

 **Metro** | *Agenda*

**Meeting:** Metro Council Retreat  
**Date:** Thursday, September 3, 2015  
**Time:** 1:00 p.m.  
**Place:** Metro Regional Center, Room 501

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1. **RETREAT OVERVIEW**
2. **PARKS AND NATURE OPERATING MODEL**
3. **OPERATIONS AND MAINTENANCE**
4. **BREAK**
5. **INVENTORY CLASSIFICATION**
6. **NEXT STEPS**
7. **ADJOURN**

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Metro의 시민권 프로그램에 대한 정보 또는 차별 항의서 양식을 얻으려면, 또는 차별에 대한 불만을 신고 할 수 [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). 당신의 언어 지원이 필요한 경우, 회의에 앞서 5 영업일 (오후 5시 주중에 오전 8시) 503-797-1890를 호출합니다.

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## សេចក្តីជូនដំណឹងអំពីការមិនរើសអើងរបស់ Metro

ការគោរពសិទ្ធិពលរដ្ឋរបស់ ។ សំរាប់ព័ត៌មានអំពីកម្មវិធីសិទ្ធិពលរដ្ឋរបស់ Metro ឬដើម្បីទទួលបានក្បួនលក្ខណ៍រើសអើងសូមចូលទស្សនាការប្រកាស [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights)។  
បើលោកអ្នកត្រូវការអ្នកបកប្រែភាសានៅពេលអង្គប្រជុំសាធារណៈ សូមទូរស័ព្ទមកលេខ 503-797-1890 (ម៉ោង 8 ព្រឹកដល់ម៉ោង 5 ល្ងាច ថ្ងៃធ្វើការ) ប្រាំពីរថ្ងៃ ថ្ងៃធ្វើការ មុនថ្ងៃប្រជុំដើម្បីអាចឲ្យគេសម្រួលតាមសំណើរបស់លោកអ្នក ។

## إشعار بعدم التمييز من Metro

تحتزم Metro الحقوق المدنية. للمزيد من المعلومات حول برنامج Metro للحقوق المدنية أو لإبداء شكوى ضد التمييز، يرجى زيارة الموقع الإلكتروني [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). إن كنت بحاجة إلى مساعدة في اللغة، يجب عليك الاتصال مقدماً برقم الهاتف 503-797-1890 (من الساعة 8 صباحاً حتى الساعة 5 مساءً، أيام الاثنين إلى الجمعة) قبل خمسة (5) أيام عمل من موعد الاجتماع.

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Iginagalang ng Metro ang mga karapatang sibil. Para sa impormasyon tungkol sa programa ng Metro sa mga karapatang sibil, o upang makakuha ng porma ng reklamo sa diskriminasyon, bisitahin ang [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Kung kailangan ninyo ng interpreter ng wika sa isang pampublikong pulong, tumawag sa 503-797-1890 (8 a.m. hanggang 5 p.m. Lunes hanggang Biyernes) lima araw ng trabaho bago ang pulong upang mapagbigyan ang inyong kahilingan. Notificación de no discriminación de Metro.

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## Metro txoj kev ntxub ntxaug daim ntawv ceeb toom

Metro tributes cai. Rau cov lus qhia txog Metro txoj cai kev pab, los yog kom sau ib daim ntawv tsis txaus siab, mus saib [www.oregonmetro.gov/civilrights](http://www.oregonmetro.gov/civilrights). Yog hais tias koj xav tau lus kev pab, hu rau 503-797-1890 (8 teev sawv ntxov txog 5 teev tsaus ntuj weekdays) 5 hnub ua hauj lw m ua ntej ntawm lub rooj sib tham.



Materials following this page were distributed at the meeting.



## Metro | Memo

Date: August 25, 2015

To: Metro Council

From: Kathleen Brennan-Hunter, Interim Director, Parks and Nature

Cc: Martha Bennett, Chief Operating Officer  
Scott Robinson, Deputy Chief Operating Officer  
Alison Kean, Metro Attorney  
Brian Kennedy, Assistant Finance Director  
Justin Patterson, Visitor Services Program Director, Parks and Nature  
Dan Moeller, Land, Science and Conservation Program Director, Parks and Nature  
Jim Middaugh, Director, Communications  
Laura Oppenheimer Odom, Parks and Nature Communications Supervisor  
Ina Zucker, Council Policy Manager

Subject: September 3 Council retreat information | Parks and Nature System Plan

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Prior to the Metro Council retreat on September 3, staff is providing a recap of the Council engagements in May and June and a preview of the retreat approach. The Parks and Nature System Plan project started in 2014 and is anticipated to be complete in March 2016. The primary goal for the System Plan is to provide a vision for the next 20 years for Metro's portfolio of parks, trails, natural areas and cemeteries.

The Council engagements in May and June were designed to provide a forum for the Metro Council to discuss its vision for the future. The key conclusions staff drew from that series of three engagements were:

- The Metro Council cares deeply about the agency's work in parks, trails, natural areas and cemeteries.
- While significant progress has been made in incorporating equity into the program, there is more work to be done.
- Ensuring that the current portfolio can be maintained is a critical priority.
- There were several important questions the Metro Council needed answered before making any major policy decisions.

Feedback from the Metro Council in the exercises with the program area dials also informed the content of the topics we will present on September 3.

Looking ahead, the purpose of this retreat is to address questions from the Metro Council to inform policy included in the System Plan. Staff has framed those questions as follows:



### **1. How should Metro operate its parks and natural areas?**

Metro currently operates parks, trails, natural areas and cemeteries across the region. Levy funds will support new access to nature, which will be delivered by Metro staff. However, Metro's current operations are based on a series of decisions grounded in the realities of the time in which they were made, but there is no existing framework for consistent decision making. It is clear that it would be beneficial for Metro to have a preferred operating model and a set of criteria to guide those decisions in the future.

Attached to this memo is a draft model based on feedback from the Metro Council as well as from staff. The objective at the September 3 retreat is to walk through the draft decision tree and obtain Council feedback on the proposed framework and operating assumptions.

### **2. What is a nature park? Or, what types of facilities does Metro have and how do we describe them?**

Dating back to the 2011 Portfolio Report, Metro has had a classification system for its parks, trails, natural areas and cemeteries. However, that classification system needed to be reviewed and refined in light of new access anticipated with the 2013 Parks and Natural Areas Local Option Levy projects.

Staff has completed a draft inventory classification that will be presented to the Metro Council at the retreat. The inventory classification describes typical types of public access at sites, types of facilities, and maintenance activities. This is important for clearly defining expectations for the staff and public as to the types of experiences Metro sites will offer. The objective at the retreat is to obtain Council feedback on the draft inventory classification and direction on any potential refinements that may be necessary prior to including it in the draft System Plan.

### **3. Can Metro take care of its portfolio today and in the future?**

The ability to adequately fund the operations and maintenance of Metro's parks, trails, natural areas and cemeteries has been identified as a critical issue as far back as the early 1990s. One of the primary objectives of the 2013 Parks and Natural Areas Levy was to ensure that Metro could meet its operations and maintenance commitments for Metro's current parks and natural areas. The Metro Council has consistently voiced a strong desire to ensure that that commitment remains at the forefront of Metro's work in this area.

Staff will present an analysis of current operations and maintenance levels across the portfolio. The analysis will highlight the estimated funding needed to maintain current levels, the sources of operations and maintenance funding at present, and issues that will need to be addressed moving forward. The retreat objective is to provide information to the Metro Council on the current operations and maintenance levels, ensure that staff are framing the issues correctly, and obtain feedback on recommendations for the System Plan. Later in the System Plan process, staff will ask the Metro Council for more specific policy direction.

Answering these questions will help move the System Plan project forward and set the stage for development of policy recommendations for the future of the Metro system.

The Metro portfolio of parks, trails, natural areas and cemeteries was assembled over a long period of time and represents a unique collection of sites and facilities. The purpose of this operating model is primarily to provide a framework for making decisions in the future for new parks, trails and natural areas. The criteria described in this document are not intended to suggest changes in operations for any current Metro sites or facilities.

## GENERAL OPERATING MODEL

Metro will own and operate nature parks and natural areas that are essential to the Metro system of parks, trails and natural areas.

## GUIDING PRINCIPLES

All decisions regarding site or facility ownership and operations will follow these guiding principles:

- Metro sites and facilities will be consistent with Metro’s role in the region providing access to nature through a connected system of parks, trails and natural areas.
- The primary objective is always to ensure that the desired outcomes (e.g. ecological, recreational, etc.) are achieved.
- All decisions should be consistent with the Metro values. For example, contracting out operations to save money should not be considered if the cost savings are solely or primarily due to paying wages and/or benefits at a level inconsistent with the Metro values.
- Any decisions to transfer ownership and/or contract out operations must contractually ensure that the region’s residents be recognized for their financial contributions to the site or facility in a manner consistent with their investment.

Metro policy is to operate its natural areas, parks and cemeteries. This decision tree will be used to evaluate ownership and operations questions for Metro sites and facilities in the event there are unusual circumstances or exceptions to the policy.

## DECISION: OWN OR TRANSFER TO PARTNER?

### OWN

- Operations and maintenance within Metro’s core role
- Site or facility is an essential part of the Metro system of parks, trails and natural areas

### TRANSFER<sup>1</sup>

- Operations and maintenance not within Metro’s core role (e.g. regional trail easements)
- Metro lacks expertise to operate/maintain site/facility



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<sup>1</sup> It is very unusual for Metro to transfer ownership of a site to another government and is anticipated to continue to be unusual.

## DECISION: OPERATE OR CONTRACT FOR OPERATIONS?

### OPERATE

- Site or facility is an essential part of the Metro system of parks, trails and natural areas
- Metro expertise necessary for desired outcomes at the site or facility to be achieved
- Partners lack expertise or capacity to effectively manage the site or facility

### CONTRACT

- Metro lacks technical expertise for effective operations of the site or facility (e.g. concessionaire agreements at Metro parks)
- Site or facility is fundamentally connected to a site owned and managed by a partner and is most effectively managed by that partner (e.g. Forest Park sites)
- Partner is well-positioned to manage the site and has a demonstrated ability to manage the site or facility consistent with Metro's objectives



## DECISION: COMPENSATE CONTRACTOR FOR OPERATIONS?

### COMPENSATE

- Metro is contracting for specific expertise with a concessionaire agreement
- Metro is contracting with a local government partner as a cost savings measure (e.g. maintenance of natural areas adjacent to sites owned by the partner)
- Contracts with local government partners where the intent is to increase partner capacity and the payments are limited in size and duration

### DO NOT COMPENSATE

- The site is core to the operations and system of the local government partner and the partner agency has primary responsibility for the site

## DECISION: SHOULD METRO ACCEPT OWNERSHIP OF SITES OR FACILITIES FROM OTHER GOVERNMENTS OR ACT AS A CONTRACT OPERATOR?

### ACCEPT OWNERSHIP

- Site or facility would be consistent with Metro's regional role with parks, trails and natural areas
- Transfer would include any existing revenue sources or reserve accounts (i.e. capital replacement funds) associated with the site or facility
- Accepting ownership would not interfere with Metro's ability to manage current sites and facilities
- Plan for funding of long-term operations and maintenance for the site or facility is in place

### ACT AS CONTRACT OPERATOR

- Site or facility would be consistent with Metro's regional role with parks, trails and natural areas
- Owner compensates Metro for the full cost of operations, including administration and overhead unless there is an operational or other benefit to Metro
- Contract clearly defines Metro's responsibilities



# Parks and Nature System Plan

Metro Council Retreat | September 3, 2015





2014

mar apr may jun jul aug sep oct nov dec

2015

jan feb mar apr may jun jul aug sep oct nov dec

2016

jan feb mar

# values

What we are about and what is important to us; the mission and policy direction that defines the role of Metro parks and natural areas.

# strategies

Crafted from the foundation provided by Metro parks and natural areas values; will provide direction in setting our course for the future.

