

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING )  
A REFINEMENT PLAN FOR THE )  
OMSI TO SPRINGWATER CORRIDOR )  
TARGET AREA AS OUTLINED IN )  
THE OPEN SPACE IMPLEMENTATION )  
WORK PLAN )

RESOLUTION NO. 96-2362

Introduced by Mike Burton  
Executive Officer

WHEREAS, in July 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails; and

WHEREAS, at the election held on May 16, 1995, the electors of Metro approved Ballot Measure 26-26 which authorizes Metro to issue \$135.6 million in general obligation bonds to finance land acquisition and capital improvements pursuant to Metro's Open Spaces Program; and

WHEREAS, the OMSI to Springwater Corridor was designated as a greenspace of regional significance in the Greenspaces Master Plan and identified as a regional target area in the Open Space, Parks and Streams Bond Measure; and

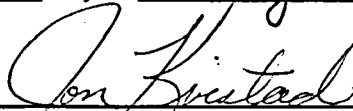
WHEREAS, in November 1995, the Metro Council adopted the Open Space Implementation Work Plan, which calls for a public "refinement" process whereby Metro adopts a Refinement Plan including objectives and a confidential tax-lot-specific map identifying priority properties for acquisition; and

WHEREAS, Resolution No. 95-2228<sup>A</sup> authorizes the Executive Officer to purchase property with accepted acquisition guidelines as outlined in the Open Space Implementation Work Plan, now therefore,


BE IT RESOLVED,

That the Metro Council adopts the OMSI to Springwater Corridor Refinement Plan, consisting of objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, authorizing the Executive Officer to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan adopted in November, 1995 and in Resolution No. 95-2228<sup>A</sup>.

ADOPTED by Metro Council this 25<sup>th</sup> day of July, 1996.

  
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Jon Kvistad, Presiding Officer

Approved as to Form:

  
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Daniel B. Cooper, General Counsel

## Staff Report

### **CONSIDERATION OF RESOLUTION NO. 96-2362, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE OMSI TO SPRINGWATER CORRIDOR TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN**

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**Date: July 2, 1996**

**Presented by: Charles Ciecko  
Jim Desmond**

## PROPOSED ACTION

**Resolution No. 96-2362 requests approval of a refinement plan and adoption of target area boundaries and objectives for the OMSI to Springwater Corridor Target Area which is a component of the Willamette River Greenway. These boundaries and objectives will be used to guide Metro in the implementation of the Open Space Bond Measure.**

## BACKGROUND AND ANALYSIS

**The Target Area description in the Bond Measure Fact Sheet (authorized by Council Resolutions 95-2113, 94-2050 and 94-2029B) is as follows:**

**"OMSI to Springwater Corridor. Acquire 7-mile trail corridor, trail heads and trail improvements on east bank of Willamette River."**

**In Metro's 1992 Greenspaces Master Plan, the Willamette River Greenway and OMSI to Springwater Corridor is summarized as follows:**

**The primary focus with regard to the Willamette River Greenway is that portion that extends between Wilsonville and the confluence with the Columbia River. A priority of the Greenspaces Regional Trail System is completion of as much as possible of this portion. This major north-south connection links with many existing and proposed trails and natural areas.**

**The existing Springwater Corridor Trail should be extended north to Oaks Bottom Wildlife Refuge and connect to the Willamette River Greenway.**

**The proposed OMSI to Springwater Corridor trail/greenway is included in Metro's "Regional Trails and Greenways" system and map.**

### **Target Area Description**

**The OMSI to Springwater Corridor target area is located in two distinct locations:**

- **Along or near the east bank of the Willamette River from the Oregon Museum of Science and Industry (OMSI) south to the Sellwood Bridge, including land along or near the river, and the land on top of which the East Portland Traction Co. (EPTC) rail alignment is located.**
- **South and east of the Sellwood Bridge to SE McLoughlin Blvd., including land on top of which the EPTC rail alignment is located.**

It is bordered on the east by the Hosford-Abernethy, Brooklyn, Westmoreland, Sellwood and Garthwick neighborhoods.

The target area is a unique part of Portland that has a diversity of land use including recreation and residential housing, as well as houseboats, entertainment, commercial businesses, industrial users, an operating railroad and natural areas. The natural area of Oaks Bottom was set aside as a 'wildlife park' by the city in 1988. Oaks Bottom Wildlife Refuge is rich with significant wildlife and migratory birds not found in other urban areas.

