

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING A)	RESOLUTION NO. 96-2307
REFINEMENT PLAN FOR WILLAMETTE)	
NARROWS SECTION OF THE WILLAMETTE)	
RIVER GREENWAY TARGET AREA AS)	Introduced by Mike Burton
OUTLINED IN THE OPEN SPACE)	Executive Officer
IMPLEMENTATION WORK PLAN)	

WHEREAS, in July 1992, Metro completed the Metropolitan Greenspaces Master Plan which identified a desired system of natural areas interconnected with greenways and trails; and

WHEREAS, at the election held on May 16, 1995, the electors of Metro approved Ballot Measure 26-26 which authorizes Metro to issue \$135.6 million in general obligation bonds to finance land acquisition and capital improvements pursuant to Metro's Open Spaces Program; and

WHEREAS, the Willamette Narrows was designated as a Greenspace of regional significance in the Greenspaces Master Plan and identified as a regional target area in the Open Space, 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^A authorizes the Executive Officer to purchase property with accepted acquisition guidelines as outlined in the Open Space Implementation Work Plan, now therefore,

BE IT RESOLVED,


That the Metro Council adopts the Willamette Narrows 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 11th day of April, 1996.



 Jon Kvistad, Presiding Officer

Approved as to Form:



 Daniel B. Cooper, General Counsel

Staff Report

CONSIDERATION OF RESOLUTION NO. 96-2307, FOR THE PURPOSE OF APPROVING A REFINEMENT PLAN FOR THE WILLAMETTE NARROWS 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:

"West Linn Vicinity. Willamette Narrows. Acquire 75 acres along the Willamette River Greenway."

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

"Willamette River watershed. Forest canyon between Petes Mountain and Wilsonville, the Canemah district of Oregon City and Molalla River State Park. Provide east-west ecological connectors between the Cascade Foothills and the Coast Range. Link upper and lower Willamette Valley and Tualatin Valley with the Tualatin Mountains. Willamette River Greenway addition."

Target Area Description:

The target area is defined as the area along the Willamette River from the mouth of the Tualatin River south to the Canby Ferry Crossing, and including Peach Cove. The area contains a mixture of land uses including rural residential, agricultural and commercial timber land. A large private Country Club borders the steep wooded slopes on the northwest portion of the study area. The forest land is mostly second growth, but extensive and diverse. A young/mature oak forest exists on the south-facing slopes near the center of the area. Surrounding the oak forest is a mixed conifer and deciduous forest. Conifers (mostly Douglas fir) are found on the upper slopes, while the deciduous trees (red alder, big leaf maple, Oregon ash, and cottonwood) are found in the lowlands and along drainages. The area contains numerous drainages, seeps and wetlands including some relatively large diverse wetlands/bogs (scrub/shrub, emergent, open water, etc.). These natural features, along with the varied topography, inter-mixed habitat types, and limited development make this portion of the study area high quality wildlife habitat and unique to the urban area.

Three islands constrict the Willamette River in the center of the refinement area. The northwestern-most island is owned by the Nature Conservancy and protects a rare delphinium population found there. The middle island is included in the Willamette Narrows target area and the easternmost island (Rock Island) is included in the Canemah Bluff target area. All of these islands provide unique scenic and habitat value.

Some land within the target area is publicly owned; several large tracts of land and a few isolated smaller parcels were purchased by the State Parks and Recreation Department in response to statewide land use Goal 15 (Willamette River Greenway), and Hebb Park, a county-owned facility offering river access and picnic sites, is located on the western edge of Peach Cove. The Canby Ferry, a significant historical and cultural feature, is located at the end of Locust Mountain Road. The ferry still operates, carrying two to four cars at a time, however, service has been suspended recently due to flood damage to the access road on the north side of the river.

A unique feature of the target area is the bog-like wetlands distributed throughout the south-central portion of the area. These wetlands have formed within the remnant potholes scoured by historical flows of the Willamette River. Surrounded by steeply forested bedrock banks and exposed bedrock banks and exposed bedrock, these bog-like wetlands are relatively undisturbed, dominated by native plants and fauna.

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 contractors, analysis of relevant maps, review and assessment of planning documents, and interviews with 19 individuals representing property owners, governmental agencies, natural resource experts, and non-profit advocacy groups. 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 provides a large somewhat fragmented natural area that offers a valuable scenic resource with high habitat value for plants and wildlife, but limited opportunity for recreational linkage to other public open spaces. The goals identified for the Willamette River Greenway by the state and county are twofold:

- "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."