# draft plan



**COUNCIL ENGAGEMENT** — □

**COUNCIL ACTION** — ■

# PUBLIC ENGAGEMENT

City Managers

Park Directors

Watershed Councils

Chambers of Commerce

Visitor Associations

Equity partners

Development community

Audubon Society

Columbia Land Trust

Northwest Trails Alliance

The Intertwine Alliance

The Nature Conservancy

The Wetlands Conservancy

Tualatin Riverkeepers

U.S. Fish and Wildlife Service

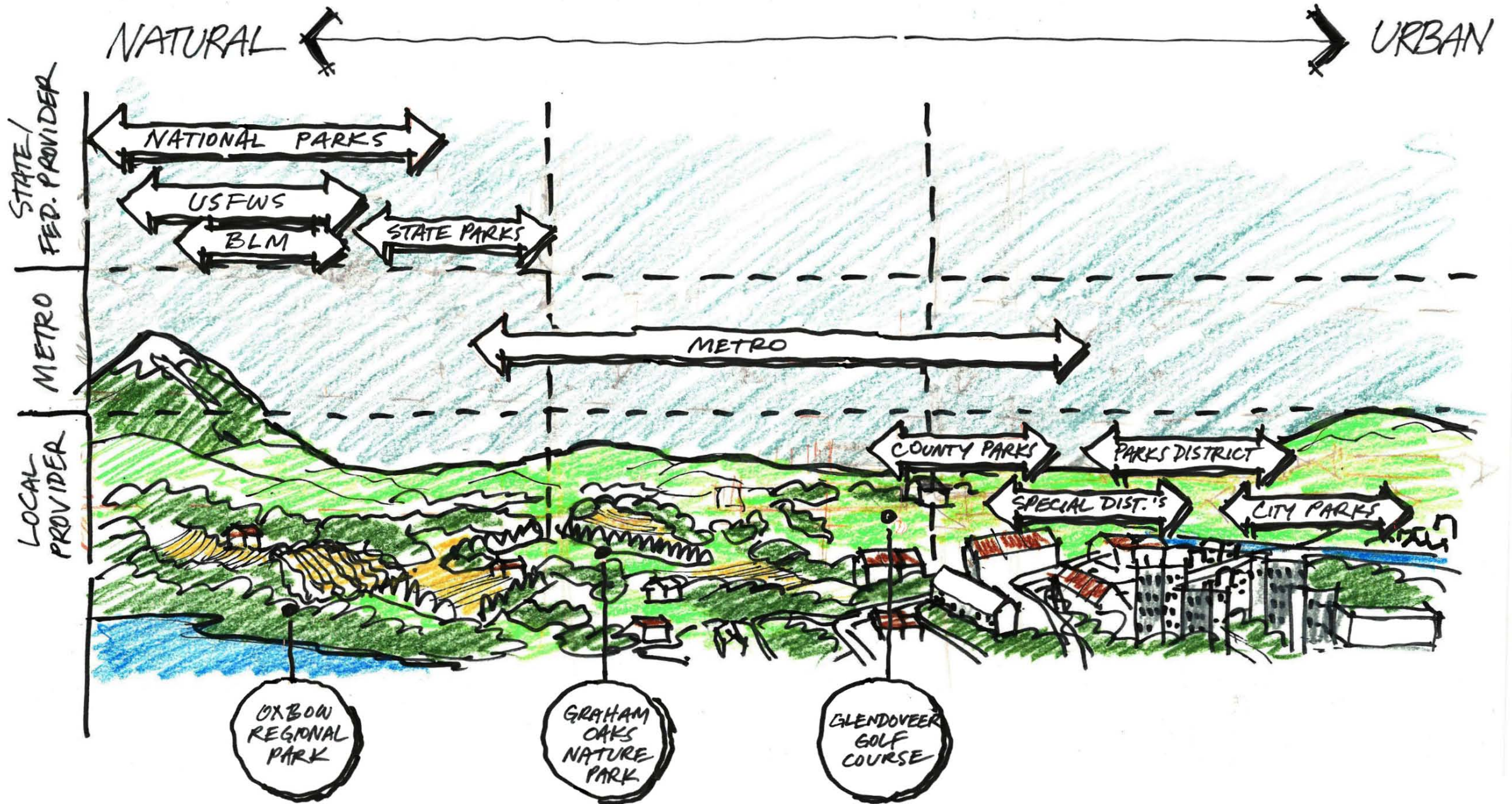
Urban Greenspaces Institute

Westside Economic Alliance

Willamette Riverkeepers



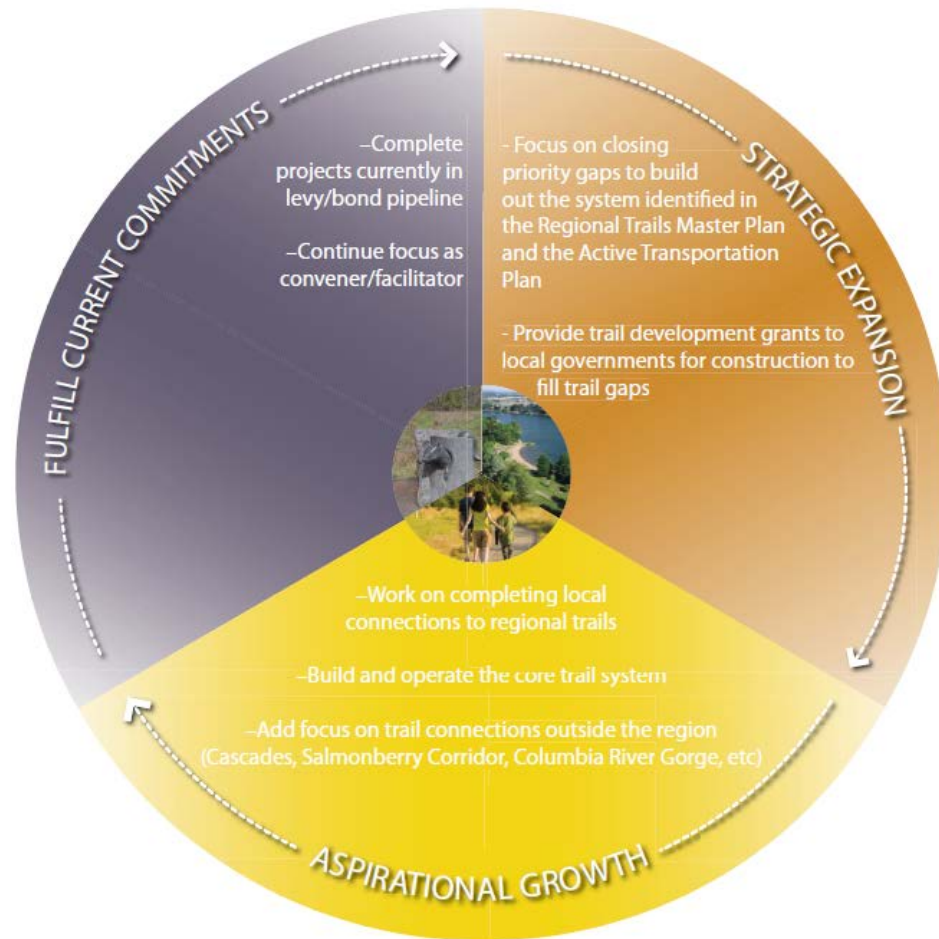




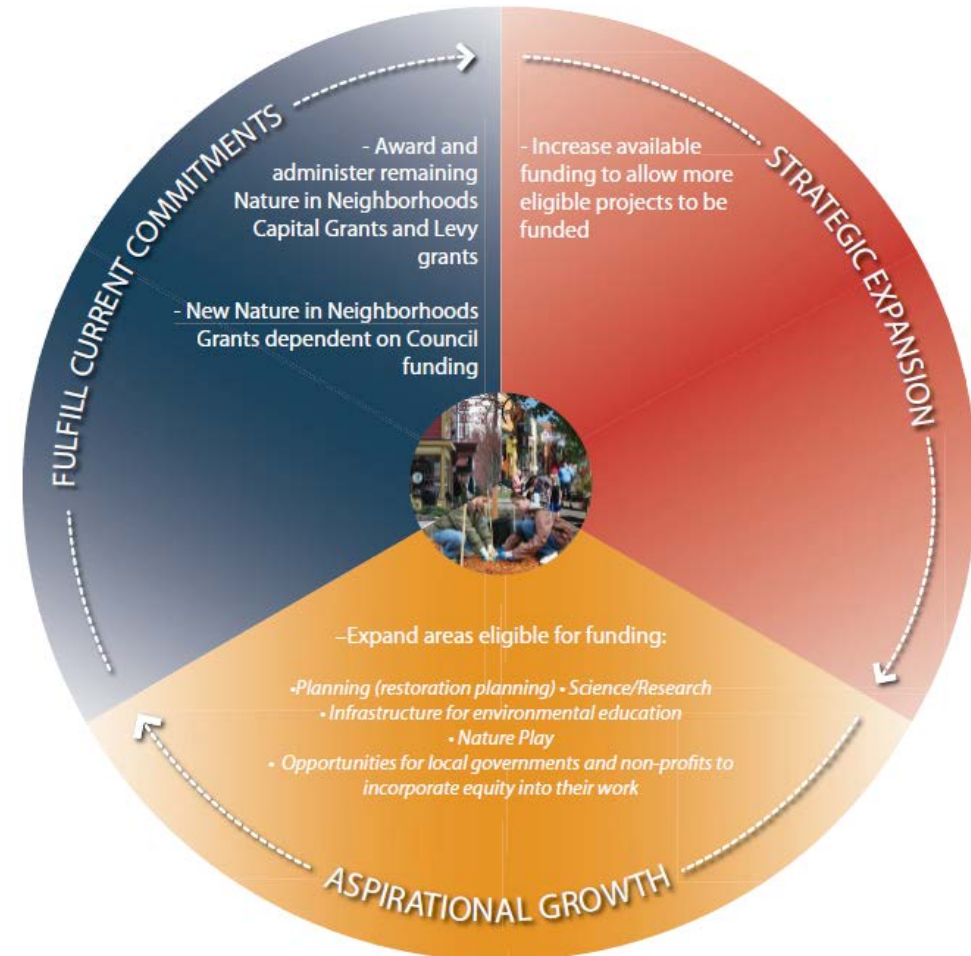


# PROGRAM AREAS

## Trail Planning & Development



## Grants





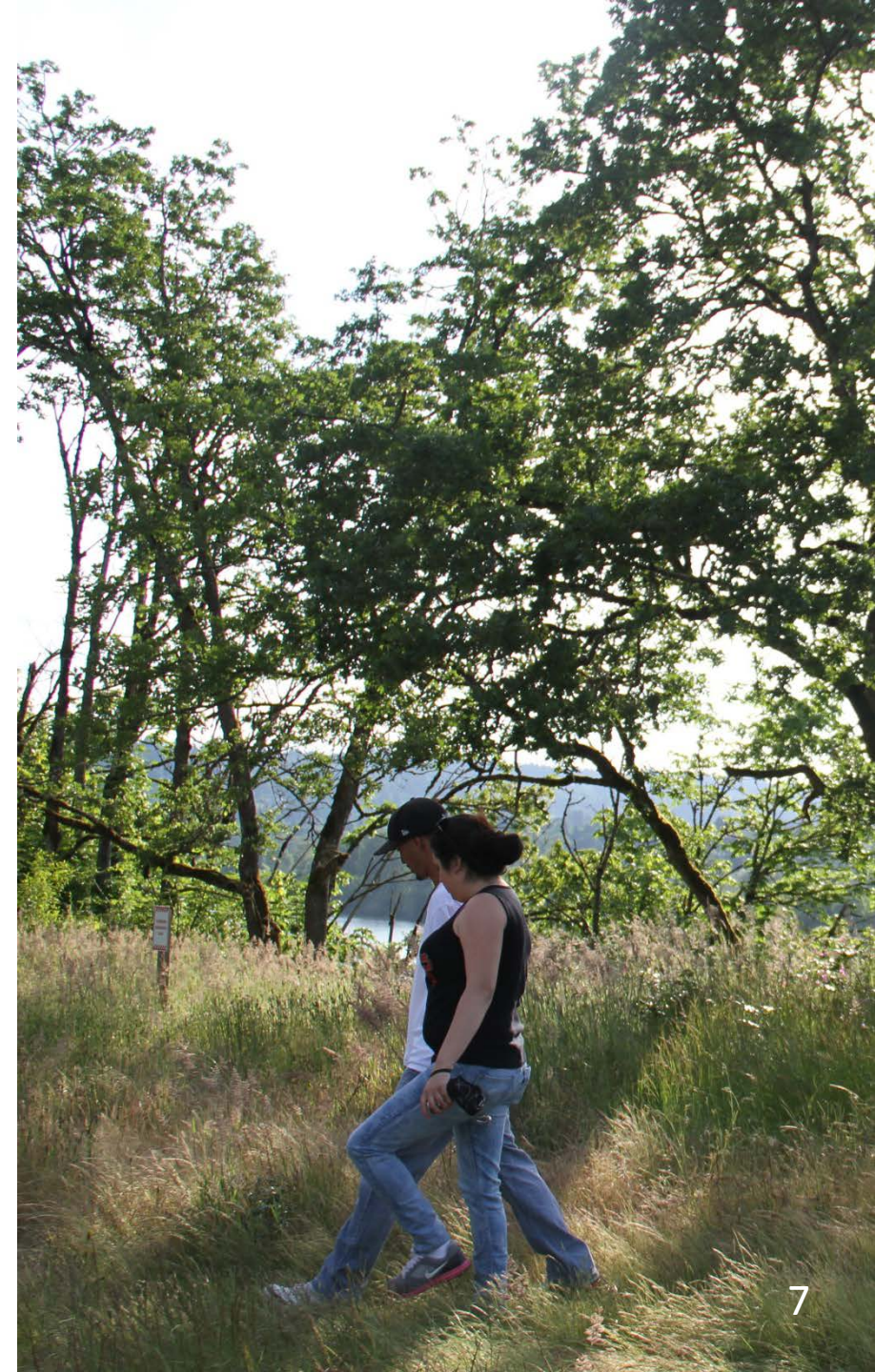
# OPERATING MODEL





# CONTEXT

- Metro operates 90% of its portfolio
- Very few exceptions:
  - Cooper Mountain Nature Park
  - Mount Talbert Nature Park
  - Orenco Woods Nature Park (anticipated)
  - Approximately 1,200 acres of natural areas





