

MINUTES OF THE METRO COUNCIL RETREAT

Wednesday, April 20, 2005
Johnson Creek Watershed Council

Councilors Present: David Bragdon (Council President), Susan McLain, Carl Hosticka, Rod Park, Robert Liberty, Rex Burkholder

Councilors Absent: Brian Newman (excused)

Council President Bragdon convened the Metro Council Retreat at 1:14 p.m.

1. PARKS BOND MEASURE DISCUSSION

Council President Bragdon said they would be discussing Council's intention to have a bond measure on parks. He spoke to the components of the bond measure. Mike Ragsdale, Chair of Greenspaces Policy Advisory Committee (GPAC), would be presenting their vision statement. In May Council would consider endorsing their vision statement.

Mr. Ragsdale said GPAC had been in operation for over a year. They spent the first year getting their focus in place and determining what their role ought to be. This all led to a vision, which they had shared with Council. He summarized the vision. They needed to look at greenspaces as more than just large natural areas. They needed to look at it as more than a Metro program. So they set out to determine how to define the regional inventory. Inventory meant all the way down to neighborhood backyard parks as well as they wanted to get into recreational opportunities. They believed, to look at a full system, they had to look at parks, parks management, as well as looking at openspaces. They took the macro bite out of the apple about what kind of vision they should be creating. The vision needed to be more than the Metro boundary and include the Vancouver metropolitan area. They also believed in defining the system. It needed to be a much broader community process.

They called then for the development of a biodiversity plan, very broad in scope. To do this they prepared a matrix (a copy of which is included in the meeting record), as a cut at trying to break the vision down into more manageable components. They were able to get outcomes they wanted in the larger categories as well as the means to get to those outcomes. They were uncomfortable identifying who the right players were and what the right critical implementation strategies and steps ought to be. They knew they needed to talk to a lot of people outside the committee and outside the building on how to go about the coordination and the interrelations that would be necessary to get that done.

They decided to break into task forces. They had very narrowly defined charges and a short time period to work. The task forces were intentionally set out to bring in membership that was not on GPAC so they would get better representation from services providers and other entities. The task forces were now charged with coming back to GPAC group by June. Their goal was to bring a product to Council in June. Their charge was to define the steps that were going to be necessary to implement the program, not any implementation. They had a biodiversity group, which was charged with not coming back with a definition of the biodiversity system for the region but charged with coming back and telling the committee what steps needed to be taken by whom and what will be the budget requirements to end up with a product that was a biodiversity plan. They also created a task force to look at institutional relationships. They wanted this task force to come back with an inventory of who might be players and a program to tell them the steps that were

necessary to identify all of the roles and relationships of the players in the region as well as identify how they will get to identify the gaps. They had done the same thing with the funding task force. They asked this task force to come back with a strategy so that they can identify the best working relationship between all funding sources. Behind that was a strong feeling by the members of GPAC that there was a lot of money being spent in the areas under this umbrella by different groups but they were convinced that because there had been no strategy like this to identify the relationship there was money being wasted? They were also looking at what could be done to generate new revenue. They were not limiting themselves to the idea of a ballot measure. They were looking at federal fund strategies that they might be able to use. Behind that all was a strong feeling by the committee that they had a great opportunity for leveraging. They were looking at each of the disparate groups and on how they were developing their strategies and how their revenue sources and expenditures could be leveraged. It might then allow them to lobby congress. This all had the underlying concept of great cooperation and willingness to share ideas and strategies.

The Parks Forum was getting started at the same time GPAC was getting started. The Parks Forum had adopted this vision as their vision as well. They were volunteering to bring forward resources. They had kept the task forces small so they could get a quick cogent product rapidly. They were getting more representation than the representation they had by jurisdiction or by interest group. His personal concern was that they had become too insular. They were going to have to develop some sort of outreach program to engage the community, which was much broader. This would be a next step from the task force recommendations.

He acknowledged Chris Carlson's work staffing for the committee. Ms. Carlson said it had been interesting to coordinate and staff the committee. She thought the vision was a real statement about quality of life in the region. The committee was very committed to maintaining that vision. They were looking at it as what kind of landscape did they really want for this region and what quality of life did they want people to have in this landscape. If you read the vision statement and looked at the goals and objectives for the vision statement, there were some very important values that the committee aspired to. One of those values was the desire to really work across jurisdictional boundaries and to come up with a system that was seamless in terms of how the jurisdictions collaborated with each other and how openspaces and parks were taken care of.

