

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF PREPARING) RESOLUTION NO. 01-3068
RECOMMENDATIONS FOR UPDATING)
THE REGIONAL TRAILS AND) Introduced by Mike Burton, Executive Officer
GREENWAYS MAP)

WHEREAS, the Objective of interconnected natural areas was part of the initial Regional Urban Growth Goals and Objectives (“RUGGO”) adopted in September, 1991; and

WHEREAS, the initial 1992 Greenspaces Master Plan, including the Regional Trails and Greenways Map, was adopted as the policy basis for the Open Spaces Bond Measure with no functional plan requirements for changes in city and county comprehensive plans; and

WHEREAS, the commuter trails on the Regional Trails and Greenways Map, including the Peninsula Crossing Trail, were added to the Regional Transportation Plan in 1993; and

WHEREAS, RUGGO was extensively amended in 1995 to include the 2040 Growth Concept text and map and the Regional Trails and Greenways Map; and

WHEREAS, 1995 RUGGO was acknowledged by LCDC to comply with applicable Statewide Planning Goals in 1996; and

WHEREAS, the 1995 Open Spaces Bond Measure was approved by the voters to purchase regionally significant lands consistent with the RUGGO objective of interconnected natural areas as identified in the 1992 Greenspaces Master Plan; and

WHEREAS, the 1996 Urban Growth Management Functional Plan requirements for changes in city and county comprehensive plans did not include regional regulations for regional trails protection that could affect property values while property was being purchased; and

WHEREAS, the Regional Framework Plan (“RFP”) was adopted in December 1997 emphasizing an amended 2040 Growth Concept text and map, expanding Parks, Open Spaces, and Trails policies and including the Regional Trails and Greenways Map; and

WHEREAS, the 2040 Growth Concept text and map was acknowledged by LCDC in 2000; and

WHEREAS, the 2000 Regional Transportation Plan (“RTP”), the Regional Framework Plan transportation component, includes the commuter trails from the Regional Trails and Greenways Map and the new I-84 trail; and

WHEREAS, an update of the Regional Trails and Greenways Map will involve amendments to that map in the 1997 Regional Framework Plan and, possibly, the 2000 Regional Transportation Plan commuter trails map and

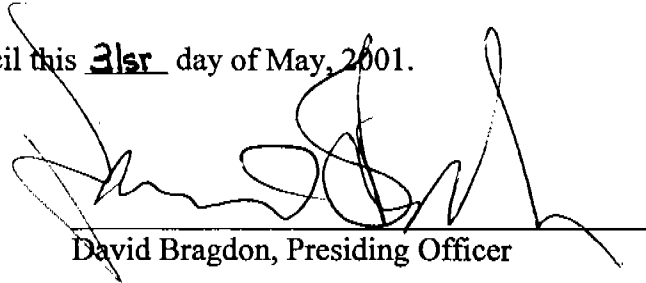
WHEREAS, the Greenspace Technical Advisory Committee has recommended a screening process and initial criteria for amendments to the Regional Trails and Greenways Map;

WHEREAS, the Regional Parks and Greenspaces Advisory Committee has reviewed and recommended this screening process; now, therefore,

BE IT RESOLVED,

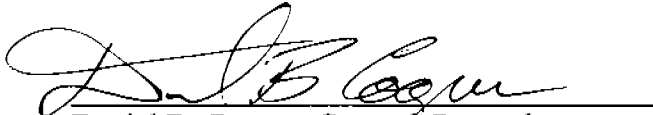
1. The screening process, including criteria for determining regionally significant trails and greenways recommended by Greenspaces Technical Advisory Committee (“GTAC”) attached as Exhibit “A” to this resolution is hereby accepted as initial criteria to prepare recommendations for an updated Regional Trails and Greenways Map.
2. Nominations for proposed changes to the Regional Trails and Greenways Map shall be presented to Metro staff for presentations to the Greenspaces Technical Advisory Committee and consideration in public involvement activities during Fall, 2001 as indicated in Exhibit B.
3. The Metro Council, the Metro Policy Advisory Committee, and the Joint Policy Advisory Committee on Transportation will consider GTAC’s recommendations for amendments to the Regional Trails and Greenways Map as proposed amendments to the Regional Transportation Plan and a Regional Framework Plan Map.

ADOPTED by the Metro Council this 31st day of May, 2001.

