

BEFORE THE METRO COUNCIL

APPROVING THE NATURAL AREAS ACQUISITION  
REFINEMENT PLAN FOR THE GRESHAM-  
FAIRVIEW TRAIL TARGET AREA

RESOLUTION NO. 07-3845

Introduced by Chief Operating Officer  
Michael J. Jordan, with the  
concurrence of Council President  
David Bragdon

WHEREAS, on March 9, 2006, the Metro Council adopted Resolution No. 06-3672B “For the Purpose of Submitting to the Voters of the Metro Area a General Obligation Bond Indebtedness in the Amount of \$227.4 Million to Fund Natural Area Acquisition and Water Quality Protection,” recommending submission for voter approval a general obligation bond to preserve and protect natural areas, clean water, and fish and wildlife (the “2006 Natural Areas Bond Measure” or “Measure”); and

WHEREAS, at the election held on November 7, 2006, the voters approved Ballot Measure 26-80, the 2006 Natural Areas Bond Measure; and

WHEREAS, the Gresham-Fairview Trail Target Area was identified in the Measure as one of 27 regional target areas for land acquisition; and

WHEREAS, as provided in the 2006 Natural Areas Bond Measure, Metro has undertaken a public refinement process to establish specific acquisition strategies, goals, objectives, and a confidential tax-lot specific acquisition target area map for each of the 27 target areas; and

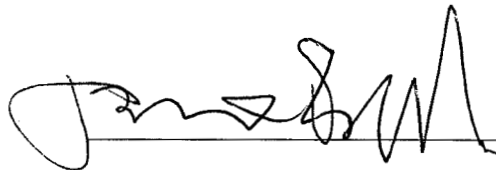
WHEREAS, Metro’s refinement process included the compilation of available information about each target area; biological field visits and expert analysis of maps; interviews with key stakeholders including natural resource experts, property owners, representatives from state and local government agencies, and advocates from water quality, fish, and wildlife preservation interest groups; and eight public open houses at sites throughout the region and a “virtual” open house available via the internet, at which draft refinement plans were made available for public review and participants could share their target area priorities either in-person or electronically; and

WHEREAS, on March 1, 2007, the Council approved Resolution No. 07-3766A, “Authorizing the Chief Operating Officer to Purchase Property with Accepted Acquisition Guidelines as Outlined in the Natural Areas Implementation Work Plan,” authorizing the Metro Chief Operating Officer to acquire properties identified on a Council-approved target area “confidential refinement map;” and

WHEREAS, the Council has reviewed the draft refinement plans and considered information it has received from citizens, scientists, advocates, and state and local governments; now, therefore

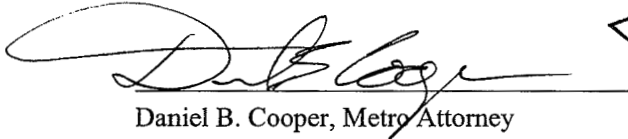
BE IT RESOLVED that the Metro Council adopts the Gresham-Fairview Trail Refinement Plan attached hereto as Exhibit A, including the confidential tax-lot specific map reviewed by the Council in Executive Session on September 4, 2007, and signed by Council President David Bragdon, and hereby authorizes the Chief Operating Officer to acquire properties in the Gresham-Fairview Trail Target Area consistent with the Council-approved Acquisition Parameters and Due Diligence Guidelines of the Natural Areas Implementation Work Plan.

ADOPTED by the Metro Council this 13<sup>th</sup> day of September 2007.