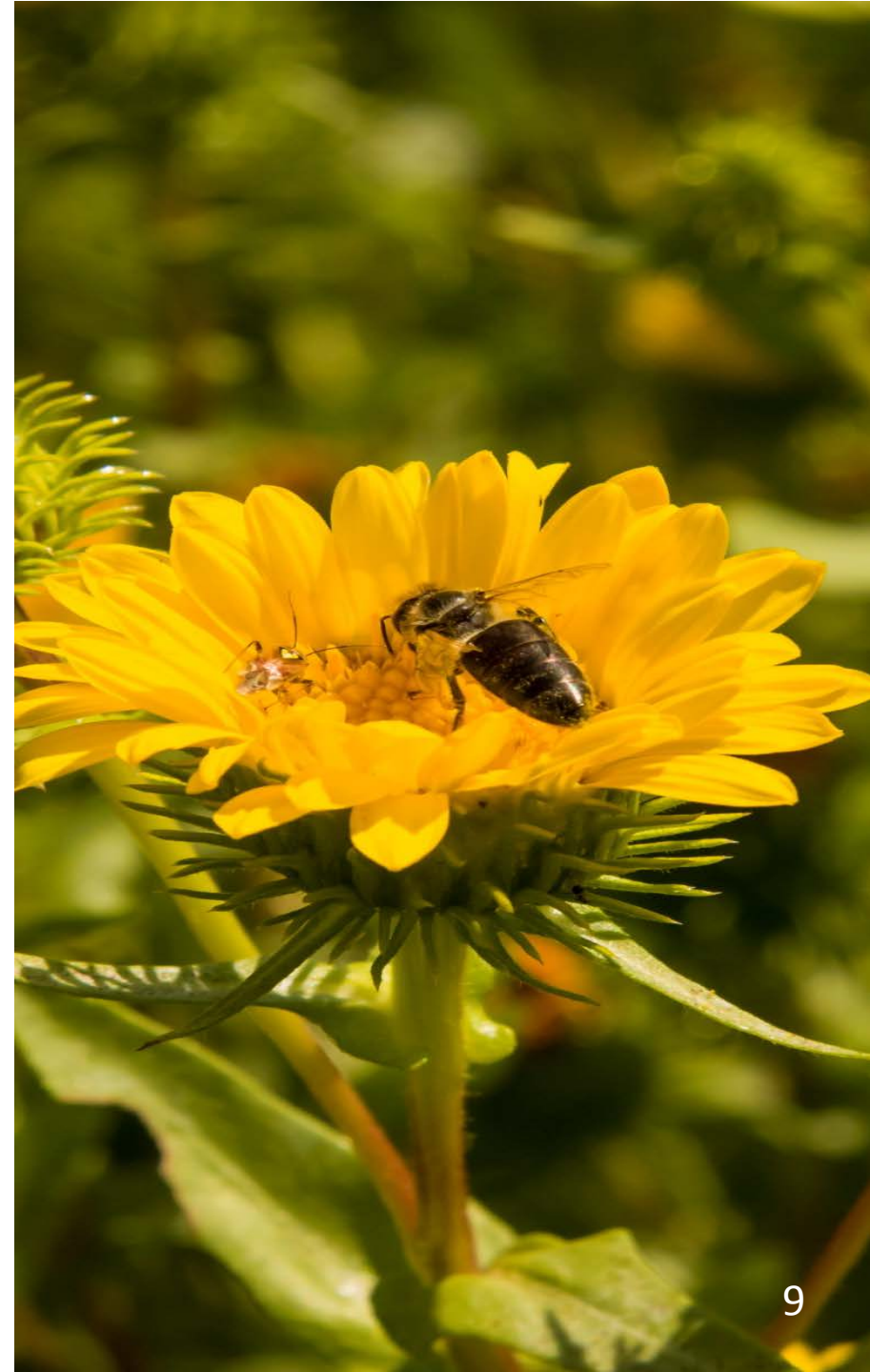
# PROPOSED POLICY

Metro will own and operate nature parks and natural areas that are essential to the Metro system of parks, trails and natural areas.



# GUIDING PRINCIPLES

- Metro sites and facilities will be consistent with Metro's role in the region
- Primary objective = desired outcomes are achieved
- Decisions are always consistent with the Metro values
- Region's residents should always get credit for their investments





# DECISION: OWN OR TRANSFER TO PARTNER?

- Operations within Metro's core role
- Site is essential part of the Metro system



Metro retains ownership



*Example: Graham Oaks Nature Park*

- Operations not within Metro's core role
- Metro lacks expertise to operate/maintain site
- Partner has demonstrated ability to manage the site



Transfer ownership\*



*Example: Fanno Creek Trail*

\* Transferring ownership is rare and staff anticipates it will continue to be rare.

# DECISION: OPERATE OR CONTRACT OPERATIONS?

- Site is essential part of the Metro system
- Metro expertise necessary for desired outcomes
- Partners lack expertise or capacity to manage the site



Metro staff  
operates



*Example: Scouters Mountain Nature Park*

- Metro lacks technical expertise for effective operations
- Site or facility is fundamentally connected to partner site



Contract out  
operations



*Example: Miller property*

# DECISION: COMPENSATE CONTRACTOR?

- Metro is contracting for specific expertise with a concessionaire agreement
- Metro is contracting with a local government partner as a cost savings measure
- Goal is to increase partner capacity



Compensate



*Example: Glendoveer Golf Course*

- Site is core to operations and system of the local government partner and the partner has primary responsibility on the site



Do not  
compensate



*Example: Forest Park properties*



# DECISION: ACCEPT OWNERSHIP OR ACT AS CONTRACT OPERATOR?

- Site is consistent with Metro's role in the region
- Accepting ownership would not interfere with Metro's ability to manage current sites
- Plan for funding of long-term O&M of the site is in place



Accept  
ownership



*Example: Little Rock island*

- Site would be consistent with Metro's role in the region
- Owner compensates Metro for the full cost of operations or there is other benefit to Metro from the site being under Metro management



Act as contract  
operator

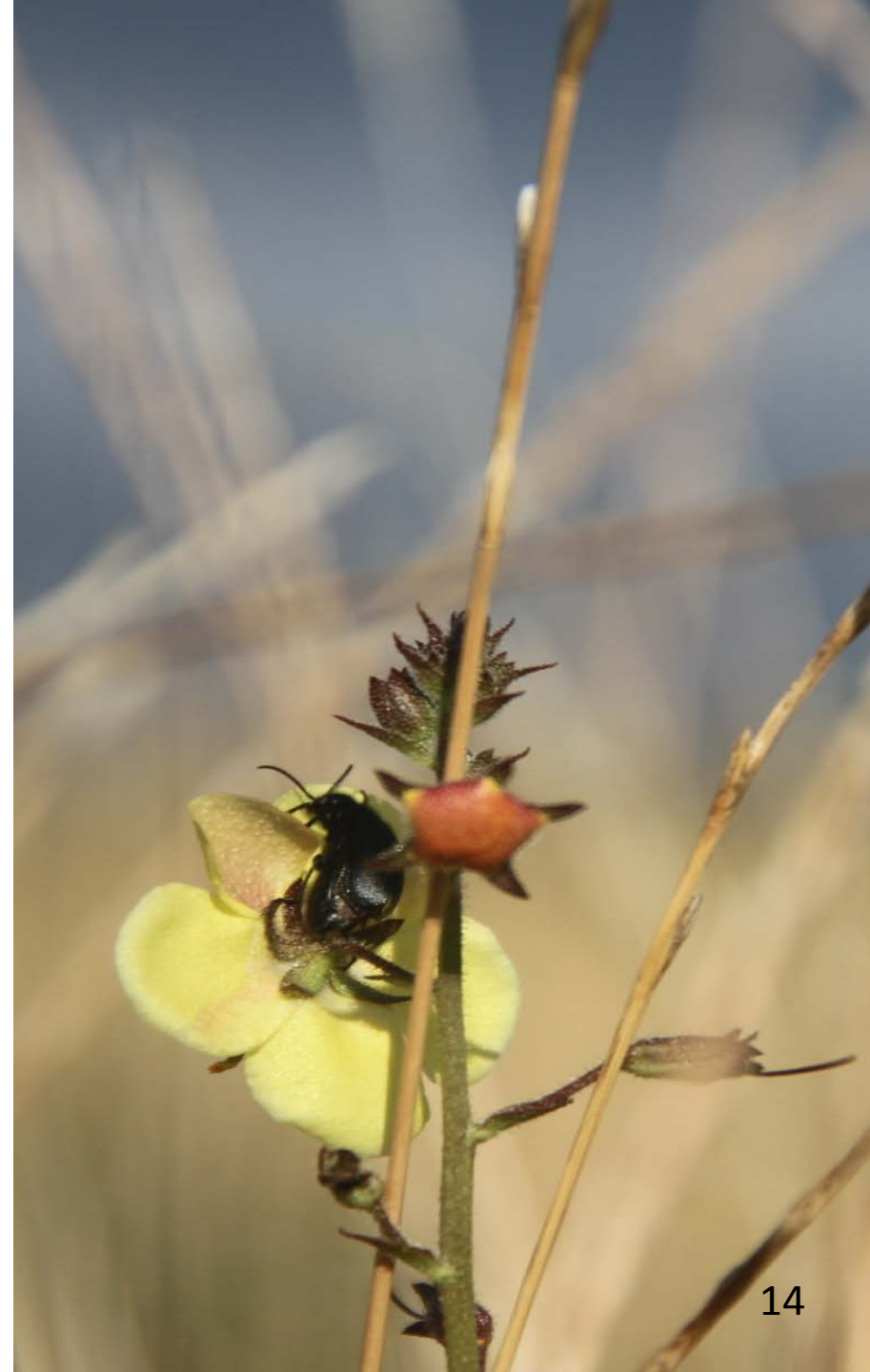


*Example: Willamette Narrows*



# OPERATING MODEL – HOW IT WILL BE USED

- Vast majority of sites will continue to be owned and operated by Metro
- Decisions will be made on a case-by-case basis
- Decision tree will inform decisions, but unusual or extenuating circumstances will always be considered



# OPERATING MODEL – COUNCIL QUESTIONS

1. Do the proposed policy, guiding principles and decision tree reflect the Metro Council's desired direction?
2. What changes or refinements are necessary?



