

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF CHANGING THE)
ELECTION DATE OF THE SUBMISSION TO)
THE VOTERS OF A GENERAL OBLIGATION)
BOND INDEBTEDNESS TO PROCEED WITH)
THE ACQUISITION OF LAND FOR A)
REGIONAL SYSTEM OF GREENSPACES)

RESOLUTION NO. 95-2074-A

Introduced by Councilor McCaig

WHEREAS, Metro has taken a leadership role in identifying remaining natural areas in the region and planning for their protection or potential acquisition; and

WHEREAS, Such activities have been and will continue to be coordinated with the affected federal, state and local governments, and citizens in the region; and

WHEREAS, Numerous planning efforts, studies, and recommendations have been proposed over the past 90 years to develop a system of interconnected greenspaces for the Portland/Vancouver region; and

WHEREAS, On June 28, 1990, by Resolution No. 90-1261, the Metro Council established the Greenspaces Policy Advisory Committee to assist the Council in coordinating its Natural Areas Planning Program and to develop a regional consensus in the development of a Metropolitan Greenspaces Master Plan; and

WHEREAS, On September 26, 1991, the Metro Council adopted Regional Urban Growth Goals and Objectives by Ordinance No. 91-418B, including Objective 9: Natural Areas, Parks, and Wildlife Habitat which calls for a regional open space system linking public and private open spaces, trails, recreational, and wildlife corridors; and

WHEREAS, In July 1992 the Metro Council adopted the Metropolitan Greenspaces Master Plan by Resolution No. 92-1637; and

WHEREAS, The Metropolitan Greenspaces Master Plan recommends that Metro seek a regional funding mechanism to assemble, through acquisition and other strategies, and develop a regional greenspaces system, and also assume operations and management responsibility for components of the system in cooperation with local governments; and

WHEREAS, On July 23, 1992, the Metro Council submitted a \$200 million General Obligation bond measure in Resolution No. 92-1639A for the acquisition of greenspaces that did not pass; and

WHEREAS, The voters approved the 1992 Metro Charter which specifically authorizes Metro to acquire, develop, maintain, and operate a regional system of parks, open spaces, and recreational facilities; and

WHEREAS, The Metro Council approved an Intergovernmental Agreement with Multnomah County which transferred the Parks Services Division to Metro; and

WHEREAS, The Metro Council formed the Metropolitan Greenspaces Blue Ribbon Committee by Resolution No. 94-1942^B to seek advice and evaluation of proposals for a new bond measure for acquisition of greenspaces; and

WHEREAS, Both the Greenspaces Policy Advisory Committee and the Metropolitan Greenspaces Blue Ribbon Committee recommended a General Obligation bond measure for acquisition of greenspaces in the range of \$136-\$139 million, including up to \$25 million for local government greenspaces projects; and

WHEREAS, The Council on July 28, 1994, adopted Resolution No. 94-2011A submitting to the voters a general bond indebtedness in the amount of \$138.8 million to proceed with the acquisition of land for a regional system of greenspaces; and

WHEREAS, The Council on November 10, 1994, adopted Resolution No. 94-2049B which modified the General Obligation bond measure referred to the voters by Resolution No. 94-2011A by including the specific projects submitted by local governments, decreasing the amount of the measure to \$135.6 million, and reflecting other changes to the measure made by the Council; and

WHEREAS, The Council finds it is in the public interest that this measure be submitted to the voters at a Special election to be held on May 16, 1995, instead of March 28, 1995; and

WHEREAS, The Council finds it desirable to submit a modified Ballot Title for the Measure as set forth in attached Exhibit "A"; now, therefore,

BE IT RESOLVED,

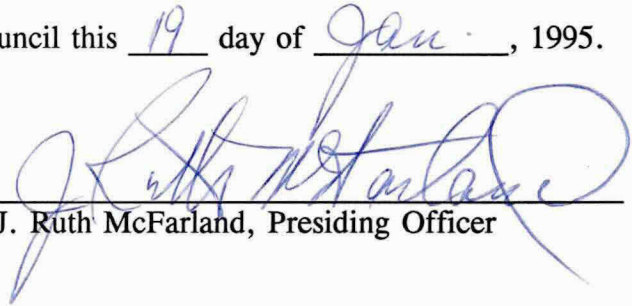
1. That the Metro Council hereby withdraws the submission to the qualified voters of the District of the bond measure submitted to the voters by adoption of Resolution No. 94-2049~~A~~^B on the 28th day of March 1995 and directs that the bond measure shall be submitted to the qualified voters of the District on the ballot for a Special election to be held on the 16th day of May 1995. The Special election called for the 28th day of March 1995 is cancelled.

