? (Select all that apply).

Survey in English
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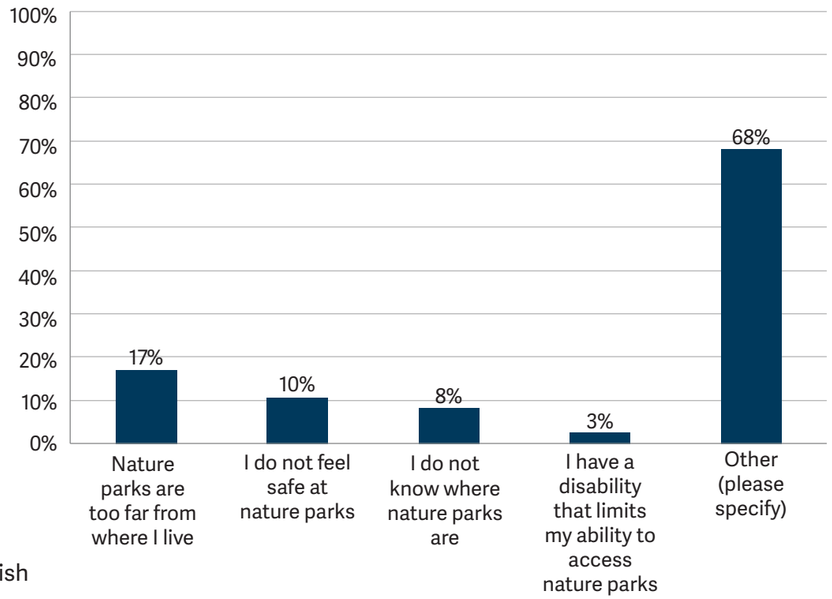
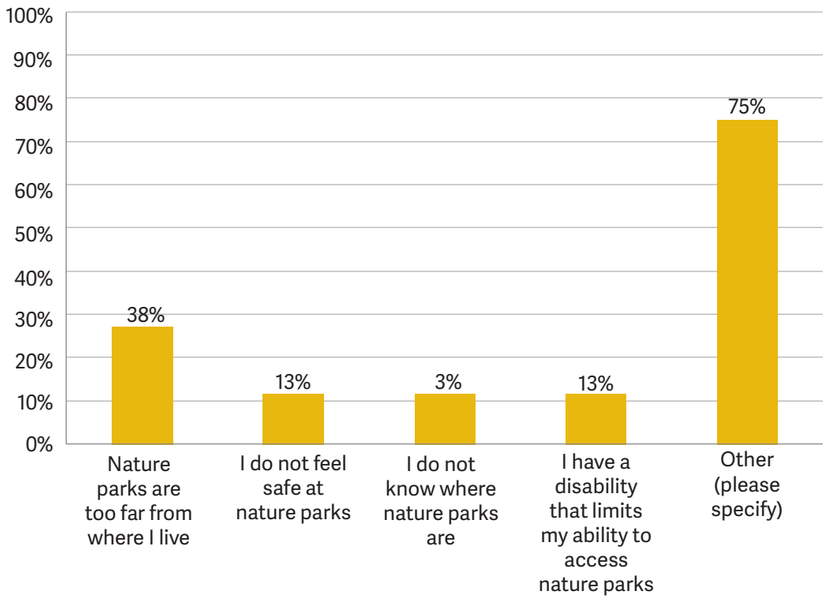
skipped=732

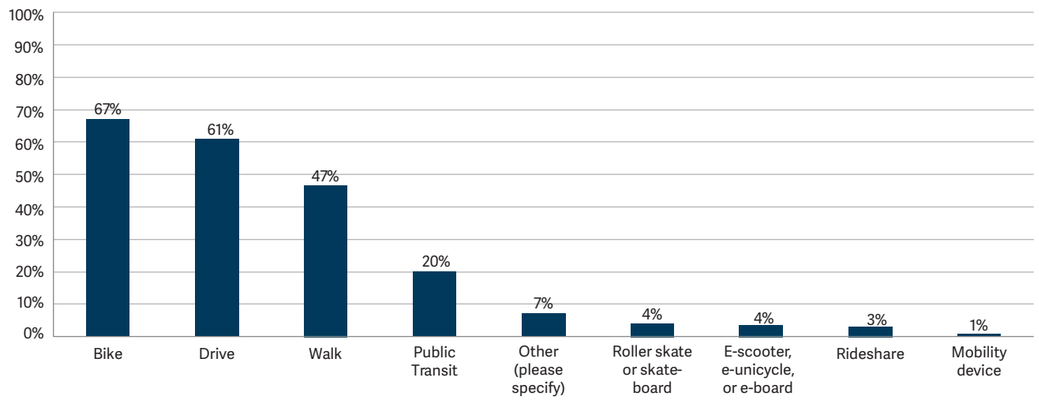


Survey in Spanish
n=8
skipped=5



6. We hope you visit Willamette Cove once the nature park is open. How do you anticipate you will travel to the site? (Select all that apply).

Survey in English
n=2,262
skipped=798



Survey in Spanish
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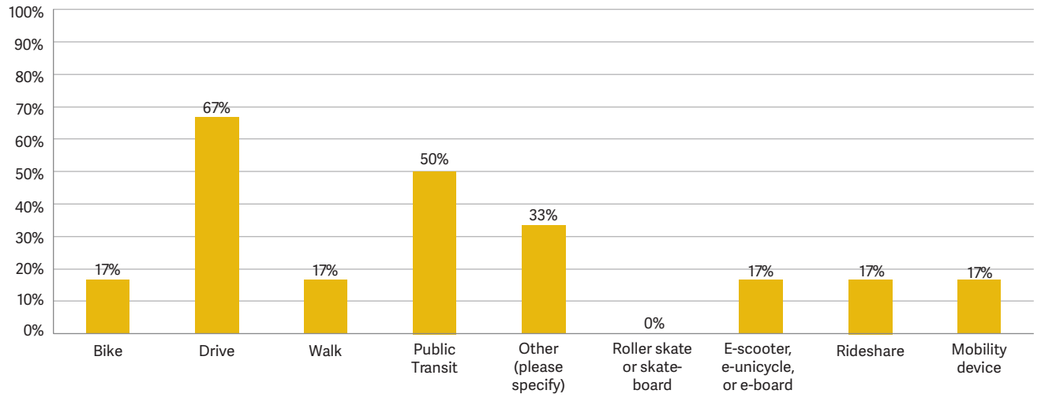
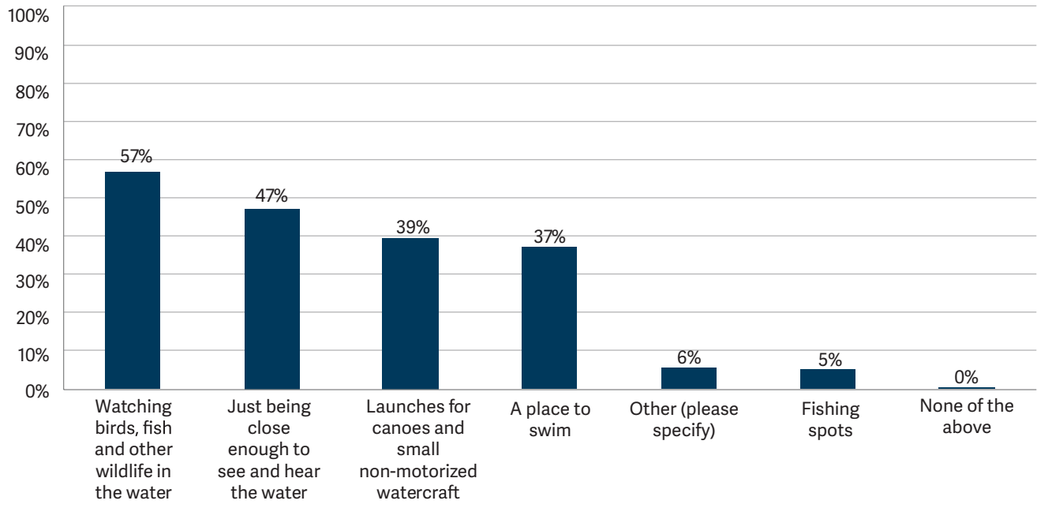
skipped=7



7. Willamette Cove is one of the only places in North Portland where the public can access the Willamette River. What types of water access are most important to you? (To determine our community's priorities, please choose your top two).

Survey in English
n=2,262
skipped=798



Survey in Spanish
n=6
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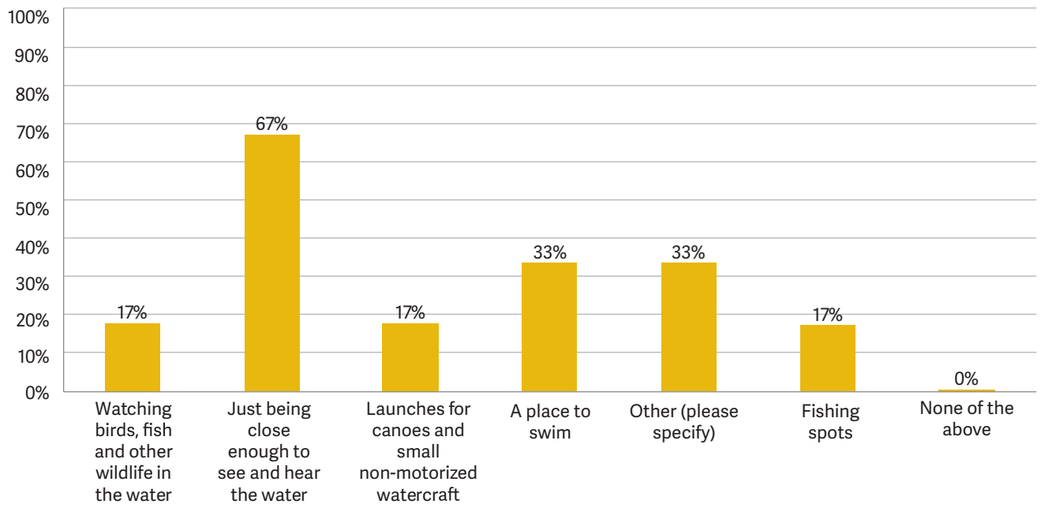
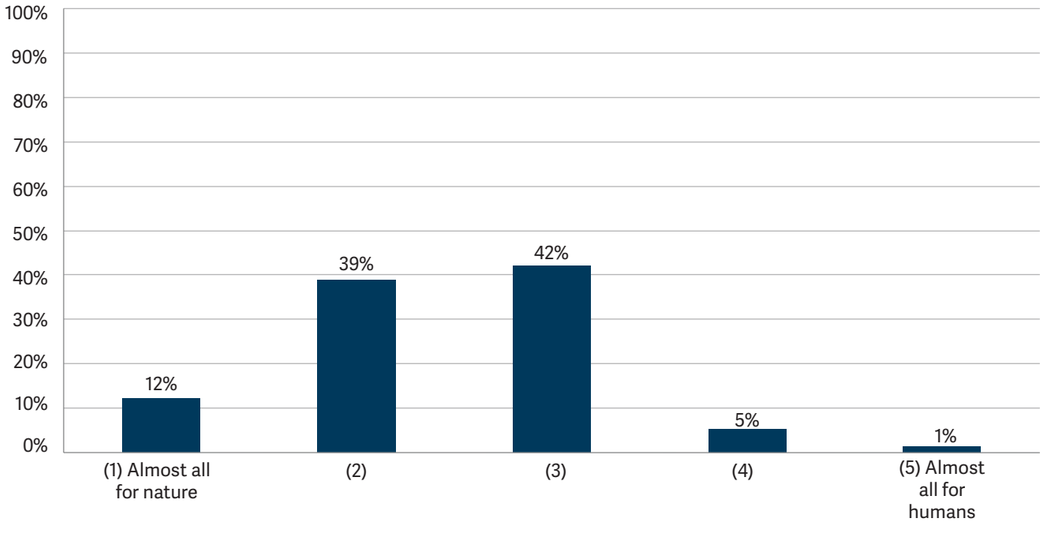
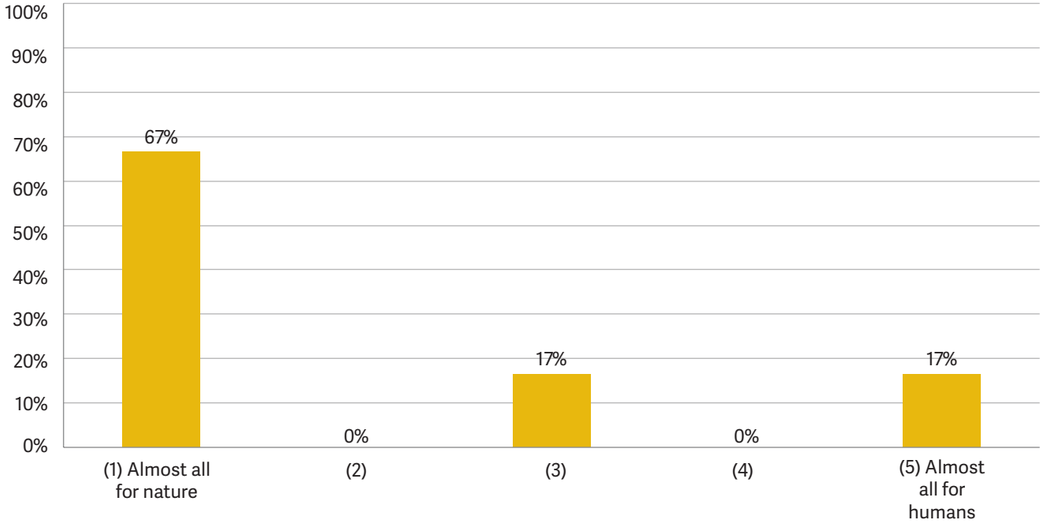


8. Willamette Cove nature park will balance access for people and space for plants and animals to thrive. What do you think the appropriate balance should be?

Survey in English
n=2,262
skipped=798

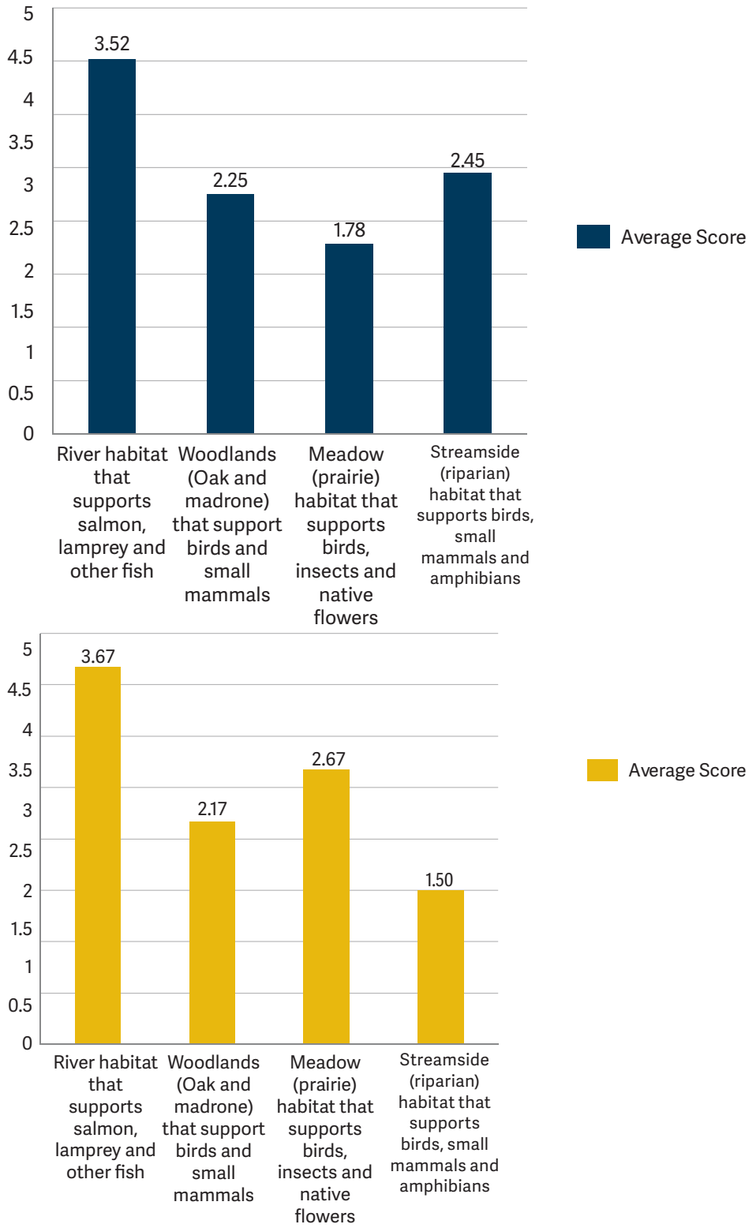


Survey in Spanish
n=6
skipped=7



9. Metro has worked closely with multiple Tribes to develop a conservation plan for the nature park at Willamette Cove. There will be a variety of habitats supporting a range of plants and animals. Please rank these habitats in order of which you would like to see prioritized. - Four photos are displayed in a 2x2 grid. From right to left the labels read, “River”, “Woodlands”, “Meadow”, and “Streamside” representing different habitat options.

Survey in English
n=2,262
skipped=798

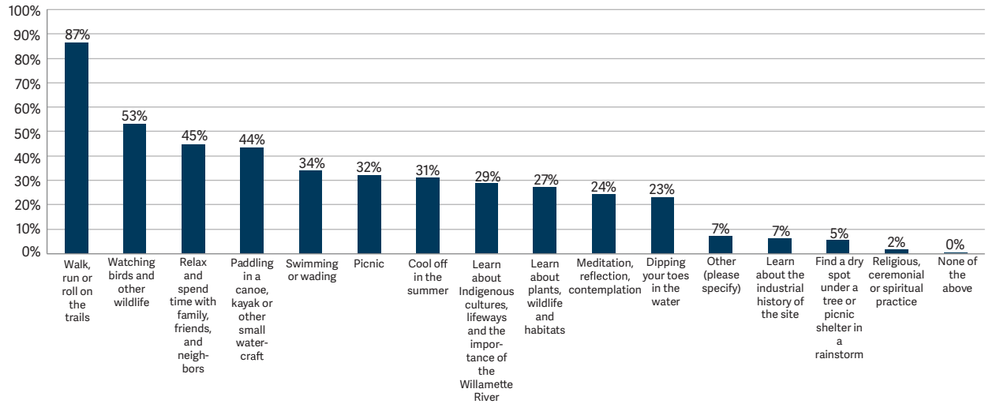


Survey in Spanish
n=6
skipped=7

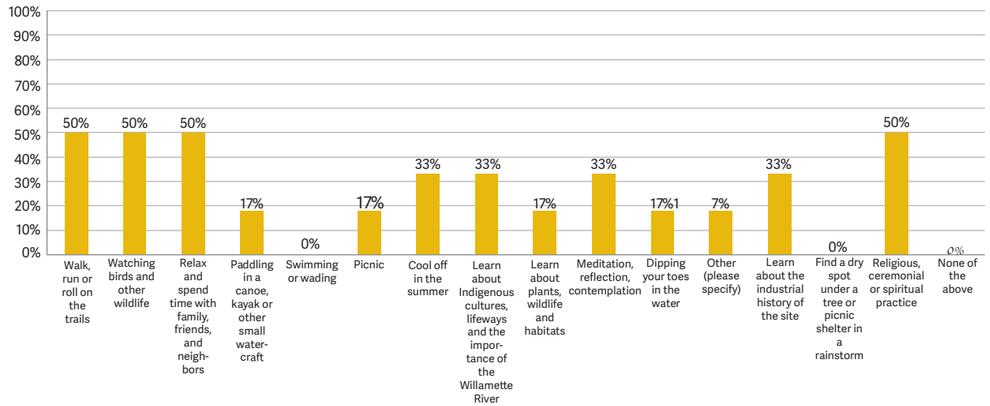
10. How do you imagine using the nature park the most?

(To help us determine our community’s priorities, please choose your top 5).

Survey in English
n=2,262
skipped=798



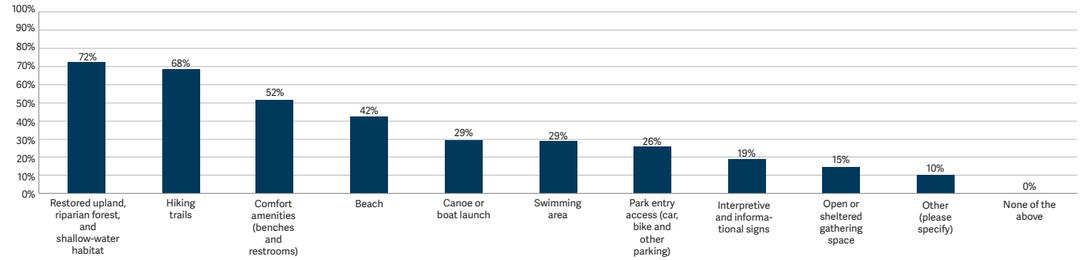
Survey in Spanish
n=6
skipped=7



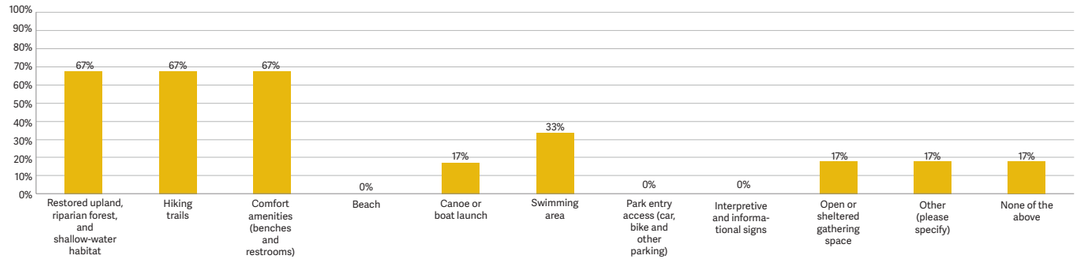
11. There are elements of the nature park that take up a lot of space but are required, like room in the parking lot for emergency vehicles. This can make it hard to fit everything we might want into the park. Which of these park amenities are most important to you?

(To help us determine our community's priorities, please choose your top 4).

Survey in English
n=2,262
skipped=798



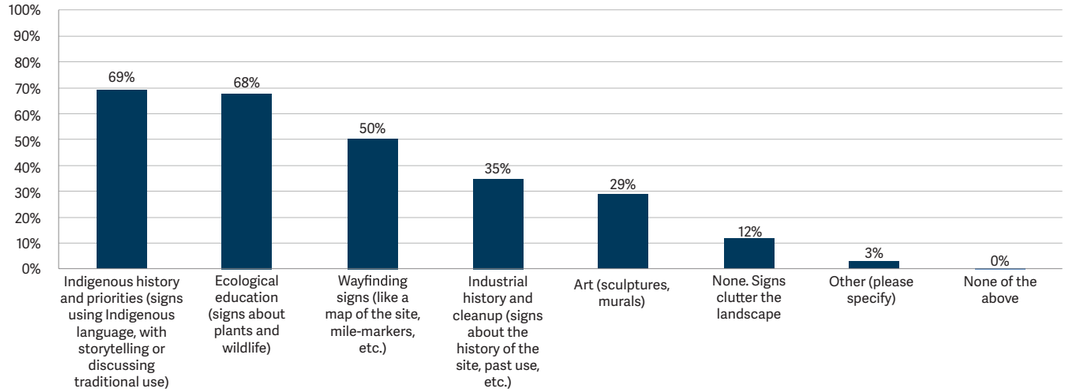
Survey in Spanish
n=6
skipped=7



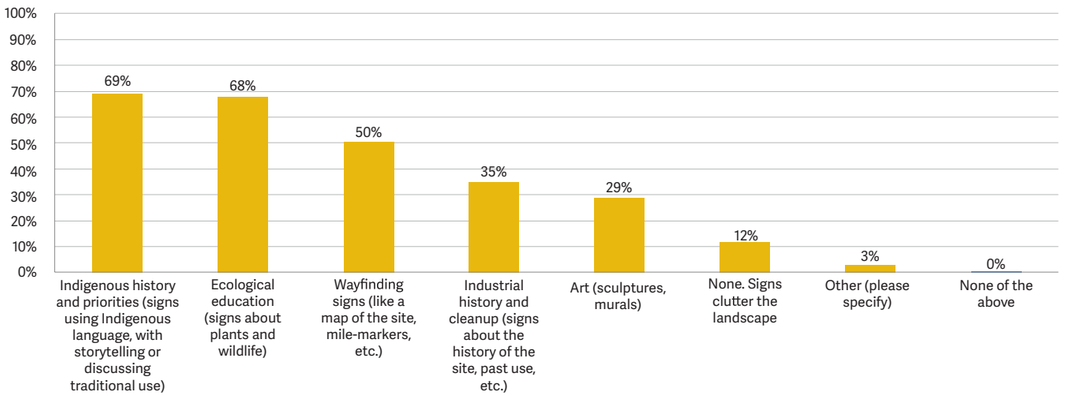
12. Interpretive signs and information can help park visitors understand the landscape, deepen their experience and learn Willamette Cove's history. Art can enhance the natural beauty of a nature park. Which kinds of information signs would you most want to see at Willamette Cove? Please share your interest in different kinds of information signs.

(To help determine our community's priorities, please choose your top three).

Survey in English
n=2,262
skipped=798



Survey in Spanish
n=6
skipped=7



Open-Ended Questions

2. Do these values resonate with you? What other values are important to keep in mind for the site? (Please describe below).

Survey in English	Survey in Spanish
n=1,720	n=7
skipped=1,340	skipped=6

Key Themes & Takeaways

- Affirmation and Enhancement
- Insight: Many respondents affirmatively agree with the listed values and suggest adding aspects such as safety and land considerations emphasizing the importance of community inclusion.
-
- Value Resonance and Community Importance
- Keywords: resonate, values, strongly, absolutely, habitat, restoration, value, accessibility, communities
- Insight: Strong resonance with current values with a focus on environmental concerns like habitat restoration and accessibility, highlighting the community's central role.
-
- Access and Environmental Concerns
- Keywords: access, nature, water, important, river, people, climate, park, recreation
- Insight: Access to natural resources like water and parks is emphasized, along with the importance of considering climate impacts and providing recreational facilities.
-
- Project Support and Value Appreciation
- Keywords: values, agree, important, add, like, project, wonderful, community, listed, appreciate
- Insight: General support for the project's values with a desire to see additional values considered, showing appreciation for the project's direction and community impact.
-
- Positive Reception and Transparency
- Keywords: great, good, project, far, transparency
- Insight: Positive feedback on the project's approach with a specific call for increased transparency and the inclusion of broader stakeholder perspectives.

Survey in English - Notable quotes related to key themes

- “These values resonate, and I am reassured to hear of the early and prioritized consultation with tribes and communities of color”
- “Yes! I’m particularly interested in ensuring that the park is designed to facilitate and celebrate the customs of our Indigenous communities, as well as being climate-resilient and supporting wildlife”
- “Access for everyone also means making sure there is public transport and bike options to the park”
- “Absolutely. In addition, I would love to see water access for everyone for fishing and swimming. Also, connection to the rest of North Portland via non-car transportation (transit, walking, biking, rolling)”
- “Yes. It would also be nice to have some sort of public art that resonates with the acknowledgment and accountability”
- “Transparency about the levels of toxins/contamination throughout the project”
- “Accessibility and native planting of plants is important to me - also, safety for women”
- “Climate resilience should include access to the water so people can cool off and swim during heat waves”
- “Honor and acknowledge the past, protect for the future, yet allow careful use for today”
- “Climate resilient infrastructure, wildlife and habitat restoration and preservation that is accessible for all members of the surrounding community”
- “Yes, sounds great. Please include engagement in languages other than English”
- “The values expressed by the historically underrepresented groups resonate with me. I want the park to center around indigenous experience and expertise. I want the emphasis of accessibility be focused around indigenous community members, communities of color, folx with disabilities, and low-income communities. I would also be interested to see the park acknowledge the houseless community use in its design”
- “There are beautiful scotch broom that are magnificent when blooming. I’d like to see those preserved as there is incredible natural beauty happening already. I also think there are some markings of graffiti and color that are quite beautiful and I’m curious if it could be part of a community sculpture to preserve some of the history of markings that took place and not wiped everything out with ‘new development’”
- “Community engagement in every step of the planning process is vital.”
- “Environmental conservation and preserving natural beauty should be key considerations.”

13. Are there amenities, facilities, spaces or any other park element that is culturally important to you and would make your experience at Willamette Cove more meaningful? Are there culturally-specific stories or knowledge that you would like to share about Willamette Cove or the lower Willamette River? (Please describe).

Survey in English	Survey in Spanish
n=743	n=3
skipped=2,317	skipped=10

Key Themes & Takeaways

- Accessibility: Importance of making the park accessible to everyone, including people with disabilities.
- Environmental and Historical Education: Desire for educational elements related to the history of the area, environmental conservation, and indigenous history.
- Ceremonies and Cultural Practices: Interest in having ceremonies and gatherings, particularly those honoring indigenous cultures.
- Nature and Wildlife Preservation: Emphasis on preserving natural habitats and wildlife within the park.
- Amenities for Families: Requests for family-friendly amenities such as playgrounds and bathrooms.

Notable quotes related to key themes

- “It is important anyone should be able to access the water, accessible features can still exist in a nature park. Water access should be inviting and enjoyable for long periods of time. Any related stories about sewage history. Racism in our city’s development past and present.”
- “The history of industry and how it takes people committing to prioritize our planet to overcome the damage that has been done. Where our salmon population is at now vs what it used to be and how we can support it. The importance of storm water treatment throughout our valley in creating a safe, swimmable, and livable Willamette River.”
- “I believe in having a ceremony to unveil the Willamette Cove and its new transition will be an important marker. I think it would be good to have an indigenous gathering there before the park opens to honor and reclaim its new transition of health and care.”
- “I have never seen more Cedar waxwings in my life than I have at the cove. In fall, with the madrone full of berries, I counted over 200 feasting. The oaks and madrone are truly special. There is also one sneaky pacific yew that is super beautiful.”
- “I would love to see a little educational corner telling the history of St. John’s and that site.”
- “Why must all of the riverfront in Portland be relentlessly developed and overrun with people? Less amenities, more nature, please.”
- “I’m a professional mariner, and I think some art/interpretative signs about Portland’s maritime history would be an interesting addition given the proximity to Swan Island and the site’s historical use as a dry dock. This would need to be balanced with discussion of industrial environmental concerns and colonialism.”
- “Acknowledging somewhere on the site that it is a Superfund site and that it is being maintained to be safe for people.”
- “Potties for kids. Perhaps a small nature playground (no plastic, all wood and recycled stuff, nature-themed, good for kids up to 13 years old).”
- “Disc golf, bathrooms, group gathering sites.”
- “Recognition of tribal history - there’s none of this on the new Vancouver waterfront area, and that is mind-blowing to me.”
- “The importance of river and stream side restoration in helping to recover endangered species: salmon, steelhead, and lamprey.”
- “Want to read about indigenous people from the area.”
- “If there is going to be a non-motorized boat launch, close parking will be essential. Accessible pathways between parking, restrooms, boat launch, and other amenities.”
- “I would love the site to be designed from the perspective of keeping a child engaged.”

14. Is there anything else you would like to share with us about Willamette Cove?

Survey in English	Survey in Spanish
n=928	n=5
skipped=2,132	skipped=8

Key Themes & Takeaways

- Appreciation and Gratitude: Words like "thank," "time," "energy," and "can't wait" indicate expressions of gratitude and positive anticipation for the efforts being made regarding Willamette Cove.
- Simplicity and Action: Words like "don’t," "overthink," "simple," and "action" suggest a desire for straightforward, uncomplicated solutions actions rather than over-complicating the design process.
- Recreational Activities: Words such as "fishing," "activities," and "enjoy" point to interests in recreational activities and the enjoyment of the natural environment at Willamette Cove.
- Preservation and Environment: Terms like "preserve," "nature," "environment," and "protect" suggest a focus on environmental preservation and protection of the natural beauty and ecosystem of Willamette Cove.
- Accessibility and Safety: Concerns about safe access to the water and the importance of consulting with current river users.

Notable quotes related to key theme

- "Thank you for your time and energy put into this project. We are excited to see the outcome and hopeful for what will be."
- "Can’t wait to have a spot in North Portland to swim in the river!!"
- "I have seen so many different natural areas working for RID and when I volunteered with the native plant center, and this spot feels so unique and special. Admittedly, I am biased because the cove is close to my home. Thanks for all your work."
- "When planning waterway access it's imperative to consult with current river users, especially the motorized boating community who regularly uses this stretch of river in the summer months. This area is a busy commercial waterway and one of the last places in Portland to enjoy the widest array of towed water sports. Adding additional access points could be a safety issue, particularly for novice paddlers who might not understand how to safely navigate a busy waterway. Groups you could engage on this topic include the Oregon State Marine Board, Oregon Families for Boating and SK Rentals."
- "We’re hoping the frog ferry makes it down this way, either to the bridge or the Cove."
- "This is a wonderful collaboration and I'm excited to witness the process of this park's development."
- "To honor the indigenous heritage and also to promote the revival of the language, all the signage and interpretive features in this park should include Chinuk Wawa in addition to English, Spanish, Russian, etc. that are currently used by Metro."
- "This sounds lovely. This may not be popular, but can it be a no dog park or at the very least, dogs must be on leashes?"
- "I would prefer it be restored more for natural benefit desperately needed on the Willamette River waterfront and less for peoples' activities other than walking."
- "I think it is important to fully share the history of a site, including the events that contaminated it. I think it is an important story to share about Metro's commitment to improving the region. The city did not focus on this when building Cully Park on a landfill, instead they did a lot to downplay the situation."

- "I think there should be a running/walking path that is long enough for people to set out and not clutter the pathway. Maybe a few miles long or longer!"
- "Excited that Portland is reclaiming former industrial space in the area. Knowing that this is far from pristine from prior use, it seems appropriate that it should be used to expand outdoor recreation access for Portlanders and visitors."

Survey in Spanish -Responses translated

- "Please make this a space that is not overcrowded and that respects the traditions and culture with the fauna and the habitat of the tribes"
- "no"
- "Thank you"
- "Consider electric generators on the bank of the Willamette River and solar panels to make the park self-sufficient in energy consumption"

c. Workshops

In-Person Mapping Activity Results

Table 1 (English)

Table 2 (English)

Table 3 (Spanish)

Table 4 (English)

Table 5 (English)

Table 6 (English)

Table 7 (English)

Table 8 (English)

Table 9 (Spanish)

Online Mapping Activity Results

Group 1 (English)

Group 2 (English)

Group 3 (English)

Group 4 (Spanish)

Group 5 (Spanish)

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Community Engagement Summaries

B) Phase 2 Summary Report

PHASE 2 ENGAGEMENT REPORT

Willamette Cove Master Plan

December 2024

oregonmetro.gov/cove

Community Engagement Summaries

Metro

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

So, hello. We're Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

Stay in touch with news, stories and things to do.

oregonmetro.gov/parksandnaturenews

Community Engagement Summaries

Metro Council President

Lynn Peterson

Metro Councilors

Ashton Simpson, District 1
Christine Lewis, District 2
Gerritt Rosenthal, District 3
Juan Carlos Gonzalez, District 4
Mary Nolan, District 5
Duncan Hwang, District 6

Auditor

Brian Evans

Community Engagement Summaries

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Introduction

This report details Metro's process for the second phase of community engagement and highlights key outcomes for the Willamette Cove Nature Park master plan.

In summer 2024, Metro planners used feedback from phase one to develop three design alternatives.

During engagement phase two, these alternatives were shared with the community through online and in-person workshops, tabling outreach at local events, an online survey, and an open house. Community members were invited to provide input and choose their favorite design options for key park elements.

Learn more about the nature park at: oregonmetro.gov/cove

Community Engagement Summaries

Community Engagement Summaries

Phase 1 Recap

6

Community Engagement Summaries

Phase 1: Community Insights

During the engagement phase 1, we asked community members to provide feedback on project values, programming ideas, and priorities for the future nature park. This is what we heard.

Project Values

Take responsibility for past harm to land, water, wildlife, and communities impacted by colonization.

Be open about decisions, timelines, funding, and any uncertainties.

Include Indigenous knowledge and center their voices and expertise.

Make nature accessible for everyone, especially Indigenous, Black, POC, and disabled communities.

Center resilient infrastructure, and protect wildlife and habitats

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Community Engagement Summaries

Phase 1: Community Insights

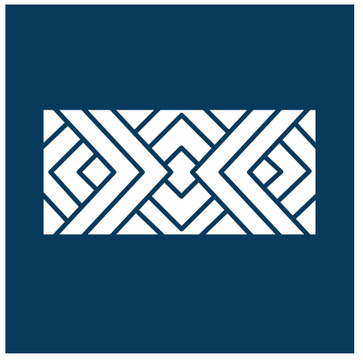
Programming ideas and Priorities

- Community members want Willamette Cove to be a nature park, where nature could thrive amid miles and miles of industry
- Shallow water habitat is a priority. Community members want a restored, functional, and thriving waterside habitat
- People do want to access Willamette Cove, first and foremost to connect with nature in different ways:

Walking, running, rolling on the trails

Watching birds and other wildlife; being close enough to see and hear the water

Access Willamette Cove to spend time with loved ones



Interpretive signs, art, and storytelling to highlight Willamette Cove's cultural and natural features.

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Community Engagement Summaries

Phase 2 Design Alternatives

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Community Engagement Summaries

Design Alternatives

During the summer of 2024, Metro planners incorporated the ideas we heard from phase 1 into **three design alternatives**. Each design alternative incorporates **four key park elements**, reflecting what community members expressed they want to see and experience in the nature park:

Regional Trails

Nature Trails & Nature Loops

Cultural Storytelling Loop

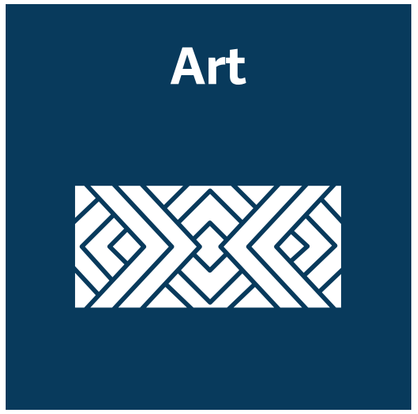
Kayak/Canoe Launch

Swimming Dock

Covered Gathering

Outdoor Classroom

Nature Play Area



Artwork

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Community Engagement Summaries

Design Alternatives

PARK ELEMENTS	Design 1: **Cove**	Design 2: **Panorama**	Design 3: **Shallows**
Trails	A nature trail network, south of the regional trail, connects the entire park.	A nature trail network spans east-west, north of the regional trail, which crosses the river with scenic views and seating on an elevated walkway.	Regional trail is positioned further north, creating a more contiguous area for habitat and nature park experiences near the riverbank.
Water Access	Direct path from parking to non-motorized boat ramp and fishing dock. Two beaches for visitors to enjoy.	A path crosses the regional trail, providing an accessible route to the boat ramp, fishing dock, and one of the park's two beaches.	A nature play area is easily accessible from the west entrance where a trail leads to the non-motorized boat ramp and a long dock.
Gathering Spaces	Wellness trail with peaceful seating areas and a picnic spot. Storytelling loop with with interpretive displays, an outdoor classroom, and a storytelling circle.	Covered gathering areas are near parking area on the west side of the park. Outdoor classroom and storytelling circle are on the east side.	Gathering areas are concentrated on the west side to preserve the east side for restored habitat and trails.
Art	Opportunities for artworks to be integrated throughout the site.	Visitors are greeted by a large art installation that leads into an open meadow with a covered gathering space.	Opportunities for artworks on the east side of the park.

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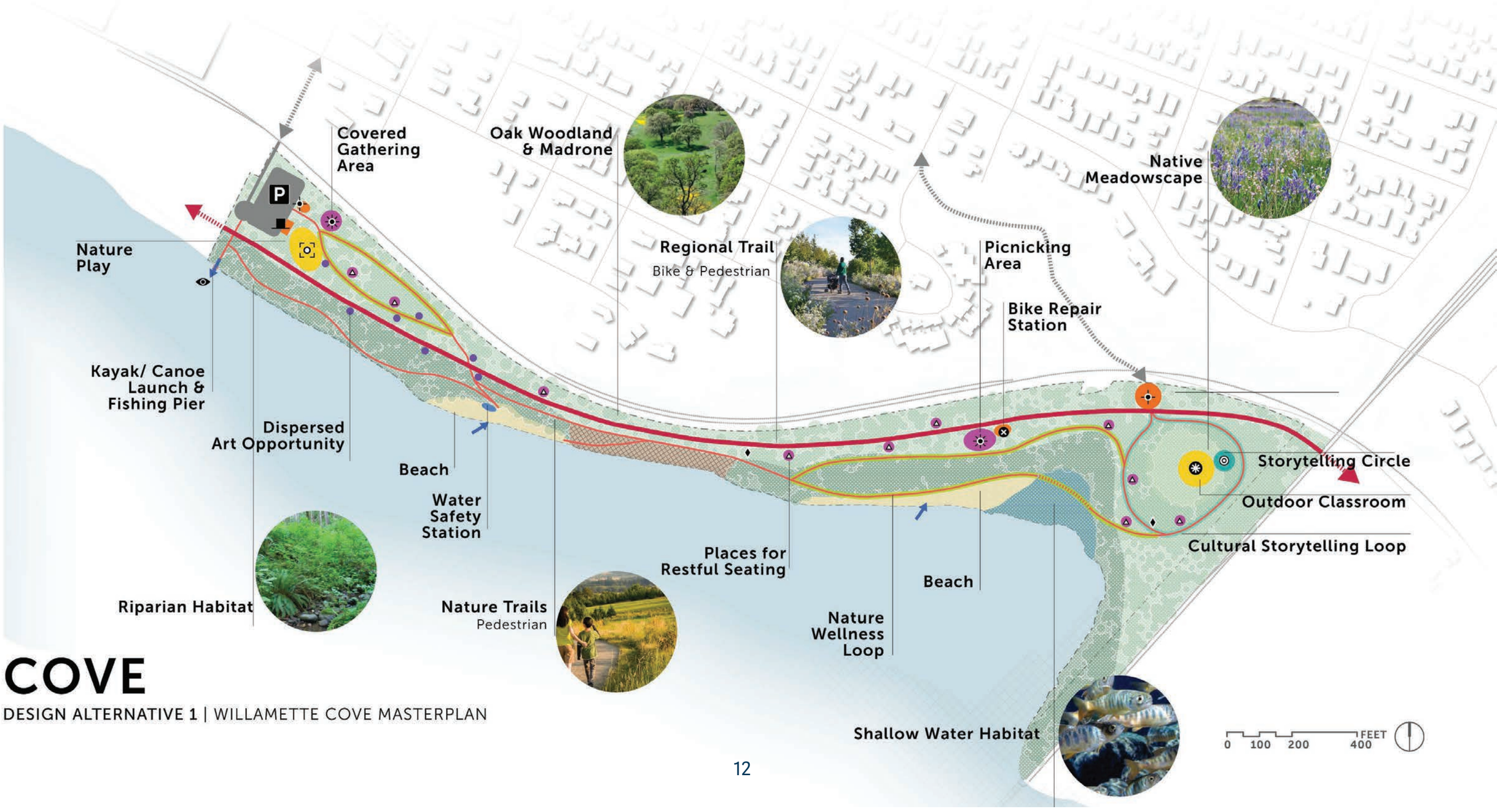
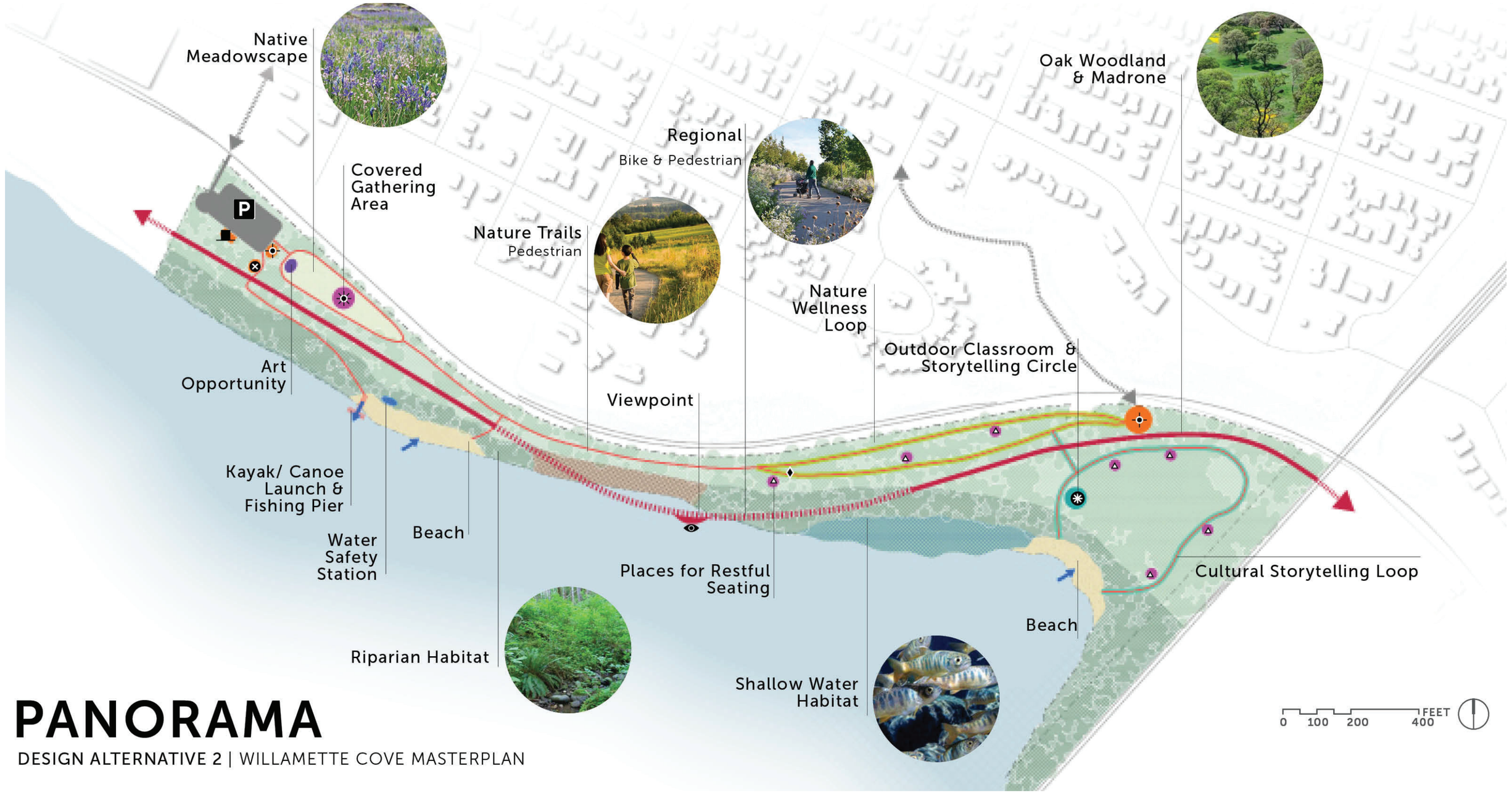
Community Engagement Summaries



COVE

DESIGN ALTERNATIVE 1 | WILLAMETTE COVE MASTERPLAN

Community Engagement Summaries



PANORAMA

DESIGN ALTERNATIVE 2 | WILLAMETTE COVE MASTERPLAN

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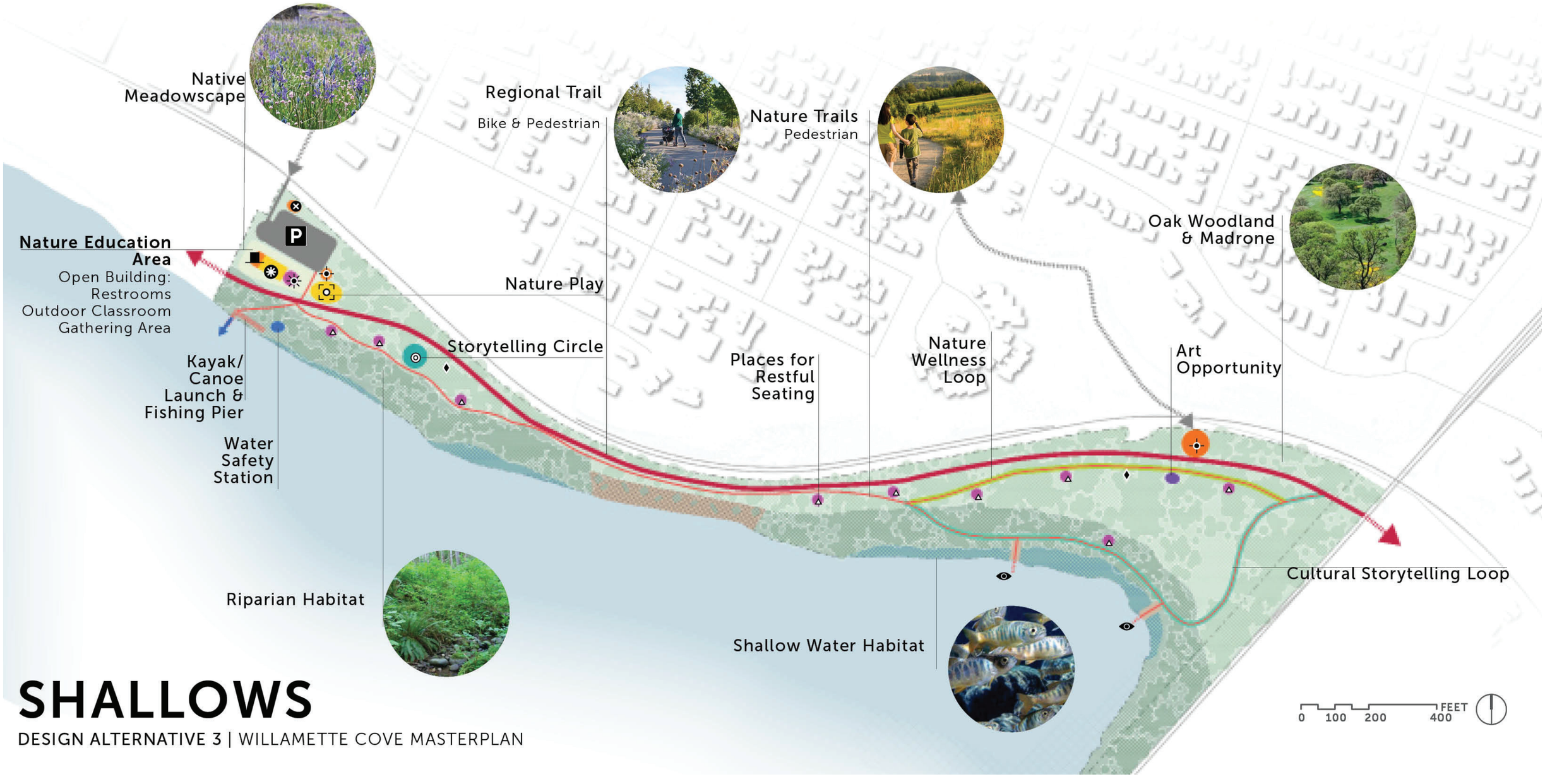
Community Engagement Summaries



SHALLOWS

DESIGN ALTERNATIVE 3 | WILLAMETTE COVE MASTERPLAN

Community Engagement Summaries

Phase 2 Engagement Key Findings

Community Engagement Summaries

Phase 2: Design Preferences

In the second phase of engagement, we shared the three design alternatives with the community through online and in-person workshops, outreach at local events, an online survey, and an open house. Community members were invited to select their preferred design options for key design elements. **Below is a summary of their design preferences:**

STRONG PREFERENCE FOR PANORAMA DESIGN

Elevated walkway offering expansive views and seating.

STRONG PREFERENCE FOR SHALLOWS DESIGN

Boat launch and a large dock on the West side.

PREFERENCE FOR COVE DESIGN

Seating and picnic spots, and a cultural loop with displays, an outdoor classroom on the East side.

STRONG PREFERENCE FOR COVE DESIGN

Artwork dispersed across the site.

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Phase 2: Design Preferences by Type of Event

	Tabling Events	Online Workshop	In-Person Workshop	Online Survey	Open House
Trails	Panorama	Panorama	Panorama	Cove Panorama Shallows	Shallows
Water Access		Shallows	Shallows	Shallow Cove	
Gathering Spaces	Panorama	Shallows	Cove	Cove	Shallow Cove
Art		Cove Panorama	Cove	Cove	

Who participated?

The demographic composition of participants differed across events. Online and in-person workshops featured a diverse group, with more than 70% participants identifying as Black, Hispanic, or Native American. Meanwhile, white participants made up the majority of survey respondents and open house attendees. Demographic information was not collected at tabling events and the open house.

For detailed demographic information, see *Who Participated?* on page 26.

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Community Engagement Summaries

What We Heard at Each Event

TABLING ACTIVITES

In September and October 2024, the Metro team attended three community events—**the Water Ceremony, El Grito celebration, and St. John's Farmers Market**—to share design options and gather feedback. Using a "jar" voting exercise, attendees cast their preferences for trail alignments and gathering spaces.

