BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE CANEMAH BLUFF SECTION OF THE WILLAMETTE RIVER GREENWAY TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN) RESOLUTION NO. 96-2306)) Introduced by Mike Burton) Executive Officer)	
WHEREAS, in July 1992, Metro completed Plan which identified a desired system of natural attrails; and	and the state of t	
WHEREAS, at the election held on May 16, Ballot Measure 26-26 which authorizes Metro to iss bonds to finance land acquisition and capital impro Spaces Program; and	sue \$135.6 million in general obligation	
WHEREAS, Canemah Bluff was designated in the Greenspaces Master Plan and identified as a Parks and Streams Bond Measure; and		
WHEREAS, in November 1995, the Metro Council adopted the Open Space Implementation Work Plan, which calls for a public "refinement" process whereby Metro adopts a Refinement Plan including objectives and a confidential tax-lot-specific map identifying priority properties for acquisition; and		
WHEREAS, Resolution No. 95-2228 author property with accepted acquisition guidelines as ou Work Plan, now therefore,		
BE IT RESOLVED,		
That the Metro Council adopts the Canemah Bluff section of the Willamette River Greenway Refinement Plan, consisting of objectives and a confidential-tax-lot specific map identifying priority properties for acquisition, authorizing the Executive Officer to begin the acquisition of property and property rights as detailed in the Open Space Implementation Work Plan adopted in November 1995 and in Resolution No. 95-2228.		
ADOPTED by Metro Council this day of _		
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Approved as to Form:	Presiding Officer	
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LI Floor		
Daniel B. Cooper, General Counsel	A	

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Staff Report

CONSIDERATION OF RESOLUTION NO. 96-2306, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE CANEMAH BLUFF SECTION OF THE WILLAMETTE RIVER GREENWAY TARGET AREA AS OUTLINED IN THE OPEN SPACE IMPLEMENTATION WORK PLAN

Date: March 21, 1996 Presented by: Charles Ciecko

Jim Desmond

BACKGROUND AND ANALYSIS

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

"Oregon City Vicinity. Canemah Bluff. Acquire 390 acres along the Willamette River Greenway."

In the 1992 Greenspaces Master Plan, the Target Area is described as follows:

"Canemah Bluff. (Willamette River Watershed). Willamette River bluffs that are sheer-faced with large acre forest areas. Mark the place where the Willamette carved through basalt before descending to the Columbia after flowing over the Willamette Falls. High-quality wetlands at foot of cliffs. Historical cemetery on northern edge of bluffs. Oak and madrone growing on thinner soils.

Target Area Description:

The Canemah Bluff target area is a relatively large undeveloped area along the east bank of the Willamette River south of Oregon City. The bluffs themselves contain numerous habitats including steep cliffs, rock outcrops, oak/madrone forest, well-established native plant communities, diverse topography, seeps and numerous wetlands. This extensive natural area has been identified by the Oregon Department of Fish & Wildlife as a key upland habitat area that should be protected.

In addition to the natural values, the site contains a rich historical and cultural background. According to archaeological data, Willamette Falls was a center of Native American activity for over 3000 years by tribes such as the Chinook, Clackamas, and Callapooyas. It was an important fishing, village and trading site. This use continued undisturbed until EuroAmerican immigration in the early 1800's. Numerous oral histories and legends are attached to the Canemah Bluff area as a ceremonial site. It is said that the perched wetlands were an important site for gathering medicinal plants and that many of the rock outcroppings were used for ceremonial altars, some of which have been fashioned into mortars for grinding roots. Evidence of possible ceremonial pits and hunting blinds can be

seen today. ¹ At the south end of the bluffs, adjacent to Highway 99, is a tall rock outcropping referred to as "Koelco" or "Balancing Rock." Oral legends say that the outcropping is related to a controversial failed marriage between the Molalla and Clackamas peoples.

An overlay of white settlement is also apparent in the target area. The townsite of Canemah (derived from the Callapooya term "kanim" or "canoe place"), listed as a National Register Historic District in 1978, was a boat-building center that provided housing for many riverboat captains referred to as the "Steamboat Elite." Remnants of an old wagon road leading to Canemah and the Canemah Pioneer Cemetery are still in evidence on the bluffs above the town.

A portion of the target area is in Oregon City, with the majority of it in unincorporated Clackamas County. The entire area is subject to timber harvest and/or development.

Refinement Process

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

The process for the development of the Willamette Narrows Refinement Plan has included field visits conducted by Metro staff and consultants, analysis of relevant maps, review and assessment of planning documents, and interviews with 16 individuals representing property owners, governmental agencies, natural resource experts, non-profit advocacy groups and Native American tribal interests. The most prevalent issues relating to acquisition are summarized in Appendix A.

A public workshop to discuss the proposed Refinement Plan was held on March 13th in Oregon City. Approximately 75 people attended and their comments are summarized in Appendix B. A biological report by David Smith, an independent consultant with Wildlife Dynamics, is attached as Appendix C.