2. The Ballot Title for the Measure and the Measure are attached as Exhibit "A" and Exhibit "B" hereto.

3. That this Resolution and the revised Ballot Title shall be submitted to the Elections Officer in a timely manner as required by law in order to cancel the Special election called for on March 28, 1995, by adoption of Resolution No. 94-2049~~A~~^B and instead call for a Special election to be held on May 16, 1995.

4. That the Executive Officer shall submit all necessary information to the Elections Officer so that the Ballot Measure, Ballot Title, and Explanatory Statement shall appear in all county voters' pamphlets published for the election.

ADOPTED by the Metro Council this 19 day of Jan., 1995.



J. Ruth McFarland, Presiding Officer

gl
1207

EXHIBIT "A"

BALLOT TITLE

"Caption: Bonds to preserve open space, parks; protect streams, fish, wildlife."

"Question: Shall Metro preserve open space for parks, trails, wildlife; protect streams for fish; issue \$135.6 million in general obligation bonds? If bonds are approved, they will be payable from taxes on property ownership that are not subject to the limits of section 11b, Article XI of the Oregon Constitution."

"Summary: Buys specified open space in the region. Approved bonds will: ,

- Preserve local lands for parks and trails.
- Maintain water quality in rivers and streams.
- Protect salmon, trout, steelhead.
- Provide areas for walking, picnicking and other outdoor recreation.

Buying open spaces for public use will balance private development in the region. Bonds mature in not more than 30 years. Bond cost estimate is about 22 cents per \$1,000 of assessed value per year. Typical home pays \$1.91 per month."

OPEN SPACE ACQUISITION BOND MEASURE

Metro estimates that the Portland-Vancouver metropolitan area will grow by more than 1.1 million people by the year 2040. More homes and businesses will be built to serve this anticipated growth. As communities continue to develop, the protection, acquisition and active stewardship of open spaces, parks, trails and streams must become just as important as planning transportation, water, sewer and other basic infrastructure.

The basis for this land acquisition program is the Metropolitan Greenspaces Master Plan. The Master Plan is the growth management strategy which details the vision, goals and organizational framework of a regional system of natural areas, open space, trails and streams. The primary objective of the Master Plan is protection of natural resource areas in the public interest. The analysis is based on watersheds or stream basins to encourage review of the ecosystem in each part of the region. The Master Plan includes 1989 inventories and maps of 109,000 acres of then existing natural areas in and near the Metro boundaries. In 1989, approximately 9,200 acres were in public ownership. Nearly half of the publicly-owned acreage is located in Forest Park.

One goal of the Master Plan is to improve water quality in the region which is degraded as natural areas are lost. Retaining forested areas on slopes minimizes erosion that pollutes streams. Wetlands and floodplains hold runoff allowing plants and micro-organisms to biologically filter pollutants. Natural areas with riparian corridors will be purchased and preserved. Restoring native vegetation along these waterways will improve water quality.

The Master Plan identifies regional trails, streams and wildlife corridors. The trails provide means of human-powered access to commerce, recreation and natural areas. This includes links between parks, local trails and local communities and access to regionally significant parklands and natural areas. Streams and wildlife corridors protect habitat for maintaining biological diversity. Linked habitat is important for fish and wildlife species that reside in and pass through the region along regular migratory routes.

From the Master Plan inventory a number of existing large acre sites throughout the region were designated as regionally significant open space protection areas. These areas would be used to provide and protect open space and for passive recreational activities, including but not limited to, picnicking, hiking, bicycling, camping, bird watching, and boating.

This referral to the voters of \$135.6 million in general obligation bonds is based on advisory groups recommendations. This proposal has three components. It proposes acquisitions from 14 of the regionally significant areas (approximately 5,982 acres) and regional trail segments from the Master Plan plus local open space and trail projects. The inventory in these target areas has been reviewed in 1994.