Another big idea was to be as creative as possible in how to figure this out. The task forces were building blocks for any system. One of the successful things was that the committee could see these were fundamental building blocks and they could also see that there was a real opportunity to try and figure out some issues that were constantly plaguing parks and openspaces such as operations and maintenance. Finally, there was great interest in the support of Metro taking a larger role as a convener and facilitator in the region. Metro had tremendous opportunity to take on that leadership role. They were hoping the task forces could help round out what that really meant. They were giving the task forces a brainstorming exercise for the next two months. They had great people with enormous expertise. Mr. Ragsdale indicated that Mr. Desmond's department had staffed the committee.

Mr. Desmond talked about Ms. Carlson's background. She had worked on two of the better parks models in the country. He also acknowledged that Michael Jordan had helped them find some of the best and brightest in the agency to help with the task forces.

Council President Bragdon talked about creating a movement. He asked Mr. Ragsdale to talk about the Chicago Wilderness Foundation. Mr. Ragsdale said Chicago had taken the greater Chicago area and they had developed a regional biodiversity strategy. They were now

implementing that strategy. They had acquired about as many acres as Metro had acquired with our first ballot measure. The Foundation had no organization. They have a board, a Foundation, that got to funnel money that the federal government had allowed this citizen group to determine what would happen with fish and wildlife funds and other funds that were available for habitat enhancement and strategies. They had been taking a leveraging strategy, starting with the federal money, which has been the core and had said to any organization in the area that might be interested in some of this money. It was a competition where you had to demonstrate very clearly in seeking these grant funds how you would advance the region's biodiversity plan and you had to demonstrate that two or more organizations were your cosponsors and would be bringing their resources to the table as well. They had an amazing cross-jurisdictional, cross-organizational strategy for maximizing resources that were available.

Council President Bragdon asked how this dovetailed with the Nature in Neighborhoods program. Councilor McLain noted that they didn't start with a blank slate. She saw Metro doing the same things as the Chicago model on a smaller venue. She and Ms. Chase had been involved over the past years in getting resources through our representatives. The federal government had seen Metro as the MPO for those funds; millions of dollars had been spent out for education and restoration. She thought it was important that we recognize what we already had. She thought it was great to put the task forces on this idea but it was important to give them a history of what we had already done. She commented that it took a long time to get anything accomplished in public policy whether it was public policy or private public policy. It seemed to her that we needed to recognize that they needed to prioritize what they thought could happen short term and long term and what was more important. There was only so much time and money. Mr. Ragsdale said they had charged them with this given limited time and resources. Councilor McLain said Ms. Carlson recognized that you couldn't always import models but look for your own unique model. The 40-mile loop was a group of volunteers that started long ago that helped with finishing that product. A focus plan often got accomplished when a big plan didn't. She also suggested that we had some things that we needed to integrate in the first two-year effort and other things that needed support as well. The bond measure was not the only element of work being done. They had made a promise, the work done on the bond measure needed to be on the front end. She had talked to several committee members. She thought they were feeling good about the task forces but they wanted to make sure the product would benefit the Council. Council President Bragdon added that Sue Marshall would be joining GPAC.

Councilor Burkholder asked about Metro's function in this process, a facilitator and a top down guide. Had GPAC thought about the definition of institutional roles in the region? What were the pluses and minuses of Metro being the lead or just being a component of the system? Mr. Ragsdale said they would be looking at these questions but didn't have the answers. But, the committee didn't want Metro to be the top down entity, Metro would be more than a convener but less than a dictator. Even the Parks Providers acknowledged Metro should be a convener. GPAC would make recommendations once the task forces came back to GPAC.