The 650 acre refinement plan area contains steep slopes and residential development which hinder a continuous linear greenway corridor. Nonetheless, certain features including the bog-like wetlands, steep slopes, river islands and undeveloped portions of the river bank are regionally significant and appropriate for protection due to their botanical, wildlife, water quality and scenic values. Objectives of the Willamette Narrows target area are to:

- Protect wetlands, bogs, and seeps associated with the oak forest for their habitat value.
- Protect large blocks of contiguous forest area for habitat value.
- Protect water and river bank resources of the Willamette River.
- Protect the unique habitat and visual qualities of the Willamette River islands.
- Work cooperatively with state and local agencies and private landowners to provide greenway linkages, where feasible, to West Linn, Wilsonville, 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 Facility on March 19, 1996. By a unanimous vote, the Committee approved the staff report subject to the following amendments:

1. The acquisition/protection of private islands in the Willamette River should be a Tier I objective, rather than a Tier II objective. (Note: the committee did not think it was particularly important which target area--Willamette Narrows or Canemah Bluff--includes the islands.)
2. As a partnership objective, Metro should work with the owners of agricultural land in the Peach Cove area to maintain protection of the resource and habitat values.

The following objectives reflect the amendments of the Regional Parks and Greenspaces Advisory Committee.

GOAL:

Create a regional natural area of approximately 350-400 acres which supports statewide land use Goal 15 and the Clackamas County Comprehensive Land Use Plan and protects wetland/bog forested land and undeveloped riparian areas for wildlife, biological, botanical, educational, and water quality values.

OBJECTIVES:

The following are prioritized specific objectives of the Willamette Narrows Refinement Plan. The Refinement Plan area contains approximately 650 acres.

Tier I Objectives: (75 acres)

- Acquire the bogs, ponds and small drainages to protect the biological and water quality values of these wetland systems.
- Acquire the steeply sloped areas north of the state parcel that are undergoing timber harvesting.
- Acquire large blocks of contiguous wooded area for habitat value, including remnant areas of oak on the south facing-slopes.
- Acquire/protect the private islands in the Willamette River for their scenic habitat values.

Tier II Objectives:

- Acquire gently sloped lowlands within the 100-year flood plain to provide a recreation corridor and protect riparian vegetation.
- Work with West Linn, PGE, Wilsonville, and Canby to coordinate plans for linkages to areas outside the Willamette Narrows target area such as Hebb Park and the Canby Ferry.

Partnership Recommendations:

Develop partnerships to assist in implementing the long range vision for the Willamette Greenway Plan including:

- Work with Clackamas County to coordinate Willamette River Greenway planning efforts related to protection and enhancement of the forest and wetland/bog resources.
- Work with private landowners to explore opportunities for easements, timber management and water quality protection strategies.

Metro should also work in cooperation with public agencies and private groups to provide additional protections and access to the area's natural resources:

- Work with Oregon Parks and Recreation Department and the Nature Conservancy to assist in the protection or consolidation of public land within the greenway corridor, and to protect island habitat.

- Metro should explore opportunities to work cooperatively with the owners of agricultural land in the Peach Cove area to maintain protection of the resource and habitat values.

Executive Officer's Recommendation

The Executive Officer recommends passage of Resolution No. 96-2307.

APPENDIX A

Summary of Comments from Stakeholder Interviews

- The islands in the Willamette River should be protected for visual and habitat value.
- Linkages should be made to Molalla River State Park.
- The Canby Ferry would be a valuable crossing point for a future trail system on both sides of the Willamette River.
- Access to the greenway corridor is difficult due to large private holdings and steep topography. Cooperative agreements should be forged between Metro and private landowners, including the private golf course.
- A greenway corridor would probably receive a high level of use from neighbors. Equestrian and bicycle users should be considered. A large equestrian center is situated to the west of the target area.
- PGE owns property along the Willamette River from the mouth of the Tualatin River north to the falls. They are required to provide public access by law.
- The forested slopes on the south bank of the Tualatin River might be an important natural resource for wildlife value.
- Hebb Park would provide a good access point and recreational hub for a greenway corridor.
- Securing large blocks of undeveloped forest, particularly areas containing wetland features is important.
- The area around Rock Island was a traditional fishing area according to the State Historic Preservation Office. Information is confidential and not to be published for public distribution.

