

Appendix

Technical Studies and Reports

A) Capacity Assessment

B) N Edgewater Railroad Crossing Improvements

C) Early Assistance Meeting Notes

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A) Capacity Assessment

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.

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

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

<i>Travel Mode</i>	<i>Driving</i>	<i>Biking</i>	<i>Walking</i>	<i>Transit</i>	<i>Water</i>	<i>School Bus</i>
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

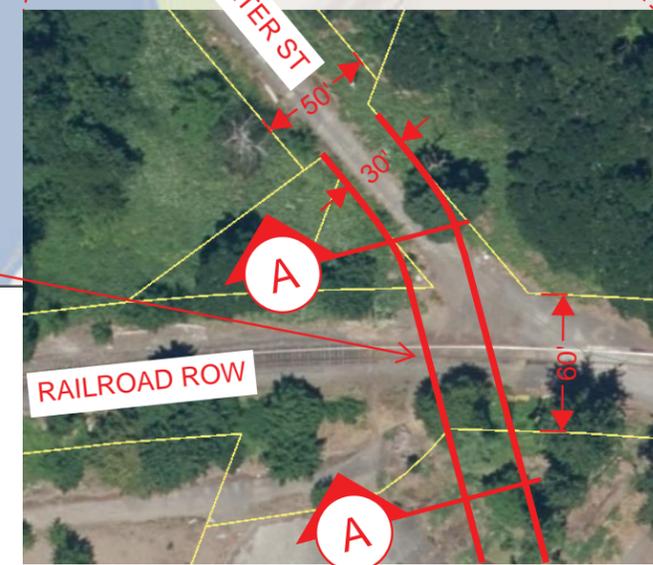
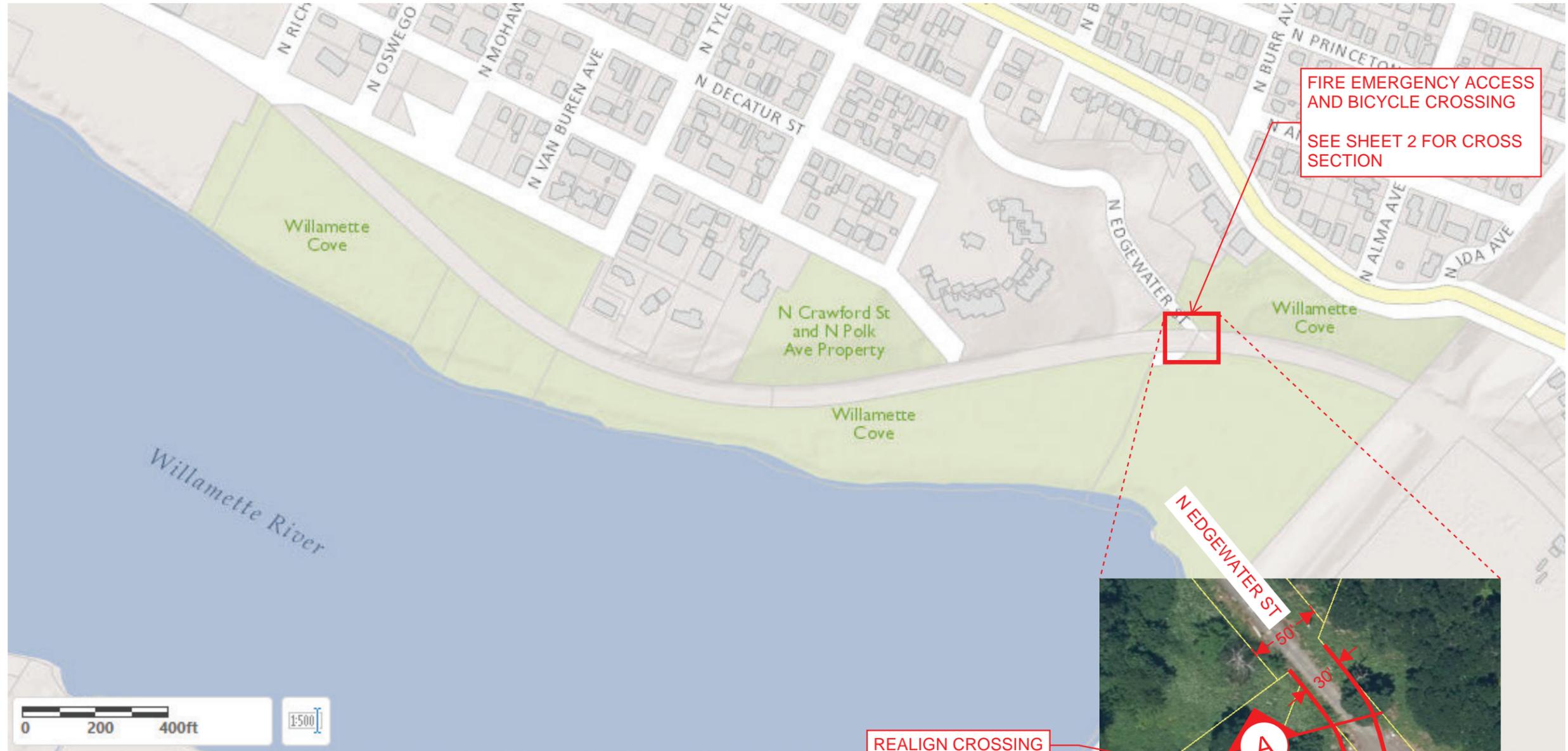
After distributing total visitors across modes of travel, it was determined that a maximum of 80 people would be arriving by car to the site at one time. This maximum was than multiplied by a standard coefficient of 3.13 persons per vehicle to result in a **maximum total vehicles at one time of 26.**

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B) N Edgewater Railroad Crossing



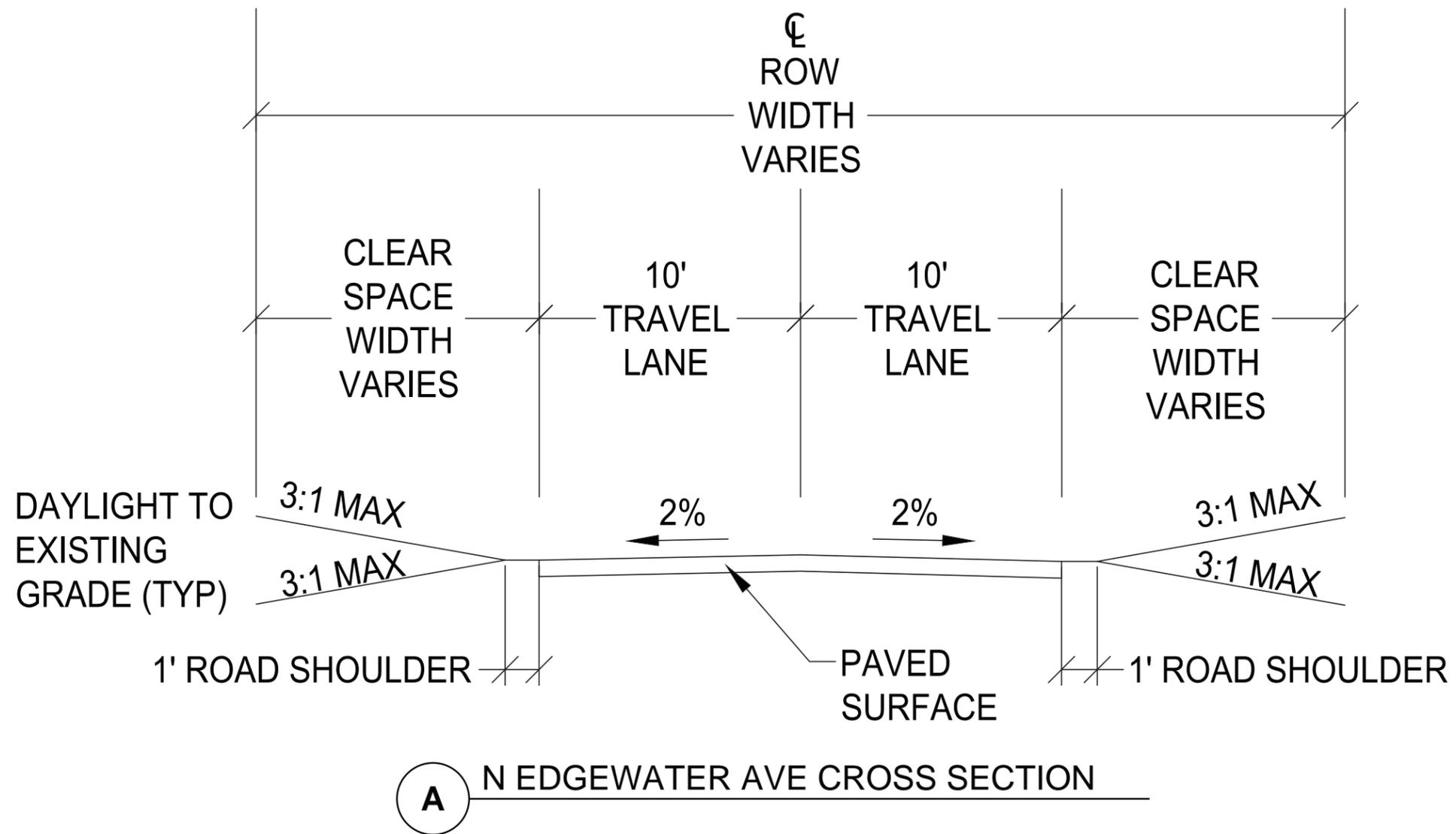
kpff

#2300330

**Willamette Cove Railway Crossing
Exhibit Map**

**EXHIBIT
01/02**

10/08/2025



	Willamette Cove Railway Crossing Edgewater Avenue Section	EXHIBIT 02/02
		10/08/2025

#2300330



RAILROAD-HIGHWAY PUBLIC CROSSINGS SAFETY APPLICATION

STATUS <input type="radio"/> Draft <input checked="" type="radio"/> Final* <small>* Includes signature</small>	RAIL DIV. USE ONLY APP. NO.
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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](#)

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RAILROAD-HIGHWAY PUBLIC CROSSINGS SAFETY 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 <i>Metro</i>			PHONE
ADDRESS <i>600 NE Grand Ave</i>			FAX
CITY <i>Portland</i>	STATE <i>OR</i>	ZIP <i>97232</i>	E-MAIL <i>jennifer.davanzo@oregonmetro.gov</i>
CONTACT PERSON <i>Jennifer D'Avanzo</i>			PHONE <i>971.442.7515</i>

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 <i>N Edgewater Ave</i>	RAILROAD NAME <i>Union Pacific - UP</i>
CITY <i>Portland</i>	NAME OF TRACK <i>Railroad Crossing Grade: Edgewater Ave</i>
COUNTY <i>Multnomah</i>	RAILROAD MILEPOST
ROAD AUTHORITY <i>PBOT</i>	PHONE

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

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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

<input checked="" type="radio"/> North or <input type="radio"/> East of the track	DESCRIPTION N Edgewater Ave, a city road, is gated. It is comprised of concrete and asphalt. Used as M
<input type="radio"/> South or <input checked="" type="radio"/> West of the track	DESCRIPTION This is a vacated road.

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

From:	To:	Present configuration (width in feet)	After construction (width in feet)	Surface type (after construction)
<input type="radio"/> North or <input type="radio"/> East	<input type="radio"/> South or <input type="radio"/> West			
Sidewalk		0	0	
Buffer (grass) strip		0	0	
Curb (include gutter)		0	0	
Shoulder		1	1	gravel
Bikeway		0	0	
Lanes	NUMBER 1	9	10	asphalt
Lanes	NUMBER	0	0	
Median		0	0	
Lanes	NUMBER 1	9	10	asphalt
Lanes	NUMBER	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

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

- Public roadway intersecting North or East of the track

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

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

Average daily vehicle traffic count	PRESENT <5	ANTICIPATED <5
Vehicle speed for each approach	<input type="radio"/> One-way	<input checked="" type="radio"/> Two-way
	MILES PER HOUR 15	MILES PER HOUR 15
	<input type="radio"/> South or <input type="radio"/> West of the track:	

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%)			
	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

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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.

EA Appointment Summary - EA 25-101014
2/3/2026
Page 2

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.

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 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>.



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

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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 anticipated 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.

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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



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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, Jennifer 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.

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-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.

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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 pwd@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](#).

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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 at <https://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.



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 ccdailcrossing@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



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 pwd@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 pwd@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 pw@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.



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 horizontal 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.



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.

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

- **New 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/>.



**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](#).



**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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A) Phase 1 Summary Report

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PHASE 1 ENGAGEMENT REPORT

Willamette Cove Master Plan

July 2024

oregonmetro.gov/cove



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.

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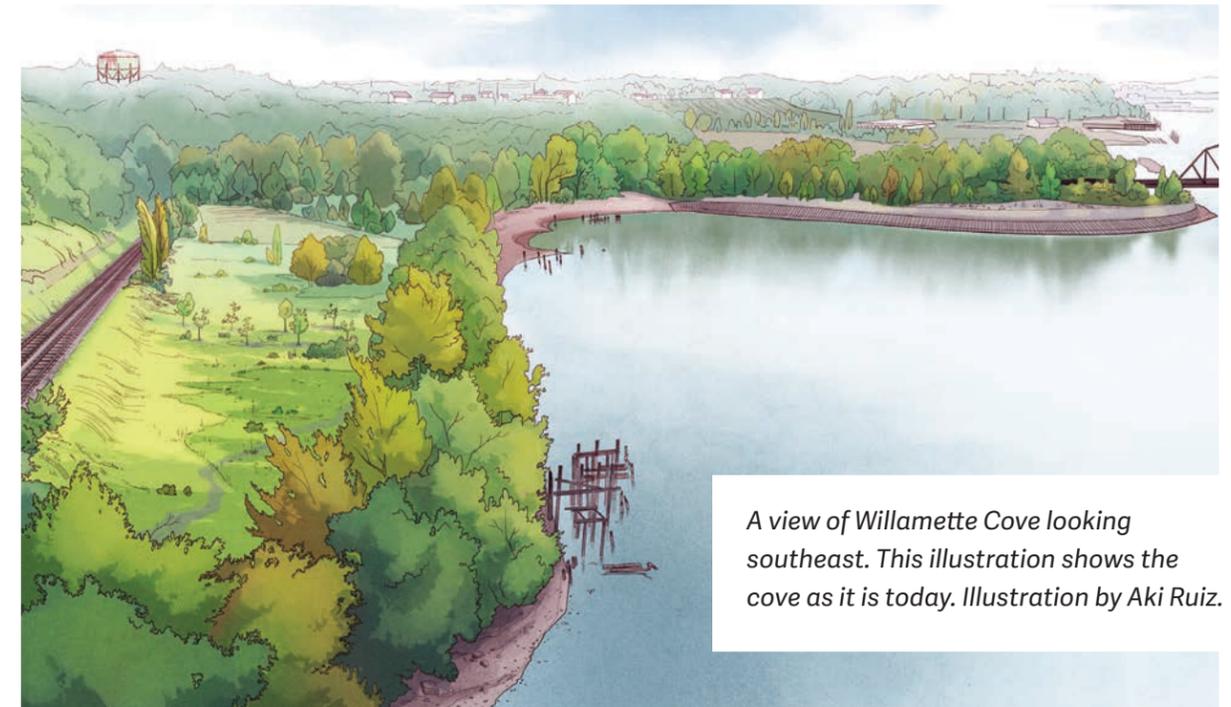
Shirley Craddick, District 1
Christine Lewis, District 2
Craig Dirksen, District 3
Juan Carlos Gonzalez, District 4
Sam Chase, District 5
Bob Stacey, District 6

Auditor

Brian Evans

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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 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.

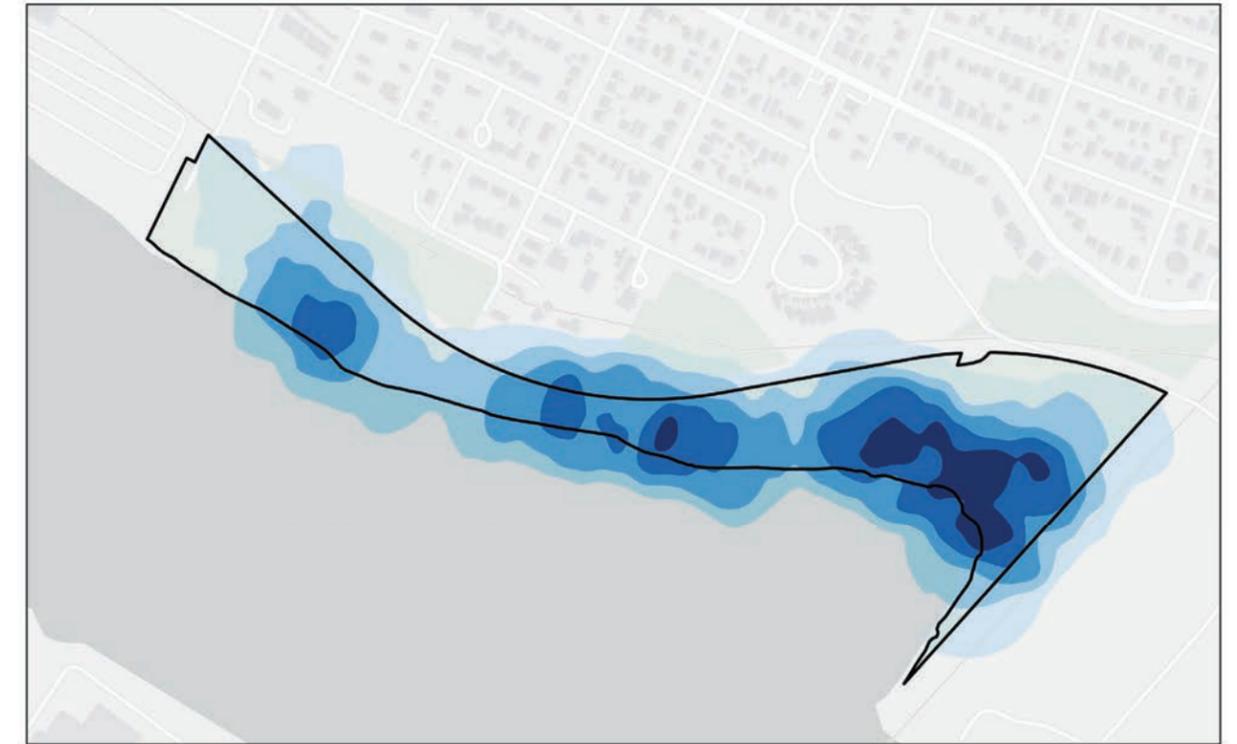
The key takeaways are organized under five themes that were presented during the workshops: habitat features, nature-based experiences and education, water access, access and trails, and gathering spaces. This feedback will inform nature park designs in Phase 2.