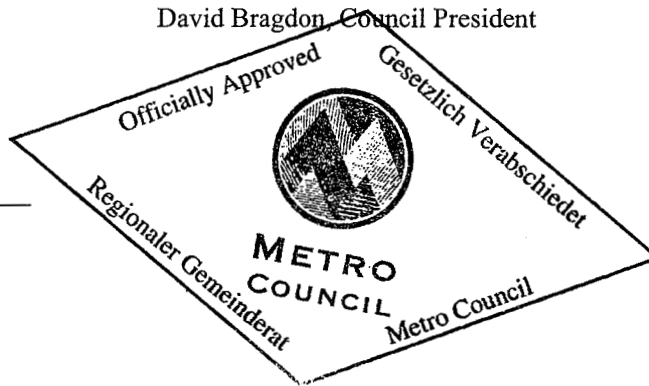


David Bragdon, Council President

Approved as to Form:



Daniel B. Cooper, Metro Attorney



**2006 NATURAL AREAS ACQUISITION PROGRAM  
GRESHAM-FAIRVIEW TRAIL TARGET AREA REFINEMENT PLAN**

**Background**

The 2006 Natural Areas bond measure stated:

This multi-use trail is a major north-south connection through the Gresham area. It connects the Springwater Corridor at Linneman Junction and crosses the eastside MAX light-rail line at Ruby Junction. Continuing north to Blue Lake Regional Park, the trail ends at the Columbia River and connects to the existing Lewis and Clark Discovery Greenway Trail (part of the 40-Mile Loop) along Marine Drive. Acquisition of the remaining corridor is needed to complete the trail and secure an important eastern spine of the regional trail system.

Completing corridor gaps will enhance the experience for trail users and improve public access to local and regional natural areas.

**Target Area Description**

The Gresham-Fairview Trail Target Area and the Columbia Slough Target Area join each other where the 40-Mile Loop Trail and the Columbia Slough Trail connect with the Gresham-Fairview Trail in the vicinity of Blue Lake Park.

The Gresham-Fairview Trail will serve as a major north/south connector for cyclists and pedestrians between two regionally significant and heavily used trails: the Springwater Corridor and the 40-Mile Loop (along Marine Drive on the Columbia River). The Gresham-Fairview Trail will also connect with the Columbia Slough Trail in the vicinity of Interlachen Lake. Separated from motorized traffic, the 5.2-mile trail will provide a safe north/south route for commuters as well as recreational users and provide access from Gresham to natural areas along Johnson Creek, Fairview Creek, the Columbia Slough and the Columbia River.

The Gresham-Fairview Trail has been constructed between Halsey and Burnside streets and along a portion of Sandy Boulevard where the alignment jogs west for a short distance. A master plan was completed for the Gresham-Fairview Trail in 2002 and a refined alignment study was completed for the northern portion of the trail in 2007. Gaps remain in the northern section of the trail corridor and additional acquisition may be needed adjacent to the purchased trail corridor between Division Street and Powell Boulevard to avoid disturbance to sensitive biological resources.

**Refinement Process**

During the refinement process, Metro staff compiled available information about the Gresham-Fairview Trail target area and analyzed maps. Individuals were interviewed representing various government agencies, property owners, interested friends groups and natural resource experts. The key concerns expressed during the interviews are summarized in Attachment 1.

A public open house to discuss the proposed Refinement Plan was held on June 21, 2007 at Gresham City Hall, one of eight such open houses held throughout the region. Notices of the open houses were mailed to area residents and other interested citizens. Metro also conducted a “virtual” open house by making target area informational materials, including maps, available “online” via the internet and allowing participants to share their target area priorities electronically. A total of 527 people attended the regional open houses, and the online open house had 6,363 visits from 3,419 unique visitors. More than 700 target surveys were submitted either in person or online. Fourteen people responded to the Gresham-Fairview Trail survey. A copy of the survey questionnaire is included as Attachment 2. The map associated with

the questionnaire for this target area is included as Attachment 3, and complete survey results are included as Attachment 4.