APPENDIX A

STAKEHOLDER LIST

Name	Project Association
Dan Zinzer Dept. of Transportation & Development Clackamas County 902 Abernethy Road Oregon City, OR 97045-1100 Phone: 650-3320 Fax: 650-3351	WN, CB, NC, CR
Judie Hammerstad County Commissioner Board of Commissioners Clackamas County Courthouse Annex 906 Main Street Oregon City, OR 97045 Phone: 655-8581	NC, CR
Michael Jones, Curator Cascade Geographic Society PO Box 398 Rhododendron, OR 97049 Phone: 503-622-4798	CB, WN, CR
Sue Doroff Riverlands Conservancy Director PO Box 8787 Portland, OR 97207-8787 Phone: 241-3506 Fax: 241-9256	CR, CB, WN
Wilmer Gardner Local Resident (Historian) 18512 Abernethy Lane Milwaukie, OR 18567 Phone: 656-2737	CB
Charlotte Lehan Wilsonville City Council 29786 SW Lehan Ct. Wilsonville, OR 97070 Phone: 682-09901	CB, WN

Key

WN= Willamette Narrows
 NC= Newell Creek

CB= Canemah Bluffs
 CR= Clackamas River

Name	Project Association
<p>Gary Miniszewski Oregon Parks and Recreation Dept. 1115 Commercial St. N.E. Salem, OR 97310-1001 Phone: 503-378-6378 Ext. 276 Fax: 503-378-6447</p>	WN, CB
<p>Dick Vandershaff/Cathy Macdonald Nature Conservancy 821 SE 14th Portland, OR 97214 Phone 230-1221</p>	CB, WN
<p>Jimmy Cagen Natural Heritage Program 1115 Commercial St. N.E. Salem, OR 97310-1001 Phone: 503-731-3070 Ext. 332 Fax: 503-378-6447</p>	CB, WN
<p>Linda Dobson Office of Public Utilities City of Portland 1220 S.W. Fifth Ave. Portland, OR 97204 Phone: 823-4145 Fax: 823-3017</p>	WN
<p>Don Oakley Oakley Engineering 700 N. Hayden Island Drive Portland, OR 97217 Phone: 289-7411 Fax: 289-7656</p>	CB
<p>Mike Houck Portland Audubon Society 5151 N.W. Cornell Road Portland, OR 97210 Phone: 292-6855 Fax: 292-1021</p>	WN

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Name**Project Association**

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CB, WN, CR

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WN

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WN

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WN

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WN

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Name	Project Association
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Rich Carson Director of Community Development City of Oregon City PO Box 351 Oregon City, OR 97045 Phone: 657-0891 Fax: 657-3339	CB, NC
Gary Spanovich PO Box 1067 Canby, OR 97013 Phone: 266-8996 Fax: 263-3742	WN, CB
Doug Cramer, Biologist Friends of Clackamas River 33831 Faraday Road Estacada, OR 97023 Phone: Home- 631-7487 Work- 630-6831 Fax: 630-8219	NC, CR
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Name

Project Association

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CR

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CR

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Name	Project Association
<p>Gordon McGhee Clackamas River Water District PO Box 2439 Clackamas, OR 97015 Phone: 655-6143 Fax: 788-0467</p>	CR
<p>Curt Hohn Surface Water Management District #1 902 Abernethy Road Oregon City, OR 97045 Phone: 650-3726</p>	CR
<p>Riz Bradshaw Sheriff's Marine Patrol 22234 Kaen Road Oregon City, OR 97045 Phone: 656-0668</p>	CR
<p>Scott Hammersly Friends of Clackamas River 8852 91st Avenue Portland, OR 97266 Phone: 243-6037 Fax: 774-9663</p>	CR
<p>Jerry Nordstrom Clackamas CPO PO Box 2136 Clackamas, OR 97015 Phone: 655-3988</p>	CR
<p>Steven C. Brutscher Oregon Parks & Recreation Dept. 1115 Commercial St. NE Salem, OR 97310-1001 Phone: 503-378-6378 Ext. 235 Fax: 503-378-6447</p>	CR