Here's a snapshot of their top choices:

	WATER CEREMONY		EL GRITO CELEBRATION		ST. JOHN'S FARMERS MARKET	
	Most Popular Design		Most Popular Design		Most Popular Design	
Trails	Panorama	Additional comments from participants include placing the outdoor classroom near parking and bathrooms for accessibility while dispersing nature play across the site, with the east end being ideal for its quietness.	Panorama	Some participants raised concerns about trails near the water, noting potential safety risks, such as children potentially running toward the water.	Cove	Participants highlighted the need to thoughtfully place gathering spaces like covered shelters and nature play areas, and suggested designing the regional trail with floodable detours, low-maintenance structures, and separate paths for walkers and cyclists.
Gathering Spaces	Panorama		Panorama	Some participants suggested clustering nature play and the covered shelter for multi-generational families to stay together and watch kids.	Cove	

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Community Engagement Summaries

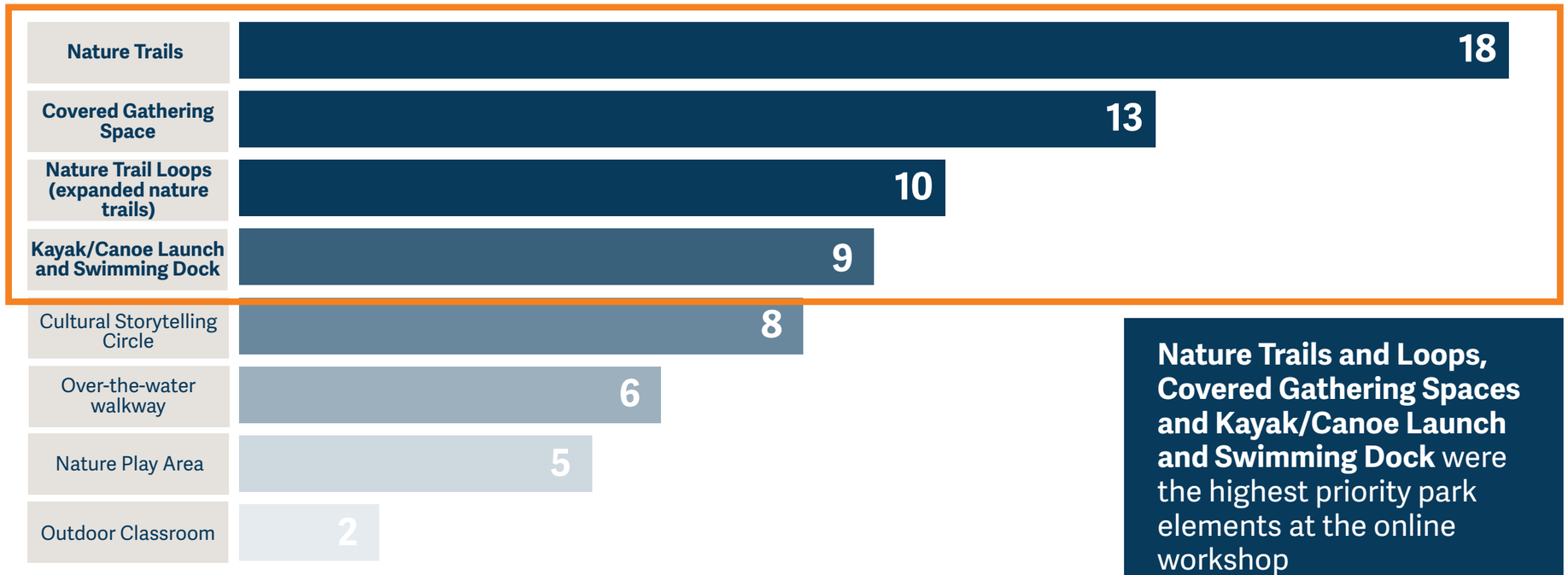
What We Heard at Each Event

COMMUNITY WORKSHOPS ONLINE SESSION

In September, Metro held two community workshops—one online and one in person. During the online session, participants worked in small groups to discuss preferences on design alternatives and prioritize their top three park elements.

Here's what we heard from the online workshop:

Which of these park elements would be your priorities? Choose three.



Nature Trails and Loops, Covered Gathering Spaces and Kayak/Canoe Launch and Swimming Dock were the highest priority park elements at the online workshop

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix ii** 163

Community Engagement Summaries

What We Heard at Each Event

COMMUNITY WORKSHOPS ONLINE SESSION

The online workshop was held on Zoom, with 38 community members attending. It was facilitated in English with Spanish interpretation available. During small group discussions, Metro staff led conversations in both English and Spanish.

Here's a summary of small group discussions by park element:

Trails

Design Preference: Panorama

Panorama stood out for its over-the-water trail and scenic viewpoints, but some had concerns about cost and feasibility.

Participants mentioned that they prefer trails that are looped with offshoots for exploration and privacy, and appreciate green spaces that provide a more enclosed, intimate feel.

Gathering Spaces

Design Preference: Shallows

Shallows was popular for its accessibility, proximity to parking and bathrooms, and balanced layout of activity areas and wildlife spaces. The nature play area for kids near parking was appreciated, though some had safety concerns.

Spanish-speaking participants suggested multipurpose spaces and picnic areas near play zones for families.

Water Access

Design Preference: Shallows & Panorama

Participants were split between **Panorama** and **Shallows**. Some favored the quicker route, while others valued a gradual slope for safety and inclusivity.

Art

Design Preference: Cove & Panorama

Participants showed strong interest in seeing Indigenous, tactile, and interactive art, with a focus on diverse artists representing different communities.

Preferences were split between scattered art throughout the park (**Cove**) and a dedicated art area near the entrance (**Panorama**) to create a balanced, welcoming experience.

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix ii** 165

Community Engagement Summaries

What We Heard at Each Event

At the in-person session, 57 participants met at the St. John's Community Center to share their input on the design alternatives. The session began with a questionnaire where attendees shared their preferences for four key park elements and offered ideas to make them more accessible.

Here's a summary of what the community preferred:

Trails

Design Preference: Panorama

Accessibility Considerations: Universal accessibility is key. Smooth, wide, level trails with ramps, rest areas, and separate paths for cyclists, walkers, and wheelchairs.
Other Comments: Prioritize eco-friendly designs, habitat protection, clear wayfinding, lighting, and art with interpretive signage on the trails.

Gathering Spaces

Design Preference: Cove

Accessibility Considerations: Inclusive spaces should feature sensory and natural play areas for all ages and abilities.
Other Comments: Safety and access are key, with emergency call options, well-lit paths, and play areas safely distanced from roads. Include spaces for community programs and nature education.

Water Access

Design Preference: Shallows

Accessibility Considerations: Water access points with wide, non-slip ramps, gentle slopes, and wheelchair-friendly paths, located away from high-traffic areas for safety.
Other Comments: Participants desired access to free or affordable recreation equipment, such as kayaks and lessons to reduce barriers to recreation, along with clear safety signs and litter rules.

Art

Design Preference: Cove

Accessibility Considerations: Include accessible art with tactile, sound-based, multilingual features at various heights and locations.
Other Comments: Local, culturally rich art reflecting history, flora, fauna, and culture is a top priority.

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Community Engagement Summaries

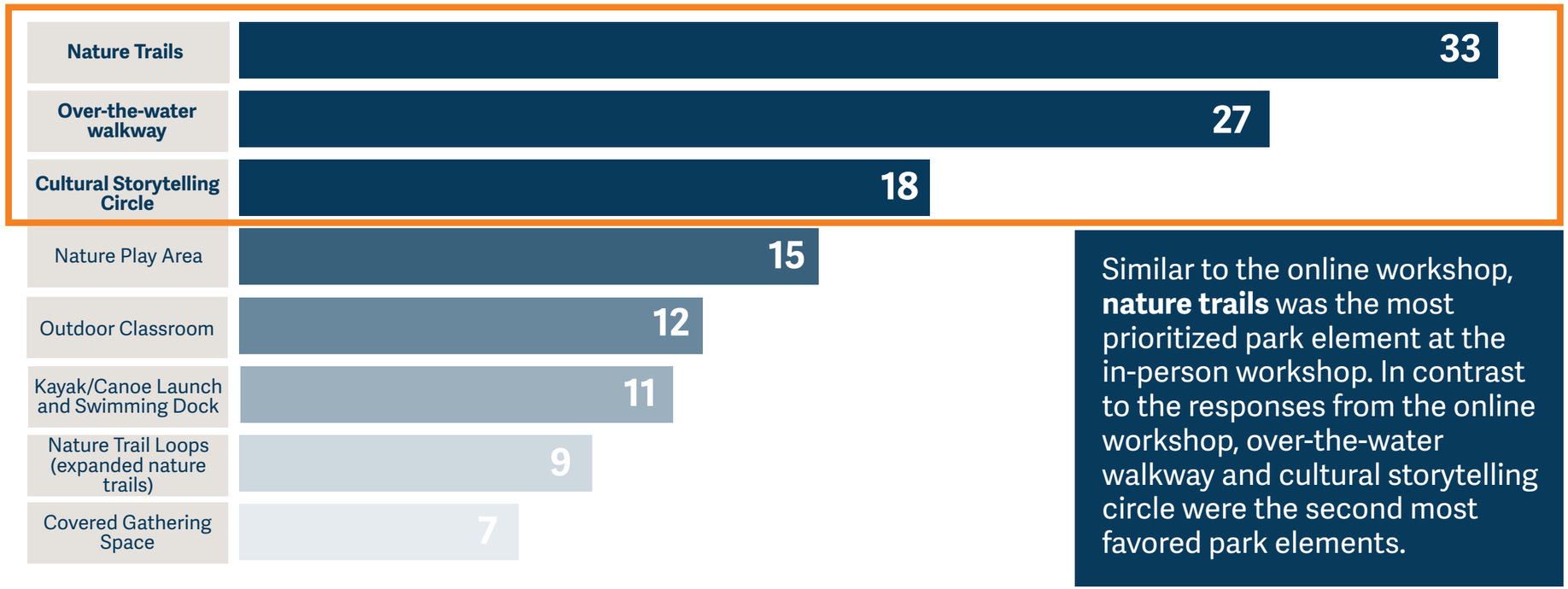
What We Heard at Each Event

COMMUNITY WORKSHOPS
IN-PERSON SESSION

The second activity of the in-person workshop closely mirrored the online version. Participants were given six dot stickers to allocate across their top priorities, allowing them to visually indicate what mattered most.

Here's a summary of what the community favored:

Which of these park elements would be your priorities?



Similar to the online workshop, **nature trails** was the most prioritized park element at the in-person workshop. In contrast to the responses from the online workshop, over-the-water walkway and cultural storytelling circle were the second most favored park elements.

Community Engagement Summaries

What We Heard at Each Event

ONLINE SURVEY

An online survey was open to the public to weigh in the park design between September 25 through November 1st. The survey received 869 responses.

See Appendix on page 30 for survey details

Here's a summary of what survey participants preferred:

	Park Element	Most Popular Design	
Trails	Regional Trail	Panorama	Yet, 70% don't think elevated trail benefits surpass costs and tradeoffs.
	Nature Trail	Cove	Majority prefer balanced designs considering wildlife habitats and trail experiences.
	Cultural Storytelling Circle	Shallows	
Water Access	Route to Kayak/Canoe Launch	Cove	Nature observation is prioritized over swimming or fishing. Most respondents favor a balance between habitat for wildlife and beach space for people.
	Dock Size	Shallows	

	Park Element	Most Popular Design	
Gathering Spaces	Outdoor Classroom	Shallows	Respondents prefer to concentrate high-use amenities near the parking lot on the west side and nature-focused elements on the east side.
	Gathering Spaces	Cove	
	Nature Play	Cove	
Art	Artwork	Cove	Most respondents favor opportunities for artworks to be integrated throughout the site.

85% of respondents think the designs address their community's needs or concerns.

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Community Engagement Summaries

What We Heard at Each Event

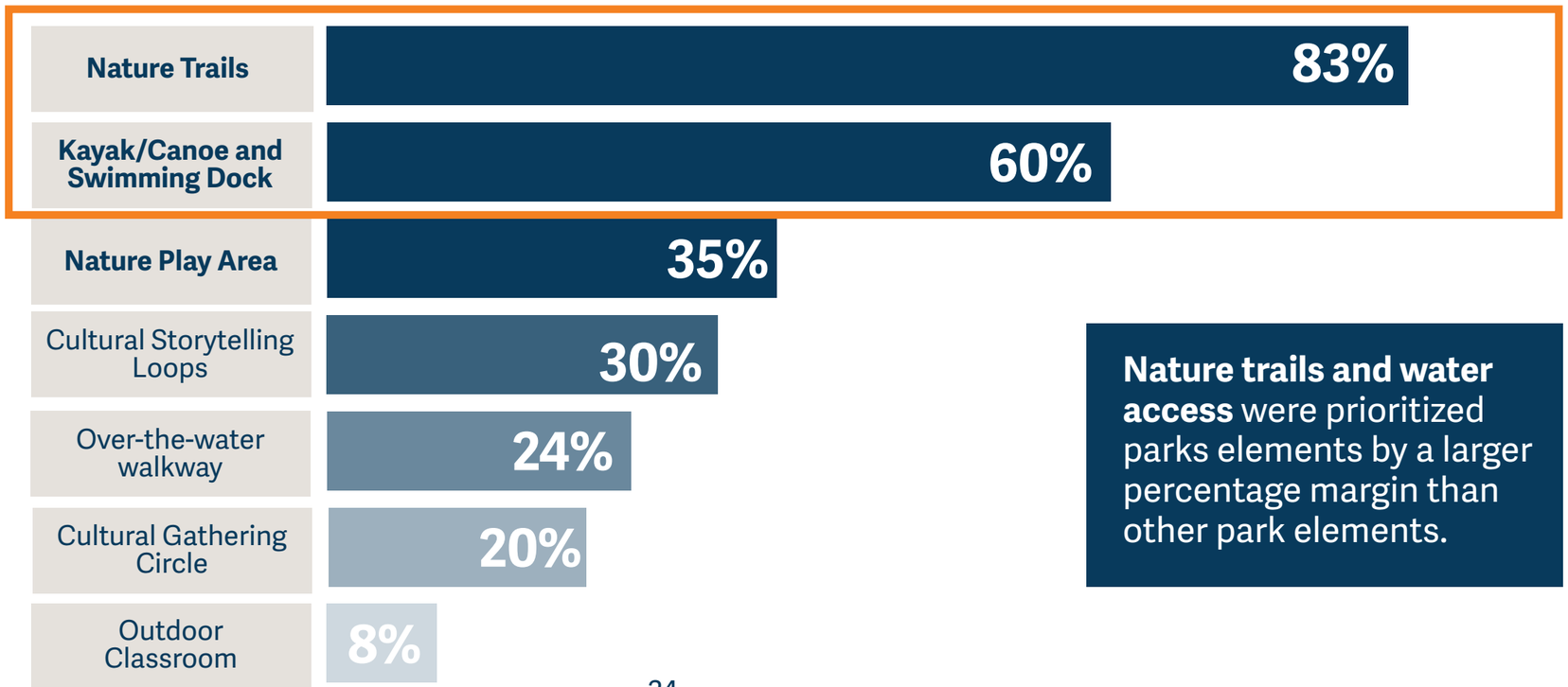
ONLINE SURVEY

Survey participants also chose three key park elements they most want to see at the nature park.

This is a summary of their priorities.

See Appendix on page 30 for survey details

Which of these park elements would be your priorities?



Nature trails and water access were prioritized parks elements by a larger percentage margin than other park elements.

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix ii** 173

Community Engagement Summaries

What We Heard at Each Event

OPEN HOUSE

An open house was held on October 26 as part of Willamette Cove Field Day, attracting approximately 50 attendees who engaged with the master plan booth. Visitors asked questions about the project and shared feedback on design alternatives. They were also invited to participate in a "jar" voting exercise, selecting their preferred designs for two key park elements: trails and gathering spaces.

STICKY NOTES EXERCISE

Design Alternatives	Key Comments
Cove	• Integrate public art with sheltered spaces for community gatherings, such as outdoor classrooms or nature walks • Storytelling circle should be relocated away from the railroad for a quieter experience
Panorama	• Have less built elements in the park overall and focus more on wildlife • Use large wood for bank stabilization. No riprap. • The storytelling circle is in a good location away from the noisy railroad traffic
Shallows	• Opportunities for engagement and immersion in nature is a priority in this design, since it does lend itself more towards preservation. • North Portland desperately needs an approach like this that engages nature

"JAR" EXERCISE

Park Element	Most Popular Design
Trails	Shallows
Gathering Spaces	Cove
	Shallows

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix ii** 175

Community Engagement Summaries

Who Participated?

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Community Engagement Summaries

Who Participated?

TABLING ACTIVITES

Demographic information was not collected at tabling activities. However, these events were intentionally chosen to engage culturally specific groups for whom traditional outreach methods, such as surveys or open houses, may not be as effective. **The Water Ceremony and El Grito Celebration were largely attended by Tribal and Indigenous, and Latino populations, respectively**, while participants at the St. Johns Farmers market was a combination of white and BIPOC populations.

COMMUNITY WORKSHOPS ONLINE SESSION

Total participants: 38
Participants who shared demographic information: 9

Gender

- 16% Female
- 5% Non-binary
- 3% Male
- 76% not responded

Race/ethnicity

- 11% White
- 8% Black or African American
- 5% Hispanic or Latino
- 3% American Indian or Alaska Native
- 3% Asian or Asian American
- 71% not responded

Housing Tenure

- 13% Renter
- 11% Owner
- 76% not responded

Immigration Status

- 21% Non-immigrant or refugees
- 0% Immigrant or refugees
- 79% not responded

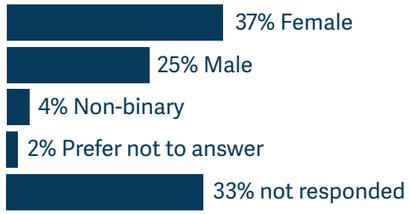
oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix ii** 179

Community Engagement Summaries

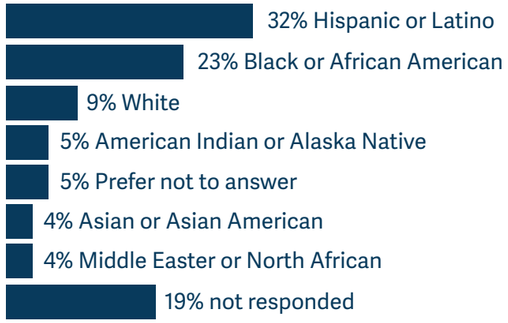
Who Participated?

Total participants: 57
Participants who shared demographic information: 38

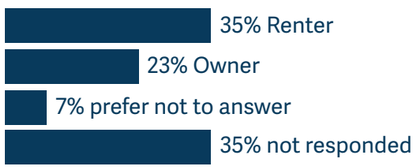
Gender



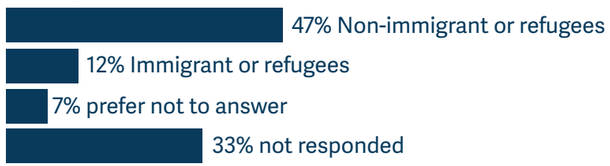
Race/ethnicity



Housing Tenure



Immigration Status



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Community Engagement Summaries

Who Participated?

ONLINE SURVEY

Total responses: 1,407
Participants who shared demographic information: Approximately 700

Gender

- 53% Female
- 40% Male
- 5% Non-binary, genderfluid, queer
- 1.7% No answer/other comment
- 0.6% Transgender

Race/ethnicity

- 82% White
- 6% Hispanic or Latino
- 6% Prefer not to answer
- 4% Black or African American
- 4% Asian or Asian American
- 3% American Indian or Alaska Native
- 3% Other
- 2% Slavic
- 1% Middle Easter or North African
- 0.4% Native Hawaiian or other Pacific Islander

Housing Tenure

- 73% Owner
- 25% Renter
- 2% prefer not to answer

Immigration Status

- 93% Non-immigrant or refugees
- 3% Prefer not to answer
- 3% Immigrant or refugees
- 1% Other

OPEN HOUSE

Demographic information was not collected at the Willamete Cove Field Day.

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Community Engagement Summaries

C) Phase 3 Summary Report

PHASE 3 ENGAGEMENT

Willamette Cove Nature Park

October 2025

oregonmetro.gov/cove

Metro CASCADIA PARTNERS knot studio

Community Engagement Summaries

If you picnic at Blue Lake or take your kids to the Oregon Zoo, enjoy symphonies at the Schnitz or auto shows at the convention center, put out your trash or drive your car – we've already crossed paths.

So, hello. We're Metro – nice to meet you.

In a metropolitan area as big as Portland, we can do a lot of things better together. Join us to help the region prepare for a happy, healthy future.

Stay in touch with news, stories and things to do.

oregonmetro.gov/parksandnaturenews

Community Engagement Summaries

Metro Council President
Lynn Peterson

Metro Councilors
Ashton Simpson, District 1
Christine Lewis, District 2
Gerritt Rosenthal, District 3
Juan Carlos Gonzalez, District 4
Mary Nolan, District 5
Duncan Hwang, District 6

Auditor
Brian Evans

Introduction

This report details Metro's process for the third phase of community engagement and summarizes feedback from community members.

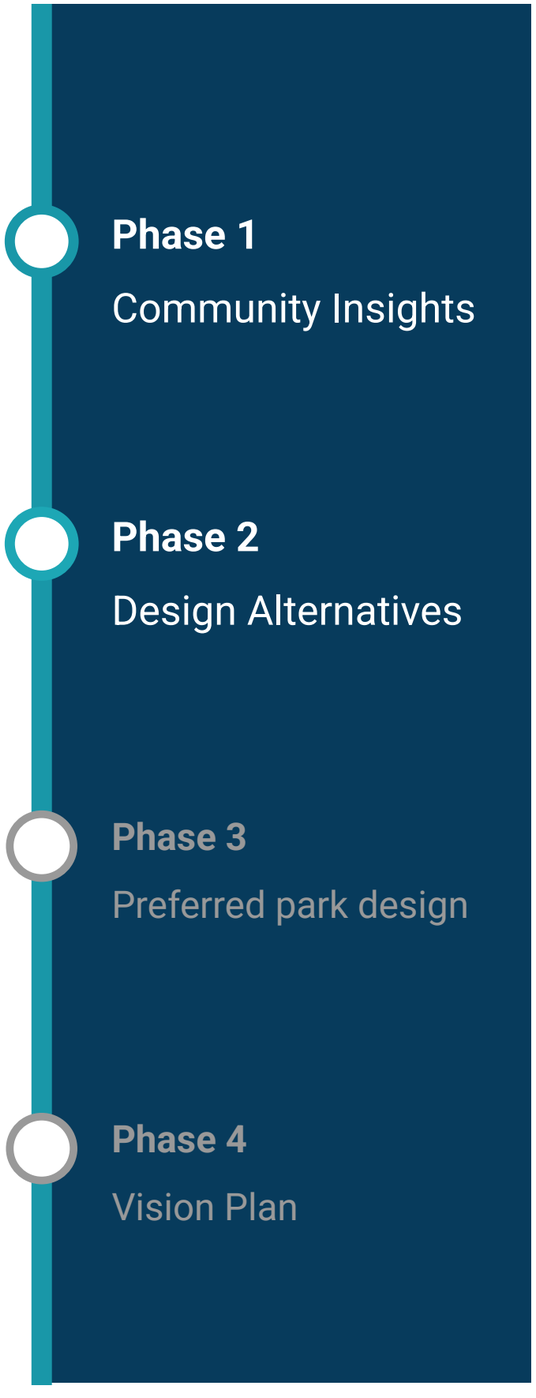
Phase 1 focused on asking community members to provide feedback on project values, programming ideas, and priorities for the future nature park.

Phase 2 presented three different design alternatives, based on these values, ideas and priorities to the public for feedback.

Since then, Metro has been meeting with agency partners and Tribal governments to refine the details of the design based on existing constraints.

This refined design was shared in **Phase 3** at a public open house event.

Community Engagement Summaries



Community Engagement Summaries

Phase 3 - The Open House Event Details

Phase 3 provided updates for the community on the current design, created a space for dialogue, and gauged community support for the current design with an **exhibit-style open house** with experts stationed throughout to answer questions.

The gallery style set-up of the displays and information was a more **immersive way of viewing the renderings and details about the preferred design** with opportunities for participants to provide input as they browsed through each station.

St. John's Community Center was selected for its central location and accessibility for those with limited mobility. All materials were presented in both English and Spanish. Light food and beverages were provided.

The Open House included six stations:

1	2	3	4	5	6
Project Overview	**Current Design Overview**	**Entrance & Gathering Spaces**	**Water**	**Trails and Overlook**	**Restoration**

Phase 1
Community Insights

Phase 2
Design Alternatives

Phase 3
Preferred park design

Phase 4
Vision Plan

Community Engagement Summaries

Phase 3 - The Open House Event Details

Date / Time:
October 26, 2025,
11AM-2PM

Location:
St. John's
Community Center,
8427 N Central St,
Portland, OR 97203

# of Attendees:
60 people

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix ii** 195

Community Engagement Summaries

Stations Overview & Feedback Results

Community Engagement Summaries

Station 1: Project Overview

Station 1 provided information about the project and the site, including:

- Historical timeline of the site.
- Overview of current cleanup efforts at the cove.
- Information on the clean up design for upland and in-water habitats, with updates on each component (not started, in-progress, completed).

oregonmetro.gov Willamette Cove Nature Park Master Plan **Appendix ii** 199

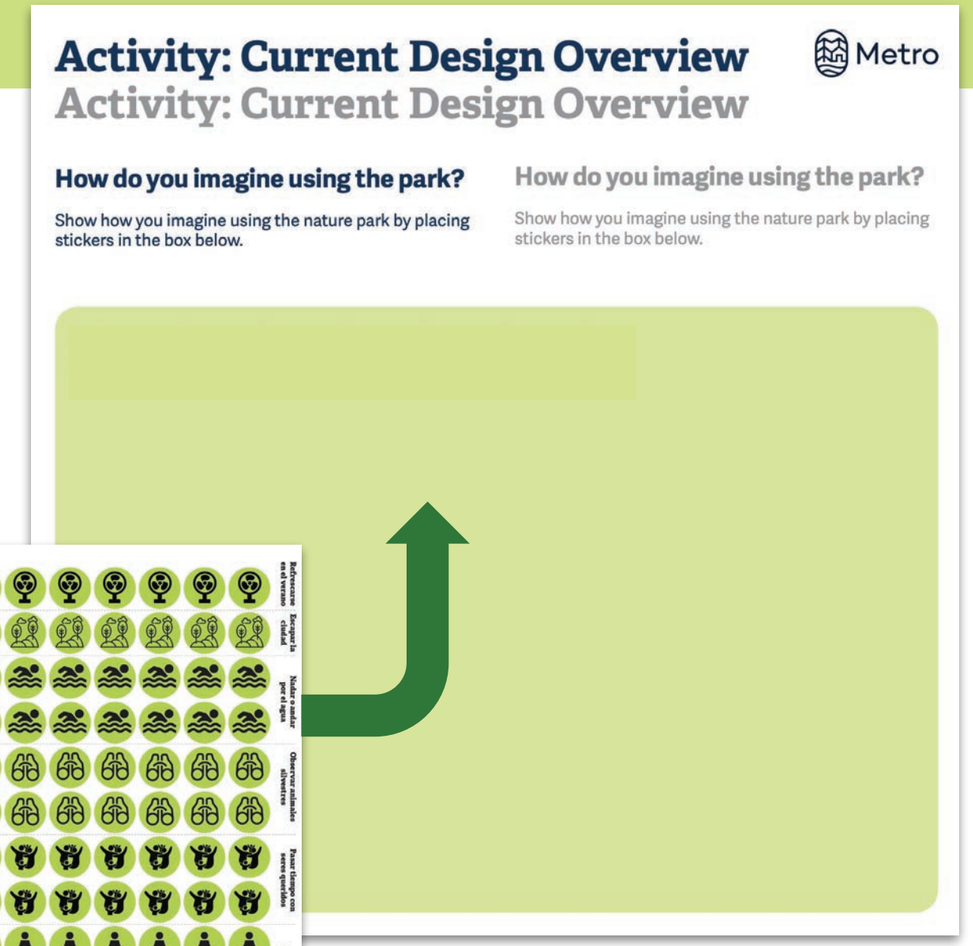
Station 2: Current Design Overview

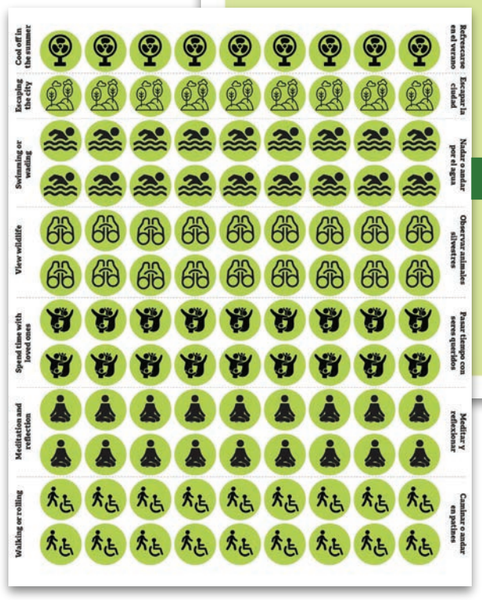
Station 2 provided information about the current design including:

- A large map of the park and key features.
- Three perspective renderings of the current design:
  - View of the park from the river.
  - Birds eye view of the park.
  - View of stairs with kayak rail.

Feedback Activity

Tell us how you would want to use the current design by placing activity stickers on the board (no limit on stickers).



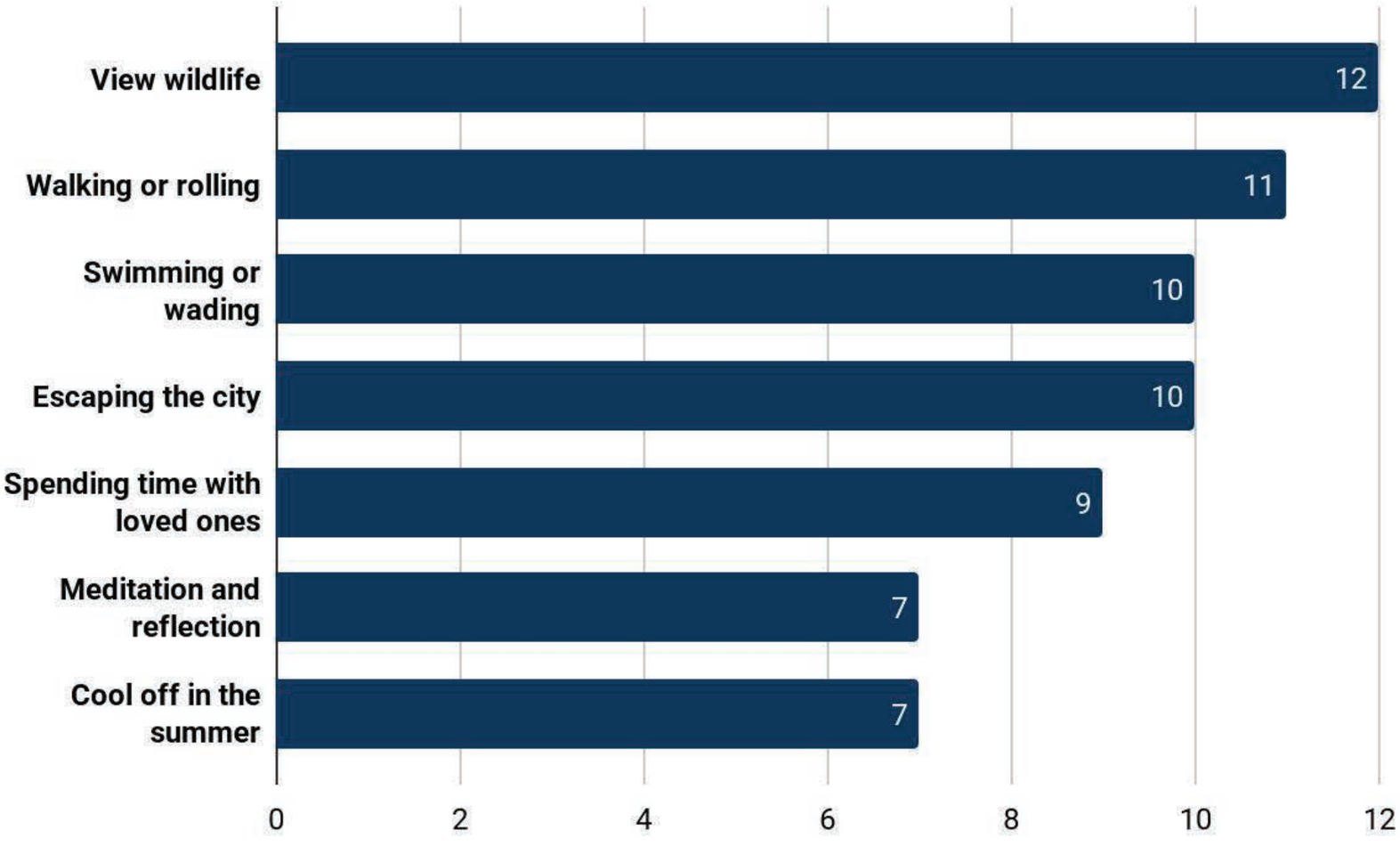


Community Engagement Summaries

Community Engagement Summaries

Station 2: Current Design Overview - Activity Results

Question: How do you imagine using the park?



Write-in Comments:

Concerns about public parking

Greenway should be wider than 12 feet due to speed of bikes

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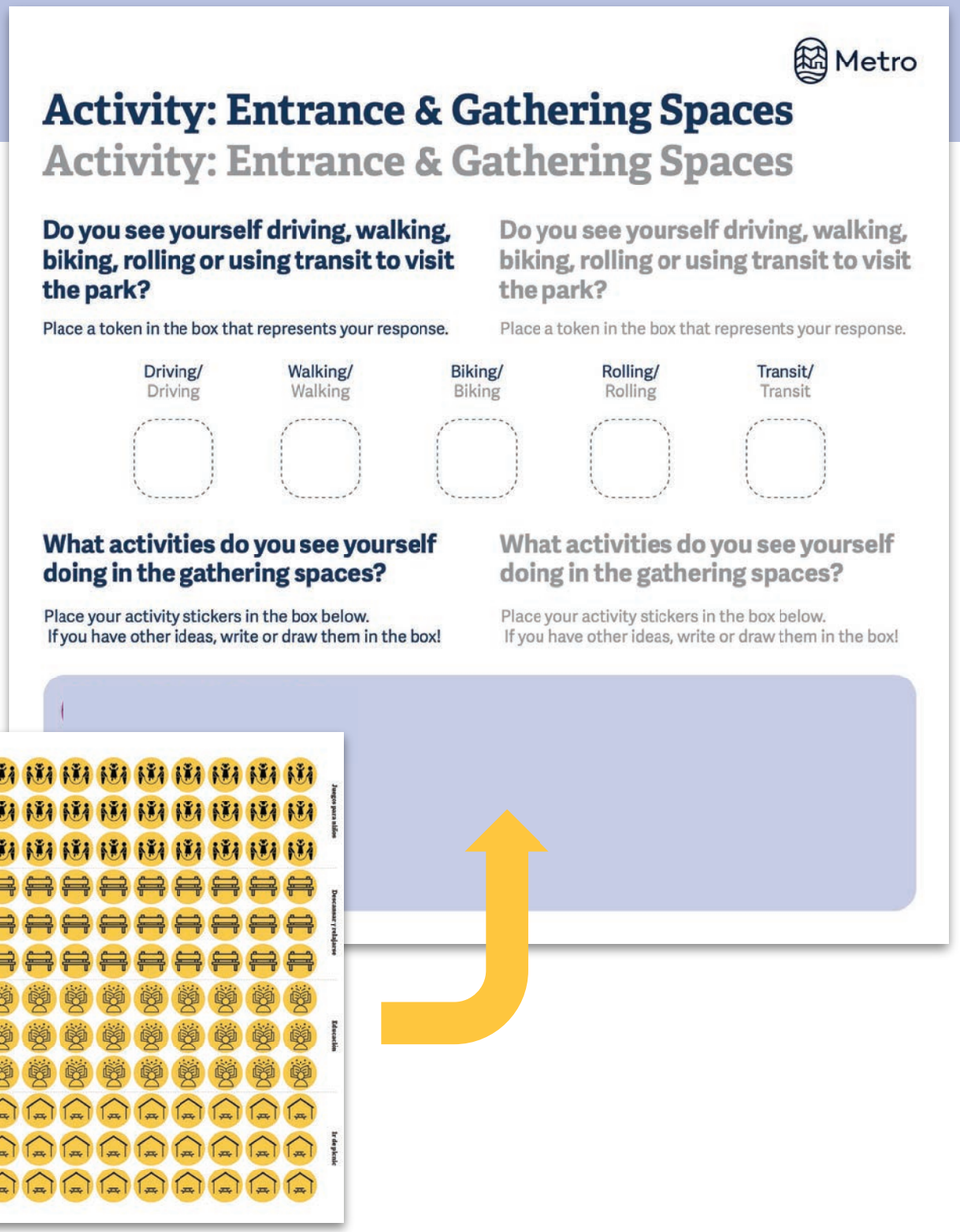
Station 3: Entrances and Gathering Spaces

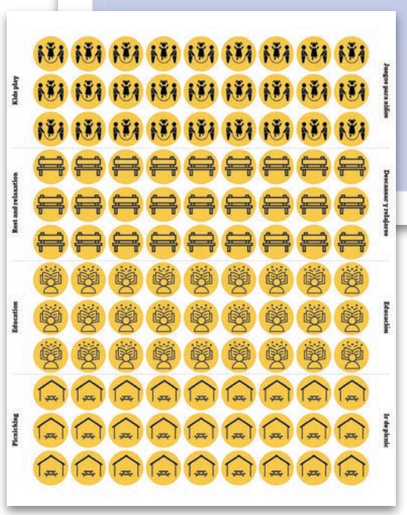
Station 3 provided an overview of the current design including:

- A map of the park entrances and gathering areas.
- Three perspective renderings of:
  - Entry gathering area and children's trail.
  - Park entry.
  - Entry area from river's edge.
- Examples from other projects of what the children's play trail, parking, restrooms, shelter could look like.

Feedback Activity #1
Tell us how you would travel to visit the park by dropping a token in the box (1 token per person).

Feedback Activity #2
Share what activities you see yourself doing in gathering spaces (no limit on stickers).



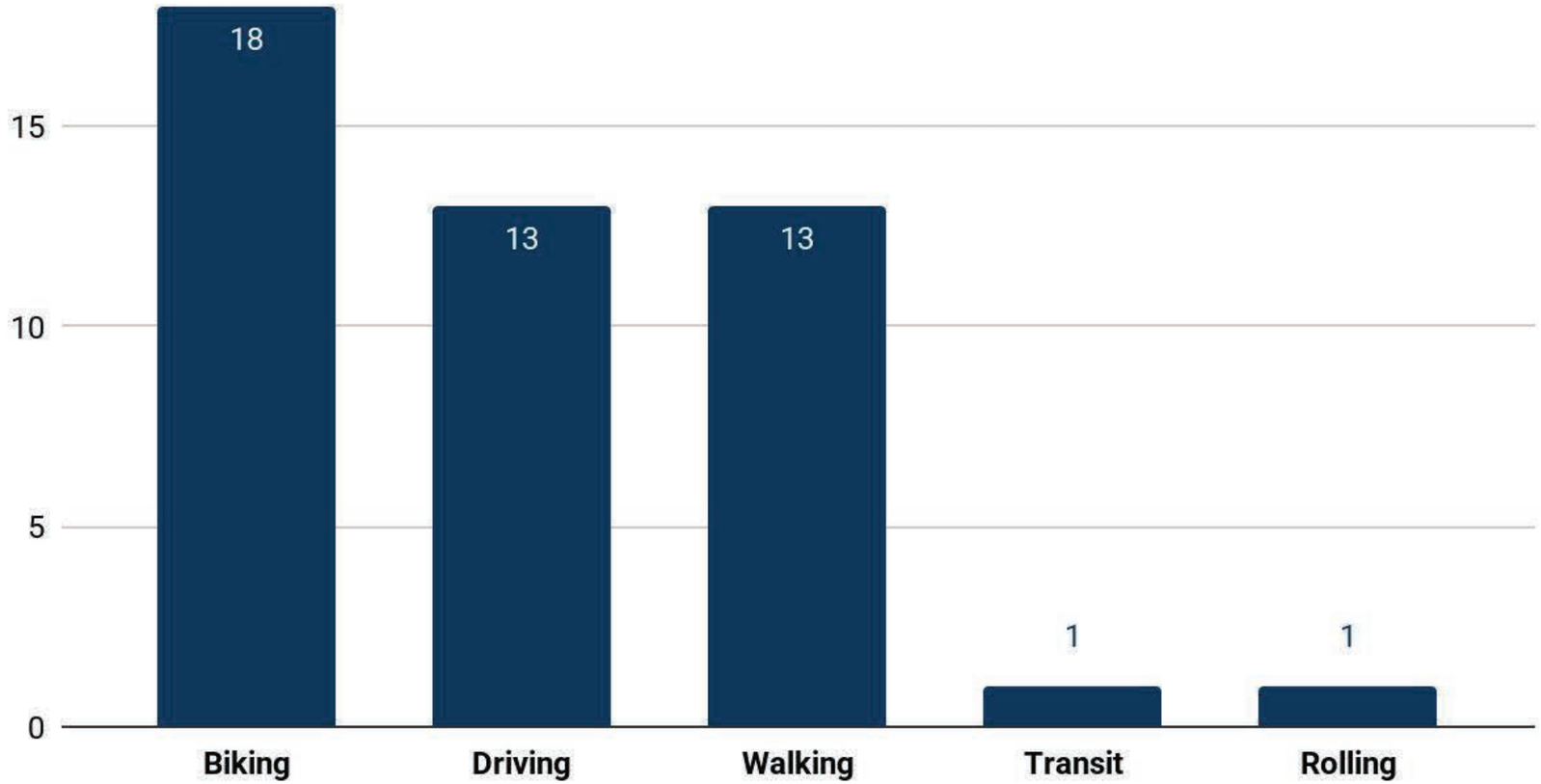


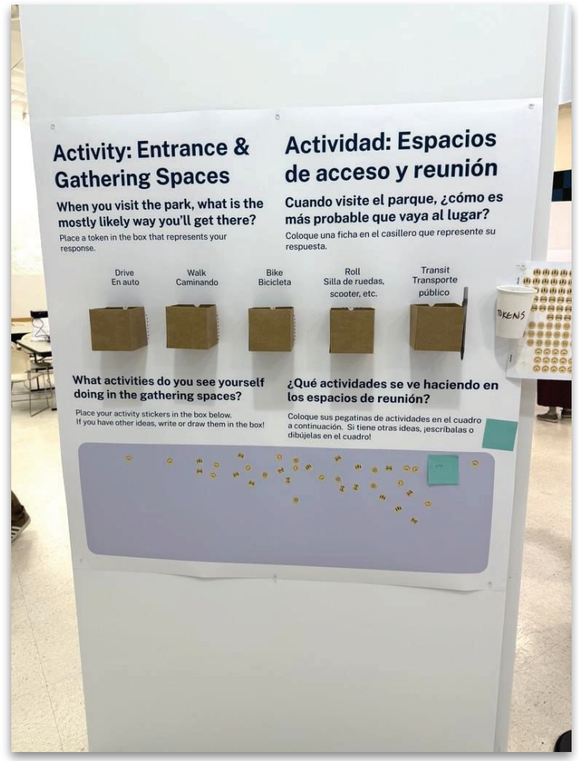
Community Engagement Summaries

Community Engagement Summaries

Station 3: Entrances and Gathering Spaces - Activity #1 Results

Question: Do you see yourself driving, walking, biking, rolling or using transit to visit the park?





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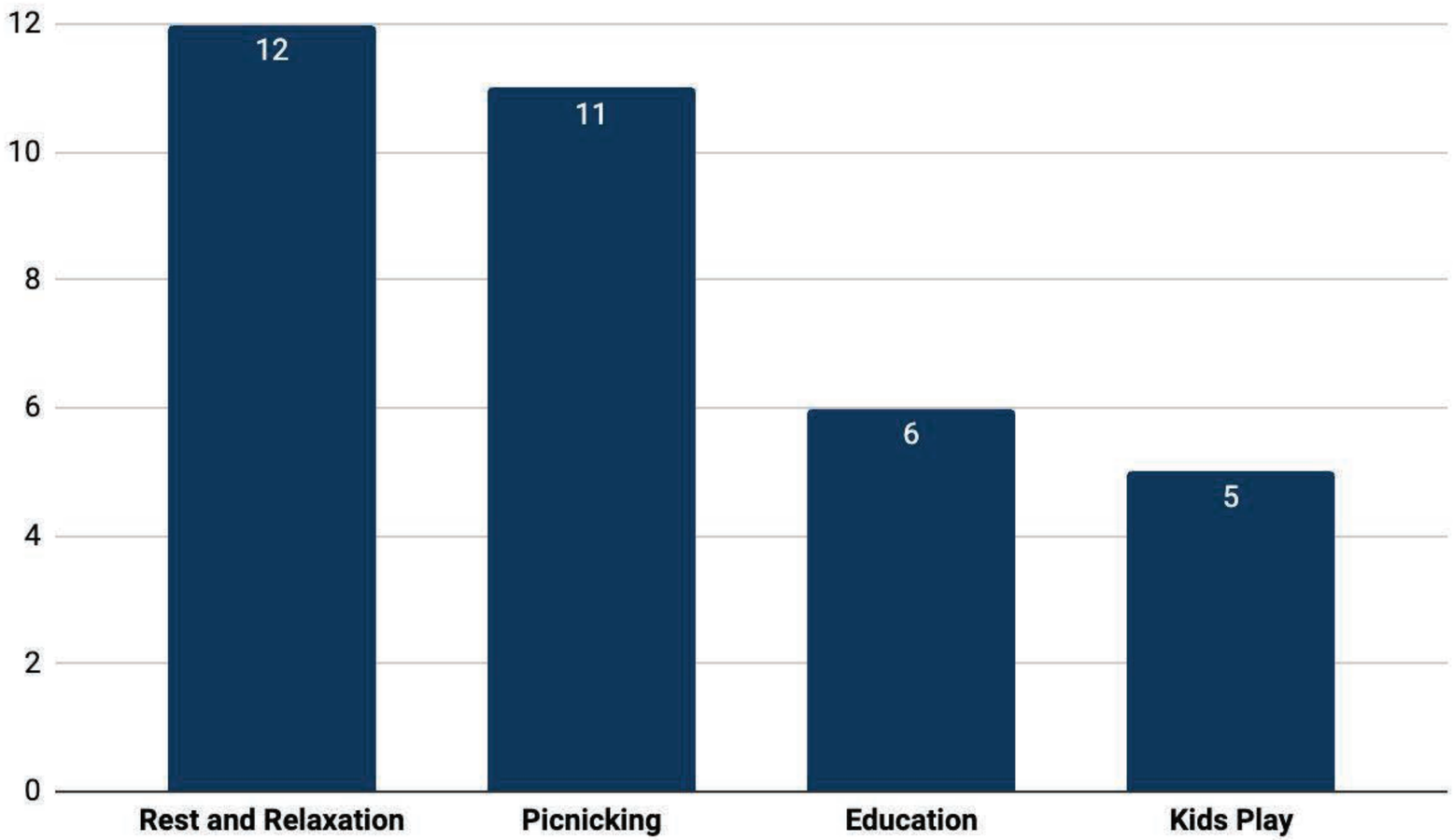
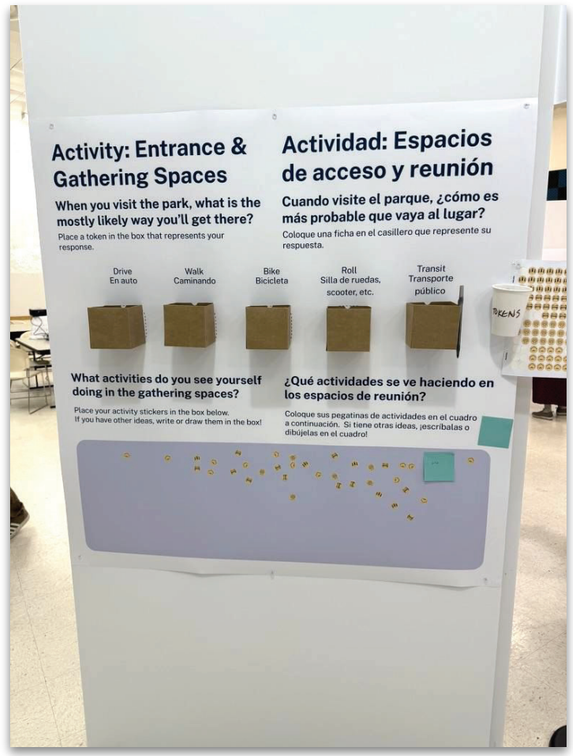
Community Engagement Summaries

Station 3: Entrances and Gathering Spaces - Activity # 2 Results

Question: What activities do you see yourself doing in the gathering spaces?





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Community Engagement Summaries

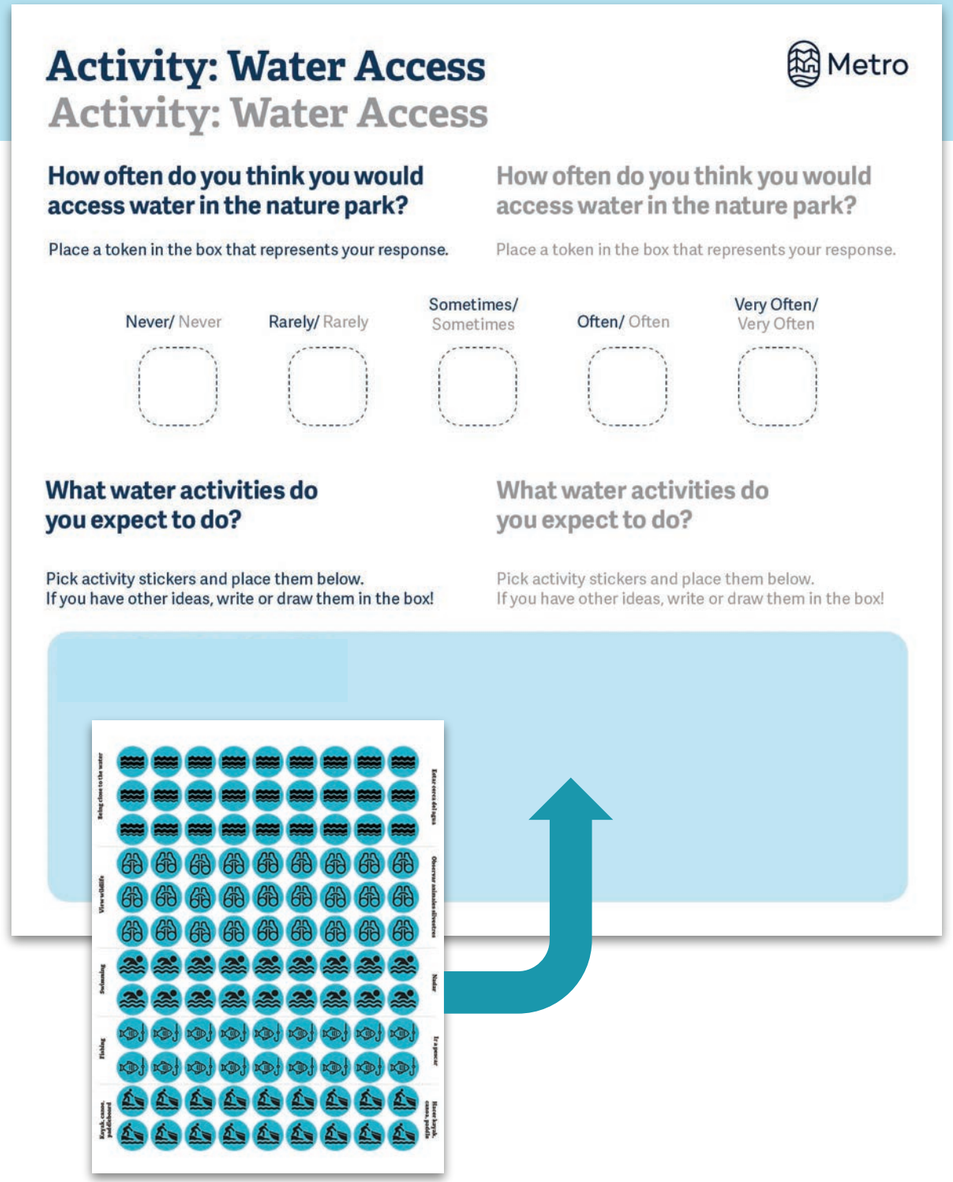
Station 4: Water

Station 4 included an overview of the current design including:

- A map showing water access points.
- A cross section of the eastside of the cove with water level and flood information.
- Rendering of the non-motorized boat launch.
- Several examples of what these water connections could look like from other projects were given as well.

Feedback Activity #1
Tell us how often you plan on accessing the water by dropping a token in the box (1 vote per person).

Feedback Activity #2
Share what water activities you would do at the nature park (no limit on stickers).