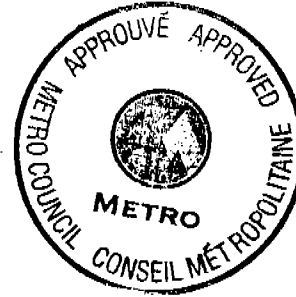


David Bragdon, Presiding Officer

Approved as to Form:



Daniel B. Cooper, General Counsel



Regional Trails and Greenways Plan

Criteria for Determining Regionally Significant Trails and Greenways

recommended by the Greenspaces Technical Advisory Committee on Jan. 10, 2001 and adopted by Metro Council on May 31, 2001

The Greenspaces Master Plan, which was adopted in July 1992 by the Metro Council, included a regional trails and greenways component and map. This map is proposed to be incorporated into Metro's new Greenspaces Protection Plan as the regional trails and greenways component. The existing and proposed 35 trails and greenways from the 1992 master plan will be grandfathered into the new Greenspaces Protection Plan.

Amendments to the regional trails and greenways component of the Greenspaces Protection Plan can be made whenever the plan is updated. In addition, amendments can be made by Metro Council action.

The following is the screening process used to add new trails and greenways to the Greenspaces Protection Plan. Both levels must be met before a new trail or greenway could be added.

First Level to Be Met

Trail or greenway must be primarily separated from roads and streets (at least 75% of length).

Examples are trails in former or existing rail corridors; right of ways which were never developed into streets; trails separated from the street by a vegetative buffer or swale; trails and greenways in riparian corridors separated from roads, such as the Willamette River Greenway Trail, Fanno Creek Greenway Trail, and Beaver Creek Canyon Trail; trails in utility corridors; trails and greenways on dikes or levees; trails in exclusive corridors adjacent to highways (e.g. I-205 Bike/Ped Way); river trails; floating trails in water bodies; boardwalks; etc.)

Trails primarily in the public street right-of-way (e.g. bike lane on the side of a street) or on a sidewalk are addressed by the regional bike and pedestrian systems in Metro's Regional Transportation Plan (RTP).

If the first level is met, then at least four of the following second level criteria must also be met:

Second Level to Be Met

Criteria for Regional Significance (at least four must be applicable)

- A. Located along the Willamette Greenway – state of Oregon Land Conservation and Development Commission (LCDC) goal
- B. Multi-jurisdictional, including Washington State
- C. Connects regionally significant parks and greenspaces
- D. Connects to other regionally significant trails (e.g. forms a loop system of trails)
- E. Connects regional centers, town centers, industrial areas and/or light-rail station areas
- F. Connects to or through significant habitat areas, wildlife corridors or other publicly-owned LCDC Goal 5 resources (e.g. historical and scenic sites)
- G. Likely that the trail will receive use, including use by citizens from various areas of the region.

EXHIBIT B

**Regional Trails and Greenways Plan Update
Initial Criteria and Map Amendments Revised Schedule
May 9, 2001**

April 4, 2001	Review proposed adoption process and GTAC approved criteria with Metro Natural Resources Committee
April - mid-May	Briefings with Council, Exec. Office
April 11, 2001	GTAC – update on nomination process
May 1, 2001	Regional Parks and Greenspaces Advisory Committee
May 9, 2001	GTAC
May 23, 2001	Metro Natural Resources Committee
May 31, 2001 or June 14, 2001	Metro Council
June 1, 2001 <i>(tentative, based on Council approval)</i>	Approved nomination forms and initial criteria forwarded to GTAC and others interested in Regional Trails and Greenway Plan Update
June	Mel Huie outreach to those outside of GTAC with interested in Regional Trails Plan changes
June 13, 2001	GTAC
July 29, 2001 <i>(tentative, based on Council approval)</i>	Nomination Forms Due
July 11, 2001	GTAC/Quarterly Trails Meeting
July 18, 2001 2-4 p.m.	Special GTAC/Trails meeting Review Nominations and proposed Map Changes (if needed)
Fall 2001	GTAC updated draft Regional Trails and Greenways Map
Fall 2001	Metro Council update
Fall 2001	Citizen input via "table talks" etc., sponsored by Metro
2002	Tentative Council Adoption of updated Regional Trail Plan map