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Name	Project Association
<p>Chuck Scott Associate Dean of Instruction Clackamas County Community College 19600 S. Molalla Ave. Oregon City, OR 97045 Phone: 657-6958 Ext. 2460</p>	NC
<p>Wayne Lei, Boardmember John Inskeep Environmental Learning Center Portland General Electric 121 SW Salmon Portland, OR 97204 Phone: 464-8000</p>	NC
<p>Patrick Wright U.S. Fish & Wildlife Service Oregon State Office 2600 SE 98th, Suite 100 Portland, OR 97266 Phone: 231-6179 Fax: 231-6195</p>	CR
<p>Joe Pesek Oregon Dept. of Fish & Wildlife 17330 SE Evelyn St. Clackamas, OR 97015 Phone: 657-2058</p>	WN, CB, NC, CR
<p>Paul Keiran Oregon Dept. of Environmental Quality NW Region Office 2020 SW 4th, Suite 400 Portland, OR 97201 Phone: 229-5937 Fax: 229-5837</p>	NC
<p>James Dalton P.O. Box 3 Oregon City, OR 97045 Phone: Home 655-6471 Work 657-2874</p>	NC

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Name

Project Association

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Randy Roop, Vice Chair
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CR

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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?

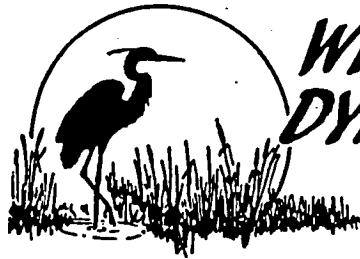
Staff described the council's decision making process, detailing dates and further opportunities for public comment, and outlined Metro's goal of spending 60 percent of the bond monies within three years.

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.



**WILDLIFE
DYNAMICS**

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**METRO - OPEN SPACES REFINEMENT PROCESS
Biological Resources Overview of Target Areas
Willamette Narrows**

Prepared for:

**Metro - Open Spaces Program
600 Northeast Grand Avenue
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Prepared by:

**Wildlife Dynamics, Inc.
David R. Smith
3559 Northeast Stanton Street
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March 15, 1996

METRO - OPEN SPACES REFINEMENT PROCESS
Biological Resources Overview of Target Areas
Clackamas River, Canemah Bluffs, Willamette Narrows, and Newell Canyon

March 15, 1996

INTRODUCTION

This report documents findings of the initial biological resources investigation of four target areas where land acquisition is proposed as part of the Metro - Open Spaces Program. Each of the target areas for this investigation, Lower Clackamas River, Canemah Bluffs, Willamette Narrows, and Newell Canyon, were identified intentionally 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 areas. Objectives of the investigations were to gather existing biological information, interview individuals with knowledge of the areas, 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 (Appendix A). The results of the initial studies were utilized to prepare for public meetings and to assist Metro in their land acquisition refinement process.

The following are the results of the initial biological resources investigations.