Councilor Burkholder said this must be much bigger than Metro. If it were our program, we would always be struggling to maintain it. Council President Bragdon spoke to Metro being the guardian of the system. He also spoke to Metro being part of the network which functions in an integrated way. Councilor McLain added her comments about the trail network, a system that was integrated. The whole idea was if you had an integrated system that worked you were talking about a natural system that worked, that went over boundaries. They wanted something that worked together naturally. Mr. Ragsdale said people were open to cooperation and collaboration, something bigger than what they had by themselves. Councilor McLain talked about the different counties' perspectives. You were starting with a region that had some very different history as far

as parks backgrounds. Mr. Ragsdale shared his concern that they didn't have a good enough cross section of people involved right now. They had not invited to the table any one that was not a true believer. They will have to invite people to bring some balance to the table. Councilor Burkholder asked what was the discussion about how you created public space within the great white pork chop? District 5 was an example of this, areas that were highly developed already. Mr. Ragsdale talked about the creation of public spaces. They still had to have these discussions. They hadn't gotten to the how yet. Councilor Burkholder talked about civic infrastructure and places that allowed people to come together. Councilor Liberty said people felt a new sense of identification with the region. He asked about the prospects of moving towards recognizing a regional entity rather than turf. Mr. Ragsdale said the task forces would be talking about this. Councilor Liberty talked about using this as a model for doing other things as well. He gave an example of Kansas City that was across states. Mr. Desmond said he saw a broad spectrum of perspectives and shared what those different perspectives were. He noted that Metro was the envy of many places. He suggested the need for some kind of shared funding. Councilor Liberty talked about local control. Citizens supported this but didn't have an awareness of who represented them. Mr. Ragsdale talked about different kinds of models and how some of those models started out like Tualatin Hills Parks and Recreation District.

Ms. Carlson said the task forces had to articulate the conceptual framework within which they were going to work. They had given the task forces a whole host of questions and a problem statement about an issue related to the four categories. In order to come back with an approach that they thought were feasible to pursue, they were going to have to articulate what it was they thought were the ways that we could go. She thought they would get some recommendations about values that they thought were important or some ideas for concepts that respond to the region. It won't be just an approach but some background as well. Councilor Park said the closest thing he could relate to this was the Regional Transportation Plan (RTP). Metro didn't own a thing but convened and influenced a lot of people.

Council President Bragdon acknowledged that there was a lot of good staff work that had gone into this effort. He noted Councilor McLain's efforts to check in with committee members. He urged building links between Councilors and committee members. He was struck that the institutional aspects was what was drawing the interest on our part, which may mean that the natural aspects weren't even questioned. That was a given. He felt that was a good sign. The questions had been around integration on the internal side. They had agreed that this would be followed up. He thought a lot of the Nature in Neighborhoods was here. That integration needed to ferment and happen. It was a huge opportunity. There were similar types of questions about what our organization's role was or the proper government structure. He felt there was a lot of energy around this issue. Ms. Carlson said the messaging task force was briefed last week. Betty Atteberry was the chair of the Messaging Task Force. Council President Bragdon reviewed next steps, which would be going to MPAC. It would then come to Council early in May. The four task forces would come back to Council in June with recommendations. Mr. Ragsdale indicated they would be back asking for budget support.

Council President Bragdon said this segment had to do with options about the bond measure proposal. Mr. Desmond said there were a lot of things that needed to be answered, which would help guide them. They were calling this the Nature in Neighborhoods ballot measure (a copy of the power point is included in the meeting record). They were leaving this as open as possible. He provided a history of the last bond measure. The last measure had two sets of criteria, ecological and community criteria. They took the top three from each. The ecological criteria included the size, connectivity to habitat and existing and potential for wildlife and plant diversity. The community criteria were public access potential, environmental education opportunities and

historical and cultural significance. He spoke to lessons learned. The willing seller approach worked. The target area identification and the subsequent defined process worked well. It was intended that Metro would buy the land and others would manage it. Various events conspired against Metro, very little of the land was being managed by anyone other than Metro. Maintenance costs were higher than expected. They had learned that urban pressures impacted all lands. They had learned a lot about land management. The heart of the Nature in Neighborhoods focus last time was local share. There was strong local interest generated. It was a tremendous opportunity to leverage resources.

Mr. Desmond then talked about the future ballot measure. At the statewide level, the most popular activities had been identified as running and walking, and nature observation and bird watching. In the Metro region, the three highest interests were land acquisition, restoring and enhancing existing park facilities and investment in trails. This information was primarily from surveys. He noted that the June 2003 survey indicated the public valued water quality and water quality issues the highest. Protection of restoration and wildlife was ranked high as well. Access and recreational use was important but was below habitat protection. He spoke to potential elements for the next package. They believed the local share worked well last time. They had inventoried the habitat. He shared a map that had a greenbelt around the boundary, which included habitat and Metro's openspaces.