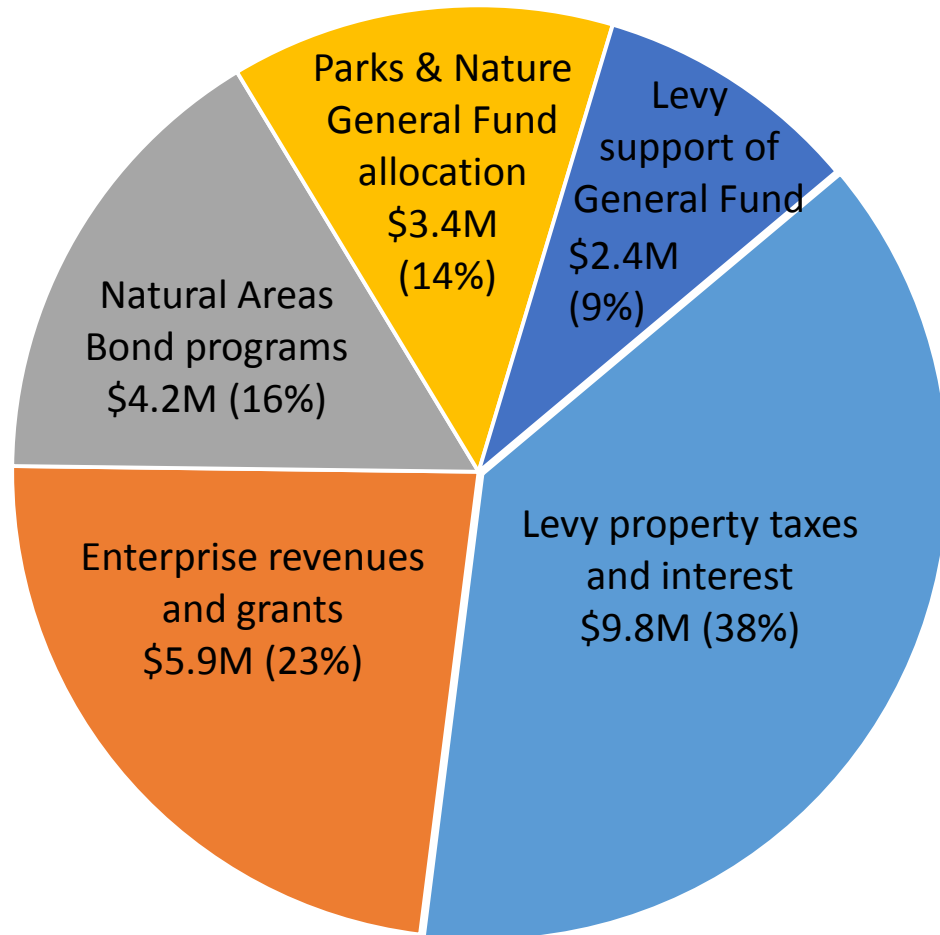


# PARKS AND NATURE OPERATIONS AND MAINTENANCE



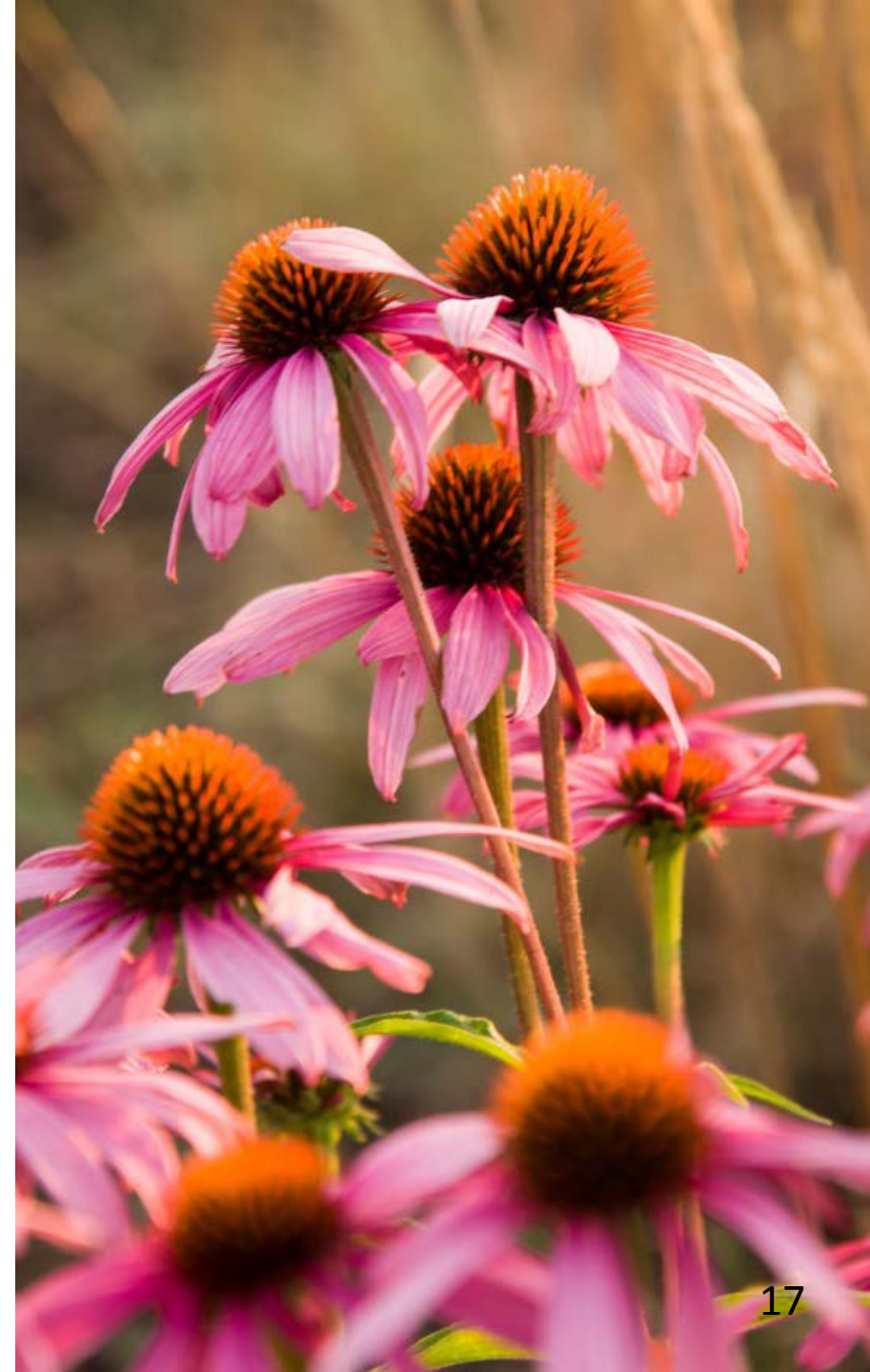


# PARKS AND NATURE FUNDING SOURCES

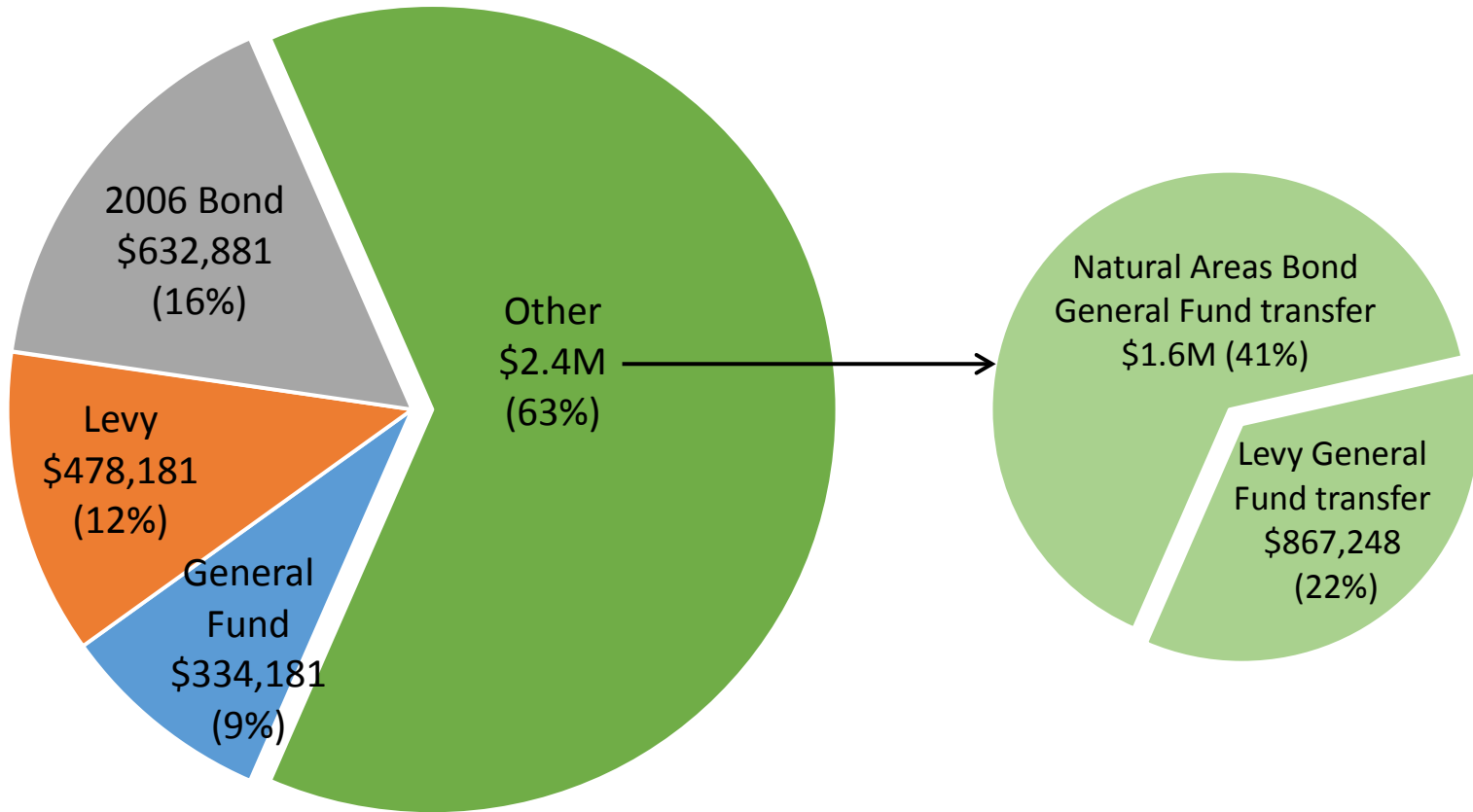


FY 2015-16

Total: \$25.7 million

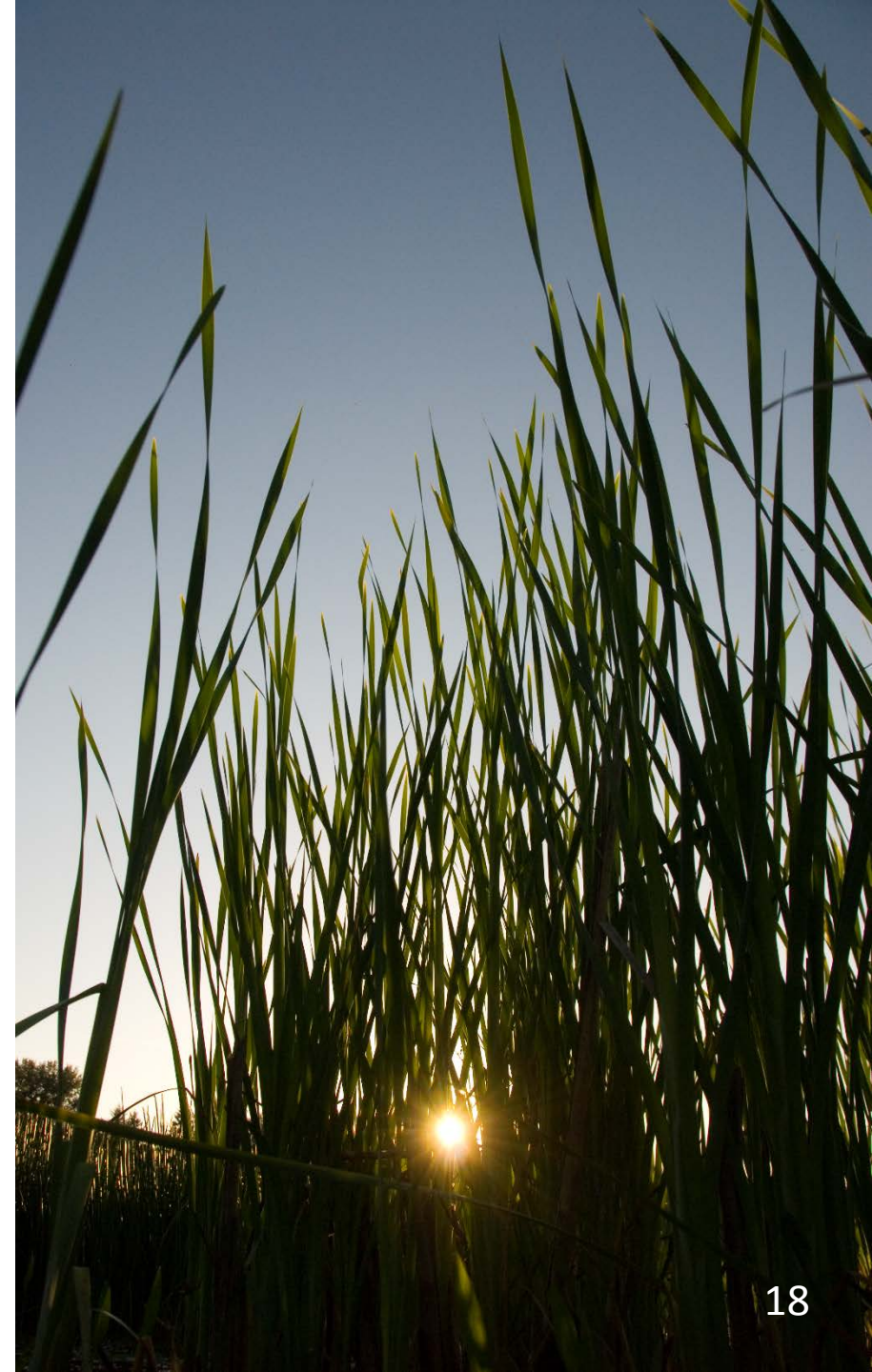