Regional Trails and Greenways Plan

Glossary of Terms

adopted by Greenspaces Technical Advisory Committee, Jan. 10, 2001

Existing Regional Trails

- Trails which have been built and are open to the public, and
- Generally these trails are multi-use (e.g. pedestrians, bicyclists, skateboarders, in-line skaters, and equestrian (where allowed)). Some trails may be in environmentally sensitive areas though, thus only allowing pedestrians. These designations are locally determined.
- Surfaces of the trails are generally asphalt, chip seal, boardwalk or concrete. In environmentally sensitive areas, soft surfaces (e.g. bark dust) or compacted dirt or gravel may be the trail surface. (Permeable surfaces should be used if possible.) The selection of the surface material is a local decision.
- Accessibility to the trails for everyone, including people with disabilities, should be encouraged.

Proposed Regional Trails

- Trails which are still in the conceptual stage, and
- Descriptions for use and surfaces are the same as for existing regional trails.

Regional Greenways

- Greenways generally follow riparian corridors, and
- Greenways may or may not provide for public access.
 - In some cases, greenways may be a swath of green (plants and trees) with no public access, or
 - In other cases, greenways may allow for an environmentally compatible trail, viewpoint or access point, or boat/canoe launch sites.

Proposed Greenways

- Greenways which are still in the conceptual stage.
- When public access is provided (e.g. trail, boardwalk, viewpoint, boat ramp, etc.) descriptions for uses are the same as for regional greenways.

River Trails

- Trails that are actually in the water body (including necessary portages). Canoes, boats, rafts are used to traverse the trail.
- Public access points (e.g. boat / canoe launch sites) should be available.
- The Tualatin River is a good example of a river trail.

Inter-Regional Trails

- Trails connecting the Metro region to other areas (e.g. Clark Co., Columbia River Gorge, Mt. Hood National Forest, Pacific Coast, Willamette Valley, etc.)

Trails Separated from Roads and Streets (former term: Off-Road Trails)

Examples are trails in former or existing rail corridors; trails separated from the street by a vegetative buffer or swale; trails and greenways in riparian corridors separated from roads, such as the Willamette River Greenway Trail, Fanno Creek Greenway Trail, and Beaver Creek Canyon Trail; trails in utility corridors; trails and greenways on dikes or levees; trails in exclusive corridors adjacent to highways (e.g. I-205 Bike/Ped Way); river trails; floating trails in water bodies; boardwalks; etc.)

Trails primarily in the public street right-of-way (e.g. bike lane on the side of a street) or on a sidewalk are addressed by the regional bike and pedestrian systems in Metro's Regional Transportation Plan (RTP).

Note

Generally, "proposed trails" and "proposed greenways" are conceptual alignments. Potential alignments would need to be thoroughly studied. Public involvement and local governmental review would be necessary prior to any final alignment designation. All necessary permits would need to be obtained before trail construction could begin.

NATURAL RESOURCES COMMITTEE REPORT

CONSIDERATION OF RESOLUTION NO. 01-3068, FOR THE PURPOSE OF PREPARING RECOMMENDATIONS FOR UPDATING THE REGIONAL TRAILS AND GREENWAYS MAP

Date: May 31, 2001

Presented by: Councilor Atherton

Committee Action: At its May 23, 2001 meeting, the Natural Resources Committee voted 3-0 to recommend Council adoption of Resolution 01-3086. Voting in favor: Councilors Atherton, Bragdon and Hosticka.

Background:

- Situation: Resolution 01-3068 contains recommendations from the Greenspaces Technical Advisory Committee concerning criteria to be used to update the Regional Trails and Greenways map. The map, part of the Greenspaces Masterplan, has not been updated since 1993.
- Existing Law: Resolution 01-3068 authorizes a process and criteria to be used to screen and select trails for subsequent recommendation to the Metro Council. Final adoption of changes to the Regional Trails and Greenways map (2002) will also amend the Regional Framework Plan map and the Regional Transportation Plan, of which they are a part. It will also be a final, appealable land-use action.
- Budget Impact: There is no budget impact to this resolution.

Committee Issues/Discussion:

Charlie Ciecko and Heather Nelson Kent, staff in the Regional Parks and Greenspaces department, made the staff presentation to committee. When the first Regional Trails and Greenspaces map was adopted in 1992, no printed criteria were used to determine which trails would receive a regional designation. Now, the Greenspaces Technical Advisory is recommending that the map be updated, and is forwarding six criteria for consideration in the updating process. Exhibit A to the resolution contains the recommended screening process and criteria, while exhibit B contains a schedule leading to Council consideration of a finalized map in the fall of 2002. If this resolution is approved, nominations for additional regional trails could begin in June of 2001.