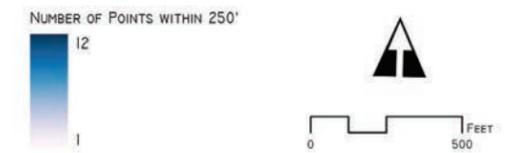
Participatory mapping activity with the community at in person workshop.



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.

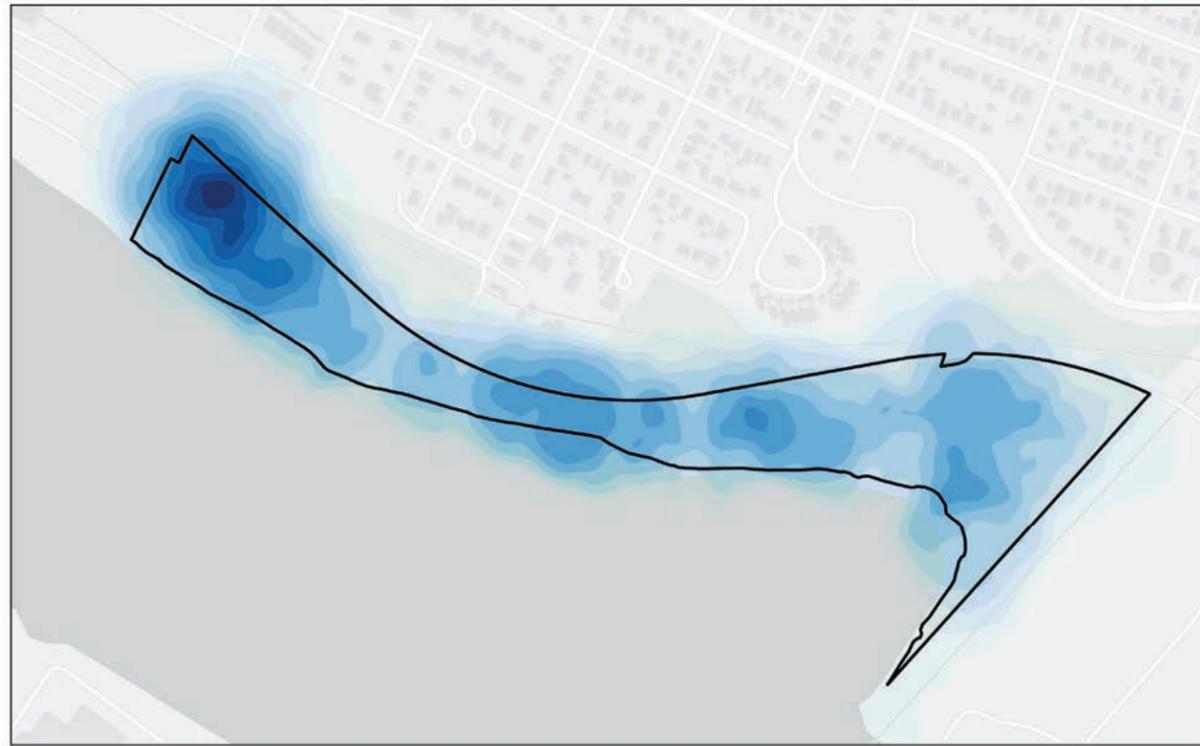


Habitat Features

- "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

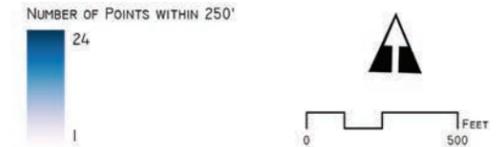
- Immersive educational experiences are highly desired throughout the park supported by interpretive signs, storytelling elements, wayfinding and art.
- Integrating local art into the park is key to enhance the public's understanding and appreciation of both cultural and natural aspects of Willamette 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.

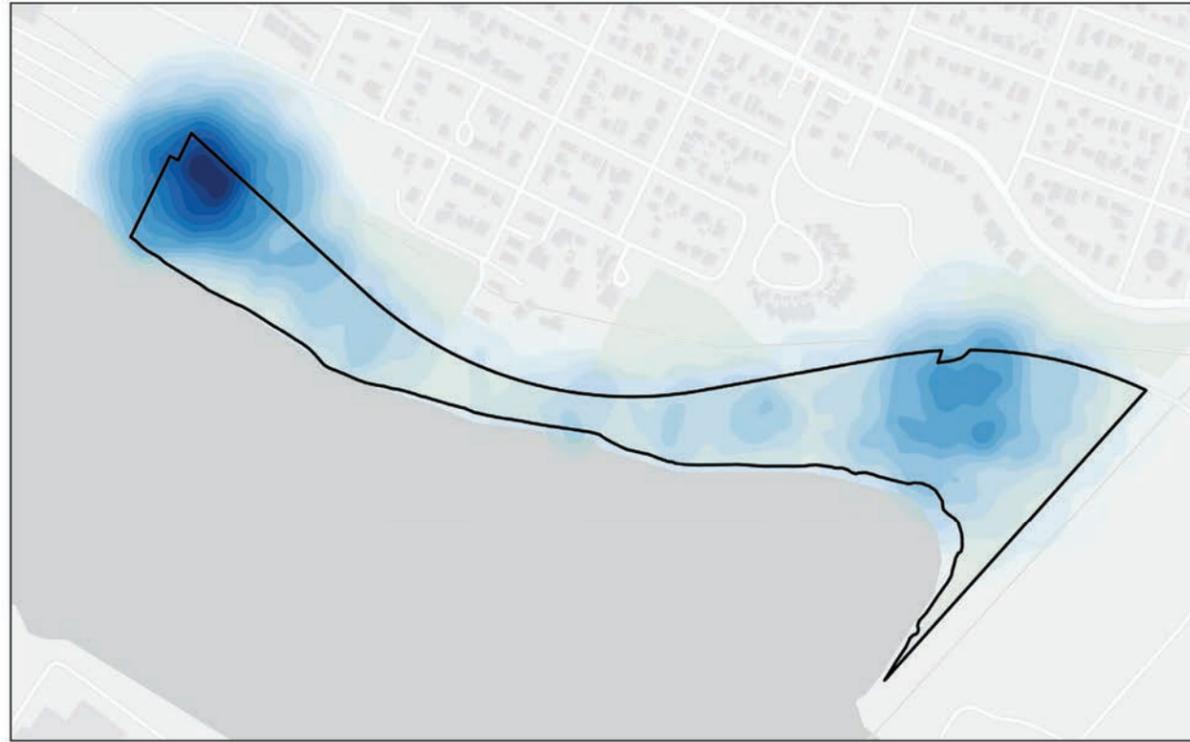


I believe in having a ceremony to unveil the Willamette Cove and its new transition will be an important marker. [...] to honor and reclaim its new transition of health and care.

- 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

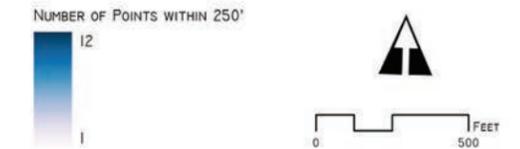
- Most respondents (94%) use nature parks for walking or rolling on bikes. Trails, accessible walking paths, and strong cycling infrastructure are crucial to support these activities.
- 61% of respondents expect to drive to the nature park, and would like parking for their cars. A small share mentioned 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, canoeing, 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.

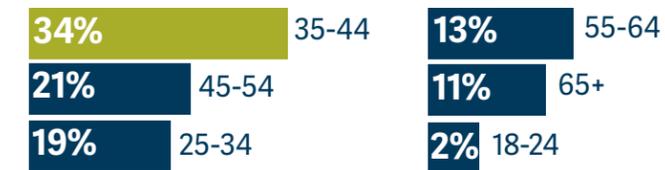
Gender



Race/ethnicity



Age



Disability status



Immigration status



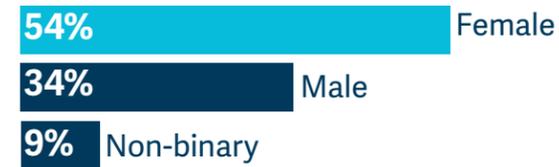
*Asian or Asian American, American Indian or Alaska Native, Slavic, Black or African American, Middle Eastern or North African, Native Hawaiian or other Pacific Islander

Community Engagement Summaries

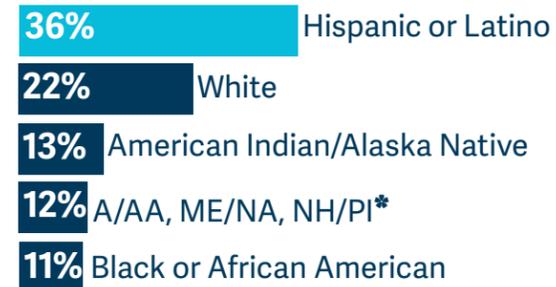
In-Person and Online Workshop Demographics

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.

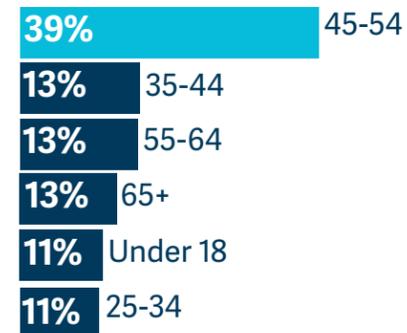
Gender



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 canoeing 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-Talbot 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.

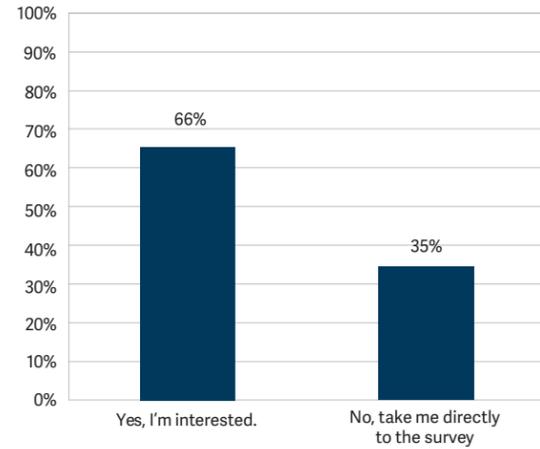
Is calling it a “park” appropriate? You are entering that space knowing that it's been harmed so know that it needs healing and care; it's like visiting a sick relative - [we] need to create boundaries but also show that we care about it.

– Tana Atchley Culbertson, Nesika Wilamut

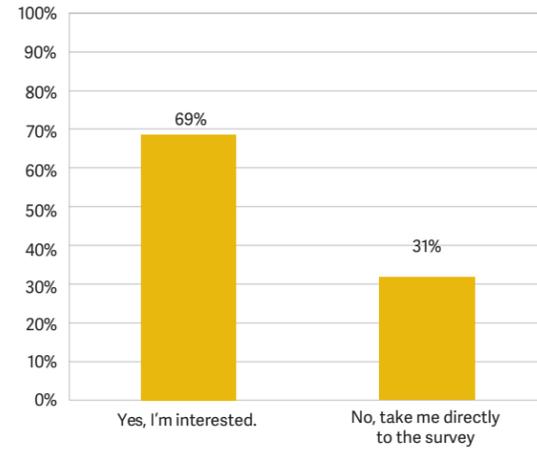
b. Willamette Cove Site Master Plan Community Survey Results