The following are the 14 regionally significant natural areas and estimated acreages:

Willamette River Greenway - 1,103	East Buttes/Boring Lava Domes - 545
Willamette Narrows	Newell Creek Canyon - 370
Canemah Bluffs	Sandy River Gorge - 808
Cathedral Park to railroad bridge	Cooper Mountain - 428
Oaks Bottom to OMSI	Buffer and expansion of Forest Park - 320
West side of Multnomah Channel	
Jackson Bottom and McKay Creek/ Dairy Creek Addition - 333	Gales Creek - 775
Tonquin Geological area - 277	Columbia Shoreline - 95
Tualatin River Greenway, access points - 266	Rock Creek - 300
Clear Creek Canyon - 342	Tryon Creek linkages - 20

The following are the five regionally significant trail segments targeted for acquisition:

Peninsula Crossing Trail (Improvements only)
Fanno Creek Greenway
Sauvie Island to Beaverton/Hillsboro Trail
Clackamas River Greenway (north bank)
Beaver Creek Canyon Greenway (Troutdale)

They will be the first priority for acquisitions from the bond proceeds. Other regionally significant open spaces and regional trails identified in the Master Plan may be acquired if target areas become degraded, cost prohibitive or otherwise infeasible as determined by the Metro Council after a public hearing. New target areas shall be selected to retain a regional balance of sites acquired. In addition, some new opportunities may arise to acquire natural resource areas not in the Master Plan if funding permits. These will not be approved unless the Master Plan is first amended by the Metro Council after a public hearing on the amendment.

There are various means intended to be used to secure rights to natural resource land. This will include outright purchase of title to the land with the assistance of outside professional realtors. However, other methods insure preservation of the character of the land as open space and may allow its use by the public. Purchase through a nonprofit land preservation organization may enable the program to secure land at below market rates due to the favorable tax benefits that accrue to sellers. Easements, rather than full title to the land, can be donated or sold by a landowner. Donations, bequests and grants will be sought to enable the program to protect and acquire more natural resource land. Donations will be encouraged by allowing some naming of parks, trails and open spaces. Agreements for Metro to acquire any interest in land shall be negotiated with willing sellers. Metro will

exercise its powers of eminent domain only when the Metro Council has determined that extraordinary circumstances exist.

In addition to the regional areas and trails, \$25 million of bond proceeds will be used to buy and make capital improvements on lands for local open spaces and trails. These purchases and improvements will be made by cities, counties and park districts which provide parks services. The local governments shall be permitted to pay administrative costs associated with land acquisition and capital improvements from this local share of bond proceeds or from their own resources. Intergovernmental agreements between Metro and the park providers will be used to assure that the funds are expended for activities related to natural areas. Interests in land acquired from this local share would be for regionally or locally significant natural areas, open space, trails, streams and wildlife corridors, including accessible waterways, that function for fish, wildlife, and people. Capital improvements would be for restoration or enhancement of natural areas, trail construction, access facilities, public use facilities and environmental education facilities. Ownership of lands will be consistent with the Master Plan. Provision must be made for lands acquired with the local share to be maintained for its intended recreational, natural area or trail activities. Agreements for park providers to acquire any interest in land shall be negotiated with willing sellers. Local governments will exercise their powers of eminent domain only where the local governing body has determined that extraordinary circumstances exist.

It is important to identify local projects to be funded and their estimated costs in time to inform the voters prior to the vote on this ballot measure. Therefore, a list of local projects with estimated costs matching nearly all providers' pro rata share has been delivered to Metro. The list of local projects, the sponsoring local government and the estimated acreage are:

Clackamas County	
Springwater Corridor Trail	Land acquisition to complete trail near Boring
Barton Park Quarry Reclamation	Capital improvements of Barton Park; restoration and campground
Damascus Greenspace	Acquire 25-30 acres in the Damascus area for a park
Clackamas River North Bank Park	Acquisition of park land along the proposed greenway trail
Kellogg Creek Natural Area	Natural area acquisition near Jennings Avenue
Boardman Slough Wetland Park	Land acquisition for a wetland park near Gladstone
Mt Talbert	Acquire 15 acres on top and east slope; south of Sunnyside Rd.
Portland Traction Company Right-of-Way	Acquire about 7 miles of rail line between Milwaukie and Gladstone
Meldrum Bar Park, Gladstone	Riparian restoration and picnic shelters of this Willamette River park
Cross Memorial Park, Gladstone	Trail improvements