### **Findings**

- Acquisition of right-of-way and/or securing of easements is essential to complete the northern portion of the trail corridor between I-84 and Marine Drive. Securing the remaining trail corridor north of I-84 is time-critical with current development proposals on the table.
- Future sections of the 40-Mile Loop Trail and the Columbia Slough Trail will connect with the Gresham-Fairview Trail in the vicinity of Blue Lake Park. These connections are addressed in the Columbia Slough target area.
- Acquisition of additional easement is needed along the 201<sup>st</sup> right-of-way between I-84 and Halsey to allow for sufficient trail width that complies with federal and state standards. Trail development adjacent to 201<sup>st</sup> will most likely occur as part of a concurrent transportation project to widen the roadway.
- A regional trailhead near the junction of Gresham-Fairview Trail and the 40-Mile Trail at Marine Drive is needed to provide access to the regional trails in the area. This trailhead will likely be located at Blue Lake Regional Park.
- Acquisition of currently “underdeveloped properties” adjacent to the trail corridor between Halsey and Burnside is desired to provide small pocket parks and/or trail rest area amenities along the trail corridor.
- Public survey results indicated a strong preference for acquiring natural area lands adjacent to the trail corridor to preserve greenspace and provide public access and connections to adjacent parks, natural areas and trails.
- Easements, dedications, donations, and other voluntary property-owner agreements should be pursued in addition to fee acquisition in order to stretch the impact of the regional dollars spent.
- There were a total of 14 respondents. Additional commentary was provided orally at the open house, most of which was consistent with the written responses. In rank order, the public priorities were:
  1. *Map area B* – Acquire lands adjacent to the trail corridor to provide public access and connections to adjacent parks, natural areas, and trails.
  2. *Map area A* – Secure land for a regional trailhead at the northern end of the trail in order to provide public access to both the 40-Mile Loop and Gresham-Fairview trail.

### **Goal**

Complete this important eastern spine of the regional trail system by securing a complete public corridor along the proposed Gresham-Fairview Trail while also looking to provide access and connectivity to and from adjacent parks, greenspaces, trails and a potential regional trailhead.

### **Objectives**

A target area map showing the tiered objectives described below is included as Attachment 5.

#### *Tier I Objective*

- Acquire right of way necessary to secure a continuous trail corridor connection to the 40-Mile Loop Trail and the Columbia Slough Trail.

*Tier II Objective*

- Acquire parcels that are adjacent to the trail corridor to provide access and connectivity to and from adjacent parks, greenspaces, and/or trails including Fairview Creek Headwaters at Southwest Community Park, Grant Butte, Johnson Creek Greenway and Springwater Trail. Acquisition of any Tier II property is subject to a 50% match from a local partner.

*Partnership Objective*

- Pursue partnership opportunities with the City of Gresham (Departments of Transportation, Solid Waste and Parks and Recreation) and the City of Fairview to leverage regional bond dollars.

## STAFF REPORT

### IN CONSIDERATION OF RESOLUTION NO. 07-3845, APPROVING THE NATURAL AREAS ACQUISITION REFINEMENT PLAN FOR THE GRESHAM-FAIRVIEW TRAIL TARGET AREA

---

Date: September 13, 2007

Prepared by: Jim Desmond  
Kathleen Brennan-Hunter

#### BACKGROUND—REFINEMENT PROCESS

The Natural Areas Bond Measure (Resolution No. 06-3672B, “For the Purpose of Submitting to the Voters of the Metro Area a General Obligation Bond Indebtedness in the Amount of \$227.4 Million to Fund Natural Area Acquisition and Water Quality Protection,” adopted by the Metro Council March 9, 2006) provided that Metro would undertake a “Refinement Process” to “gather additional information about each individual target area and begin zeroing in on particular parcels that would be valuable to acquire” (Exhibit A to Resolution No. 06-3672B). In addition, the Natural Areas Implementation Work Plan (Resolution No. 07-3766A, “Authorizing the Chief Operating Officer to Purchase Property with Accepted Acquisition Guidelines as Outlined in the Natural Areas Implementation Work Plan,” adopted by the Metro Council on March 1, 2007) authorized the Metro Chief Operating Officer to acquire properties without further Council approval if they have been identified on a Council-approved target area “confidential refinement map.” To implement those directives, the Refinement Plans for each target area contain overall target area objectives and confidential tax-lot specific target area maps identifying priority properties for acquisition, enabling Metro staff to begin the acquisition of property and property rights as detailed in the Natural Areas Implementation Work Plan.