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

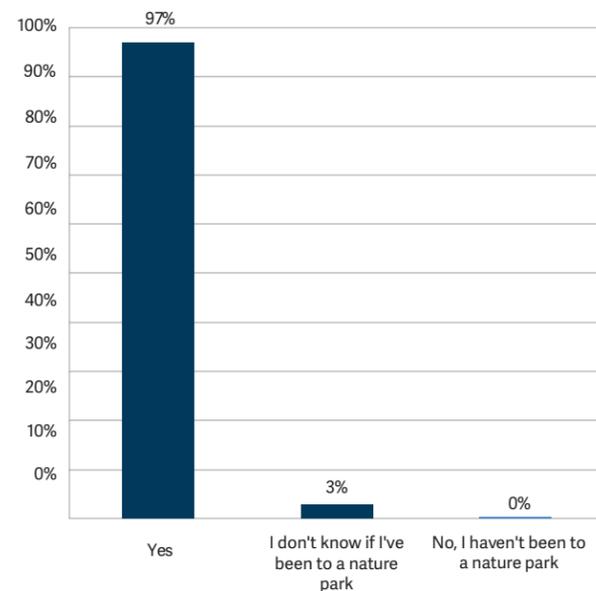


Survey in Spanish
n=13
skipped=0

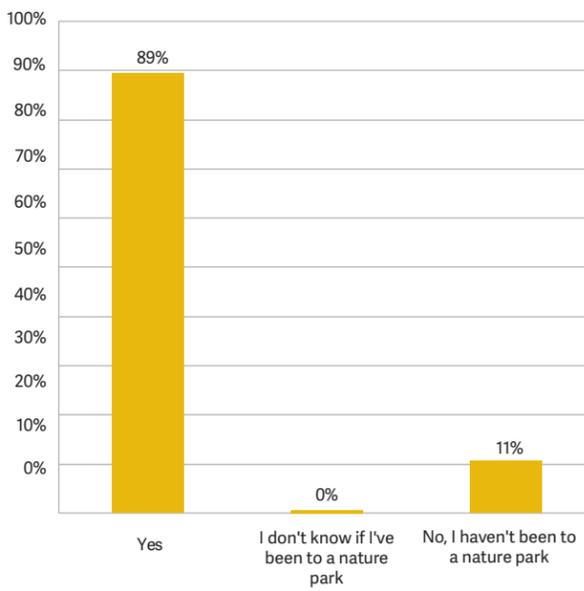


3. Do you ever visit nature parks?

Survey in English
n=2,249
skipped=611

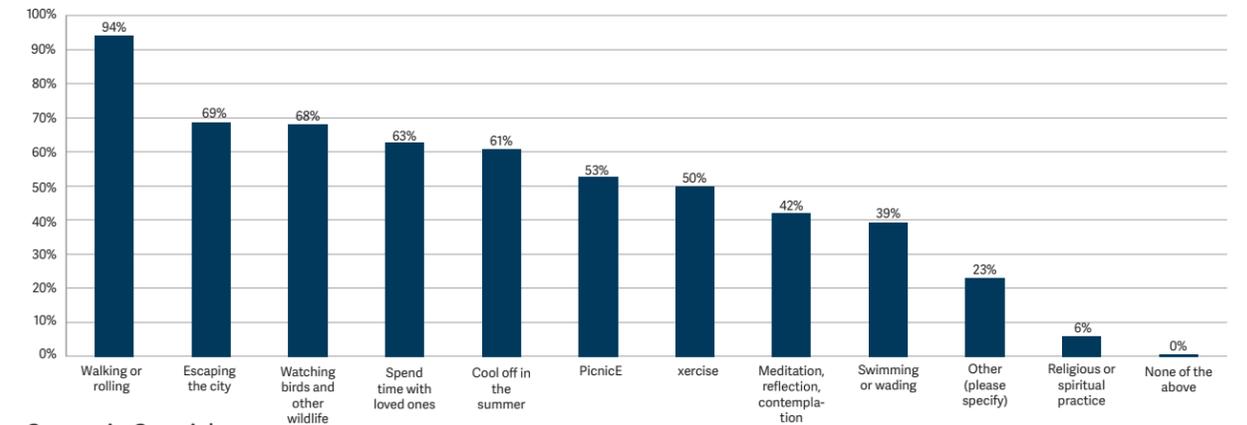


Survey in Spanish
n=9
skipped=4

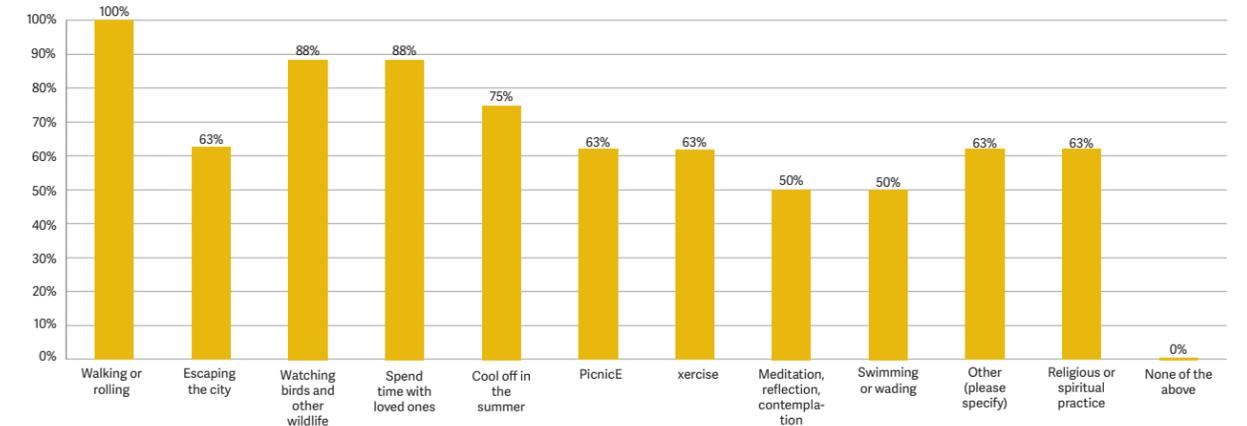


4. How do you currently use nature parks? What do you typically do? (Select all that apply).

Survey in English
n=2,357
skipped=703



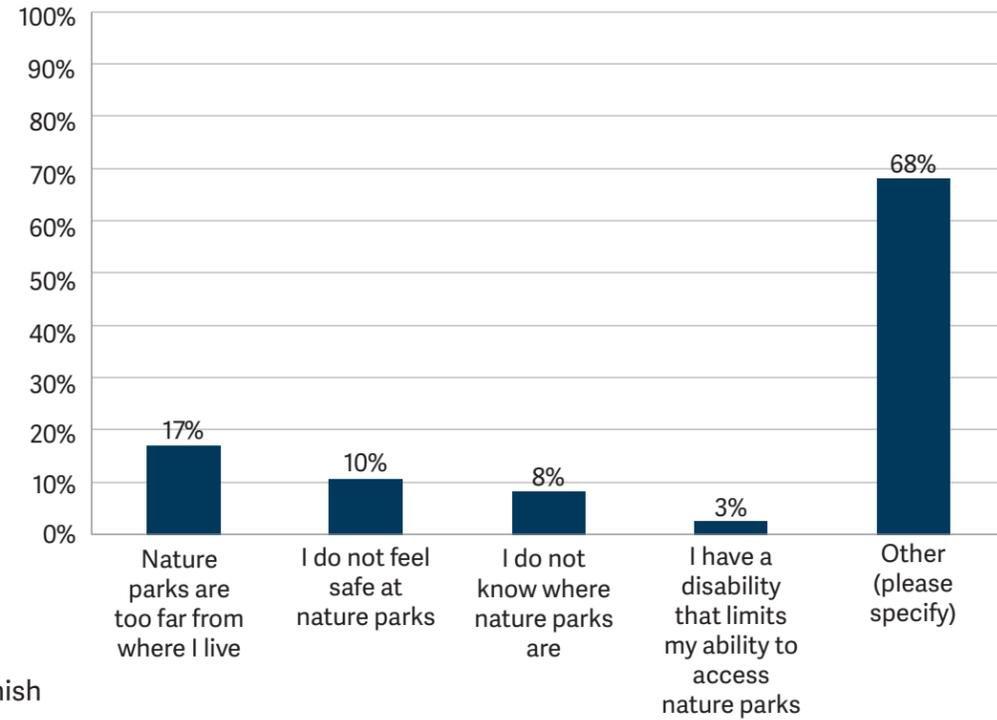
Survey in Spanish
n=8
skipped=5



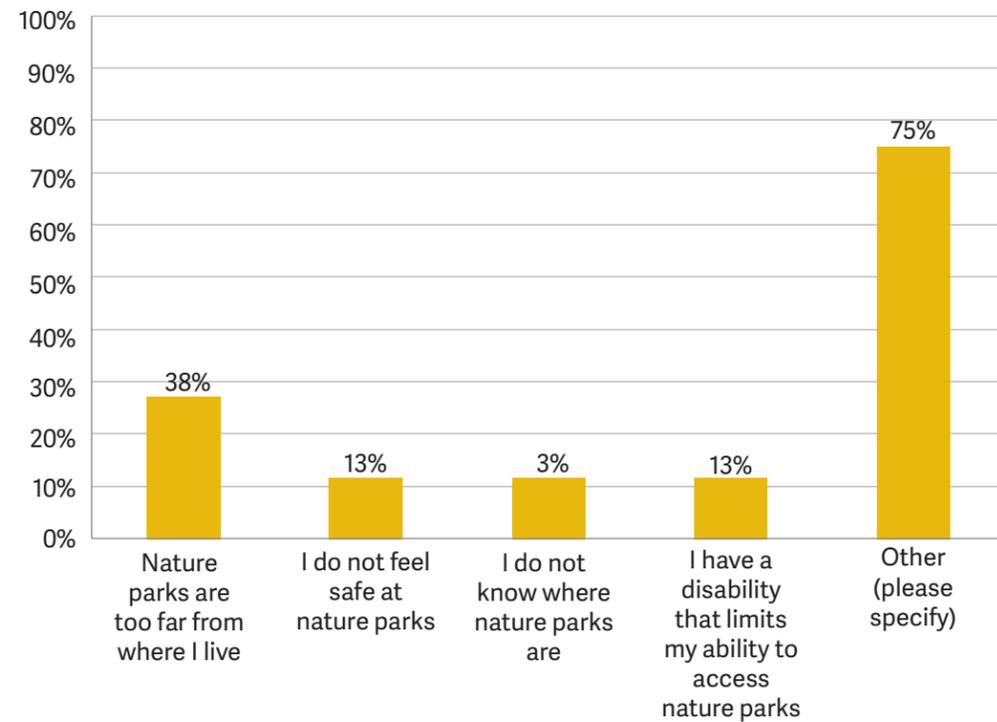
Community Engagement Summaries

5. If you don't use nature parks? Why? (Select all that apply).

Survey in English
n=2,328
skipped=732



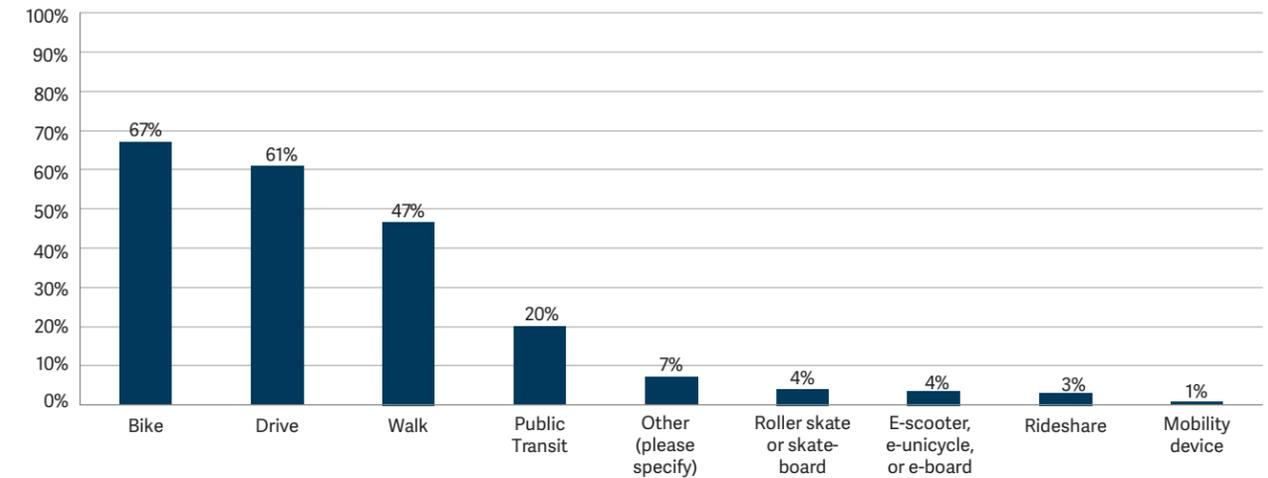
Survey in Spanish
n=8
skipped=5



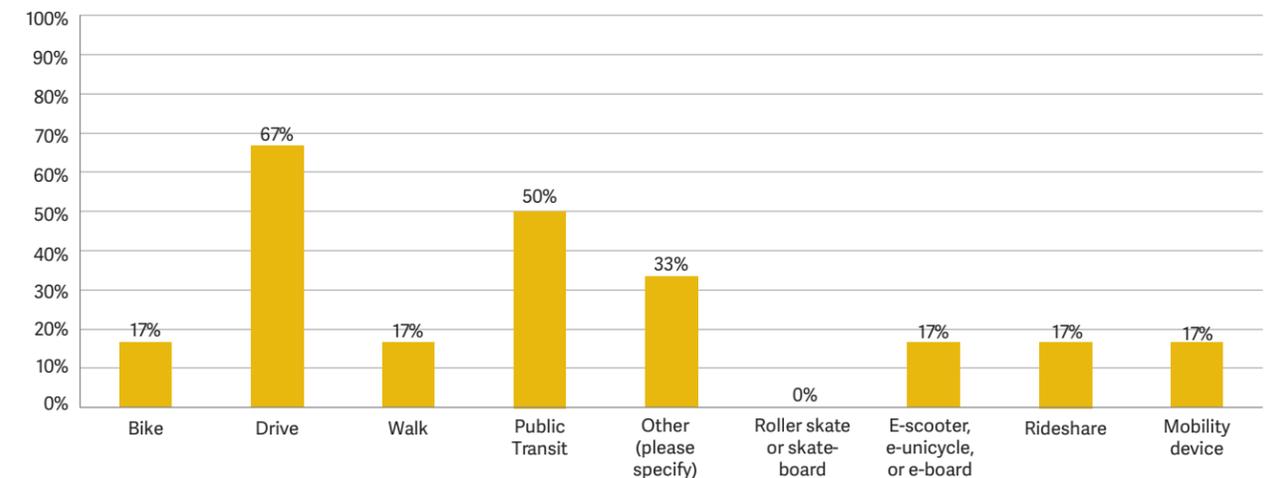
Community Engagement Summaries

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



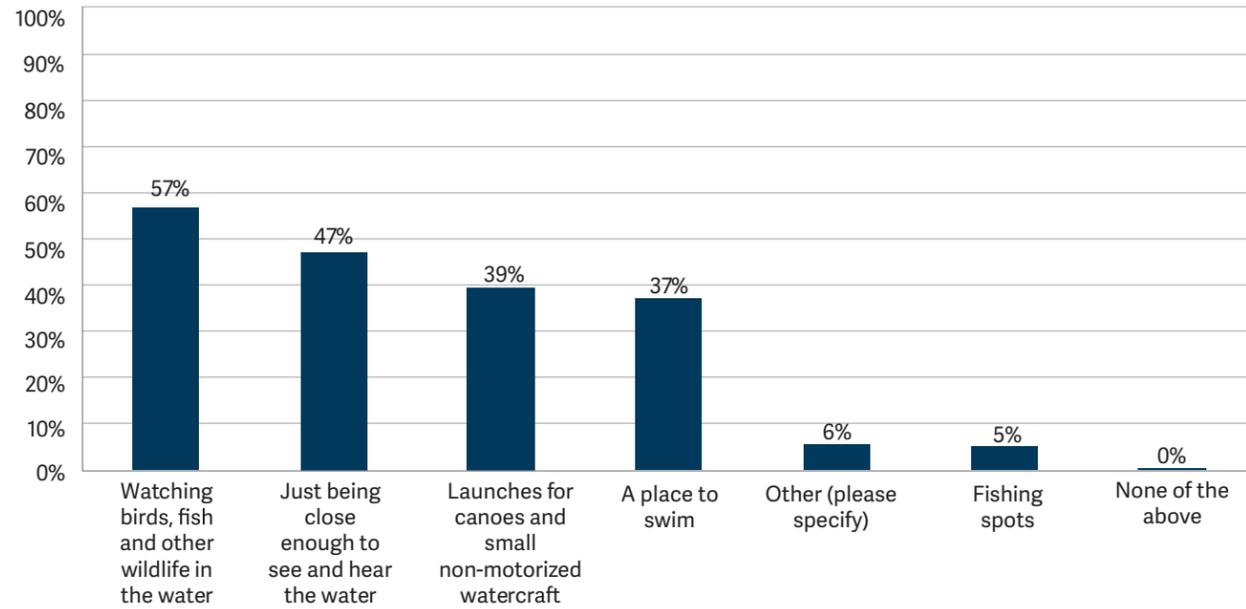
Survey in Spanish
n=6
skipped=7



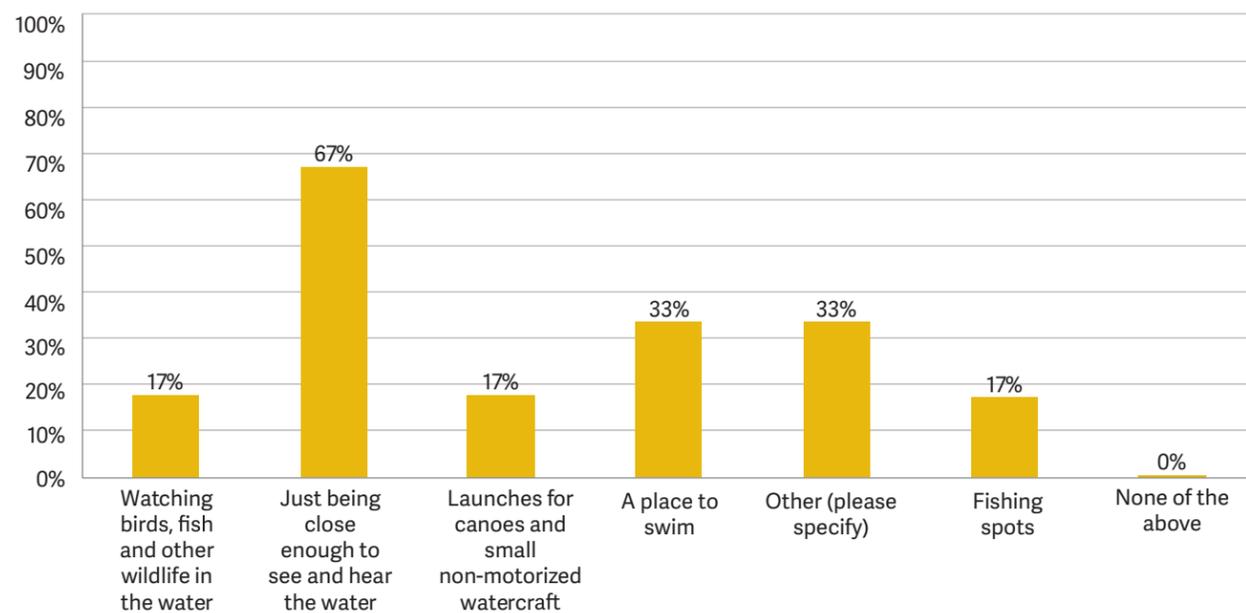
Community Engagement Summaries

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



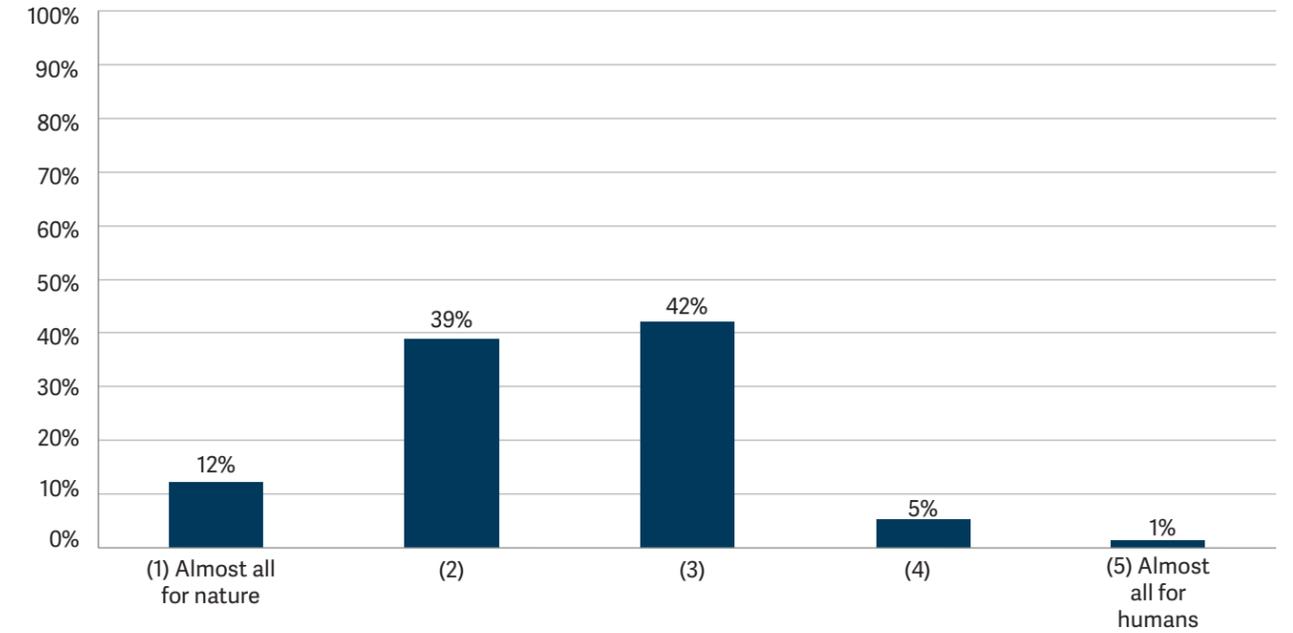
Survey in Spanish
n=6
skipped=7



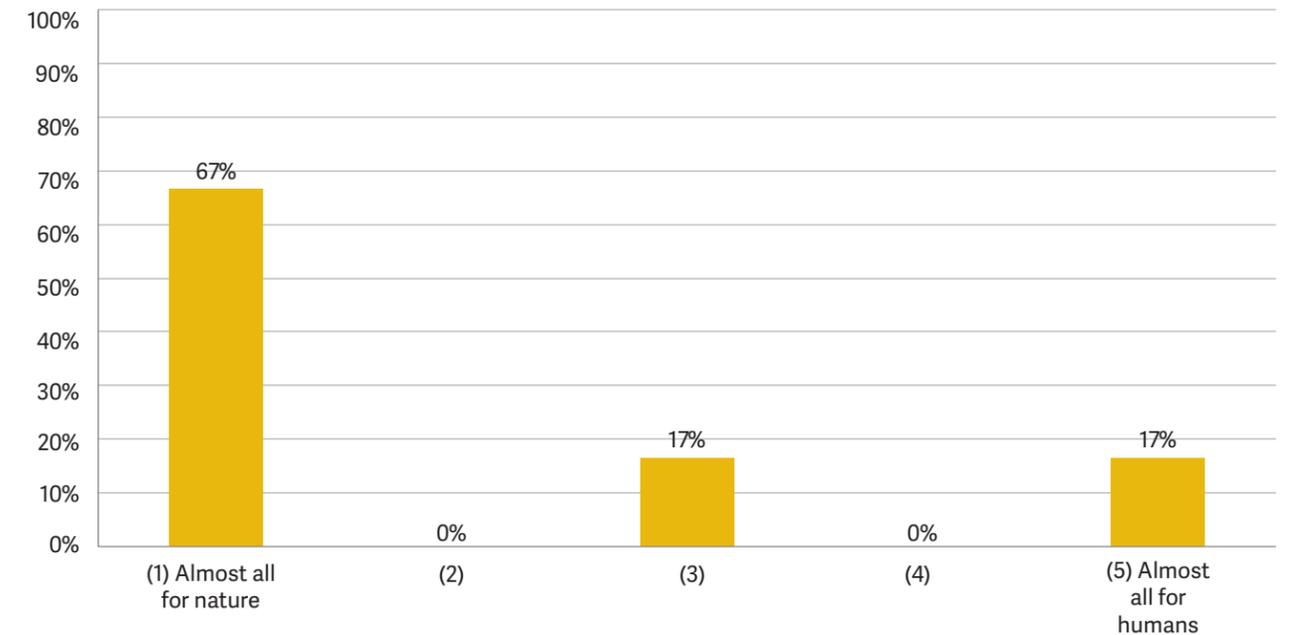
Community Engagement Summaries

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



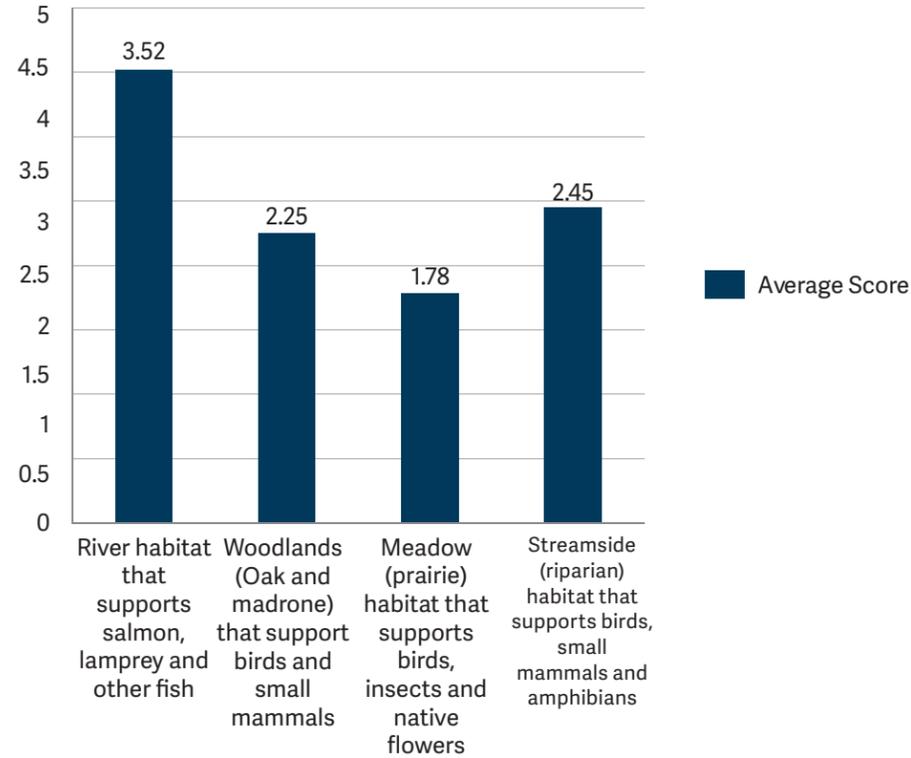
Survey in Spanish
n=6
skipped=7



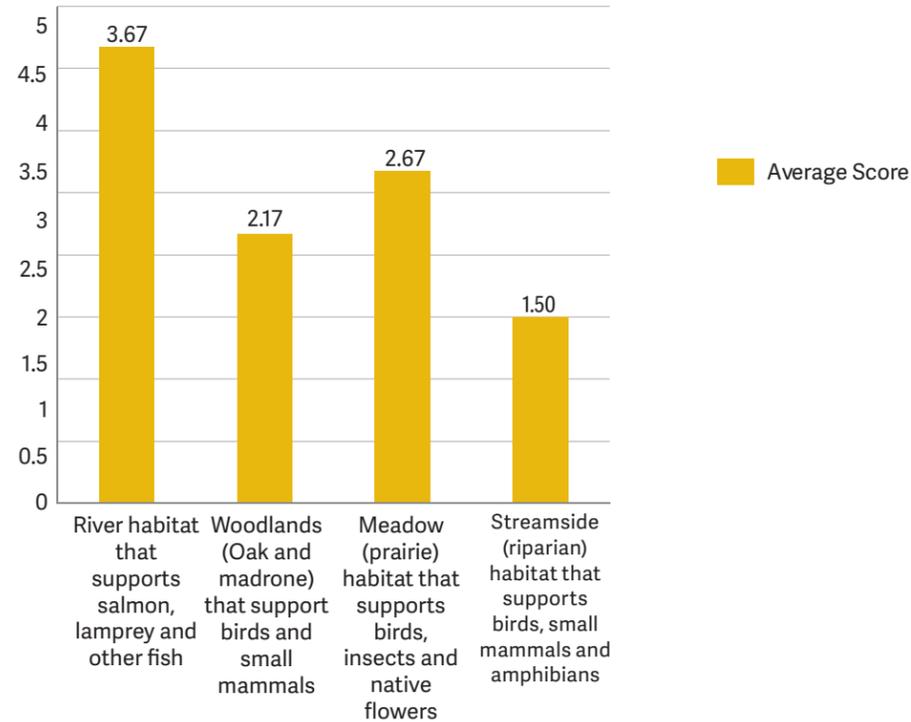
Community Engagement Summaries

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



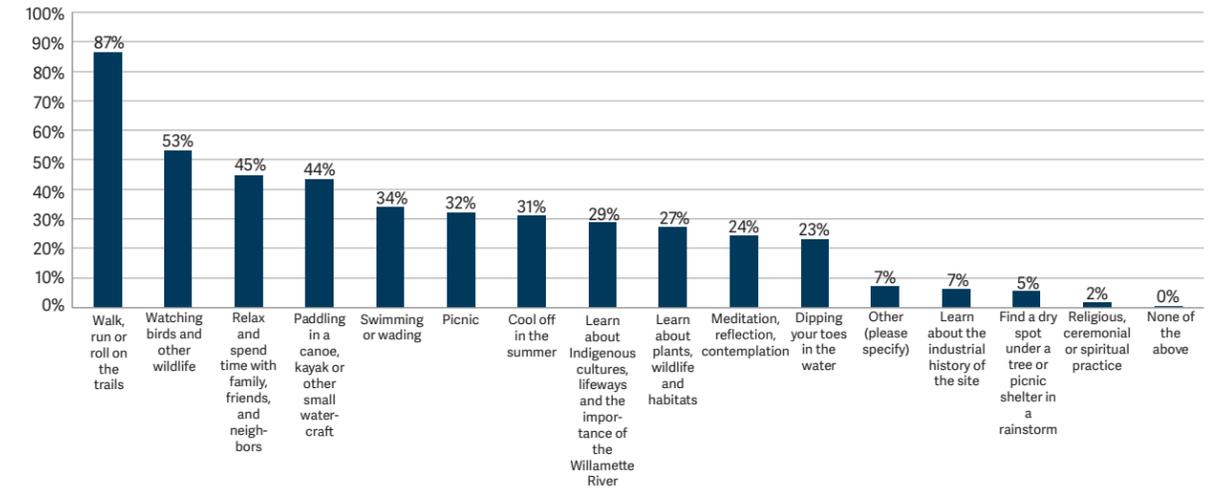
Survey in Spanish
n=6
skipped=7



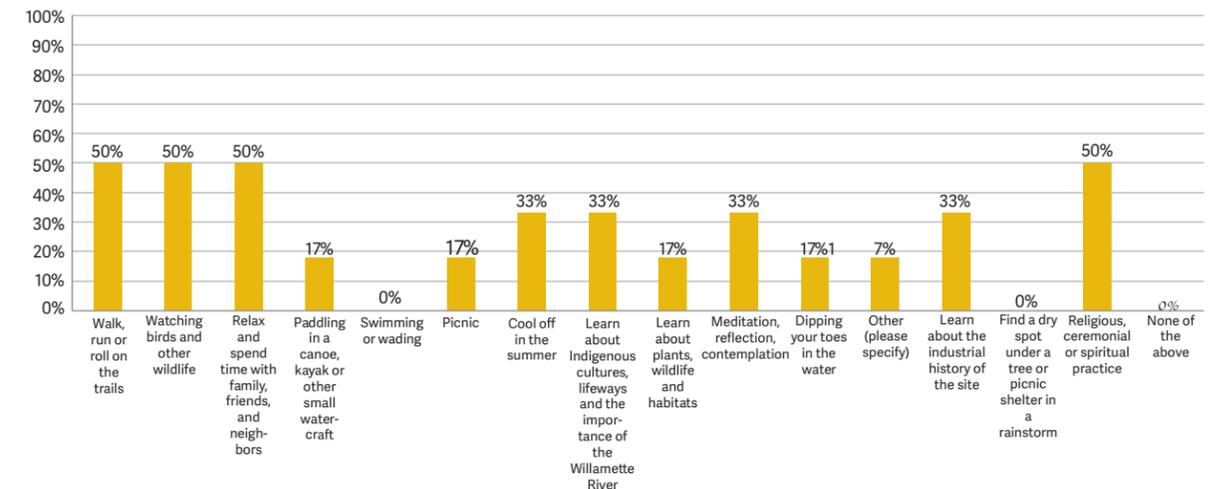
Community Engagement Summaries

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



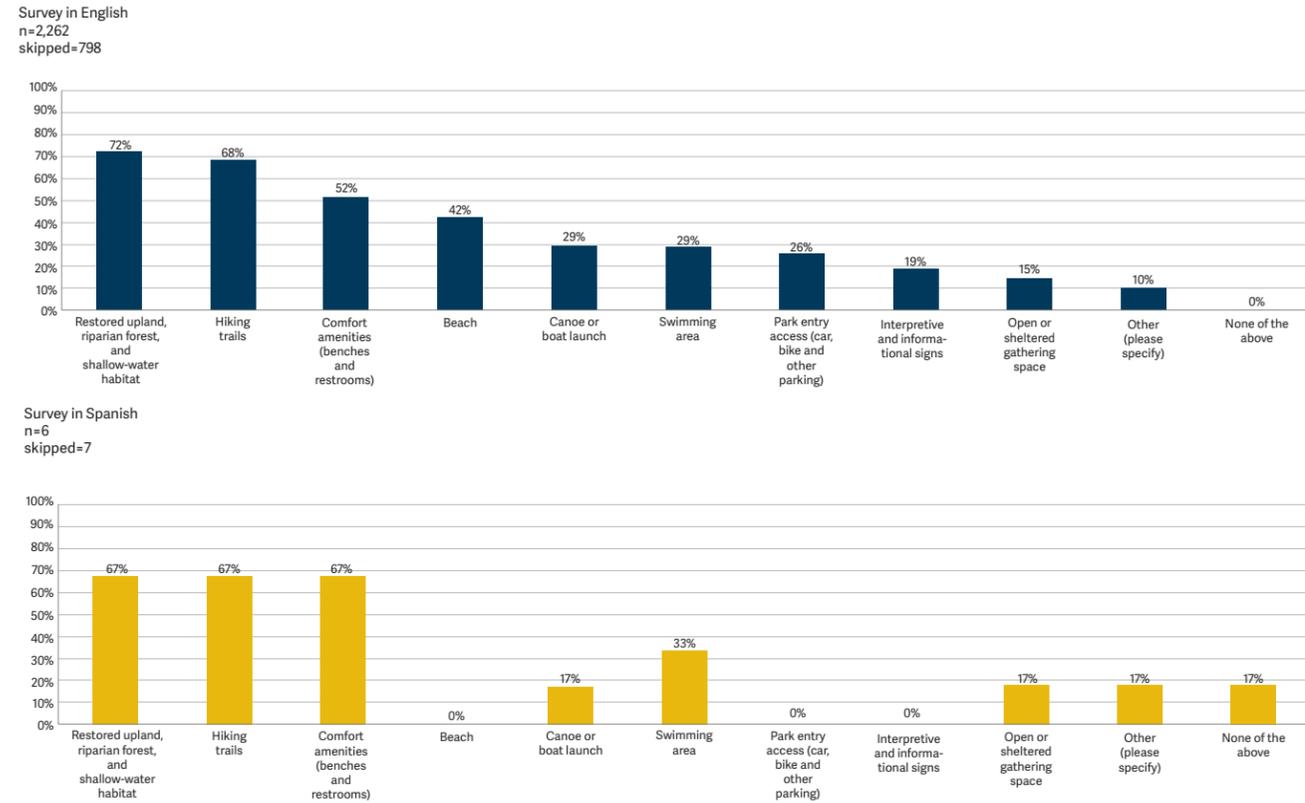
Survey in Spanish
n=6
skipped=7