# PARKS AND NATURE ADMINISTRATION



FY 2015-16

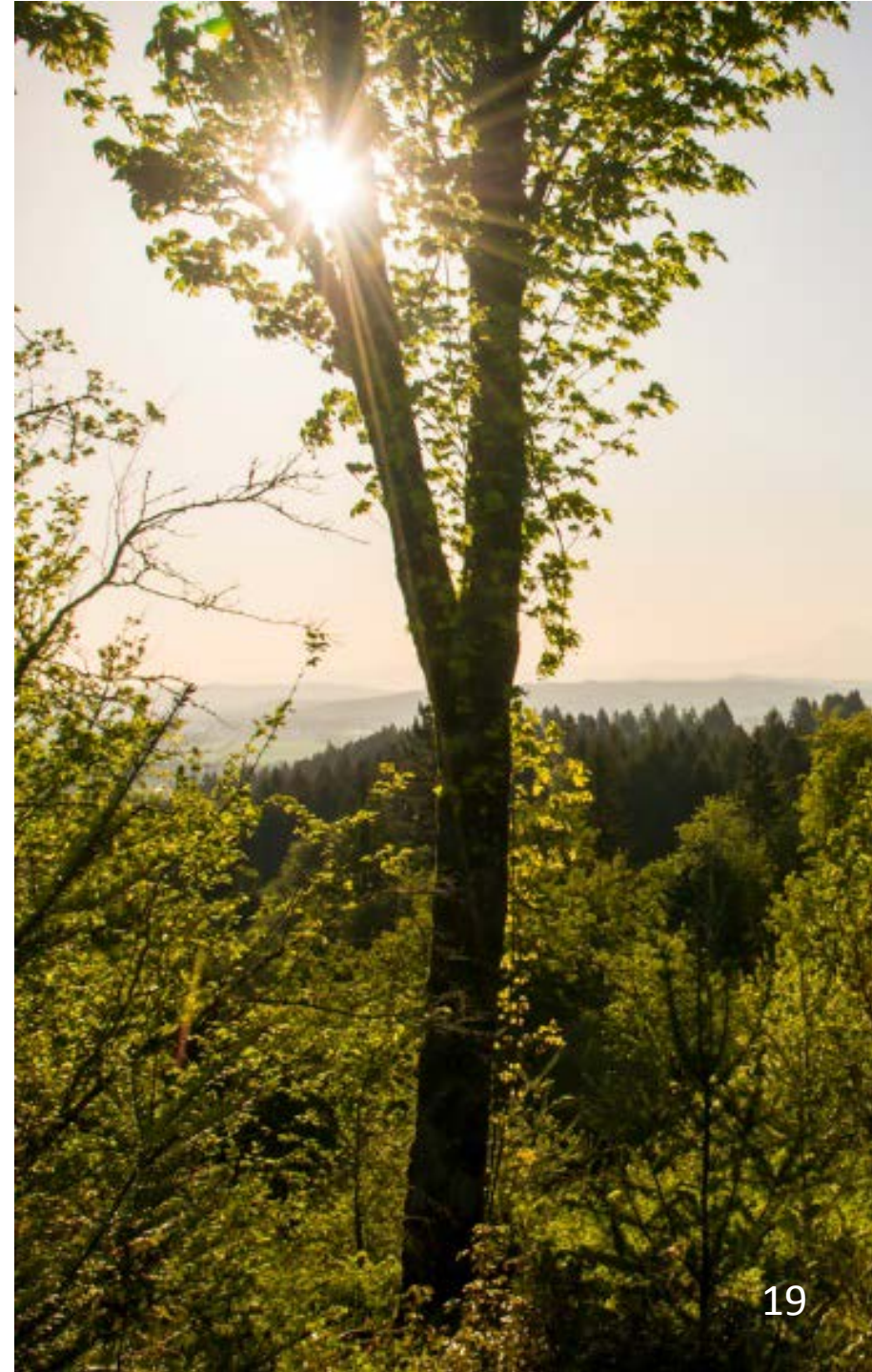
Total: \$3.9 million





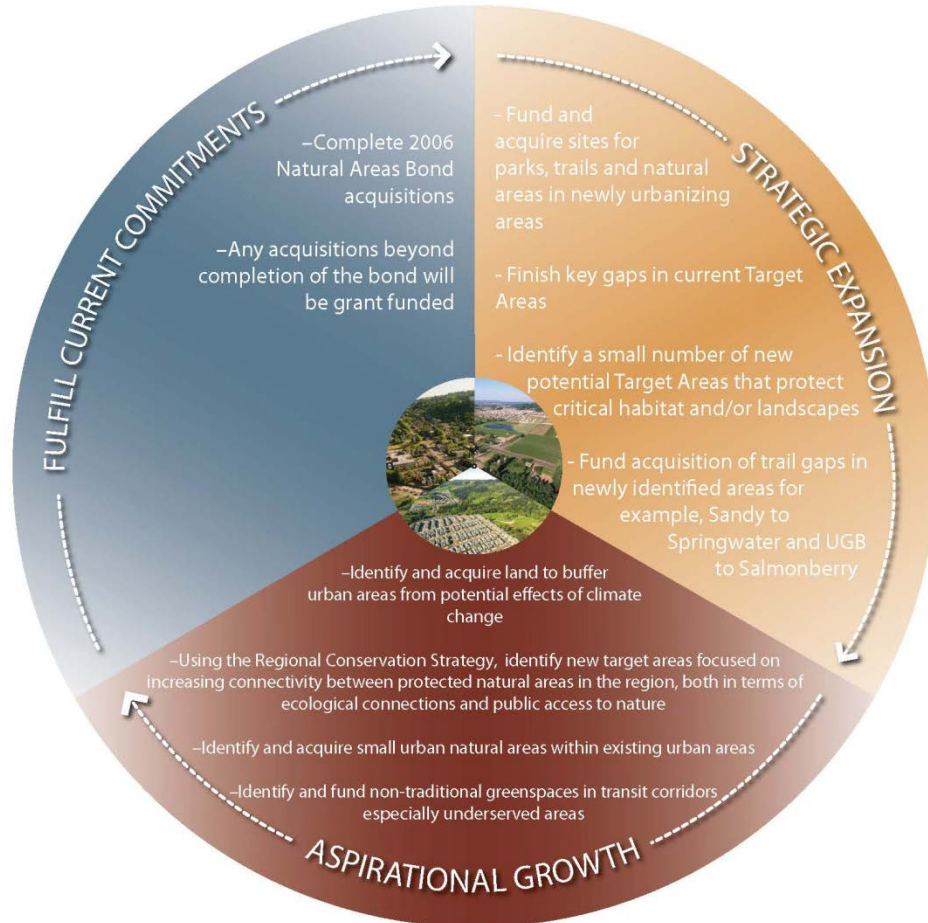
# NATURAL AREAS RESTORATION AND MAINTENANCE

- Approximately 12,000 acres managed primarily as natural areas
- Over 50 large restoration projects in FY 2015-16
- 35 full-time staff