Considerable discussion and testimony followed the staff presentation. Several residents of southwest Portland want the map to be able to contain more areas where a trail would run along a street right of way. Proposed screening criteria in the resolution would limit regional trails to those that have at least 75 % of their length separated from the road or

street. Many of the trails that are proposed by this testimony to be mapped in SW Portland would not meet this objective. They would like to see a citizen-friendly pedestrian map created indicating where it is safe and desirable to walk in the region. The regional bike map was put forward as a good example. Such a map might be titled "Walk There."

Committee discussion also focused on whether the issue of regional trails is an issue of designation, or one of an actual, physical facility (Hosticka), and whether degree of usage should be part of the concept of regional (Bragdon). The committee ultimately agreed to send the resolution forward, unchanged. Councilor Bragdon indicated interest in crafting an amendment that would include usage as a screening criteria. Chair Hosticka directed staff to explore ways to help produce a pedestrian map as was requested (although) not necessarily as part of the process contained in resolution 01-3068.

Staff Report

CONSIDERATION OF RESOLUTION NO. 01-3068 FOR THE PURPOSE OF PREPARING RECOMMENDATIONS FOR UPDATING THE REGIONAL TRAILS AND GREENWAYS MAP

Date: April 25, 2001

Presented by: Charles Ciecko

Description

Resolution No. 01-3068 would direct the Greenspaces Technical Advisory Committee (GTAC) to prepare recommendations to the Metro Council for updating the Regional Trails and Greenways Map. Final Regional Trails and Greenways Map amendments require Metro Council approval by ordinance.

Existing Law

Legislation related to regional trails and greenways dates back to the 1991 adoption of the initial Regional Urban Growth Goals and Objectives (RUGGO's). The Metropolitan Greenspaces Master Plan, Regional Transportation Plan and the Regional Framework Plan include the Regional Trails and Greenways Map. The Regional Trails and Greenways Map has not been updated since 1993 when it was amended to include the Peninsula Crossing Trail. The legal effect of the inclusion of the Regional Trails and Greenways Map in the Regional Framework Plan is that amendments to the Map, adopted by the Metro Council, are land use decisions.

Factual Background and Analysis

The *Greenspaces Master Plan*, which was adopted in July 1992 by the Metro Council, included the first Regional Trails and Greenways Map. At the time of adoption no criteria were used to determine which trails and greenways should be considered "regional". The Greenspaces Technical Advisory Committee has recommended initial criteria to be used in their recommendations of proposed additions or changes to the Regional Trails and Greenways Map. Those changes or additions that meet the initial criteria would be recommended to the Metro Council as amendments to the Regional Trails and Greenways Map. Some proposed trail alignments may be conceptual only and the trail location will not have final land use authority. Amendments to the Regional Trails and Greenways Map require Metro Council approval because changes to this Map amend the Regional Framework Plan. These amendments may be brought to the Metro Council after consideration by the Metropolitan Policy Advisory Committee and the Joint Policy Advisory Committee on Transportation.

The attached initial criteria for considering amendments to the Regional Trails and Greenways Map are detailed in Exhibit A attached hereto. These criteria were recommended by the Greenspaces Technical Advisory Committee on January 10, 2001. Prior to GTAC's recommendation, workshops were held with local park providers, government agencies, nonprofit organizations and key stakeholders to receive input on the initial criteria and proposed changes to the Regional Trails and Greenways Map. The criteria were also reviewed and recommended by the Regional Parks and Greenspaces Advisory Committee on May 1, 2001. This resolution directs GTAC to provide recommendations for amendments to the Regional Trails and Greenways Map for Metro Council consideration. A schedule is attached as Exhibit B.

Budget Impact

This resolution directs the Greenspaces Technical Advisory Committee (GTAC) to recommend changes or amendments to the Regional Trails and Greenways Map. Additional Council approval is necessary before amendments to the plan are made. There is no budget impact at this time.

Executive Officer's Recommendation

The Executive Officer recommends that the Council adopt Resolution No. 01-3068.