Additional background information, target area information, a description of the specifics of the refinement process regarding this target area, and the refinement plan’s findings, goals, and objectives are described in further detail in Exhibit A to this resolution, the Gresham-Fairview Trail Target Area Refinement Plan.

#### ANALYSIS/INFORMATION

1. **Known Opposition**

None.

2. **Legal Antecedents**

Resolution No. 06-3672B, “For the Purpose of Submitting to the Voters of the Metro Area a General Obligation Bond Indebtedness in the Amount of \$227.4 Million to Fund Natural Area Acquisition and Water Quality Protection,” adopted on March 9, 2006.

The voters’ approval of Metro’s 2006 Natural Areas Bond Measure at the general election held on November 7, 2006.

Resolution No. 07-3766A “Authorizing the Chief Operating Officer to Purchase Property With Accepted Acquisition Guidelines as Outlined in the Natural Areas Implementation Work Plan,” adopted by the Metro Council on March 1, 2007, established the Acquisition Parameters and Due Diligence Guidelines for the purchase of properties as part of the 2006 Natural Areas Bond Program.

3. **Anticipated Effects**

Acquisition of natural area properties in the Gresham-Fairview Trail target area to achieve the goals and purposes of the 2006 Natural Areas Bond Measure.

4. **Budget Impacts**

The FY 2007-08 budget includes budgetary authority to purchase \$35 million in natural area lands, with an additional \$15.4 million in contingency, if necessary. It is estimated, based on historical spending patterns, that this authority will be sufficient to cover the anticipated acquisition activity for this fiscal year. Additional unappropriated fund balance (\$64 million) exists for land acquisition in future years, along with the authority to issue up to an additional \$102 million in General Obligation bonds in support of this program.

**RECOMMENDED ACTION**

Staff recommends adoption of Resolution No. 07-3845.

## **Summary of Comments from Stakeholder Interviews for Gresham-Fairview Trail Target Area**

### **Stakeholder(s) Interviewed**

Rob Courtney, City of Gresham Parks Director  
John Gessner, City of Fairview  
Jim Labbe, Audubon Society  
Emily Gardner, Bicycle Transportation Alliance  
Rebecca Ocken, City of Gresham Planning  
Ric Catron, City of Gresham Parks

### **Key Themes Discussed**

#### Trail Corridor

- Priorities for acquisition for the trail are focused on the northern segment from I-84 to Marine Drive. Easements, right of way, or purchase is needed. Development is likely on several parcels.
- South of Ruby Junction, City has secured a 12' wide easement from Tri-met for the trail. City would like to have a 20' wide easement as the 12' easement is inadequate to accommodate the trail.
- The crossing of Burnside requires a diversion from the trail route. Acquisition in this area would allow a more direct mid-block crossing of Burnside.
- 201st between Halsey and I-84 will require roadway reconfiguration to accommodate the trail. This will require right of way acquisition on the east side of the existing road. The general plan is to shift the road to the east and accommodate the trail on the west side of the road right of way. This will protect several mature trees along the west side of the road.
- Potential links from the Gresham-Fairview trail include: the MAX line trail, I-84 Trail, Columbia Slough Trail, the 40-Mile Loop, and the Springwater Corridor.
- There is an existing segment of trail between NW Halsey and Burnside. Gresham would like to acquire "underdeveloped" parcels along this built portion to create pocket parks and other amenities.

#### Water Quality / Wildlife Habitat

- The headwaters of Fairview Creek / Grant Butte are important for water quality preservation.
- Two rock pit sites east of trail/south of MAX line will require significant restoration.
- The Boeing site north of Sandy Blvd will be developed into a water quality facility by the City of Gresham.
- Acquisition of lands around Fairview Creek / Grant Butte could provide wildlife corridor link to the Johnson Creek riparian corridor.
- Potential acquisition site should be considered immediately south of the Springwater Corridor at Linneman Junction. The site is on the banks of Johnson Creek and has good stands of mature cedars.