Community Engagement Summaries

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?

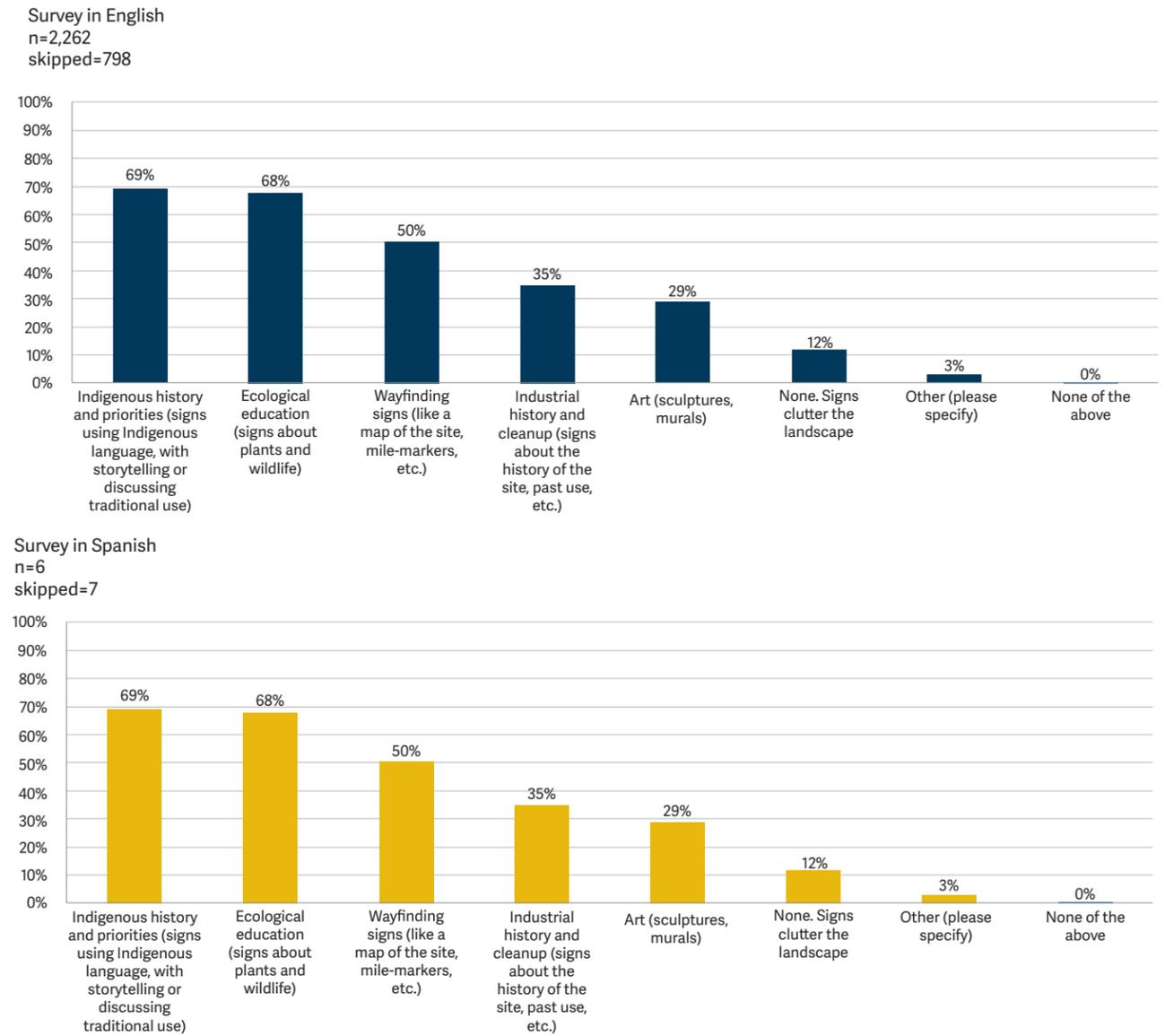
(To help us determine our community's priorities, please choose your top 4).



Community Engagement Summaries

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).



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 n=1,720 skipped=1,340	Survey in Spanish n=7 skipped=6
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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 n=743 skipped=2,317	Survey in Spanish n=3 skipped=10
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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."

Community Engagement Summaries

- "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"

Community Engagement Summaries

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)



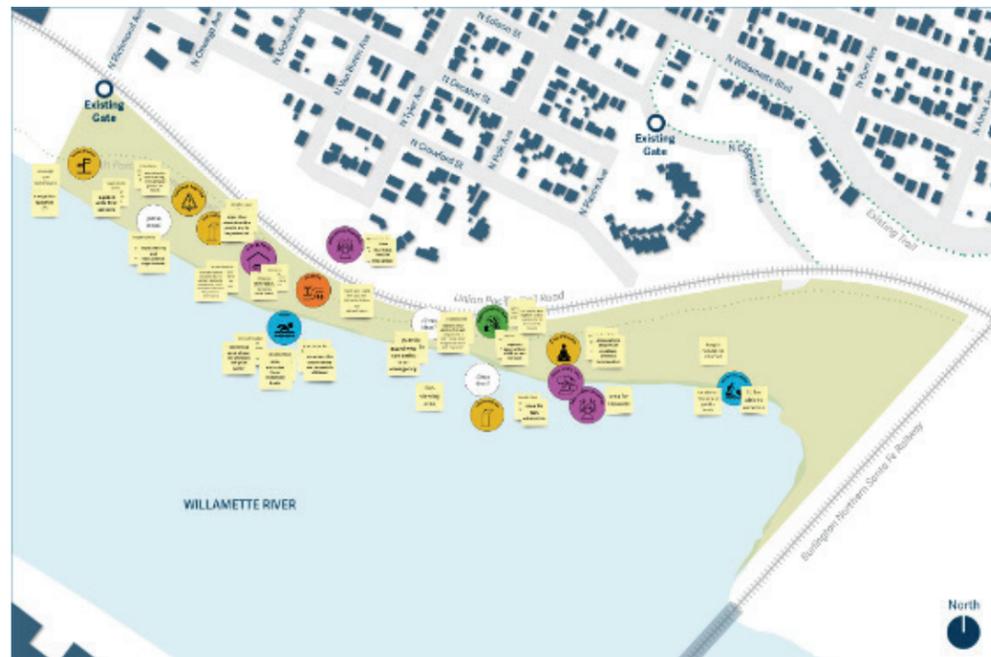
Table 8 (English)



Table 9 (Spanish)



Group 5 (Spanish)



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B) Phase 2 Summary Report

PHASE 2 ENGAGEMENT REPORT

Willamette Cove

Master Plan

December 2024

oregonmetro.gov/cove





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](https://oregonmetro.gov/parksandnaturenews)

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

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Introduction	5
Phase 1 Recap	6
Phase 2 Design Alternatives	9
Phase 2 Engagement Key Findings	15
Who Participated?	26
Appendix	29

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



Phase 1 Recap

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

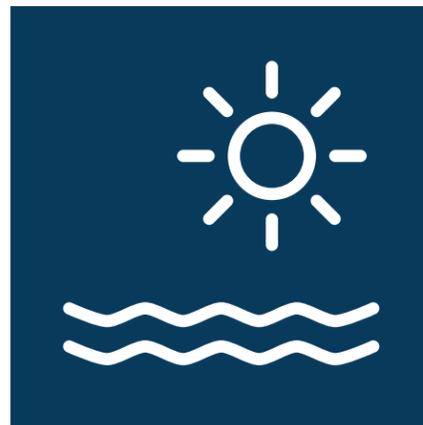
Phase 1: Community Insights

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

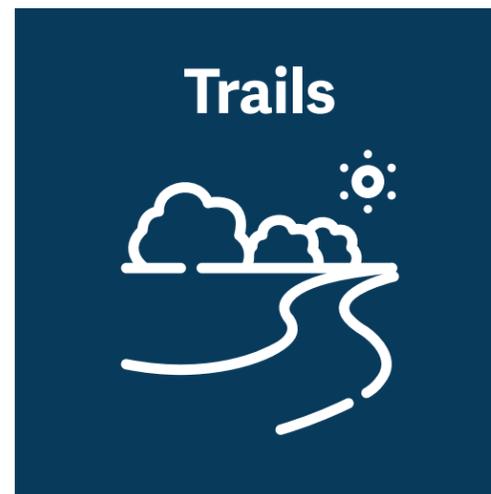


Interpretive signs,
art, and storytelling
to highlight
Willamette Cove's
cultural and natural
features.