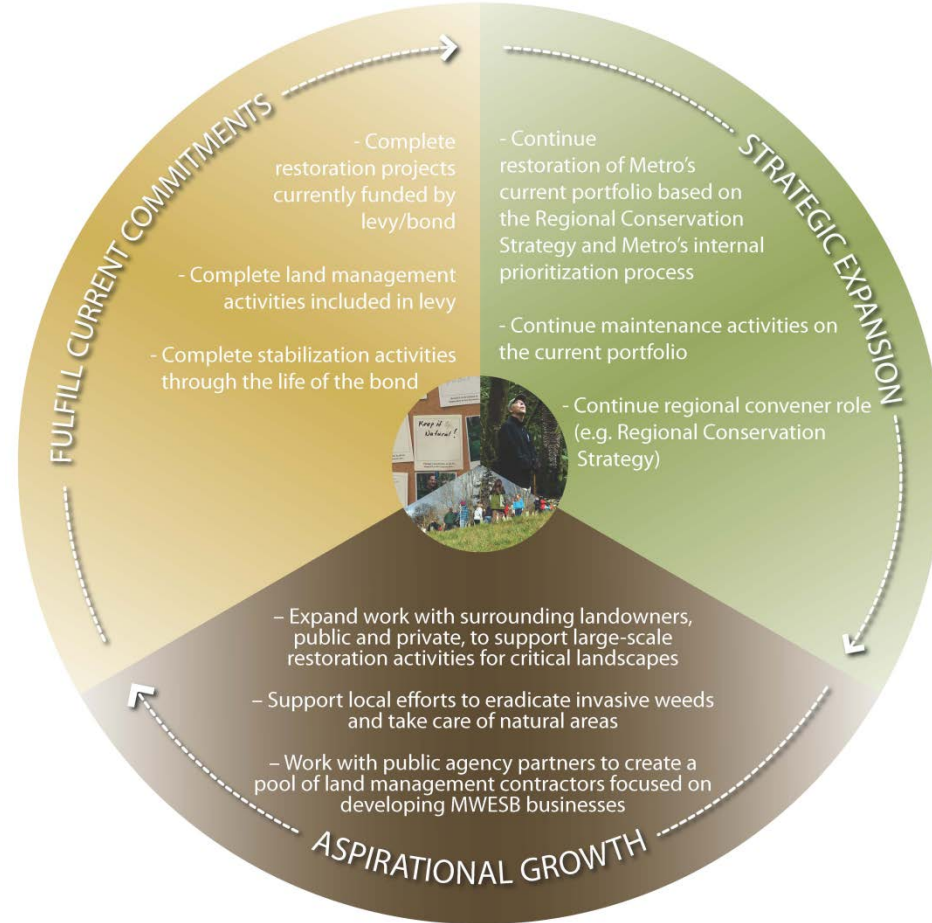


# NATURAL AREAS RESTORATION AND MAINTENANCE

## Land acquisition



## Natural areas stewardship

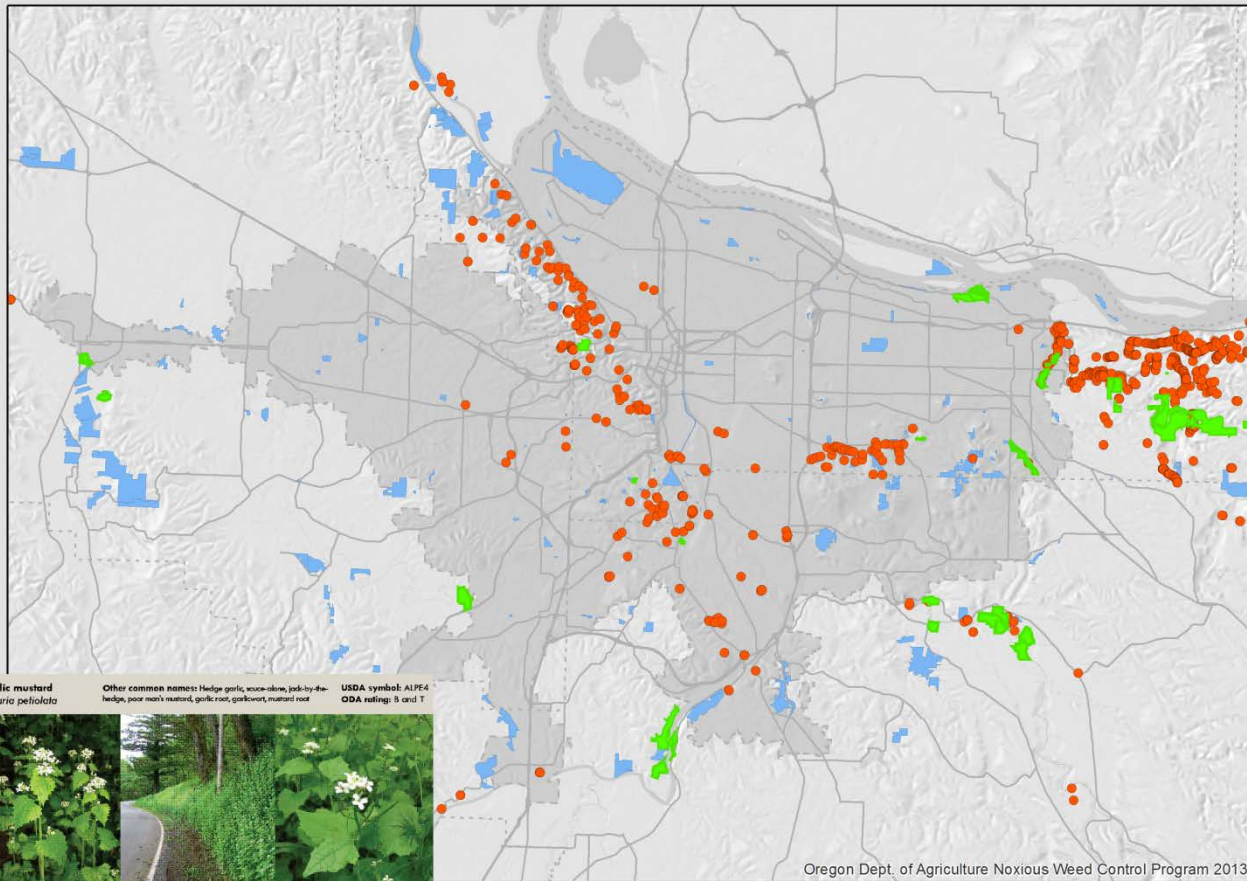




# NATURAL AREAS RESTORATION AND MAINTENANCE

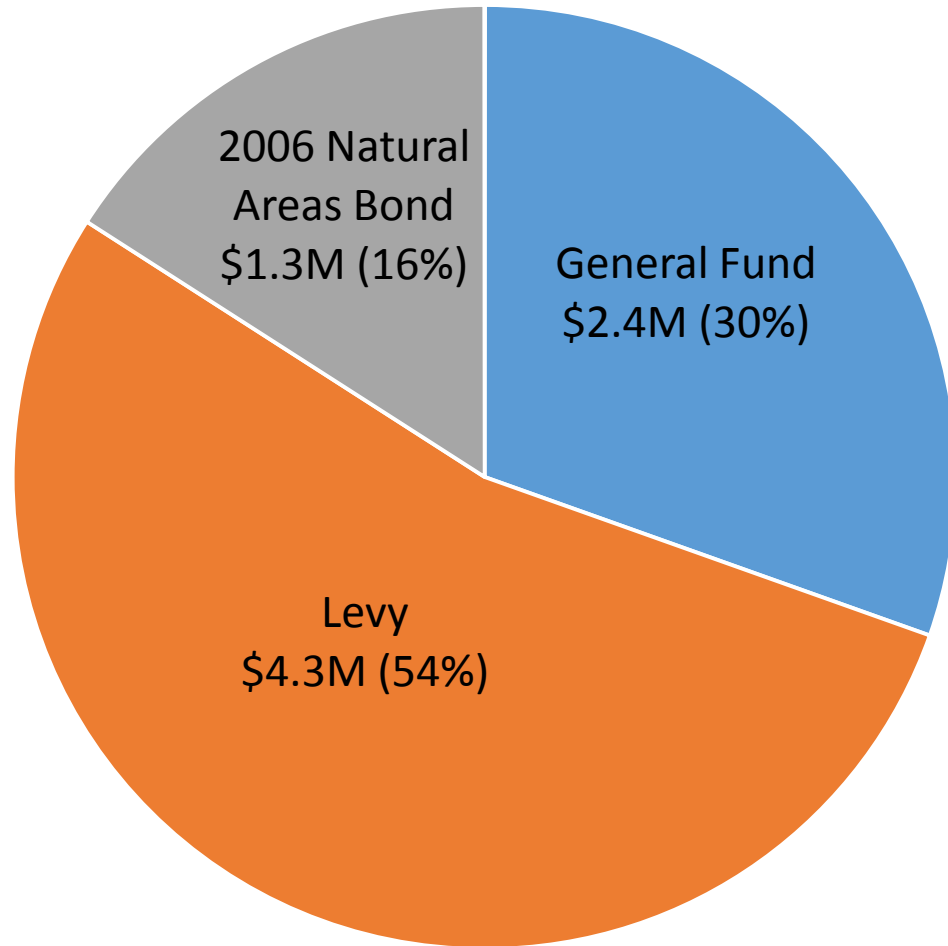
## 2014 Weed Management:

*Alliaria petiolata* (Garlic mustard)





# NATURAL AREAS RESTORATION AND MAINTENANCE



FY 2015-16

Total: \$8 million



# PARKS AND CEMETERIES OPERATIONS AND MAINTENANCE

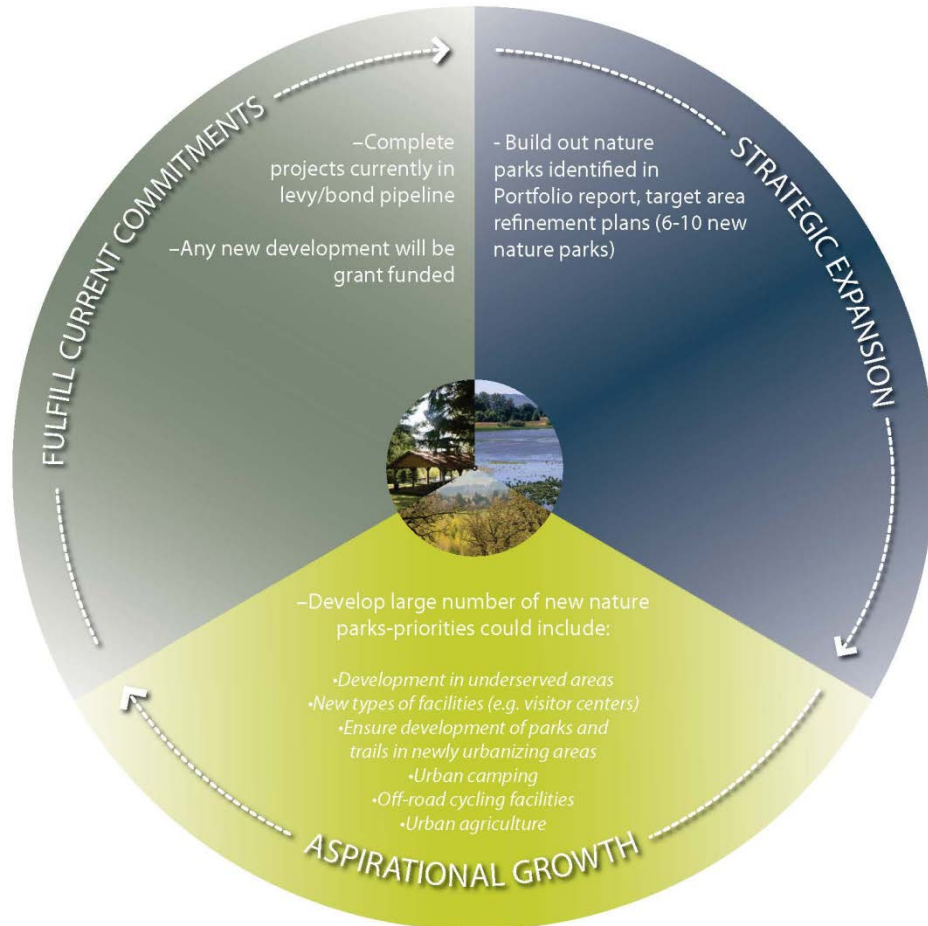
- 15 parks and nature destinations
- 14 historic cemeteries
- 1.4 million annual visitors
- 32 full-time staff