The area is also historically significant in the development of the southeast Portland neighborhoods. Sawmills occupied the river bank south of Spokane Street around the turn of the century. The electric interurban railroad was opened by the Oregon Water Power and Railway Co. in 1904 to carry passengers through the corridor to the Lents neighborhood in outer southeast Portland and as far south as Oregon City. The OWPRC also developed Oaks Amusement Park as an attraction to entice citizens to ride the interurban passenger line. Its opening in 1905 coincided with the Lewis and Clark Exposition at Guild's Lake in NW Portland.

**Refinement Process**

The Open Space Implementation Work Plan adopted by the Metro Council in November 1995 required that a Refinement Plan be submitted to the Council for approval for each target area. The Refinement Plan will contain objectives and a confidential tax-lot-specific map identifying priority properties for acquisition, enabling Metro to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan and in Resolution No. 95-2228. Resolution No. 95-2228 "authorizes the Executive Officer to acquire real property and property interests subject to the requirements of the *Acquisition Parameters* and *Due Diligence* guidelines of the Open Space Implementation Work Plan."

During the refinement process, information was gathered from various agencies, organizations and individuals that have responsibilities or interests in the area. Approximately thirty-five individuals were interviewed representing city and state agencies, property owners, interested friends groups, natural resource experts and non-profit advocacy groups. The key points related to land acquisition expressed during the interview process are available on request.

A public workshop to discuss the proposed refinement plan was held on June 10, 1996, at Brooklyn Elementary School. Approximately 40 people attended; their comments are summarized in Appendix A. A questionnaire distributed at the meeting is attached as Appendix B. Results from the questionnaires are as follows:

Q. #1. Prioritization of Key Segments	First Preference	2nd	3rd
Acquisition of greenway corridor from OMSI to Sellwood Bridge	64%	36%	06%
Acquisition of land south of Sellwood Bridge/Tacoma Street to connect to Springwater Cor. Trail	23%	36%	41%
Acquisition of undeveloped riverfront parcels	11%	29%	60%

Q. #2. Prioritization of linkages*	First Preference	2nd	3rd	4th	5th	6th
Downtown Portland to future eastbank esplanade	43%	12%	05%	30%	05%	0%
Improved linkages to Oaks Bottom Wildlife Refuge	18%	11%	25%	05%	15%	15%
River access points between Sellwood Bridge and OMSI	18%	30%	25%	05%	05%	12%
Access to adjacent neighborhoods	12%	30%	12%	17%	12%	12%
Access to Milwaukie/ Gladstone/ Oregon City	0%	05%	30%	18%	30%	12%
Access to Oaks Amusement Park	05%	05%	0%	17%	25%	43%

Q. #3 - Prioritization of Other Goals	First Preference	2nd	3rd	4th	5th
Preservation of plant/wildlife habitat	36%	17%	17%	17%	13%
Off street trails for hiking/biking	35%	12%	17%	24%	12%
Continuous greenway corridor along Willamette River	15%	0%	3%	7%	3%
River access and viewing points	05%	17%	42%	12%	24%
Public access and educational opportun.	05%	0%	12%	36%	47%

\* Not all respondents marked all priorities.

## Findings

Conclusions drawn from the refinement process indicate that the OMSI to Springwater Corridor component of the Willamette River Greenway proposed refinement area meets all of the criteria for a regionally significant natural area as established in the Metro Greenspaces Master Plan of 1992. Other important elements of the stakeholder interviews and research indicate:

- Nearly all contacts were in favor of extending the Willamette River Greenway from OMSI to the Sellwood Bridge and eventually building a trail through the corridor.
- Access to, and views of the river are high priorities.
- The protection of wildlife habitat is a priority.
- The natural areas at Oaks Bottom and adjacent to the river are valuable, diverse and unique in an urban setting. The natural areas serve as educational facilities for the

Audubon Society, OMSI, public schools and individuals. The proposed bike trail should not encroach on, or sacrifice any of the natural areas.