Phase 2 Design Alternatives

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:



Trails

Regional Trails
 Nature Trails &
 Nature Loops
 Cultural Storytelling
 Loop



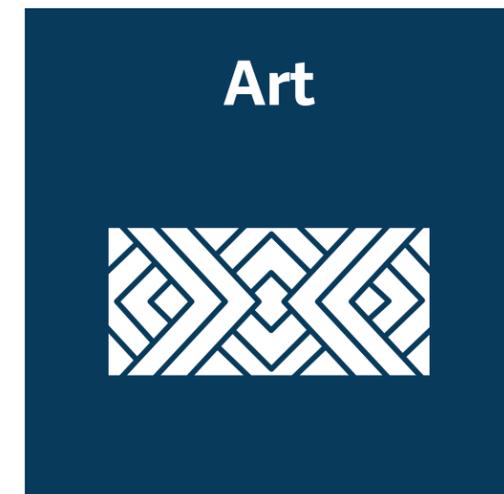
Water Access

Kayak/Canoe Launch
 Swimming Dock



Gathering Spaces

Covered Gathering
 Outdoor Classroom
 Nature Play Area

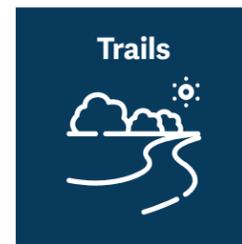


Art

Artwork

Design Alternatives

PARK ELEMENTS



Design 1: Cove

A nature trail network, south of the regional trail, connects the entire park.

Design 2: Panorama

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.

Design 3: Shallows

Regional trail is positioned further north, creating a more contiguous area for habitat and nature park experiences near the riverbank.



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.

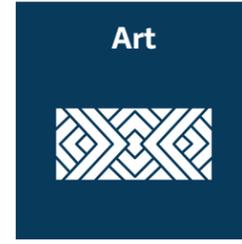
A nature play area is easily accessible from the west entrance where a trail leads to the non-motorized boat ramp and a long dock.



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.

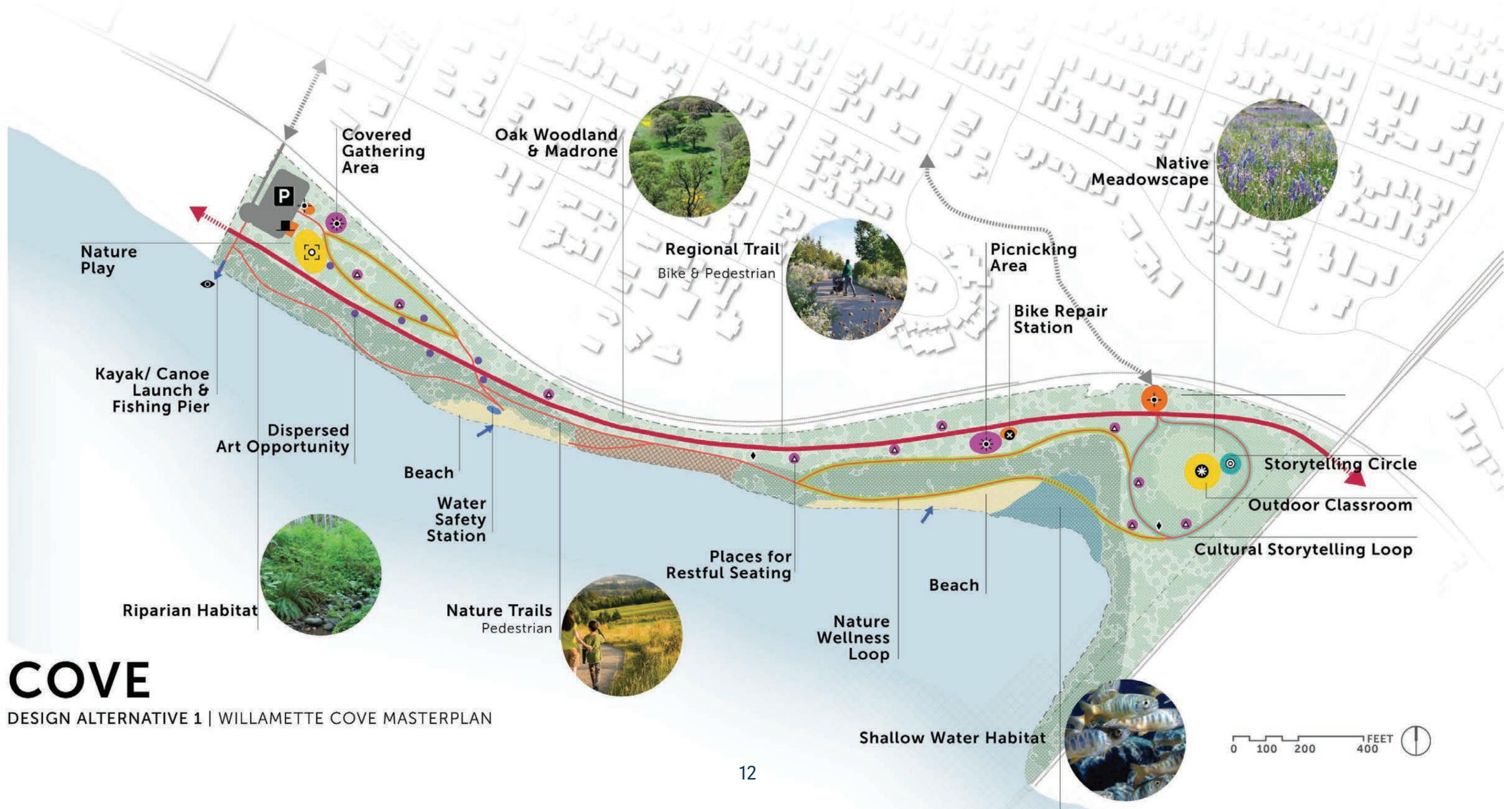
Gathering areas are concentrated on the west side to preserve the east side for restored habitat and trails.



Opportunities for artworks to be integrated throughout the site.

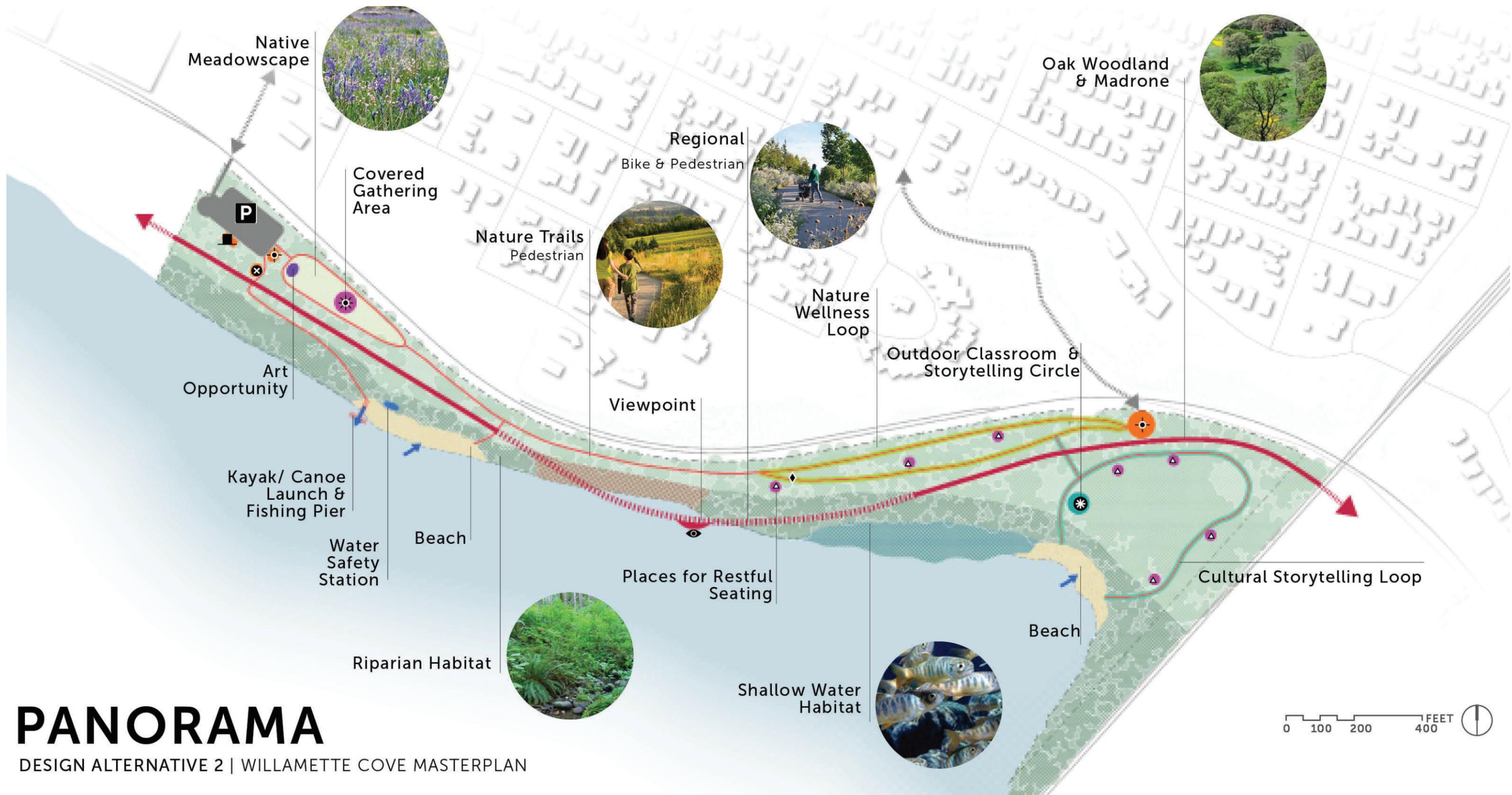
Visitors are greeted by a large art installation that leads into an open meadow with a covered gathering space.

Opportunities for artworks on the east side of the park.



COVE

DESIGN ALTERNATIVE 1 | WILLAMETTE COVE MASTERPLAN



PANORAMA

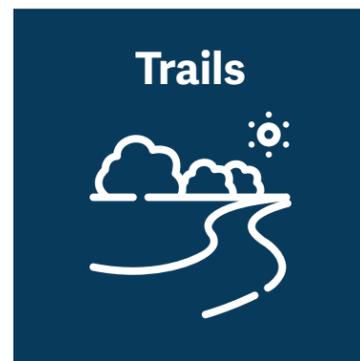
DESIGN ALTERNATIVE 2 | WILLAMETTE COVE MASTERPLAN



Phase 2 Engagement Key Findings

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:**



Trails
STRONG PREFERENCE FOR PANORAMA DESIGN

Elevated walkway offering expansive views and seating.



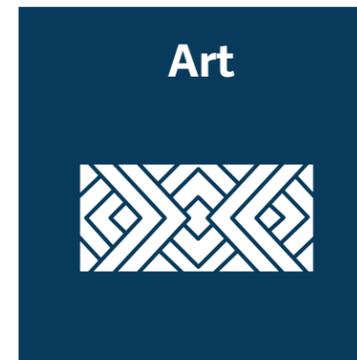
Gathering Spaces
PREFERENCE FOR COVE DESIGN

Seating and picnic spots, and a cultural loop with displays, an outdoor classroom on the East side.



Water Access
STRONG PREFERENCE FOR SHALLOWS DESIGN

Boat launch and a large dock on the West side.



Art
STRONG PREFERENCE FOR COVE DESIGN

Artwork dispersed across the site.

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.

What We Heard at Each Event



**TABLING
ACTIVITIES**

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	 <p>Trails</p>	 <p>Panorama</p>	 <p>Cove</p>
Gathering Spaces	 <p>Gathering Spaces</p>	 <p>Panorama</p>	 <p>Cove</p>
	<p>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.</p>	<p>Some participants raised concerns about trails near the water, noting potential safety risks, such as children potentially running toward the water.</p> <p>Some participants suggested clustering nature play and the covered shelter for multi-generational families to stay together and watch kids.</p>	<p>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.</p>

What We Heard at Each Event

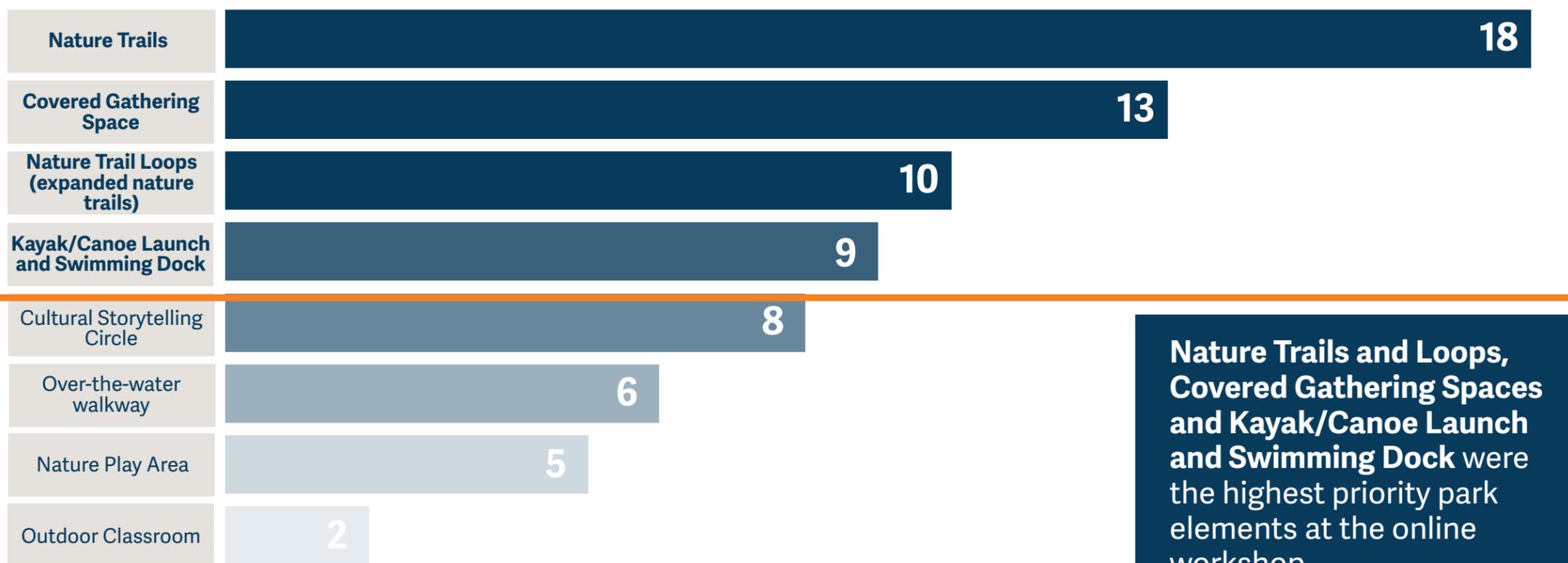


COMMUNITY WORKSHOPS ONLINE SESSION

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

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.

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.

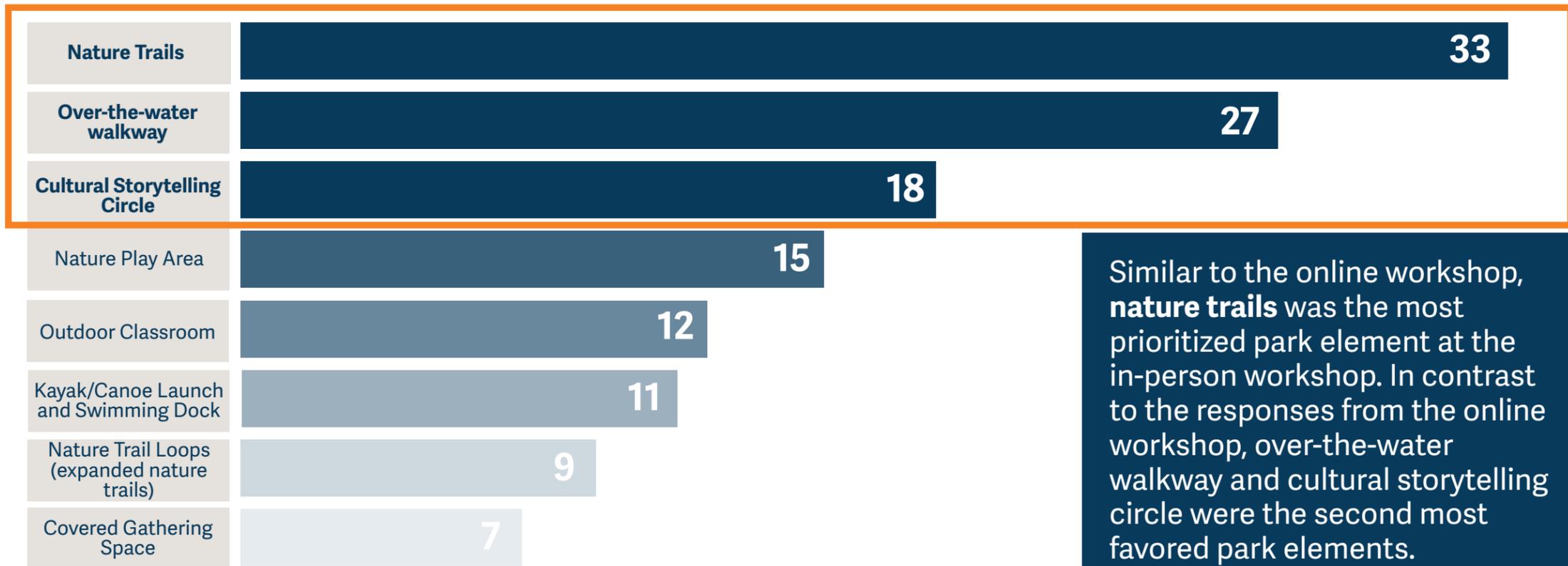
What We Heard at Each Event



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.