## QUESTIONNAIRE

### TARGET AREA: GRESHAM-FAIRVIEW TRAIL

In November 2006 voters directed the Metro Council to extend a regionwide program and acquire between 3,500 and 4,500 acres of additional natural areas to protect water quality and fish and wildlife habitat and to provide future generations opportunities for greater access to nature. Now it's time for the Metro Council to refine priorities in the 27 regional natural areas and trail corridors targeted for acquisition.

The Metro Council wants your ideas and input. We've been talking with scientists, land-use experts, groups and individuals who have special knowledge about the natural resource values and community visions for these areas. With this information Metro has begun to identify the potential strategies and opportunities that will achieve the best results. Now we need to know: Do we have it right? What have we missed? What is most important to you?

### 2006 NATURAL AREAS BOND DESCRIPTION FOR THIS TARGET AREA

This multi-use trail is a major north-south connection through the Gresham area. It connects the Springwater Corridor at Linneman Junction and crosses the eastside MAX light-rail line at Ruby Junction. Continuing north to Blue Lake Regional Park, the trail ends at the Columbia River and connects to the existing Lewis and Clark Discovery Greenway Trail (part of the 40-Mile Loop) along Marine Drive. Acquisition of the remaining corridor is needed to complete the trail and secure an important eastern spine of the regional trail system.

### QUESTIONS

- 1. The Metro Council's goal is to secure a corridor from Gresham to Fairview as identified in the approved master plan for this regional trail. The following priorities have been identified in the Gresham-Fairview Trail target area. Please rank these in order from 1 to 2 with 1 being the most important.**

\_\_\_\_\_ Securing land for a regional trailhead at the northern end of the trail in order to provide public access to both the 40 Mile Loop and Gresham-Fairview trail. (**Map area A**)

\_\_\_\_\_ Acquiring lands adjacent to the trail corridor to provide public access and connections to adjacent parks, natural areas, and trails. (**Map area B**)

- 2. In general, what should be emphasized in the Gresham-Fairview Trail target area? Rank in order of importance to you from 1 to 3, with 1 being the most important and 4 being the least important.**

\_\_\_\_\_ Preserving natural areas along the trail to enhance the experience for trail users.

\_\_\_\_\_ Creating buffers between private property owners and the trail corridor.

\_\_\_\_\_ Providing access to the trail for people at regional or local trailhead locations.

3. **Are there other priorities that the Metro Council should consider in the Gresham-Fairview Trail target area? Please be specific.**

4. **Do you have suggestions about partnerships Metro should pursue or other innovative ways to leverage regional funding and enhance this natural area?**

5. **Are you interested in participating in Metro's Natural Areas program by selling or donating your property or selling or donating a trail or conservation easement on your property?**

Yes    No   If yes, please be sure to provide your contact information below.

6. **Do you have any other comments about this target area?**

**Please add my name to the Gresham-Fairview Trail target area mailing list for future information, public meetings and events.**