- Preservation of the historical and natural areas is important.
- The area's rich history and natural resources should be available to the users through interpretive displays.
- A trail would provide a viable alternative transportation route from SE Portland and Milwaukie to downtown Portland.
- The concept of a trail sharing the existing rail ballast next to the existing railroad track is an acceptable alternative as long as environmental and liability concerns and the rights of the existing railroad are met. The trail would provide a good view of the Oaks Bottom area if it were located on the rail ballast.
- The trail will be located near other proposed projects (e.g. light rail). There are opportunities to partner with those projects to acquire land, share construction costs and develop shared multipurpose facilities.
- Connections to the adjacent neighborhoods along the route are important.
- Planning for bicycle and pedestrian traffic accessing and exiting the trail into the adjacent neighborhoods is important to minimize the disruption of the neighborhood. The central eastside industrial district has different concerns than the residential neighborhoods.
- Completion of the trail creates opportunities to link to other established and proposed trails, including the trails on the west side of the Willamette River via bridge connections.
- Connections from the trail to the river's edge are important.
- The trail will connect several Portland riverfront landmarks together. They include Oaks Bottom, Oaks Amusement Park, OMSI, Oregon Convention Center, Waterfront Park and Willamette Park.
- Major development of other complimentary facilities related to the trail is not necessary. Additional improvements should be kept to a minimum.
- Parking for trail users could be provided in existing lots when they are not in use by the business patrons. Agreements with those owners should be pursued.
- Businesses in the area are important and vital to Portland's economy. A cooperative effort in planning the trail is necessary for coexistence.

#### **Regional Parks and Greenspaces Advisory Committee**

A presentation of the staff report was given by Metro staff and its consultants at a public meeting in Room 370A of Metro Regional Center on June 18, 1996. This analysis and the resulting objectives were approved by a unanimous vote of the Regional Parks and Greenspaces Advisory Committee.

**GOAL:**

Link OMSI and the Springwater Corridor by acquiring key parcels and easements along the Willamette River. Continue implementation of the Willamette River Greenway vision.

**OBJECTIVES:**

**Tier Ia Objectives:**

- Acquire land and easements along the Willamette River between OMSI and the Sellwood Bridge.
- Provide access points and viewing opportunities to the Willamette River.
- Restore and protect riparian habitat along the greenway.

**Tier Ib Objectives:**

- Acquire land and easements to connect the "OMSI to the Sellwood Bridge" greenway to the existing Springwater Corridor Trail which is just east of SE McLoughlin Blvd.
- Provide opportunities to connect to other public and community facilities.
- Provide the opportunity to develop a mostly off-street trail connection between OMSI and the Springwater Corridor.

**Partnership Objectives:**

- Work with private landowners and business enterprises to explore opportunities for trail easements.
- Coordinate with established business interests in the target area.
- Work with the city of Portland and affected property owners to identify a trail corridor.
- Work with the city of Portland to secure additional funding for trail design and construction.

**Executive Officer's Recommendation**

The Executive Officer recommends passage of Resolution No. 96-2362.

## APPENDIX A

### OMSI to Springwater Corridor Public Workshop

June 10, 1996, Brooklyn Elementary School, Southeast Portland

#### Summary of Comments and Questions

##### Comments

- The proposed trail and greenway would be an excellent community amenity, particularly because of future density increases in our neighborhoods due to 2040.
- The proposed greenway acquisitions are a good and logical way to connect southeast neighborhoods to the river.
- The railroad company should share access to its berm for a public trail.
- The railroad company should be a neighbor and not harass and make it difficult for bike riders.
- Metro and the city of Portland should investigate if there are any parcels of vacant land along or near the Willamette River south of the Sellwood Bridge to purchase.
- Additional walking paths are needed near the river south of the Sellwood Bridge.
- Continuation of the Willamette River Greenway is essential.
- The owners of the Anchorage Restaurant may be amenable to public pathways and trails on its property along the Willamette River south of the Sellwood Bridge.
- The protection of wildlife habitat and Oaks Bottom Wildlife Refuge is crucial. A bike trail should not be allowed within the refuge. The existing hiking trail within the refuge is sufficient.
- The environmental integrity of wildlife habitat areas is more important than a trail for bikers.
- The greenway and river access are what we want.
- Connections to the southeast neighborhoods is a key goal.
- A public trail and greenway would make the area safer, accessible for more people and be a major improvement for the area.
- Eventual connection to Springwater Corridor Trail, Johnson Creek and Crystal Springs makes this project even more meaningful.
- The greenway and trail should be a high priority for Metro.
- Have a trail in the corridor, not light rail.
- We've talked about this for years, it may actually happen.