Findings

The area contains large contiguous forest with low human impact and few invasive species. This significant forest canopy, coupled with a diverse system of wetlands, seeps and rocky cliffs, provides valuable habitat to a number of plant and animal species. The large expanse of forested land also provides a good visual buffer when viewed from the west, while the steep faces provide vistas of the river below. The cultural and historic resources on the site offer additional interest from an interpretive and educational perspective.

¹ Information concerning the location of cultural resources is sensitive and will not be released to the public.

Future linkages to Molalla River State Park and Clackamette Park could be established in conjunction with the Willamette River Greenway corridor on the west side of the river. A looped system could be created using the Canby Ferry and Oregon City bridges as river crossing points.

The area identified for acquisition/protection (approximately 600 acres) is a regionally significant natural and cultural resource due to its biological, botanical, geologic, wildlife and historical values.

Stakeholder consensus was in favor of supporting the county and state-wide land use goals for the Willamette River Greenway, including the following:

- "To protect, conserve, enhance and maintain the natural scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River."
- "To maintain the integrity of the Willamette River by minimizing erosion, promoting bank stability, and maintaining and enhancing water quality and fish and wildlife habitats."

Because of the significant size and value of the Canemah Bluff resources, a combination of strategic purchases, partnership agreements and access easements will be required to provide a continuous greenway corridor and protect upland habitats. Acquisition of these properties, property rights, and partnerships will achieve the following goals:

- Protection of large blocks of contiguous wooded area for habitat value.
- Protection of the prehistoric cultural resources of the site.
- Protection of the visual integrity of the bluffs as seen from the west side of the river.
- Protection of the habitat and scenic values of Willamette River islands. (Note: included in Tier II objectives for Willamette Narrows target area directly on the other side of the river.)
- Provision of linkages between the historic district of Canemah, Oregon City, Willamette Falls, Clackamette Park, Canby, and Molalla River State Park.

Regional Parks and Greenspaces Advisory Committee

A presentation of the staff report was given by Metro staff and consultants at a public meeting in Room 370A of Metro Regional Center on March 19, 1996. This analysis and the resulting objectives were approved by a unanimous vote of the Regional Parks and Greenspaces Advisory Committee.

GOAL:

Create a future regional natural area of approximately 600 acres which supports statewide land use Goal 15 and protects biological, botanical, cultural, educational, historic, geologic, and scenic values.

OBJECTIVES:

The following are prioritized specific objectives of the Canemah Bluff Proposed Refinement Plan. The Refinement Plan area contains approximately 820 acres.

Tier I Objectives:

(390 acres)

- Aggregate large parcels of contiguous forest on the terrace above the cliffs.
- Preserve the steep cliffs, rock outcrops and seeps for their biological, scenic and cultural values.
- Acquire the peninsula of land that extends into the Willamette River for its scenic value, habitat value and potentially rare delphinium populations.
- Protect (through acquisition or other appropriate strategies) cultural and historic sites and old wagon roads for educational purposes, working in cooperation with the Oregon Historical Society and State Historic Preservation Office.

Tier II Objectives:

- Provide greenway linkages to the historic district of Canemah, Willamette Falls,
 Clackamette Park, Molalla River State Park and the Canby Ferry Crossing.
- Provide linkages into the residential neighborhoods to the east.

Partnership Objectives:

Work with various governmental agencies to secure linkages to public areas:

- Oregon City to coordinate linkages to Willamette Falls and Clackamette Park.
- The Oregon Parks and Recreation Department to assist in the acquisition or consolidation of public land within the greenway corridor from Canemah to Molalla River State Park.
- The City of Canby to coordinate linkages beyond Molalla River State Park.
- Clackamas County to coordinate Willamette River Greenway planning efforts.

Pursue partnerships with private and non-profit groups to protect and enhance the cultural, historic and resource values of the area. Groups may include:

- State Historic Preservation Office, Oregon Historic Society and Clackamas County Museum.
- The Nature Conservancy (to assist in the acquisition or protection of island habitats).

APPENDIX A

Summary of Comments from Stakeholder Interviews

- The islands in the Willamette River should be protected for habitat and scenic values.
- It is important to protect the large blocks of contiguous wooded area found on the bluffs for wildlife value.
- It would be good to link the bluffs area to other Oregon City parks and Molalla River State Park.
- Limited or no access to portions of the bluffs may be desirable to prevent degradation and protect resource values.
- Indian encampments were in the area developed as Canemah, which is on the National Historic Register.
- Significant wetlands occur on the bluffs that should be protected.
- The bluffs were probably used by Native Americans. Oral history refers to the site as a ceremonial location for possible ceremonial hunting, gathering and rituals.
- A 40-acre residential development is proposed on the portion of the site within the urban growth boundary. This development could impact sensitive wetlands, habitat, and cultural artifacts.
- The City of Canby has plans for a 40-mile bike path from Molalla River State Park up the river to Canby. This could tie into a greenway connection linking Canemah Bluff with Canby.
- The bluffs provide a good visual resource when seen from across the river and offer good views to the river.
- The site offers good interpretive opportunities for natural resources, cultural and wildlife. Pull-offs could be developed along Highway 99E.
- The area should be protected for its cultural significance. Protection of the cemetery, old wagon road, and other cultural features should be included.
- Because of the significance of Willamette Falls as a fishing and trading site, numerous tribes may have used the area including the Chinook, Clackamas, Callapooyas, Molalla, Multnomah, Xylapums and Cascades.
- The area around Rock Island was a traditional fishing area according to the State Historic Preservation Office. This is confidential information, not to be published for public distribution.