Name \_\_\_\_\_

Address \_\_\_\_\_

City/State/Zip \_\_\_\_\_

Phone \_\_\_\_\_

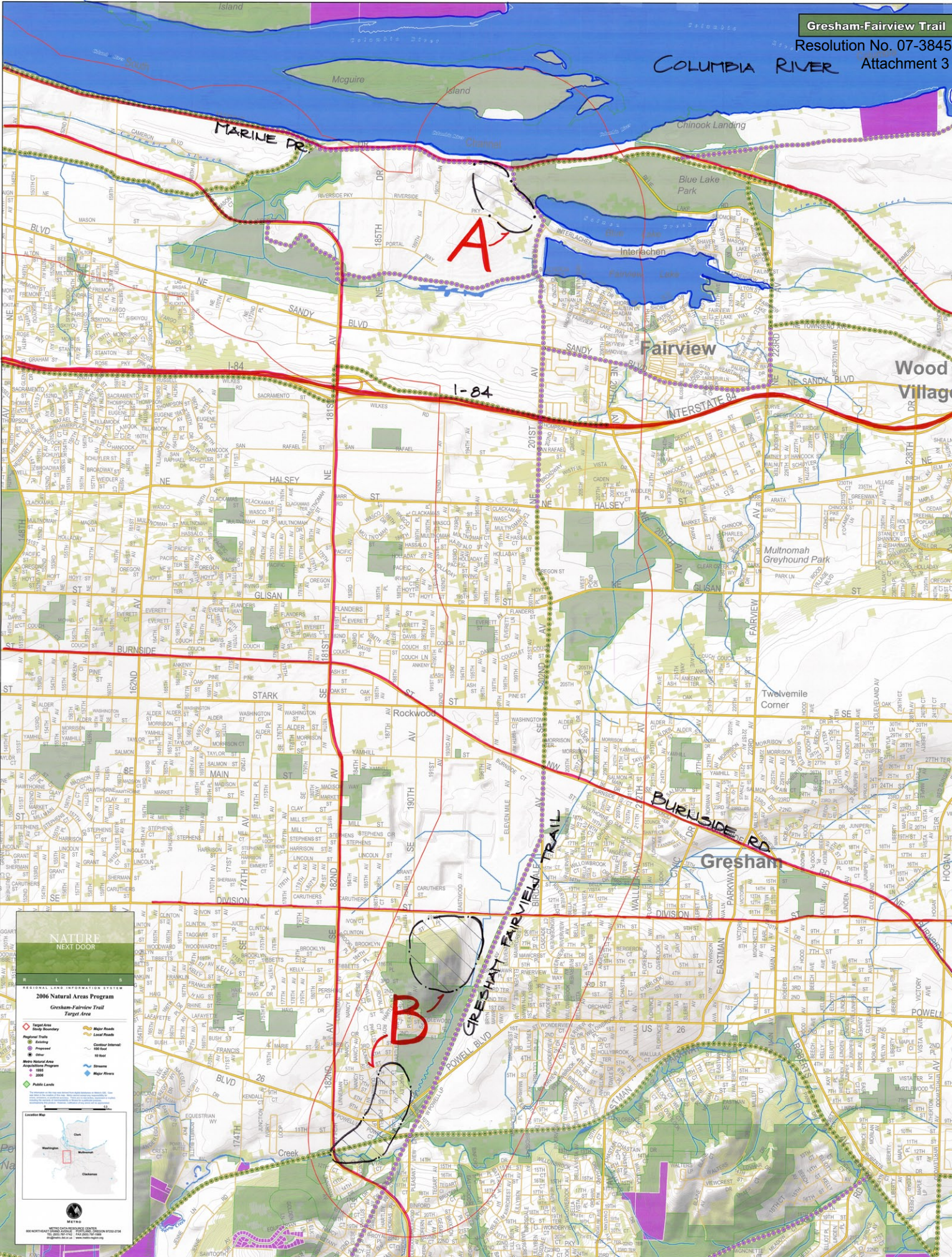
E-mail \_\_\_\_\_

**You may complete this questionnaire online at  
[www.metro-region.org/naturalareas](http://www.metro-region.org/naturalareas)**

or mail it to Metro at  
600 NE Grand Avenue, Portland, OR 97232  
(503) 797-1741



COLUMBIA RIVER



**NATURE NEXT DOOR**

REGIONAL LAND INFORMATION SYSTEM

**2006 Natural Areas Program**  
Gresham-Fairview Trail Target Area

**Legend:**

- Target Area:** Indicated by a red outline.
- Proposed Trail:** Indicated by a purple line.
- Major Road:** Indicated by a thick red line.
- Major River:** Indicated by a blue line.
- Public Lands:** Indicated by a green outline.
- Water Body:** Indicated by a blue area.
- Major Road:** Indicated by a thick red line.
- Major River:** Indicated by a blue line.
- Public Lands:** Indicated by a green outline.