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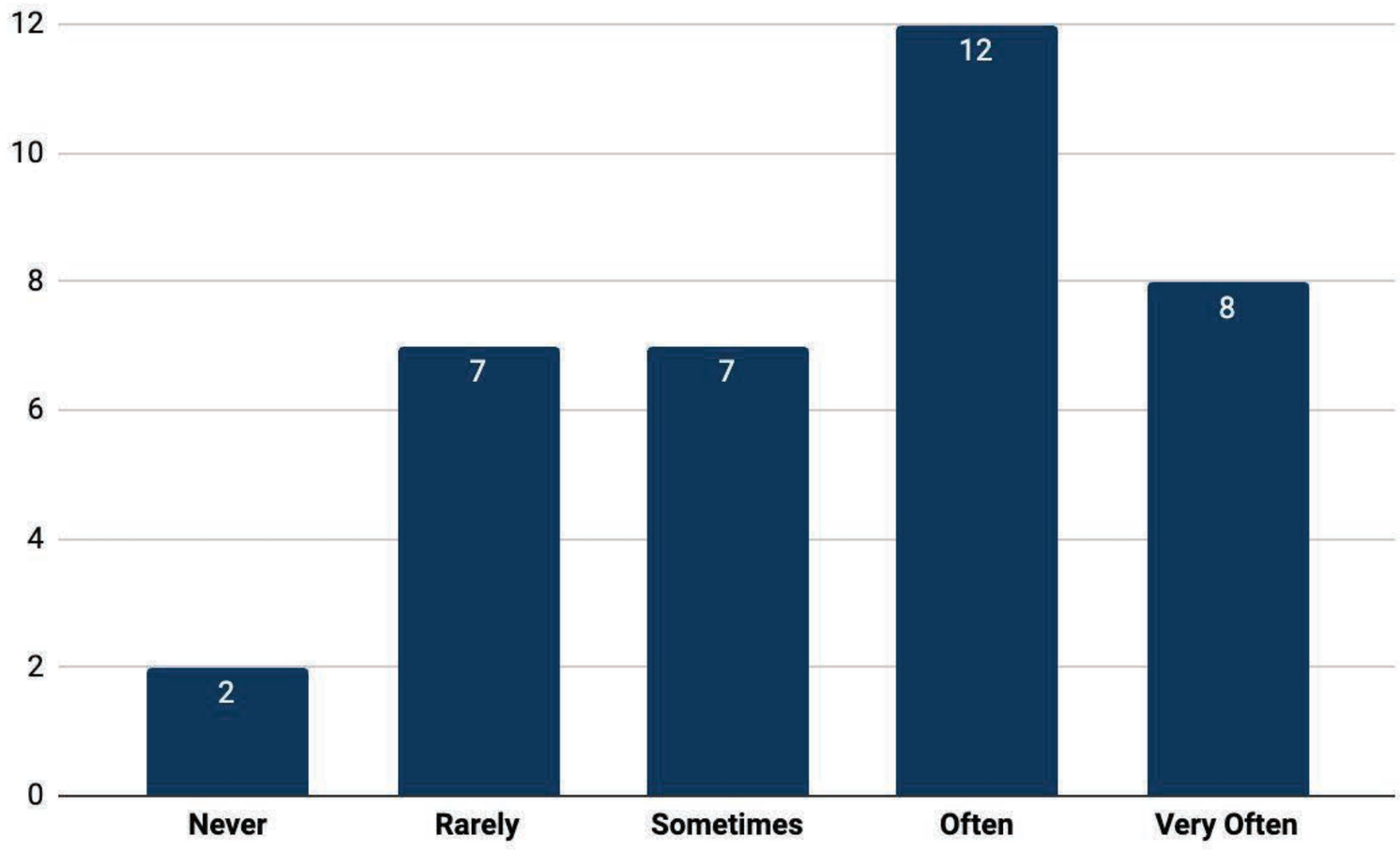
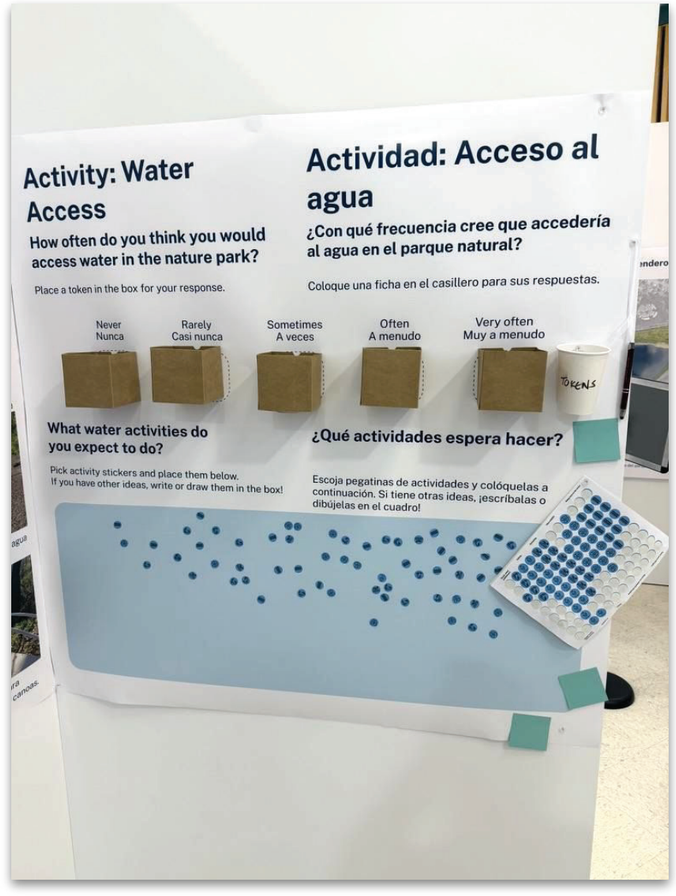
Community Engagement Summaries

Station 4: Water - Activity #1 Results

Question: How often do you think you would access water in the nature park?





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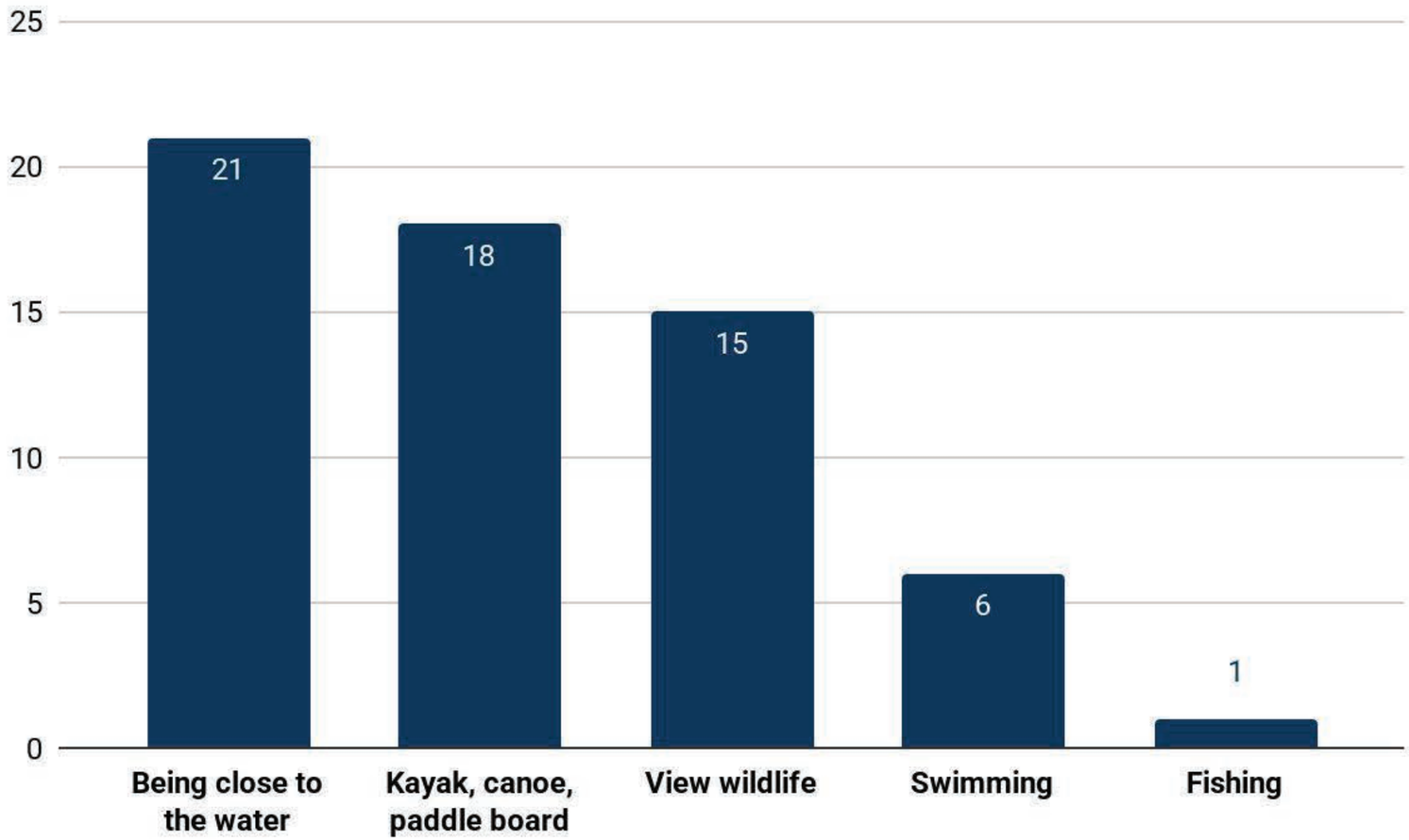
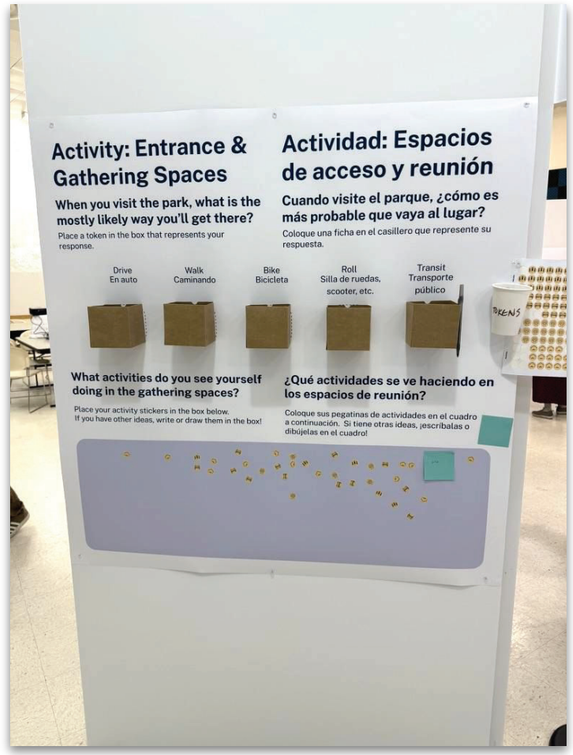
Community Engagement Summaries

Station 4: Water - Activity #2 Results

Question: What water activities do you expect to do?





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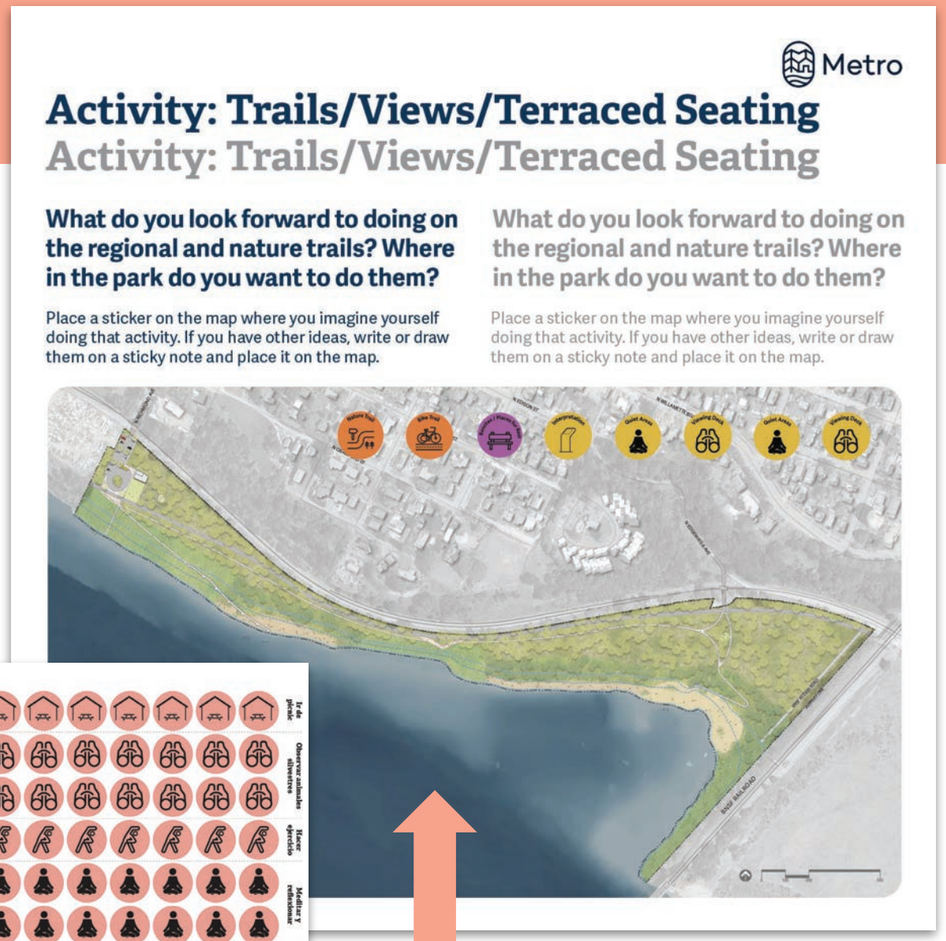
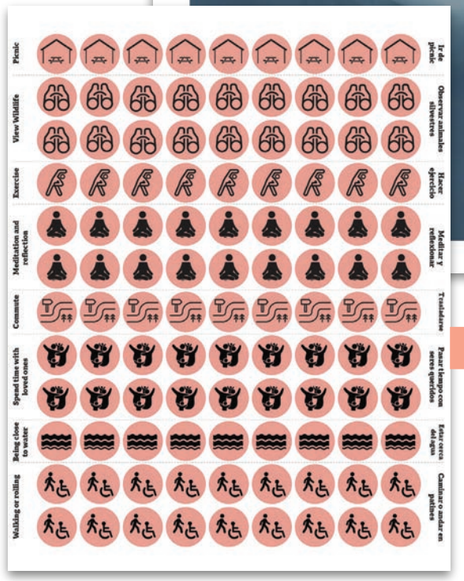
Station 5: Trails and Overlook

Station 5 provided the following information about the current design:

- A map identifying the trails and overlook features.
- A cross section of the overlook and seating area.
- Renderings of the nature trail, regional trail, and the overlook off the regional trail.
- Examples of overlooks and trails from other projects.

Feedback Activity
Share what activities you are looking forward to doing on and around trails and where you are most likely to do them (no limit on stickers).





Community Engagement Summaries

Community Engagement Summaries

Station 5: Trails and Overlook - Activity Results

Question: What do you look forward to doing on regional trails?

	West	Center	East	Total
View wildlife	1	4	6	**11**
Being close to water	1	4	6	**11**
Meditation and reflection			8	**8**
Walking or rolling	2		5	**7**
Exercise		1	5	**6**
Picnic	1		4	**5**
Spend time with loved ones		2	2	**4**
Commute	1		2	**3**

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Station 6: Restoration

Station 6 information about the clean up and restoration efforts for the Willamette Cove Master Plan.

It included:

- Overview of the key drivers for habitat restoration that were heard from previous phases of engagement.
- A map of the various habitat zones within Willamette Cove.
- Information on the clean-up and restoration timeline.

Land healing and restoration

To make the Willamette Cove safe, most of the trees will need to be removed. This is because the dirt they are in is contaminated, and removing that dirt will kill the trees.

Metro's scientists and land management team will collect seeds from Willamette Cove's madrones, in hopes to grow the seeds and use the seedlings to replant the natural area after cleanup. Madrones can be hard to grow and transplant, but we have a few years to experiment.

The madrones that reclaimed Willamette Cove and turned an industrial site into a natural area will produce the trees that turn it into a nature park.

Saneamiento y restauración del terreno

Para hacer que Willamette Cove sea seguro, deberán eliminarse la mayoría de los árboles. Esto es porque la tierra donde se encuentran está contaminada, y eliminar esa tierra matará los árboles.

Los científicos y el equipo de gestión del terreno de Metro recolectarán semillas de los madroños de Willamette Cove, con la esperanza de germinar las semillas y usar los plantines para reforestar el área natural después de la limpieza. Los madroños pueden ser difíciles de cultivar y trasplantar, pero tenemos algunos años para experimentar.

Los madroños que volvieron a crecer en Willamette Cove y convirtieron un sitio industrial en un área natural producirán los árboles que a su vez lo convertirán en un parque natural.

Community Engagement Summaries

Last Activity

Before leaving the open house, participants were asked to leave their final reflections about how Willamette Cove's future nature park will meet the needs of the community, future generations, and nature.

Feedback Activity
Open response using sticky notes for participants to write comments and ask questions.

Community Engagement Summaries

Community Engagement Summaries

Last Activity - Results

Question: After looking at the designs and plans, do you think Willamette Cove's future nature park will meet the needs of your community, future generations, and nature?

Positive comments of general support:

- The concept is great. Sad it will take so much time but for the future I think it will be a great place for the generations.
- Yes much needed improvement for our neighborhood and our connection to the river. Thank you.
- Yes, it's accessible and addresses all the ways locals want to interact with the land without being unnecessarily intrusive with trails and infrastructure. Thanks!
- Yes. Wish it wouldn't take so long.
- I think it's a great use of the space, given all of the constraints. Excited for a nature park near water!
- Yes, we truly need to heal our environment. Our future generations deserve health and freedom to exist in a clean environment!
- I love leaving some of the nature untouched - having specific zones for humans and nature to do their thing. Waterfront access is a gift! So exciting!
- I am so encouraged by these efforts. This is a long game - keep up the great work!

Concerns and recommendations:

- I do not agree with all of the asphalt parking and concrete trails in a nature park! Don't overdevelop! Please!

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Community Engagement Summaries

D) Accessibility Engagement Summary

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Report on Willamette Cove Accessibility Engagement Session

By Shilo George

This report summarizes what community members shared at an online engagement session about the Willamette Cove nature park master plan project.

Engagement date: 12/05/2024
Via Zoom
Participant Numbers: 4 disabled community participants

Why Two Versions?

This report section is presented in two formats:

1. **Plain Language Summary** – written in short sentences, with clear headings and direct wording. This version is meant to be easily read by community members, including people with cognitive, learning, or reading disabilities. It also serves as a reminder to Metro staff and project partners of the importance of using plain language in public-facing documents.

2. **Narrative Report Summary** – written in fuller paragraphs with more detail. This version is intended for designers, planners, and government staff who may need the nuance, context, and professional report style.

Both versions contain the same information. Presenting them together demonstrates how accessibility can be built into our work and ensures that all audiences are respected and included.

How We Centered Accessibility in the Session

Plain Language Summary

- We offered **CART closed captioning** during the session, with a live transcript.
- We asked people ahead of time what accessibility needs they had (ASL, captions, large print, info in advance).
- No one requested ASL or large print this time, but we sent a **welcome video and detailed agenda** before the meeting so people could prepare.
- At the start of the session, we asked if anyone had **access needs to share** with the group.
- All instructions were given **both out loud and in the chat** so people could read them as well as hear them.
- Everyone said their **first name before speaking** to help captioners and anyone who couldn't see the screen well.
- We used a **"think, share" activity** to give people time to write down their ideas before speaking. This supports people who need more time to process or who express

themselves better in writing first.

- Participants received a **$150 stipend** to honor their time and emotional labor.

Narrative Report Summary

Accessibility was intentionally built into every aspect of the Willamette Cove disability engagement session. CART closed captioning was provided during the meeting, including a live transcript. Prior to the session, participants were invited to share any access needs, such as ASL interpretation, captioning, large print materials, or advance information. While no requests were made for ASL or large print in this session, a welcome video and a detailed agenda were shared in advance to allow participants additional time to process information before the discussion.

At the beginning of the meeting, participants were invited to share any access needs they wanted others in the room to know about. During the session, instructions and prompts were provided both verbally and in the Zoom chat to support multiple ways of processing information. Speakers identified themselves by name before speaking, which supported both captioners and participants who may not have been able to see the screen clearly.

To support diverse learning styles, the facilitation included a modified "think, pair, share" activity. Participants were given three minutes of quiet writing time to reflect on each discussion question before sharing their responses with the group. This allowed participants who needed additional processing time to gather their thoughts before engaging in conversation.

Finally, participants received a $150 stipend to recognize and respect the time, expertise, and emotional labor they contributed. Together, these practices created a session that modeled accessibility as a central value, rather than an afterthought.

Community Engagement Question One:

What specific accessibility elements, programs, or amenities have you experienced elsewhere that you would love to see at Willamette Cove Nature Park? Are there features or ideas that would make the park safer, more welcoming, and more engaging for you and your family?

Plain Language Summary

Paths and Trails

- Make sure the whole path from parking or bus stop to the water is accessible.
- Paths should be wide enough for two people to walk or roll side by side.
- Make sure paths are wide enough for the widest mobility equipment on the market (ADA figures aren't up-to-date and don't consider all mobility equipment available)
- Use surface textures or markers so people with low vision can stay on the path.
- Share slope and distance information on maps, signs, and online (like QR codes).

Maps and Signs

- Offer maps in many formats: braille, tactile, 3D printed, large print, and online.
- Show important details: slopes, distances, safety features, restrooms.
- Put maps in many places (parking, entrances, trailheads, online).

Restrooms and Maintenance

- Provide fully accessible bathrooms and/or correctly installed ADA porta-potties.
- Make sure that the porta-potties don't have a 3" ledge or any obstacles in front of the unit or door that would impede accessibility equipment or people.
- Keep them clean and stocked (soap, needle disposal).
- Plan for regular maintenance so features stay accessible over time.

Sensory Experiences

- Add interactive art or sculptures that people can touch, hear, and feel.
- Examples: kinetic art, wind chime installations with vibration, tactile plant signs.
- Work with Indigenous, Black, and disabled artists to design these features.

For Deaf and Hard of Hearing Visitors

- Caption or transcript any videos or audio kiosks.
- Provide seating with good sightlines to interpreters at performances.
- Use flashing lights or reader boards for emergency alerts.
- Add listening technology that connects to hearing aids.
- Train staff to communicate (for example, being open to notes instead of speech).

Animals

- Post clear signs about animal rules: service animals welcome, pets not allowed.

Storytelling

- Use signs and art to tell stories of disability, environmental contamination, and how these connect to the land.
- Include tactile and plain-language signs so more people can engage.

Transit Access

- Show how far the park is from bus stops.
- Give details about slopes, distances, and surfaces for the trip in and out of the park.

Toxins:

- Make sure signs and information at the park, especially located at the bus stops and parking lot, clearly inform community members about any health risks accessing the

area.

Narrative Report Summary

Participants provided a wide range of feedback on accessibility elements, programs, and amenities that would make Willamette Cove Nature Park safer, more welcoming, and more engaging for disabled community members and their families. The themes that emerged reflect both practical access needs and visionary ideas for multisensory and inclusive engagement with the land.

Pathways and Wayfinding

Community members emphasized the importance of continuous accessibility throughout the park, rather than isolated “islands of accessibility.” Pathways should be designed to connect seamlessly from public transit and parking areas all the way to the water. Suggestions included wider paths to allow side-by-side travel with companions, surface textures or delineations to assist people with low vision in staying on the trail, and clear communication about slope and elevation changes. Participants highlighted the need for this information to be available both on-site and online through QR codes and accessible websites so visitors can plan their visit in advance.

Maps and Information

There was strong interest in making maps available in multiple accessible formats. Participants recommended tactile and braille maps, portable 3D-printed maps, and large print versions. Maps should include details such as slope, distance, elevation, and safety features. Community members also suggested ensuring maps are consistently available at entrances, parking areas, and trailheads, as well as online.

Restrooms and Maintenance

Accessible restrooms were identified as a core need, whether permanent facilities or correctly installed portable units. Participants stressed that features must not only be built to meet and exceed ADA standards but also maintained over time. Make sure that no lips or gaps are created in front of the porta-potties that would impede entrance or exit by mobility devices or people. As surfaces shift or facilities degrade, accessibility can be quickly lost. Cleanliness and safety were also raised as priorities, including access to hand soap and safe needle disposal.

Sensory and Multisensory Engagement

Several participants highlighted opportunities for creative, multisensory engagement that would benefit many visitors, including disabled community members. Ideas included interactive and interpretive sculptures that engage touch, sound, vibration, or sight. Specific examples were offered, such as kinetic sculptures, wind chime installations that can be felt as vibrations, and interactive pieces similar to those in Millennium Park or Minneapolis. Participants emphasized the value of incorporating Indigenous, Black, and disabled artists in these interpretive features.

Deaf and Hard of Hearing Access

Participants offered detailed input on how the park can better serve Deaf and hard of hearing visitors. Recommendations included captioning or transcripts for any audio kiosks or performances, designated seating with clear sightlines to interpreters, and flashing lights or visual reader boards for emergency alerts. Technology that connects directly to hearing aids and cochlear implants was also recommended. Participants further suggested staff training to ensure that park staff know how to communicate effectively with Deaf and hard of hearing visitors, including being receptive to note writing.

Animals and Service Animals

Clear signage about animal policies was recommended to minimize confusion and potential conflicts. Participants supported Metro’s approach of prohibiting pets while allowing service animals, and asked for clear, consistent posting of these rules at all entrances.

Storytelling and Interpretation

Community members saw a unique opportunity for the park to center disability stories within its interpretive and educational features. They recommended signage and storytelling that acknowledge the impacts of environmental contamination on disability, as well as multisensory signage that integrates tactile elements and plain language. These features would allow disabled visitors to experience the park in ways that are rarely available elsewhere.

Transit and Park Access

Finally, participants asked for greater clarity on the relationship between public transit and the park’s entry points. Providing information about distances, slope, and pathways from transit stops was seen as critical for making the park truly accessible to people who rely on transit and mobility devices.

Summary:
Participants highlighted the need for accessibility to be woven throughout every aspect of Willamette Cove Nature Park, rather than addressed piecemeal. Core priorities include continuous accessible pathways, multiple accessible formats for maps and signage, safe and well-maintained restrooms, multisensory interpretive features, strong Deaf and hard of hearing accommodations, clear service animal policies, and storytelling that reflects disabled

experiences. By integrating these recommendations, Metro has the opportunity to move beyond minimum standards and create a park that is inclusive, engaging, and welcoming for all.

Question Two Engagement Question:

When thinking about going from the parking lot to the water, what sequence of accessible features (e.g., pathways, signage, rest areas) would ensure the entire journey feels safe, inclusive, and seamless for you?

Plain Language Summary

Parking Lots and Safety

- Parking areas should feel open, visible, and safe (not hidden by bushes or shrubs).
- Maps should be available right at the parking lot to help visitors get oriented.
- Clear, well-lit paths should start at the parking lot.
- An actual address of the part is helpful to folks using transit.

Signs and Wayfinding

- Signs should begin at the parking lot and continue along the trail, not just at intersections.
- Use plain language, clear visuals, and do not rely only on colors (important for color-blind visitors).
- Include addresses for drop-off locations for people using transit or paratransit.

Benches and Rest Areas

- Benches should be placed along trails and near the water.
- Seating should be accessible for people with larger bodies and mobility devices. This includes total weight capacity of the benches and paved surfaces past either end of the benches for mobility devices to sit alongside the bench.
- Covered benches are needed for rainy weather.
- Benches should allow space for companions and for equipment like walkers or kayaks.

Charging Stations

- Install power outlets for wheelchair charging, phones, insulin pumps, and other medical devices.

- Place charging stations near central gathering areas, not on the ground, so people can reach them from their chairs.

- Use solar or renewable energy when possible.
- Power outlets would also be helpful for insulin pumps and cellphone charging.

- Provide clear rules so people can share charging fairly.

Maps and Information

- Maps should show which paths are best for wheelchairs, walkers, or low-vision visitors.

- Making an accessible website full of information about the park would be really helpful so people can plan their visit and know what accessibility features are offered.

- Offer plain language descriptions of the landscape as well as tactile or 3D maps.

- Make sure maps and information are available online and onsite.

Extra Ideas

- Create family-friendly wildlife information, like scavenger hunts or quizzes about animals and birds.

- Ensure ongoing maintenance for benches, paths, and features so accessibility doesn't decline over time.

Narrative Report Summary

Participants were asked what sequence of accessible features would ensure the journey from the parking lot to the water—or to other park features—would feel safe, inclusive, and seamless. Feedback highlighted the importance of designing for accessibility from the very first point of arrival and carrying that commitment throughout the park.

Parking Lots and Safety

Participants noted that parking lots should feel safe and welcoming. This means open layouts without heavy shrubbery or hidden areas, good lighting, and a sense of visibility upon arrival. They recommended placing maps directly in parking areas so visitors can orient themselves before beginning their journey into the park.

Signs and Wayfinding

Clear and consistent signage was emphasized as a top priority. Signs should begin at the parking lot and continue along trails, not only at intersections. Participants asked for plain language and clear visuals in wayfinding systems, and for maps and signage that do not rely solely on color, since this excludes color-blind individuals. Drop-off addresses should also be provided to improve accessibility for paratransit and transit users.

Benches and Rest Areas

Rest opportunities were a strong theme. Participants called for benches along trails, near the water, and at central points in the park. Benches should be covered where possible to provide shelter from rain and should accommodate companion seating. Feedback emphasized the importance of designing benches to support larger bodies and a variety of mobility devices, moving beyond standard ADA dimensions that often exclude fat and superfat community members. Participants also noted that rest areas should consider space for people carrying kayaks or other recreation equipment to set things down while taking a break.

Charging Stations

Power access was identified as essential. Participants explained the need for outlets to charge wheelchairs, cell phones, insulin pumps, and other medical devices. They recommended locating charging stations in central gathering areas, at heights that allow wheelchair users to plug in without bending down. Solar-powered charging stations were mentioned as cost-effective and sustainable options. Participants also suggested posting guidance to help visitors share charging resources respectfully.

Maps and Information

As with the first question, participants asked for maps in multiple accessible formats. They recommended maps that show which paths are most suitable for wheelchairs, walkers, and blind or low-vision users. In addition to tactile and 3D maps, plain language descriptions of the landscape were recommended to make information more usable for blind and low-vision visitors. In addition, having an accessible and detailed website where people can plan their visit would be very helpful. The website should include plenty of written descriptions, photos and even video of walking paths, restrooms, and other areas of the park. Also measurements of doorways to restrooms and access paths will help disabled people know if their chairs and other devices will fit before they get to the park.

Additional Suggestions

Participants proposed creating family-friendly educational materials about local wildlife, such as scavenger hunts or quizzes, to make the park experience engaging for children. They also reminded staff that maintenance must be an ongoing commitment: benches, charging stations, and pathways need regular upkeep to remain usable and accessible.

Summary:
Community members emphasized that accessibility must begin the moment a visitor arrives at the parking lot and extend all the way to the water's edge. Priorities include safe and open parking lots, clear signage, accessible benches and covered rest areas, reliable charging stations, and accessible maps and information in multiple formats. By integrating these features and planning for ongoing maintenance, the park can ensure a safe, inclusive, and seamless experience for disabled visitors.

Session Agenda

Welcome
Land & Community Context
Introductions of Willamette Cove Team & Community Participants
Session Purpose and Expectations:
Purpose:

- This session is an intentional effort to listen to and learn from disabled community members. We want to ensure the park goes beyond minimum accessibility standards to reflect the lived experiences of disabled individuals. Your feedback is vital for creating a nature park that is welcoming, inclusive, and safe for all while integrating your needs and dreams into the park's master plan.
- 2. How your input is being used.

Expectations:

1. We can't implement everything the community envisions, but we will strive to balance community desires with addressing as many access needs as possible, while honoring the physical limitations of the site and the needs of the plants, animals, trees, water, and the healing of the land.
2. Acknowledging Diverse Needs: Disabilities are varied and dynamic, with access needs that differ widely. We recognize the importance of dedicating specific time to listen to feedback from disabled community members.
3. Creating Holistic Accessibility: We aim to avoid merely adding a few "accessible" features or creating "islands of accessibility." Instead, we want to understand what truly works for the community, fostering a sense of welcome, inclusion, and safety.
4. Beyond ADA Compliance: While the ADA provides a baseline, we aim to go above and beyond these standards to account for the lived experiences and nuanced needs of people with disabilities.
5. Master Plan Integration: Feedback from this session will directly inform the park's master plan, ensuring that accessibility is thoughtfully integrated into the design.
6. Learning from Past Engagements: During our previous virtual session, we realized that we didn't create a setup conducive to gathering comprehensive feedback from disabled community members. This dedicated session allows us to correct that and prioritize these critical conversations.
7. Focus on Technical and Experiential Input: Gathering feedback from disabled community members involves understanding both technical access requirements and experiential desires—conversations that differ from general community feedback about enjoyable features.

Go over agenda and ground rules for discussion
Time to answer any lingering questions that community participants have
Question One
Question Two
Community Reflection

Willamette Cove nature park design

December 9 small-group discussion with members of the disability community

December 2025

Community Engagement Summaries

About Metro

Metro is the regional government in greater Portland. Metro manages public services and regional systems that protect the environment, support the local economy and ensure every community can thrive.

Metro coordinates regional planning and funds new affordable homes and supportive housing services. It manages 19,000 acres of parks and natural areas and the region's garbage and recycling system. Metro also runs the Oregon Convention Center, Portland'5 Centers for the Arts, the Portland Expo Center and the Oregon Zoo.

Metro is led by a nonpartisan elected council. It serves 1.7 million people in 24 cities across Clackamas, Multnomah and Washington counties..

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Community Engagement Summaries

Cory Eldridge, who is the communications and community engagement lead for Willamette Cove, prepared this short report.

Purpose of the discussion

Following the October 26 reveal of the Willamette Cove nature park's masterplan, Metro learned that the Willamette Cove in-water cleanup group was planning a study that would help them design the shape of the riverbank. They needed more detail about the design of the pathway from the park entrance down the riverbank.

Working quickly, the nature park team created this discussion to make sure those details were informed by input from members of the disability community.

Metro's email to potential participants laid out the goal of the discussion:

> "Metro's Willamette Cove team found out we have an opportunity to help incorporate some elements of the nature park into the cleanup of the riverbank. Part of this opportunity is to set the details of an accessible pathway to the water.
>
> It's just one element of the future nature park, but it's impactful. The path will provide the main way people who use mobility devices will be able to access the river.
>
> Before Metro meets with the cleanup team, we want to hear from members of the disability community about the design for this pathway. The cleanup has a lot of rules and requirements that set clear parameters on the design, but there are still design choices you can influence that will change the experiences of people using the pathway in the future. With your input we can advocate for the best possible design of this pathway to the water within the strict constraints of the cleanup. To gather this input, we are holding a two-hour virtual conversation about the pathway with Metro staff and members of the community who have a disability."

Who attended

Six community members attended the discussion. Each of these participants has one or more forms of physical and/or cognitive disabilities. Most of the attendees use manual or powered wheelchairs daily.

Attendees were given a $125 stipend for their participation.

Staff and contractors

Metro staff included

Jennifer D'Avanzo, landscape arcitect and planner for Willamette Cove nature park

Alison Clements, policy advisor and environmental scientist for the Willamette Cove upland cleanup

Cory Eldridge, communications and community engagement

Matan Gold, community engagement

Melissa Palvecino, admin specialist

Knot Studios

Michael Yun, landscape architect and principal

Jonathan Beaver, principal

Format

Email prep

Before the meeting, the team shared a detailed email that provided background on the project and laid out the physical and regulatory circumstances of the pathway. This nearly 1,000-word email was not required reading, which we made clear. We covered all of the same material in presentations at the start of the discussion. The email gave folks who may need more time processing a better opportunity to contribute to the discussion.

The email also laid out the questions we would ask. We hoped this would provide richer answers and give participants a chance to identify gaps in our thinking about the pathway.

We set up the discussion in the email this way:

"Here are some details about the pathway we know now:

- 5% maximum slope (meets ADA maximum).
- Landings/resting intervals every 50 to 100 feet
- Some landings/resting intervals will have pull-offs or passing space for resting; these pull-offs may also serve as ways to reach the water

The main constraint for the pathway's design is we cannot dig or drill into the soil after the cleanup. That means metal decking or docks that rise and lower with the water aren't an option because they require pylons. Handrails are also not an option because they collect and can be damaged by river debris.

For the design discussion, we'd like your input on things like:

- The width of the pathway
- Materials for the pathway surface and edge
- Size of the flat landings
- Materials for the flat landings
- The potential for seating

- Options for transferring from a chair into the water or paddlecraft (kayaks, canoes, etc.), or if you want to sit near the water, not in a mobility device
- Height of curbs along the pathway

We expect more to come up, and we're sure you will bring up design elements we haven't thought of."

Zoom discussion

The meeting was held virtually on Zoom. A live captioner provided captions throughout the meeting, which were then made available as a transcript.

The discussion began with a broad overview of the cleanup designs and park planning underway at Willamette Cove. Several people in the meeting had little or no knowledge about the projects. The presentations got them up to speed. For them and for folks who had previously weighed in on the park project, the presentations set up the opportunities and constraints of the pathway.

The size of the group (six participants) and the energy of the group (very much a positive, solutions-oriented perspective) lead us to stay in one virtual room.

From our first email to possible participants, the event was framed as an open discussion. The presentations, which with introductions and settling in lasted about an hour, ended with these questions:

- How much space is needed to transfer from a wheelchair to seating? What height should the seating be?
- Alternatives to handrails?

Following a break, we then had a free-flowing, hour-long discussion.

Key themes from the discussion

Six-foot path width is a challenge

Participants pointed out that six-feet can give enough space for two mobility device users to pass by each other, but it doesn't give room to walk side-by-side with a friend and have room to pass by folks coming the other way.

The planners addressed the main challenge to a wider path: it requires cutting into the slope or building a retaining wall for the path, each of which is a major challenge at Willamette Cove. This discussion highlighted that the rest intervals were critical for the participants to use the pathway as a way to get close to and enjoy, and potentially get into, the water.

Rest intervals

Much of the discussion revolved around the rest intervals and the opportunities they provided to spend time close to the water and get into the water or a kayak. Seating options were the main topic of discussion around the rest intervals.

On seating, one recommendation was that the ADA standard for toilet height was a good starting point. Because wheelchairs have a range of seat heights, multiple seating heights would be beneficial. Flattop

boulders might lend themselves to this because of natural variation in size. The gradual slope of the pathway might also allow a long flattop boulder to provide gradually increasing seating height as the path goes down.

Accessing kayaks and other paddlecraft

Using the pathway as a way to get in and out of kayaks was identified as a tough issue to solve. The participants highlighted that it usually takes multiple people to help someone from a wheelchair into a kayak, and often it requires specialized, even homemade equipment. The group discussed that it would be challenging if not impossible to build the pathway to accommodate this. The pathway also doesn't provide a consistent or predictable spot where it enters the water, so even if a rest interval was fully designed to support this activity, it would only be in the river-level sweet spot intermittently.

Hand rail alternatives

The discussions around alternatives to handrails was rich and creative. Ideas like planters or artwork that could double as objects to spot oneself or rest against led to ideas about using boulders or cast concrete set at different heights to provide rest and seating options along the pathway, as well as the rest intervals.

One participant noted that blind people often use handrails as guides and that the pathway needs to have an alternative cue like curbs or clear material changes.

How the input was used

For the pathway to the water, the design team created drawings for the engineers to consider. The pathway to the water was widened to seven feet and rest intervals were added. Boulders were placed along the pathway, with some varying heights to get out of mobility devices to sit near the water. Near the end of the pathway, the design team widened the landing for more area to access kayaks and other paddle craft.as well as space for companions.

These plans will be further detailed in the next phase of design and engineering for the nature park and as cleanup plans are refined.

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Metro

Agenda #: 5.1

File #: ORD 26-1536 **Agenda Date:**3/5/2026

Ordinance No. 26-1536 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the 82nd Avenue Transit Project

Ally Holmqvist, Senior Planner
Melissa Ashbaugh, Senior Planner
Jesse Stemmler, Interim 82nd Avenue Transit Project Director, TriMet

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE 82ND AVENUE TRANSIT PROJECT	)))))	ORDINANCE NO. 26-1536 Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, transit is a key element of the Climate Smart Strategy and the RTP; and

WHEREAS, in June 2010, the Metro Council adopted Ordinance No. 10-1241B, amending the 2004 RTP to comply with federal and state law, which included adoption of the Regional High Capacity Transit (HCT) System Plan; and

WHEREAS, in 2018 the Metro Council adopted the Regional Transit Strategy (RTS), as a component of the RTP, via Resolution No. 18-4892, which established the regional vision to make transit more frequent, convenient, accessible and affordable for everyone; and

WHEREAS, the HCT Strategy is a component of the 2018 RTS which was updated by Resolution No. 23-5348 to include new high capacity transit-related policies and identified high capacity transit lines on the Regional Transit Network map to better reflect the RTS vision; and

WHEREAS, the 2023 HCT Strategy identified the 82nd Avenue corridor as a Tier 1 near-term priority investment which is included on the RTP 2030 financially constrained project list; and

WHEREAS, the most recent update to the RTP was completed on November 30, 2023, following approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, the public must be provided an opportunity to review and comment on proposed amendments to the RTP, consistent with the policies and procedures in Metro's Public Engagement Guide; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the 82nd Avenue Transit Project was identified in the 2023 RTP's financially constrained list of projects and programs; and

WHEREAS, Metro's Transportation Funding Task Force also designated the 82nd Avenue Corridor as a Tier 1 priority in their 2019 Recommendation for Corridor Investments and underscored the need to complete corridor planning to facilitate longer-term corridor investments; and

WHEREAS, the City of Portland and the Oregon Department of Transportation have transferred the portion of 82nd Avenue between Clatsop Street and Killingsworth Street from state to city ownership, and the City of Portland has begun investing in safety and maintenance on 82nd Avenue and developed a plan to reenvision this part of the corridor; and

WHEREAS, in June 2022, Metro convened a Steering Committee led by Metro Councilors from District 2 and District 6 with local elected officials, representatives of project partner agencies and community members. The committee was charged with recommending a Locally Preferred Alternative (LPA) and funding strategy for high-capacity transit on the 82nd Avenue corridor; and

WHEREAS, the 82nd Avenue Transit Project Steering Committee met numerous times, heard public input and testimony, and unanimously recommended the LPA for adoption on January 16, 2025; including the mode of transportation, alignment, and general station locations;

WHEREAS, the LPA was endorsed by the Board of Clackamas County Commissioners, the Oregon Department of Transportation, and the Port of Portland with letters of support dated June 10, 2025, May 5, 2025, and May 2, 2025, respectively; and

WHEREAS, the City of Portland City Council unanimously adopted Resolution Number 37706 on May 21, 2025 endorsing the LPA with Conditions of Approval; and

WHEREAS, the Multnomah County Board of Commissioners unanimously adopted Resolution Number 2025-023 on April 17, 2025, endorsing the LPA; and

WHEREAS, the TriMet Board of Directors unanimously adopted Resolution Number 25-03-15 on March 26, 2025, recommending confirmation of the LPA; and

WHEREAS, on June 12, 2025, JPACT approved Resolution Number 25-5495 for the purpose of endorsing the Locally Preferred Alternative for the 82nd Avenue Transit Project and submitted the resolution to the Metro Council for approval; and

WHEREAS, at its meeting on June 26, 2025, Metro Council approved Resolution No. 25-5495 endorsing the Locally Preferred Alternative for the 82nd Avenue Transit Project; and

WHEREAS, FTA requires that the Locally Preferred Alternative be included in the Financially Constrained RTP and the Metropolitan Transportation Improvement Plan in order to be considered for a Small Starts Capital Investment Grant project rating; and

WHEREAS, Metro held a 45-day public comment period on the requested amendment from November 3 to December 19, 2025; and

WHEREAS, the Metro Council held a public hearing on December 4, 2025 to accept public testimony and comments regarding the requested RTP amendment; and

WHEREAS, JPACT and MPAC have recommended approval of the requested RTP amendment by the Metro Council; and

WHEREAS, the Metro Council held an additional public hearing on the requested RTP amendment on March 5, 2026; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2023 Regional Transportation Plan is hereby amended, as indicated in attached Exhibit A, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of _____, 2026.

Lynn Peterson, Council President

Attest:

Georgia Langer, Recording Secretary

Approved as to Form:

Carrie MacLaren, Metro Attorney

Exhibit A to Ordinance No. 26-1536

Proposed amendments to the 2023 RTP to reflect the **82nd Avenue Locally Preferred Alternative**

oregonmetro.gov/rtp

This exhibit documents proposed amendments to the 2023 Regional Transportation Plan to reflect the 82nd Avenue Transit Project Locally Preferred Alternative endorsed by the Joint Policy Advisory Committee on Transportation and the Metro Council in June 2025.

The amendments are shown in red ~~strikethrough~~ and underscore and include:

- Appendix AA: 82nd Avenue Transit Project LPA ***(new)***
- Chapter 3: System Policies to Achieve Our Vision
- Chapter 5: Our Transportation Funding Outlook
- Chapter 6: Regional Programs Projects to Achieve Our Vision
- Appendix A: Financially Constrained List of Projects and Programs
- Appendix W: Status of current major projects
- Appendix V: Future corridor refinement planning

Metro and regional partners have made significant progress on this project and are ready to take the next step in moving forward into project development and pursuing funding opportunities. To be eligible for federal and state funding, the Locally Preferred Alternative (LPA) must be adopted in the RTP. The requested amendments will bring the 82nd Avenue Transit Project LPA into the 2023 RTP to support the project moving forward into project development and make the project eligible to compete for federal and state funding opportunities now.

APPENDIX AA

2023 Regional Transportation Plan

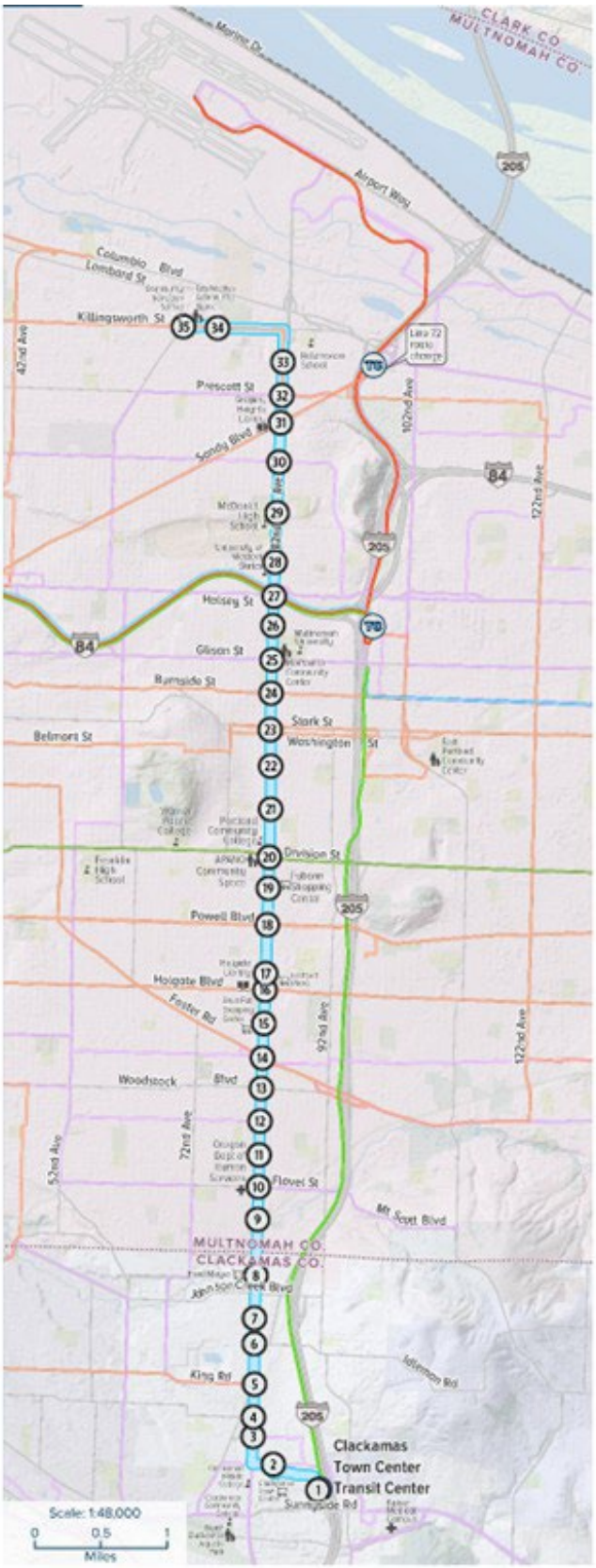
82nd Avenue Transit Project Locally Preferred Alternative

oregonmetro.gov/rtp

82nd Avenue Transit Project Steering Committee Locally Preferred Alternative

The recommended Locally Preferred Alternative for high-capacity transit in the 82nd Avenue corridor is Frequent Express (FX) bus rapid transit with general stations at the locations indicated on the attached map, operating between Clackamas Town Center Transit Center and the Cully Boulevard and Killingsworth Street area.

82nd Avenue Transit Project Locally Preferred Alternative



Elements of Locally Preferred Alternative

- Frequent express bus rapid transit route
- General station location

Transit Network

- Green MAX line
- Red MAX line
- Blue MAX line
- Blue, green, red MAX lines
- FX-frequent express service bus line
- Frequent service bus line
- Other bus line

Transit lines for LPA

- Transit center
- Community space
- Medical facility
- School
- Major shopping hub
- Library

Map Key	Proposed General Station Locations
1	Clackamas Town Center Transit Center
2	Clackamas Town Center
3	SE Causey Ave & SE 82nd Ave
4	South of SE Boyer Dr (Winco) & SE 82nd Ave
5	SE King Rd & SE 82nd Ave
6	SE Otty Rd & SE 82nd Ave
7	SE Overland St & SE 82nd Ave
8	SE Lindy St & SE 82nd Ave
9	SE Crystal Springs Blvd & SE 82nd Ave
10	SE Flavel St & SE 82nd Ave
11	SE Bybee Blvd & SE 82nd Ave
12	SE Duke St & SE 82nd Ave
13	SE Woodstock St & SE 82nd Ave
14	SE Foster Rd & SE 82nd Ave
15	SE Raymond St & SE 82nd Ave
16	SE Holgate Blvd & SE 82nd Ave
17	SE Boise St & SE 82nd Ave
18	SE Powell Blvd & SE 82nd Ave
19	SE Woodward St & SE 82nd Ave
20	SE Division St & SE 82nd Ave
21	SE Mill St & SE 82nd Ave
22	SE Taylor Ct & SE 82nd Ave
23	SE Stark St / SE Washington St & SE 82nd Ave
24	E Burnside St & NE/SE 82nd Ave
25	NE Glisan St & NE 82nd Ave
26	NE Halladay St & NE 82nd Ave
27	I-84 & NE 82nd Ave
28	NE Tillamook St & NE 82nd Ave
29	McDaniel High School & NE 82nd Ave
30	NE Fremont St & NE 82nd Ave
31	NE Sandy Blvd & NE 82nd Ave
32	NE Prescott St & NE 82nd Ave
33	NE Alberta St & NE 82nd Ave
34	NE Lombard St & NE 72nd Ave
35	NE Cully Blvd & NE Killingsworth St

Proposed Amendments to 2023 Regional Transportation Plan Chapter 3

Amend Figure 3.24 Regional Transit Network Map to:

- Revise the northern extent and terminus of 82nd Avenue corridor high capacity transit to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center)

Proposed Amendments to 2023 Regional Transportation Plan Chapter 5

- Update **Figure 5.2 Flow of transportation revenues into the greater Portland region** to:
    - add $77,500,000 to assumed "Regional and Local Sources $39 billion",
    - add $630,000 to assumed "Federal Sources $15 billion", and
    - add $43,930,000 to the "Transit Capital $4.6B" total
    - add to figure "Source" note "*additional Federal, state, and local dedicated funding from new revenue sources identified as part of the transit project Locally Preferred Alternative(s) (not accounted for in the revenue forecast)*".
- Update **Figure 5.4: Federal transportation revenue sources in the 2023 RTP** to add $630,000.
- Update **Figure 5.6: Regional transportation revenue sources in the 2023 RTP** to add $28,000,000.
- Update **Figure 5.7: Local transportation revenue sources in the 2023 RTP** to add $49,500,000.
- Update **Table 5.5 RTP constrained revenue forecast for capital projects, 2023 to 2045 (YOE$)** to reflect the addition of $22,930,000 in revenue:
    - add a new row "*Additional Federal, state, and local dedicated funding from new revenue sources available identified as part of recent transit project Locally Preferred Alternative processes (not accounted for above)*",
    - update "Total revenues available for capital projects in the 2023 RTP: $28,130.45", and
    - update page 5-26 paragraph 1 text to reflect updates to Table 5.5 totals.
- Update **Figure 5.9 2023 RTP total anticipated spending by investment category (YOE$)** to add $22,930,000 to "27.9B Capital Project Spending" and "69.3B Total RTP anticipated spending".
- Update **Figure 5.10 Total anticipated capital and O&M investment spending, FY 2024 to FY 2045 (YOE$)** to add $22,930,000 to "69.3 billion 2023-2045 RTP Constrained List".
- Update **Table 5.7 Estimated costs for RTP Constrained Project List in YOE$, 2023-2045** to:
    - add $43,930,000 to:
        - "Transit Capital Investments (YOE$) Near Term 2023-2030: 1,575,610,000",
        - "Transit Capital Investments (YOE$) Total 2023-2045: 4,647,590,000",
    - remove $21,000,000 from:
        - "Roads and Bridges Near Term 2023-2030: 3,047,874,000" and
        - "Roads and Bridges Total 2023-2045: 3,047,874,000".
    - add $22,930,000 to:
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Near Term 2023-2030: 8.57 billion",
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Total 2023-2045: 27.87 billion",
        - "Total estimated RTP Costs (YOE$) Near Term 2023-2030: 19.07 billion", and
        - "Total estimated RTP Costs (YOE$) Total 2023-2045: 69.3 billion".
- Update **Figure 5.11: Cost and number of RTP constrained capital projects by investment area (YOE$)** to add $43,930,000 to "Transit Capital $4.6B"

- Update **Table 5.8: Demonstration of financial constraint of the 2023 RTP, 2023-2045 (YOE$)** to add $22,930,000:
    - to “Capital projects Constrained revenues: $28,130,454,000”,
    - to “Capital projects Constrained costs: $27,872,866,000”,
    - to “Total Constrained revenues: $70,385,197,000”,
    - to “Total Constrained costs: $69,320,668,000”,
    - by updating the table note to reflect the new revenue sources, and
    - by updating page 5-34 paragraph 1 text to reflect updates to Table 5.8 totals.
- Update **Table 5.9: Road-related revenue forecast compared to total costs, 2023 - 2045 (YOE$)** to remove $21,000,000 from:
    - “Capital projects Constrained revenues: $23,277,904,000”,
    - “Capital projects Constrained costs: $23,225,276,000”,
    - “Total Constrained revenues: $39,317,204,000”, and
    - “Total Constrained costs: $38,509,965,000”.
- Update **Table 5.10: Transit-related revenue forecast compared to total costs, 2023 - 2045 (YOE$)** to add $43,930,000:
    - to “Capital projects Constrained revenues: $4,852,550,000”,
    - to “Capital projects Constrained costs: $4,647,590,000”,
    - to “Total Constrained revenues: $31,067,993,000”,
    - to “Total Constrained costs: $30,810,703,000”, and
    - by updating the table note to reflect the new revenue sources

Proposed Amendments to 2023 Regional Transportation Plan Chapter 6

- Update **Figure 6.3: Map of RTP Financially Constrained Projects, 2023-2045** to add $22,930,000 to "27.9B Capital Project Spending".
- Update **Table 6.3 : Estimated costs for Constrained RTP Project List** to:
    - add $43,930,000 to:
        - "Transit Capital Near Term 2023-2030: $1.58 billion",
        - "Transit Capital Total 2023-2045: $4.65 billion",
    - remove $21,000,000 from:
        - "Roads and bridges capital Near Term 2023-2030: $3.05 billion" and
        - "Roads and bridges capital Total 2023-2045: $7.41 billion".
    - add $22,930,000 to:
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Near Term 2023-2030: 8.57 billion",
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Total 2023-2045: 27.87 billion",
        - "Total estimated RTP Costs (YOE$) Near Term 2023-2030: 19.07 billion", and
        - "Total estimated RTP Costs (YOE$) Total 2023-2045: 69.3 billion".
- Update **Figure 6.4: Total estimated investment by 2045 (YOE$)** to add $22,930,000 to "27.9B Capital Project Spending" and "69.3B Total RTP anticipated spending".
    - Update page 6-16 paragraph 1 to reflect these updates to Figure 6.4 totals.
- Update **Figure 6.6: Greater Portland region: Cost and number of RTP constrained list projects by investment category, 2023-2045** to add $43,930,000 to "Transit Capital $4.6B"
- Update **Figure 6.8: TriMet: Cost and number of RTP constrained list capital projects by investment category, 2023-2045** to add $43,930,000 to "$4.33B total constrained capital RTP spending [YOE $]"
- Update **Figure 6.10: City of Portland and Port of Portland: Cost of RTP constrained list capital projects by investment category, 2023-2045** to remove $21,000,000 from "$2.20B total constrained capital RTP spending [YOE $]
- Update **Table 6.5: Summary of RTP constrained list transit capital projects and planned service** to add $43,930,000 to "Estimated capital cost in YOE dollars Near-term Constrained List (2023-2030): $1.58 billion".
- Update **Figure 6.18: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2030** to revise the northern extent and terminus of project #12029 to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center).
- Update **Figure 6.19: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2045** to revise the northern extent and terminus of project #12029 to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center).