# PARKS AND CEMETERIES OPERATIONS AND MAINTENANCE

## Parks Planning and Development



## Parks Operations and Cemeteries



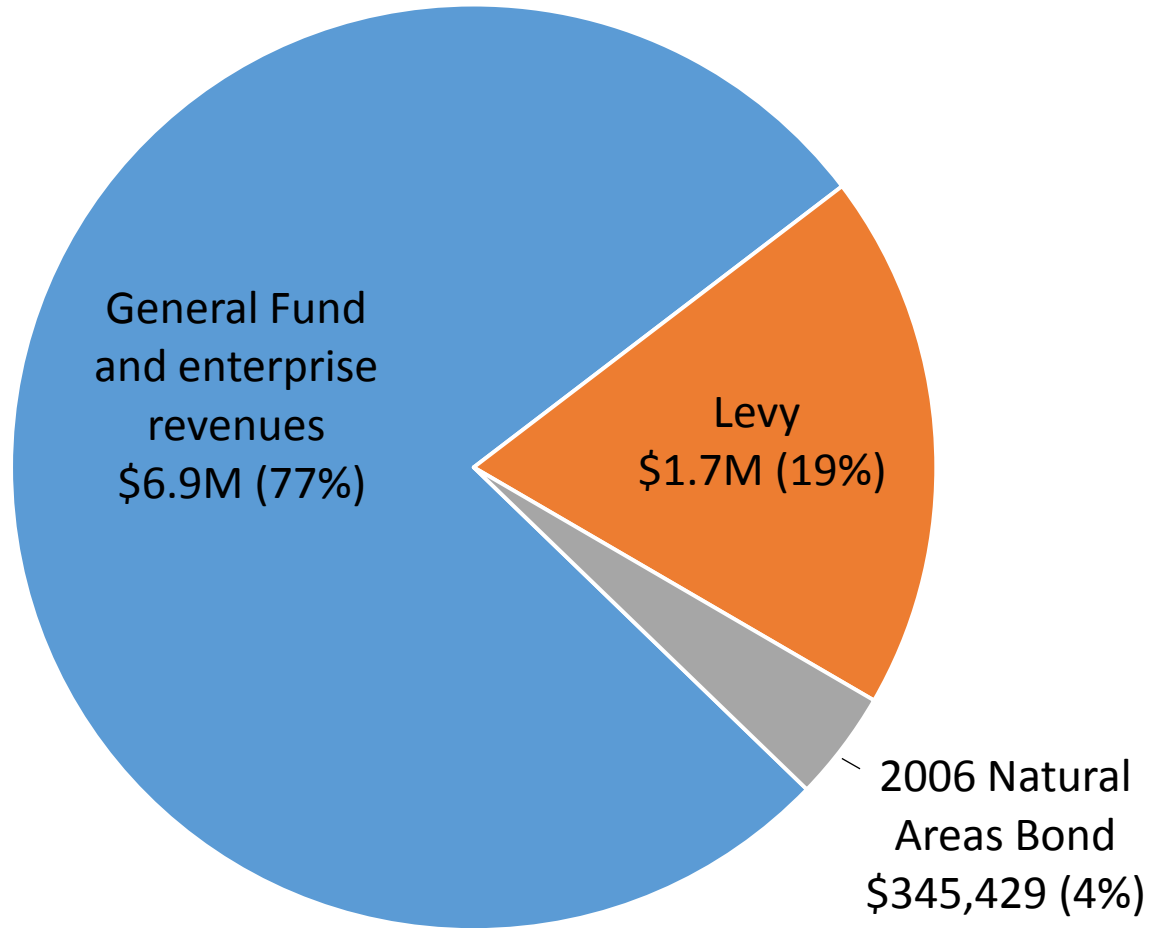


# PARKS AND CEMETERIES OPERATIONS AND MAINTENANCE





# PARKS AND CEMETERIES OPERATIONS AND MAINTENANCE



FY 2015-16

**Total: \$9 million**



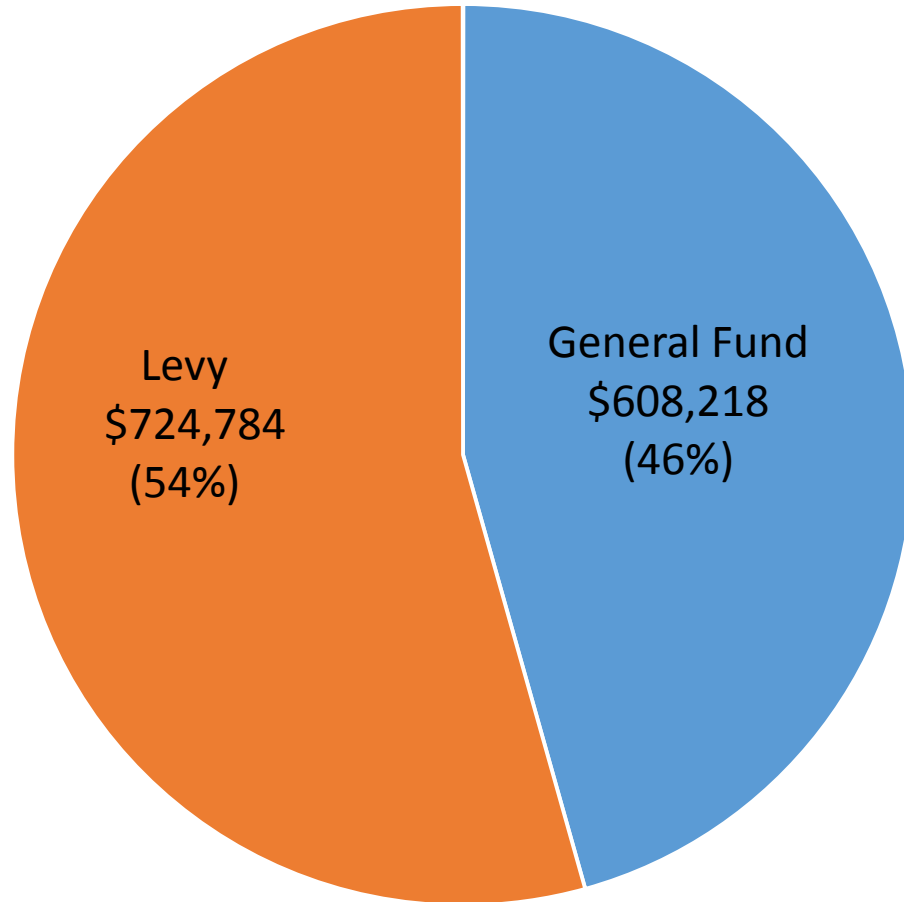


# PARKS AND NATURE PROGRAMS

- Volunteer Services
- Conservation Education
- Nature in Neighborhoods community grants



# VOLUNTEER AND CONSERVATION EDUCATION PROGRAMS



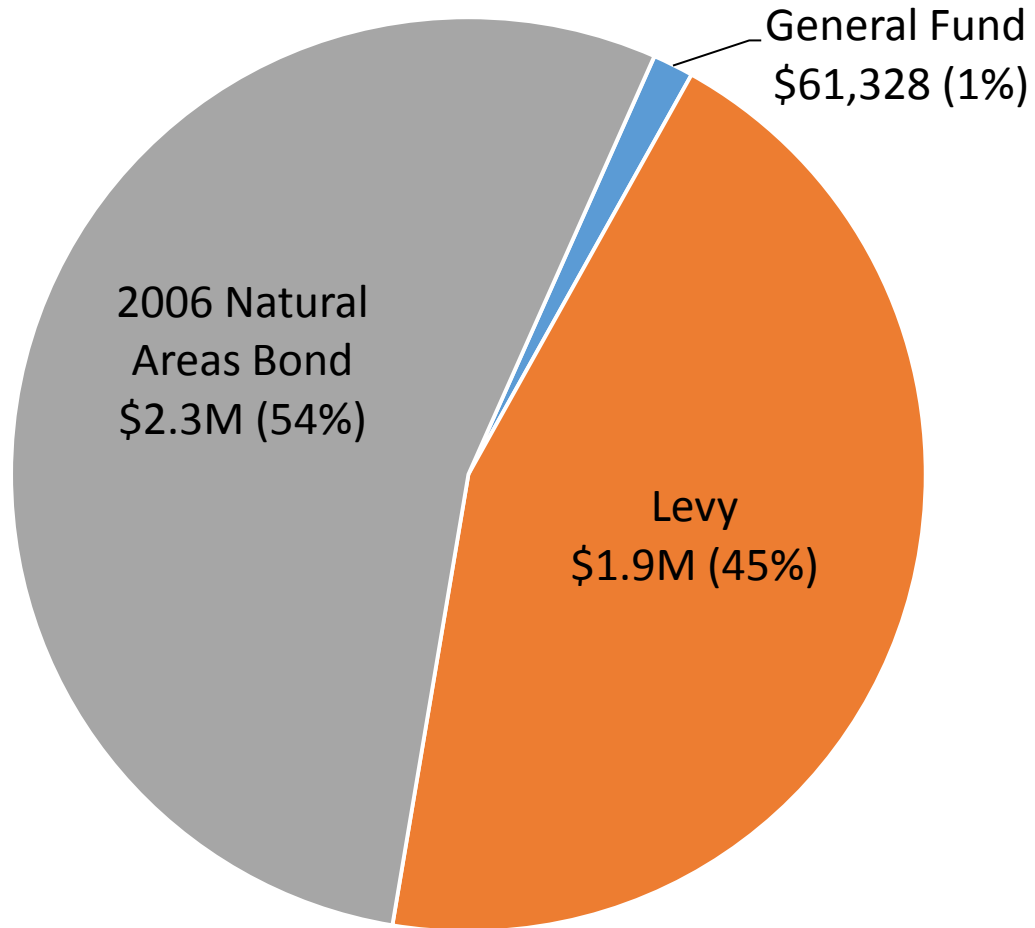
FY 2015-16

Total: \$1.3 million





# NATURE IN NEIGHBORHOODS GRANTS AND EQUITY



FY 2015-16

Total: \$4.2 million





# OPERATIONS AND MAINTENANCE CONCLUSIONS

- With the levy, Metro is able to maintain current standards
- Gaps exist in some program areas, such as cemeteries
- More research is needed on standards





# OPERATIONS AND MAINTENANCE QUESTIONS

- Is the relationship clear between current funding sources and operations and maintenance?
- Does the Council have any policy direction in relation to operations and maintenance for the System Plan going forward?







Metro

**CLASSIFICATION  
SYSTEM**





**CLASSIFICATION  
EXAMPLES**

**NATIONAL  
PARK**

**COMMUNITY  
PARK**






**GRAHAM OAKS  
NATURE PARK**



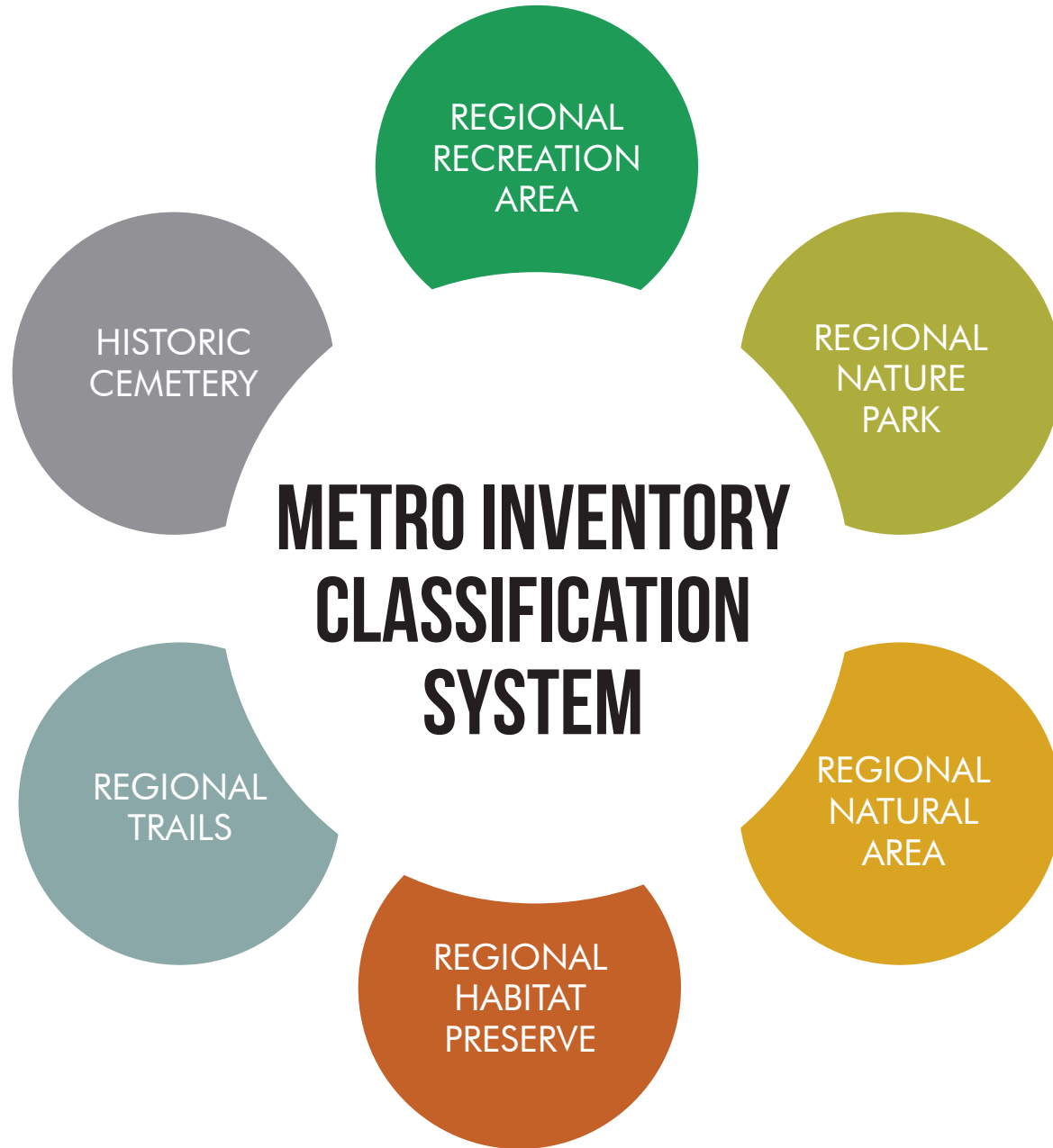
**METRO  
INVENTORY  
HISTORY**



**M. JAMES  
GLEASON MEMORIAL  
BOAT RAMP**



## METRO INVENTORY CLASSIFICATION



# REGIONAL RECREATION AREA

A Regional Recreation Area offers access to some of the region's most distinctive natural and constructed features for boating, swimming, picnicking, and other activities. While some include sensitive lands and areas managed and treasured for their cultural, habitat and ecosystem values, Regional Recreation Areas generally support high levels of activity and use.