**Question**

Why should the railroad operator have the right to post no trespassing signs and harass bicyclists and hikers who are not causing any problems?

**Response**

The corridor is not public land, a public park or trail. It is currently private property.

A private railroad company has the legal right to enforce no trespassing requirements on its property and/or within its easements, including the issuance of tickets by its own railroad police.

**Question**

What rights does SamTrak have?

**Response**

SamTrak, is a service of the East Portland Traction Co. EPTC has a perpetual easement to operate a railroad in the corridor.

**Question**

Does Metro intend to buy out SamTrak and then build a trail?

**Response**

No. Metro plans to purchase the land under the railroad tracks from PGE (south to the Sellwood Bridge).

East Portland Traction Co. will still have the right to operate a train on the land. Metro has no plans to buy out SamTrak. In addition, a railroad cannot just be bought out and have its service end. Very specific federal law regulates the abandonment of rail service.

EPTC does not want to be bought out. EPTC intends to operate rail service in the corridor.

Metro will work with the property owners, EPTC, city of Portland, and citizens to develop a "Rails with Trails" project.

**Question**

Can you better define Tier 1b alignments?

**Response**

Sellwood Bridge to Springwater Corridor Trail via two potential routes:

1. A bike boulevard east along SE Spokane St. to the SE Tacoma St. overpass connecting to Springwater Corridor Trail through the Eastmoreland Tennis and Racquet Club.
2. The railroad tracks south of the Sellwood Bridge east along the right-of-way to SE 17th and eventually to SE McLoughlin to connect to the Springwater Corridor Trail.

**Question**

Doesn't the city already own a small parcel of land along the river in this corridor?



**Response**

Yes, the Portland Parks and Recreation Department owns small parcel which has yet to be developed into a public park. It would eventually be incorporated into greenway.

**Overall Reaction**

Consensus of those in attendance was to support Metro's objectives of acquiring land from willing sellers in the following order:

1. Parcels, including the land under the railroad tracks, between OMSI and the Sellwood Bridge;
2. Parcels, including the land under the railroad tracks, between the Sellwood Bridge and the eastern terminus of the railroad line.



METRO

## OMSI to Springwater Corridor Questionnaire

June, 1996

Metro staff invites you to participate in the refinement process for the OMSI to Springwater Corridor target area. Refinement is the public process through which Metro adopts specific geographical boundaries and objectives for each target area. In the course of this process we interview stakeholders, evaluate the open space opportunities in the target area and formulate preliminary objectives. Please assist us by completing this questionnaire and sharing your ideas.

1. What key segments of the OMSI to Springwater Corridor should be considered as part of Metro's land acquisitions? *(Rank in order of importance to you, with 1 being the most important, and 3 as the least important)*

Acquisition of a greenway corridor from OMSI to the Sellwood Bridge

Acquisition of land south of Sellwood Bridge/Tacoma St. to connect to the Springwater Corridor Trail

Acquisition of remaining undeveloped riverfront parcels

2. Please rate the importance of linkages to: *(Rank in order of importance to you, with 1 being the most important, and 6 as the least important)*

Downtown Portland and future eastbank Esplanade

Improved linkages to Oaks Bottom Wildlife Refuge

River access points between the Sellwood Bridge and OMSI

Access to adjacent neighborhoods

Access to Milwaukie/Gladstone/Oregon City via 17th Avenue bikeway and future PTC Rails to Trails Corridor

Access to Oaks Amusement Park

3. What other goals should be considered? *(Rank in order of importance to you, with 1 being the most important, and 5 as the least important)*

Preservation of natural plant and wildlife habitats

Off street trails for hiking and biking

A continuous greenway corridor along the Willamette River

River access and viewing points

Public access and educational opportunities

4. Specifically where would you like to have public access to the OMSI to Springwater Corridor?

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Are there any locations where you would oppose public access?

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5. Do you have further suggestions to enhance the value of the OMSI to Springwater Corridor?

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6. Additional Comments:

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7. Are you interested in participating in the Open Spaces Program as a willing seller or benefactor in the form of a donation, dedication or conservation easement?