- Update **Table 6.7: Summary of RTP constrained list roads and bridges projects** to remove $21,000,000 from “Estimated capital cost in YOE dollars Near-term Constrained List (2023-2030): $3.05 billion”.

Proposed Amendments to Appendix A to the 2023 Regional Transportation Plan

(shown in red ~~strikethrough~~ and underscore)

RTP Investment Category	County or counties	Nominating Agency	Primary Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated cost (in YOE dollars)	Time Period	Financially Constrained
Transit - High Capacity	Multnomah County	TriMet	TriMet	12029	HCT: 82nd Ave Transit Project	Clackamas Town Center	~~TBD~~NE Cully Blvd and NE Killingsworth Street	Contingent on federal, state and local funding commitments, the 82nd Ave Transit Project will improv travel between Clackamas Town Center and important destinations in NE Portland with easier, faster and more reliable bus service as well as necessary safety and accessibility improvements, paving and signals. Planning work will include identifying and prioritizing complementary multimodal safety improvements to make 82nd Avenue safer for all travel modes. The 82nd Avenue Transit Project would implement a new bus rapid transit line and related improvements in a 10-mile corridor in Portland and unincorporated Clackamas County, Oregon. The line would connect the NE Cully Boulevard and NE Killingsworth Street area in Portland and the Clackamas Town Center Transit Center in Clackamas County, running primarily along NE/SE 82nd Avenue.	$ ~~300,000,000~~ $ 344,000,000	2023-2030	Yes
Roadway (Capital)	Multnomah County	Portland	Portland	11844	82nd Ave Corridor Improvements	NE Lombard St	SE Clatsop St	Design and implement multimodal improvements to sidewalks, crossings, transit stops, striping, and signals to enhance ped/bike safety, access to transit, and transit operations. Address major asset needs including pavement, ADA ramps, and traffic signals.	~~$ 150,000,000~~ $ 129,000,000	2023-2030	Yes

Projects submitted to RTP by nominating agency.

Download the project data in excel at: www.oregonmetro.gov/rtp

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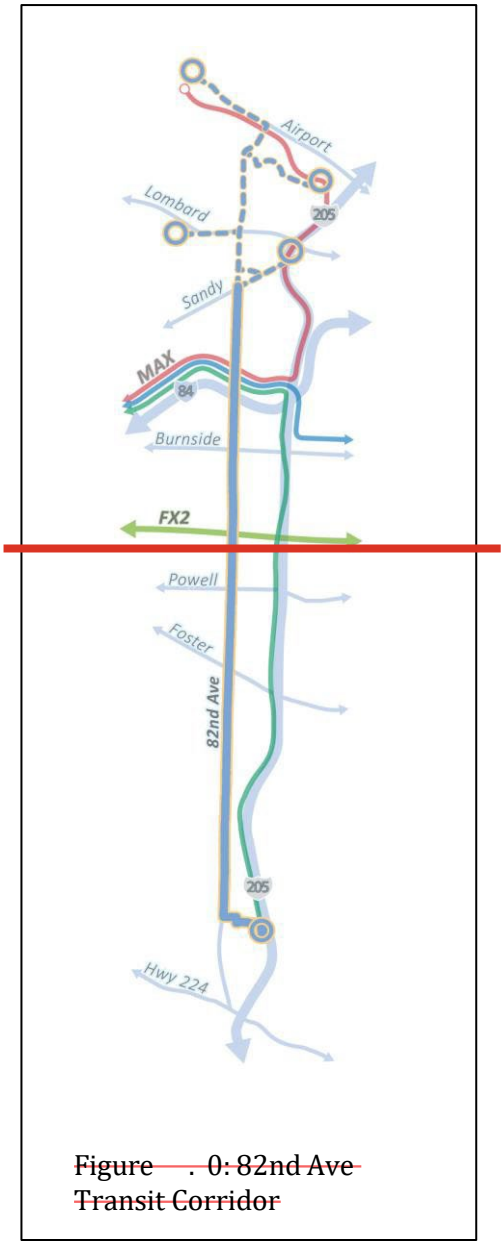
Proposed Amendments to Appendix W to the 2023 Regional Transportation Plan (shown in red ~~strikethrough~~ and underscore)

~~Metro, TriMet, the City of Portland, Clackamas County, ODOT, Multnomah County, and the Port of Portland as well as community members are collaborating to develop a rapid bus transit project in the 82nd Avenue corridor between Clackamas Town Center and a northern terminus yet-to-be-determined. In addition, Metro is working to support a community-led equitable development strategy (EDS) that will address community priorities outside of, but often-related to the transit project investment.~~

~~The 82nd Avenue corridor is a major route for the region connecting key destinations and communities in Clackamas County and Portland, Oregon and supporting the movement of people and goods in a diverse and growing area. The corridor serves many people who are part of BIPOC, limited English proficiency, and low-income communities, zero car household, or living with a disability. 82nd Avenue was once the primary north-south highway for the area before Interstate 205 was opened in 1983. Since then, the primary function of 82nd Avenue as a regional throughway has diminished, but its importance as a transit and pedestrian corridor has grown. The roadway continues to carry substantial amount of freight, auto, and bus traffic.~~

~~TriMet's Line 2 - Killingsworth/82 serves the 82nd Avenue corridor and is the highest ridership bus line in TriMet's system, and exceeds ridership on the Orange and Yellow Max light rail lines. However, unlike light rail transit, the bus runs in mixed traffic and is often delayed. Line 72 is a frequent service route connecting riders to major destinations, high-capacity transit lines (the new Division FX2 and the MAX Green, Blue, and Red Lines), and over 20 bus routes just in the corridor.~~



~~Figure . 0: 82nd Ave Transit Corridor~~

It is a workhorse with high ridership all day and weekends and saw relatively high retention of riders during the pandemic.

The need for a major transit improvement has been identified in multiple plans including the 2010 High Capacity Transit (HCT) System Plan, the 2018 Regional Transportation Plan (RTP), and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project investment. The steering committee has called for the project to address transit speed and reliability, safety, needs of transit-dependent communities in the corridor, and to reduce pollution and greenhouse gas emissions, while designing for a constrained physical environment.

The 82nd Avenue Transit Project would improve transit in the corridor by adding: new buses with greater capacity, improved pedestrian facilities and access, better lighting, transit signal priority and physical bus priority in the roadway to move the bus through congestion, and better stations with shelters, seating, lighting, and real time bus arrival information. The work will be integrated with the streetscape improvements both planned and underway.

The need is urgent with an unprecedented opportunity for an 82nd Avenue bus rapid transit project to leverage and complement a $185 million investment that the City of Portland, the State of Oregon, and regional partners are making as part of the 82nd Avenue jurisdictional transfer. These investments provide the opportunity to reimagine the corridor to improve safety and pedestrian facilities in conjunction with high-quality, frequent, reliable Bus Rapid Transit service. The City of Portland and ODOT are already making near-term safety, paving, and maintenance fixes that will improve access to transit. A second phase of that work is underway through the City's Building a Better 82nd Avenue program to identify additional improvements within Portland for the corridor. These improvements would complement/support the transit investment and could be delivered with the transit project. The project will be further bolstered by receiving a $630,000 planning grant from the FTA's Areas of Persistent Poverty program.

The people who live along 82nd Avenue are more likely to rely on transit than the general population with a high number of equity communities in greater representation than the region as a whole. These include people that are low-income, BIPOC, have limited English proficiency, live with a disability, or live in zero car households or in affordable housing. In addition, 82nd Avenue is high injury corridor with inadequate pedestrian facilities, lighting, and limited signalized crosswalks and few transit shelters.

The project anticipates having an approved locally preferred alternative demonstrating regional consensus around the transit mode, general station locations, and alignment in winter of 2023/24. The NEPA phase of the project would begin post approval of the LPA and after early corridor design is underway.

82nd Avenue supports the movement of people and goods in a diverse and growing area, connecting people to essential jobs, education facilities, shopping and community services from Clackamas Town Center to Portland's Cully neighborhood. Once the area's primary north-south highway before Interstate 205 opened in 1983, 82nd Avenue has long been a critical regional mobility corridor, and the importance of transit and pedestrian connections has only grown since that time. A substantial number of people continue to travel the corridor each day to get where they need to go and more people are anticipated to do so in the future.

The 82nd Avenue Transit Project would implement a new bus rapid transit (BRT) line and related improvements in a 10-mile corridor in Portland and unincorporated Clackamas County, Oregon. The BRT line would be built and operated by TriMet. The line would connect the NE Cully Boulevard and NE Killingsworth Street area in Portland and the Clackamas Town Center Transit Center in Clackamas County, running primarily along NE/SE 82nd Avenue. It would operate as Frequent Express service, TriMet's brand of BRT, and would replace a portion of the existing 72-Killingsworth/82nd TriMet bus line.

The purpose of the transit project is to improve transit speed, reliability, capacity, safety, comfort, and access on 82nd Avenue, which is one of the most important transit corridors in the region. The Project seeks to address the needs of people who live, work, learn, shop, and travel within the corridor both today and in the future through context-sensitive transit improvements in a constrained corridor. Currently, 82nd Avenue is served by TriMet's Line 72, which is the highest ridership bus line in Oregon and experiences the greatest passenger travel delay of all TriMet bus lines.

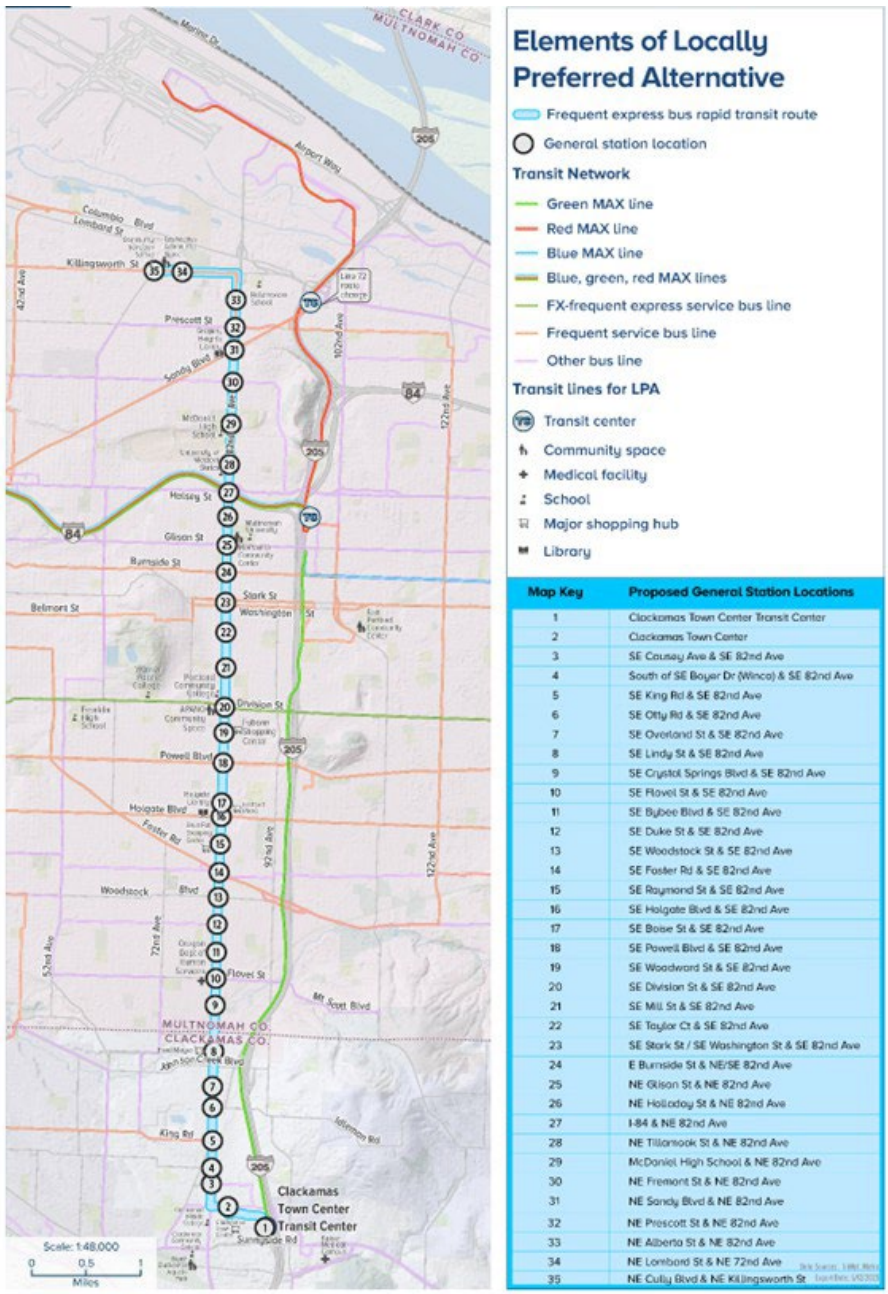
82nd Avenue has long been recognized as a priority corridor for high-capacity transit (HCT) investment. It was included in the 2009 HCT Plan, the 2018 RTP and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project. The 82nd Avenue corridor is included in the current 2023 RTP and was identified as a priority for high-capacity transit investment in the 2023 HCT Strategy.

In 2022, following years of community advocacy and a series of fatalities, the Oregon Department of Transportation transferred ownership of most of 82nd Avenue within the City of Portland to the Portland Bureau of Transportation. This transfer created a unique opportunity to coordinate transit and corridor investments to leverage local funds and advance the goals of transit riders, safety advocates, pedestrians, and local communities. In June 2022, Metro convened a Steering Committee composed of local agency partners and representatives from four community-based organizations—Oregon Walks, Clackamas Resource Center, Unite Oregon, and the 82nd Avenue Business Alliance. This committee was established to guide the project toward a Locally Preferred Alternative (LPA) that reflects regional consensus on the project parameters of the initiative. After extensive public engagement, technical analysis, collaboration across agencies, and direction from the steering committee, the Steering Committee unanimously recommended an LPA on January 16, 2025.

Next steps for the project include completing NEPA environmental review, advancing preliminary engineering and design, developing a finance plan, and preparing construction documents. Based on the current timeline, the project is estimated to open in Summer 2029.

Additional project information is available at: https://trimet.org/82nd/.

Figure W.10: 82nd Avenue Transit Project Locally Preferred Alternative

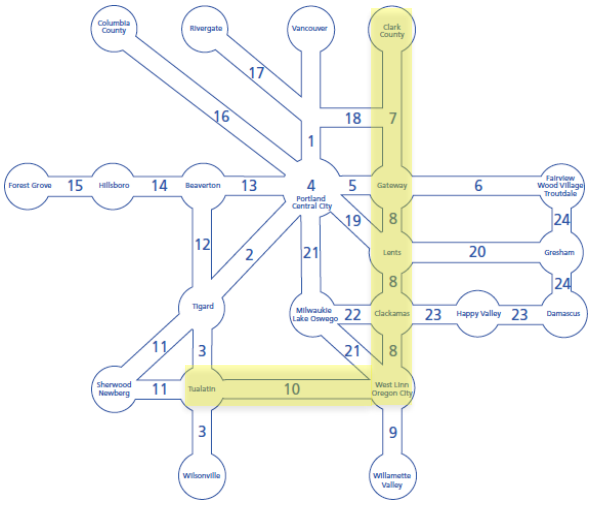


Map Key	Proposed General Station Locations
1	Clackamas Town Center Transit Center
2	Clackamas Town Center
3	SE Causey Ave & SE 82nd Ave
4	South of SE Boyer Dr (Winco) & SE 82nd Ave
5	SE King Rd & SE 82nd Ave
6	SE Otty Rd & SE 82nd Ave
7	SE Overland St & SE 82nd Ave
8	SE Lindy St & SE 82nd Ave
9	SE Crystal Springs Blvd & SE 82nd Ave
10	SE Flavel St & SE 82nd Ave
11	SE Bybee Blvd & SE 82nd Ave
12	SE Duke St & SE 82nd Ave
13	SE Woodstock St & SE 82nd Ave
14	SE Foster Rd & SE 82nd Ave
15	SE Raymond St & SE 82nd Ave
16	SE Holgate Blvd & SE 82nd Ave
17	SE Boise St & SE 82nd Ave
18	SE Powell Blvd & SE 82nd Ave
19	SE Woodward St & SE 82nd Ave
20	SE Division St & SE 82nd Ave
21	SE Mill St & SE 82nd Ave
22	SE Taylor Ct & SE 82nd Ave
23	SE Stark St / SE Washington St & SE 82nd Ave
24	E Burnside St & NE/SE 82nd Ave
25	NE Glisan St & NE 82nd Ave
26	NE Halladay St & NE 82nd Ave
27	I-84 & NE 82nd Ave
28	NE Tillamook St & NE 82nd Ave
29	McDaniel High School & NE 82nd Ave
30	NE Fremont St & NE 82nd Ave
31	NE Sandy Blvd & NE 82nd Ave
32	NE Prescott St & NE 82nd Ave
33	NE Alberta St & NE 82nd Ave
34	NE Lombard St & NE 72nd Ave
35	NE Cully Blvd & NE Killingsworth St

Proposed Amendments to Appendix V to the 2023 Regional Transportation Plan (shown in red ~~strikethrough~~ and underscore)

Clark County to I-5 via Gateway, Oregon City and Tualatin (Mobility Corridors 7, 8 and 10)

Improvements are needed in this corridor to address existing gaps and deficiencies and expected growth in travel demand in Clark, Multnomah and Clackamas counties. Construction of upgrades to the I-205/Abernethy Bridge are underway and anticipated to be complete in 2025.



Transportation solutions in this corridor should address the following needs and opportunities:

- Maintain peak period and off-peak mobility and reliability from I-5 to Clark County for freight and longer trips, with an emphasis on connections to OR 213, OR 224 and the Sunrise Corridor.
- Maintain an acceptable level of access to the Oregon City, Clackamas and Gateway regional centers and Sunrise industrial area.
- Maintain acceptable levels of access to PDX, including air cargo access.
- Coordinate refinement planning activities with planning for the Stafford area.
- Adding general purpose lanes to I-205 should be considered to meet state and regional policies to bring the freeway up to three through lanes in each direction in the southern section from Oregon City to I-5 and to allow for potential of bus-on-shoulder operations for bypassing of traffic queues on I-205 during peak periods.
- Expanded transit service in the corridor including provision of I-205 express bus service between Clackamas regional center and Bridgeport in Tualatin, and frequent bus service between Clackamas regional center and Clackamas Community College via downtown Oregon City. The 82nd Avenue Transit Project currently underway will add high capacity transit to this corridor.

ORDINANCE NO. 26-1536 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE 82ND AVENUE TRANSIT PROJECT
First Reading and Public Hearing

Date: January 28, 2026
Department: Planning, Development and Research

Meeting Date: March 5, 2026

Length: 15 minutes

Presenters:
- Ally Holmqvist, Senior Planner
- Melissa Ashbaugh, Senior Planner
- Jesse Stemmler, Interim 82nd Avenue Transit Project Director, TriMet

Prepared By
Ally Holmqvist, Senior Planner
ally.holmqvist@oregonmetro.gov

ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of "financially constrained" projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In June 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the 82nd Avenue Transit Project identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendments include updates to reflect:

- the endorsed LPA route alignment on the regional transit network map,
- LPA project description, cost and anticipated revenues, and
- the project timeline and status and related future corridor-refinement activities in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the 82nd Avenue Transit Project, as well as the Tualatin Valley Highway Transit and Safety Project and Montgomery Park Streetcar Extension, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed 82nd Avenue LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

IDENTIFIED POLICY OUTCOMES

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendment to Chapter 3 System Policies to Achieve Our Vision Regional Transit Network Map (Figure 3.24) to:
    - Revise the northern extent and terminus of 82nd Avenue corridor high capacity transit to match the Locally Preferred Alternative (to NE Cully Blvd /NE Killingsworth St from Sandy Blvd/Parkrose Sumner Transit Center).
- Amendments to Chapter 5 Our Transportation Funding Outlook and Chapter 6 Regional Programs and Projects chapter text and figures to reflect additional revenues related to the transit project not accounted for in the adopted 2023 RTP financial forecast.
- Amendments to the Appendix A: Constrained Priorities Project List to update project costs and descriptions for:
    - Project 12029: 82nd Avenue Transit Project to update the end location to NE Cully Boulevard (from TBD) and NE Killingsworth Street, add detail to the project description, and update the project cost to $344M (from $300M).
        - Project 11844: 82nd Avenue Corridor Improvements Project to update the project cost to $119M (from $150M).
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Amendments to Appendix V: Future Corridor Refinement Planning to update description for transportation solutions in the corridor to add or update information about the transit project in development.
- Create a new appendix that will contain the LPA: Appendix AA: 82nd Avenue Transit Project Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

ACTION REQUESTED

Hold a public hearing on the proposed RTP amendment and review Ordinance No. 26-1536 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the 82nd Avenue Transit Project.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council hold the public hearing for and review Ordinance No. 26-1536.

Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (Attachment 2) and finds that the requested amendment to the 2023 RTP to

include the LPA for the 82nd Avenue Transit Project is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

Metro Council is anticipated to consider adoption at the April 23 Council meeting following a recommendation from MPAC and action from JPACT.

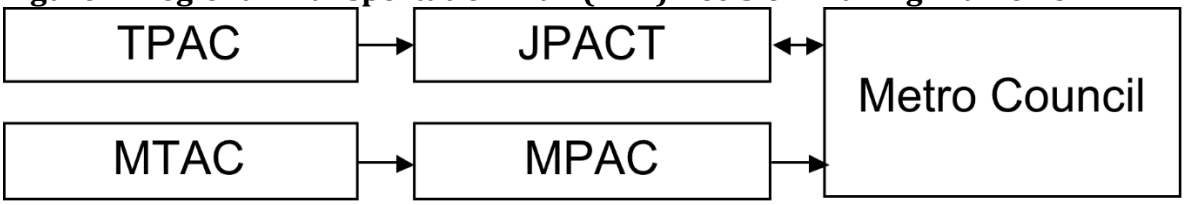
STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region's transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

(1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
(2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;

(3) transit agency requests to align adopted transit plans with the RTP;
(4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and
(5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

Attachment 3 describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	***Outcomes***
Step 1 Sponsoring agency consults with Metro Staff	*Staff from TriMet (project sponsor) met with staff from Metro between April and September 2025 on the requested amendment and the RTP consistency requirements. Metro staff also led the LPA process for the transit project.*
Step 2 Sponsoring agency submittal	*Staff from TriMet submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in October 2025.*
Step 3 Regional significance determination:	*In 2018, Metro adopted the region's first Regional Transit Strategy, as an element of the RTP. The RTP identified 82nd Avenue as an Enhanced Transit Corridor for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, motor vehicle, bicycle, pedestrian, freight, and TSMO networks.*

(continued) **Table 1. RTP Amendment Consistency Review Outcomes Summary**

Process Step	*Outcomes*
Step 4 Public engagement consistency determination:	*TriMet submitted a signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:* • *an adopted Title VI plan and implementation procedures;* • *public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;* • *conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;* • *conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and* • *retained records related to these public engagement activities in compliance with regulations.* *The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.*
Step 5 RTP consistency determination:	*The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:* • *implement the Metro 2040 Growth Concept by advancing high-capacity transit along a Main Street improving mobility between Regional Centers via a transit solution supporting planned compact, higher density land uses;* • *invest in a corridor identified for transit improvements on the RTP Transit Network Vision;* • *improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many functions of mobility corridors;* • *improve multimodal options and access for Equity Focus Areas;* • *provide safer alternatives to driving, advancing implementation of Vision Zero on a Regional High Injury Corridor;* • *advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible — a key strategy for implementing the Climate Smart Strategy;* • *advance transit and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and* • *plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.* *In all these ways, the requested amendment has been determined to support the region's progress toward both federal and regional performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.*

(continued) **Table 1. RTP Amendment Consistency Review Outcomes Summary**

Process Step	*Outcomes*
Step 6 Fiscal constraint determination	*The estimated cost for the 82nd Avenue Transit Project increased from $300M to $344M. This difference is accounted for in:* • *$50M in new revenue (i.e., FTA Areas of Persistent Poverty Grant, Portland Clean Energy Fund Grant) not included in the RTP forecast;* • *$28M in regional revenue (i.e., Regional Flexible Fund Bond approved by JPACT and the Metro Council in 2025); and* • *$21M in State revenues related to the jurisdictional transfer of 82nd Avenue from ODOT to the City of Portland assumed to help fund the City's related 82nd Avenue corridor project (RTP ID 11844). The amendment proposes to shift the $21 million in state revenues assumed to help fund the 82nd Avenue Corridor Improvements project (RTP ID 11844) to the 82nd Avenue Transit Project (RTP ID 12029) to demonstrate fiscal constraint.*
Step 7 Begin Formal Amendment Process	*The RTP Amendment Process was initiated with the start of the public review period on November 3, 2025. Per Metro's adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro's public engagement and established RTP amendment procedures.* ***Attachment 2*** *provides the process and timeline for considering the requested RTP amendment. To date that has included:* • *a 45-day public comment period which concluded on December 19, including a public hearing on December 4* • *Documentation of public comments and recommended actions in response (see* ***Attachment 4****)* • *Form 1 Notice to the Department of Land Conservation and Development on January 28* *Next steps in the process will include:* • *Consideration by MTAC and TPAC (making recommendations to MPAC and JPACT) this spring* • *Consideration by JPACT and MPAC this spring* • *Consideration by Metro Council (second reading and adoption anticipated April 23)* • *Form 2 Notice to the Department of Land Conservation and Development by May 12*

Known Support and Opposition

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency partners, local jurisdictions, and community-based organizations across the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community

members for feedback. Public engagement has been extensive and coordinated with agency partners and outreach for the associated Building a Better 82nd Avenue project. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

At the public hearing held during the comment period on December 4th, there was one comment in opposition to transit priority lanes being constructed as part of the project. It is important to note that neither the Locally Preferred Alternative nor the proposed amendments include this level of detail (rather route and station locations), as design is part of project development to occur in the next phase. This comment is detailed in the public comment report provided in **Attachment 4**.

Legal Antecedents
Metro Council actions include:

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052, "For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments" adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 2010.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.

- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Resolution No. 25-5495 (For the purpose of endorsing the Locally Preferred Alternative for the 82nd Avenue Project), adopted by the Metro Council on June 26, 2025.

Local jurisdiction actions include:

- The TriMet Board of Directors unanimously adopted Resolution 25-03-15, to recommend confirmation of the Locally Preferred Alternative for the for the 82nd Avenue Transit Project on March 26, 2025.
- The Multnomah County Board of Commissioners unanimously adopted Resolution No. 2025-023, to adopt the Locally Preferred Alternative for the 82nd Avenue Transit Project on April 17, 2025.
- The Board of Clackamas County Commissioners, the Oregon Department of Transportation, and the Port of Portland endorsed the Locally Preferred Alternative for the 82nd Avenue Transit Project with letters of support dated June 10, 2025, May 5, 2025, and May 2, 2025, respectively.
- The Portland City Council adopted Resolution No. 37706, to adopt the Locally Preferred Alternative for the 82nd Avenue Transit Project and Conditions for Approval on May 21, 2025.

Anticipated Effects: Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

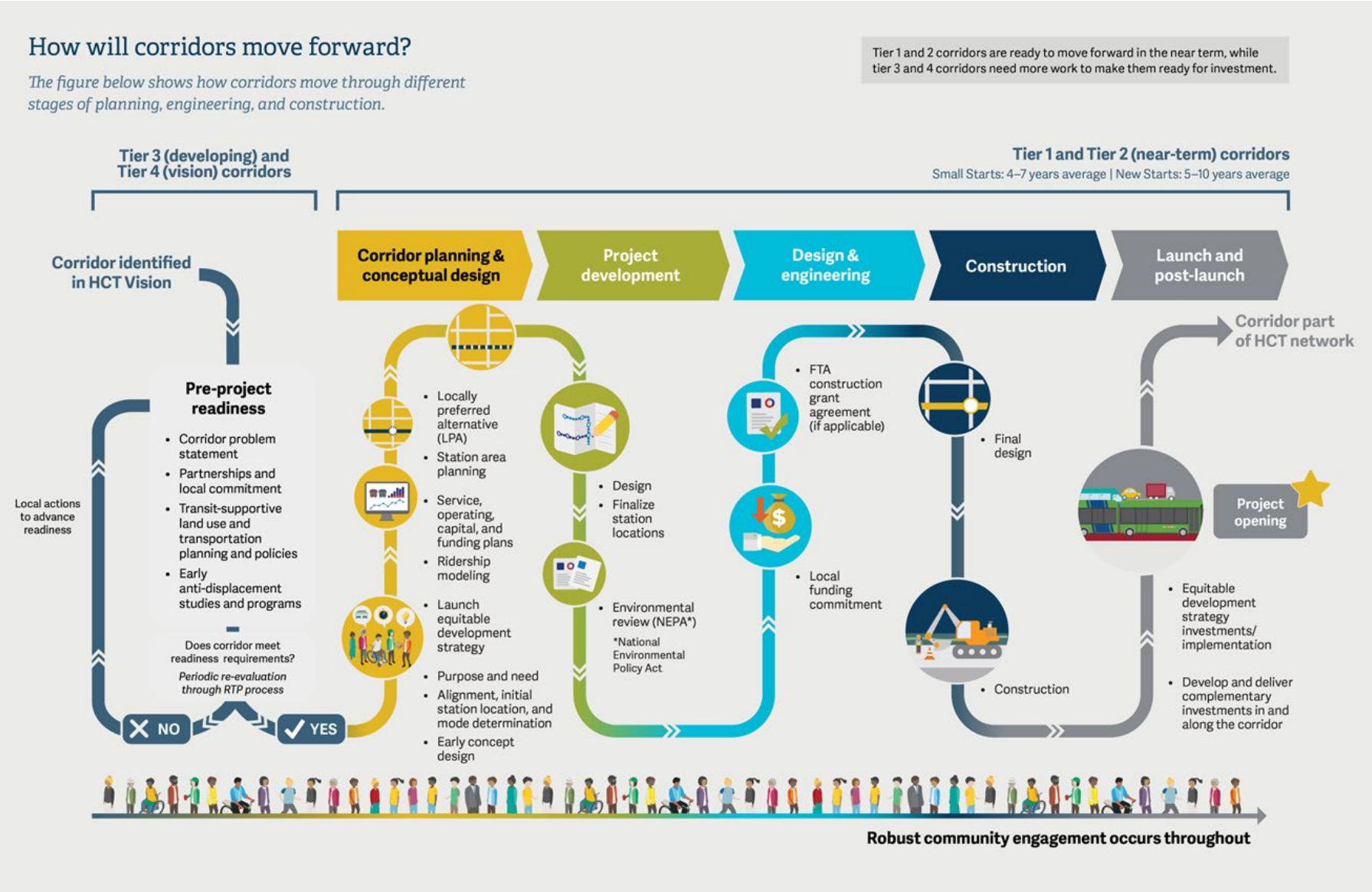
- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open a new FX bus line along 82nd Avenue in 2029

Budget Impacts: Adoption of the Ordinance has no budget impact at this time. There will be future costs associated implementation of the transit projects. These costs will be shared by local, regional, state and federal partners.

ATTACHMENTS

- Attachment 1: High Capacity Transit Project Development Lifecycle
- Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Updated Process Timeline
- Attachment 3: 82nd Avenue Transit Project Locally Preferred Alternative RTP Amendment Request Memo
- Attachment 4: Public Comment Report (2025)

High Capacity Transit Project Development Lifecycle



Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82nd Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
Public Comment Period (45 days) ***DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)***	45 Day Comment Period	○ Public notice of comment period 30 days in advance of start of comment period – Friday, October 3 ○ Public notice of comment period at start of comment period ○ Amendment documents posted on Metro website ○ Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties' lists	Public review and public hearing amendment materials: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment ○ Staff Report[1] ○ Attachments to Staff Report ○ Documented Public Comment Print Notices	November 3 – December 19, 2025
	Metro Council	Public Hearing		**December 4, 2025**
	Notice of Proposed Change to Plan (Form 1)	*Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)*		*January 28, 2026*
1st Reading and Public Hearing **Introduce RTP Amendments to Advisory Committees**	TPAC	○ Review and discuss, identify any needed changes	Revised draft amendment materials: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment ○ Staff Report[2] ○ Attachments to Staff Report ○ Draft Public Comment Report ○ Table documenting comments proposing a change and recommended action(s) to respond to public comment	**February 6, 2026**
	MTAC	○ Review and discuss, identify any needed changes ○ 1st Reading and Public Hearing		**February 18, 2026**
	JPACT			**February 19, 2026**
	MPAC			**February 25, 2026**
	Metro Council			**March 5, 2026**
Final rec'ds and action by Advisory Committees and Council **2nd Reading, Final Public Hearing and action**	MTAC	○ Review final documents ○ Make recommendation to MPAC on their adoption recommendation	Final: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment (with any recommended actions incorporated) ○ Findings ○ Staff Report[2] ○ Attachments to Staff Report ○ Final Public Comment Report ○ Table documenting comments proposing a change and recommended action(s) to respond to public comment	**March 18, 2026**
	MPAC	○ Review final documents ○ Consider MTAC recommendation ○ Make recommendation to Metro Council on adoption		**March 25, 2026**
	TPAC	○ Review final documents ○ Make recommendation to JPACT on adoption		**April 3, 2026**
	JPACT	○ Review final documents ○ Consider TPAC recommendation on adoption ○ Consider adoption of Ordinance and make recommendation to Council		**April 16, 2026**
	Metro Council	○ Review final documents ○ Consider MPAC recommendation and JPACT action ○ 2nd Reading and Final Public Hearing ○ Consider adoption as recommended by JPACT (or remand to JPACT)		**April 23, 2026**
DLCD Adopted Change PAPA Notice	*Notice of Adopted Change to Plan (Form 2)*	*Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)*	*Include final documents above*	*May 12, 2026*

[1] Staff Report address RTP project amendments checklist in RTP Appendix Y.

Date: October 21, 2025
To: Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner
From: Jesse Stemmler, Interim 82nd Avenue Transit Project Director
Subject: 82nd Avenue Transit Project RTP Amendment Request

Overview

This memo formally requests an amendment to the Regional Transportation Plan (RTP) to incorporate the Locally Preferred Alternative (LPA) for the 82nd Avenue Transit Project and contains the background information needed to help Metro Staff to review the requested amendment for consistency with the RTP and develop the legislation and supporting staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

Background

82nd Avenue supports the movement of people and goods in a diverse and growing area, connecting people to essential jobs, education facilities, shopping and community services from Clackamas Town Center to Portland's Cully neighborhood. Once the area's primary north-south highway before Interstate 205 opened in 1983, 82nd Avenue has long been a critical regional mobility corridor, and the importance of transit and pedestrian connections has only grown since that time. A substantial number of people continue to travel the corridor each day to get where they need to go and more people are anticipated to do so in the future.

The purpose of the 82nd Avenue Transit Project is to improve transit speed, reliability, capacity, safety, comfort, and access on 82nd Avenue, which is one of the most important transit corridors in the region (see Appendix A for the Initial Purpose and Need Statement approved by the project's Steering Committee). The Project seeks to address the needs of people who live, work, learn, shop, and travel within the corridor both today and in the future through context-sensitive transit improvements in a constrained corridor. Currently, 82nd Avenue is served by TriMet's Line 72, which is the highest ridership bus line in Oregon and experiences the greatest passenger travel delay of all TriMet bus lines.

82nd Avenue has long been recognized as a priority corridor for high-capacity transit investment. It was included in the 2009 High Capacity Transit (HCT) Plan, the 2018 Regional Transportation Plan (RTP) and the 2018 Regional Transit Strategy. In 2019, Metro's Transportation Funding Task Force selected 82nd Avenue as a Tier 1 priority to include a bus rapid transit project. The 82nd Avenue corridor is included in the current 2023 RTP and was identified as a priority for high-capacity transit investment in the 2023 High Capacity Transit (HCT) Strategy.

In 2022, following years of community advocacy and a series of fatalities, the Oregon Department of Transportation (ODOT) transferred ownership of most of 82nd Avenue within the City of Portland to the Portland Bureau of Transportation (PBOT). This transfer created a unique opportunity to coordinate transit and corridor investments to leverage local funds and advance the goals of transit riders, safety advocates, pedestrians, and local communities. In June 2022, Metro convened a Steering Committee composed of local agency partners and representatives from four community-based organizations—Oregon Walks, Clackamas Resource Center, Unite Oregon, and the 82nd Avenue Business Alliance. This committee was established to guide the project toward a Locally Preferred Alternative (LPA) that reflects regional consensus on the project parameters of the

initiative. After extensive public engagement, technical analysis, collaboration across agencies, and direction from the steering committee, the Steering Committee unanimously recommended an LPA on January 16, 2025.

Following the Steering Committee recommendation, the LPA for the project was endorsed as follows:

- The TriMet Board of Directors unanimously adopted Resolution 25-03-15, to recommend confirmation of the LPA on March 26, 2025.
- The Port of Portland submitted a letter of support on May 2, 2025.
- The Oregon Department of Transportation submitted a letter of support on May 5, 2025.
- The Multnomah County Board of Commissioners unanimously adopted Resolution No. 2025-023, to adopt the LPA on April 17, 2025.
- The Portland City Council adopted Resolution No. 37706, to adopt the LPA and Conditions for Approval on May 21, 2025.
- JPACT approved Resolution No. 25-5495 and submitted the resolution to the Metro Council for approval on June 12, 2025.
- The Board of Clackamas County Commissioners submitted a letter of support on June 10, 2025.
- Metro Council adopted Resolution No. 25-5495 endorsing the LPA on June 26, 2025.

Project Description and Map

The 82nd Avenue Transit Project (Project) would implement a new bus rapid transit (BRT) line and related improvements in a 10-mile corridor in Portland and unincorporated Clackamas County, Oregon. The BRT line would be built and operated by TriMet. The line would connect the NE Cully Boulevard and NE Killingsworth Street area in Portland and the Clackamas Town Center Transit Center in Clackamas County, running primarily along NE/SE 82nd Avenue. It would operate as Frequent Express (FX) service, TriMet's brand of BRT, and would replace a portion of the existing 72-Killingsworth/82nd TriMet bus line.

The following agency partners will help deliver the project:

- TriMet will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program.
- Metro will lead the environmental analysis and approvals required under NEPA.
- PBOT, Clackamas County, and ODOT are project partners supporting Project Development activities.
- The Federal Transit Administration is the lead federal agency for NEPA and a key financial partner through the FTA's CIG Small Starts program.

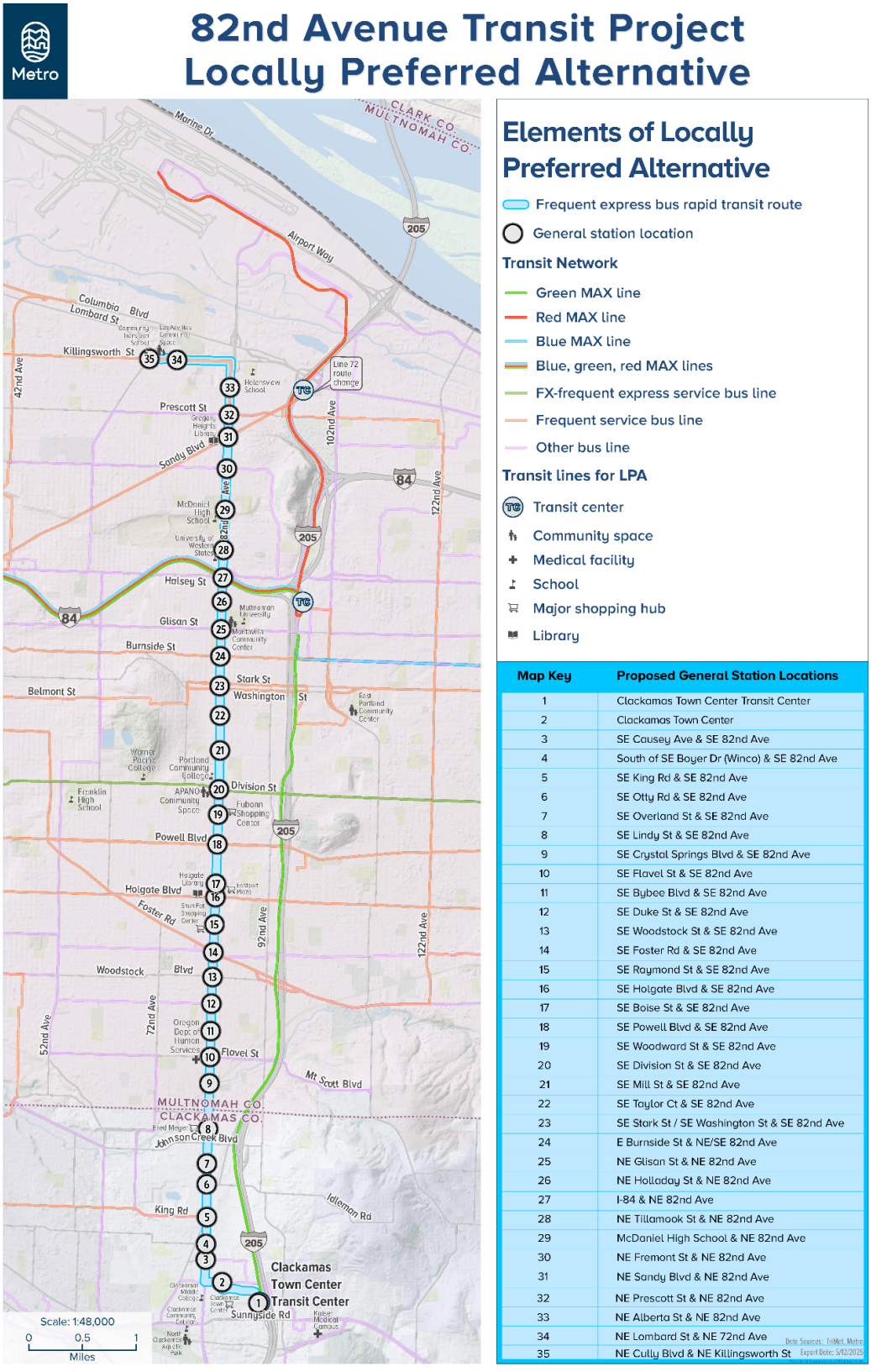
The Project includes the following scope elements:

- 68 station platforms at 35 stations – pick up locations will have upgrades including weather protection, seating, real-time information, and lighting
- Sidewalk, curb ramp, accessibility, and crossing improvements at station locations
- New signals, signal upgrades and improvements to benefit transit
- Roadway improvements/repaving at station areas
- Higher capacity hydrogen electric articulated buses
- Continuing discussions on physical transit priority through Business Access and Transit (BAT lanes)

Figure 1 outlines the project area and endorsed LPA, which starts at NE Cully Boulevard and NE Killingsworth Street in Portland and ends at Clackamas Town Center Transit Center in Clackamas

County. The northern extent of the LPA differs from the conceptual draft alignment reflected in the RTP transit network and project maps which will be updated.

Figure 1: Project Area Map



Project Development Phase Schedule and Deliverables

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop an accurate and reliable cost, scope, and schedule for the Project, obtain all non-CIG funding commitments, complete all critical third-party agreements, meet other FTA readiness requirements, and ultimately prepare for construction. The Project formally entered the Project Development phase in July 2025, with Project Development anticipated to be completed in spring 2027, with service opening in summer 2029.

The Project Development phase includes required deliverables that will be informed by the core design team, project partners, and community engagement, including:

- Completion of environmental approvals under the National Environmental Policy Act (NEPA).
- Development of preliminary design and engineering documents.
- Development of materials necessary for a Small Starts rating by FTA and subsequent Small Starts Construction Grant Agreement.

The anticipated schedule for Project Development phase deliverables is as follows:

- Preliminary design and engineering (summer 2024 – spring 2026)
    - 15% design (early 2025)
    - 30% design (summer 2025)
    - 60% design (spring 2026)
- Draft finance plan (early 2025)
- Initial Small Starts application for rating (early 2025)
- Update to the Regional Transportation Plan and related financial elements, as necessary (fall 2025- summer 2026)
- Environmental approvals under NEPA (early 2025 – spring 2026)
    - Class-of-Action determination (anticipating a documented categorical exclusion)
    - NEPA assessment and findings, including all needed analysis and public engagement
- Small Starts construction grant agreement (spring 2027)
- Final design and construction Documents (fall 2026-spring 2027), including cost estimates for each stage documenting the total anticipated construction cost in year of expenditure dollars:
    - 90% Design package (fall 2026)
    - 100% Design – issued for construction (spring 2027)

The proposed time period for the Construction phase spring 2027-summer 2029.

Public Engagement

Metro and TriMet staff offered several opportunities for community members to learn about and provide input on the 82nd Avenue Transit Project. Many of public engagement events were co-hosted with the Portland Bureau of Transportation (PBOT) as part of their Building a Better 82nd Avenue Project to allow community members to provide input on both projects and clarify scope and purpose of each project. A demographic assessment was conducted as part of the development of the Existing Conditions report.

Additionally, members of the 82nd Avenue Coalition and community based organizations were represented on the Steering Committee, which was the decision-making body for the LPA. Appendix B includes the full summary of public engagement activities and input. Public engagement will continue to be an important aspect of the project moving forward.

Two key ways in which community engagement shaped the Project were:

- *Northern terminus selection:* To understand and address community compatibility concerns around a potential Cully neighborhood terminus, the Project team formed the Cully Terminus Evaluation Group. From July to October 2024, staff collaborated with eight Cully residents to explore design options near NE Killingsworth St and Cully Blvd. The group identified preferred transit facility locations, emphasized pedestrian safety, and raised concerns about parking loss and traffic increases—leading to design adjustments. By the final meeting, all members supported a Cully terminus.
- *General station locations*: To understand and address potential community concerns regarding stop consolidation, several rounds of engagement were conducted. Public input guided the selection and refinement of station locations. Initial concepts were shaped by technical analysis and partner workshops, then reviewed through an online open house and four in-person workshops between April and August 2023. Participants provided location-specific feedback, shared placement priorities, and weighed in on "either/or" station options. Key themes included safer access, improved station amenities, personal security, and better connectivity. This feedback, combined with technical analysis, directly informed station siting and design.

RTP Consistency and Regional Significance

The Project advances the following RTP goals, objectives, and policies, and RTP modal function(s) of the facility:

Goal 1 – Mobility Options

- (Objective 1.1) Increases proportion of trips made by use of transit and reduces per capita vehicle miles traveled.
- (Objective 1.2) Completes gap in planned regional network.
- (Objective 1.3) Increases household and job access to frequent transit service.
- (Objective 1.4) Maintains reliable person-trip and freight mobility in a regional mobility corridor.

Goal 2 – Safe System

- (Objective 2.1) Contributes to eliminating fatal and severe injury crashes by 2035.
- (Objective 2.3) Maintains and brings facilities up to a state of good repair.

Goal 3 – Equitable Transportation

- (Objective 3.1) Contributes to eliminating disparities related to access, safety, affordability, and health outcomes experienced by people of color and other marginalized communities.
- (Objective 3.2) Contributes to eliminating barriers that people of color, people with low incomes, youth, older adults, people with disabilities, and other marginalized communities face to meeting their travel needs.

Goal 4 – Thriving Economy

- (Objective 4.1) Focuses growth and transportation investment in a designated 2040 growth area and provides access to jobs, markets, and community places within and beyond the region.
- (Objective 4.2) Maintains access to industry and freight intermodal facilities.
- (Objective 4.3) Attracts new businesses and family-wage jobs and retains those already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.
- (Objective 4.4) Reduces the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.
- (Objective 4.5) Bring facilities up to a state of good repair and avoid deferred maintenance.

Goal 5 – Climate Action and Resilience

- (Objective 5.1) Contributes to meeting adopted targets for reducing transportation-related greenhouse gas emissions and vehicles miles per capita.
- (Objective 5.2) Increases the share of jobs and households in walkable, mixed-use areas served by frequent transit service.
- (Objective 5.3) Preserves and protects the region's biological, water, historic and culturally important plants, habitats, and landscapes, and integrates green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution.
- (Objective 5.4) Increases the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards including seismic events.
- (Objective 5.5) Brings facilities up to a state of good repair and avoid deferred maintenance to prevent future more costly and resource intensive repairs.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit and higher-density growth along a designated Main Street of 82nd Avenue, as well as supporting planned land uses adopted in the 2040 Growth Concept by improving mobility to Regional Centers via transit.
- *3.2.2 Transportation Equity Policies*: The Project improves multimodal options and permanent transit access in several Equity Focus Areas.
- *3.2.3 Safety and Security Policies:* The Project advances safe access to transit on a Regional High Injury Corridor.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro's Climate Smart Strategy and related policies. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include improvements to the pedestrian network and connect the local street grid with safe crossings.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It will improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many other functions of arterials.
- *3.3 Regional Network Policies:* The Project supports regional network policies, including policies which aim to provide transit as an attractive, convenient, accessible, and affordable travel option. It supports RTP Policy Map designations for the Transit and Pedestrian networks.

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It is planned to utilize transit signal priority and access management strategies to support system management and operations. It will utilize active transportation strategies by implementing new walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage.