**Scale:** 0 to 0.5 miles.

**Source:** METRO



## Gresham-Fairview Trail Survey Results

1. The Metro Council’s goal is to secure a corridor from Gresham to Fairview as identified in the approved master plan for this regional trail. The following priorities have been identified in the Gresham-Fairview Trail target area. Rank in order of importance to you.

	most important	least important	Rating Average	Response Count
Securing land for a regional trailhead at the northern end of the trail in order to provide public access to both the 40 Mile Loop and Gresham-Fairview trail. (Map area A)	42.9% (6)	57.1% (8)	1.57	14
Acquiring lands adjacent to the trail corridor to provide public access and connections to adjacent parks, natural areas, and trails. (Map area B)	61.5% (8)	38.5% (5)	1.38	13
	<i>answered question</i>			14
	<i>skipped question</i>			0

2. In general, what should be emphasized in the Gresham-Fairview Trail target area? Rank in order of importance to you.

	most important		least important	Rating Average	Response Count
Preserving natural areas along the trail to enhance the experience for trail users.	42.9% (6)	28.6% (4)	28.6% (4)	1.86	14
Creating buffers between private property owners and the trail corridor.	7.1% (1)	42.9% (6)	50.0% (7)	2.43	14
Providing access to the trail for people at regional or local trailhead locations.	50.0% (7)	28.6% (4)	21.4% (3)	1.71	14
	<i>answered question</i>			14	
	<i>skipped question</i>			0	

**3. Are there other priorities that the Metro Council should consider in the Gresham-Fairview Trail target area? Please be specific.**

Sidewalks linking neighborhoods to the trail. Having to drive to the trail seems to miss the point.

My "wheelchair" is a recumbent tricycle. It is 24" wide, 76" long. The trails are not always wide enough.

Use trail as sort of connection for some parks.

Make sure trees and shrubs newly planted in Gresham along trail are watered. Some between Glisan and Halsey already dying.

Provide a MAX Blue Line Station Linkage where the trail comes closest to a station.

Purchase right of way and finish the construction of the trail.

1) Where the Gresham/Fairview Trail will intersect with the future MAX Trail just south of Burnside; the 3 westerly triangular parcels should be acquired for a future City park. This could serve as a skate park or Hispanic Farmer's Market within a half-block walk of the Ruby Junction Max Station. The site currently contains a PGE substation (it will go away) and a junky auto repair shop. 2) South of Halsey is a small turquoise house and a vacant parcel. Acquire and develop as a City pocket park. Rockwood lacks park facilities.

**4. Do you have suggestions about partnerships Metro should pursue or other innovative ways to leverage regional funding and enhance this natural area? If so, please specify.**

Federal govt. put wind generator along the trail for local power.

Staff and funding support.

Work with People for Parks to develop and run the Hispanic Farmer's Market.