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Name, Address, Phone Number (OPTIONAL)

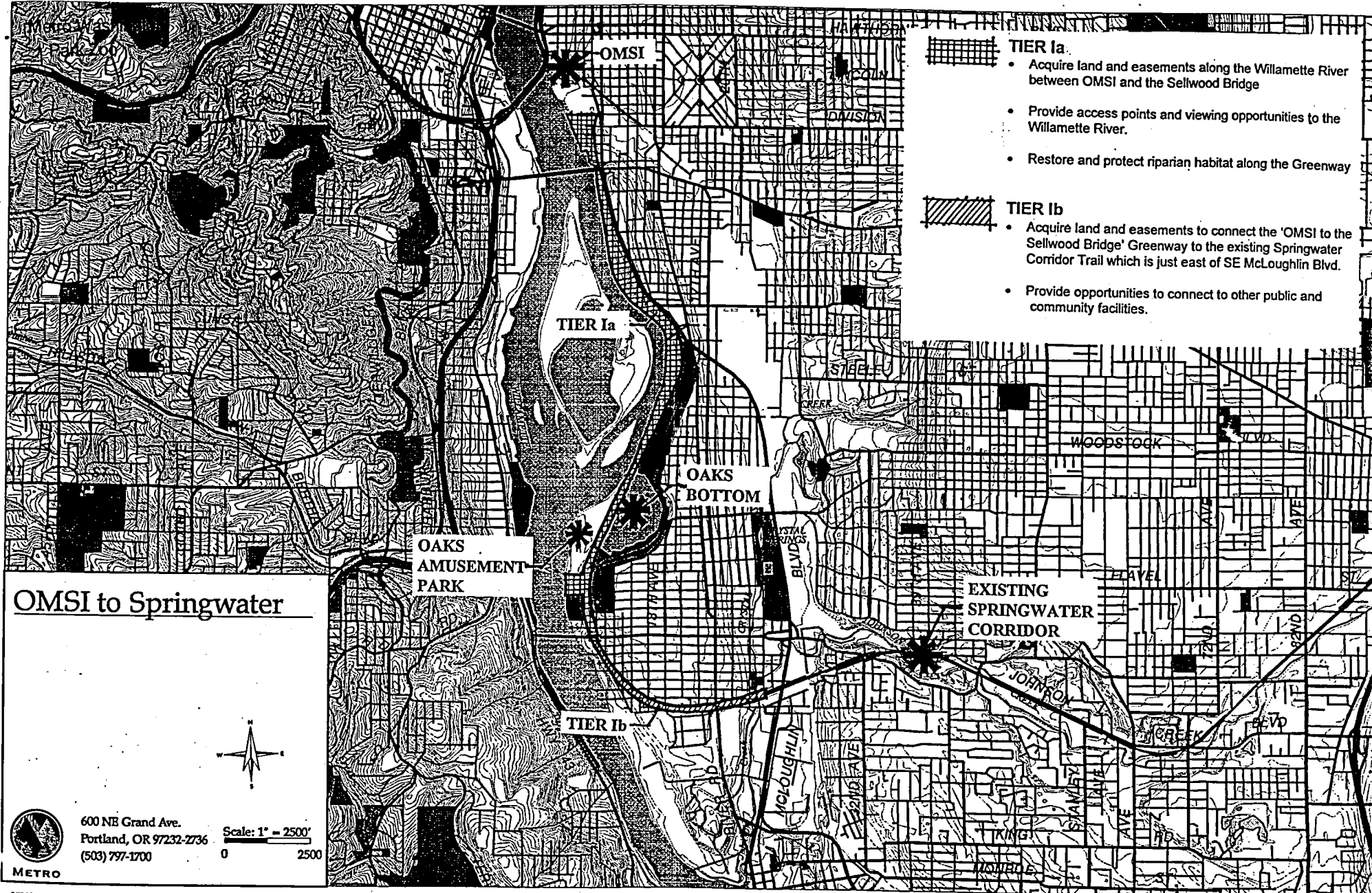
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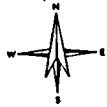
Please add my name to your OMSI to Springwater Corridor mailing list for future information, public meetings and events.

Please return questionnaire to Metro Open Spaces Program, 600 NE Grand Avenue, Portland, OR 97232-2736. You may also call Metro's Open Spaces Hotline (797-1919) for more information or to leave a comment.