The Project is regionally significant. In 2018, Metro adopted the region's first Regional Transit Strategy, in support of the 2018 Regional Transportation Plan (RTP). The RTP identified the 82nd Avenue as an Enhanced Transit Corridor (ETC) for short-term implementation and included the Project in its financially-constrained project list (12029). In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as part of the 2023 Regional Transportation Plan update, which designates the Project as a Tier 1: near-term HCT corridor; this is the highest priority for near-term HCT investment in the region. The Project will also require project-level NEPA review. Additionally, 82nd Avenue is designated on multiple RTP network maps—transit, motor vehicles, bicycle, pedestrian, freight, and TSMO networks.

Performance

The Project makes progress toward federal and regional performance targets:

- *Mobility,* by increasing transit and pedestrian mode shares, improving access to jobs via transit, contributing to completing the transit network and the pedestrian system near transit, increasing the share of households that are located near transit and pedestrian facilities, and improving throughway reliability.
- *Safety,* by contributing to eliminating transportation related fatalities and serious injuries.
- Equity, by contributing to eliminating transportation related fatalities and serious injuries in equity focus areas, contributing to completing the pedestrian system in equity focus areas, and improving access to jobs within equity focus areas.
- *Economy,* by increasing the number and variety of jobs that households can reach within a reasonable time.
- *Climate and Environment,* by reducing per capita greenhouse gas emissions from light-duty vehicles and per capita vehicles miles traveled, helping to meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO_2e emissions regionwide. 82nd Avenue landed in the top 20% of vision corridors evaluated where a high capacity transit investment would result in climate benefit. The HCT Strategy's analysis found that a high capacity transit investment on 82nd Avenue could result in a reduction of around 190 metric tons of CO_2e per year.

The 2023 RTP Climate Smart Strategy (CSS) states that implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high

relative climate benefit. The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the Climate Smart Strategy Performance targets, the Project implements elements of the 2040 Growth Concept and local and adopted land use and transportation plans; makes transit convenient, frequent, accessible, and affordable; makes walking safe and convenient; makes streets and highways safe and reliable; uses technology to actively manage the transportation system; provides information and incentives to expand the use of travel options; supports transition to cleaner low carbon fuels; secures adequate funding for transportation investments; and demonstrates leadership on climate change.

This is a safety project eligible for state and federal safety program funding, with Highway Safety Improvement Program funds committed for Project Development.

Fiscal Constraint

The cost estimate included in the 2023 RTP financially constrained project list was $300 million in year-of-expenditure dollars. That estimate has increased to approximately $343 million based on refined design and partner priorities. Currently, $30.63 million for Project Development has been committed, with an additional $83 million committed from the FTA Low or No-Emissions Grant Program, the Portland Clean Energy Fund, and TriMet match for other federal funds. TriMet is pursuing FTA Small Starts Capital Investment Grant (CIG) funding and will seek up to the maximum Small Starts CIG funding amount of $150 million. Additionally, the project was approved for Regional Flexible Fund Step 1A.1 New Project Bonds on July 31, 2025 by Resolution 25-5510. Additional local sources, including those in Table 1 below, will be committed as required by the FTA CIG program.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Table 1. 82nd Avenue Transit Project Fiscal Constraint Documentation

Fund Source and Type	Revenue Dollar Amount	New Revenue (not assumed in 2023 RTP Forecast)[1]	Revenue Assumed in 2023 RTP Forecast - 82nd Avenue Transit Project (#12029)[2]	Proposed Shift Revenue in the 2023 RTP Forecast from 82nd Avenue Corridor Improvements Project (#11844)[3]
FTA CIG – 5309 Small Starts	$150,000,000		$150,000,000	
FTA – Areas of Persistent Poverty	$630,000	$630,000		
FTA – Low or No Emission Grant	$23,800,000		$23,800,000	
Regional Flexible Fund Bonds	$28,000,000	$28,000,000		
Portland Clean Energy Fund (PCEF) Grant	$49,500,000	$49,500,000		
State/Regional/Local Funds • *TriMet – General Funds/Bonds* • *Carbon Reduction Program Funds* • *State revenues related to jurisdictional transfer*	$92,000,000		$71,000,000	$21,000,000
Total[4]	**$343,930,000**	**$78,130,000**	**$244,800,000**	**$21,000,000**

[1]These dollars are new revenues not accounted for in the forecast in the adopted 2023 RTP. The revenues include new funds awarded by PCEF on December 18, 2024 and the RFFA Bond revenues approved by JPACT and the Metro Council on July 31, 2025. While this amount is more than the cost increase for the project ($43M) the budget also needs to demonstrate additional local revenue sources to make up for $55.2M in state funding assumed in the 2023 RTP that is not part of the revenue sources assumed in the current project budget.

[2]These dollars are revenues already assumed for the 82nd Avenue Transit Project in the revenue forecast in the adopted 2023 RTP, covering the project's estimated cost in the adopted 2023 RTP.

[3]The current 82nd Avenue Transit Project financial plan includes $21 million in State revenues related to the jurisdictional transfer of 82nd Avenue from ODOT to the City of Portland. These State revenues were accounted for in the adopted 2023 RTP revenue forecast, but not specifically committed to the 82nd Avenue Transit Project (RTP ID 12029); they were assumed to help fund the City's related 82nd Avenue corridor project (RTP ID 11844). The amendment proposes to reduce the cost of the corridor improvements (RTP ID 11844) by $21 million and update the 82nd Avenue Transit Project financial plan to shift $21 million of the state revenues assumed for the corridor project (RTP ID 11844) to the transit project (RTP ID 12029) to demonstrate fiscal constraint.

[4]Totals are generally rounded to the nearest $100,000.

Attachments:

- A: 82nd Avenue Transit Project Initial Purpose and Need Statement
- B: 2025 Engagement Summary
- C: Metro Council Staff Report on LPA Endorsement Recommendation June 26, 2025
- D: Existing Conditions

ORDINANCE 26-1536 FOR THE PURPOSE OF ADMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE 82ND AVENUE TRANSIT PROJECT

Report of Comments Received and Recommended Actions

(comments received November 3 through December 19, 2025)

The proposed amendments were released for public review from November 3 through December 19, 2025. Public agencies, advocacy groups and members of the public were invited to submit comments by mail, phone or online via Metro's website, and through testimony provided at a public hearing held by the Metro Council on December 4, 2025. This document summarizes recommended changes to respond to comments received during the comment period. New wording is shown in underline; deleted words are shown in ~~strikeout~~.

#	Line or Page	Last name	First name	Affiliation	Date	Method	Comment	Response	Proposed change identified in comment (changes shown in ~~strikeout~~ and underline)	Staff recommendation (changes shown in ~~strikeout~~ and underline)
1	N/A	Littlefield	Todd	Area resident	12/2/2025	Public Hearing Testimony	I live in Lents, one block from the TriMet no. 17 bus, and the park and ride on 94th and Holgate, so I am a big believer in transit. I'm here to talk about 82nd Avenue and making one lane each direction a bus lane. I'm not sure, because I haven't gotten an accurate count of how many cars use 82nd Avenue a day - I heard it's 20,000 plus. I don't know if that includes the bus passengers. 82nd is a massive thoroughfare for tens of thousands of people each day. That's going to destroy their commute and Holgate, Powell and Foster are a nightmare as-is during commute hours in the morning. 92nd is a nightmare as-is. So unless you are going to build 92nd out to four lanes then the 82nd proposal cannot happen. You're going to make life miserable for commuters and the businesses. The businesses I've talked to are against this if they are even aware of it. So in my opinion this issue is probably more like a 95/5 issue so I'm not sure why you would even vote for doing this. So if you could put it to a vote to the people, expand 82nd to widen it to put in more lanes for the bus, but the current proposal is really going to irritate people.	Thank you for your comment. Transit priority on 82nd Avenue is something that is being discussed as part the next phase of project development, with a recommendation anticipated in early 2026. The endorsed Locally Preferred Alternative and proposed amendment to the Regional Transportation Plan focuses on the route, termini, and general station locations, and does not include this level of detail on transit priority.	Comment does not propose a change to the amendments.	No change recommended.

Metro

600 NE Grand Ave.
Portland, OR 97232-2736
oregonmetro.gov

Agenda #: 5.2

File #: ORD 26-1537 **Agenda Date:**3/5/2026

Ordinance No. 26-1537 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project

Ally Holmqvist, Senior Planner
Kate Hawkins, Senior Planner
Josh Brennan, Tualatin Valley Highway Transit and Safety Project Director, TriMet

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE TUALATIN VALLEY HIGHWAY TRANSIT AND SAFETY PROJECT	)))))	ORDINANCE NO. 26-1537 Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, transit is a key element of the Climate Smart Strategy and the RTP; and

WHEREAS, in June 2010, the Metro Council adopted Ordinance No. 10-1241B, amending the 2004 RTP to comply with federal and state law, which included adoption of the Regional High Capacity Transit (HCT) System Plan; and

WHEREAS, in 2018 the Metro Council adopted the Regional Transit Strategy (RTS), as a component of the RTP, via Resolution No. 18-4892, which established the regional vision to make transit more frequent, convenient, accessible and affordable for everyone; and

WHEREAS, the HCT Strategy is a component of the 2018 RTS which was updated by Resolution No. 23-5348 to include new high capacity transit-related policies and identified high capacity transit lines on the Regional Transit Network map to better reflect the RTS vision; and

WHEREAS, the 2023 HCT Strategy identified the Tualatin Valley Highway corridor as a Tier 1 near-term priority investment which is included on the RTP 2030 financially constrained project list; and

WHEREAS, the most recent update to the RTP was completed on November 30, 2023, following approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, the public must be provided an opportunity to review and comment on proposed amendments to the RTP, consistent with the policies and procedures in Metro's Public Engagement Guide; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the Tualatin Valley Highway Transit and Safety Project was identified in the 2023 RTP's financially constrained list of projects and programs; and

WHEREAS, in January 2022 Metro and TriMet convened a Steering Committee for the TV Highway Transit and Safety Project, consisting of agency leaders, elected officials, and community representatives, to develop and recommend a Locally Preferred Alternative and funding strategy for high-capacity transit on TV Highway; and

WHEREAS, the TV Highway Transit and Safety Project Steering Committee met numerous times, heard public input and testimony, and unanimously recommended the LPA for adoption on February 13, 2025, including the mode of transportation, alignment, and general station locations; and

WHEREAS, the Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 on April 22, 2025, endorsing the LPA; and

WHEREAS, the Cornelius City Council unanimously adopted Resolution Number 2025-16 on May 5, 2025, endorsing the LPA; and

WHEREAS, the Hillsboro City Council unanimously adopted Resolution Number 2881 on May 6, 2025, endorsing the LPA; and

WHEREAS, the Forest Grove City Council unanimously adopted Resolution Number 2025-17 on May 12, 2025, endorsing the LPA; and

WHEREAS, the Beaverton City Council unanimously adopted Resolution Number 25084 on May 27, 2025, endorsing the LPA; and

WHEREAS, the TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 on May 28, 2025, recommending confirmation of the LPA; and

WHEREAS, the LPA was endorsed by the Oregon Department of Transportation with a letter of support dated May 28, 2025; and

WHEREAS, at its meeting on June 12, 2025, JPACT approved Resolution No. 25-5504 and submitted the resolution to the Metro Council for approval; and

WHEREAS, at its meeting on June 26, 2025, Metro Council approved Resolution No. 25-5504 endorsing the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project; and

WHEREAS, FTA requires that the Locally Preferred Alternative be included in the Financially Constrained RTP and the Metropolitan Transportation Improvement Plan in order to be considered for a Small Starts Capital Investment Grant project rating; and

WHEREAS, Metro held a 45-day public comment period on the requested amendment from November 3 to December 19, 2025; and

WHEREAS, the Metro Council held a public hearing on December 4, 2025 to accept public testimony and comments regarding the requested RTP amendment; and

WHEREAS, JPACT and MPAC have recommended approval of the requested RTP amendment by the Metro Council; and

WHEREAS, the Metro Council held an additional public hearing on the requested RTP amendment on March 5, 2026; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2023 Regional Transportation Plan is hereby amended, as indicated in attached Exhibit A, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of _____, 2026.

Lynn Peterson, Council President

Attest:

Georgia Langer, Recording Secretary

Approved as to Form:

Carrie MacLaren, Metro Attorney

Exhibit A to Ordinance No. 26-1537

Proposed amendments to the 2023 RTP to reflect the **Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative**

This exhibit documents proposed amendments to the 2023 Regional Transportation Plan to reflect the Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative endorsed by the Joint Policy Advisory Committee on Transportation and the Metro Council in June 2025.

The amendments are shown in red ~~strikethrough~~ and underscore and include:

- Appendix A: Financially Constrained List of Projects and Programs
- Appendix BB: Tualatin Valley Highway Transit and Safety Project LPA ***(new)***
- Appendix W: Status of current major projects
- Appendix V: Future corridor refinement planning

Metro and regional partners have made significant progress on this project and are ready to take the next step in moving forward into project development and pursuing funding opportunities. To be eligible for federal and state funding, the Locally Preferred Alternative (LPA) must be adopted in the RTP. The requested amendments will bring the Tualatin Valley Highway Transit and Safety Project LPA into the 2023 RTP to support the project moving forward into project development and make the project eligible to compete for federal and state funding opportunities now.

Proposed Amendments to Appendix A to the 2023 Regional Transportation Plan

(shown in red ~~strikethrough~~ and underscore)

Financially Constrained List of Projects and Programs

RTP Investment Category	County or counties	Nominating Agency	Primary Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated cost (in YOE dollars)	Time Period	Financially Constrained
Transit - High Capacity	Washington County	TriMet	TriMet	11589	HCT: Tualatin Valley Highway Transit and Safety Project	Forest Grove	Beaverton Transit Center	~~Planning, design and construction of Rapid Transit Project along Tualatin Valley Highway to provide easier, faster and more reliable bus service as well as necessary safety and accessibility improvements and signals. Planning work will include identifying and prioritizing complementary multimodal safety improvements to make Tualatin Valley Highway safer for all travel modes.~~ The TV Highway Transit and Safety Project would bring bus rapid transit service to the 16.5-mile corridor of Tualatin Valley Highway between Beaverton and Forest Grove. The project would replace the existing Line 57 bus line, connecting Beaverton, Aloha, Hillsboro, Cornelius, and Forest Grove.	$ 300,000,000	2023-2030	Yes

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APPENDIX BB

2023 Regional Transportation Plan

Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative

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Tualatin Valley Highway Transit and Safety Project
Locally Preferred Alternative (LPA) Description

On February 13, 2025, the TV Highway Steering Committee recommended the TV Highway Transit and Safety Project Locally Preferred Alternative (LPA). The recommended LPA for high-capacity transit in the Tualatin Valley Highway corridor is bus rapid transit with stations at the general locations indicated on the attached map, operating between Beaverton Transit Center and 19th Avenue and B Street in Forest Grove. The route will generally follow the same alignment as TriMet's current Line 57 route.

TV Highway Transit and Safety Project

Locally Preferred Alternative Map

Proposed Amendments to Appendix W to the 2023 Regional Transportation Plan (shown in red ~~strikethrough~~ and underscore)

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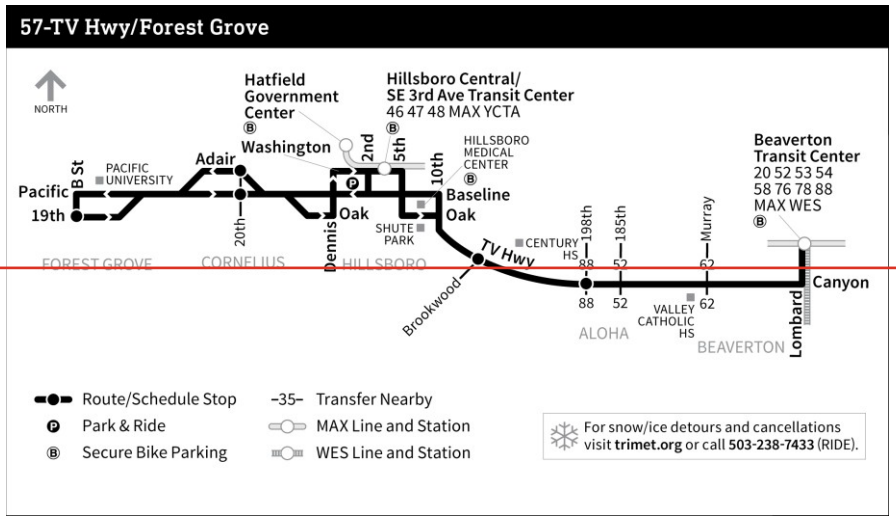
Tualatin Valley Highway Transit and ~~Development~~Safety Project

The Tualatin Valley (TV) Highway Transit and ~~Development~~Safety project ~~is~~ studied~~ying~~ the feasibility of converting the existing TriMet Line 57 bus to a bus rapid transit (BRT) line through major federal investment. ~~The route map for Line 57 is shown in Figure W.9.~~

~~Figure W.9: TriMet Line 57 Route Map~~



Metro supported the creation of a community-led equitable development strategy (EDS) alongside the transit study to support community stability in the face of a major transportation investment in the corridor. The goal of the transit study ~~i~~was to identify a locally preferred alternative (LPA) that would enable partners to apply for federal funding of transit improvements. A BRT project will~~ould~~ improve transit speed and reliability, making the bus more competitive with driving along this regional corridor. BRT investment will~~ould~~ also improve corridor safety with station access infrastructure for pedestrians and provide a more dignified and attractive transit rider experience through improvements to stations such as shelters and lighting. The BRT project ~~may be nested within or completed in tandem with a roadway~~ includes ~~project~~elements that more directly addresses the significant safety needs along this high-crash corridor, especially those of people walking, biking, and accessing transit.

The project Steering Committee, consisting of representatives from the cities of Forest Grove, Cornelius, Hillsboro, and Beaverton; Washington County; ODOT, TriMet and Metro; and four community representatives, ~~is moving toward agreement on~~ recommended ~~an~~ LPA ~~anticipated~~ in ~~late 2023~~February 2025, which has since been endorsed by all project partners . The LPA ~~will~~ covers the entire length of the corridor (Beaverton Transit Center to 19th and B Street in Forest Grove) and identifies the transit mode, route and general station locations ~~may include a minimum operable segment that defines an initial federal capital investment in a portion of the corridor~~.

Figure W.9: Tualatin Valley Highway Transit and Safety Project Map

Next steps for the project include completing NEPA environmental review, advancing preliminary engineering and design, developing a finance plan, and preparing construction documents. Based on the current timeline, the project is estimated to open in December 2030.

The EDS was completed in June 2023 and approved by the TV Highway Equity Coalition (TEC), the body who guided its development. Strategies from the EDS are being advanced by government and nonprofit partners throughout the corridor and are independent of the implementation stage of the transit study.

Additional project information is available at: https://www.oregonmetro.gov/public-projects/tualatin-valley-highway-transit-project.

Proposed Amendments to Appendix V to the 2023 Regional Transportation Plan (shown in red ~~strikethrough~~ and underscore)

RTP Design and Functional Classifications

The Tualatin Valley Highway Corridor Plan (TVCP), completed by ODOT, Metro, the cities of Hillsboro and Beaverton, and Washington County in 2013, gave policy direction to maintain the design and function of Tualatin Valley Highway as an urban arterial that will not exceed motorized vehicle capacity of two through travel lanes in each direction. Tualatin Valley Highway is classified as a "Major Arterial" on the Arterial & Throughway map and a "Regional Street" on the System Design map. The corridor has been included on the high capacity transit network since 2010 and remains a Tier 1 corridor which is currently under study to determine the most appropriate transit investment.

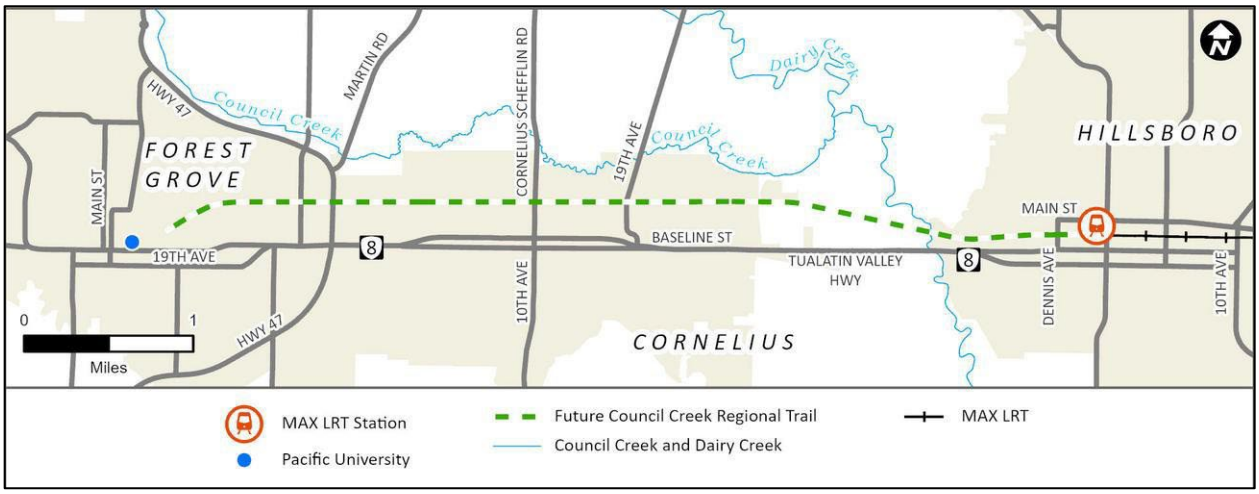
Recent planning efforts include Washington County's Moving Forward TV Highway Plan (2019), studying improvements to multimodal networks for the segment from 106th Ave to Cornelius Pass Road. The East Forest Grove Safety Action Plan (2022) which examined the portion of OR 8 between Cornelius and Quince St / OR 47. The East Forest Grove plan identified multi-modal improvements to address safety along this section of the corridor.

Forest Grove is actively pursuing funding to implement recommendations from this planning effort, and new sidewalk in this area and crossing at A & B Row will be constructed by ODOT starting in 2025. Aspects of the Moving Forward TV Highway Plan formed the basis of the ~~current~~ transit and safety project~~roadway study being~~ led by Metro.

Additional intersection and crossing projects are ongoing in the corridor, both in construction and in design and planning by ODOT from the 2021-24 STIP and 2024-27 STIP and by Washington County and the City of Hillsboro.

Mobility for people walking and biking in RTP Mobility Corridor 15 from Hillsboro to Forest Grove is being addressed by creation of a parallel facility, the Council Creek Regional Trail. This multiuse regional trail is in design and will move to construction in 2026 providing an off-street, low-stress way for people to walk and bike between the Forest Grove and Cornelius town centers, and to connect to the western end of the Hillsboro regional center, including the MAX Blue Line. While this facility will provide mobility among these centers, it does not provide direct access to destinations along Tualatin Valley Highway for people walking and biking.

Figure V.4: Council Creek Regional Trail general location



A high capacity transit solution for Tualatin Valley(TV) Highway ~~has yet to be~~ was identified and recommended by the TV Highway Transit and Safety Project. The ~~current~~project study ~~is~~ investigat~~ed~~~~ing~~ means for delivering a corridor-based bus rapid transit (BRT) line to Tualatin Valley Highway that would replace TriMet's existing line 57 with high-capacity service. This service will~~ould~~ improve transit speed and reliability, as well as provide improved pedestrian access to station locations and improved rider experience through investments in stations, such as weather protection. This project focuses on enhancing transit and transit access and does not address the wholesale multimodal mobility needs of the corridor. Future planning and design will be necessary to identify implementable strategies to construct corridor-wide enhancements that meet the specifications of ODOT's context-sensitive design approach for multimodal mobility.

ORDINANCE NO. 26-1537 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE TUALATIN VALLEY HIGHWAY TRANSIT AND SAFETY PROJECT
First Reading and Public Hearing

Date: January 28, 2026
Department: Planning, Development and Research
Meeting Date: March 5, 2026
Length: 15 minutes
Prepared by:

- Ally Holmqvist, Senior Planner, Metro
- Kate Hawkins, Senior Planner, Metro
- Josh Brennan, Tualatin Valley Highway Transit and Safety Project Director, TriMet

Presenter: Ally Holmqvist, Senior Planner, ally.holmqvist@oregonmetro.gov

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ISSUE STATEMENT

The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of "financially constrained" projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In June 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the Tualatin Valley Highway Transit and Safety Project identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendments include updates to reflect:

- the endorsed LPA route alignment,
- LPA project description, and
- the project timeline and status and related future corridor-refinement activities in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the Tualatin Valley Highway Transit and Safety Project, as well as the 82nd Avenue Transit Project and Montgomery Park Streetcar Extension, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed Tualatin Valley Highway Transit and Safety Project LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

IDENTIFIED POLICY OUTCOMES

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendments to the Appendix A: Constrained Priorities Project List to update the project description with additional detail.
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Amendments to Appendix V: Future Corridor Refinement Planning to update descriptions for transportation solutions in the corridor to add or update information about the transit project in development.
- Create a new appendix that will contain the LPA: Appendix BB: Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

ACTION REQUESTED

Hold a public hearing on the proposed RTP amendment and review Ordinance No. 26-1537 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council hold the public hearing for and review Ordinance No. 26-1537.

Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (Attachment 2) and finds that the requested amendment to the 2023 RTP to include the LPA for the Tualatin Valley Highway Transit and Safety Project is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

Metro Council is anticipated to consider adoption at the April 23 Council meeting following a recommendation from MPAC and action from JPACT.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

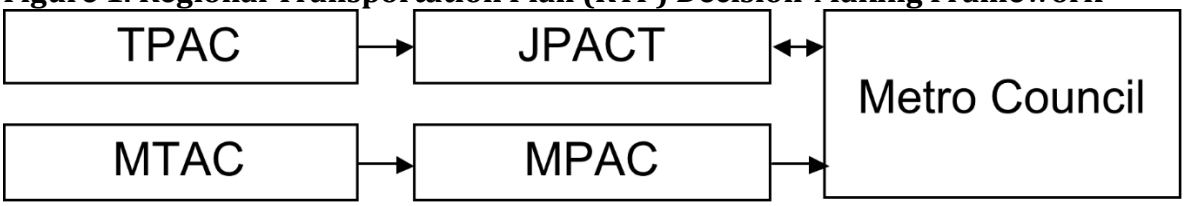
In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a

transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region's transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

(1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
(2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;
(3) transit agency requests to align adopted transit plans with the RTP;
(4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and
(5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

Attachment 3 describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	***Outcomes***
Step 1 Sponsoring agency consults with Metro Staff	*Staff from TriMet (project sponsor) met with staff from Metro between April and September 2025 on the requested amendment and the RTP consistency requirements. Metro staff also led the LPA process for the transit project.*
Step 2 Sponsoring agency submittal	*Staff from TriMet submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in October 2025.*
Step 3 Regional significance determination:	*In 2018, Metro adopted the region's first Regional Transit Strategy, as an element of the RTP. The RTP identified Tualatin Valley Highway as an Enhanced Transit Corridor for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, motor vehicle, bicycle, pedestrian, freight, and TSMO networks.*
Process Step	***Outcomes***
Step 4 Public engagement consistency determination:	*TriMet submitted a signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:* • *an adopted Title VI plan and implementation procedures;* • *public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;* • *conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;* • *conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and* • *retained records related to these public engagement activities in compliance with regulations.* *The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.*

(continued) **Table 1. RTP Amendment Consistency Review Outcomes Summary**

Process Step	***Outcomes***
Step 5 RTP consistency determination:	*The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:* • *implement the Metro 2040 Growth Concept by advancing high-capacity transit along a designated Corridor improving mobility between Regional Centers via a transit solution supporting planned compact, higher density land uses;* • *invest in a corridor identified for transit improvements on the RTP Transit Network Vision;* • *improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many functions of mobility corridors;* • *improve multimodal options and access for Equity Focus Areas;* • *provide safer alternatives to driving, advancing implementation of Vision Zero on a Regional High Injury Corridor;* • *advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible — a key strategy for implementing the Climate Smart Strategy;* • *advance transit and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and* • *plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.* *In all these ways, the requested amendment has been determined to support the region's progress toward both federal and regional performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.*
Step 6 Fiscal constraint determination	*There are no updates to project cost included in the proposed amendment.*

(continued) **Table 1. RTP Amendment Consistency Review Outcomes Summary**

Process Step	*Outcomes*
Step 7 Begin Formal Amendment Process	*The RTP Amendment Process was initiated with the start of the public review period on November 3, 2025. Per Metro's adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro's public engagement and established RTP amendment procedures.* ***Attachment 2** provides the process and timeline for considering the requested RTP amendment. To date that has included:* • *a 45-day public comment period which concluded on December 19, including a public hearing on December 4 (no comments received, see below)* • *Form 1 Notice to the Department of Land Conservation and Development on January 28* *Next steps in the process will include:* • *Consideration by MTAC and TPAC (making recommendations to MPAC and JPACT) this spring* • *Consideration by JPACT and MPAC this spring* • *Consideration by Metro Council (second reading and adoption anticipated April 23)* • *Form 2 Notice to the Department of Land Conservation and Development by May 12*

Known Support and Opposition

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency partners, local jurisdictions, and community-based organizations across the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with agency partners. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

No public comments were on the Tualatin Valley Highway Transit and Safety Project or this proposed amendment during the comment period.

Legal Antecedents

Metro Council actions include:

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052, "For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments" adopted by the Metro Council on July 9, 2009.

- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 2010.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Resolution No. 25-5504 (For the purpose of endorsing the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project), adopted by the Metro Council on June 26, 2025.

Local jurisdiction actions include:

- The Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on April 22, 2025.
- The Cornelius City Council unanimously adopted Resolution Number 2025-16 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 5, 2025.
- The Hillsboro City Council unanimously adopted Resolution Number 2881 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 6, 2025.
- The Forest Grove City Council unanimously adopted Resolution Number 2025-17 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 12, 2025.

- Beaverton City Council unanimously adopted Resolution Number 25084 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 27, 2025.
- The TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 to endorse the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project on May 28, 2025.
- The Oregon Department of Transportation endorsed the Locally Preferred Alternative for the Tualatin Valley Highway Transit and Safety Project with a letter of support dated May 28, 2025.

Anticipated Effects: Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

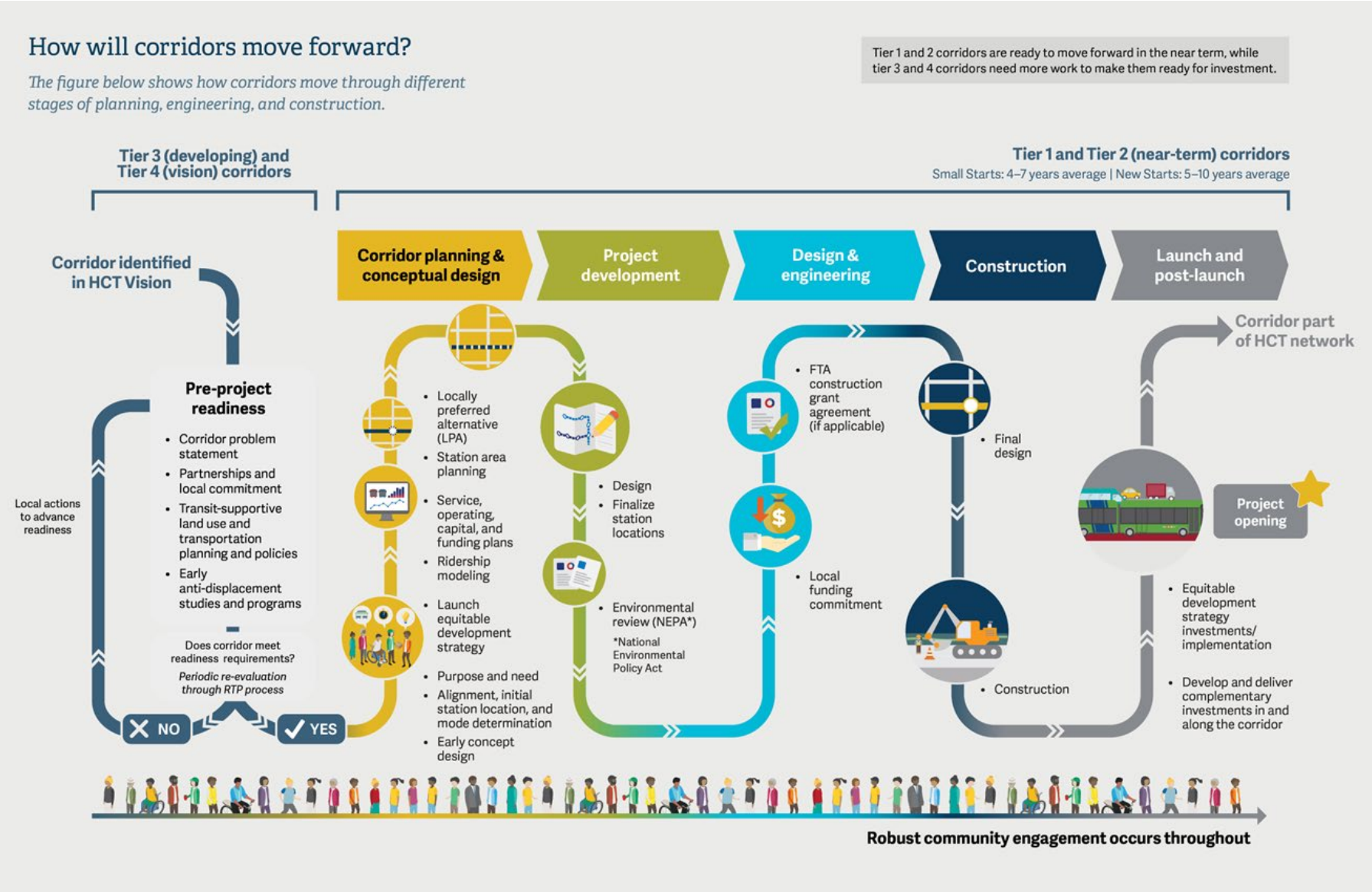
- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open a new FX bus line along Tualatin Valley Highway in 2030

Budget Impacts: Adoption of the Ordinance has no budget impact at this time. There will be future costs associated implementation of the transit projects. These costs will be shared by local, regional, state and federal partners.

ATTACHMENTS

1. Attachment 1: High Capacity Transit Project Development Lifecycle
2. Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Process Timeline
3. Attachment 3: Tualatin Valley Highway Transit and Safety Project Locally Preferred Alternative RTP Amendment Request Memo
    - 3.1. Initial Tualatin Valley Highway Transit and Safety Project Purpose and Need Statement

High Capacity Transit Project Development Lifecycle



Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82nd Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
Public Comment Period (45 days) ***DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)***	45 Day Comment Period	○ Public notice of comment period 30 days in advance of start of comment period – Friday, October 3 ○ Public notice of comment period at start of comment period ○ Amendment documents posted on Metro website ○ Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties' lists	Public review and public hearing amendment materials: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment ○ Staff Report[1] ○ Attachments to Staff Report ○ Documented Public Comment Print Notices	November 3 – December 19, 2025
	Metro Council	Public Hearing		**December 4, 2025**
	Notice of Proposed Change to Plan (Form 1)	*Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)*		*January 28, 2026*
1st Reading and Public Hearing **Introduce RTP Amendments to Advisory Committees**	TPAC	○ Review and discuss, identify any needed changes	Revised draft amendment materials: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment ○ Staff Report[2] ○ Attachments to Staff Report ○ Draft Public Comment Report ○ Table documenting comments proposing a change and recommended action(s) to respond to public comment	**February 6, 2026**
	MTAC	○ Review and discuss, identify any needed changes ○ 1st Reading and Public Hearing		**February 18, 2026**
	JPACT			**February 19, 2026**
	MPAC			**February 25, 2026**
	Metro Council			**March 5, 2026**
Final rec'ds and action by Advisory Committees and Council **2nd Reading, Final Public Hearing and action**	MTAC	○ Review final documents ○ Make recommendation to MPAC on their adoption recommendation	Final: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment (with any recommended actions incorporated) ○ Findings ○ Staff Report[2] ○ Attachments to Staff Report ○ Final Public Comment Report ○ Table documenting comments proposing a change and recommended action(s) to respond to public comment	**March 18, 2026**
	MPAC	○ Review final documents ○ Consider MTAC recommendation ○ Make recommendation to Metro Council on adoption		**March 25, 2026**
	TPAC	○ Review final documents ○ Make recommendation to JPACT on adoption		**April 3, 2026**
	JPACT	○ Review final documents ○ Consider TPAC recommendation on adoption ○ Consider adoption of Ordinance and make recommendation to Council		**April 16, 2026**
	Metro Council	○ Review final documents ○ Consider MPAC recommendation and JPACT action ○ 2nd Reading and Final Public Hearing ○ Consider adoption as recommended by JPACT (or remand to JPACT)		**April 23, 2026**
DLCD Adopted Change PAPA Notice	*Notice of Adopted Change to Plan (Form 2)*	*Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)*	*Include final documents above*	*May 12, 2026*

[1] Staff Report address RTP project amendments checklist in RTP Appendix Y.

Date: October 20, 2025
To: Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner
From: Josh Brennan, TV Highway Project Director; Bernadette Le, Associate Project Manager
Subject: Tualatin Valley Highway Transit Project RTP Amendment Request

Purpose

This memo formally requests an amendment to the Regional Transportation Plan (RTP) to incorporate the Locally Preferred Alternative (LPA) for the Tualatin Valley (TV) Highway Transit and Safety Project and contains the background information needed to help Metro Staff to review the requested amendment for consistency with the RTP and develop the legislation and staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

Project Description and Background

The TV Highway corridor is approximately 16.2 miles long, extending between the Beaverton Transit Center and 19th and B Street in Forest Grove, and is currently served by TriMet Line 57. This corridor connects Forest Grove, Cornelius, Hillsboro, Aloha, and Beaverton and generally follows OR-8 from Beaverton to Forest Grove. OR-8 was originally built as a farm-to-town road with limited multi-modal infrastructure. The alignment is also located directly north of the Union Pacific Railroad tracks for a significant portion of the alignment through Beaverton, Aloha and Hillsboro creating challenging constraints with the railroad to the south and development to the north. The alignment also follows local roads in Hillsboro in order to access the Hillsboro Transit Center.

This corridor is currently served by TriMet's Line 57, which runs between Beaverton and Forest Grove, primarily along TV Highway. Line 57 is a frequent service line operating at 15 minutes or better throughout the day, seven days a week. It has the highest ridership in Washington County with around 6,440 average weekday boardings. This line has also seen a one of the strongest bounce back rates since COVID-19 in the TriMet system with around 89% of the ridership when comparing 2019 to 2025.

Within the TV Highway corridor, there are transfer opportunities to two MAX light rail lines, the Westside Express Service (WES) Commuter rail line, and 10 TriMet fixed-route bus lines, Ride Connection Community Connector service in Cornelius and Forest Grove, as well as regional bus service.

There are many essential services located along and nearby the 16 mile TV Highway corridor. This project will help improve transit access to 6,775 business entities and 1,349 family-supportive services sites, including educational opportunities and medical care. Employment growth in this area (47%) is also expected to be higher than the region (38%) and comparable to Washington County (47%), according to a Metro report.

Many families also live in this area and the population is expected to grow rapidly in the coming years. The 2019-2023 American Community Survey found that in this corridor area there is a higher percentage of youth compared to the region and Washington County (22.9%, 19.9%, and 22.0%, respectively) as well as a higher percentage of family households with 5 or more members (18.8%, 11.7%, and 12.8%, respectively). Population growth is also forecasted to be higher in the ½ mile area around the corridor (38%) compared to the Portland region (28%) as well as Washington County (25%) (Metro).

The project would address three major needs in the corridor:

- *Safety*: need to improve access to transit and bus stop amenities in a high injury corridor
- *Transit speed and reliability*: need to provide faster and more reliable transit service in order to be more competitive with driving and to improve access to destinations
- *Transit-dependent communities*: need to provide safe, efficient, and reliable transit service to meet the needs of the high concentration of communities who rely on transit

The TV Highway Corridor has long been identified as a priority for major transit investment and previous plans/studies of the corridor have documented transit issues, community concerns and potential solutions. The 2009 High Capacity Transit (HCT) System Plan, the 2013 Tualatin Valley Highway Corridor Plan, the 2018 Regional Transportation Plan (RTP), the 2018 Regional Transit Strategy, the 2019 Moving Forward TV Highway Enhanced Transit and Access Plan, the Get Moving 2020 Bond Measure, and the 2023 Regional Transportation plan all call for a major transit investment in the corridor. The 2009 High Capacity Transit System Plan identified the corridor as a Next Phase Regional Priority Corridor (Beaverton to Hillsboro) and Developing Regional Priority Corridor (Hillsboro to Forest Grove). The 2018 RTP identified the corridor for major transit investment and then the 2023 Regional Transportation Plan includes a high-capacity transit project as a Tier 1 corridor in the 2030 Near-Term Constrained Project list, the top level of regional prioritization for advancing in the near-term.

These previous plans have analyzed TV Highway/Line 57 within the regional transit network and explored a set of corridor-wide and location-specific transit improvements, such as transit signal priority enhancements and station location and access improvements (Get Moving 2020). Previous planning processes have also identified that pedestrian safety for riders getting to transit stops is a key priority for the community (2013 Tualatin Valley Highway Corridor Plan, 2019 Moving Forward TV Highway Enhanced Transit and Access Plan). In addition to these past plans, recent research has highlighted the dire need to improve safety along the corridor. Between 2018 and 2022, 19% of the roadway fatalities that occurred within Washington County occurred along the 16.2 mile project corridor, which is only 0.5% of the roadway miles within the County, and about half of the fatalities were pedestrians.

TriMet worked closely with Metro during the planning phase to complete early planning for a transit and safety project in this corridor. The Oregon Department of Transportation (ODOT) was also a key partner as the owner of the roadway from Beaverton to Highway 47. The Washington County and the cities of Forest Grove, Cornelius, Hillsboro and Beaverton were all members of the project steering committee, helping to guide the team to identify a project that meets the needs of their residents. The steering committee also included four members from community-based organizations that serve people in the area along TV Highway: Unite Oregon, Centro Cultural, Adelante Mujeres and APANO. These members brought community perspectives to the discussion that may otherwise not be represented.

In February 2025, the project Steering Committee recommended a locally preferred alternative (LPA) that identifies the project's transit mode, route and general station locations. The committee also approved a funding strategy to secure local, regional, state and federal funding for the project.

A timeline of partners and jurisdictions endorsements of the LPA is as follows:

- The Board of Washington County Commissioners unanimously adopted Resolution Number 25-26 to endorse the LPA on April 22, 2025.

- The Cornelius City Council unanimously adopted Resolution Number 2025-16 to endorse the LPA on May 5, 2025.
- The Hillsboro City Council unanimously adopted Resolution Number 2881 to endorse the LPA on May 6, 2025.
- The Forest Grove City Council unanimously adopted Resolution Number 2025-17 to endorse the LPA on May 12, 2025.
- Beaverton City Council unanimously adopted Resolution Number 25084 to endorse the LPA on May 27, 2025.
- The TriMet Board of Directors unanimously adopted Resolution Number 25-05-25 to endorse the LPA on May 28, 2025.
- The Oregon Department of Transportation endorsed the LPA with a letter of support dated May 28, 2025.
- JPACT approved Resolution No. 25-5504 and submitted the resolution to the Metro Council for approval on June 12, 2025.
- Metro Council adopted Resolution No. 25-5504 endorsing the LPA on June 26, 2025.

Project Description and Map

The TV Highway Transit & Safety Project will bring TriMet FX–Frequent Express bus service to the 16.2 mile corridor. The FX line would be built and operated by TriMet. The line would connect Beaverton, Aloha, Hillsboro, Cornelius, and Forest Grove. It would operate as Frequent Express (FX) service, TriMet's brand of BRT, and would replace the existing Line 57 bus line.

The following agency partners will help deliver the project:

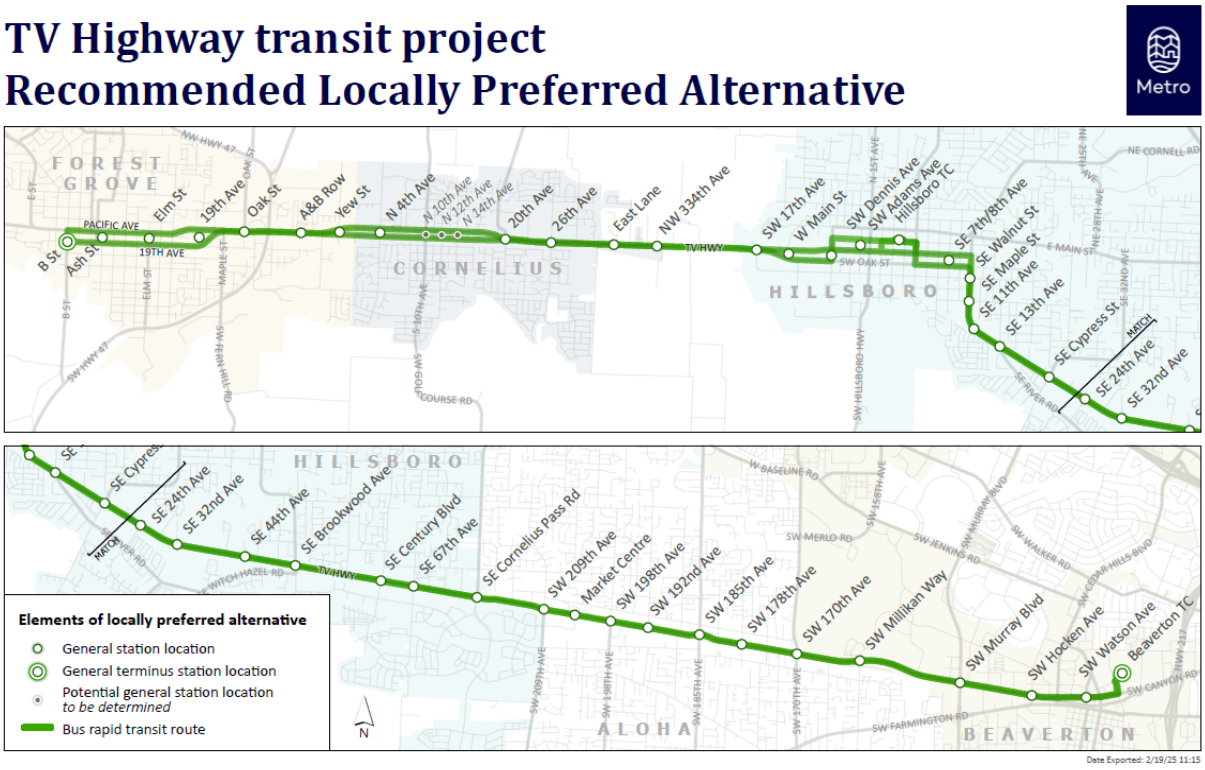
- TriMet will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program.
- Metro will lead the environmental analysis and approvals required under NEPA.
- Washington County, the Cities of Beaverton, Cornelius, Hillsboro, and Forest Grove, and ODOT are project partners supporting Project Development activities.
- ODOT and Forest Grove are AHJs along the corridor related to permitting requirements
- The Federal Transit Administration is expected to be the lead federal agency for NEPA and an important financial partner through the FTA's CIG Small Starts program.

Early project designs include the following proposed modal and design elements:

- Eliminates partial pullout stop design and creates safer bus/bike interactions at stations
- Station amenities and platforms at 41 station pairs
- Accommodating UPRR requirements for station locations in and adjacent to UPRR ROW
- Four rebuilt intersections (to accommodate bus pullouts where there are existing traffic safety issues and to shift away from the UPRR tracks)
- 17 new vehicles
- 59 signal upgrades to accommodate transit signal priority
- TV Highway would be upgraded to 12-minute service from the existing 15 min service
- New or existing enhanced crossings at each station pair
- Sidewalk and crossing connections linking to optimized station platforms to ensure access
- Station-area lighting upgrades

Figure 1 outlines the project area and endorsed LPA, which starts at Beaverton Transit Center and ends at 19th Avenue and B Street in Forest Grove.

Figure 1: Project Area Map



Project Development Phase Schedule and Deliverables

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is also necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop a firm and reliable cost, scope, and schedule for the project, obtain all non-CIG funding commitments, complete all critical third-party agreements, and meet other FTA readiness requirements.

The Project formally entered the Project Development phase in October 2025, with Project Development anticipated to be completed in spring 2028, with service opening in fall 2030.

The schedule for Project Development Phase deliverables is as follows:

- Environmental Approvals under NEPA (early 2026 — early 2027)
  - Purpose and Need
  - Class-of-Action consultation, coordination, and determination
  - NEPA assessment and findings, including traffic, SEE analysis, and public engagement (intended to culminate in a Documented Categorical Exclusion)
- Preliminary Engineering and Design (fall 2025 — early 2027). Assuming the required NEPA class of action results in an Documented Categorical Exclusion (DCE) . At each design step listed below an official project cost estimate shall be prepared that documents the total anticipated construction cost in year of expenditure dollars:
  - "15%" design (expected to be the result of incorporating comments and adjustments to LPA Plan Set)
  - "30%" design (generally a typical design level for interim review)

    - "60%" design (expected to be the plan set used for cost estimation and negotiation of Construction Grant Agreement with FTA)
- Draft Finance Plan
- Development of initial Small Starts application for rating and subsequent Small Starts Construction Grant Application
- Final Design and Construction Documents (early 2027 – 2028). At each design step listed below an official project cost estimate shall be prepared that documents the total anticipated construction cost in year of expenditure dollars:
    - "90%" design
    - "Issued for Construction" (IFC) Plan Set, including specifications and special provisions

The proposed time period for the Engineering and Construction phase is April 2028-December 2030.

Public Engagement

The project planning phase included three phases of public engagement, which focused on raising project awareness, engaging with the TV Highway Equity Coalition (TEC), and seeking feedback on proposed station locations. During phase one, the project team engaged over 160 community members to introduce them to the project. In the second phase, the project team convened public workshops and asked community members about their visions for transit in the corridor, what successful equitable development looks like, and which destinations along the Line 57 route are most important to them. The third phase of engagement included an online survey, StoryMap, and tabling at community events to seek feedback on proposed station locations, gauge community support for proposed investments, and allow space for open-ended comments.

Public engagement activities helped shape the project in several ways:

- At TEC meetings and community workshops in 2023, participants confirmed that the proposed criteria for station locations were appropriate and that no additional criteria needed to be added.
- Community members identified safe access to bus stops and improved waiting areas for transit riders were top priority items and should be included in the project scope. This feedback, alongside technical analysis, was considered by decision-makers when recommending station locations and safety improvements.
- Four community representatives from the TEC served on the project Steering Committee. The committee was charged with advancing the project through key decision points and recommending a LPA.

See Attachment A: Fall 2024 Engagement Summary for a summary of public engagement efforts and the community feedback received.

In the project development phase, the project will establish a Community Advisory Committee (CAC) and a Policy & Budget (P&B) Committee. Meetings for these committees will be public. The Community Advisory Committee will advise the project team on project design, station platform locations, community outreach activities, and development of other Project elements. The P&B Committee will consist of one elected/executive from each jurisdictional partner agency and one member of the CAC. The Committee will advise the relevant road authorities about changes in their rights of way. The Committee will also serve as a public forum for the Project team to provide Project updates, public engagement and CAC updates, and opportunities for jurisdictional partners and CAC leadership to collaborate and provide advice.

RTP Consistency and Regional Significance

The project advances the following RTP goals, objectives, and policies, and RTP modal function(s) of the facility:

Goal 1 – Mobility Options

- (Objective 1.1) Increases proportion of trips made by use of transit and reduces per capita vehicle miles traveled.
- (Objective 1.2) Completes gap in planned regional network.
- (Objective 1.3) Increases household and job access to frequent transit service.
- (Objective 1.4) Maintains reliable person-trip and freight mobility in a regional mobility corridor.

Goal 2 – Safe System

- (Objective 2.1) Contributes to eliminating fatal and severe injury crashes by 2035.
- (Objective 2.3) Maintains and brings facilities up to a state of good repair.

Goal 3 – Equitable Transportation

- (Objective 3.1) Contributes to eliminating disparities related to access, safety, affordability, and health outcomes experienced by people of color and other marginalized communities.
- (Objective 3.2) Contributes to eliminating barriers that people of color, people with low incomes, youth, older adults, people with disabilities, and other marginalized communities face to meeting their travel needs.

Goal 4 – Thriving Economy

- (Objective 4.1) Focuses growth and transportation investment in a designated 2040 growth area and provides access to jobs, markets, and community places within and beyond the region.
- (Objective 4.2) Maintains access to industry and freight intermodal facilities.
- (Objective 4.3) Attracts new businesses and family-wage jobs and retains those already located in the region while increasing the number and variety of jobs that households can reach within a reasonable travel time.
- (Objective 4.4) Reduces the share of income that households in the region spend on transportation to lower overall household spending on transportation and housing.
- (Objective 4.5) Bring facilities up to a state of good repair and avoid deferred maintenance.

Goal 5 – Climate Action and Resilience

- (Objective 5.1) Contributes to meeting adopted targets for reducing transportation-related greenhouse gas emissions and vehicles miles per capita.
- (Objective 5.2) Increases the share of jobs and households in walkable, mixed-use areas served by frequent transit service.
- (Objective 5.3) Preserves and protects the region's biological, water, historic and culturally important plants, habitats, and landscapes, and integrates green infrastructure strategies to maintain habitat connectivity, reduce stormwater run-off, and reduce light pollution.
- (Objective 5.4) Increases the resilience of communities and regional transportation infrastructure to the effects of climate change and natural hazards including seismic events.