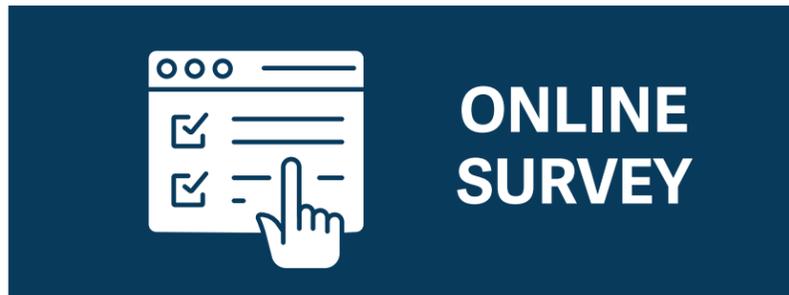
Here’s a summary of what the community favored:

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.

What We Heard at Each Event



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		Park Element	Most Popular Design		
Trails 	Regional Trail	Panorama	Yet, 70% don't think elevated trail benefits surpass costs and tradeoffs.	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.	
	Nature Trail	Cove		Majority prefer balanced designs considering wildlife habitats and trail experiences.	Gathering Spaces		Cove
	Cultural Storytelling Circle	Shallows			Nature Play		Cove
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.	Art 	Artwork	Cove	Most respondents favor opportunities for artworks to be integrated throughout the site.
	Dock Size	Shallows					

85% of respondents think the designs address their community's needs or concerns.

What We Heard at Each Event



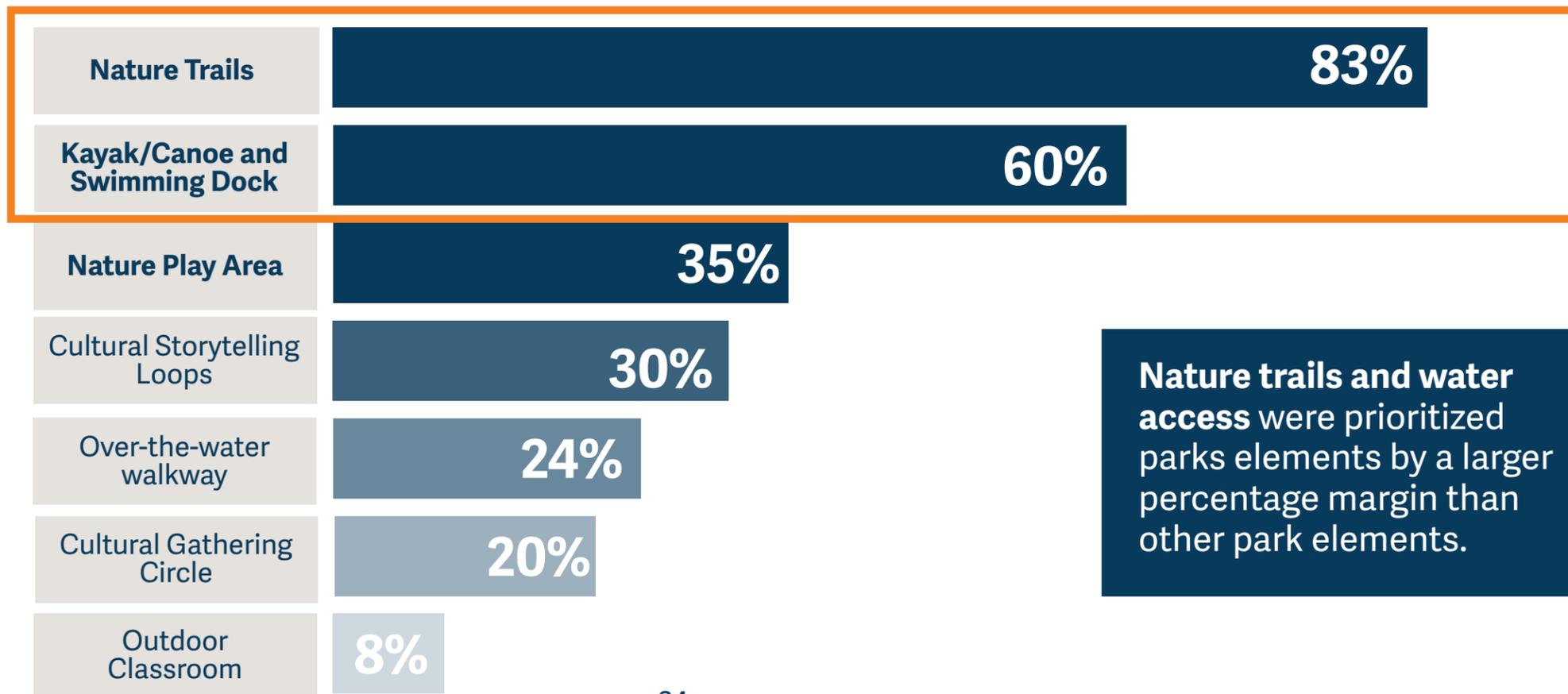
ONLINE SURVEY

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.

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	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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	<ul style="list-style-type: none"> 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

Who Participated?

Who Participated?



TABLING ACTIVITIES

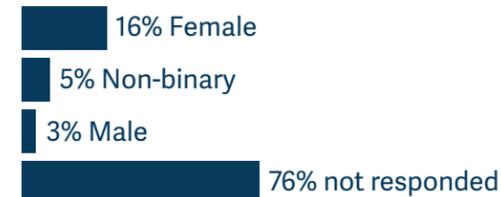
Demographic information was not collected at tabling activities. However, these events were intentionally chosen to engage culturally specific groups for whom traditional outreach methods, such as surveys or open houses, may not be as effective. **The Water Ceremony and El Grito Celebration were largely 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



Housing Tenure



Race/ethnicity



Immigration Status

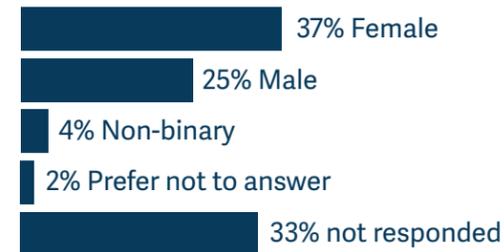


Who Participated?

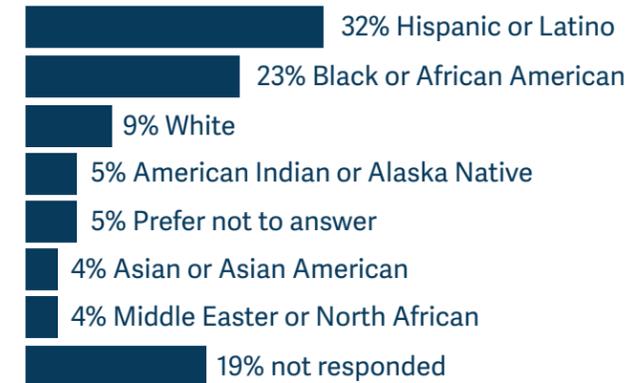


Total participants: 57
Participants who shared demographic information: 38

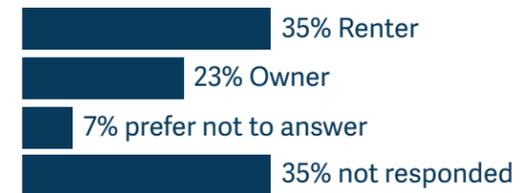
Gender



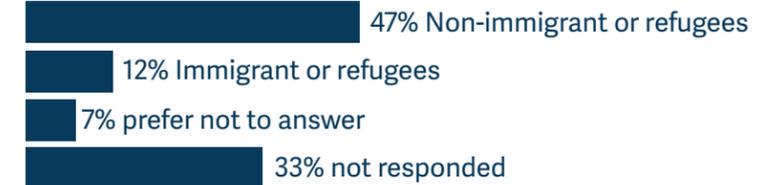
Race/ethnicity



Housing Tenure



Immigration Status

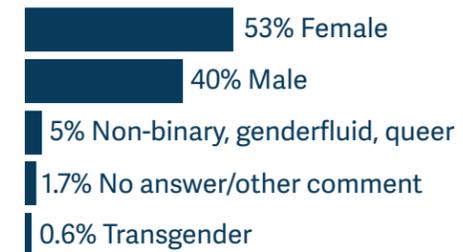


Who Participated?

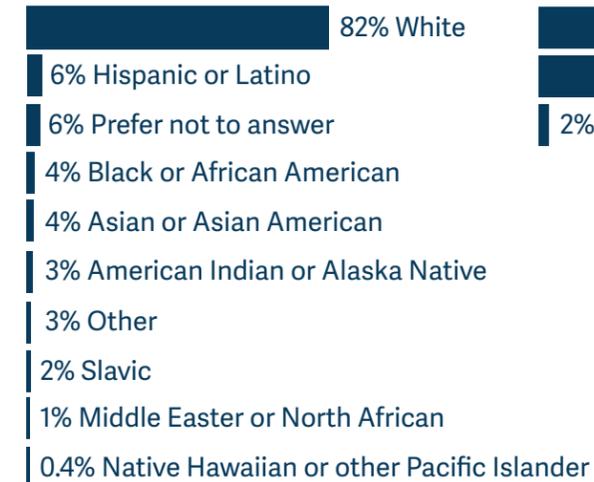


Total responses: 1,407
Participants who shared demographic information: Approximately 700

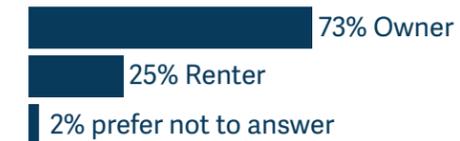
Gender



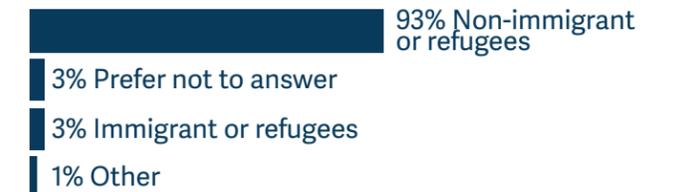
Race/ethnicity



Housing Tenure



Immigration Status



Demographic information was not collected at the Willamete Cove Field Day.

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C) Phase 3 Summary Report

PHASE 3 ENGAGEMENT

Willamette Cove Nature Park

October 2025

oregonmetro.gov/cove



knot studio





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](https://oregonmetro.gov/parksandnaturenews)

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.



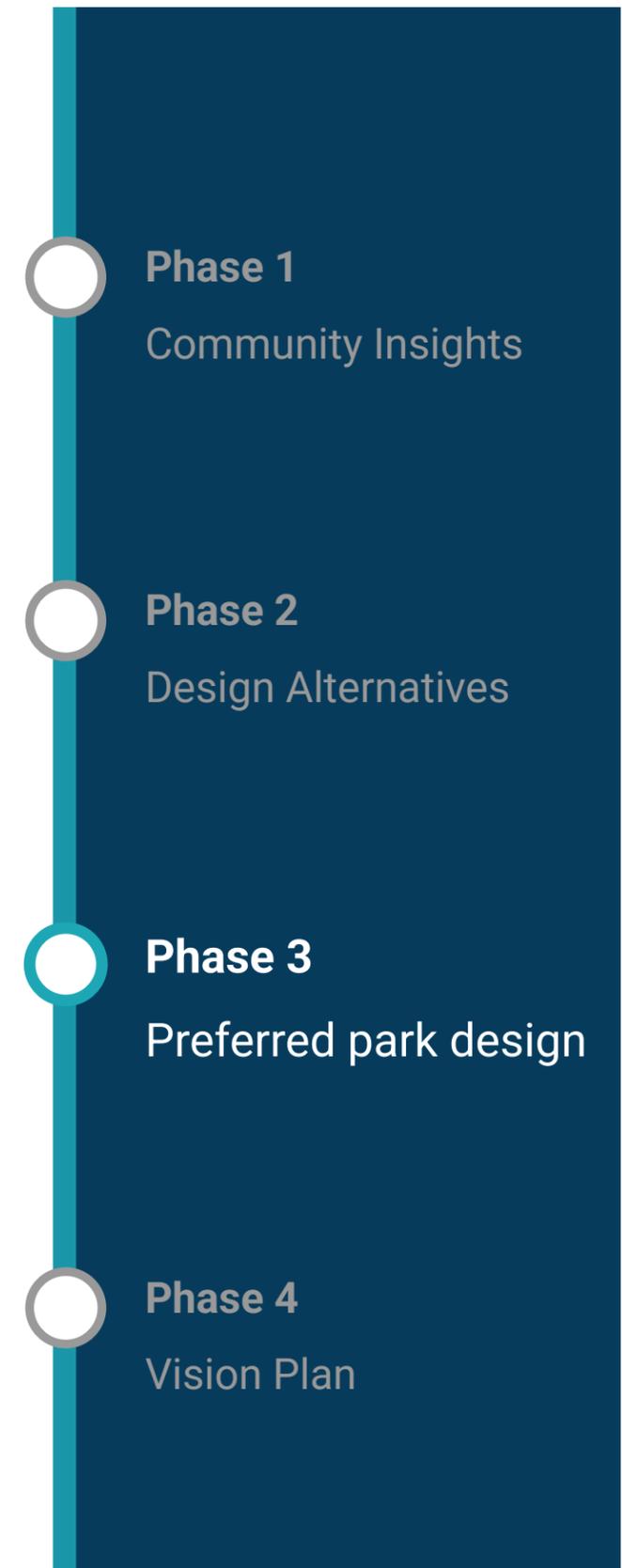
Phase 3 - The Open House Event Details

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:



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

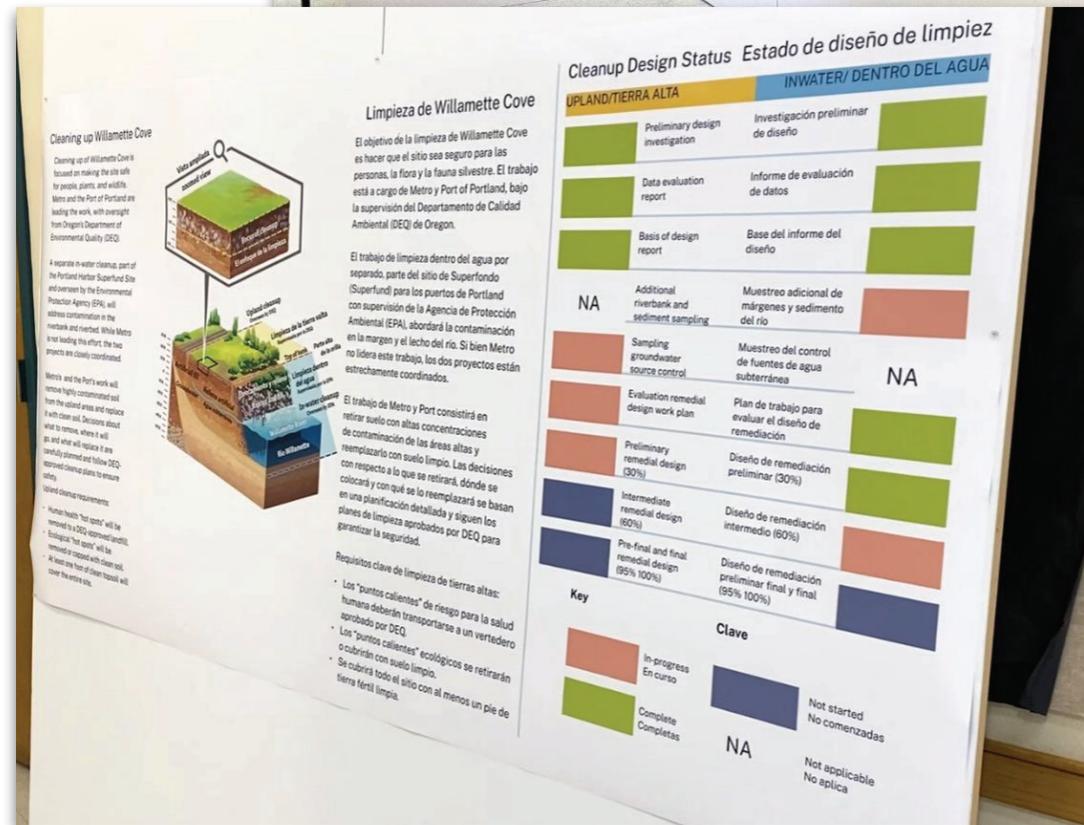
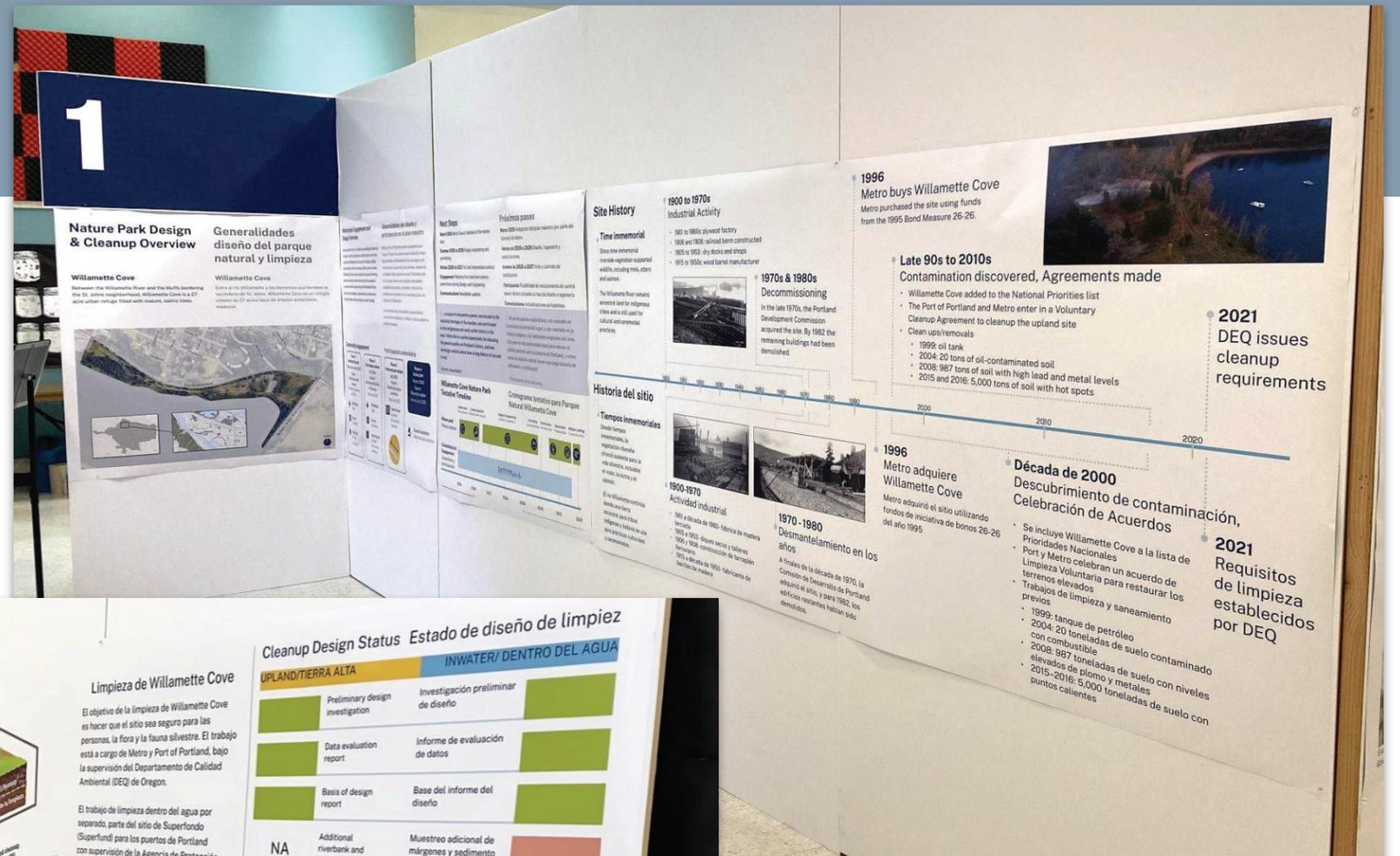
of Attendees:
60 people

Stations Overview & Feedback Results

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).