Glen Echo Wetlands, Gladstone	Land addition to wetland park; trails
Mt. Scott Creek Trail, Happy Valley	Trail construction to provide park access from Sunnyside Road
Scott View Nature Park, Happy Valley	Trail construction
West Waluga Park Trail, Lake Oswego	Perimeter trail and access points around natural area park
Roehr Park Willamette Greenway, L. Oswego	Acquire land and construct trail along park and greenway
Lusher Farm / Cook's Butte Trail, L. Oswego	Acquire land and construct trail between parks
Canal Acres Natural Area, Lake Oswego	Trail construction connecting to Bryant Woods Park
Milwaukie Waterfront	Acquire about 2.5 acres at the confluence of Johnson Creek
Kellogg Lake, Milwaukie	Acquire land west of Kellogg lake and east of McLoughlin Blvd.
Springwater Corridor, Milwaukie	Acquire land between Johnson Creek and the Springwater Trail
Rosewell Wetland, Milwaukie	Natural habitat enhancements to a stormwater detention pond
Willow Place Wetland, Milwaukie	Natural habitat enhancements to a stormwater detention pond
Ardenwald to Springwater Corridor, Milwaukie	Trail construction to connect Ardenwald neighborhood to Springwater
High Rocks River Bank, Oregon City	Acquire park land on south bank of the Clackamas River
Barclay Hills Park, Oregon City	Nature trail construction in the upper reaches of Newell Creek Canyon
Clackamette Park, Oregon City	Picnic shelters, restrooms, fishing dock
Tualatin River Access, Rivergrove	Boat ramp improvement at city park near SW Dogwood Road
Burnside Park, West Linn	Acquire 8 acres of natural area adjacent to city park on Willamette R.
Memorial Park, Wilsonville	Trail construction in park and to the Willamette River Greenway
Boeckman and Mill Creek, Wilsonville	Habitat restoration along creeks at four public schools in area
Wilsonville City Trail System	Capital improvements to complete city trail system to natural areas
Gordon's Run Open Space, Wilsonville	Trail construction along Willamette Greenway near Charbonneau
Washington County	
Henry Hagg Lake / Scoggins Valley Park City of Cornelius	Six individual picnic sites, one group picnic shelter, restrooms
Bethany, Reedville, Cedar Mill, Bull Mt. Parks	Natural area project to be determined
Tualatin Hills Nature Park	Acquire land to establish small natural area parks
Koll Center Wetland	Acquire 22 acres to add to existing park
Cedar Mill Creek Corridor	Acquire right-of-way access, trail construction, viewing platform
	Acquire about 22 acres near Sunset Highway and Cornell Road

Golf Creek Corridor	Acquire about 10 acres west of Sylvan and north of Sunset Highway
Fanno Creek Greenway	Trail construction to connect Fanno Creek Park to neighborhoods
Stonegate Woods, Beaverton	Acquire about 7 acres of wetland forest along Willow Creek
Hart Road Natural Area, Beaverton	Acquire 18 acres to establish greenspace park near SW Hart Road
Johnson Creek Corridor, Beaverton	Acquire about 45 acres along greenway
Washington County continued	
Forest Glen Park / Hiteon Creek, Beaverton	Habitat restoration including native tree and vegetation plantings
Durham City Park	Trail and bridge construction
David Hill Forest Park, Forest Grove	Acquire up to 10 acres to establish greenspace park in NW area of city
Gales Creek Linear Park, Forest Grove	Acquire land along greenway in SW area of city
Fernhill Wetlands, Forest Grove	Trail access, trail construction, interpretive center near Tualatin River
Noble Woods Park, Hillsboro	Trails, picnic shelters, viewing areas for park on Rock Creek
Rood Bridge Road Park, Hillsboro	Restoration, canoe launch, trails, at confluence of Rock Crk & Tualatin
Rock Creek Corridor, Hillsboro	Acquisition along the greenway
Cedar Creek Greenway, Sherwood	Acquisition and trail construction in the riparian zone
Fanno Creek / Summer Creek Greenway, Tigard	Trail construction
Natural Area Park, Tigard	Acquire about 7.5 acres of forest land for a city nature park
Tualatin River Corridor, Tualatin	Acquisition along the south bank of the greenway
Multnomah County	
Burlington Bottom Wetlands, Mult. Channel	Road access, trails, wildlife blind
Howell Territorial Park, Sauvie Island	Picnic shelters, trails, and wildlife viewing blind for 73 acre site
Sauvie Island Boat Ramp	Improvements to launch ramp, boarding docks
Ancient Forest Grove	Trail construction and signage for 38 acre site north of Forest Park
Hogan Cedars	Acquisition along Johnson Creek near Telford Road / Springwater
Oxbow Regional Park, Sandy River	Water system upgrade, picnic shelters, group camp shelters
Blue Lake Regional Park, Fairview	Restore and enhance 10 acre wetland , boardwalks
Fairview Creek Riparian Area, Fairview	Enhancement of 50 acre wetland west of NE 207th connector
Springwater Corridor Trail, Gresham	Trail heads, trail construction, info center, native vegetation plantings
Fairview Creek Headwaters, Gresham	Enhancement of 18 acres, habitat plantings, picnic shelters, trails
Butler Creek Greenway Trail, Gresham	Soft surface trails, bridge over Johnson Creek
Kelly Creek Greenway, Gresham	Acquisition of 4.5 acres, soft surface trails
Beaver Creek Greenway, Troutdale	Acquisition, trails, pedestrian bridge, habitat restoration, erosion control
Wood Village City Park	Habitat improvements, trails, erosion control for 12 acre addition
Springwater Corridor, Portland	Trail heads and trail improvements in SE Portland
OMSI to Springwater Corridor, Portland	Trail heads and trail improvements on east bank of Willamette River
Whitaker Ponds, Portland	Acquisition for greenspace park along Columbia Slough in NE PDX
Tryon Creek Linkages, Portland	Acquisition in Tryon Creek watershed in SW Portland