- (Objective 5.5) Brings facilities up to a state of good repair and avoid deferred maintenance to prevent future more costly and resource intensive repairs.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit along a designated Corridor of Tualatin Valley Highway, as well as supporting planned land uses adopted in the 2040 Growth Concept by improving mobility between Regional Centers via transit.
- *3.2.2 Transportation Equity Policies*: The Project improves multimodal options and permanent transit access in several Equity Focus Areas.
- *3.2.3 Safety and Security Policies:* The Project advances safe access to transit on a Regional High Injury Corridor.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro's Climate Smart Strategy and related policies. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include sidewalk and crossing connections linking the local street grid to optimized station platforms.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It will improve transit and pedestrian travel and access, while balancing motor vehicle travel and the many other functions of arterials. It prioritizes the safety and comfort of travelers of all modes through multimodal network completion.
- *3.3 Regional Network Policies:* The Project supports regional network policies, including policies which aim to provide transit as an attractive, convenient, accessible, and affordable travel option. It supports RTP Policy Map designations for the Transit and Pedestrian networks.

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It is planned to utilize transit signal priority and access management strategies to support system management and operations. It will utilize active transportation strategies by implementing new walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage. The project incorporates TSMO strategies and transit system improvements to manage congestion and support planned land uses adopted in local comprehensive plans and the 2040 Growth Concept.

The Project is regionally significant. TV Highway was first identified as a priority corridor for high-capacity transit (HCT) in the 2009 HCT System Plan. In 2018, Metro adopted the region's first Regional Transit Strategy, in support of the 2018 Regional Transportation Plan (RTP). The RTP included an "enhanced transit concept" investment in the TV Highway corridor on the financially constrained project list. This type of capital investment is a context-sensitive approach to improving transit speed and reliability with lower-cost and easy to implement improvements. Subsequent transit corridor planning was completed as part of Washington County's 2019 Moving Forward TV Highway Enhanced Transit and Access Plan, as well as the 2020 regional transportation funding measure. In 2023, Metro updated and replaced the HCT Plan with the Regional HCT Strategy as part of the 2023 Regional Transportation Plan update, which designates

TV Highway as a Tier 1: near-term HCT corridor, the highest priority for near-term HCT investment in our region. The current planning effort builds on the analysis and findings from these prior plans and will also require analysis and approvals required by the National Environmental Policy Act (NEPA). Additionally, TV Highway is designated on multiple RTP network maps—transit, motor vehicles, bicycle, pedestrian, freight, and TSMO networks.

Performance

The Project makes progress toward federal and regional performance targets:

- *Mobility*, by increasing transit, bike, and pedestrian mode shares, improving access to jobs via transit, contributing to completing the transit network and the bicycle and pedestrian system near transit, increasing the share of households that are located near transit and bicycle and pedestrian facilities, and improving throughway reliability.
- *Safety*, by contributing to eliminating transportation related fatalities and serious injuries.
- *Equity*, by contributing to eliminating transportation related fatalities and serious injuries in equity focus areas, contributing to completing the bicycle and pedestrian system in equity focus areas, and improving access to jobs within equity focus areas.
- *Economy*, by maintaining driving and transit travel times and contributing to completing the bicycle and pedestrian system in job and activity centers.
- *Climate and Environment*, by reducing per capita greenhouse gas emissions from light-duty vehicles and per capita vehicles miles traveled, helping to meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO_2e emissions regionwide. TV Highway landed in the top 30% of vision corridors evaluated where a high capacity transit investment would result in greenhouse gas reduction. The HCT Strategy's analysis found that a high capacity transit investment on TV Highway could result in a reduction of around 160 metric tons of CO_2e per year.

The 2023 RTP Climate Smart Strategy (CSS) states that implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high relative climate benefit. The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the CSS performance targets, the Project implements elements from the 2040 Growth Concept and local adopted land use and transportation plans, makes transit convenient, frequent, accessible, and affordable, makes biking and walking safe and convenient, makes streets and highways safe and reliable, uses technology to actively manage the transportation system, provides information and incentives to expand the use of travel options, supports transition to cleaner low carbon fuels, secures adequate funding for transportation

investments, demonstrates leadership on climate change, and adopts new metrics for climate analysis.

In spring 2025, TriMet applied for a U.S. Department of Transportation Safe Streets for All (SS4A) Grant to fund the safety elements of this project. Based on the grant eligibility requirements, this project was eligible for this federal funding source. Awardees may be announced as soon as late 2025.

Fiscal Constraint

The cost estimate included in the 2023 RTP financially constrained project list was $300,000,000 in year-of-expenditure dollars and that estimate has not changed. TriMet will be pursuing FTA Small Starts Capital Investment Grant (CIG) funding and will likely seek up to the maximum Small Starts CIG funding amount of $150 million. In spring 2025, TriMet also applied for a U.S. Department of Transportation Safe Streets for All (SS4A) Grant to fund the safety elements of this project. Local and regional Project partners have agreed to work together to contribute approximately $100M and the project is pursuing additional funding options to secure the remaining $50M, such as grants. The combined $150 million in local, regional and other funding will allow for critical investments in transit and safety throughout the corridor and leverage the federal investment through the Small Starts program.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Attachments:

- A: Fall 2024 Engagement Summary
- B: Metro Council Staff Report on LPA Endorsement Recommendation June 26, 2025
- C: Initial Purpose and Need Statement

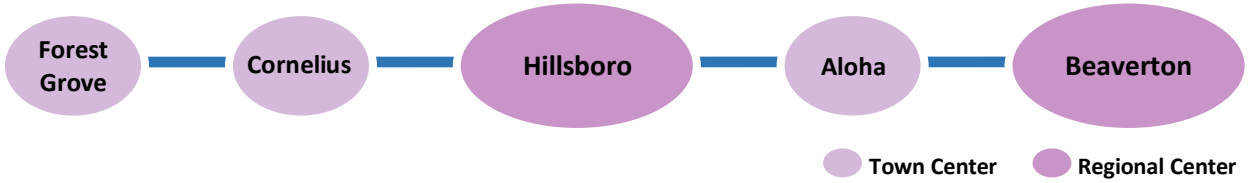
TV Highway Transit Project

Initial Purpose and Need Statement

BACKGROUND

Tualatin Valley (TV) Highway (Oregon Route 8) is an important regional and county urban arterial that supports the movement of goods and people through the communities of Forest Grove, Cornelius, Hillsboro, Aloha, and Beaverton (Figure 1). It serves as an access route to Highway 217 from points west, connects to the regional light rail system in two locations, and supports one of the highest ridership bus lines in the region. The corridor also serves many communities of color, limited English proficiency speakers, and lower income communities.

Figure 1. TV Highway Corridor Communities



In 2010, TV Highway was identified as a priority corridor for high capacity transit (HCT) in the HCT System Plan. In 2018, Metro updated and replaced the HCT System Plan with the Regional Transit Strategy, in support of the 2018 Regional Transportation Plan (RTP). The 2018 RTP includes an "enhanced transit concept" investment in the TV Highway corridor on the financially constrained project list. This type of capital investment is a context-sensitive approach to improving transit speed and reliability with lower-cost and easy to implement improvements. Subsequent transit corridor planning was completed as part of Washington County's 2019 Moving Forward TV Highway Enhanced Transit and Access Plan, as well as the 2020 regional transportation funding measure. The current planning effort builds on the analysis and findings from these prior plans.

PURPOSE

The purpose of the TV Highway Transit Project is to improve speed, reliability, accessibility and safety for transit riders on TV Highway, and in particular for communities of color and low-income communities.

NEED

The TV Highway Transit Project would address three major needs in the corridor:

1. **Safety:** need to improve access to transit and bus stop amenities in a high injury corridor
2. **Transit speed and reliability:** need to provide faster and more reliable transit service in order to be more competitive with driving and to improve access to destinations

3. **Transit-dependent communities:** need to provide safe, efficient, and reliable transit service to meet the needs of the high concentration of communities who rely on transit

The following subsections provide more information on each need.

Safety

TV Highway is designated as a regional high injury corridor in the 2018 Regional Transportation Safety Strategy (RTSS) and a priority high crash corridor in Washington County's Transportation Safety Action Plan (2016). The portion of TV Highway between Beaverton and Hillsboro had the seventh highest rate of serious crashes per mile out of the 181 high injury corridors identified in the 2018 RTSS.[1] Overall, there were 237 serious injuries and 39 fatalities on TV Highway between 2007 and 2018, an average of 18 serious injuries and 3 deaths per year.[2] Seventy-two percent of those fatalities were people either walking or bicycling. TV Highway has inadequate multimodal and transit infrastructure, which creates safety concerns as well as barriers to access. Approximately 29 percent of TV Highway lacks sidewalks, and approximately 32 percent of bike lanes are missing or substandard along the highway.[3] Many of the Line 57 bus stops lack landing pads, lighting, shelters, and protected crossings. Between 2007 and 2018, 53 percent of all pedestrian serious injuries and fatalities on TV Highway occurred within 100 feet of a transit stop, which highlights the importance of access and safety improvements for pedestrians near transit stations.[4]

Transit speed and reliability

Transit travel time on the Line 57 is nearly double that of auto travel time, which impacts existing transit riders, limits the attractiveness for new riders, and hinders access to destinations along the corridor.[5] This transit delay is primarily caused by congestion and delay at signalized intersection, and will only get worse as traffic continues to grow over time. Substandard bus stops also result in slower boarding procedures and longer dwell times, which account for approximately 13 percent of average runtimes on the Line 57, contributing to overall transit delay.[6] Unreliability is also a top reason for riders to be dissatisfied with their Line 57 trips.[7] Improving transit travel time and reliability within the corridor would provide an attractive alternative to driving, which could free up roadway capacity for other vehicles in the corridor, including freight and other commercial vehicles within this designated freight corridor.

Transit-dependent communities

The TV Highway corridor has relatively high concentrations of people who rely on transit and therefore need safe, efficient, and reliable transit to access community resources, jobs, and educational opportunities. In comparison to both the region and Washington County, communities in the corridor have higher concentrations of low-income households, people of color, people with limited English language proficiency, and youth. Eighty-three percent of the corridor study area is in an equity focus area as defined by the 2018 RTP, and all of TV Highway is bordered on at least one side by an equity focus area.[8] The Line 57 bus ranks tenth in the TriMet system in terms of providing access to communities of concern, jobs, affordable housing, and social services.[9] The

route has a relatively high share of riders who speak Spanish, identify as people of color, do not have a car available, and have a low household income.[10]

APPROACH

The project will seek funding from the Federal Transit Administration (FTA), specifically from FTA's Section 5309 Capital Investment Grants Program. To qualify for this funding, the project will proceed using FTA's definition of a corridor-based bus rapid transit Small Starts project. Because the project will seek federal funding, it must comply with the National Environmental Policy Act.

NOTES

1 Based on fatal and severe injury crashes from 2010 to 2014 on the 8-mile stretch of TV Highway between SW Cedar Hills Boulevard in Beaverton and SE 10th Avenue in Hillsboro.

2 Oregon Department of Transportation (ODOT) crash data (based on the portion of TV Highway (OR 8) and associated roadways following the general route of the Line 57 bus).

3 TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.

4 ODOT crash data (same geographic extent as above).

5 TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.

6 TV Highway Project Development – Project Needs and Evaluation Methodology, 2019.

7 Based on responses to a fall 2021 survey of Line 57 riders.

8 Equity focus areas are Census tracts where the rate of people of color, people with low income (i.e., incomes equal to or less than 200 percent of the Federal Poverty Level), or people with limited English proficiency is greater than the regional average and double the density of one or more of these populations. The corridor study area includes a 0.5-mile buffer on either side of the Line 57 route.

9 TriMet, 2017.

10 Based on responses to a fall 2021 survey of Line 57 riders. Of the respondents who answered each question, 34 percent completed the survey in Spanish, 52 percent identified as people of color (based on race and ethnicity questions), 64 percent reported incomes below 200 percent of the Federal Poverty Level (based on household size), and 70 percent do not have a car, motorcycle, or truck available to use.

Metro

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Agenda #: 5.3

File #: ORD 26-1538 **Agenda Date:**3/5/2026

Ordinance No. 26-1538 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Montgomery Park Streetcar Extension

Ally Holmqvist, Senior Transportation Planner
Alex Oreschak, Senior Planner
Shawn Canny, Senior Transportation Planner, Portland Bureau of Transportation

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BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE MONTGOMERY PARK STREETCAR EXTENSION	)))))	ORDINANCE NO. 26-1538 Introduced by Chief Operating Officer Marissa Madrigal in concurrence with Council President Lynn Peterson

WHEREAS, the Regional Transportation Plan (RTP) is the federally-recognized metropolitan transportation plan for the greater Portland region, and must be updated every five years; and

WHEREAS, the RTP fulfills statewide planning requirements to implement Statewide Planning Goal 12 (Transportation), as implemented through the Transportation Planning Rule and the Metropolitan Greenhouse Gas Reduction Targets Rule; and

WHEREAS, the RTP is a central tool for implementing the Region 2040 Growth Concept, and constitutes a policy component of the Regional Framework Plan; and

WHEREAS, transit is a key element of the Climate Smart Strategy and the RTP; and

WHEREAS, in June 2010, the Metro Council adopted Ordinance No. 10-1241B, amending the 2004 RTP to comply with federal and state law, which included adoption of the Regional High Capacity Transit (HCT) System Plan; and

WHEREAS, the Regional HCT System Plan identified streetcar to Montgomery Park as part of the City of Portland's Draft Streetcar System Plan; and

WHEREAS, in 2018 the Metro Council adopted the Regional Transit Strategy (RTS), as a component of the RTP, via Resolution No. 18-4892, which established the regional vision to make transit more frequent, convenient, accessible and affordable for everyone; and

WHEREAS, the HCT Strategy is a component of the 2018 RTS which was updated by Resolution No. 23-5348 to include new high capacity transit-related policies and identified high capacity transit lines on the Regional Transit Network map to better reflect the RTS vision; and

WHEREAS, the HCT Strategy identified streetcar to Montgomery Park from the City of Portland's Draft Streetcar System Plan as a Tier 1 near-term priority investment which is included on the RTP 2030 financially constrained project list; and

WHEREAS, the most recent update to the RTP was completed on November 30, 2023, following approval by the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council; and

WHEREAS, JPACT and the Metro Council must approve any subsequent amendments to add new projects or policies or to substantially modify existing projects or policies in the RTP; and

WHEREAS, the public must be provided an opportunity to review and comment on proposed amendments to the RTP, consistent with the policies and procedures in Metro's Public Engagement Guide; and

WHEREAS, ongoing efforts to address congestion in the region include directing growth in designated centers and corridors served by high-quality transit in combination with investments in system and demand management strategies, improving transit service and reliability, increasing bicycle and pedestrian connections and adding roadway capacity in targeted ways; and

WHEREAS, the Montgomery Park Streetcar Extension was identified in the 2023 RTP's financially constrained list of projects and programs; and

WHEREAS, from 2019 to 2023, the City of Portland developed the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H), which identified a preferred transit alignment for the Montgomery Park Streetcar Extension; and

WHEREAS, in 2024, the City of Portland published the Montgomery Park Area Plan, which included a description updated the MP2H name to better reflect the plan's focus in the Montgomery Park Area of Northwest Portland and included minor refinements to the preferred transit alignment to reduce capital costs and improve feasibility, as well as a description of the preferred transit alignment, an overview of the assessment of alternatives conducted toward its development, and proposed cross sections for the alignment; and

WHEREAS, on December 11, 2024, the Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Streetcar Transit Project; and

WHEREAS, on January 2, 2025, the Federal Transit Administration (FTA) approved the Montgomery Park Streetcar Extension to enter into the Project Development phase under the FTA's Capital Investments Grants Small Starts program; and

WHEREAS, at its meeting on June 26, 2025, JPACT approved Resolution No. 25-5505 endorsing the Locally Preferred Alternative for the Montgomery Park Streetcar Extension and submitted the resolution to the Metro Council for approval; and

WHEREAS, at its meeting on July 31, 2025, Metro Council approved Resolution No. 25-5505 endorsing the Locally Preferred Alternative for the Montgomery Park Streetcar Extension; and

WHEREAS, the FTA requires that the Locally Preferred Alternative be included in the Financially Constrained RTP and the Metropolitan Transportation Improvement Plan in order to be considered for a Small Starts Capital Investment Grant project rating; and

WHEREAS, Metro held a 45-day public comment period on the requested amendment from November 3 to December 19, 2025; and

WHEREAS, the Metro Council held a public hearing on December 4, 2025 to accept public testimony and comments regarding the requested RTP amendment; and

WHEREAS, JPACT and MPAC have recommended approval of the requested RTP amendment by the Metro Council; and

WHEREAS, the Metro Council held an additional public hearing on the requested RTP amendment on March 5, 2026; now therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2023 Regional Transportation Plan is hereby amended, as indicated in attached Exhibit A, attached and incorporated into this ordinance.

ADOPTED by the Metro Council this ___ day of _____, 2026.

Lynn Peterson, Council President

Attest:

Georgia Langer, Recording Secretary

Approved as to Form:

Carrie MacLaren, Metro Attorney

Exhibit A to Ordiance No. 26-1538

Proposed amendments to the 2023 RTP to reflect the **Montgomery Park Streetcar Extension**

oregonmetro.gov/rtp

This exhibit documents proposed amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension Project Locally Preferred Alternative endorsed by the Joint Policy Advisory Committee on Transportation and the Metro Council in July 2025.

The amendments are shown in red ~~strikethrough~~ and underscore and include:

- Appendix CC: Montgomery Park Streetcar Extension Project LPA ***(new)***
- Chapter 3: System Policies to Achieve Our Vision
- Chapter 5: Our Transportation Funding Outlook
- Chapter 6: Regional Programs Projects to Achieve Our Vision
- Appendix A: Financially Constrained List of Projects and Programs
- Appendix W: Status of current major projects
- Appendix V: Future corridor refinement planning

Metro and regional partners have made significant progress on this project and are ready to take the next step in moving forward into project development and pursuing funding opportunities. To be eligible for federal and state funding, the Locally Preferred Alternative (LPA) must be adopted in the RTP. The requested amendments will bring the Montgomery Park Streetcar Project LPA into the 2023 RTP to support the project moving forward into project development and make the project eligible to compete for federal and state funding opportunities now.

Photo courtesy of the Portland Bureau of Transportation (PBOT)

APPENDIX CC

2023 Regional Transportation Plan

Montgomery Park Streetcar Extension Locally Preferred Alternative

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Montgomery Park Transit Project

Recommended Locally Preferred Alternative | September 2024

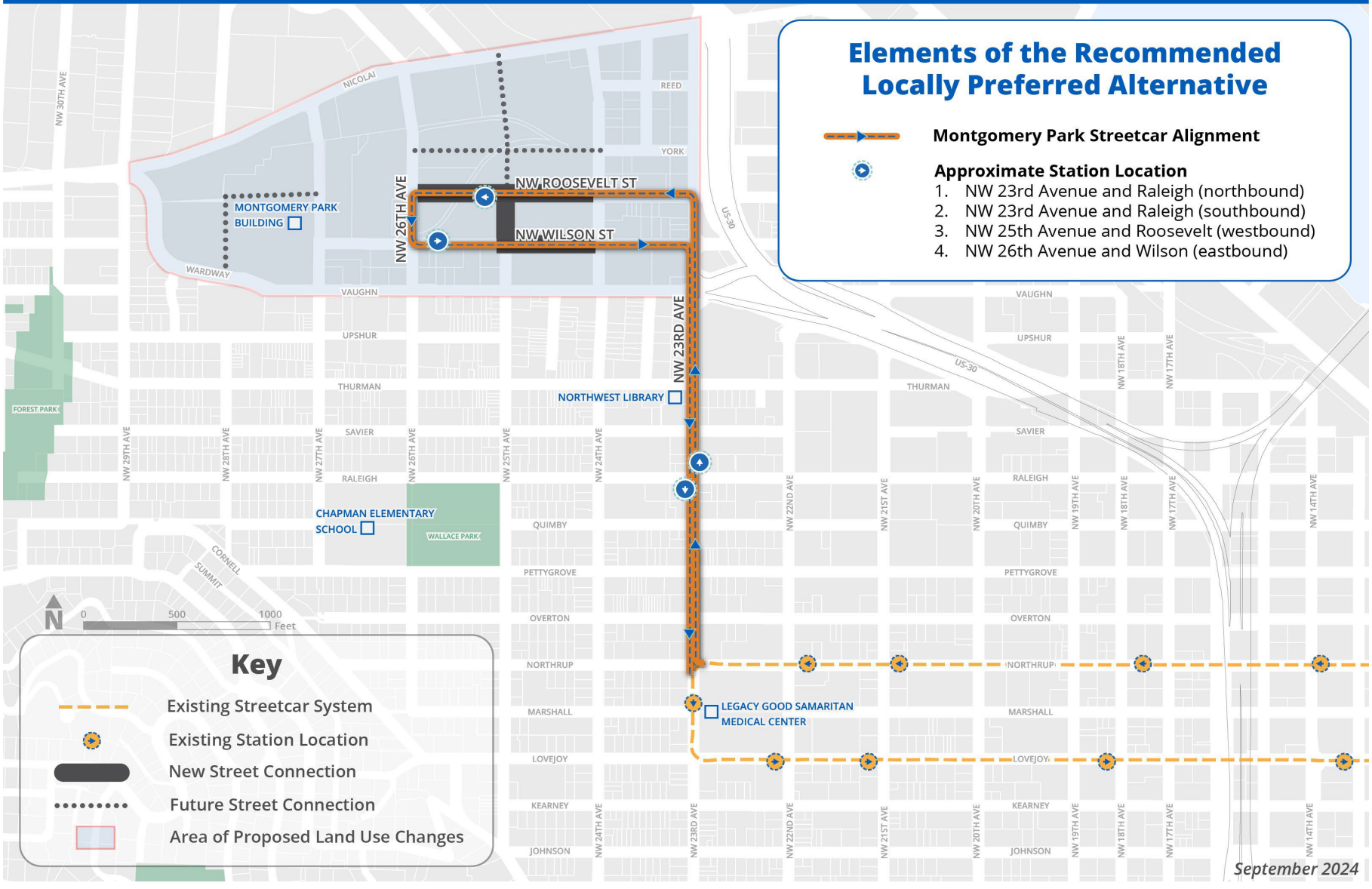
PBOT
PORTLAND BUREAU OF TRANSPORTATION

The recommended Locally Preferred Alternative for high capacity transit to the Montgomery Park Area is streetcar transit with stations at the locations indicated on the attached map, operating as a .65 one-way route mile extension of the existing Portland Streetcar North-South (NS) Line from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near the Montgomery Park building in Northwest Portland. This extension will allow the NS Line to operate between the Montgomery Park Building and the South Waterfront. The route extension will operate on NW 23rd Avenue, as well as on a new one-way parallel couplet using NW Roosevelt Street, NW 26th Avenue, and NW Wilson Street.

Montgomery Park Transit Project

RECOMMENDED LOCALLY PREFERRED ALTERNATIVE

PBOT
PORTLAND BUREAU OF TRANSPORTATION



Proposed amendments to 2023 Regional Transportation Plan Chapter 3

Amend Figure 3.24 Regional Transit Network Map to:

Revise the extent of Montgomery Park Streetcar to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.

Proposed amendments to 2023 Regional Transportation Plan Chapter 5

- Update **Figure 5.2 Flow of transportation revenues into the greater Portland region** to:
    - add $57,500,000 to assumed "Regional and Local Sources $39 billion",
    - add $57,500,000 to assumed "Federal Sources $15 billion", and
    - add $115,000,000 to the "Transit Capital $4.6B" total
    - add to figure "Source" note "*additional Federal, state, and local dedicated funding from new revenue sources identified as part of the transit project Locally Preferred Alternative(s) (not accounted for in the revenue forecast)*".
- Update **Figure 5.4: Federal transportation revenue sources in the 2023 RTP** to add $57,500,000.
- Update **Figure 5.6: Regional transportation revenue sources in the 2023 RTP** to add $10,000,000.
- Update **Figure 5.7: Local transportation revenue sources in the 2023 RTP** to add $48,500,000.
- Update **Table 5.5 RTP constrained revenue forecast for capital projects, 2023 to 2045 (YOE$)** to reflect the addition of $115,000,000 in revenue:
    - add a new row "*Additional Federal, state, and local dedicated funding from new revenue sources available identified as part of recent transit project Locally Preferred Alternative processes (not accounted for above)*",
    - update "Total revenues available for capital projects in the 2023 RTP: $28,130.45", and
    - update page 5-26 paragraph 1 text to reflect updates to Table 5.5 totals.
- Update **Figure 5.9 2023 RTP total anticipated spending by investment category (YOE$)** to add $115,000,000 to "27.9B Capital Project Spending" and "69.3B Total RTP anticipated spending".
- Update **Figure 5.10 Total anticipated capital and O&M investment spending, FY 2024 to FY 2045 (YOE$)** to add $115,000,000 to "69.3 billion 2023-2045 RTP Constrained List".
- Update **Table 5.7 Estimated costs for RTP Constrained Project List in YOE$, 2023-2045** to:
    - add $115,000,000 to:
        - "Transit Capital Investments (YOE$) Near Term 2023-2030: 1,575,610,000",

        - "Transit Capital Investments (YOE$) Total 2023-2045: 4,647,590,000",
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Near Term 2023-2030: 8.57 billion",
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Total 2023-2045: 27.87 billion",
        - "Total estimated RTP Costs (YOE$) Near Term 2023-2030: 19.07 billion", and
        - "Total estimated RTP Costs (YOE$) Total 2023-2045: 69.3 billion".
- Update **Figure 5.11: Cost and number of RTP constrained capital projects by investment area (YOE$)** to add $115,000,000 to "Transit Capital $4.6B"
- Update **Figure 5.12: Number and type of RTP constrained capital projects by project cost (YOE$)** to reflect the $115,000,000 project cost increase (show one less project at $25-$100M and one more project at $100M - $1B).
- Update **Table 5.8: Demonstration of financial constraint of the 2023 RTP, 2023-2045 (YOE$)** to add $115,000,000:
    - to "Capital projects Constrained revenues: $28,130,454,000",
    - to "Capital projects Constrained costs: $27,872,866,000",
    - to "Total Constrained revenues: $70,385,197,000",
    - to "Total Constrained costs: $69,320,668,000",
    - by updating the table note to reflect the new revenue sources, and
    - by updating page 5-34 paragraph 1 text to reflect updates to Table 5.8 totals.
- Update **Table 5.10: Transit-related revenue forecast compared to total costs, 2023 - 2045 (YOE$)** to add $115,000,000:
    - to "Capital projects Constrained revenues: $4,852,550,000",
    - to "Capital projects Constrained costs: $4,647,590,000",
    - to "Total Constrained revenues: $31,067,993,000",
    - to "Total Constrained costs: $30,810,703,000", and
    - by updating the table note to reflect the new revenue sources.

Proposed amendments to 2023 Regional Transportation Plan Chapter 6

- Update **Figure 6.3: Map of RTP Financially Constrained Projects, 2023-2045** to add $115,000,000 to "27.9B Capital Project Spending" and reflect the $115,000,000 project cost increase (show one less project at $25-$100M and one more project at $100M - $1B in the table and in project #11319 symbology).
- Update **Table 6.3 : Estimated costs for Constrained RTP Project List** to:
    - add $115,000,000 to:
        - "Transit Capital Near Term 2023-2030: $1.58 billion",
        - "Transit Capital Total 2023-2045: $4.65 billion",
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Near Term 2023-2030: 8.57 billion",
        - "RTP Capital Projects and Programs (YOE$) Total Estimated RTP Costs (YOE$) Total 2023-2045: 27.87 billion",
        - "Total estimated RTP Costs (YOE$) Near Term 2023-2030: 19.07 billion", and
        - "Total estimated RTP Costs (YOE$) Total 2023-2045: 69.3 billion".
- Update **Figure 6.4: Total estimated investment by 2045 (YOE$)** to add $115,000,000 to "27.9B Capital Project Spending" and "69.3B Total RTP anticipated spending".
    - Update page 6-16 paragraph 1 to reflect these updates to Figure 6.4 totals.
- Update **Figure 6.5: Greater Portland region: Cost range of RTP constrained list projects by investment category, 2023-2045** to reflect the $115,000,000 project cost increase (show one less project at $25-$100M and one more project at $100M - $1B)
- Update **Figure 6.6: Greater Portland region: Cost and number of RTP constrained list projects by investment category, 2023-2045** to add $115,000,000 to "Transit Capital $4.6B"
- Update **Figure 6.8: TriMet: Cost and number of RTP constrained list capital projects by investment category, 2023-2045** to add $115,000,000 to "$4.33B total constrained capital RTP spending [YOE $]"
- Update **Figure 6.14: Map of RTP constrained list capital projects in Multnomah County, 2023-2045** to reflect the $115,000,000 project cost increase (in project #11319 symbology).
- Update **Table 6.5: Summary of RTP constrained list transit capital projects and planned service** to add $115,000,000 to "Estimated capital cost in YOE dollars Near-term Constrained List (2023-2030): $1.58 billion".

- Update **Figure 6.18: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2030** to revise the extent of project #11319 to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.
- Update **Figure 6.19: Greater Portland region: Map of RTP constrained list transit capital projects and planned service, 2045** to revise the extent of project #11319 to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.
- Update **Figure 6.26: Greater Portland region: Map of RTP constrained project list equity priorities, 2023-2045** to reflect the $115,000,000 project cost increase (in project #11319 symbology).
- Update **6.28: Greater Portland region: Map of RTP constrained project list climate pollution reduction priorities, 2023-2045** to reflect the $115,000,000 project cost increase (in project #11319 symbology).
- Update **Figure 6.29: Greater Portland region: Map of RTP constrained project list mobility priorities, 2023-2045** to reflect the $115,000,000 project cost increase (in project #11319 symbology).
- Update **Figure 6.30: Greater Portland region: Map of RTP constrained project list economic development priorities, 2023-2045** to reflect the $115,000,000 project cost increase (in project #11319 symbology).

Proposed Amendments to Appendix A to the 2023 Regional Transportation Plan
(shown in red ~~strikethrough~~ and underscore)
Financially Constrained List of Projects and Programs

RTP Investment Category	County or counties	Nominating Agency	Primary Owner	RTP ID	Project Name	Start Location	End Location	Description	Estimated cost (in YOE dollars)	Time Period	Financially Constrained
Transit - High Capacity	Multnomah County	TriMet	City of Portland ~~Streetcar, inc~~	11319	HCT: Streetcar Montgomery Park Extension	NW Lovejoy/Northrup	Montgomery Park	Extend streetcar from NW Lovejoy/Northrup to Montgomery Park, construct associated local street improvements, and purchase streetcar vehicles.	$ ~~80,000,000~~ 195,000,000	2023-2030	Yes

Projects submitted to RTP by nominating agency.

Download the project data in excel at: www.oregonmetro.gov/rtp

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Proposed Amendments to Appendix W to the 2023 Regional Transportation Plan (shown in red ~~strikethrough~~ and underscore)

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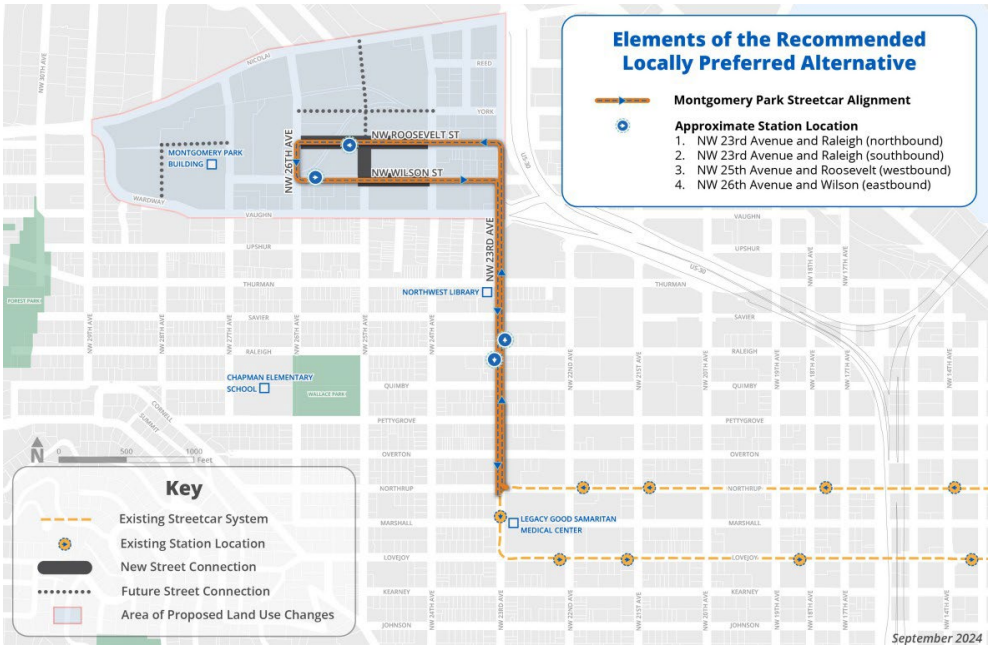
Montgomery Park Streetcar Extension

In 2019, a Federal Transit Administration transit-oriented development planning grant helped fund the City of Portland's Montgomery Park Area Plan. That plan identified the Montgomery Park Streetcar Extension Project which will extend the existing Portland Streetcar North-South Line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. In addition to spurring transit-oriented development, the project is intended to serve as a critical single occupancy vehicle trip demand mitigation tool as the area redevelops over time. As such, it also includes improvements to the pedestrian and bicycle network to support non-driving options within, to, from, and through the new district.

The project will support dense, equitable transit-oriented development west of US-30 between NW Nicolai and NW Vaughn streets, where predominantly vacant, low-density industrial land recently underwent land use changes to employment- and housing-focused mixed uses. The project will also support several indirect public benefits for the area through a Public Benefits Agreement between the City of Portland, property owners in the area, and Portland Streetcar, Inc, including new affordable housing, new middle-wage jobs on-site, a new public park, affordable commercial opportunities, and the commemoration of York through public art.

The Portland City Council unanimously endorsed the LPA in December 2024 and as recommended by JPACT, Metro Council also endorsed the LPA in July 31, 2025. Next steps for the project include completing NEPA environmental review, advancing preliminary engineering and design, developing a finance plan, and preparing construction documents. Based on the current timeline, the project is estimated to open in Summer 2030.

Figure W.11: Montgomery Park Streetcar Extension Locally Preferred Alternative



ORDINANCE NO. 26-1538 FOR THE PURPOSE OF AMENDING THE 2023 REGIONAL TRANSPORTATION PLAN TO INCLUDE THE LOCALLY PREFERRED ALTERNATIVE FOR THE MONTGOMERY PARK STREETCAR EXTENSION
First Reading and Public Hearing

Date: January 28, 2026

Department: Planning, Development and Research

Meeting Date: March 5, 2026

Length: 15 minutes

Presenters:
- Ally Holmqvist, Senior Planner, Metro
- Alex Oreschak, Senior Planner, Metro
- Shawn Canny, Transportation Planner II, PBOT

Prepared By:
Ally Holmqvist, Senior Planner
ally.holmqvist@oregonmetro.gov

ISSUE STATEMENT
The Regional Transportation Plan (RTP) is the state- and federally-required long-range transportation plan for the Portland metropolitan area that guides planning and investment for all forms of travel – motor vehicle, transit, biking, and walking – and the movement of goods and freight. It includes a list of "financially constrained" projects eligible to move forward when there is funding and political support. The RTP was last updated in 2023.

In July 2025, the Joint Policy Advisory Committee on Transportation (JPACT) and the Metro Council endorsed the Locally Preferred Alternative (LPA) for the Montgomery Park Streetcar Extension identified as a regional priority in the 2023 RTP (and its element the High Capacity Transit Strategy) to improve transit speed, reliability, capacity, safety, comfort and access aligned with the vision established in the regional transit strategy. Planning to develop the LPA identified additional details and information that required amendments to the 2023 RTP. The amendment includes updates to reflect:
- the endorsed LPA route alignment on the regional transit network map,
- LPA project description, cost and anticipated revenues, and
- the project timeline and status in appendices of the 2023 RTP.

Metro and regional partners have made significant progress on the Montgomery Park Streetcar Extension, as well as the 82nd Avenue Transit Project and Tualatin Valley Highway Transit and Safety Project, and are ready to take the next step in pursuing key federal funding opportunities. This is a key step of the project development lifecycle outlined in the HCT Strategy for these identified Tier 1 priorities (see **Attachment 1**). To be eligible for federal and state funding, the endorsed transit project must have its LPA adopted in the RTP. The next full RTP update must be completed by November 30, 2028.

The requested amendment will include the endorsed Montgomery Park Streetcar LPA as part of the 2023 RTP in order to support the project moving into project development and becoming eligible to compete for federal and state funding opportunities now.

IDENTIFIED POLICY OUTCOMES

To reflect the LPA as previously endorsed by Metro Council resolution, the requested amendment includes the following:

- Amendment to Chapter 3 System Policies to Achieve Our Vision Regional Transit Network Map (Figure 3.24) to:
    - Revise the extent of Montgomery Park Streetcar to include NW Roosevelt Street between NW 26th Avenue and NW 23rd Avenue and on NW 23rd Avenue and NW 26th Avenue between NW Roosevelt and NW Wilson Streets to match the Locally Preferred Alternative.
- Amendments to Chapter 5 Our Transportation Funding Outlook and Chapter 6 Regional Programs and Projects chapter text and figures to reflect additional revenues related to the transit project not accounted for in the adopted 2023 RTP financial forecast.
- Amendments to the Appendix A: Constrained Priorities Project List to update project cost and description for:
    - Project 11319: Streetcar Montgomery Park Extension to update the project description and project cost to $195M (from $80M).
- Amendments to Appendix W: Status of Current Major Projects to update description of the transit project to reflect endorsement of the LPA, including project status, timeline, maps and next steps.
- Create a new appendix that will contain the LPA: Appendix CC: Montgomery Park Streetcar Extension Locally Preferred Alternative
- Amendments to numbering, pagination, formatting and other scrivener's errors as needed.

ACTION REQUESTED

Hold a public hearing on the proposed RTP amendment and review Ordinance No. 26-1538 For the Purpose of Amending the 2023 Regional Transportation Plan to Include the Locally Preferred Alternative for the Montgomery Park Streetcar Extension.

STAFF RECOMMENDATIONS

Staff recommends that Metro Council hold the public hearing for and review Ordinance No. 26-1538.

Following the amendment procedures, Metro staff has reviewed the information submitted by TriMet (project sponsor) and City of Portland (project owner) in Attachment 2 and finds that the requested amendment to the 2023 RTP to include the LPA for the Montgomery Park Streetcar Extension is regionally significant and consistent with the 2023 RTP and federal fiscal constraint requirements.

Metro Council is anticipated to consider adoption at the April 23 Council meeting following a recommendation from MPAC and action from JPACT.

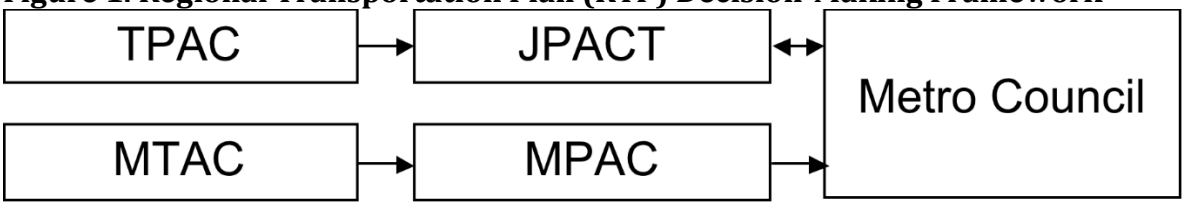
STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

In 2023, JPACT and the Metro Council adopted a significant update to the RTP that brought together the input of thousands of people who live, work and travel across the greater Portland region. Meaningful engagement and consultation with Tribes, community members, community-based organizations, businesses, transportation agencies and elected officials contributed to a shared vision and strategy for investing in a transportation system that serves everyone. The 2023 RTP forwards the values and desired outcomes for the future of the region's transportation system: mobility options, equitable transportation, climate action and resilience, safe system, and thriving economy.

As the federally-designated metropolitan planning organization for the Portland metropolitan area, Metro is responsible for developing and maintaining the RTP. As the regional government responsible for regional land use and transportation planning under state law, Metro is also responsible for developing and maintaining a regional transportation system plan, consistent with the Regional Framework Plan, statewide planning goals, the Oregon Transportation Planning Rule, the Metropolitan Greenhouse Gas Reduction Rule, the Oregon Transportation Plan, and by extension the Oregon Highway Plan and other state modal plans.

The Metro Council and JPACT jointly share responsibility for developing and adopting an updated RTP every five years to maintain compliance with federal and state requirements. Adoption or amendment of the RTP is a land use action under the statewide land use planning program. As such, the Metro Policy Advisory Committee (MPAC) serves in an advisory role to the Metro Council. This decision-making framework is shown in Figure 1.

Figure 1. Regional Transportation Plan (RTP) Decision-Making Framework



Amendments to the RTP are considered in between scheduled updates when a sponsoring agency requests changes to the funding, phasing, mode, function or general location of a project in the plan. There are several general sources for RTP amendment requests:

(1) ODOT requests that require an amendment to the RTP for specific projects or the phasing of existing projects due to a funding decision by the Oregon State Legislature or other action by the Oregon Transportation Commission;
(2) city or county requests involving transportation projects adopted through a public process in local transportation system plans, area plans, concept plans or studies;
(3) transit agency requests to align adopted transit plans with the RTP;

(4) public agency requests resulting from a National Environmental Policy Act (NEPA) review process to reflect the LPA adopted by project partners to allow the project to proceed and be eligible for federal funding; and
(5) amendments resulting from a local, regional or state planning study or corridor refinement planning as defined in the Oregon Transportation Planning Rule, that involve additions or deletions to the RTP Financially Constrained project list or a significant change in the mode, function or general location of a project on the RTP Financially Constrained project list.

As described in Appendix Y of the RTP, such amendments require a recommendation from MPAC and adoption by the JPACT and the Metro Council by Ordinance.

Attachment 3 describes in detail how the amendment is regionally significant and consistent with the 2023 RTP and related public engagement procedures for amendments to the RTP. **Table 1** below provides a summary of the determination outcomes.

Table 1. RTP Amendment Consistency Review Outcomes Summary

Process Step	*Outcomes*
Step 1 Sponsoring agency consults with Metro Staff	*Staff from TriMet (project sponsor) and City of Portland (project owner) met with staff from Metro between April and September 2025 on the requested amendment and the RTP consistency requirements. Metro staff also participated as a partner in the LPA process for the transit project.*
Step 2 Sponsoring agency submittal	*Staff from TriMet and City of Portland submitted a memo for the requested amendment including the RTP consistency background information outlined in the RTP Project Amendment Checklist as outlined in Appendix Y: RTP Amendment Process in October 2025.*
Step 3 Regional significance determination:	*In 2018, Metro adopted the region's first Regional Transit Strategy, as an element of the RTP. The RTP identified an Enhanced Transit Corridor in Montgomery Park for short-term implementation with the transit project identified in the financially constrained project list. In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as an element of the RTP, and designated this high capacity transit project as a Tier 1: near-term HCT corridor – the highest priority for near-term HCT investment in the region. The project will also require project-level NEPA review. Additionally, the project corridor is designated on multiple RTP network maps – including transit, bicycle, and pedestrian networks.*

(continued) **Table 1. RTP Amendment Consistency Review Outcomes Summary**

Process Step	***Outcomes***
Step 4 Public engagement consistency determination:	*TriMet and the City of Portland submitted signed Public Engagement and Non-discrimination Certification and Documentation Forms as part of the 2023 RTP certifying that they have:* • *an adopted Title VI plan and implementation procedures;* • *public engagement plans compliant with Title VI and Goals 1 and 12 for all adopted land use and/or transportation plans, strategies and studies including the project;* • *conducted project-specific engagement and analyzed potential inequitable impacts for marginalized groups;* • *conducted and will conduct non-discriminatory, inclusive engagement compliant with Title VI and Goals 1 and 12 where input followed best practices and helped shape the project; and* • *retained records related to these public engagement activities in compliance with regulations.* *The LPA endorsement process documented the extensive, consistent project development public engagement activities since that time.*
Process Step	***Outcomes***
Step 5 RTP consistency determination:	*The requested amendment has elements demonstrating progress toward objectives under all five regional goals that:* • *implement the Metro 2040 Growth Concept by advancing high-capacity transit along a Main Street improving mobility within the Central City via a transit solution supporting planned compact, higher density land uses;* • *invest in a corridor identified for transit improvements on the RTP Transit Network Vision;* • *improve transit, bicycle and pedestrian travel and access, while balancing motor vehicle and travel functions of mobility corridors;* • *improve multimodal options and access for Equity Focus Areas;* • *provide safer alternatives to driving, advancing Vision Zero;* • *advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible — a key strategy for implementing the Climate Smart Strategy;* • *advance transit, bicycle and pedestrian system completion in a job and activity center to provide safe and convenient options for short trips and connections to transit, supporting the economy; and* • *plan to include transit signal priority and access management strategies to support system management and operations and are themselves transit strategies for increasing corridor capacity as part of the Congestion Management Toolbox.* *In all these ways, the requested amendment has been determined to support the region's progress toward both federal and regional performance targets. All project amendments (additions and deletions) are exempt from the federally-required air quality conformity analysis.*

(continued) **Table 1. RTP Amendment Consistency Review Outcomes Summary**

Process Step	*Outcomes*
Step 6 Fiscal constraint determination	*The estimated cost for the Montgomery Park Streetcar Extension increased from $80M in the 2023 RTP to $195M. This $115M difference is accounted for in:* • *$47.5M in new revenue not included in the RTP forecast (i.e., Portland Clean Energy Fund Grant, additional revenues forecasted for the project based on a new forecast of LID revenues following the 2023 RTP update);* • *$57.5M in additional FTA Capital Investment Grant award; and* • *$10M in regional revenue (i.e., Regional Flexible Fund Bond approved by JPACT and the Metro Council in 2025).*
Step 7 Begin Formal Amendment Process	*The RTP Amendment Process was initiated with the start of the public review period on November 3, 2025. Per Metro's adopted Public Engagement Guide, advance notice of the public comment period was provided 30 days in advance. This process was consistent with Metro's public engagement and established RTP amendment procedures.* ***Attachment 2** provides the process and timeline for considering the requested RTP amendment. To date that has included:* • *a 45-day public comment period which concluded on December 19, including a public hearing on December 4 (no comments received, see below)* • *Form 1 Notice to the Department of Land Conservation and Development on January 28* *Next steps in the process will include:* • *Consideration by MTAC and TPAC (making recommendations to MPAC and JPACT) this spring* • *Consideration by JPACT and MPAC this spring* • *Consideration by Metro Council (second reading and adoption anticipated April 23)* • *Form 2 Notice to the Department of Land Conservation and Development by May 12*

Known Support and Opposition

Overall, public input and prior endorsements demonstrate support for the transit project LPA by agency and community partners in the region. Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components for the project. Analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with agency partners and outreach for the associated Montgomery Park Area Plan. Additionally, the project has demonstrated compliance with Title VI and regional public involvement requirements.

No public comments were received on the Montgomery Park Streetcar Extension or this proposed amendment during the comment period.

Legal Antecedents
Metro Council actions include:

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.
- Resolution No. 09-4052, "For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments" adopted by the Metro Council on July 9, 2009.
- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010.
- Resolution No. 10-4119 (For the purpose of updating the work program for Corridor Refinement Planning through 2020 and Proceeding with the Next Two Corridor Refinement Plans in the 2010-2013 Regional Transportation Plan Cycle), adopted by the Metro Council on February 25, 2010.
- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.
- Ordinance No. 18-1421 (For the Purpose of Amending the 2014 Regional Transportation Plan to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on Dec. 6, 2018.
- Resolution No. 18-4892 (For the Purpose of Adopting the 2018 Regional Transit Strategy and Replacing the 2009 High Capacity Transit System Plan), adopted by Metro Council on Dec. 6, 2018.
- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30, 2023.
- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.
- Ordinance No. 25-1522 (For the Purpose of Amending the Industrial and Other Employment Areas Map of Title 4 of the Urban Growth Management Functional Plan for the Montgomery Park Area of the City of Portland), adopted by the Metro Council on January 16, 2025.
- Resolution No. 25-5505 (For the purpose of endorsing the Locally Preferred Alternative for the Montgomery Streetcar Extension), adopted by the Metro Council on July 31, 2025.

Local jurisdiction actions include:

- The Portland City Council adopted Ordinance No. 192000 to adopt the Montgomery Park Area Plan including amendments to the Comprehensive Plan, Comprehensive Plan Map, Zoning Map, Zoning Code, Citywide Design Guidelines, and related amendments to the Guild's Lake Industrial Sanctuary and Northwest District plans (amend Code Title 33) on December 11, 2024.
- The Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Transit Project on December 11, 2024.
- The Portland City Council adopted Ordinance No. 192001 to authorize Agreement between the City, Portland Streetcar Inc, and 1535-A1 LLC for public benefits related to the Montgomery Park Area Plan on December 11, 2024.

Anticipated Effects: Adoption of the Ordinance will allow project staff to continue working with TriMet and partners on the project to:

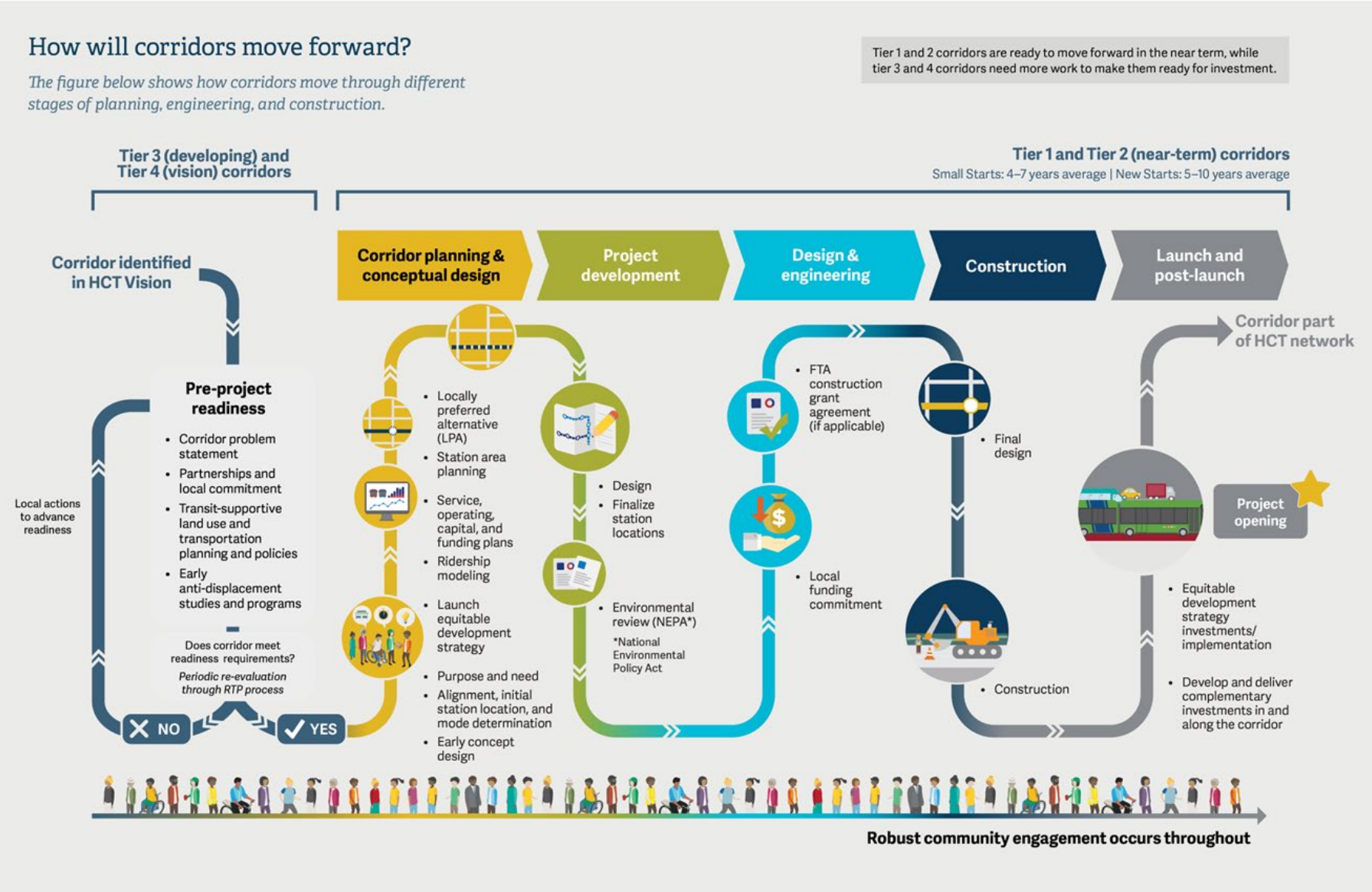
- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Coordinate with partners
- Support the implementation and construction of the project
- Open the streetcar extension to Montgomery Park in 2030

Budget Impacts: Adoption of the Ordinance has no budget impact at this time. There will be future costs associated implementation of the transit projects. These costs will be shared by local, regional, state and federal partners.