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

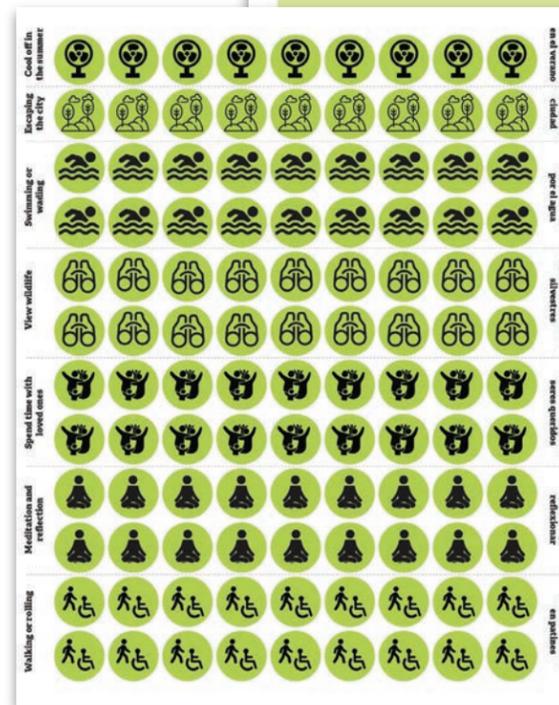
Tell us how you would want to use the current design by placing activity stickers on the board (no limit on stickers).

Activity: Current Design Overview 

Activity: Current Design Overview

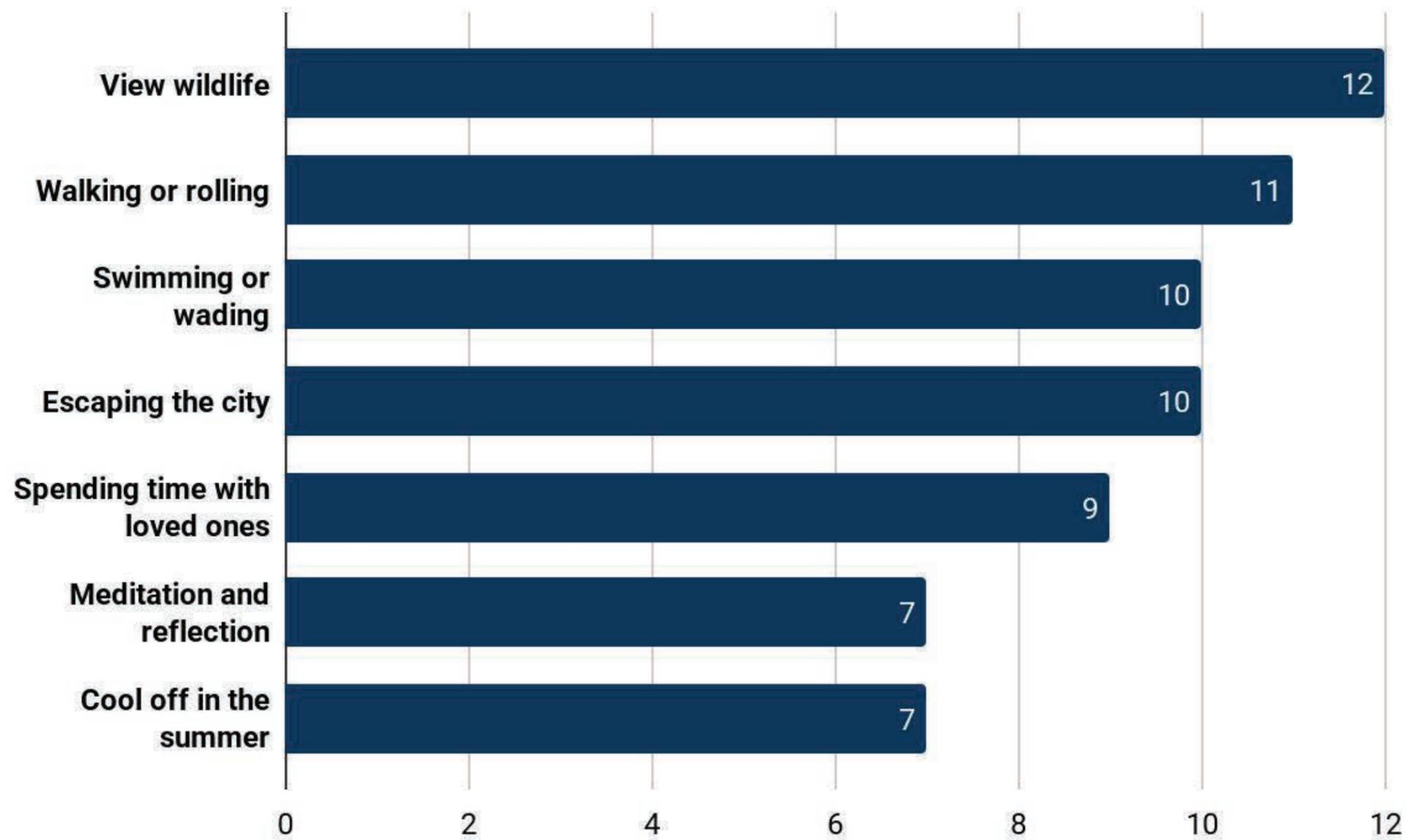
How do you imagine using the park? Show how you imagine using the nature park by placing stickers in the box below.

How do you imagine using the park? Show how you imagine using the nature park by placing stickers in the box below.



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

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.

Activity: Entrance & Gathering Spaces
Activity: Entrance & Gathering Spaces

Do you see yourself driving, walking, biking, rolling or using transit to visit the park?
 Do you see yourself driving, walking, biking, rolling or using transit to visit the park?

Place a token in the box that represents your response. Place a token in the box that represents your response.

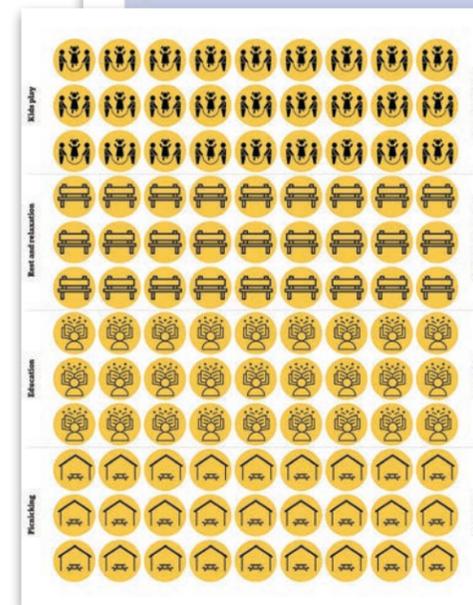
Driving/ Driving	Walking/ Walking	Biking/ Biking	Rolling/ Rolling	Transit/ Transit
<input type="checkbox"/>				

What activities do you see yourself doing in the gathering spaces?
 What activities do you see yourself doing in the gathering spaces?

Place your activity stickers in the box below. If you have other ideas, write or draw them in the box! Place your activity stickers in the box below. If you have other ideas, write or draw them in the box!

Feedback Activity #1
 Tell us how you would travel to visit the park by dropping a token in the box (1 token per person).

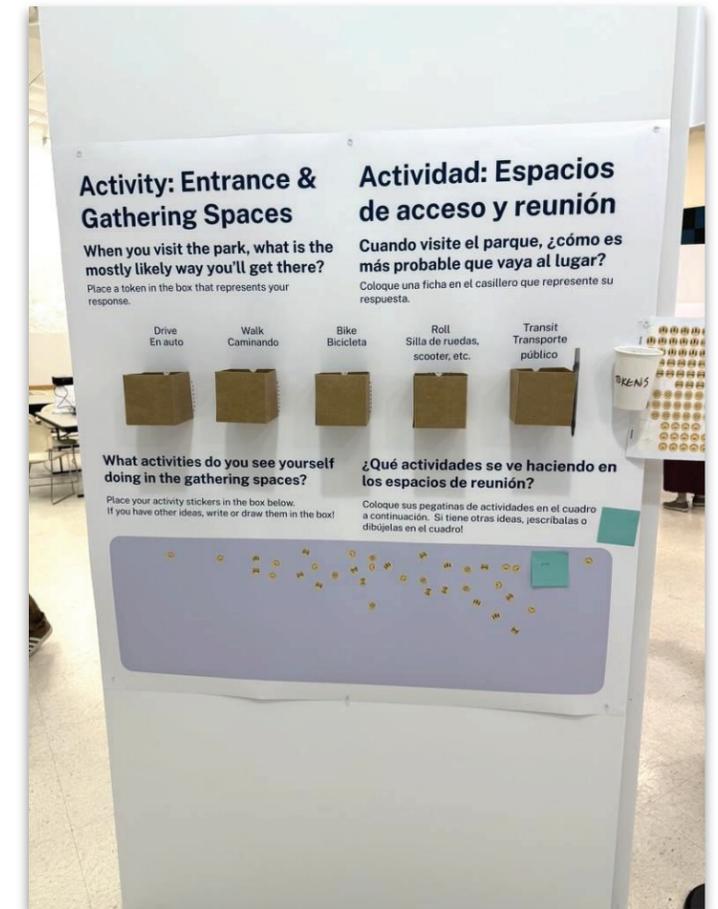
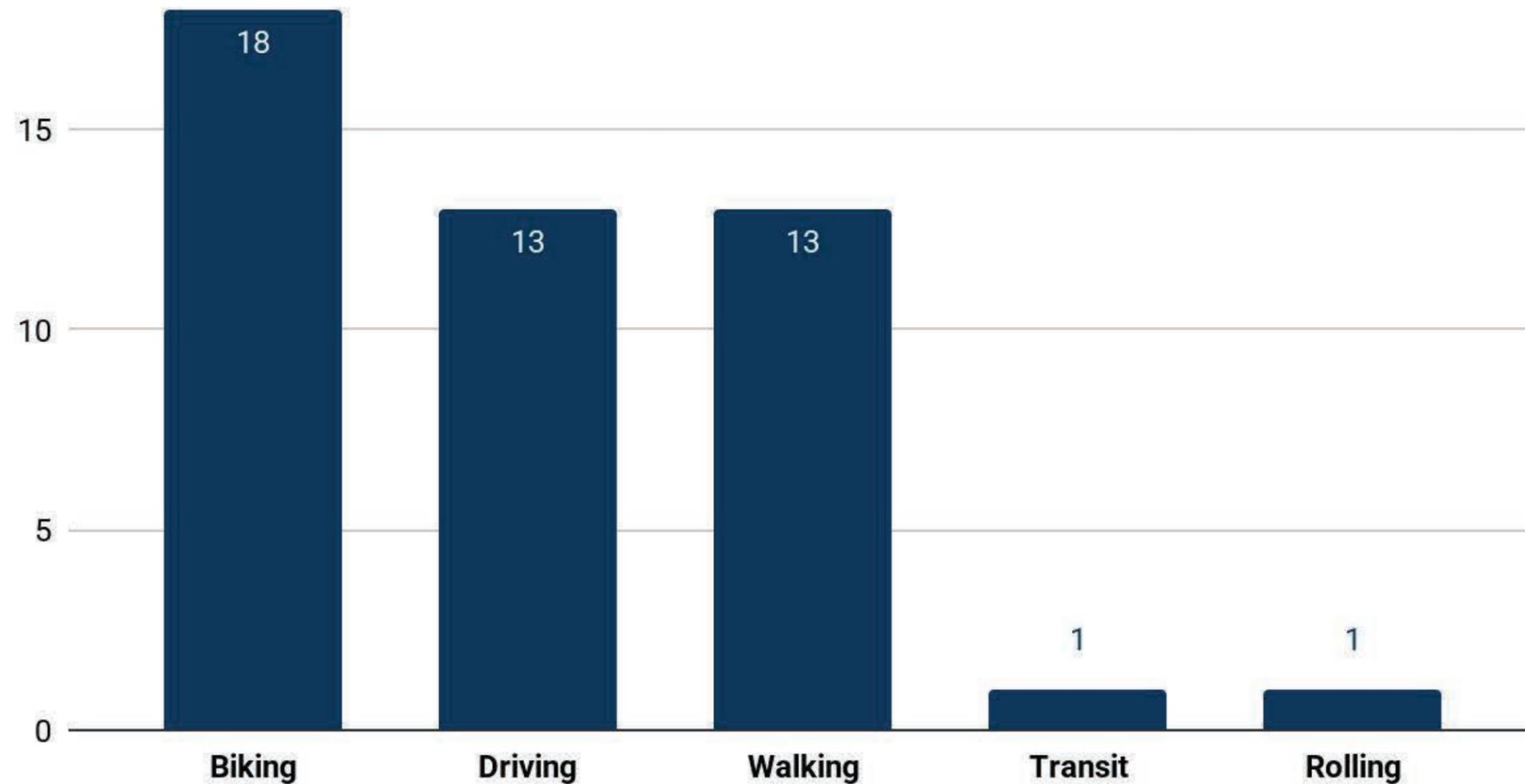
Feedback Activity #2
 Share what activities you see yourself doing in gathering spaces (no limit on stickers).



Station 3: Entrances and Gathering Spaces - Activity #1

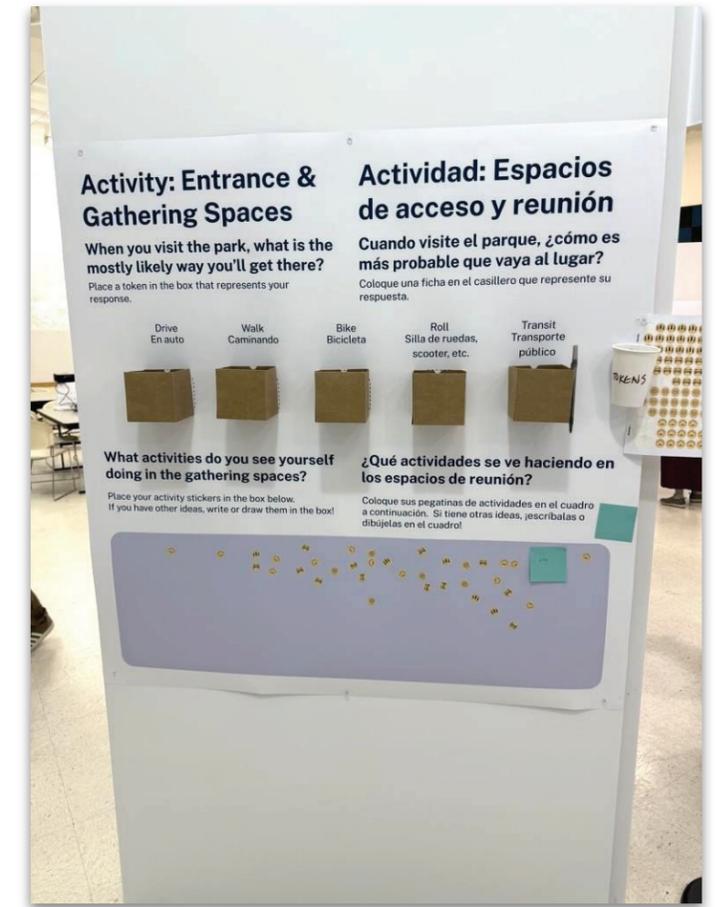
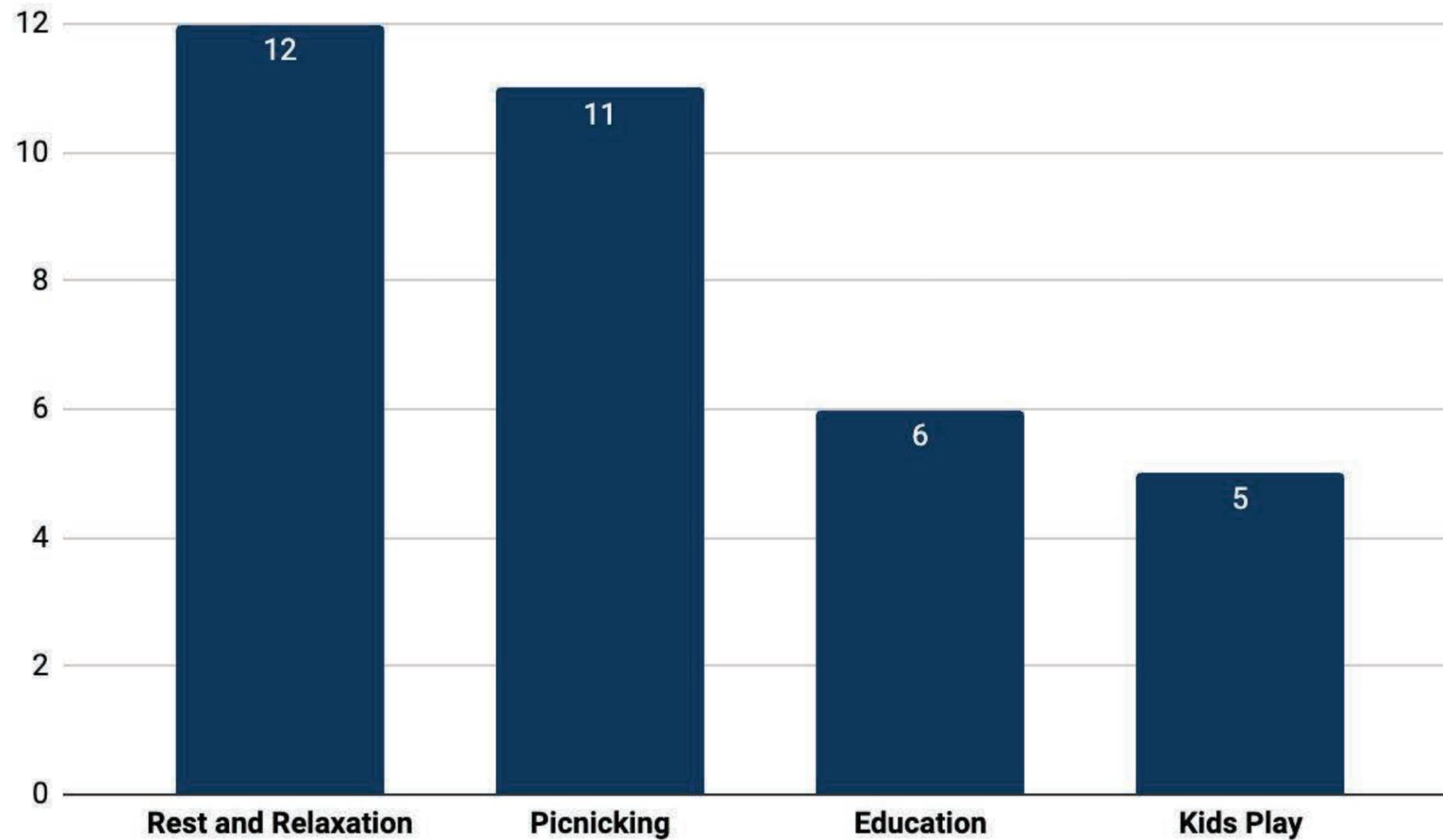
Results

Question: Do you see yourself driving, walking, biking, rolling or using transit to visit the park?