APPENDIX A

STAKEHOLDER LIST

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18512 Abernethy Lane Milwaukie, OR 18567 Phone: 656-2737	
Charlotte Lehan Wilsonville City Council	CB, WN
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Key

WN= Willamette Narrows NC= Newell Creek

Project Association WN, CB
WN, CB
CB, WN
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WN
СВ
WN

WN = Willamette Narrows NC = Newell Creek

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Name	·	Project As	sociation	
			CTD.	
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WN= Willamette Narrows NC= Newell Creek

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	•

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WN= Willamette Narrows. NC= Newell Creek

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WN = Willamette Narrows NC = Newell Creek

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CR

CR

Appendix B

Willamette Narrows and Canemah Bluffs Public Workshop Carnegie Center, Oregon City March 13, 1996

Comments and Questions:

What is the difference between Tier I and Tier II areas? What is the total acreage proposed for acquisition?

Staff responded that Tiers I and II represent attempts to establish priorities. Tier I of Willamette Narrows contains about 750 acres on the Willamette River, Tier II contains about 350. For the Canemah Bluff area, Tier I contains about 800 acres, Tier II contains about 400.

Are you looking into things like utility and rail road easements? What has been targeted? Staff responded that Metro is primarily interested in abandoned rail road corridors, and that, while open to using access easements, it anticipates that conservation easements will be used more frequently.

What are the state's goals on the Willamette River?

Staff explained that Metro doesn't have complete information yet, but is coordinating its program with the state's, so that the two programs complement each other.

What form will the council's decision take, and how long will it take to spend the bond money?

Staff described the council's decision making process, detailing dates and further opportunities for public comment, and outlined Metro's goal of spending 60 percent of the bond monies within three years.

Will the public have access to lands Metro buys?

Staff described the land banking and stabilization processes, limitations on using bond moneys for capital improvements, and the need to identify partners and further funding sources for managing public access.

What about the potential for a political shift in the future - could Metro's lands be sold off for development?

Staff described the legal constraints established by the bond measure and their ability to prevent such actions.



APPENDIX C

METRO - OPEN SPACES REFINEMENT PROCESS Biological Resources Overview of Target Areas CANEMAH BLUFFS

Prepared for:

Metro - Open Spaces Program 600 Northeast Grand Avenue Portland, Oregon 97232

Prepared by:

Wildlife Dynamics, Inc.
David R. Smith
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METRO - OPEN SPACES REFINEMENT PROCESS Biological Resources Overview of Target Areas CANEMAH BLUFFS

March 15, 1996

INTRODUCTION

This report documents findings of the initial biological resources investigation of the Canemah Bluffs target area where land acquisition is proposed as part of the Metro - Open Spaces Program. The target area for this investigation was intentionally identified by general location only. This strategy allows Metro the flexibility to assess a relatively large number of parcels in a given region for the possibility of selecting the most desirable land in a willing-seller program.

Wildlife Dynamics, Inc. (WDI) conducted the preliminary biological resources investigations on the general target area. Objectives of the investigation were to gather existing biological information, interview individuals with knowledge of the area, perform a general habitat evaluation (using a target area perspective), identify unique or important habitat features (using a narrower perspective), and identify specific sections within the target area that should be investigated in greater detail. Criteria established in the Greenspaces Master Plan, bond documents, and Metro Council resolutions were used as guidelines for target area assessments. The results of the initial study were utilized to prepare for public meetings and to assist Metro in their land acquisition refinement process.

The following is the results of the initial biological resources investigations for the Canemah Bluffs.

The bluffs are a large relatively undeveloped area along the Willamette River south of Oregon City. Many of the features found in this study area are considered important or unique. Special habitats located in the bluffs area — cliffs, rock outcrops, oak/madrone forest, diverse slopes and aspects, proximity to the river, seeps and wetlands, and large size — make the entire area important and meets all of the refinement process criteria for determining important target sites. Maintaining the contiguous forested habitat on the bluffs and bench above the cliffs should be a priority consideration. The existing habitat quality will be significantly affected if fragmentation of the existing habitats occurs.

Two islands in the Willamette River are included in this study area. All parties contacted placed the protection of the islands as high priority. Even though the islands have some nuisance plant problem, e.g. English ivy, they are considered unique habitat features that should be protected.

Persons Interviewed and general comments:

Joe Pesek, ODFW Biologist

- states priority should be given to securing protection of the islands;
 and
- the entire undeveloped portion of the bluffs is a large block of quality wildlife habitat and should be protected