M. James Glisan Boat Ramp, Portland	Improvements to launch facility on Columbia River in NE Portland
Terwilliger-Marquam Natural Area, Portland	Acquisition of upland forest in SW Portland
Columbia Slough, Portland	Acquisition of greenspace along or near slough in N and NE Portland
Johnson Creek Corridor, Portland	Acquisition of greenspace along creek in SE Portland
Mocks Crest, Portland	Acquisition of greenspace in N Portland
Kelly Point Park, Portland	Acquisition of adjacent land in N Portland
Oaks Bottom, Portland	Habitat restoration, improvements in SE Portland
Powell Butte, Portland	Habitat restoration, improvements SE Portland
Community Natural Areas, Portland	Acquisition of small greenspaces in NE King or Elliot neighborhoods
Hoyt Arboretum, Portland	Acquisition of adjacent land in NW Portland
Leach Botanical Garden, Portland	Acquisition of adjacent land in SE Portland
Crystal Springs Rhododendron Garden, Portland	Acquisition of adjacent land in SE Portland
40-Mile Loop Trail, Portland	Trail right-of-way acquisition along the 40-Mile Loop
River Place to Willamette Park, Portland	Acquisition and trail construction on the west bank of Willamette River
Fanno Creek, Portland	Acquisition along the greenway in SW Portland
Forest Park Wildwood Trail, Portland	Access and habitat improvements in NW Portland

Other local projects may be substituted if the target areas become degraded, cost prohibitive or otherwise infeasible. Capital improvements of lands acquired with bond proceeds are intended to be a secondary purpose of this entire program. However, for individual purchases or some local projects, greenspaces related capital improvements, may be a primary element. Allowable improvements include, but are not limited to, restoration or enhancement of natural areas, trail construction, nature centers, interpretative displays, facilities for disabled people, access roads and facilities, parking, boat ramps, trail heads, rest rooms, picnic tables, shelters, viewing facilities, water systems, camp sites, fishing piers, signs, fences, and security lighting.

Regionally significant lands acquired by Metro would be "land banked" with the property interest owned by Metro. The Metro Regional Parks and Greenspaces Department may operate and maintain these lands or other cooperative arrangements may be made consistent with the Greenspaces Master Plan. Initially, most of these lands will be held with limited maintenance and development. If the acquisition bond measure is approved by the voters, Metro excise taxes have been committed for this low level of maintenance. No bond funds can be legally used for any operating expenses. Some improvements could be done with bond funds and new grants to start public use. At the same time, user fees and other revenue must be developed to offset increased costs from increased public use. The July 1992 Financial Study identified the following alternatives for such revenue: Parking permits, day use or camping fees, concessions, volunteer services. Other revenue sources may be investigated depending on the type of improvement.

Other allowable expenditures for this program include acquisition administrative expenses, bond issuance costs and reimbursable bond preparation expenses relating to the design

planning and feasibility of the acquisition program. Administrative expenses include, but are not limited to, assistance from professional realtors, real estate appraisals, title companies and environmental evaluation firms.

The preference is to issue bonds which mature in 20 years. However, to maintain the flexibility to respond to the market existing at time bonds are issued, the maturity period may be up to 30 years.