ATTACHMENTS

- Attachment 1: High Capacity Transit Project Development Lifecycle
- Attachment 2: Transit Project Locally Preferred Alternative RTP Amendments Process Timeline
- Attachment 3: Montgomery Park Streetcar Extension Locally Preferred Alternative RTP Amendment Request Memo

High Capacity Transit Project Development Lifecycle



Transit Project Locally Preferred Alternative 2023 Regional Transportation Plan Amendments Process Schedule

Below is a consolidated schedule showing the timeline for considering adoption of the proposed 82nd Avenue, Montgomery Park Streetcar, and TV Highway 2023 Regional Transportation Plan amendments.

Round	Meeting	Actions Necessary	Documents Necessary	Date
Public Comment Period (45 days) ***DLCD Proposed Change PAPA Notice (post acknowledgement plan amendment)***	45 Day Comment Period	○ Public notice of comment period 30 days in advance of start of comment period – Friday, October 3 ○ Public notice of comment period at start of comment period ○ Amendment documents posted on Metro website ○ Notice of public comment period emailed to Metro committees and RTP/Transportation Planning interested parties' lists	Public review and public hearing amendment materials: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment ○ Staff Report[1] ○ Attachments to Staff Report ○ Documented Public Comment Print Notices	November 3 – December 19, 2025
	Metro Council	Public Hearing		**December 4, 2025**
	Notice of Proposed Change to Plan (Form 1)	*Email PAPA notice with required attachments for each amendment (submit to DLCD 35 days before first reading)*		*January 28, 2026*
1st Reading and Public Hearing **Introduce RTP Amendments to Advisory Committees**	TPAC	○ Review and discuss, identify any needed changes	Revised draft amendment materials: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment ○ Staff Report[2] ○ Attachments to Staff Report ○ Draft Public Comment Report ○ Table documenting comments proposing a change and recommended action(s) to respond to public comment	**February 6, 2026**
	MTAC	○ Review and discuss, identify any needed changes ○ 1st Reading and Public Hearing		**February 18, 2026**
	JPACT			**February 19, 2026**
	MPAC			**February 25, 2026**
	Metro Council			**March 5, 2026**
Final rec'ds and action by Advisory Committees and Council **2nd Reading, Final Public Hearing and action**	MTAC	○ Review final documents ○ Make recommendation to MPAC on their adoption recommendation	Final: ○ Ordinance ○ Exhibit(s) to Ordinance ○ RTP Amendment (with any recommended actions incorporated) ○ Findings ○ Staff Report[2] ○ Attachments to Staff Report ○ Final Public Comment Report ○ Table documenting comments proposing a change and recommended action(s) to respond to public comment	**March 18, 2026**
	MPAC	○ Review final documents ○ Consider MTAC recommendation ○ Make recommendation to Metro Council on adoption		**March 25, 2026**
	TPAC	○ Review final documents ○ Make recommendation to JPACT on adoption		**April 3, 2026**
	JPACT	○ Review final documents ○ Consider TPAC recommendation on adoption ○ Consider adoption of Ordinance and make recommendation to Council		**April 16, 2026**
	Metro Council	○ Review final documents ○ Consider MPAC recommendation and JPACT action ○ 2nd Reading and Final Public Hearing ○ Consider adoption as recommended by JPACT (or remand to JPACT)		**April 23, 2026**
DLCD Adopted Change PAPA Notice	*Notice of Adopted Change to Plan (Form 2)*	*Email PAPA notice with required attachments for each amendment (submit to DLCD within 20 days of adoption)*	*Include final documents above*	*May 12, 2026*

[1] Staff Report address RTP project amendments checklist in RTP Appendix Y.

Date:	October 29, 2025
To:	Kim Ellis, Climate Program Manager; Ally Holmqvist, Senior Transportation Planner
From:	Shawn Canny, City Transportation Planner II; Brenda Martin, Capital Project Manager
Subject:	Portland Streetcar Montgomery Park Extension RTP Amendment Request

Overview

This memo formally requests an amendment to the Regional Transportation Plan (RTP) to incorporate the Locally Preferred Alternative (LPA) and updated estimated cost for the Portland Streetcar Montgomery Park Extension Project (Project). It contains the background information needed to help Metro staff to review the requested amendment for consistency with the RTP and develop the legislation and supporting staff reports for consideration by the Transportation Policy Alternatives Committee (TPAC), Metro Technical Advisory Committee (MTAC), Metro Policy Advisory Committee (MPAC), Joint Policy Advisory Committee on Transportation (JPACT), and the Metro Council.

Background

For more than 20 years, the Portland Streetcar has been one of the City of Portland's tools for equitable and sustainable development. Since 2018, the City has been exploring ways to build upon the success of streetcar and connect the existing network to Montgomery Park in Northwest Portland. These efforts culminated in the development and adoption of the Montgomery Park Area Plan (MPAP), which adopted land use and transportation changes to establish a new transit-oriented, mixed-use district in Northwest Portland west of Highway 30 and between NW Nicolai and NW Vaughn streets served by streetcar. Alongside the MPAP, the Project's Locally Preferred Alternative (LPA) was developed, identifying the transit mode, alignment, and general station locations.

Montgomery Park has been identified as a priority destination for major high-capacity transit investment for several years, with previous plans and studies of the area documenting transit issues, potential transit-oriented development, community concerns and goals, and potential solutions. A timeline of the development of planning documents specifically related to the project is as follows:

- The project was first identified for transit investment in the 2009 Portland Streetcar System Concept Plan.
- The 2035 Portland Transportation System Plan (TSP), 2018 Metro Regional Transportation Plan (RTP), and 2018 Metro Regional Transit Strategy all call for a major transit investment to Montgomery Park, with the RTP including the corridor in its financially constrained project list (1139) and the TSP including it on its unconstrained list (60035); the currently ongoing update to the TSP will include the project on its financially constrained list
- In 2018, Portland City Council adopted the Enhanced Transit Corridors Plan and funded the Preliminary Northwest Portland Streetcar Extension and Land Use Alternatives Analysis.

- In 2019, a Federal Transit Administration (FTA) transit-oriented development (TOD) planning grant administered through metro helped fund the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H). In Northwest Portland, MP2H became the Montgomery Park Area Plan (MPAP).
- In 2023, the Metro High Capacity Transit Strategy prioritized the corridor as a Tier 1 priority for major transit investment (ID C28).
- The 2023 RTP update includes the Project in its financially constrained project list (11319).
- Portland City Council unanimously adopted Ordinance 192000 on December 11, 2024, adopting the MPAP.
- In December 2024, TriMet submitted a letter to the Federal Transit Administration (FTA) requesting entry in the Project Development phase of the FTA's Capital Investment Grant Small Starts program. The FTA responded with concurrence in January 2025. The project is listed on the FTA's CIG program webpage.

Additionally, the LPA for the project has been endorsed as follows:

- The Portland City Council unanimously adopted Resolution 37692 to endorse the LPA on December 11, 2024.
- JPACT approved Resolution No. 25-5505 and made a recommendation to the Metro Council for approval on June 26, 2025.
- Metro Council adopted Resolution No. 25-5505 endorsing the LPA on July 31, 2025.

Project Description and Map

The Project will extend the Portland Streetcar North-South (NS) line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. The streetcar will run northward on NW 23rd Avenue to NW Roosevelt Street and utilize a new one-way parallel couplet with westbound movement on NW Roosevelt Street from NW 23rd Avenue to NW 26th Avenue, southbound movement on NW 26th Avenue from NW Roosevelt Street to NW Wilson Street, and eastbound movement on NW Wilson Street from NW 26th Avenue to NW 23rd Avenue. The streetcar will then return southbound on NW 23rd Avenue to connect to the existing streetcar tracks south of NW Northrup Street. General station locations are at NW 23rd and Raleigh Street (northbound and southbound), NW 25th Avenue and NW Roosevelt Street (westbound) and NW 26th Avenue and Wilson Street (eastbound/end-of-line).

The Project includes the following scope elements (for more detail, see MPAP Volume 3: Transportation Plan):

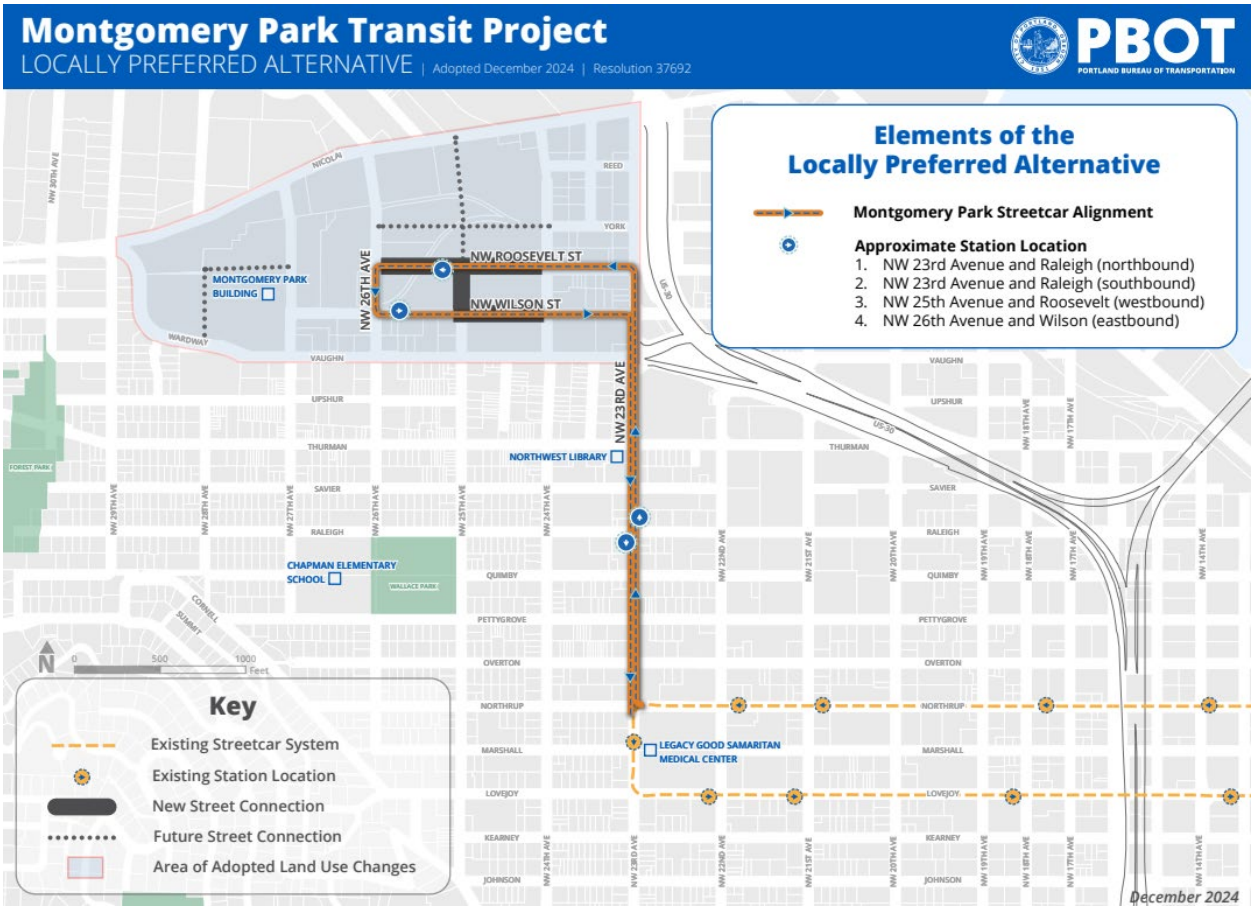
- The Project will construct new trackwork for two-way north-south streetcar movement on NW 23rd Avenue between NW Wilson Street to the north and NW Northrup Street to the south to support future trip demand in a new transit-oriented district.
- The Project will construct trackwork along a new parallel one-way couplet on NW Roosevelt Street (westbound) and NW Wilson Street (eastbound) between NW 23rd Avenue and NW 26th

Avenue, as well as along NW 26th Avenue between Roosevelt and Wilson streets (southbound) to support streetcar movement.

- The project will construct multimodal street extensions of NW Roosevelt Street between NW 24th Avenue and NW 26th Avenue, as well as NW Wilson Street between NW 24th Avenue and NW 25th Avenue to support streetcar movement, improve multimodal safety, and connect the local street grid to local connectivity standards.
- The project will add new buffered or protected bike lanes on NW Roosevelt Street and NW Wilson Street between NW 23rd Avenue and NW 26th Avenue, to improve bicycle safety
- The project will add four new streetcar stops along the alignment, two of which will be located on NW 23rd Avenue at NW Raleigh Street (northbound and southbound), as well as at NW 25th Avenue and NW Roosevelt Street (westbound) and NW 26th Avenue and NW Wilson Street (eastbound); the NW Wilson Street station will include a charging station for new off-wire capable streetcars, as the extension is planned to be off-wire.
- The project will rehabilitate NW 23rd Avenue between NW Vaughn and NW Lovejoy streets, including utility repair and relocation, stormwater remediation, and accessibility upgrades to support state of good repair and resiliency on the Neighborhood Main Street.
- The project will add or repair sidewalks and ramps along the streetcar alignment to improve pedestrian safety and meet Americans with Disabilities Act (ADA) requirements.
- The project will add wide furnishing zones along street extensions to support large species of street trees and improve tree canopy and improve resiliency in the area.
- The project will construct or modify signalized intersections along the streetcar alignment as needed to support transit reliability and multimodal safety, as well as planning the use of Transit Signal Priority (TSP) to ensure transit reliability.
- The project will purchase up to 12 new cars to support line operations and shorter headways.

See Figure 1 below for the endorsed LPA map for the project.

Figure 1: Project Locally Preferred Alternative Map and Project Elements



Purpose and Need

The Portland Streetcar Montgomery Park Extension Project will complete design and construction for an extension of Portland Streetcar to enhance transportation connectivity and access to and from key destinations in a developing transit-oriented district of Portland, Oregon. Service will be enhanced through:

- Providing low cost, high quality rapid and reliable mass transit connections in the Montgomery Park Area and Northwest Portland, as well as further enhancing the area's connections to Portland's Central City, Portland State University, Oregon Health and Sciences University, and other important local and regional destinations.
- Improving connections with current bus service at future streetcar stations and creating centralized connections to multiple transportation options near the Project terminus at Montgomery Park.
- Expanding mobility and access to employment and housing opportunities as well as critical destinations for the area's current and future residents and employees, who include transit-dependent, low-income, and minority populations.

- Preserving and promoting a healthy environment by minimizing adverse impacts on the environment and reducing congestion and carbon emissions by providing an attractive zero-emissions alternative for single occupancy vehicle (SOV) users.
- Improvement the local streetscape including new stormwater management and accessibility upgrades.

The Project will address four major needs in the corridor:

- *Meet Regional and Local Travel Demand:* According to Portland's 2035 Comprehensive Plan, Portland is predicted to add 260,000 new residents and 140,000 new jobs by 2035. The Northwest Portland area—of which the Montgomery Park Area is part—alone is expected to grow by 14,000 new households and 1,500 new jobs. Portland Streetcar, Inc. reports that streetcar ridership has grown overall, peaking at more than 16,000 average daily riders prior to Covid and rebounding to more than 10,000 in 2025. Portland's existing streetcar service is subject to the pressure of growing population and anticipated travel demand, and roadway congestion in the project corridor caused by this growth will continue to degrade transit performance as well as automobile performance and have negative environmental impacts.
- *Address Local Planning Goals:* This project aligns with the 2003 Northwest District Plan, the 2009 Streetcar System Concept Plan, the 2020 Northwest in Motion Plan, the 2015 Climate Action Plan, the 2023 Regional Transportation Plan, and the Montgomery Park Area Plan, and is prioritized in the 2035 Comprehensive Plan and Transportation System Plan as a means of accomplishing the plans' goals of reducing reliance on SOVs to achieve ambitious mode shift goals, reducing vehicle miles traveled (VMT), and achieving net-zero carbon emissions while supporting dense, equitable, and sustainable communities. The area is also poised for change, as there is substantial private development planned and anticipated on the more than 45 acres, including the Montgomery Park office complex, currently the second largest office building in the state, and the former ESCO Steel manufacturing site, which are both currently in various stages of development.
- *Serve Underrepresented Communities:* The proposed transit project will extend access to housing opportunity and employment, including for underrepresented communities. The proposed project area is near the densest and high-opportunity neighborhoods in Portland, as well as the one of the largest urban parks in the United States. Further, Portland Streetcar reports that more than a third of Portland's regulated affordable housing stock is located within a quarter mile of streetcar tracks, and plans have been developed for a further increase of housing in the area. Related land use changes and benefits agreements in the project area are anticipated to lead to hundreds of new middle-wage job opportunities and 2,000 or more new housing units, including 200 or more regulated affordable housing units. Past streetcar extensions were fundamental to broader housing development and neighborhood revitalization efforts. The extension to Montgomery Park will preserve and enhance access to living-wage jobs and connect people to opportunities through affordable, accessible low-carbon transportation options. The streetcar extension and its associated

investments in roadway construction will act as a catalyst for a new district focused on delivering more equitable and climate-friendly outcomes.

- *Maximize Local Investment:* The project will leverage a mix of funding sources, including federal, local, and private funds, to support construction and operation. The potential for using Local Improvement Districts (LIDs) to capture private investment for infrastructure underscores the project's capacity to generate community benefits.

Project Development Phase Schedule and Deliverables

The Locally Preferred Alternative being amended into the RTP will support further progress on the Project and is a required step to qualify for key federal funding opportunities. It is necessary to complete the NEPA process covering all aspects of the project proposed for FTA funding, develop sufficient information for FTA to develop a project rating, complete sufficient engineering and design to develop an accurate and reliable cost, scope, and schedule for the Project, commit all non-CIG funding commitments, complete all critical third-party agreements, and meet other FTA readiness requirements. The Project formally entered the Project Development phase in January 2025, and implementation is expected to be implemented through Summer 2030.

The Project Development Phase includes required deliverables that will be informed by the core design team, project partners, and community engagement, including:

- Completion of environmental approvals under the National Environmental Policy Act (NEPA).
- Development of preliminary design and engineering documents.
- Development of materials necessary for a Small Starts rating by FTA and subsequent Small Starts Construction Grant Agreement.

The anticipated schedule for the Project Development Phase deliverables is as follows:

- Preliminary Design and Engineering (Spring 2026 – Fall 2027)
    - 15% design (Spring 2026)
    - 30% design (Summer/Fall 2026)
    - 60% design (Spring 2027) (expected to be the plan set used for cost estimation and negotiation of Construction Grant Agreement with FTA)
- Draft Finance Plan (Fall 2026)
- Update to the Regional Transportation Plan and related financial elements, as necessary
- Environmental Approvals under NEPA (Fall 2026 – Fall 2027)
    - Purpose and Need
    - Class-of-Action Determination (anticipating a Documented Categorical Exclusion)
    - NEPA assessment and findings, including all needed analysis and public engagement
- Development of initial Small Starts Application for rating and subsequent Small Starts Construction Grant Agreement (Fall 2026)
- 30% of all non-CIG funding committed at submission of rating materials after 30% design (Fall 2026)

- Final Design and Construction Documents (Summer 2027-Spring 2028), including cost estimates for each stage documenting the total anticipated construction cost in year of expenditure dollars:
    - 95% Design Package
    - 100% Design – Issued for Construction
- 100% local funding sources committed prior to applying for final SSGA (Winter 2027/28)

The anticipated time period for the Construction phase is Spring 2028 – Summer 2030 and for vehicle procurement is Spring 2026 – Summer 2030.

Agency Partners and Roles

The following agency partners will help deliver the project:

- The Tri-County Metropolitan Transportation District of Oregon (TriMet) will be the Project Sponsor and the Grantee for the FTA CIG Small Starts program on behalf of the City of Portland.
- The Portland Bureau of Transportation (PBOT) will be the FTA CIG subrecipient. As owner of the Portland Streetcar System and Assets, the agency will lead on design and construction for the project.
- Portland Streetcar, Inc. will assistant with funding, strategy, design, and partnerships to support Project delivery.
- Metro will support completion of the environmental review process.
- The Federal Transit Administration is the lead federal agency for NEPA and a key financial partner through the FTA's CIG Small Starts program.

Intergovernmental Agreements with both Metro and TriMet are currently in process to formalize roles and responsibilities for Project Development and construction.

Public Engagement

Following a demographic assessment completed as part of public involvement planning as part of the Montgomery Park to Hollywood Transit and Land Use Development Strategy (MP2H) (which in Northwest Portland evolved into the Montgomery Park Area Plan (MPAP)), the Project team conducted various public engagement efforts was conducted in two general phases over five years:

- *Phase 1: Fall 2019 – Winter 2021/22*: During Phase 1, the project team gathered feedback as they developed and analyzed alternative transportation and land use development scenarios for Northwest Portland, with focus on the area around Montgomery Park. The project team convened a Project Working Group of 16 community members representing a variety of viewpoints, many of whom had connections to local neighborhood groups, business organizations, transportation advocates, and area property owners. An FTA TOD planning grant administered by Metro supported direct funding to two area Community Based Organizations (CBOs) to provide outreach to underserved communities regarding

their aspirations, concerns, and priorities for the area and Project: Friendly House, Inc; and Northwest Industrial Business Association (NIBA)/Columbia Corridor Association. During this phase, the project team asked questions to better understand transportation and land use conditions, sought feedback on what goals the MPAP should seek to achieve, and gathered input on various land use development scenarios and potential streetcar extension alignments. Phase 1 engagement methods included 7 Project Working Group Meetings; 1 Project Kickoff Open House; 1 Urban Design Concept Open House; the 2 aforementioned Community Based Organization Partnerships, including mailers, surveys, conversations, and community forums; meetings with neighborhood and business organizations; and 1 comment period for the draft plan.

- *Phase 2: Spring 2023 – Winter 2024/25*: Phase 2 focused on learning more about the community's needs and priorities for the Project itself, which informed the final MPAP recommendations and the LPA. This phase combined in-person meetings; an online open house and survey; project mailers; meetings with neighborhood groups; tabling at open houses and events in the area; direct canvassing of businesses along the proposed alignment; A BIPOC-focused urban design focus group; and intercept surveys both near existing area streetcar stations and around regulated affordable housing developments along streetcar in Northwest Portland.

Community engagement has helped shape the development of the MPAP and the LPA for the Project since 2019, when community members helped define the planning process goals. Overall Key takeaways from community engagement can be found in the adopted Montgomery Park Area Transportation Plan (Volume 3 of the MPAP). Two key ways in which community engagement shaped the MPAP and Project are as follows:

- *Area of change and final Project alignment*: During the MPAP planning process, several land use development scenarios and supportive alignments for streetcar were explored. When the Project Working Group and other stakeholders repeatedly expressed concern about the potential for broad loss of industrial land in the planning area, the plan shifted focus to a smaller area where the greatest expected change might occur (west of US-30) in order to preserve industrial uses elsewhere. This allowed for the development of plan recommendations that balanced stakeholder interests in new jobs, more housing, and the preservation of low-barrier-to-entry middle-wage jobs in the area. As a result, the streetcar alignment shifted to serve the area of greatest potential growth. Additionally, the project's related adopted Public Benefits Agreement addresses these priorities by requiring a minimum of 400 middle-wage jobs in a variety of sectors in the plan area and the provision of at least 200 units of affordable housing prior to development of other buildings on the land subject to the agreement.[1]
- *Commemoration of York*: Through engagement with the Portland Harbor Community Coalition, the Project team was introduced to the York Collective. The York Collective

[1] More information is available in Volume 1 of the adopted Montgomery Park Area Plan, beginning on Page 36 (PDF Page 44).

includes Black Portlanders and allies with interest in exploring and advancing opportunities to share and elevate information about the legacy of York, an enslaved member of the Lewis and Clark Corps of Discovery, and for whom NW York Street in the Project area is named. The group has produced a broad vision for a "justice- and climate-centered transit and land use development strategy along York Street." Through continued engagement, this group has ensured that public at commemorating York is part of implementation of the MPAP, and an action item directing City staff to continue to assist the group and others seeking equitable outcomes to seek further engagement and resource identification toward their goals for the area.[2]

RTP Consistency and Regional Significance

The Project advances the following RTP goals and objectives:

Goal 1 – Mobility Options:

- *Objective 1.1 Travel Options*: Provides travel options to support mode shift and reduced per capita vehicle miles traveled by constructing multimodal facilities and improving the pedestrian, bicycle, and transit network while supporting transit-oriented development so people can meet their daily needs without a personal automobile.
- *Objective 1.2 System Completion*: Supports system completion by filling gaps in the pedestrian, bike, and transit network through key connections and local street grid completion.
- *Objective 1.3 Access to Transit*: Improves access to transit for existing and future residents, workers, and visitors.
- *Objective 1.4 Regional Mobility*: Supports regional mobility by ensuring that modal functions for facilities support regional mobility, including goods movement.

Goal 2 – Safe System:

- *Objective 2.1 Vision Zero*: Implements Complete Street designs in support of Vision Zero. Streets will be human scaled with wide sidewalk corridors, and dedicated bike facilities along the new couplet north of NW Vaughn Street will reduce modal conflicts.
- *Objective 2.3 State of Good Repair*: Brings NW 23rd Avenue between NW Vaughn and NW Lovejoy streets to a state of good repair.

Goal 3 – Equitable Transportation:

- *Objectives 3.1 and 3.2 Transportation Equity and Barrier-Free Transportation*: Advances transportation equity and barrier-free transportation by improving access to permanent, high-capacity transit for residents in an Equity Focus Area (Tract 49.01) while serving future residents of affordable housing in the new transit-oriented district. The Project will improve access to nearby industrial jobs while supporting new middle-wage job requirements in the

[2] More information is available in Volume 1 of the adopted Montgomery Park Area Plan, on pages 13 and 84 (PDF pages 21 and 92).

Montgomery Park area, all while connecting people to services, jobs, and educational opportunities in Portland's Central City and throughout the region.

Goal 4 – Thriving Economy:

- *Objective 4.1 Connected Region*: Supports a connected region through focused investment and growth in an expanded Neighborhood Center in Northwest Portland.
- *Objective 4.2 Access to industry and freight intermodal facilities*: Facilities continued access to industry and intermodal freight facilities for goods movement to and from the industrial lands around the Project area.
- *Objective 4.3 Access to Jobs and Talent*: Integrates captured public benefits to require 400 new middle-wage jobs in the Montgomery Park area, per the related Public Benefits Agreement.
- *Objective 4.4 Transportation and housing affordability*: Supports the development of housing choices and new jobs in an urban district where people can meet their needs without a personal automobile.
- *Objective 4.5 State of Good Repair*: Brings NW 23rd Avenue between NW Vaughn and NW Lovejoy streets to a state of good repair.

Goal 5 – Climate Action and Resilience:

- *Objective 5.1 Climate Change Mitigation*: Supports climate change mitigation by providing accessible non-driving transportation options to support reduced per capita vehicle miles traveled.
- *Objective 5.2 Climate-Friendly Communities*: Develops a new climate-friendly community by coordinating the Project with an increase in middle-wage jobs and housing choices in a high-opportunity, walkable, mixed-use area served by permanent high capacity frequent transit service and active transportation options.
- *Objective 5.3 Resource Conservation*: Integrates greet infrastructure including onsite stormwater remediation, wide furnishing zones, and large varieties of street trees.
- *Objective 5.4 Adaptation and Resilience*: Promotes reduced urban heat island effect through the planting of large street trees along the Project's couplet north of NW Vaughn Street.
- *Objective 5.5 State of Good Repair*: Brings NW 23rd Avenue between NW Vaughn and NW Lovejoy to a state of good repair, and upgrades water and stormwater facilities.

The Project is consistent with and supports implementation of the following RTP System, Regional Design and Regional Network Policies:

- *3.2.1 2040 Growth Concept:* The Project supports the Metro 2040 Growth Concept by advancing permanent high-capacity transit and higher-density growth along a designated Main Street of NW 23rd Avenue and within the Central City regional hub, as well as supporting planned land uses adopted in Portland's Comprehensive Plan and the 2040 Growth Concept. The Project supports the preservation of nearby industrial land north of NW Nicolai Street east of US-30, and updated MPAP policies prioritize freight movement and access to this land.

- *3.2.2 Transportation Equity Policies*: The Project improves multimodal options and permanent transit access in an Equity Focus Area (Tract 49.01). Additionally, the Project advances a new equitable transit-oriented district with housing choices including affordable housing in a high-opportunity area of Northwest Portland.
- *3.2.3 Safety and Security Policies:* While the Project area does not include any Regional High Injury Corridors or Intersections, the Project advances implementation of Vision Zero and the Safe System approach and implements Complete Street policies to reduce modal conflicts and improve safety for all modes.
- *3.2.4 Climate Action Policies and Resilience Policies:* The Project supports Metro's Climate Smart Strategy and related policies. It will support implementation of the MPAP to support reduced vehicle miles traveled per capita and related greenhouse gas emissions. It will advance a major high-capacity transit investment to make transit more convenient, frequent, and accessible. It will include improvements to the bicycle and pedestrian network and connect the local street greed with safe crossings. Implementation will also include the development of a parking management strategy for the Montgomery Park area, to be implemented alongside the construction of new streets in the project area. Private developments in the area will be subject to the City of Portland's Transportation Demand Management (TDM) policies to support mode shift and reduced vehicle miles traveled per capita. Additionally, the Project will support Metro's transportation preparedness and resilience policies by supporting the designation of regional emergency transportation routes in the project are, integrating green infrastructure, and expanding the region's tree canopy.
- *3.2.6 Mobility Policies:* The Project will advance mobility policies. It pairs a major transportation system investment with adopted land use changes to enhance efficiency. It will provide people and businesses a variety of seamless and well-connected travel modes so that people and businesses can meet their daily needs. It prioritizes the safety and comfort of travelers of all modes through multimodal network completion. It prioritizes an investment in an Equity Focus Area.
- *3.3 Regional Network Policies:* The Project supports regional network policies. It advances design and complete streets policies by implementing multimodal street connectivity and Complete Streets Policies. It is supportive of 2023 RTP Policy Map designations for transit, bike, pedestrian, and regional emergency routes in the Project area and implements Project C28 in the Regional High Capacity Transit Vision. It supports adjacent RTP Policy Map designations for Design, Freight, and Motor Vehicles.

Identification of the Project followed the RTP congestion management process policies in the following ways:

- The Project utilizes multiple tools in the Congestion Management Process (CMP) toolbox. It utilizes transit-oriented development and new mixed-use land uses alongside parking management to support a walkable, employment- and housing-focused district facilitated by compact land uses in combination with walking, biking, and transit connections. It is planned to utilize transit signal priority and access management strategies to support system

management and operations. It will utilize active transportation strategies by implementing new biking and walking connections to key destinations. It will utilize transit strategies by constructing high capacity transit and expanding transit coverage. It will also utilize street and throughway capacity strategies by connecting the local street grid to distribute vehicle trips through the Project area.

- The Project aligns with the City of Portland's advancement of the Regional Transportation Functional Plan's Transportation Solutions (3.08.220) in the order listed. Private development in the Montgomery Park area will be subject to Portland's local TDM requirements; Additional TSMO strategies include operational and access management improvements. The project includes transit, bicycle, and pedestrian system improvements, as well as traffic-calming designs, The project utilizes land use strategies to achieve required performance standards. The project improves local street connectively to provide alternative routes and encourage walking, biking, and access to transit. Finally, the project makes motor vehicle capacity improvements by completing the local street grid to disperse driving trips as the area grows.

The Project is regionally significant. In 2018, Metro adopted the region's first Regional Transit Strategy, in support of the 2018 Regional Transportation Plan (RTP). The RTP identified the extension of Portland Streetcar to Montgomery Park as an Enhanced Transit Corridor (ETC) for short-term implementation and included the Project in its financially-constrained project list (11319). Subsequent area planning was completed as part of the Montgomery Park Area Plan (adopted 2024). In 2023, Metro adopted the Regional High Capacity Transit (HCT) Strategy as part of the 2023 Regional Transportation Plan update, which designates the Project as a Tier 1: near-term HCT corridor; this is the highest priority for near-term HCT investment in the region. The Project will also require project-level NEPA review. Additionally, NW 23rd Avenue within the project area is designated on the pedestrian, transit and TSMO Regional Transportation Plan network maps (NW Wilson Street is also designated on the TSMO network map).

Performance

The Project makes progress toward federal and regional performance targets:

- *Mobility*, by increasing pedestrian, bike, and transit mode shares, improving access to jobs via transit, contributing to completing the transit network and bicycle and pedestrian system near transit, and increasing the share of households that are located near multimodal options.
- *Equity*, by prioritizing safe system completion and access to jobs in an equity focus area.
- *Economy*, by advancing completion of the bicycle and pedestrian system in a job and activity center to provide safe and convenient options for short trips and connections to transit.
- *Climate and Environment*, by helping reduce per capita greenhouse gas emissions from light-duty vehicles and per capita vehicle miles traveled, helping meet revised statewide goals requiring accelerated reductions in greenhouse gas emissions, and keeping air pollution from mobile sources at levels below thresholds set by the federal government.

Fast, convenient and linked to the broader transit and transportation network – high capacity transit provides a viable, more affordable alternative to driving. Fewer cars on the road leads to less air pollution, more physical activity, less time in traffic, fewer crashes and more reliability for moving people and goods – supporting the health, safety, mobility, economy and quality of life of our region. As part of its evaluation, the 2023 High Capacity Transit Strategy found that implementing all of the corridor improvements identified in the vision would result in a 0.6% reduction in CO_2e emissions regionwide. Using established transit elasticities to estimate the change in ridership that could occur on a given corridor through a high capacity transit investment and the corresponding change in auto vehicle miles traveled that would be expected, converted to greenhouse gas emissions using an average fleet emissions factor for year 2030, a streetcar extension in Montgomery Park was roughly estimated to potentially result in a weekday reduction of around 60 metric tons of CO_2e per year.

Implementing the Regional Transit Strategy vision of making transit convenient, frequent, accessible and affordable is a key strategy with a high relative climate benefit included in the Climate Smart Strategy (CSS). The CSS includes a number of near-term actions for Metro and partners related to high capacity transit, including: 1) expand transit service to serve communities of concern, transit-supportive development and other potential high ridership locations; and 2) expand partnerships with transit agencies, cities, counties and ODOT to implement capital improvements in frequent bus corridors (including dedicated bus lanes, stop/shelter improvements, and intersection priority treatments) to increase service performance.

To make progress toward the Climate Smart Strategy Performance targets, the Project implements elements of the 2040 Growth Concept and local and adopted land use and transportation plans; makes transit convenient, frequent, accessible, and affordable; making biking and walking safe and convenient; uses technology to actively manage the transportation system; requires area development provide information and incentives to expand the use of travel options; implements parking management to make efficient use of vehicle parking and land dedicated to parking; secures adequate funding for transportation investments; and demonstrates leadership on climate change. Several ways that performance is measured for the CSS transit strategy include increases in the share of households, low-income households, and employees within a ¼ mile of all-day frequent service. The extension of Portland Streetcar to Montgomery Park via NW 23rd Avenue will support the development of 2,000 or more new housing units, 200 or more new affordable housing units, and 400 or more middle-wage jobs in the Montgomery Park Area, linking employees and residents to the region's larger transit system. Preliminary modeling conducted by Metro indicates an anticipated ridership increase of 3,000 or more new riders on the NS line by 2040 resulting from this project and projected development along the high-capacity corridor.

This is not a safety project eligible for state and federal safety program funding.

Fiscal Constraint

The cost estimate included in the 2023 RTP financially constrained project list was $80,000,000 in year-of-expenditure (YOE). That estimate has increased to $195,000,000 in YOE due to extensive planning and concept development for the project, for the following reasons: the project now includes the purchase of up to 12 off-wire capable streetcar vehicles to support the extension and continued streetcar system operations due to much of the existing streetcar fleet reaching its end-of-life; the project now includes the rehabilitation of NW 23rd Avenue between NW Vaughn and NW Lovejoy streets including full-depth rehabilitation, utility relocation and related improvements, and accessibility and stormwater upgrades, as the street currently fails on the Pavement Condition Index; and the project now includes the multimodal extension of local streets in the project area.

Currently, $12 million for Project Development have been committed, with an additional $30 million committed from a Portland Clean Energy Fund grant for streetcar vehicle replacement. The Project team will be pursuing FTA Small Starts Capital Investment Grant (CIG) funding and is planning to seek $97.5 million, which is the lowest percentage federal share (50 percent) for Small Starts projects. Additionally, the project was approved for Regional Flexible Fund Step 1A.1 New Project Bonds on July 31, 2025 by Resolution 25-5510. Additional local sources will be committed as required by the FTA CIG program.

Table 1 below documents fiscal constraint for the project, differentiating new revenue (not accounted for in the 2023 RTP Forecast) and revenue already accounted for in the 2023 RTP Forecast for the project.

As indicated in the Project Development section above, preliminary engineering, design, and construction will all occur in the 2023-2030 near-term RTP investment time period.

Table 1: Portland Streetcar Montgomery Park Extension Fiscal Constraint Documentation

Fund source and type	**Dollar amount**	**New revenue** *(not accounted for in 2023 RTP forecast)*[3]	**Accounted revenue** *(in 2023 RTP forecast (#11319))*[4]
FTA CIG – 5309 Small Starts	$97,500,000	$57,500,000	$40,000,000
Portland Clean Energy Fund (PCEF) grant for vehicles	$30,000,000	$30,000,000	
Regional Flexible Fund Bonds (Step 1A.1)	$10,000,000	$10,000,000	
Local Funds • *Including Streetcar Reserve Funds* • *General Transportation Revenue (FY 24-29)* • *Transportation System Development Charges* • *Northwest Parking District Set-Aside* • *Right-of-Way Dedication (per adopted Public Benefits Agreement) Commercial and Residential Local Improvement District* • *Additional Private Funds*	$57,500,000	$17,500,000[5]	$40,000,000
Total	***$195,000,000***	***$115,000,000***	***$80,000,000***

Attachments:

- A: Project Schedule
- B: Metro Council Staff Report on LPA Endorsement Recommendation (July 10, 2025)
- C: Proposed Preliminary Cross Sections

[3] These dollars are new revenues not accounted for in the forecast in the adopted 2023 RTP. The revenues include an increased federal funding request through FTA's CIG program, new funds awarded by PCEF on December 11, 2024 (most recent amendment ordinance to the PCEF Climate Investment Plan), RFFA Bond revenues approved by JPACT and the Metro Council on June 21 and July 31, 2025 (respectively), and additional Local Improvement Revenues not previously accounted for in the adopted 2023 RTP (see footnote 5).

[4] This revenue was already accounted for and included in the revenue forecast adopted in the 2023 RTP, covering the project's estimated cost in the 2023 RTP.

[5] Following the 2023 RTP update, the City of Portland developed a new forecast of local resources that demonstrated $17.5 million in additional revenues forecasted for the project.

Montgomery Park Streetcar Extension Milestone Schedule

Vehicle Procurement
Design/engineering
Funding
FTA requirement

Montgomery Park Streetcar Extension Milestone Schedule

UPDATED: 10/21/2025

Vehicle Procurement
Design/Engineering/NEPA
Funding milestone
FTA requirement

Project Activity/Phase	FTA	FY25				FY26				FY27				FY28				FY29				FY30				FY31	
		2024		2025				2026				2027				2028				2029				2030			
		Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
Community Engagement		X				X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Interagency Coordination/Engagement		X		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
RFFA Bond Submission		DONE																									
Timeline and Cost Estimate for All PD Activities				X																							
Commitment of Funding for Small Starts PD		DONE																									
FTA Request for PD Entry (PD Funds Committed)	Y		DONE																								
Montgomery Park Area Plan Adoption			DONE																								
Preliminary Design/LPA Adoption	Y		DONE																								
BUILD Grant Application (Due January 2025)		X	X	DONE																							
RFP for Vehicle Replacement/Procurement				X	X	X																					
RFP for Design, Engineering and NEPA services				X	X	X																					
IGA/Finalize Interagency Roles and Responsibilities				X	X	X																					
Vehicle Contract Award and NTP						X																					
Design, Engineering, and NEPA services Contract Award and NTP							X																				
Adoption of LPA into fiscally constrained RTP	Y						X	X																			
Prelim. Design – 15% design								X																			
RFP for CM/GC/Procurement								x	x																		
Final Design – 30% Design - August 2026	Y									X																	
NEPA services - Finished January 2027	Y								X	X	X	X															
Project Rating Materials Complete	Y							X	X																		
Submit Materials for FTA Rating (August)	Y									X																	
30% Design Cost Estimate (SCC)	Y										X																
At least 30% of non-CIG funding committed or budgeted	Y										X																
Final Design – 60% Design - March 2027	Y											X															
FTA Risk Analysis and Readiness Review	Y											X	X	X													
100% of non-CIG funding committed	Y													X	X												
Final Design – 90% Design - August 2027	Y													X													
90% Design Cost Estimate	Y														X												
Project Recommended for FTA Funding (February)	Y															X											
Request SSGA	Y																X										
Vehicles arrive to facility																		X	X	X	X	X	X				
Vehicle revenue ready																				X	X	X	X	X	X	X	
NTP for CM/GC/Procurement													x														
Third Party Agreements	Y													X	X												
Final Design – 100% Design - Febuary 2028																X											
Receive SSGA																		X									
Construction – Substantial Completion																	X	X	X	X	X	X	X	X	X		
Testing																									x		
Start of Revenue Service (FY 30)																										x	

IN CONSIDERATION OF RESOLUTION NO. 25-5505 FOR THE PURPOSE OF ENDORSING THE LOCALLY PREFERRED ALTERNATIVE FOR THE MONTGOMERY PARK STREETCAR EXTENSION

Date: July 10 ,2025
Department: Planning, Development and Research
Meeting Date: July 31, 2025

Prepared by: Alex Oreschak
Alex.Oreschak@oregonmetro.gov
Presenter(s), Alex Oreschak (he/him), Senior Planner
Length: 20 minutes

ISSUE STATEMENT

The Portland Streetcar Montgomery Park Extension Project will extend the existing Portland Streetcar North-South (NS) Line 0.65 miles one-way (1.3 miles round trip) from its existing terminus at NW 26th Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near Montgomery Park in Northwest Portland. The project will also rehabilitate NW 23rd Avenue between NW Vaughn and NW Lovejoy streets including streetscape improvements, as well as extend multimodal streets in the project area to support streetcar operations.

On December 11, 2024, the Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Streetcar Transit Project.

The recommended Locally Preferred Alternative for high capacity transit to the Montgomery Park Area is streetcar transit with stations at the locations indicated on the attached map, operating as a .65 one-way route mile extension of the existing Portland Streetcar North-South (NS) Line from its existing terminus at NW 23rd Avenue and NW Northrup Street to a new terminus at NW 26th Avenue and NW Wilson Street near the Montgomery Park building in Northwest Portland. This extension will allow the NS Line to operate between the Montgomery Park Building and the South Waterfront. The route extension will operate on NW 23rd Avenue, as well as on a new one-way parallel couplet using NW Roosevelt Street, NW 26th Avenue, and NW Wilson Street. The LPA is reflected in Exhibit A to Resolution No. 25-5505.

On June 25, 2025, the Metro Policy Advisory Committee (MPAC) recommended that Metro Council approve Resolution No. 25-5505, as recommended by the Metro Technical Advisory Committee (MTAC) on June 18, 2025. On June 26, 2025, the Joint Policy Advisory Committee on Transportation (JPACT) approved Resolution No. 25-5505 and submitted to Metro Council for approval, as recommended by the Transportation Policy Alternatives Committee (TPAC) on June 6, 2025.

Approval of the resolution endorses the Montgomery Park Streetcar Extension Locally Preferred Alternative (LPA) as recommended by JPACT and MPAC and directs staff to prepare amendments to the 2023 Regional Transportation Plan to reflect the LPA.

ACTION REQUESTED

Approve Resolution No. 25-5505 as recommended by JPACT and MPAC.

IDENTIFIED POLICY OUTCOMES

The project will support dense, equitable transit-oriented development west of US-30 between NW Nicolai and NW Vaughn streets, where predominantly vacant, low-density industrial land recently underwent land use changes to employment- and housing-focused mixed uses. The project will also support several indirect public benefits for the area, including new affordable housing, new middle-wage jobs onsite, a new public park, affordable commercial opportunities, and the commemoration of York—enslaved member of the Lewis and Clark Expedition who was critical to its success—through public art; these ancillary benefits are captured in a Public Benefits Agreement (PBA) between the City of Portland, property owners in the area, and Portland Streetcar, Inc.

In addition to spurring transit-oriented development, the project is intended to serve as a critical single occupancy vehicle (SOV) trip demand mitigation tool as the area redevelops over time. As such, it also includes improvements to the pedestrian and bicycle network to support non-driving options within, to, from, and through the new district.

The Montgomery Park Streetcar Extension has been identified by the region as a top priority for transit investment. It is called out in multiple adopted plans including the 2009 Metro Regional High Capacity Transit System (HCT) Plan, the 2018 Regional Transit Strategy, the 2023 Regional Transportation Plan (RTP), and the 2023 High Capacity Transit Strategy, which designates the Montgomery Park Streetcar Extension as a Tier 1: near-term HCT corridor, the highest priority for HCT investment in our region.

Project outcomes identified in the RTP are improved travel connecting with the existing streetcar network, as well as necessary safety and accessibility improvements, including rehabilitation of NW 23rd Avenue and new multimodal street connections on NW Roosevelt Street, NW Wilson Street, and NW 26th Avenue. This project also supports land use changes and housing development, including new affordable housing units, as identified in the Montgomery Park Area Plan, which was also adopted by Portland City Council in December 2024.

POLICY OPTIONS FOR COUNCIL TO CONSIDER

1. Approve Resolution No. 25-5505 as recommended by JPACT and MPAC.
2. Do not approve Resolution No. 25-5505.

JPACT and Metro Council endorsement of the Locally Preferred Alternative will demonstrate regional consensus on the project parameters. Endorsement of the LPA is a necessary step to a future adoption of the LPA into the financially constrained RTP project list, which is required to complete the Project Development phase of the Capital Investment Grant (CIG) program and be eligible to garner CIG discretionary funding. Metro Council and JPACT are anticipated to consider adoption of the LPA into the 2023 RTP in March 2026 as part of a package of RTP amendments which includes two other Tier 1 projects with recent LPA recommendations: Tualatin Valley Highway Transit Project and the 82nd Avenue Transit Project.

RECOMMENDED ACTION

Approve Resolution No. 25-5505 as recommended by JPACT and MPAC. Approval of the resolution endorses the Locally Preferred Alternative adopted by the City of Portland and directs staff to prepare amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension LPA for consideration by JPACT and the Metro Council in 2026.

STRATEGIC CONTEXT & FRAMING COUNCIL DISCUSSION

The LPA advances Metro's 2040 Growth Concept and Regional Transportation Plan by connecting the Montgomery Park area in Northwest Portland to the existing streetcar network in the Portland Central City. It also complements land use and housing actions identified in the Montgomery Park Area Plan adopted by Portland City Council in December 2024 and supports changes Metro Council adopted to update the Urban Growth Management Functional Plan (UGMFP) "Title 4 Industrial and Other Employment Areas" Map in January 2025 through Ordinance 25-1522.

The project advances multiple objectives by promoting walkable communities; improving access to jobs, schools, retail places and other community places along the route; increasing transportation choices including active transportation and better access to transit; regional mobility; and safety. The project will support the development of over 3000 new housing units, over 4000 new jobs, and approximately 3000 new daily transit riders.

KNOWN OPPOSITION

Public input and partner endorsements demonstrate support for this LPA.

There were two opponents to the adoption of the Montgomery Park Area Plan:

a. The Northwest Industrial Business Association opposed the adoption of the Montgomery Park Area Plan (MPAP) because of impacts to what was industrial land and potential impacts to low-barrier-to-entry middle wage jobs. The MPAP worked to address this by limiting land use changes to the area of greatest potential change and tying the development in the area to

on-site middle-wage jobs in a variety of fields (target requirements with a fee charged if not met as agreed in the adopted Public Benefits Agreement).

b. The Northwest District Neighborhood Association (NWDA) did not outright oppose the project, but opposed the adoption of the overall Montgomery Park Area Plan because they felt the plan did not respond effectively enough to neighborhood input or concerns. The NWDA was critical to the MPAP's process, having representation on the Project Working Group and being part of dozens of conversations over the course of the planning process. A key issue with the project itself for the NWDA is the final alignment; while members varied in their perspective on the best route, there was concern expressed around parking and traffic impacts (which the project and plan sought to address by working to maintain as much parking as possible in the project area and minimizing the number of stations on 23rd Ave).

Extensive technical analysis was conducted to understand the benefits and tradeoffs of different LPA components. The analysis was shared with community members for feedback. Public engagement has been extensive and coordinated with outreach for the Montgomery Park Area Plan, which aims to transition the area from a somewhat underutilized industrial and employment-focused district into a mixed-use employment district that will support both job growth and housing development. More information on public engagement for the project can be found on the Montgomery Park Area Plan website: https://www.portland.gov/bps/planning/mp2h/mpap-recommended-draft.

ANTICIPATED EFFECTS

Approval of this resolution will allow project staff to continue working with City of Portland and TriMet on the project to:

- Amend the 2023 RTP to reflect the LPA and a high-level funding plan
- Pursue federal funding
- Complete federally-required National Environmental Policy Act (NEPA) documentation
- Refine design and costing
- Support the implementation and construction of the project
- Open the streetcar extension in 2030

The project is currently listed in the 2023 RTP. However, the 2023 RTP needs to be amended to reflect the LPA defining the mode, route, and general station locations and a high-level funding plan. The next steps and timeline for that future action include:

- Metro staff will coordinate to prepare amendments to the 2023 Regional Transportation Plan to reflect the Montgomery Park Streetcar Extension LPA, as well as the TV Highway and 82nd Avenue LPAs.
- An RTP amendment is necessary to be eligible for federal funding and action.

- The RTP amendment will require a recommendation from MPAC and adoption by JPACT and Metro Council. The amendment may include the following as needed to reflect the LPA:
    - Amendments to Chapter 3 Transit Network Map
    - Amendments to the Appendix A: Constrained priorities project list
    - Amendments to Appendix W: Status of Current Major Projects
    - Amendments to Appendix V: Future corridor refinement planning
    - Create a new appendix: Montgomery Park Streetcar Extension Locally Preferred Alternative
    - Updates to reflect the RTP funding strategy or any other chapter components, if applicable
- The amendment will be accompanied by findings that demonstrate consistency with:
    - RTP goals, objections, and policies
    - Metro's Public Engagement Guide
    - Federal fiscal constraint requirements
    - Statewide planning goals
- Proposed RTP amendment schedule:
    - Fall 2025: Public comment period
    - Fall/Winter 2025: Review/discuss amendment and public comment at MTAC, TPAC, MPAC, JPACT, Metro Council
    - Spring 2026: Seek adoption of RTP amendment

Budget Impacts: Adoption of this resolution has no budget impact. There will be future costs associated with implementation of the project. These costs will be shared by local, regional, state and federal partners.

LEGAL ANTECEDENTS

Federal laws and actions

- National Environmental Policy Act
- Clean Air Act, as amended [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended]
- U.S. EPA transportation conformity rules (40 CFR, parts 51 and 93)
- Fixing America's Surface Transportation Act (FAST Act), signed into law in 2015
- Infrastructure Investment and Jobs Act (IIJA), signed into law in 2021
- FTA Small Starts Process

State laws and actions

- Statewide Planning Goals
- Oregon Transportation Planning Rules (OAR Chapter 660, Division 12)
- Oregon Transportation Plan and implementing modal plans, including the Oregon Public Transportation Plan Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252)
- Oregon Clean Air Act State Implementation Plan (SIP), amended in January 2021

Metro Council Actions

- Resolution No. 09-4025 (For the Purpose of Adopting the Regional High Capacity Transit System Plan Screened Corridor Map and Evaluation Criteria), adopted by the Metro Council on February 12, 2009.

- Resolution No. 09-4052 (For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments), adopted by the Metro Council on July 9, 2009.

- Ordinance No. 10-1241B (For the Purpose of Amending the 2004 Regional Transportation Plan to Comply with State Law; To Add the Regional Transportation Systems Management and Operations Action Plan, the Regional Freight Plan and the High Capacity Transit System Plan; To Amend the Regional Transportation Functional Plan and Add it to the Metro Code; To Amend the Regional Framework Plan; And to Amend the Urban Growth Management Functional Plan), adopted by the Metro Council on June 10, 2010

- Ordinance No. 14-1346B (For the Purpose of Adopting the Climate Smart Communities Strategy and Amending the Regional Framework Plan to Comply with State Law), adopted by the Metro Council on December 18, 2014.

- Resolution No. 18-4892 (For the Purpose of Adopting the Regional Transit Strategy and Replacing the 2009 Regional High Capacity Transit System Plan), adopted by the Metro Council on December 6, 2018.

- Ordinance No. 23-1496 (For the purpose of Amending the 2018 Regional Transportation Plan (RTP) to Comply with Federal and State Law and Amending the Regional Framework Plan), adopted by the Metro Council on November 30. 2023.

- Resolution No. 23-5348 (For the Purpose of Adopting the 2023 High Capacity Transit Strategy), adopted by the Metro Council on November 30, 2023.

- Ordinance No. 25-1522 (For the Purpose of Amending the Industrial and Other Employment Areas Map of Title 4 of the Urban Growth Management Functional Plan for the Montgomery Park Area of the City of Portland), adopted by the Metro Council on January 16, 2025.