**5. Do you have any other comments about this target area? If so, please specify.**

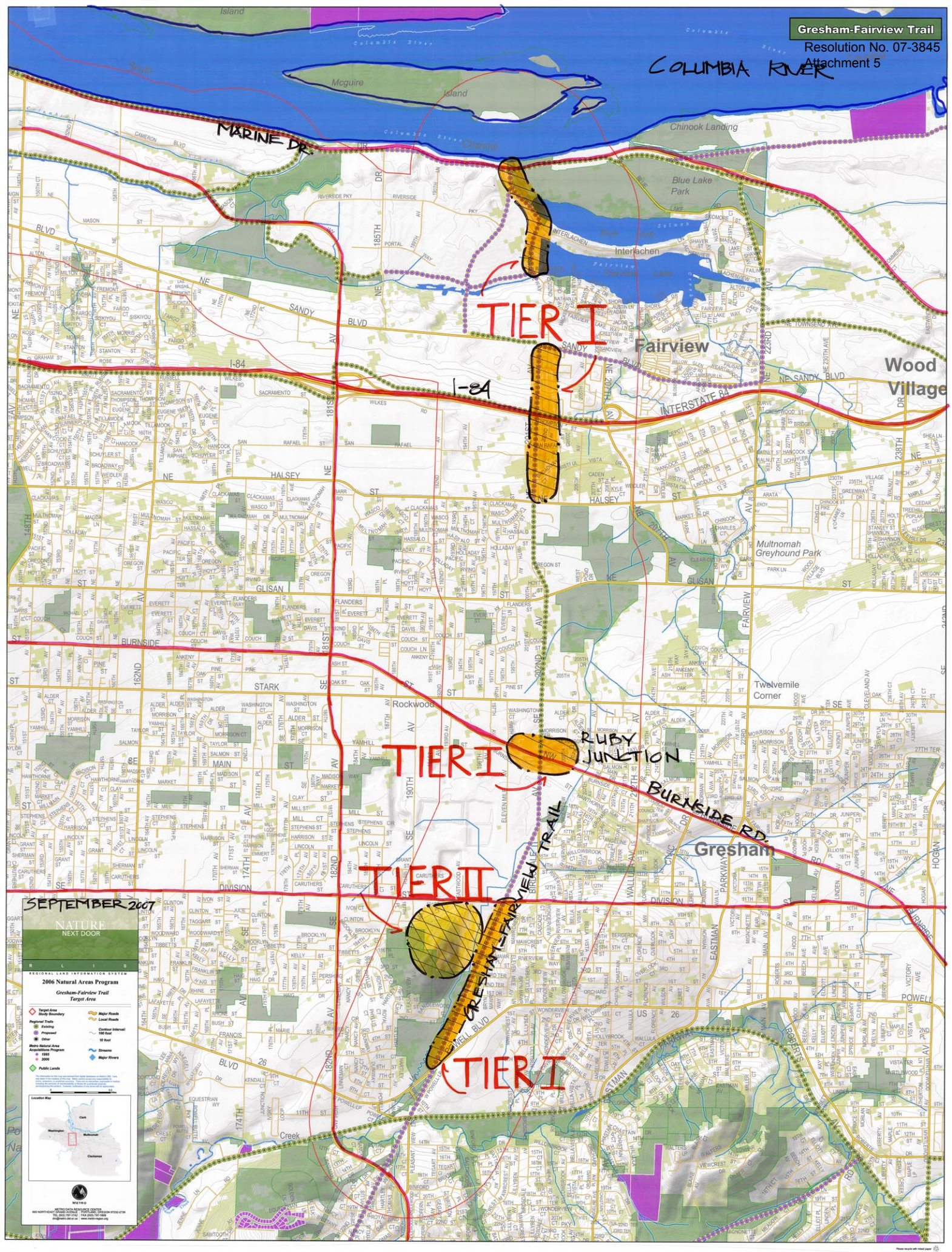
This is great for Gresham-Fairview Trail but I wonder why similar trailhead or corridor-widening opportunities are not part of Springwater Trail target area. Hopefully, sites useful for trail access can be secured in Johnson Creek target area.

We need as much green space as possible!

The trailhead is almost as important as the trail and frankly both should be pursued simultaneously as each piece is considered "infrastructure". However, missing gaps to the trail does no one any good.



COLUMBIA RIVER



MARINE DR

TIER I

I-84

TIER I

TIER II

TIER I

SEPTEMBER 2007

NATURE  
NEXT DOOR

REGIONAL DATA INFORMATION SYSTEM  
2006 Natural Areas Program  
Gresham-Fairview Trail  
Target Area

- Target Area Study Boundary
- Regional Data Overlay
- Proposed
- Major Roads
- Local Roads
- 100 Foot
- 50 Foot
- 100 Foot
- 50 Foot
- Streams
- Major Roads

Public Lands

Map