EXAMPLE: BLUE LAKE PARK



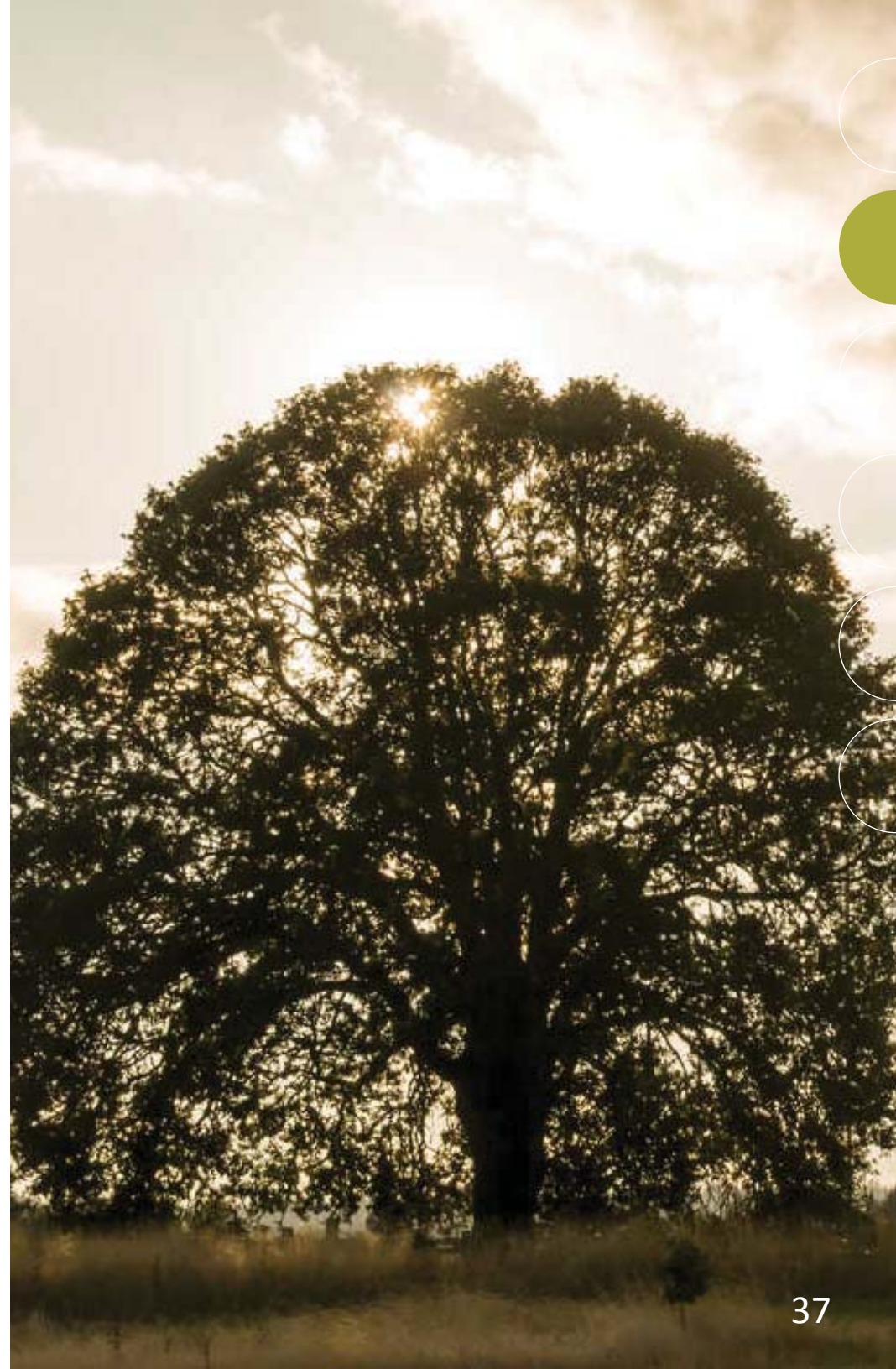


# REGIONAL NATURE PARK

Regional Nature Parks are lands with scenic, historic or natural features protected by Metro that are carefully developed and open to the public for use. Regional Nature Parks offer unique recreation and education experiences in outstanding natural settings. In these places, Metro seeks to promote activities like hiking and quiet enjoyment of nature and wildlife; sharing the story of some of the region's most unique cultures, landscapes and natural systems; and preservation and enhancement of the natural communities of the Pacific Northwest.



EXAMPLE: GRAHAM OAKS NATURE PARK





# REGIONAL NATURAL AREA

Regional Natural Areas are protected landscapes that have substantially retained their natural character. Metro focuses its management activities on restoration and enhancement for the benefit of the region's native fish and wildlife, water & air quality.

Public access is managed at select locations with a mind toward respecting the sensitive balance between recreation and habitat protection.



EXAMPLE: NORTH LOGAN NATURAL



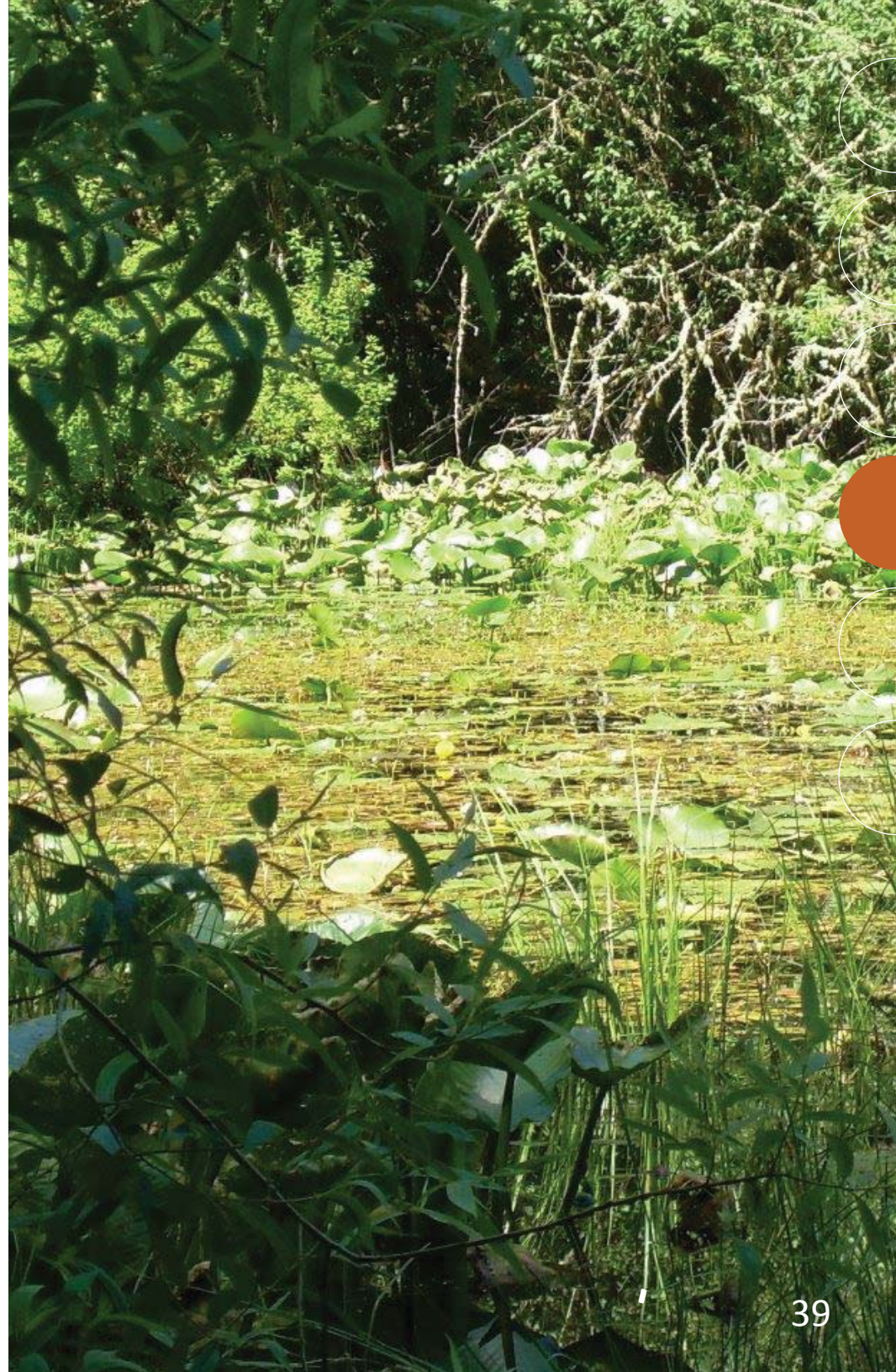


# REGIONAL HABITAT PRESERVE

Regional Habitat Preserves play an instrumental role in preserving clean air, clean water, and protecting our region's biodiversity. Metro manages these unique and sensitive landscapes with a focus on ecological integrity of rivers, streams and wetlands; regeneration of once common plant and wildlife communities; and regional habitat connectivity for fish and other species. Access by the public is limited to infrequent guided tours and similar.



EXAMPLE: PEACH COVE FEN



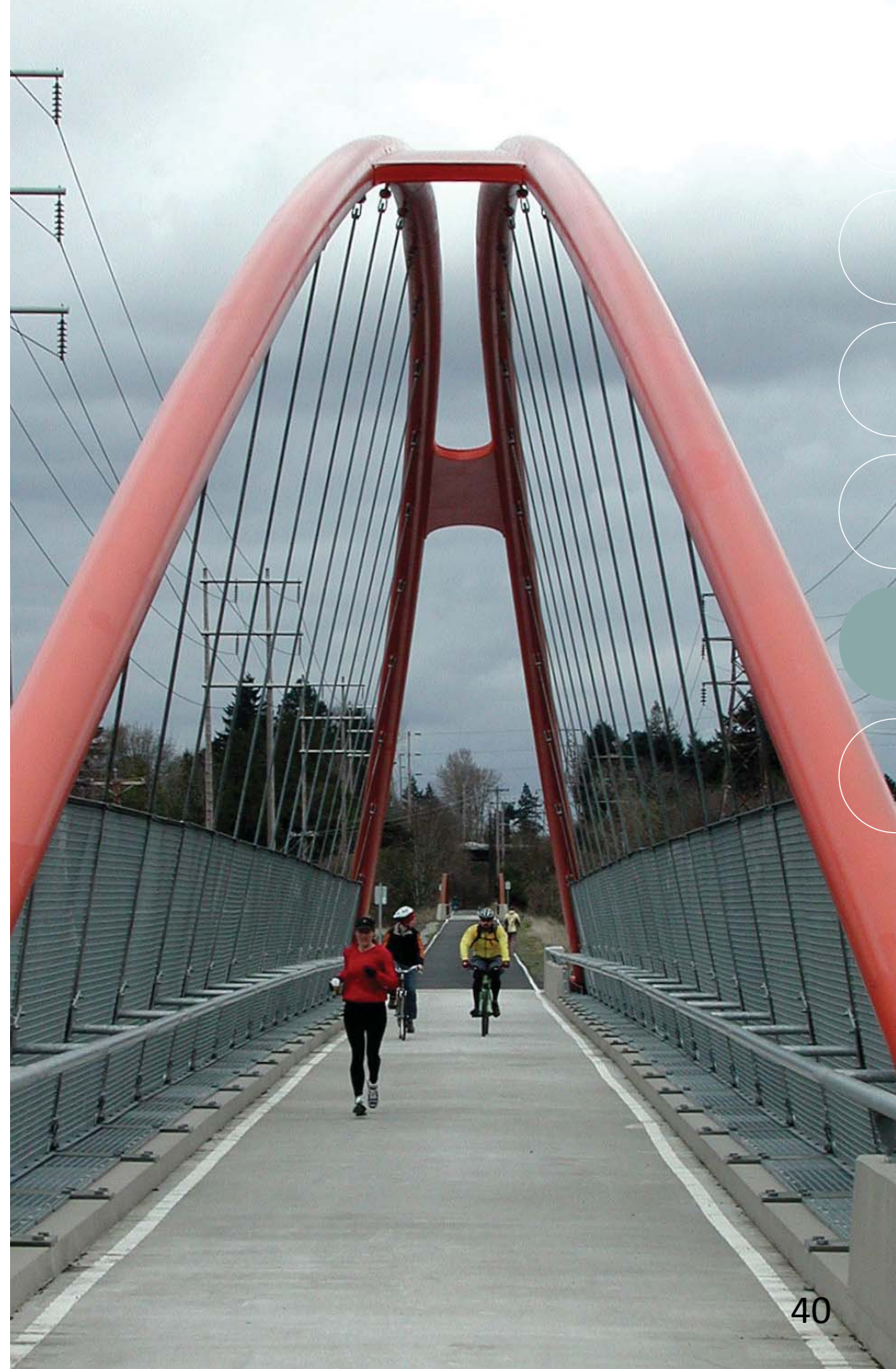


# REGIONAL TRAILS

Regional Trails differ from local trails in that they are usually larger in scope – crossing neighborhood lines and linking cities, counties and even states. As excellent places for hikers, walkers, runners, cyclists, and paddlers to exercise and experience nature, regional trails are destinations unto themselves – but they also take us from the places we live to the places we learn, work, shop and play.

Regional Trails are typically separated from roads which makes these trails more pleasant for recreation users by reducing interactions with vehicular traffic and also makes them quicker routes for pedestrian and bike commuters. Regional Trails are typically maintained by local jurisdictions; however, Metro serves as a convener in the planning of the overall regional trail system.

EXAMPLE: SPRINGWATER TRAIL





# HISTORIC CEMETERY

Metro's Historic Cemeteries are valued as sacred places. They are available to the public for interment/inurnment, grave visitation, reflection and historical research.

In addition to traditional burials and related uses, Metro's Historic Cemeteries also provide for a number of passive recreation uses such as walking/strolling, birding, horticulture interpretation and appreciation, historical research, art, and general forms of respite throughout the year.



EXAMPLE: LONE FIR CEMETERY