Local Jurisdiction Actions

- The Portland City Council adopted Ordinance No. 192000 to adopt the Montgomery Park Area Plan including amendments to the Comprehensive Plan, Comprehensive Plan Map, Zoning Map, Zoning Code, Citywide Design Guidelines, and related amendments to the Guild's Lake Industrial Sanctuary and Northwest District plans (amend Code Title 33)

- The Portland City Council adopted Resolution No. 37692 to adopt the Locally Preferred Alternative for the Montgomery Park Transit Project

- The Portland City Council adopted Ordinance No. 192001 to authorize Agreement between the City, Portland Streetcar Inc, and 1535-A1 LLC for public benefits related to the Montgomery Park Area Plan

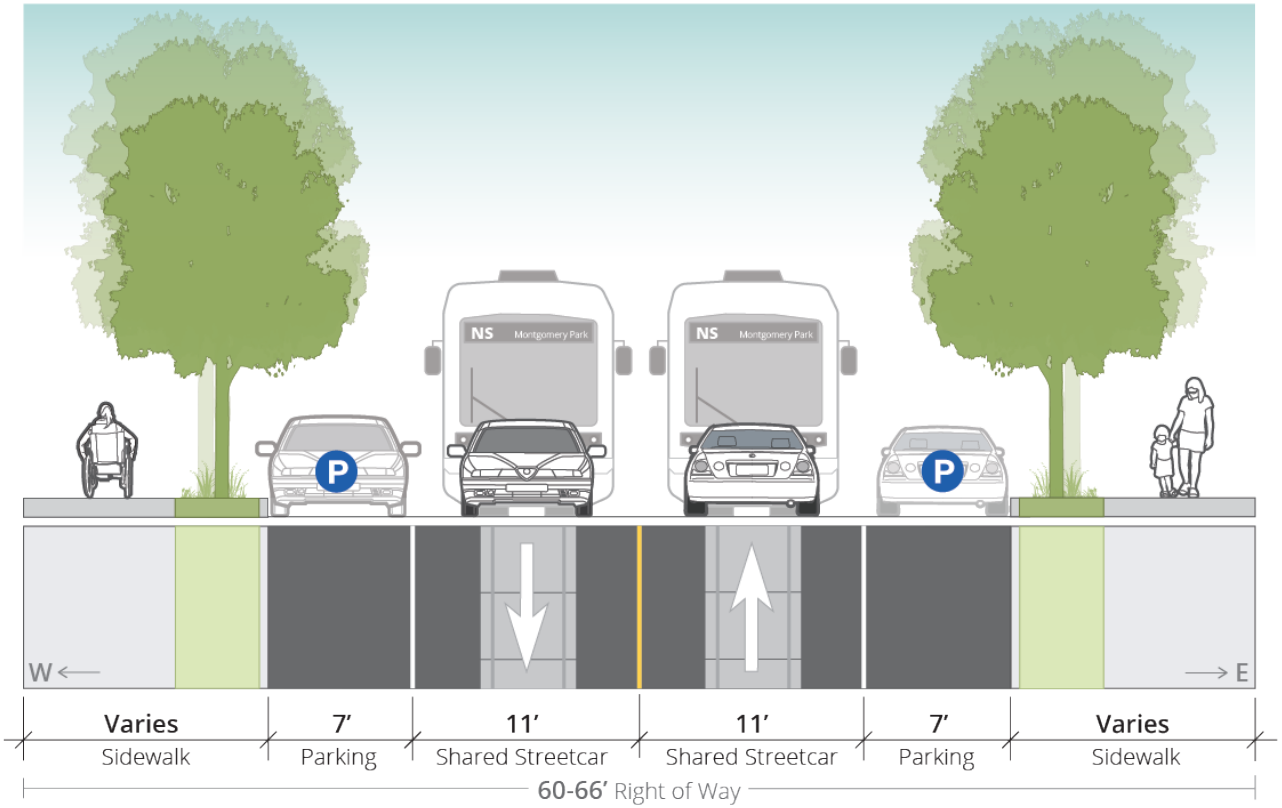
ATTACHMENT
Attachment 1: City of Portland Resolution No. 37692 and Exhibits A-C

Montgomery Park Transit Project

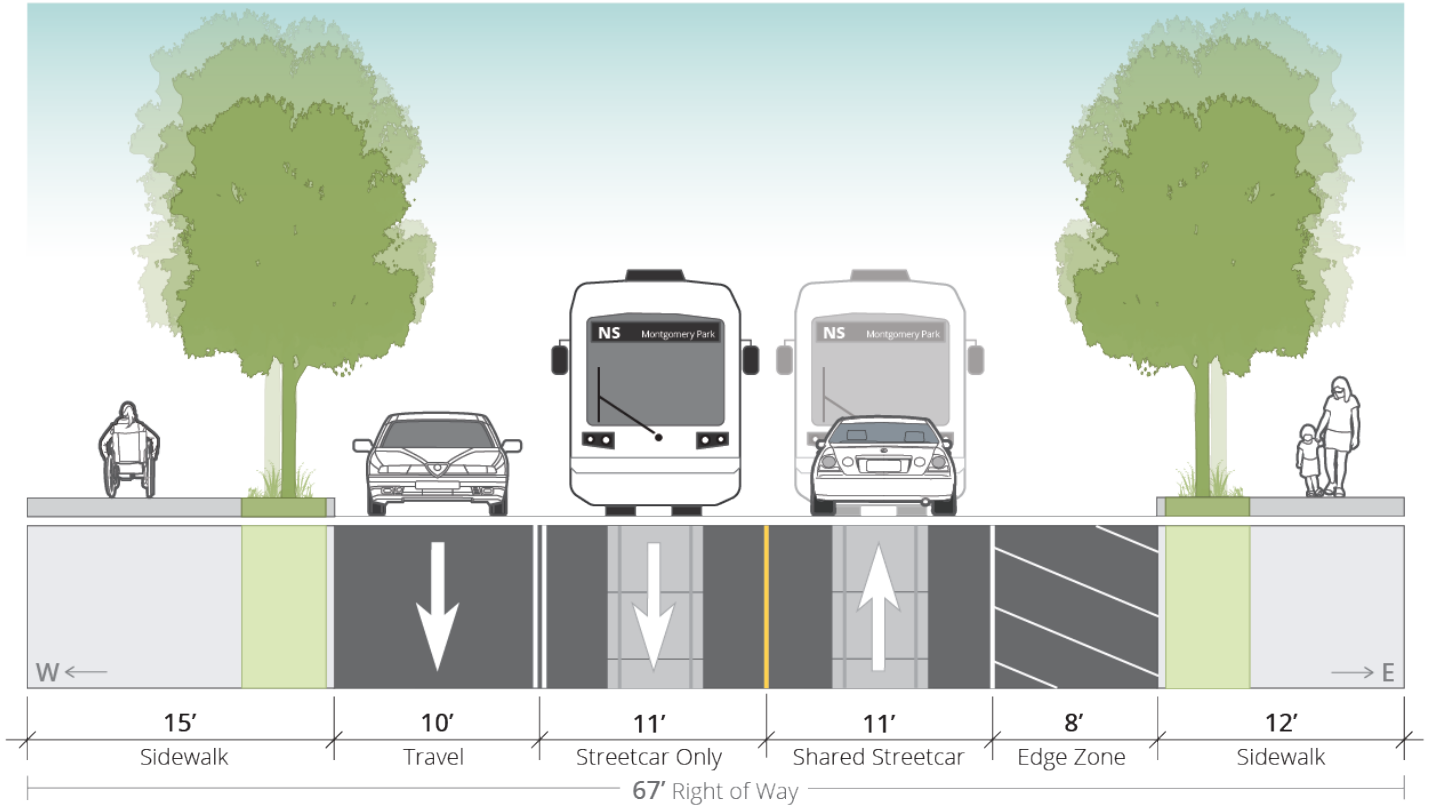
PROPOSED PRELIMINARY CROSS SECTIONS

PBOT
PORTLAND BUREAU OF TRANSPORTATION

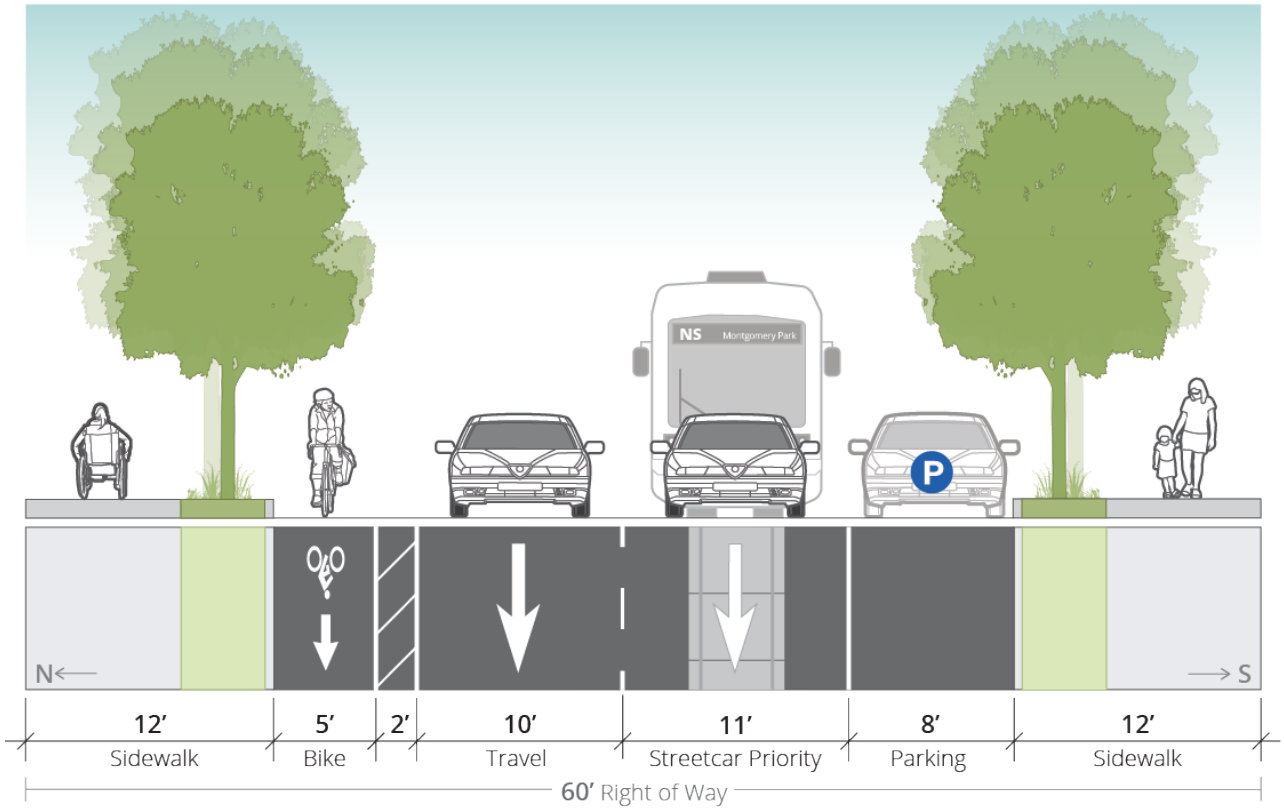
NW 23rd Avenue Typical Cross Section | NW Vaughn St to NW Northrup St



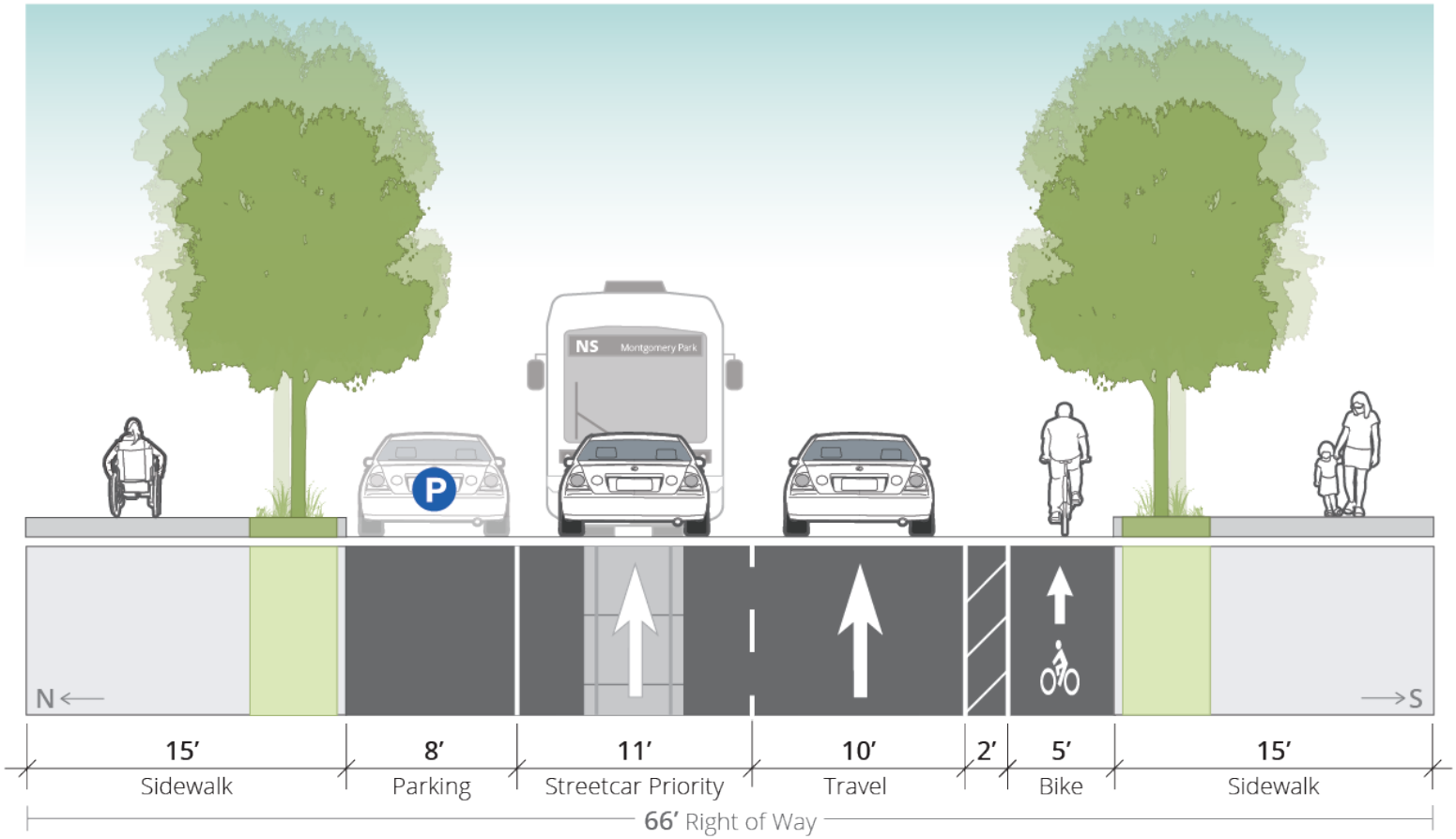
NW 23rd Avenue | NW Wilson St to NW Vaughn St



NW Roosevelt St | NW 23rd Ave to NW 26th Ave



NW Wilson St | NW 23rd Ave to NW 26th Ave



Materials following this page were distributed at the meeting.

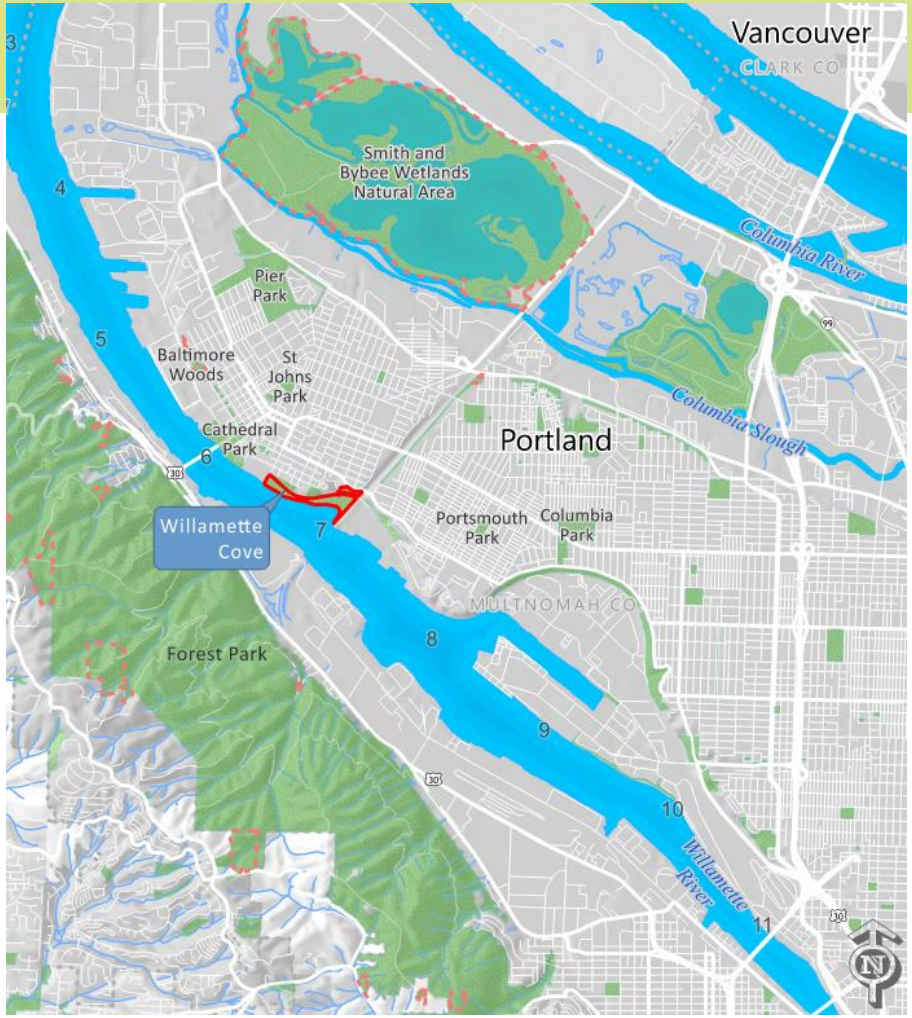
March 5, 2026

Willamette Cove Nature Park

Metro

Willamette Cove Nature Park

Context



Access

History and background

Time immemorial

Extensive industrial use

Metro purchased property in 1996

Partnerships to clean up Willamette Cove

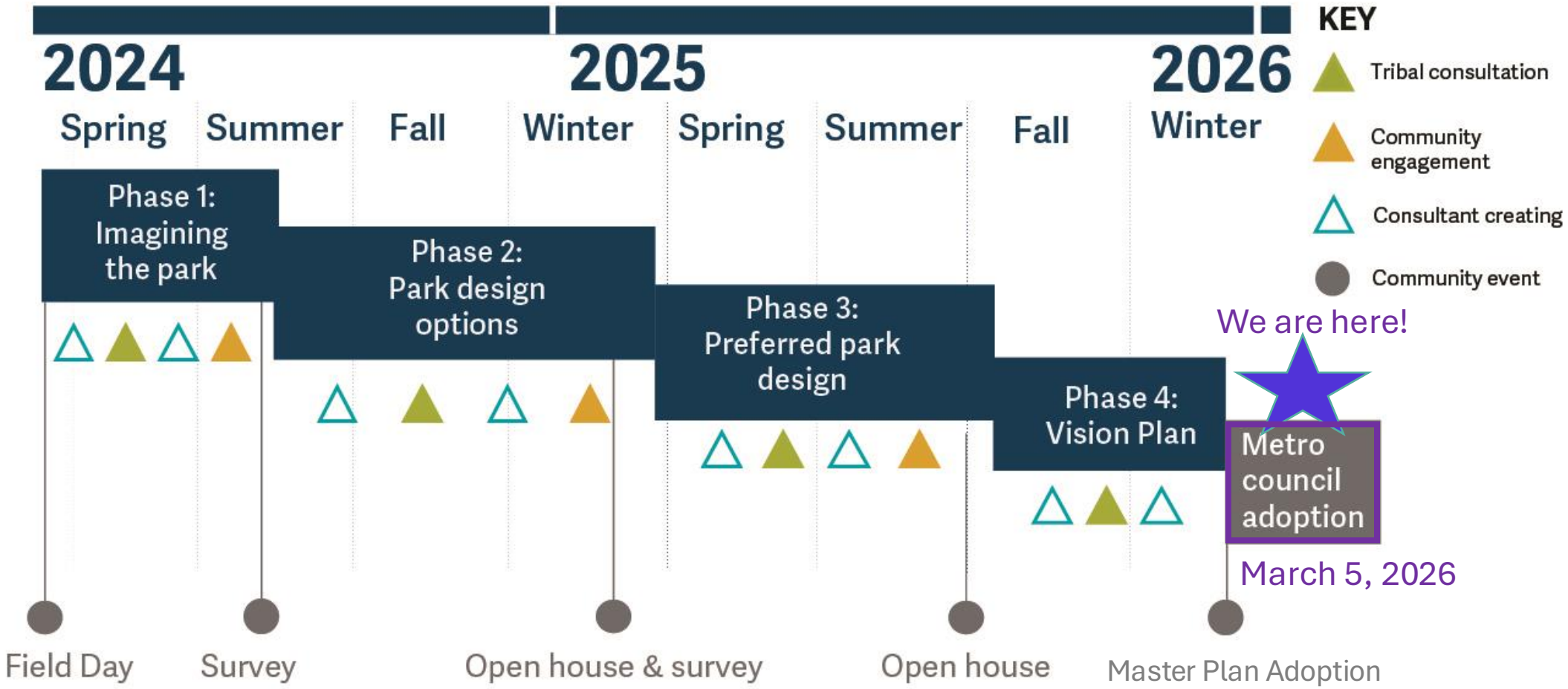
Resolution 20-5149 – December 10, 2020

Master planning kicked off in Fall of 2023

Nature park master planning goals

- Create a vision including habitat and passive recreation
- Conduct consultation with Tribes and engagement with community
- Provide accessible layout, regional trail, nature trails and water access
- Define parking areas and gathering areas
- Create opportunities for cultural elements and education

Master planning process



Tribal Consultation and Engagement

Three commitments to Tribes

- Early and often
- Distinct
- High priority on conservation

Site Conservation Planning

Master Planning

Design Phase

6 Tribes consulting on Portland Harbor Superfund Site

Meaningful Public Engagement

Field Day 2023

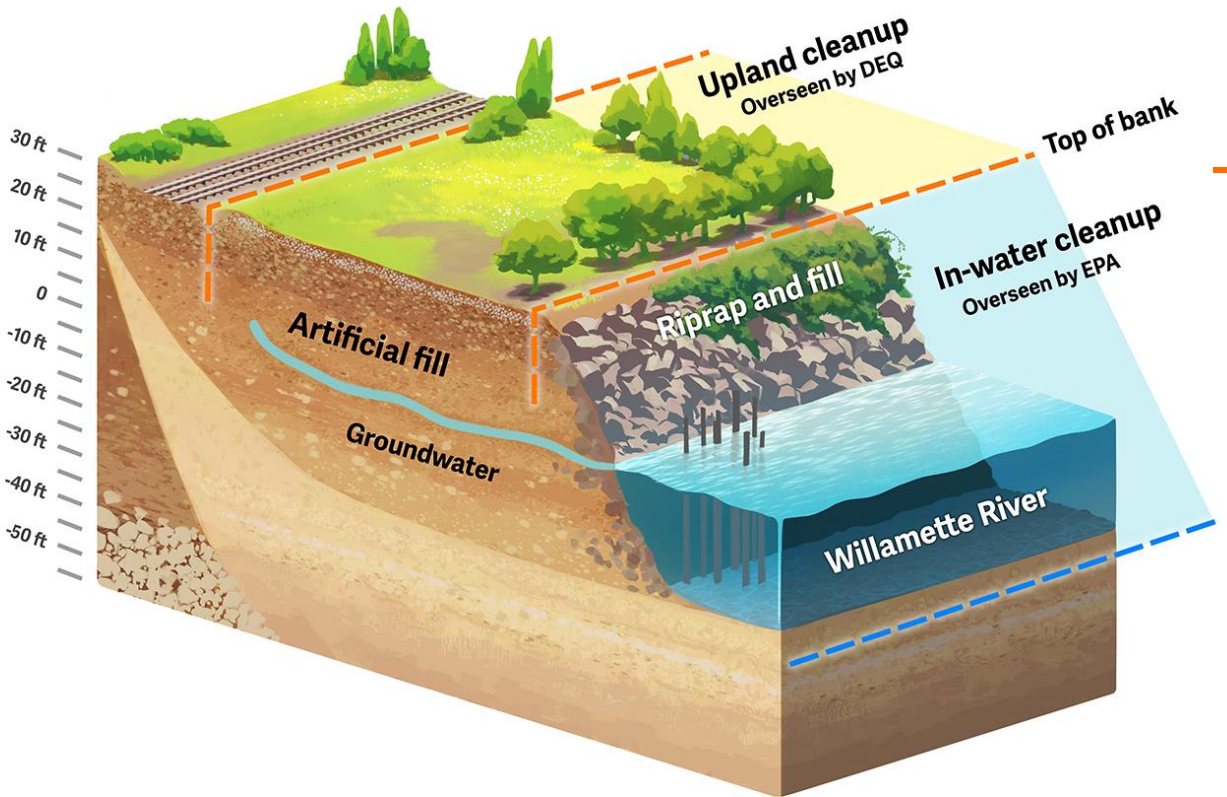
Workshop 1 - 2024

Workshop 2 - 2024

Open house- 2024

Open house- 2025

Inwater and upland teams collaboration



Upland

- Metro
- Port of Portland

In-water

- City of Portland
- Port of Portland
- State of Oregon

Master Plan for Willamette Cove

Habitat Restoration

N Richmond Ave

Willamette BLVD

UPRR

N Edgewater Ave

WILLAMETTE RIVER

- oak –madrone woodland
- riparian forest
- shallow water habitat

Conceptual Renderings

Entry and gathering

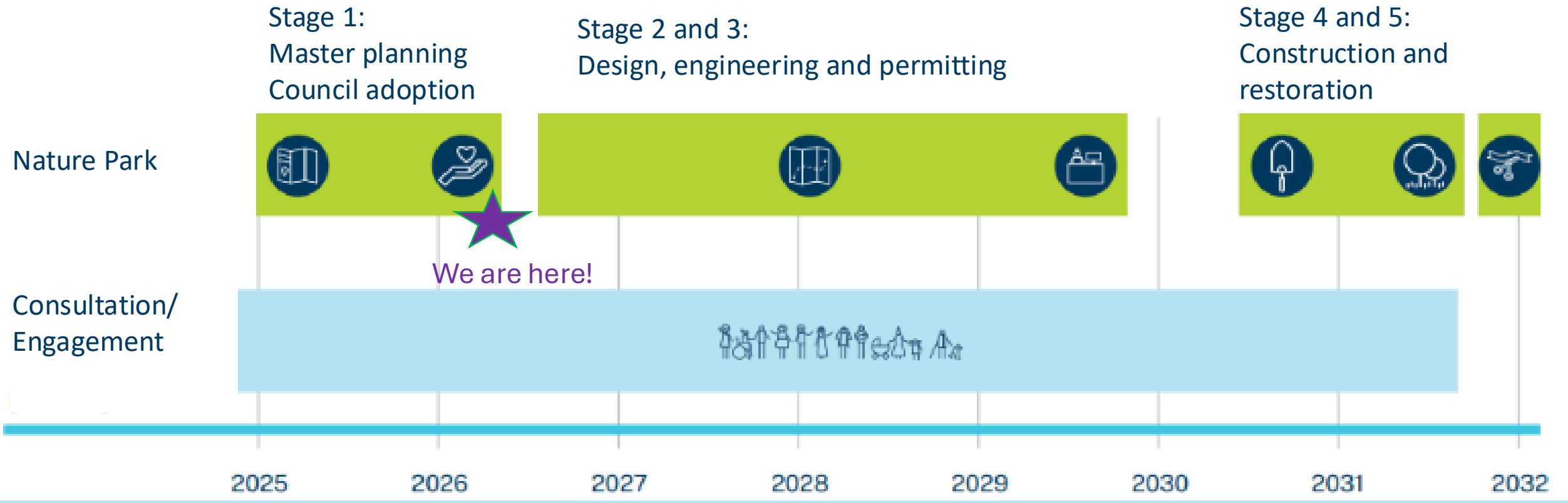
Nature trail

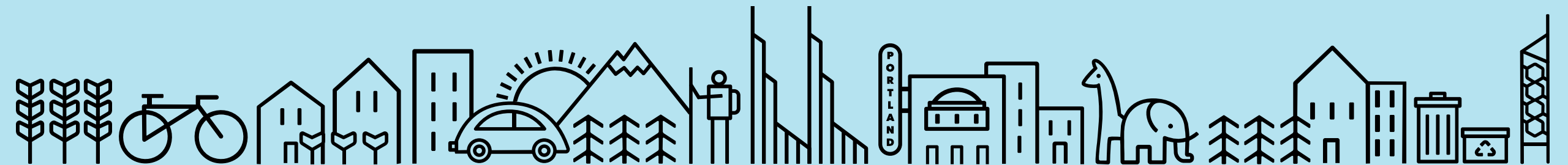
Water access – inundated pathway

Regional trail and overlook

Master planning to construction*

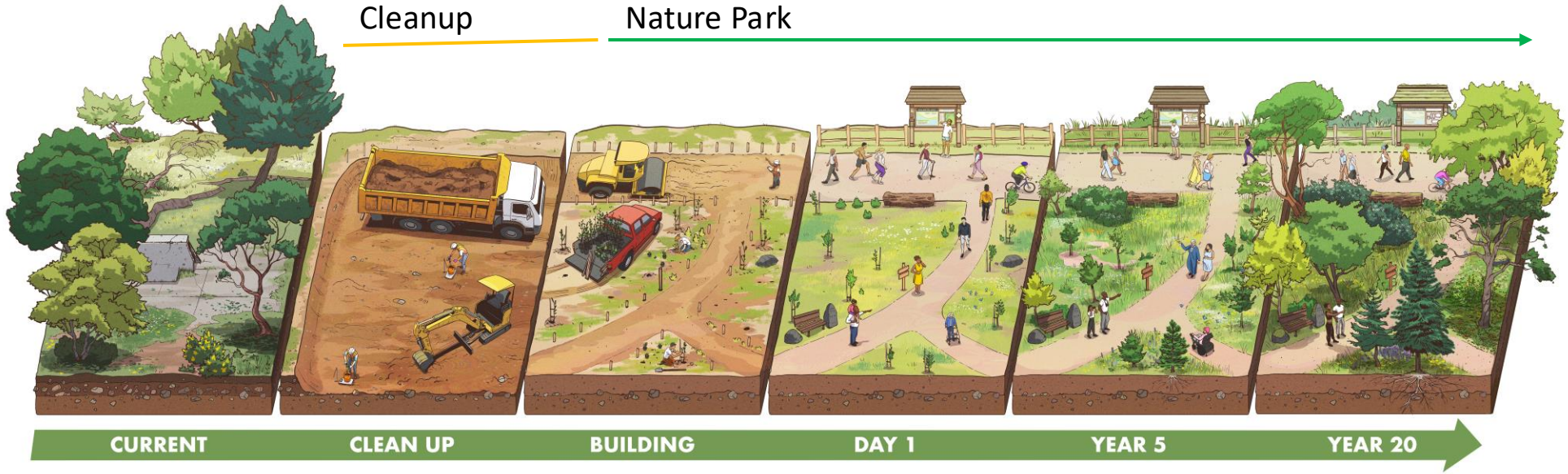
*Contingent on clean up partners schedules





What’s next

- Spring 2026– Solicit request for proposal design and engineering consultant
- Summer 2026 – Initiate contract to begin design and engineering process



Invited Testimony

Yakama Nation

Cassie Cohen, PHCC

Camilo Centeno, Growing Gardens

Annadiana Johnson, CODI member

Public Testimony

Discussion

END

Master Plan draft design cost estimate

	WC Design Preferred Alternative - Updated 02/2026		
			Total
1	Site Preparation and Demolition		$1,005,634
2	Site Improvements		$4,797,058
3	Site Utilities		$1,575,000
4	*Site Development*		$7,377,692
	Site Construction	**Rate**	
5	Contingency	30.00%	$2,213,308
6	General Conditions and Requirements	12.50%	$1,198,875
7	Office Overhead and Profit	5.50%	$593,443
8	Subcontractor Default Insurance (OR)	1.75%	$199,208
9	Corporate Tax (OR)	0.40%	$46,330
10	Bonds and Insurance	2.00%	$232,577
11	Metro policies	6.10%	$723,547
	Site Construction		$5,207,288
	Construction Cost before Escalation		$12,584,980
	Escalation to Start Date 2030		$2,904,107
	Recommended Budget		**$15,489,087**

PCW001	**Nature Park Master Plan**	
Studies		$ 10,000.00
Master Planning Community Engagement		$ 400,000.00
Master Planning Consultant		$ 300,000.00
Master Planning Tribal Engagement		$ 32,000.00
		$ 742,000.00
	Nature Park Design Services	
Nature Park Design Services Consutlant		$ 800,000.00
Art and Interpretative Sign Design		$ 200,000.00
Nature Park Permitting		$ 275,000.00
Nature Park Community Engagement		$ 15,000.00
Nature Park Tribal Engagement		$ 36,000.00
Studies		$ 25,000.00
Railroad and ROW Coordination		$ 50,000.00
Subtotal		$ 1,401,000.00
30% contigency		$ 420,300.00
Total DEP		$ 1,821,300.00
	Nature Park Construction	
Nature Park Construction Services Consultant		$ 200,000.00
Nature Park Construction		$ 15,500,000.00
Nature Park Community Engagement		$ 10,000.00
Nature Park Tribal Engagement		$ 24,000.00
		$ 15,734,000.00
TOTAL		$ 18,297,300.00

Master Plan DEP and Construction

Potential bond funding and impacts

Fund or Program$	Total Funds	Total Spent	Total Awarded/ Committed	Impact
Bond Earnings*	$30.9 M			Low
Large Scale Community Visions	$ 50 M	$600 K	$42 M	High
Local Share	$ 92 M	$14.7 M	$92 M	High
Capital Grants	$ 40 M	$ 7.8 M	$40 M	Medium
Protect and Restore (P&R)	$155 M	$69.6 M	$155 M	High
Take Care of Metro Parks (TCMP)	$ 98 M	$44.3 M	$98 M	High
Trails	$ 40 M	$ 3.3 M	$31 M	Medium to Low

* Per Resolution #19-4988, Council directed bond earnings to go to P&R and TCMP

Current nature park funding

Nature Park Stage	Amount	Funded	Bond Program	Funded through $10M Budget Note
Stage 1: Master planning and engagement	$1.1 M	Yes	Take Care of Metro Parks	Yes, (with $8.9M for clean up)
Stage 2 and 3: Design, engineering and permitting	$2M	Yes	Take Care of Metro Parks	No
Stage 4 and 5: Construction, restoration and close out	$15.5	Yes	Take Care of Metro Parks, Protect and Restore Land, Regional Trails	No

Funding discussed at January Work Session

Major funding sources

- Bond earnings
- Reallocation of bond funding

Minor funding sources

- Regional trail
- Other (grants)

Regional trail and overlook

March 5, 2026

First Reading

Proposed amendments to the 2023 Regional Transportation Plan to include Locally Preferred Alternatives for the:

1. 82nd Avenue Transit Project
2. Tualatin Valley Highway Transit and Safety Project
3. Montgomery Park Streetcar Extension

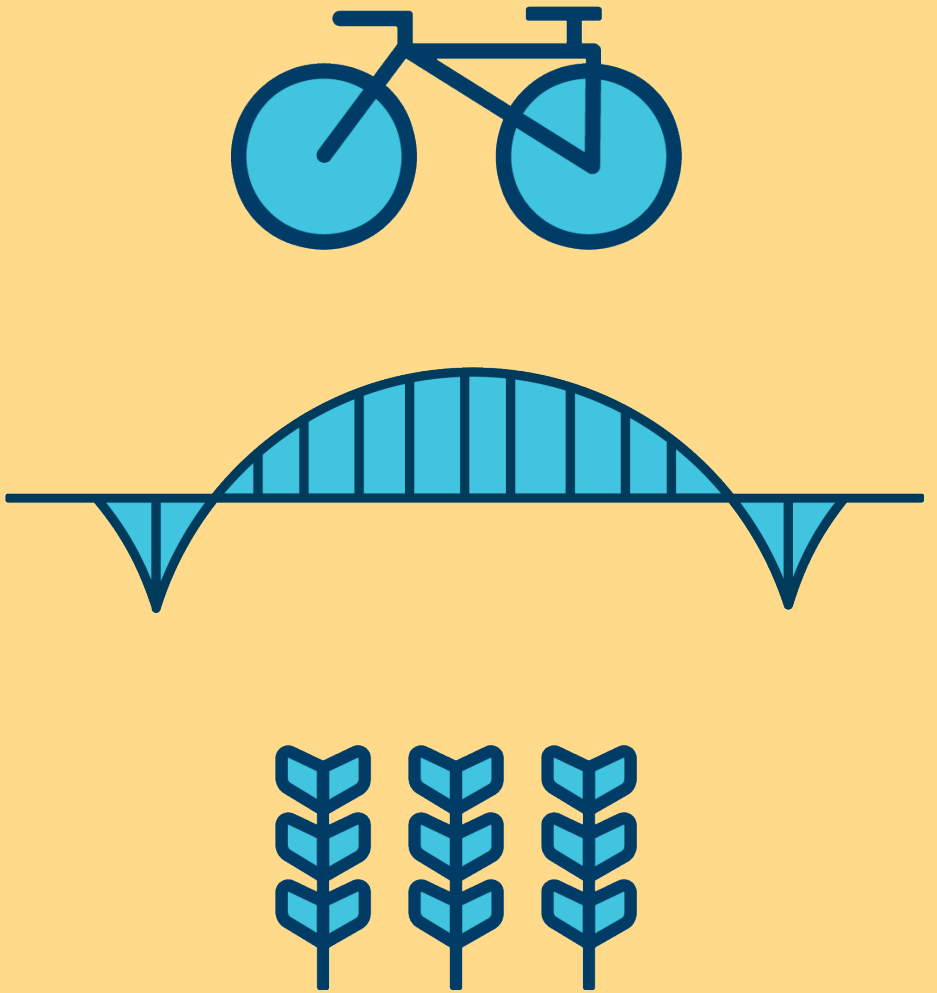
Metro

Proposed 2023 RTP Amendments

- Appendices AA, BB, and CC including Transit Project LPAs (new)
- Chapter 3: Update transit network map
- Chapter 5: Update revenue assumptions
- Chapter 6: Update project costs
- Appendix A: Update project list info
- Appendix W: Update project descriptions
- Appendix V: Update information about the projects

Public Comment Summary

- 82nd Avenue Transit Project – *one comment in opposition to BAT lanes*
- Tualatin Valley Highway Transit and Safety Project – *no comments*
- Montgomery Park Streetcar Extension – *no comments*



Metro

Next Steps for Proposed 2023 RTP Amendments

Metro Council

3/5

First reading
Public hearing

MTAC

3/18

MPAC

*4/22

TPAC

4/3

JPACT

4/16

Recommendation

Metro Council

4/23

Second reading
Public hearing

Metro

Thank you

Ally Holmqvist, Metro
Melissa Ashbaugh, Metro
Jesse Stemmler, TriMet
Kate Hawkins, Metro
Josh Brennan, TriMet
Alex Oreschak, Metro
Shawn Canny, PBOT

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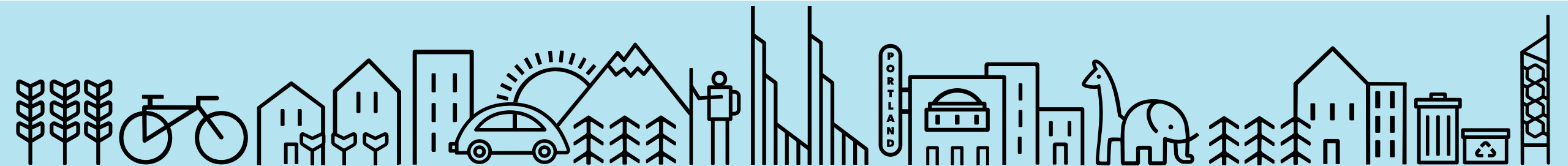

Georgia Langer

From: Metro <feedback@oregonmetro.gov>
Sent: Wednesday, February 18, 2026 11:52 AM
To: Legislative Coordinator
Subject: New online testimony for Metro Council

Submitted on Wed, 02/18/2026 - 11:51

Submitted by: Anonymous

Submitted values are:

Name
jill m ciolli

Email
jillciolli@gmail.com

Address
5323 N Borthwick Ave
Portland, Oregon. 97217-2309

Your testimony
Hello and thank you for listening. I have called, questioned presenters and emailed multiple times regarding this issue, to no avail, hoping I will get some kind of recognition from this path.
As an income tax professional and taxpayer, I am requesting that the threshold exemption for both Preschool for All and METRO for married filing joint is increased to double the single! This is how ALL other filings work. That puts the MFJ threshold at $250K, HOH $200K and single $125K.
The current difference has forced several clients to have to file all their returns as married filing separate in order to deal with this inequity.
Someone please contact me directly 503.860.7077 phone or jillciolli@gmail.com
Thank you.

Attach a file
{Empty}

Is your testimony related to an item on an upcoming agenda?
I'm not sure

Georgia Langer

From: Metro <feedback@oregonmetro.gov>
Sent: Saturday, February 28, 2026 10:31 AM
To: Legislative Coordinator
Subject: New online testimony for Metro Council

Submitted on Sat, 02/28/2026 - 10:31

Submitted by: Anonymous

Submitted values are:

Name
Link Olson, PhD

Email
link.olson@alaska.edu

Address
8712 N. Decatur St. Unit 305
Portland, Oregon. 97203

Your testimony
I've recently relocated to St. Johns and have enjoyed exploring the pockets of 'wilderness' in the area. I'm a career scientist/biologist and had some questions for which I didn't find answers on Metro's otherwise excellent (and very well-illustrated) web pages reviewing the history and proposed clean-up of Willamette Cove. Some of these were answered by Metro staff via email, but I was told that as of last October 13th, DEQ had not yet identified a source for the 27 acre-feet of "healthy topsoil" called for in the plan. Twenty-seven acre-feet is the equivalent of approximately 500 standard 40-foot shipping containers. That's a lot of soil! Has a source since been identified? And does DEQ or Metro have a definition of what constitutes "healthy" topsoil? And finally, is there a Plan B? This seems to be a critical component of the plan, yet details seem scarce or non-existent.

Attach a file
{Empty}

Is your testimony related to an item on an upcoming agenda?
Yes

Georgia Langer

From: mslissy@juno.com
Sent: Monday, February 23, 2026 3:23 PM
To: Rep.DanielNguyen@oregonlegislature.gov; Sen.RobWagner@oregonlegislature.gov; rep.maxinedexter@oregonlegislature.gov; council@oregonmetro.gov; Legislative Coordinator; councilor.zimmerman@portlandoregon.gov; councilor.clark@portlandoregon.gov; councilor.green@portlandoregon.gov
Cc: Lynn Peterson; Ashton Simpson; Christine Lewis; Gerritt Rosenthal; Juan Carlos Gonzalez; Mary Nolan; Duncan Hwang
Subject: [External sender]Something got to change!!! Need bills on the agenda Property ta xes in Portland, multnomah county and Oregon State Wide

CAUTION: This email originated from an **External source**. Do not open links or attachments unless you know the content is safe.

Hello lawmakers and city counsel;

I will try to be short here. We need a change and we need help fast! I live in multnomah county, SW Portland area and I am being taxed out of my home. Oregon 50 plus and all the city taxes and bonds are killing people, not only people with kids or are retired and live on an low income.

Something has to change! People are 65 and older should not have to pay for local school taxes. Do we not have lottery money that pays towards school now.

We have lottery money that should be helping with roads, school and other needs for local and statewide needs. This burdened and the Oregon 50 law is not right. Change need to be made and soon.

Metro sits on allot of land and could help selling it at a high price for affordable housing and those of younger population wanting to have a dream home of their own. Cottage projects is allowing affordable housing to be built all over Portland where 8 homes are being build on one small 20,000 lots. Apartments are being built all over, but no controls in place for lower rent for affordability but yet the individual home owner continues to take the burden for all the city and state taxes. We can't do it we are going to lose are homes if you don't stop. Your raising more property taxes on these cottages and 3 story homes on small lots and we get no break.

We in Portland just got 6.25% increase for Portland Parks and Recs. but yet they own vacant land in Portland and pay no taxes that could be sold for building more homes.

Portland single residents pay very high water bills, when the water is sold to of city around and those residents pay less for water, like Tigard, Lake Oswego, etc. not only this we have now large increases on storm water, that some of us live where are storm (rainwater) does not even touch the city storm water system. $300 to 400 more in 2025 per year for each home owner and then we just got hit with 6.25%

increase 2026 there while the city makes money on us while we suffer trying to food on are tables. This is at a point that not only are we being taxed out of our homes we are having trouble making ends meet.

The burden for all the lack of what ever is being placed on the individual single residents.

The city and state are sitting on millions, that they can take some from other sources selling vacant land owned by Metro and City of Portland, and the lottery money. Plus with all the new construction and more residents paying property taxes, where again is the break for single residents homes .

Time for change we are losing are homes over tax bills that need changed in Oregon, in Portland and in Multnomah county.

We need bills on the agenda to change property taxes.

Thank you for your time.
Concerned Home Owner

Georgia Langer

From: mslissy@juno.com
Sent: Tuesday, March 3, 2026 5:47 PM
To: Rep.MattBunch@oregonlegislature.gov; Rep.JamiCate@oregonlegislature.gov; Rep.FarrahChaichi@oregonlegislature.gov; Rep.WillyChotzen@oregonlegislature.gov; Rep.EdDiehl@oregonlegislature.gov; Rep.AprilDobson@oregonlegislature.gov; Rep.DarceyEdwards@oregonlegislature.gov; Rep.LucettaElmer@oregonlegislature.gov; Rep.JulieFahey@oregonlegislature.gov; Rep.LisaFragala@oregonlegislature.gov; Rep.MarkGamba@oregonlegislature.gov; Rep.DavidGomberg@oregonlegislature.gov; Rep.DaciaGrayber@oregonlegislature.gov; Rep.DarinHarbick@oregonlegislature.gov; Rep.AnnessaHartman@oregonlegislature.gov; Rep.JeffHelfrich@oregonlegislature.gov; Rep.KenHelm@oregonlegislature.gov; Rep.ZachHudson@oregonlegislature.gov; Rep.ShannonIsadore@oregonlegislature.gov; Rep.CyrusJavadi@oregonlegislature.gov; Rep.JasonKropf@oregonlegislature.gov; Rep.BobbyLevy@oregonlegislature.gov; Rep.EmersonLevy@oregonlegislature.gov; Rep.RickLewis@oregonlegislature.gov; Rep.JohnLively@oregonlegislature.gov; Rep.KevinMannix@oregonlegislature.gov; Rep.PamMarsh@oregonlegislature.gov; Rep.SarahFingerMcDonald@oregonlegislature.gov; Rep.EmilyMcIntire@oregonlegislature.gov; Rep.SusanMclain@oregonlegislature.gov; Rep.LeslyMunoz@oregonlegislature.gov; Rep.NancyNathanson@oregonlegislature.gov; Rep.TravisNelson@oregonlegislature.gov; Rep.DanielNguyen@oregonlegislature.gov; Rep.RobNosse@oregonlegislature.gov; Rep.VirgleOsborne@oregonlegislature.gov; Rep.MarkOwens@oregonlegislature.gov; Rep.HaiPham@oregonlegislature.gov; Rep.EWernerReschke@oregonlegislature.gov; Rep.SueRiekeSmith@oregonlegislature.gov; Rep.RickiRuiz@oregonlegislature.gov; Rep.TawnaSanchez@oregonlegislature.gov; Rep.AnnaScharf@oregonlegislature.gov; Rep.AlekSkarlatos@oregonlegislature.gov; Sen.DebPatterson@oregonlegislature.gov; Sen.KhanhPham@oregonlegislature.gov; Sen.FloydProzanski@oregonlegislature.gov; Lynn Peterson; Ashton Simpson; Christine Lewis; Gerritt Rosenthal; Juan Carlos Gonzalez; Mary Nolan; Duncan Hwang; council@oregonmetro.gov; Legislative Coordinator; councilor.zimmerman@portlandoregon.gov; councilor.clark@portlandoregon.gov; councilor.green@portlandoregon.gov
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We need bills on the agenda to change property taxes.

Thank you for your time.
Concerned Home Owner

Confederated Tribes and Bands
Yakama Nation

Established by the
Treaty of June 9, 1855

March 4, 2026

Submitted via Metro Online Portal: https://www.oregonmetro.gov/submit-testimony-online

Metro Council Members
Metro Regional Center
600 NE Grand Ave
Portland, OR 97232

RE: Support for Approval of the Willamette Cover Nature Park Master Plan (Resolution No. 26-5561)

Dear Members of the Metro Council:

We write this letter of support on behalf of the Yakama Nation urging Metro Council to approve the Willamette Cove Nature Park Master Plan under Resolution No. 25-5561.

The Confederated Tribes and Bands of the Yakama Nation (Yakama Nation) is a sovereign tribal government, federally recognized under the Treaty with the Yakamas of June 9, 1855. The Yakama Nation is a co-manager of fisheries and a leader in salmonid recovery efforts throughout the Columbia River Basin. As part of these efforts, the Yakama Nation focuses on environmental cleanups, such as the Portland Harbor Superfund site on the Lower Willamette River. Contaminated habitat, combined with the lack of accessible, functioning habitat, is a limiting factor in salmonid recovery. The Yakama Nation's goal is to protect and restore treaty-reserved resources and safeguard tribal member health from past, current, and future releases of hazardous substances.

With this mandate comes the need to protect and restore habitats that are often severely impacted, reduced, or inaccessible due to land-use decisions. Decisions affecting the Lower Willamette River, including those concerning Willamette Cove, must ensure that treaty-reserved resources are protected and restored, providing functioning habitat corridors for ESA-listed and treaty-reserved species.

The Yakama Nation is concerned about changes and impacts to aquatic and terrestrial habitats that may negatively affect ESA-listed and treaty-reserved species, including areas designated as Critical Habitat and Essential Fish Habitat. This concern extends beyond individual cleanup or development actions to the overall quality, connectivity, and ecological integrity of habitat restoration or development. The Lower Willamette River, including Willamette Cove, provides critical habitat for salmonids and other aquatic species, such as Pacific lamprey. Off-channel, riparian, and floodplain habitats provide rich prey resources, including aquatic and terrestrial invertebrates and resident fish, essential for the growth, resilience, and survival of adult and juvenile salmonids.

The Willamette Cove area has designated environmental conservation zoning and has been identified as a potential restoration site in the 2017 Portland Harbor Trustee Council Restoration Plan. Willamette Cove is part of the

Willamette River Greenway and Environmental Conservation Overlay Zone and St. Johns Plan District Plan. According to the Trustees' Restoration Plan, the purpose of the Willamette River Greenway and Environmental Conservation overlay is to protect, conserve, enhance, and maintain the natural, scenic, historical, economic, and recreational qualities of lands along Portland's rivers; increase public access to and along the Willamette River; and protect and improve water quality (Portland Zoning Code 33.440).

Willamette Cove also provides rare access to the Willamette River for both tribal members and the community to gather and enjoy the green space with water access. With few river access points throughout the Portland Harbor area, the Willamette Cove is a rare gem. Providing responsible access and educational opportunities for all ages and abilities is one of the most effective ways to develop long-term stewards of the river.

Floodplain and riparian areas are critical for the survival and recovery of ESA-listed salmon and steelhead, as well as Pacific lamprey, and are also essential to tribal treaty resources, cultural practices, and subsistence and ceremonial uses. Protecting and enhancing these areas supports Metro's obligations to respect tribal rights and the long-standing cultural relationship between the Yakama Nation and the Columbia River Basin and its tributaries.

As you are aware, Yakama Nation staff have been actively engaged in the Willamette Cove upland and in-water cleanup processes, as well as in the Willamette Cove Nature Park Master Plan development. Throughout this planning process, we appreciate Metro staff's efforts to make Tribal engagement a priority and to work collaboratively in a government-to-government framework. We are encouraged that the Willamette Cove Nature Park Master Plan incorporates ESA-listed species requirements and the protection of treaty-reserved resources as core criteria that inform goals, targets and thoughtful design. This area represents an opportunity to align cleanup, habitat restoration, species recovery, and carefully managed passive recreation in a way that strengthens ecological function while honoring treaty-reserved rights.

This action supports our efforts to advance cleanup, protect existing habitat, ensure no net loss, expand protections to include degraded areas regardless of condition, and support restoration. It aligns access for passive recreation in an area that will be enhanced for ecological function, tribal treaty resources, and species recovery efforts.

In conclusion, the Yakama Nation supports adoption of the Willamette Cover Nature Park Master Plan. We look forward to continued collaboration with Metro and are encouraged to hear that the Metro Council will be seeking resolution on a funding strategy for this Master Plan at the March 12, 2026, Metro Council Meeting.

Sherrie Duncan can be reached at duns@yakamafish-nsn.gov. Laura Klasner Shira can be reached at shil@yakamafish-nsn.gov

Sincerely,

Sherrie Duncan
Fish Biologist / Restoration Ecologist
Yakama Nation Fisheries

Laura Klasner Shira, P.E
Yakama Nation Fisheries