Willamette Narrows

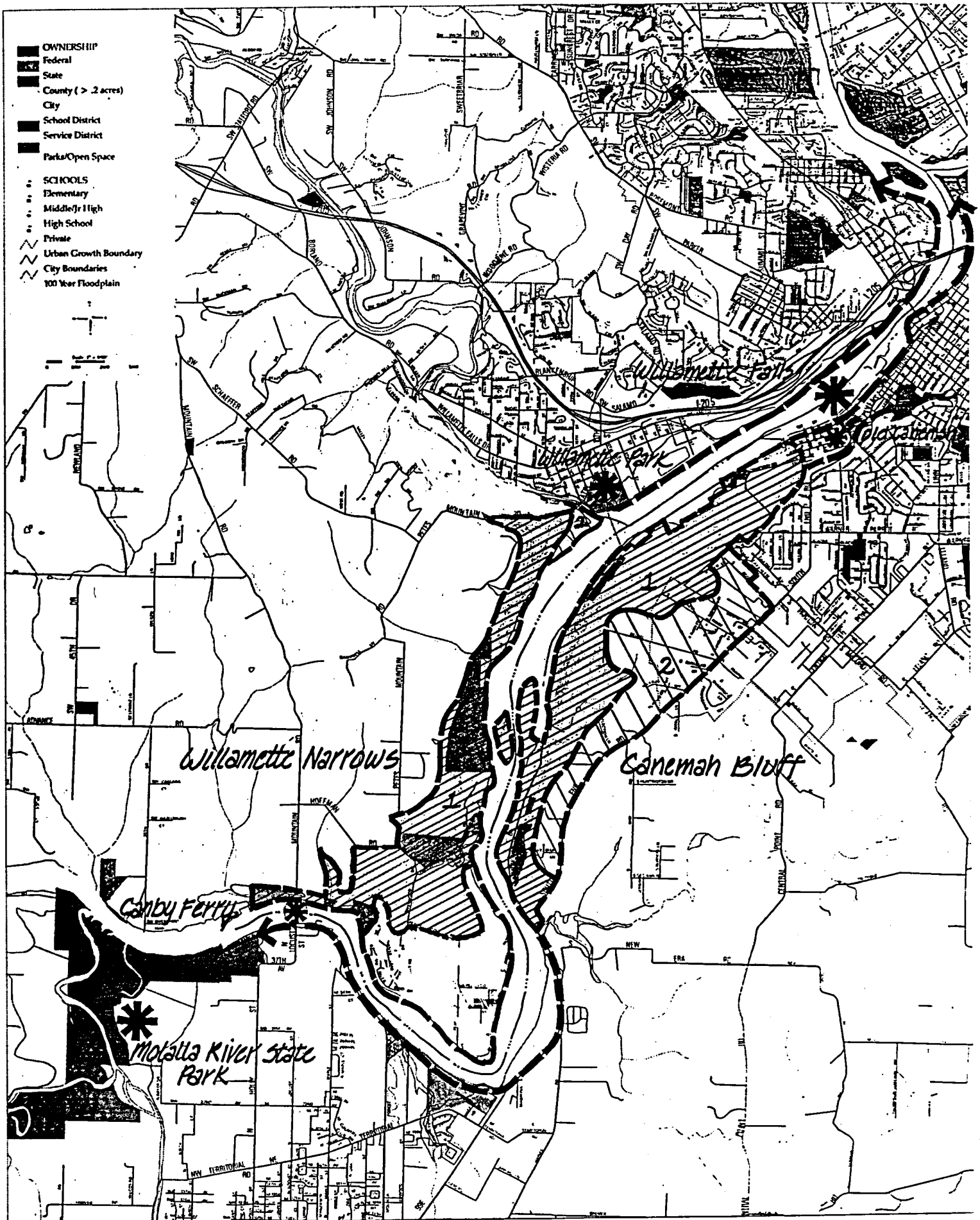
This target area is defined as the area along the Willamette River from the mouth of the Tualatin River south to Peach Cove and the Canby Ferry crossing. The target area has a mixture of land uses including rural residential, agricultural, timber production, golf courses, undeveloped forest, and open spaces. The undeveloped forest land and open space is mostly second growth but extensive and diverse. A young and young/mature oak forest exist on the south-facing slopes near the center of the study area. Surrounding the oak forest is a mixed conifer and deciduous forest. Conifers (mostly Douglas-fir) is on the upper slopes and the deciduous trees (red alder, big leaf maple, Oregon ash, and cottonwood) in the lowlands and along the drainages. The area contains numerous drainages, seeps and wetlands including some relatively large diverse wetlands (scrub/shrub, emergent, open water, etc.). The above features along with the various slopes and aspects, intermixed habitat types, and undisturbed state make this portion of the study area very high quality wildlife habitat and unique to the urban area.

Acquisition efforts should focus on the few large blocks of forested habitat that exist in between the state park properties. This approach would secure large areas of young/mature forest habitats that contain wetlands, seeps, drainages, and diverse vegetation. The oak forest, which is part of the above, are important forest types in the Metro area because most have been developed and fragmented. Other areas to be considered include the bluff area south of the mouth of the Tualatin along the Willamette that was recently logged, any riparian habitat along the Willamette and Tualatin rivers (particularly some of the steeper sloped areas), and the areas between the state and county lands (between Hebb Park and the Canby Ferry landing). Again, securing these areas will protect large contiguous blocks of undeveloped habitats that are high value for wildlife.

Persons Interviewed and general comments:

Joe Pesek, ODFW Biologist

- agrees with the strategy of securing the large blocks of undeveloped forest, particularly the ones that contain the wetland features.



Measure 26-26: Willamette Narrows and Canemah Bluff Target Area