Station 3: Entrances and Gathering Spaces - Activity # 2 Results

Question: What activities do you see yourself doing in the gathering spaces?



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).

Activity: Water Access
Activity: Water Access

How often do you think you would access water in the nature park?
 How often do you think you would access water in the nature park?

Place a token in the box that represents your response. Place a token in the box that represents your response.

Never/ Never Rarely/ Rarely Sometimes/ Sometimes Often/ Often Very Often/ Very Often

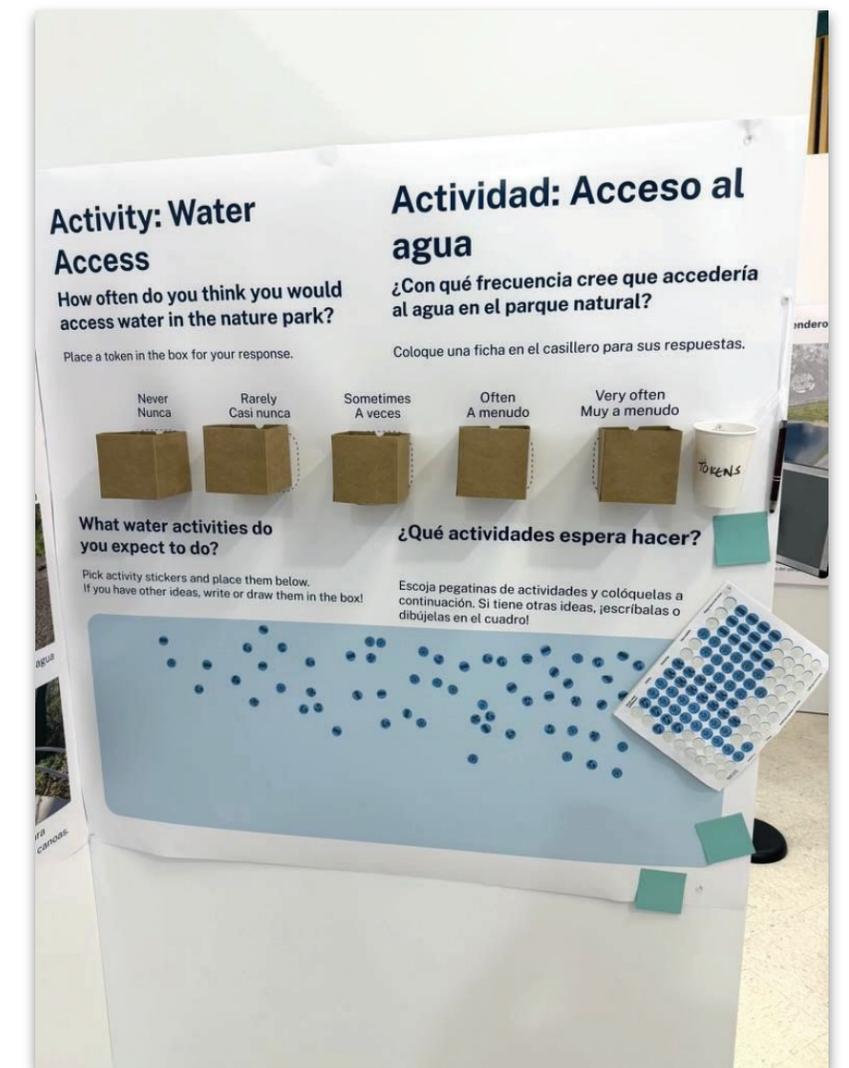
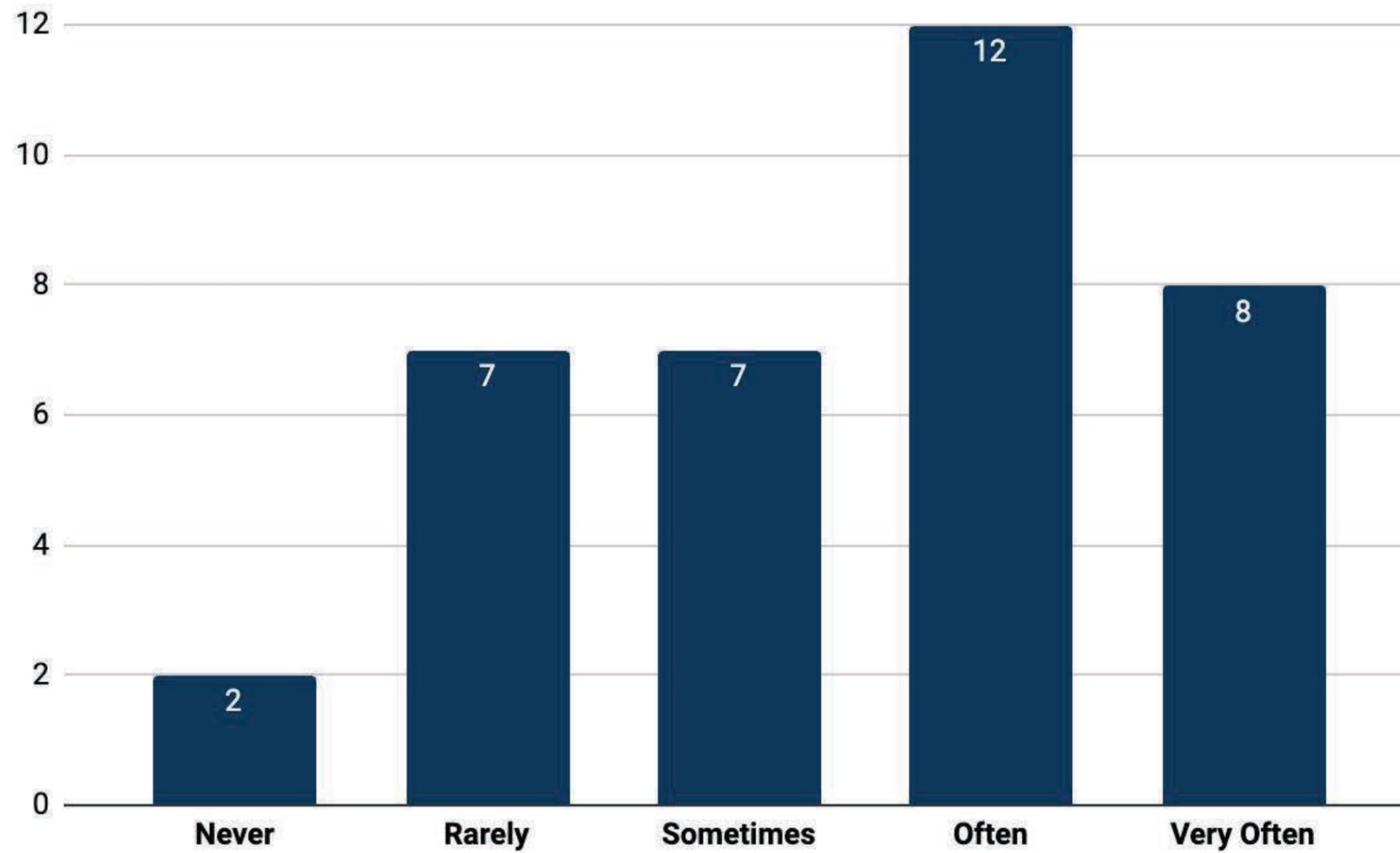
What water activities do you expect to do?
 What water activities do you expect to do?

Pick activity stickers and place them below. If you have other ideas, write or draw them in the box! Pick activity stickers and place them below. If you have other ideas, write or draw them in the box!

(Note: The image shows a sheet of activity stickers at the bottom with categories like 'Fishing', 'Kayaking', 'Canoeing', 'Boating', and 'Swimming'.)

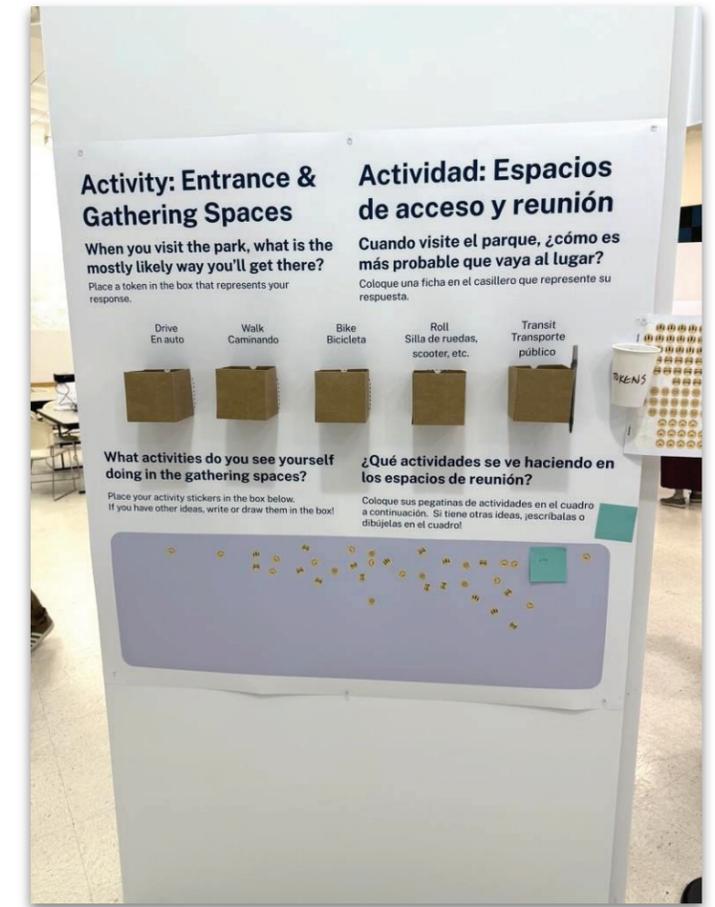
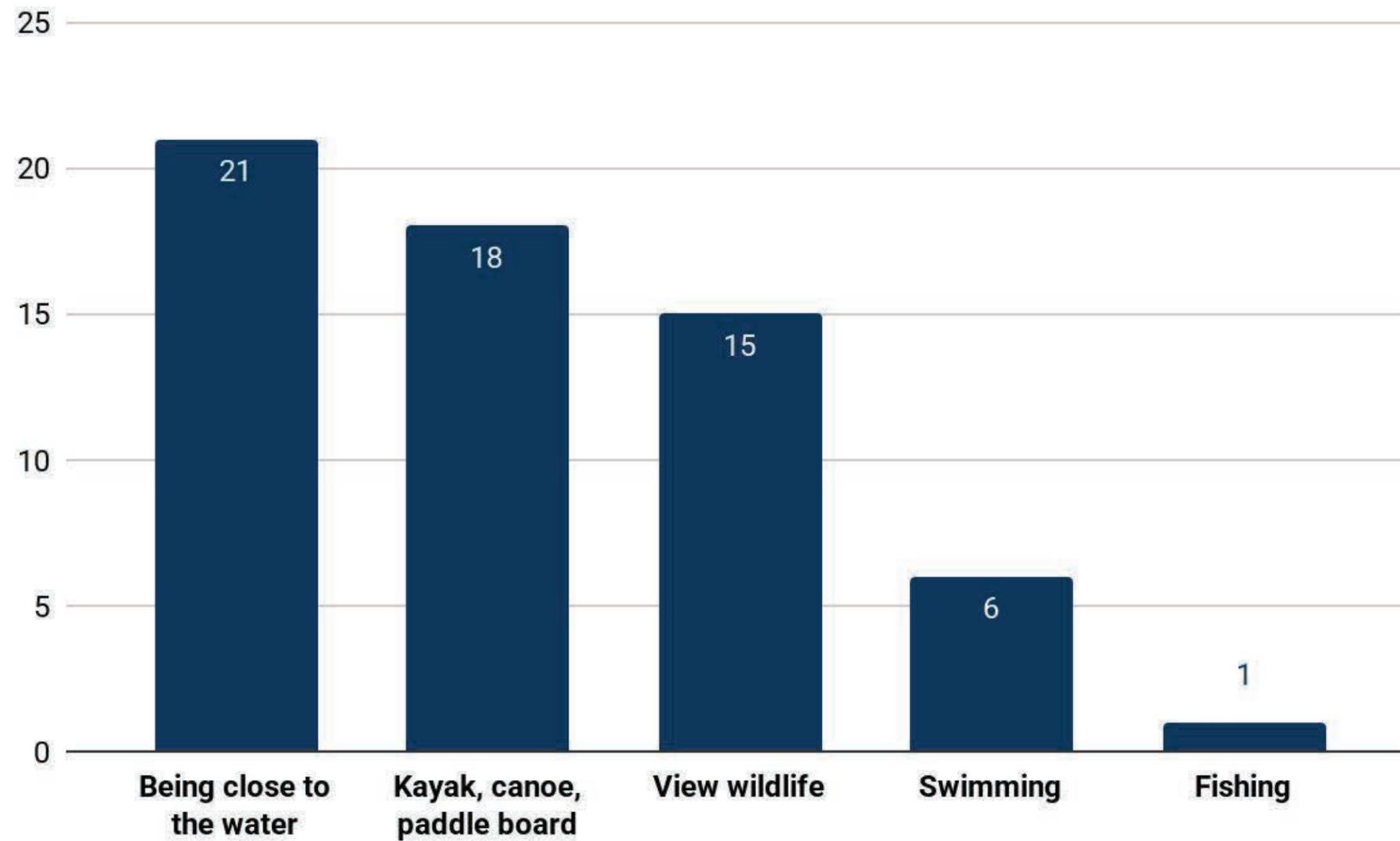
Station 4: Water - Activity #1 Results

Question: How often do you think you would access water in the nature park?



Station 4: Water - Activity #2 Results

Question: What water activities do you expect to do?



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).

 Metro

Activity: Trails/Views/Terraced Seating

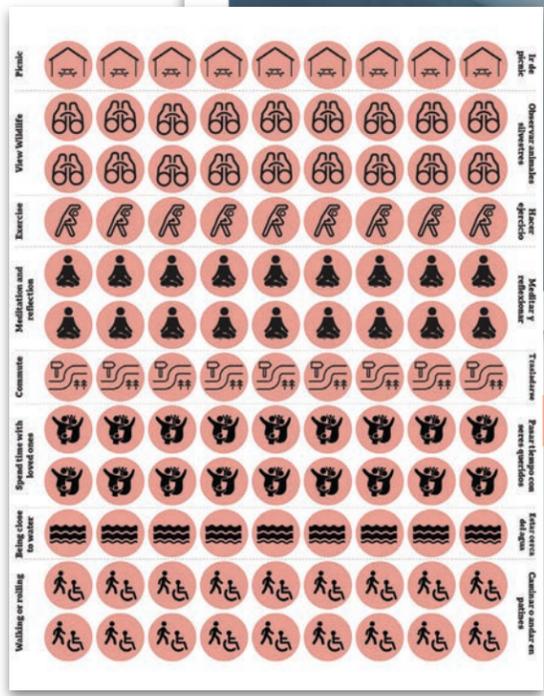
Activity: Trails/Views/Terraced Seating

What do you look forward to doing on the regional and nature trails? Where in the park do you want to do them?

Place a sticker on the map where you imagine yourself doing that activity. If you have other ideas, write or draw them on a sticky note and place it on the map.

What do you look forward to doing on the regional and nature trails? Where in the park do you want to do them?

Place a sticker on the map where you imagine yourself doing that activity. If you have other ideas, write or draw them on a sticky note and place it on the map.

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



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 madroños, in hopes to grow the seeds and use the seedlings to replant the natural area after cleanup. Madroños can be hard to grow and transplant, but we have a few years to experiment.

The madroños 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 reforzar 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.



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.

One Last Activity One Last Activity



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?

Write your response on a sticky note and place it in the box below.

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?

Write your response on a sticky note and place it in the box below.

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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D) Accessibility Engagement Summary

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

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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

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.

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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 architect and planner for Willamette Cove nature park

Alison Clements, policy advisor and environmental scientist for the Willamette Cove upland cleanup

Willamette Cove December 9 small-group discussion with members of the disability community | December 2025

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.