Mr. Desmond asked how they might select the best greenspaces around the region. He provided different approaches to the Council. The Neighborhood Strategy would be closest to the Goal 5 work. He provided details for this strategy and spoke to the pros and cons. They thought it would generate strong local support. It would be difficult for Metro to manage these sites. He spoke to a restoration component that would go hand in hand with this strategy. Councilor Liberty asked how restoration counted on public land. Mr. Desmond responded that it counted as investment on public land. He then talked about the Anchor Sites Strategy. This was where you would pick larger sites and put together larger protected areas in concert with other jurisdictions. He noted on the map the large swaths of protected area. He shared on the maps where you would find these types of sites. Councilor Burkholder said a third of the area that was not targeted, the pork chop had none of this. He thought it would be hard to sell. The swaths were on the outer edges of the Urban Growth Boundary. Mr. Desmond pointed out that many people came from District 5 to participate in the Salmon Festival. This did become a regional resource. Council President Bragdon said there needed to be something in the measure that appealed to all citizens of the region. Mr. Desmond said 10 years ago the Council required that the sites were identified before they put out the bond measure. Council President Bragdon asked if this would be the type of strategy you would apply to Damascus? Mr. Desmond said it would be an anchor site. He talked about the survey that Patricia McCaig had done and the results of that survey.

Councilor Hosticka said people were as much motivated by existence value as direct use. He gave an example of watching Oregon Field Guide. Their imagination as much as direct experience was important. Mr. Desmond spoke to the advantages of the anchor sites strategy. It had the most potential for fish and wildlife protection. The disadvantage was that there was less access to the neighborhoods. Ms. Carlson said the benefits of this strategy were that it was the next infrastructure for the next generation. Council President Bragdon said it was also about geographic equity. Mr. Desmond said a third approach was a watershed-based strategy. This would be where you would focus on the confluence areas and headwater areas. He gave an example of Tryon Creek. You could use that approach throughout the region. There was known support for water quality. The disadvantage was that the headwaters were way out of the central area of the region. The other disadvantage was that in some of the areas of the region you didn't have water service districts that had a lot of money. He talked about the refinement areas in Tier

1, 2 and 3. They had purchased mostly Tier 1 areas and very little Tier 2. There was possibility of purchasing Tier 2 and 3 properties. It also added habitat value to our current properties and established additional anchor sites. It was less direct benefits to the neighborhoods.

What could they do besides habitat? Mr. Desmond talked about the Oregon Zoo Strategy. The bond measure would take some of the financial burdens off the agency. The Zoo was doing a lot of conservation and there was a large constituency. Patricia McCaig felt the ability to link to the Zoo was intriguing. He then spoke to the Regional Trails and Greenspaces and the Local Government Share. Councilor McLain talked about the worst and the best. She thought they had to get better criteria. Councilors continued to talk about local share issues. Councilor McLain talked about the challenge grant opportunities. Heather Nelson Kent suggested added value and leveraging money for challenge grants. Councilor Park said Gresham was about ready to shut their parks department down because of lack of funding. Councilor Burkholder said he had also heard that there would be many ballot measures in 2006. Councilor Liberty asked about funding an endowment for maintenance. Mr. Desmond could not do this through the ballot measure. He thought it was a good suggestion. Mr. Desmond provided a timeline. He then posed the questions that needed answers. What was the preferred acquisition strategy, a single or a combination approach? Did Metro Council want to include a land option component in the ballot package? Will local share be distributed through park providers or other organizations? Was there time for local governments to identify specific projects on the ballot?

Councilor Park added the Tier 1, 2 and 3 as a question. What was the story as to why Tier 2 lands were no longer important? He felt that needed to be answered. Nancy Chase, Regional Parks and Greenspaces Department, said she had people call her about tier 2 lands. Councilor Hosticka passed out an example of a combination approach in Seattle Parks and Recreation. The ballot measure passed in 2001. Councilor McLain said she thought they wanted a combined approach. They needed to talk about the combined elements to allow more buy in. She thought the swaths were too big. She thought you had to give something to everybody. Something needed to be included in the pork chop. She talked about the technical piece of transitioning from the first bond measure to the second bond measure piece. The most difficult one to do was the neighborhood. She suggested tying that to a creative grant program. It could be focused. Councilor Burkholder said he thought the strength was the last work they had done. We had the history of the past bond measure. It was important to use the same concept because it worked. He explained his reasoning. How do we ratchet up what we did before. Mr. Desmond said he felt that Councilor McLain was saying the same thing in a different way. Councilor Burkholder asked do we just focus on this one part of the package if we can only go out once every ten years. Councilor Hosticka suggested he was willing to support anything that would pass. Mr. Desmond talked about the beauty of the flexible funding source.