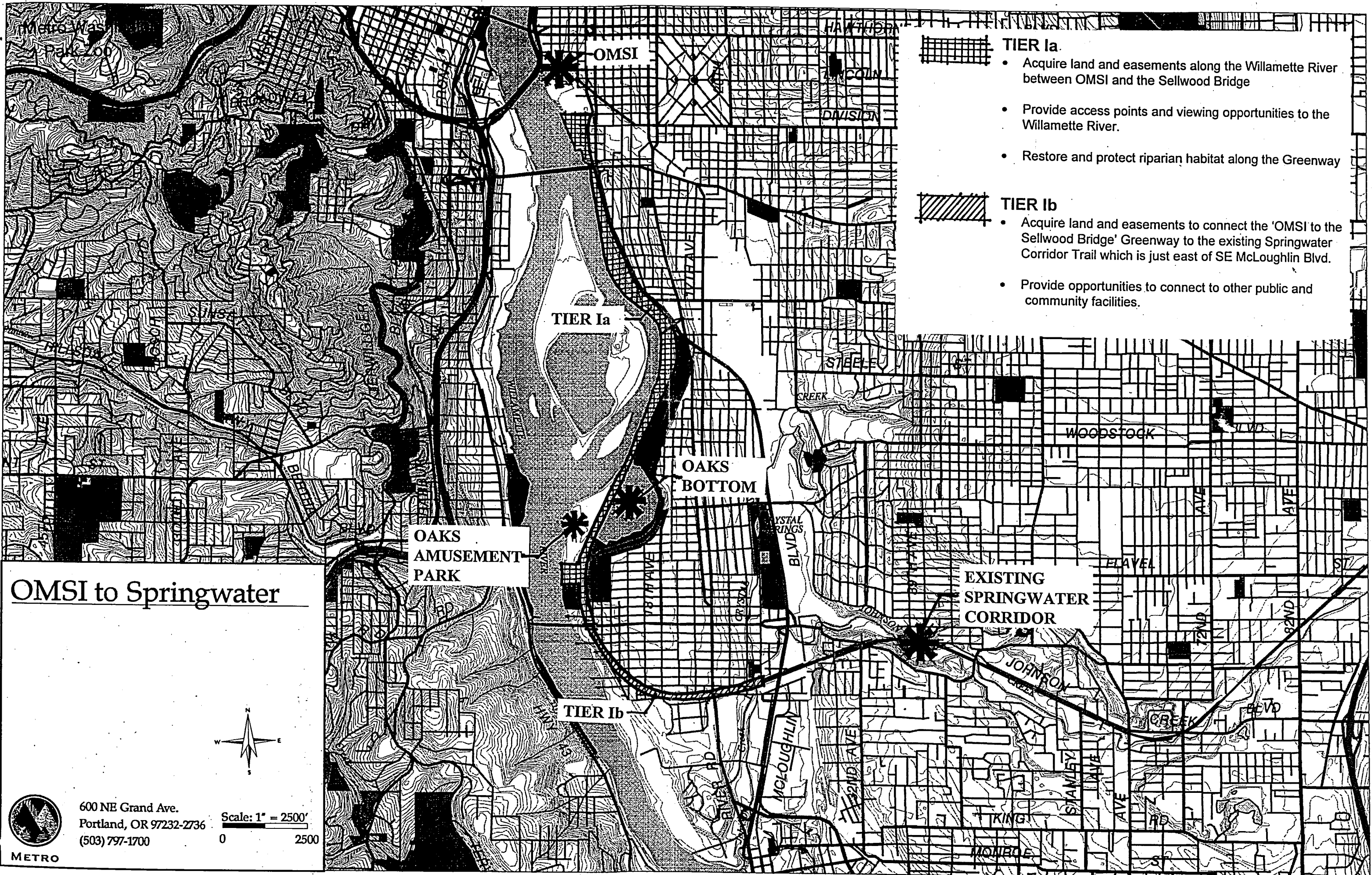
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  - Provide access points and viewing opportunities to the Willamette River.
  - Restore and protect riparian habitat along the Greenway
- TIER Ib**
- Acquire land and easements to connect the 'OMSI to the Sellwood Bridge' Greenway to the existing Springwater Corridor Trail which is just east of SE McLoughlin Blvd.
  - Provide opportunities to connect to other public and community facilities.

# OMSI to Springwater



600 NE Grand Ave.  
 Portland, OR 97232-2736  
 (503) 797-1700

Scale: 1" = 2500'  
 0 2500



**TIER Ia**

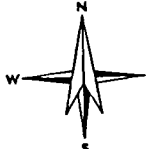

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