Councilor Liberty said the Council made a promise in December. He would continue to work on applying the groundwork for doing something on the urban side later. He thought the water quality theme was a good one. Councilor Hosticka said if it was related to Nature in Neighborhoods we were going to have to purchase the uplands area. Council President Bragdon said he thought the anchor site could be an element. He used the concept of Forest Park East. He would not go whole hog on the anchor site strategy. He thought you might want to have one or two. He wondered if you could explore the neighborhood part through local share. Councilor Liberty suggested extra points for a cross jurisdictional effort. Council President Bragdon talked about expanding the local share opportunities. Councilors talked about equity. Council President Bragdon suggested that in holding was an important piece.

2) Options

Ms. Chase talked about Newell Creek in the last bond measure. Council President Bragdon asked what the Parks Department was proposing. Mr. Desmond said they had budgeted \$90,000. Councilor Liberty asked about the equivalent of an option. Dan Cooper, Metro Attorney, explained the equivalent as an option. Council President Bragdon explained the point of an option. Mr. Desmond said you wanted some high visibility pieces. Ms. Chase said each jurisdictions held hearings. Council President Bragdon said he was hearing that all councilors supported the options component.

3) Local Share – who was eligible

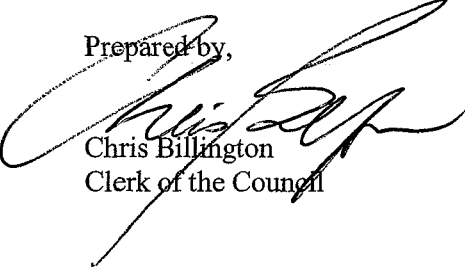
Councilor McLain said they needed legal questions answered. Council President Bragdon asked if this would be expanded to such entities as Clean Water Services. Councilor Liberty suggested three categories. Rather than saying who the providers were, he would focus more on the projects rather than the jurisdiction. There was a base local share that was per capita. Council President Bragdon said there had to be a base entitlement. Councilors agreed that there should be some money for local parks provider. Ms. Chase suggested percentages. Council President said there was agreement that there should be challenge grants for other than parks providers. Councilors gave examples of who might be eligible for these grants such as neighborhood associations, non-profits, Clean Water Services, etc. Councilor Liberty made some suggestions about other options such as water quality. He said the goal was to win, make it broader. Councilor Burkholder suggested a list of projects. Councilor Liberty suggested a design competition. Councilor McLain suggested using the solid waste model for awarding. Ms Chase suggested setting out goals and criteria and letting people be creativity.

Mr. Desmond talked about a refined timeline (a copy of which is included in the meeting record).

Council President Bragdon said they needed to do some public opinion sampling. Councilor Burkholder suggested the Zoo question should be asked. Mr. Desmond suggested providing those questions to Council President Bragdon. They might be able to cut the costs by partnering on the polling. Council President Bragdon announced that they would continue the conversation at the June 22nd retreat.

There being no further business to come before the Metro Council, Council President Bragdon adjourned the meeting at 3:54 p.m.

Prepared by,


Chris Billington
Clerk of the Council

ATTACHMENTS TO THE PUBLIC RECORD FOR THE MEETING OF APRIL 20, 2005

Item	Topic	Doc Date	Document Description	Doc. Number
1	Timeline	4/20/05	To: Metro Council From: Jim Desmond, Regional Parks and Greenspaces Director	042005c-01
1	Article	3/22/05	To: Metro Council From: Carl Hosticka Re: Seattle Park and Recreation Pro Parks Levy	042005c-02
1	Vision	3/15/05	To: Metro Council From: Mike Ragsdale, GPAC Chair Re: GPAC Vision	042005c-03
1	Power Point Presentation	4/20/05	To: Metro Council From: Jeff Tucker, Regional Parks and Greenspaces Re: Power Point concerning Ballot Measure 2006	042005c-04